

# JUSTICE REINVESTMENT ACT

## IMPLEMENTATION EVALUATION REPORT

# 2026



NORTH CAROLINA  
SENTENCING AND  
POLICY ADVISORY  
COMMISSION

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CHAIRMAN

MICHELLE HALL  
EXECUTIVE DIRECTOR

# JUSTICE REINVESTMENT ACT

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## IMPLEMENTATION EVALUATION REPORT

# 2026

PROJECT CONDUCTED IN CONJUNCTION WITH THE  
DEPARTMENT OF ADULT CORRECTION

SUBMITTED PURSUANT TO N.C. GEN. STAT. § 164-50 (2025)

APRIL 15, 2026



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# I. INTRODUCTION

In 2011, the North Carolina General Assembly directed the Sentencing and Policy Advisory Commission (Sentencing Commission) and the Department of Adult Correction (DAC) to jointly conduct ongoing evaluations regarding the implementation of the Justice Reinvestment Act (JRA).<sup>1</sup> This report constitutes the fifteenth report in compliance with the directive.

The Sentencing Commission's reports have evaluated the implementation of the JRA over the past fifteen years, highlighting legislative changes, changes in policies and practices, initiatives undertaken by agencies to further the goals of the JRA, and data examining the usage of JRA tools and outcomes under the JRA.<sup>2</sup>

The information for the report comes from updates provided by agencies at meetings with Sentencing Commission staff, from agency and organizational reports submitted to the Legislature, and from data collected by agencies. Given that the correctional system was most affected by the changes under the JRA, the management information system used by DAC, the Offender Population Unified System (OPUS), is the primary source for data presented in this report. Much of the information was obtained from DAC's Administrative Analysis Unit, as well as from their online Automated System Query (ASQ). Information about the Statewide Misdemeanant Confinement Program (SMCP) was obtained from the North Carolina Sheriffs' Association (NCSA).<sup>3</sup>

This first section of the report provides background on the JRA and subsequent, related legislation that made changes to it. Section II includes information related to sentencing practices under the JRA (e.g., data on special probation and habitual felon status offenses). Section III provides information on community supervision including policy changes and data on the population of offenders on supervision in North Carolina. Section IV details the effect of the JRA on incarceration practices for both local confinement facilities and state prisons. Section V summarizes key findings from the report.

## Background

In 2009, North Carolina's executive, legislative, and judicial leadership requested technical assistance from the Council of State Governments (CSG) Justice Center to study North Carolina's criminal justice system. The bi-partisan request was made in response to the state's increasing prison population and with the hope CSG would determine ways North Carolina could curb expenditures for building prisons as well as ways to reinvest in strategies to reduce corrections spending overall.<sup>4</sup>

From 2009 to 2010, CSG analyzed North Carolina data, examined the criminal justice system, and engaged stakeholders and policymakers to identify potential areas for improvement in sentencing, supervision, and treatment practices. CSG found that probation revocations and various sentence

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<sup>1</sup> N.C. Gen. Stat. (hereinafter G.S.) § 164-50 (2025).

<sup>2</sup> See Appendix A for a full timeline of the JRA implementation.

<sup>3</sup> See Appendix B for a full list of acronyms used in this report.

<sup>4</sup> Due to a confluence of factors, the prison population in North Carolina has declined since 2009. Legislative changes made to the felony punishment chart in 2009, as well as changes to earned time credits made in 2011, contributed to the decline. North Carolina has also experienced changes in demographic trends (including a decrease in the rate of growth in the state's population, particularly for males ages 16-24) and decreases in crime trends overall. (For a full report on North Carolina's prison population, see NC Sentencing and Policy Advisory Commission, *Prison Population Projections FY 2025-FY 2034*).

enhancements were two factors straining the prison system. CSG also noted the lack of supervision for many offenders leaving prison, as well as inadequately targeted treatment in the community. CSG developed and recommended a legislative package designed to increase public safety while curbing spending on corrections by reinvesting in community treatment.<sup>5</sup>

The policy options presented by CSG were incorporated into House Bill 642, The Justice Reinvestment Act. Representatives Bordsen, Faircloth, Guice, and Parmon introduced HB 642 in the North Carolina General Assembly during the 2011 Session. Both the House of Representatives and Senate ultimately passed the legislation with overwhelming support. Governor Perdue signed the JRA into law on June 23, 2011.

## Major Provisions of the Justice Reinvestment Act

The JRA made changes to North Carolina's court system and corrections system (encompassing probation, prisons, and post-release supervision (PRS)). The JRA also created a statewide confinement program for misdemeanants, refocused community resources, created a new habitual breaking and entering felony offense, and modified the punishment for habitual felons. A summary of the major provisions of the JRA is provided below, by system.<sup>6</sup>

### Changes to the Court System

The JRA expanded the existing drug diversion program<sup>7</sup> to make it mandatory. All first-time offenders convicted of a misdemeanor or Class I felony possession of drugs or paraphernalia offense were placed in the program. However, the General Assembly subsequently amended the statute to allow a judge to find that an offender is inappropriate for the program<sup>8</sup> (see Related Legislation).

A habitual breaking and entering status offense was created. Offenders who commit their second felony breaking and entering offense are eligible and, if convicted, are sentenced in Class E according to the felony punishment chart.<sup>9</sup> The existing habitual felon law was modified under the JRA. Habitual felons are sentenced four classes higher than the class of the current offense, but no higher than Class C.<sup>10</sup>

The JRA redefined Community and Intermediate punishments.<sup>11</sup> Community punishment is defined as any sentence other than an Active punishment, drug treatment court, or special probation (split sentence). Intermediate punishment is defined as supervised probation. It may include any other condition of probation. Drug treatment court and special probation (split sentence) are limited to

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<sup>5</sup> For the full report from CSG, see Council of State Governments Justice Center, *Justice Reinvestment in North Carolina, Analysis and Policy Framework to Reduce Spending on Corrections and Reinvest in Strategies to Increase Public Safety*, April 2011.

<sup>6</sup> Additional information on the JRA is available in multiple places. See NC Sentencing and Policy Advisory Commission, *Justice Reinvestment Implementation Evaluation Report, 2012 through 2025*, available at <https://www.nccourts.gov/documents/publications/jra-implementation-evaluation-report>; *The North Carolina Justice Reinvestment Act* by James Markham, UNC SOG, published December 7, 2012; and <https://www.sog.unc.edu/publications/books/north-carolina-justice-reinvestment-act>.

<sup>7</sup> G.S. 90-96.

<sup>8</sup> Session Law (hereinafter S.L.) 2013-210.

<sup>9</sup> G.S. 14-7.31.

<sup>10</sup> G.S. 14-7.6.

<sup>11</sup> G.S. 15A-1340.11(2), (6).

Intermediate punishment sentences.<sup>12</sup> The court has the discretion to impose supervised probation with no additional conditions as an Intermediate punishment.

The JRA created short periods of confinement (quick dips) in jail as a new condition of probation.<sup>13</sup> The court is authorized to impose up to six days per month in jail. This condition can be imposed as part of a Community or Intermediate punishment.

Advanced Supervised Release (ASR) was created under the JRA for certain offenders receiving active sentences.<sup>14</sup> ASR allows judges, without objection from the prosecutor, to decide at sentencing whether eligible offenders will be ordered to this prison program which, if completed, leads to their release after serving a reduced minimum sentence.

### Changes to Probation

The JRA codified the use of risk and need assessments (RNA) as a strategy for managing offenders and allocating resources in the community and directed DAC to perform an assessment on all offenders.<sup>15</sup> Supervision and other resources are targeted based on offenders' levels of risk and need.

The JRA expanded delegated authority for probation officers. They are authorized to impose most of the current conditions of probation and to respond to violations by imposing quick dips. The officer may impose a quick dip without a court hearing if the offender signs a waiver.<sup>16</sup>

Under the JRA, prison time imposed for technical violations of probation (i.e., violations other than absconding or commission of a new crime) was limited. Originally, the penalty for a first or second technical violation of probation was set at 90 days imprisonment for a felon and up to 90 days for a misdemeanor.<sup>17</sup> Subsequently, the law was amended to eliminate the Confinement in Response to Violation (CRV) period for misdemeanants sentenced to probation under the Structured Sentencing Act (SSA).<sup>18</sup>

### Changes to Prisons

See Advanced Supervised Release above – “Changes to Court System.”

### Changes to Post-Release Supervision

PRS under the JRA was expanded to include all felons. After serving an active sentence, a period of nine months of supervision is required for Class F-I felons and five years of supervision is required for Class F-I felons convicted of a sex offense. The revocation period for these offenders is nine months. PRS for Class

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<sup>12</sup> Drug treatment court was changed to local judicially managed accountability and recovery court effective March 17, 2022 (S.L. 2022-6, s. 8.2(e)).

<sup>13</sup> G.S. 15A-1343 (a1)(3).

<sup>14</sup> G.S. 15A-1340.18.

<sup>15</sup> G.S. 15A-1343.2(b1).

<sup>16</sup> G.S. 15A-1343.2(e) and (f).

<sup>17</sup> G.S. 15A-1344(d2).

<sup>18</sup> S.L. 2015-191.

B1-E felons who are not convicted of a sex offense was expanded to twelve months; the revocation period was expanded to twelve months as well.<sup>19</sup>

Similar to probation, prison time imposed for technical violations on PRS (i.e., violations other than absconding or commission of a new crime) was limited. The penalty for a first, second, or third technical violation was set at three months of imprisonment. Upon the fourth technical violation, the Post-Release Supervision and Parole (PRSP) Commission may revoke PRS and impose the rest of the prison sentence.<sup>20</sup>

## Resources

The Criminal Justice Partnership Program (CJPP) was repealed under the JRA and the Treatment for Effective Community Supervision (TECS) program was created.<sup>21</sup> DAC is authorized to enter into contractual agreements with eligible entities for the operation of community-based corrections programs. TECS focuses on certain offenders: (1) offenders convicted of a felony; (2) offenders participating in the felony drug diversion program; and (3) offenders who are identified by DAC to have a high likelihood of re-offending and who have a moderate to high need for substance abuse treatment. Programs eligible for funding include substance abuse treatment programs, cognitive-behavioral programming, and other evidence-based programming (EBP).

Under the JRA, the SMCP was created.<sup>22</sup> Most misdemeanants are housed in local jails instead of state prisons. NCSA operates the SMCP, which was funded by court costs that went to the Statewide Misdemeanant Confinement (SMC) Fund; however, the General Assembly subsequently changed funding to a direct appropriation.<sup>23</sup> The SMCP finds space to house eligible misdemeanants in participating local jails. If the participating local jails are full, DAC houses the offenders. Originally, misdemeanants who received a sentence of between 91 and 180 days of confinement, excluding sentences for impaired driving<sup>24</sup> offenses (DWI), were placed under the SMCP; misdemeanants who received a sentence greater than 180 days were housed in the state prison system. However, the General Assembly subsequently amended the statutes to provide that all misdemeanants who receive a sentence greater than 90 days and all offenders convicted of impaired driving offenses, regardless of sentence length, serve their time in participating local jails through the SMCP (*see Related Legislation*).<sup>25</sup>

## Effective Dates

The JRA went into effect in 2011 and early 2012 (*see Table 1*). Tracking the effective dates and events that determine offender eligibility is critical to proper application of the law.

The varied effective dates of the JRA created difficulties for agencies with regard to implementation. There was not a simple distinction between “old” and “new” law; practitioners had to be aware of when each provision went into effect in order to determine which offenders were eligible for certain offenses, conditions, and punishments. The General Assembly has also amended the JRA (*see Related Legislation*),

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<sup>19</sup> G.S. 15A-1368.1 to -1368.2.

<sup>20</sup> G.S. 15A-1368.3(c).

<sup>21</sup> G.S. 143B-1495 to -1503.

<sup>22</sup> G.S. 148-32.1(b2) to (b4).

<sup>23</sup> S.L. 2015-241.

<sup>24</sup> Impaired driving is also referred to as “driving while impaired” or “DWI.”

<sup>25</sup> S.L. 2014-100.

creating additional effective dates for new and amended JRA provisions which also must be tracked to ensure proper application of the law.

**Table 1**  
**JRA Effective Dates by Provision**

<b>Date</b>	<b>Application</b>	<b>Provision</b>
<b>July 1, 2011</b>	N/A	TECS program SMC Fund
<b>December 1, 2011</b>	Probation violations occurring on or after:	CRV
	Offenses committed on or after:	Habitual Breaking and Entering Habitual Felon Redefine Community and Intermediate punishment Expand Delegated Authority Expand PRS
<b>January 1, 2012</b>	Pleas or guilty findings on or after:	Drug diversion ASR
	Sentences imposed on or after:	SMCP

### Related Legislation

The Legislature passed the JRA in June 2011 and has made several amendments and clarifying changes since then. Table 2 provides a list of all JRA amendments, their effective dates, and their application. The first clarifying changes came in September 2011 before the JRA went into effect. Session Law 2011-412 clarified probation officers' delegated authority for Community and Intermediate punishments. Confinement periods imposed through delegated authority must run concurrently and may total no more than six days per month for offenders on probation for multiple judgments. The legislation also specified that any time spent in confinement awaiting a hearing for a probation violation must be credited towards the CRV period, and that CRV periods must run concurrently for offenders on probation for multiple offenses. This statute was amended in 2014 to prohibit any credit from being applied to the CRV period (*see infra*).

In June 2012, the Legislature made additional clarifications to the JRA. Session Law 2012-188 clarified that offenders sentenced to Community or Intermediate punishments and ordered to perform community service shall pay a community service fee. This provision became effective July 16, 2012, and applies to any community service conditions ordered as part of a Community or Intermediate punishment on or after that date. The legislation amended the requirements for probation officers exercising delegated authority to allow two probation officers to witness a probationer's waiver of rights (previously one probation officer and his/her supervisor had to witness the waiver). It also clarified that judges could impose a CRV period of less than 90 days for misdemeanants (effective July 16, 2012). The legislation provides that the period of PRS is tolled during confinement for offenders re-imprisoned for violating conditions of PRS. This provision became effective on July 16, 2012, and applies to supervisees violating conditions of PRS on or after that date. Session Law 2012-188 amended the maximum sentences for drug trafficking convictions to allow for twelve months of PRS for drug trafficking convictions in Classes B1-E and nine months of PRS for drug trafficking convictions in Classes F-I. These maximum sentence lengths are effective for offenses committed on or after December 1, 2012. Lastly, S.L. 2012-188 granted the PRSP Commission expanded authority to conduct hearings using

videoconferencing, effective December 1, 2012.

In June 2013, the Legislature again made clarifications to the JRA. Session Law 2013-101 amended the regular conditions of probation to make it clear that the requirement to not abscond applies to offenders on supervised probation only. It also amended the CRV statute to make it clear that the confinement period must consist of consecutive days (i.e., they cannot be separated). The legislation repealed the requirement that the Sentencing Commission report biennially on recidivism rates for offenders on probation, parole, and PRS participating in programming funded by the TECS program. These changes became effective June 12, 2013. The legislation also amended three maximum sentences specified for Class B1-E felonies that were incorrectly calculated in the original JRA bill. These maximum sentences are effective for offenses committed on or after October 1, 2013.

At the same time, the General Assembly changed one of the policies in the original JRA. Session Law 2013-210 allowed the court to determine, with a written finding and agreement of the District Attorney, that an offender is inappropriate for conditional discharge under G.S. 90-96 for factors related to the offense. The JRA originally made this provision mandatory for certain offenders. This change applies to offenses committed on or after December 1, 2013.

In 2014, the Legislature made changes to the SMCP. Session Law 2014-100 eliminated the provision that mandated longer misdemeanor sentences be served in the state prison system, and instead required them to be served in local jails. Pursuant to the change, misdemeanants with sentences greater than 90 days, other than those sentenced for impaired driving, serve their sentences in local jails that participate in the SMCP (misdemeanor sentences of 90 days or less will continue to be served in local jails). This change applies to persons placed on probation or sentenced to imprisonment on or after October 1, 2014. In addition, S.L. 2014-100 amended the statutes to require that all misdemeanants sentenced for impaired driving offenses, regardless of sentence length, serve their sentences in local jails that participate in the SMCP. This change applies to persons placed on probation or sentenced to imprisonment on or after January 1, 2015.

The General Assembly also changed the policy regarding the awarding of credit to the CRV period for felons. Session Law 2014-100 provided that the term of any CRV shall not be reduced by credit for time already served in the case. Any such credit shall instead be applied to the suspended sentence. Originally, the judge was required to award prehearing credit to the CRV period. This change applies to probation violations occurring on or after October 1, 2014.

In 2015, the Legislature again made changes to the application of CRVs. Session Law 2015-191 eliminated the CRVs for misdemeanants sentenced to probation under the SSA; the CRV remains as a sanction for offenders sentenced to probation for impaired driving offenses. The amendment also provided that the court may revoke probation for the misdemeanant after they have received two separate periods of short-term confinement, which may be imposed either by the court or by the probation officer through delegated authority. This change applies to persons placed on probation on or after December 1, 2015.

In 2016, the Legislature addressed two issues relating to credit for time served. Session Law 2016-77 clarified that upon revocation of two or more consecutive sentences as a result of a probation violation,

the credit for time served on concurrent CRVs will be credited to only one sentence.<sup>26</sup> In addition, the application of credit for time spent in custody as a result of a PRS revocation against the three-month period of reimprisonment was eliminated; the credit is applied toward the maximum prison term instead (effective for offenses committed on or after December 1, 2016). Session Law 2016-77 also changed one of the original JRA provisions by eliminating the State Community Corrections Advisory Board and creating the Justice Reinvestment Council, effective July 1, 2016. The Council is to recommend policy enhancements to the JRA, assist in the continued education of criminal justice system stakeholders, support implementation of the JRA, and identify new initiatives that further the implementation of the JRA and the Adult Corrections Recidivism Reduction Plan. Finally, S.L. 2016-77 authorized the PRSP Commission and hearing officers to conduct all hearings regarding violations of PRS by videoconference, effective July 1, 2016.

In 2023, the General Assembly authorized delegation of authority for DWI cases in S.L. 2023-121. This change applies to offenses committed on or after December 1, 2023.

**Table 2**  
**JRA Amendment Effective Dates by Provision**

<b>Date</b>	<b>Application</b>	<b>Provision</b>
<b>July 16, 2012</b>	PRS violations occurring on or after:	PRS period tolled during reimprisonment
	CRVs imposed on or after:	CRVs less than 90 days authorized for misdemeanants
<b>December 1, 2012</b>	Offenses committed on or after:	Drug trafficking maximum sentences increased
<b>October 1, 2013</b>	Offenses committed on or after:	Certain Class B1-E maximum sentences increased
<b>December 1, 2013</b>	Offenses committed on or after:	Drug diversion change
<b>October 1, 2014</b>	Probation violations occurring on or after:	Credit for time already served cannot be applied to CRV period
<b>October 1, 2014</b>	Persons placed on probation or sentenced to imprisonment on or after:	Misdemeanor sentences greater than 90 days (not impaired driving) to be served in SMCP
<b>January 1, 2015</b>	Persons placed on probation or sentenced to imprisonment on or after:	Misdemeanor impaired driving sentences to be served in SMCP
<b>December 1, 2015</b>	Persons placed on probation on or after:	SSA misdemeanants not eligible for CRVs
		SSA misdemeanants eligible for revocation after two previously imposed quick dips
<b>December 1, 2016</b>	Offenses committed on or after:	Credit for time served on concurrent CRVs only applies to one sentence upon revocation
		Credit for time spent in custody as a result of PRS revocation applies to maximum sentence and not three-month reimprisonment
<b>December 1, 2023</b>	Offenses committed on or after:	Delegated authority authorized for DWI cases

<sup>26</sup> For the Sentencing Commission’s study of CRV credit and consecutive sentences, see NC Sentencing and Policy Advisory Commission, *Justice Reinvestment Implementation Evaluation Report, 2015*.

## II. SENTENCING PRACTICES

The primary changes to sentencing under the JRA included redefining Community and Intermediate punishments, modifications to the existing habitual felon status offense, the creation of a new status offense for habitual breaking and entering, and the establishment of ASR. While habitual felon status offenses are only applied to a portion of the eligible population, they have a significant impact on the prison population due to longer sentences. The utilization of ASR and habitual breaking and entering status offenses, currently used for only a portion of eligible offenders, have a minimal impact on prison bed resources. The usage of these tools reflects the practices within local jurisdictions and therefore varies across the state.

### Community and Intermediate Punishments

With the redefinition of Community and Intermediate punishments under the JRA, special probation (i.e., a split sentence) is one of two punishment conditions limited to Intermediate punishment sentences (the other, judicially managed accountability and recovery court, is not available statewide). Table 3 examines the use of special probation from CY 2021 to CY 2025, with a breakdown by origin – whether special probation was ordered as part of the sentence at initial judgment or whether it was ordered through a modification of probation conditions. Of the 9,712 sentences that included special probation ordered in CY 2025, 91% were at initial judgment, with a similar breakdown for felons and misdemeanants. Since CY 2021, the percentage of special probation ordered at initial judgement has been stable, varying from 90% to 92%.

**Table 3**  
**Special Probation by Origin**

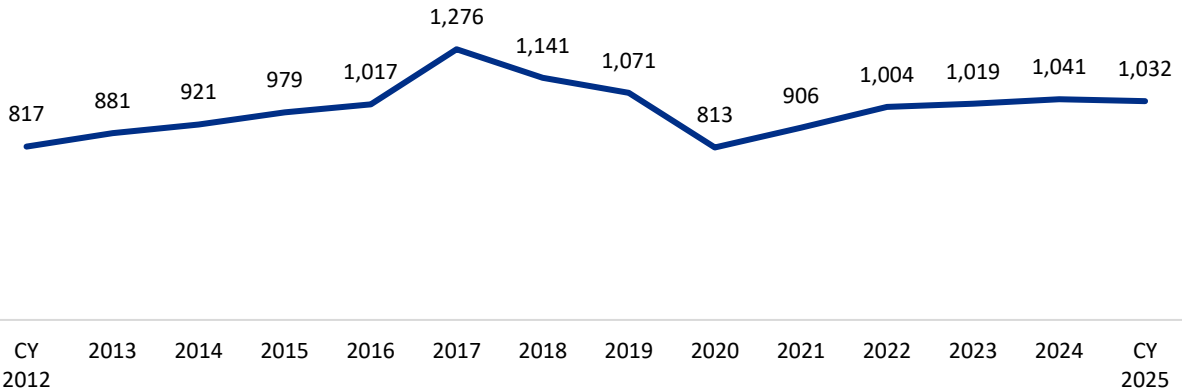
<b>Origin</b>	<b>CY 2021</b>	<b>CY 2022</b>	<b>CY 2023</b>	<b>CY 2024</b>	<b>CY 2025</b>
<b>Initial Judgment</b>	92%	91%	90%	90%	91%
<b>Probation Modification</b>	8%	9%	10%	10%	9%
<b>Total</b>	11,794	13,227	12,301	11,361	9,712

SOURCE: NC Department of Adult Correction

### Habitual Felon

Figure 1 shows the number of habitual felon prison entries from CY 2012 to CY 2025. The volume of habitual felon prison entries has increased 26% since CY 2012. Habitual felon prison entries peaked in 2017 (1,276) and have been relatively stable since CY 2022 (around 1,000 per year).

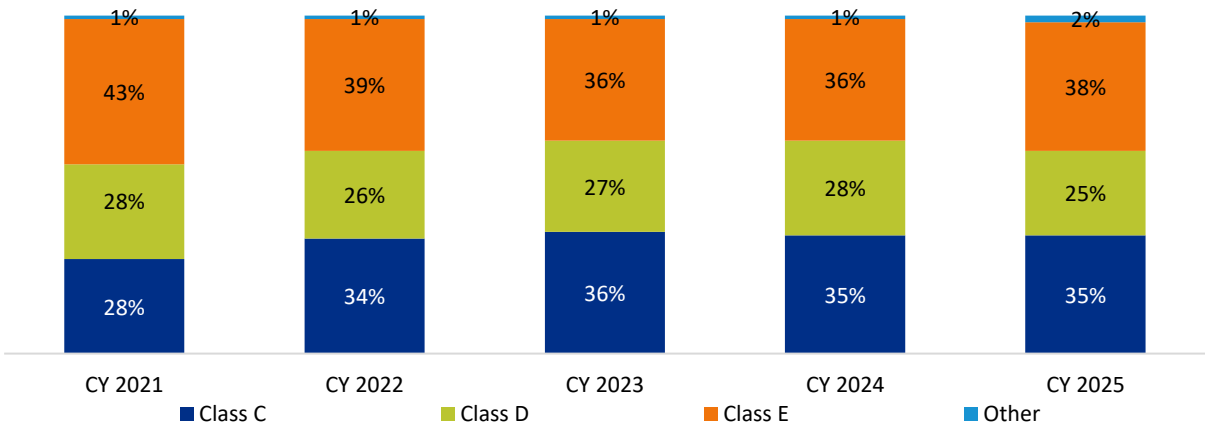
**Figure 1**  
**Habitual Felon Prison Entries**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

The effect of the modifications to the habitual felon law under the JRA can be seen by examining the composition of habitual felons by offense class. Under the JRA, habitual felons are sentenced in Class C, D, or E depending on the offense class of their substantive offense. Figure 2 shows habitual felon prison entries by offense class for the past five years. The highest percentages of habitual felon prison entries were in either Class C (ranging from 28% to 36%) or Class E (ranging from 36% to 43%). Offenders sentenced in Class D have consistently comprised less than 30% of prison entries.

**Figure 2**  
**Habitual Felon Prison Entries by Offense Class**



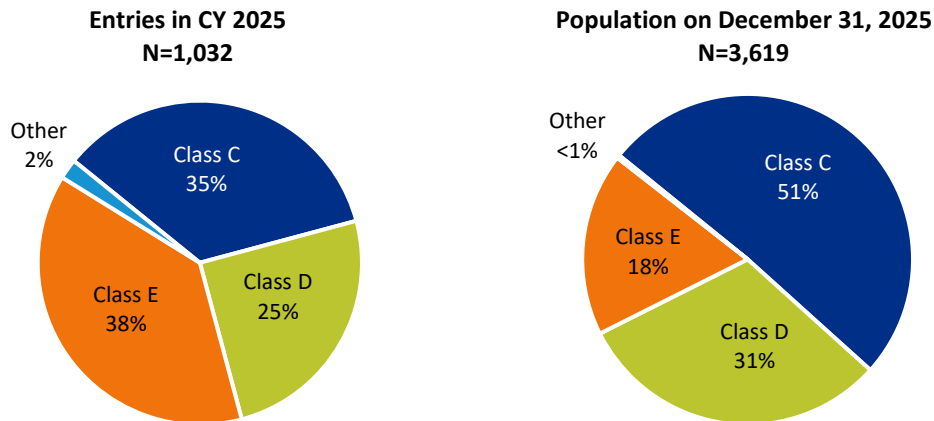
Note: The “other” category includes safekeepers, CRVs, and possible discrepant data.

SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

Figure 3 examines the offense class distribution of habitual felon prison entries and habitual felons in prison on December 31, 2025. In CY 2025, most habitual felon prison entries were sentenced in either Class E (38%) or Class C (35%). Of the habitual felons in prison on December 31, 2025, slightly over half (51%) were sentenced in Class C. Because of their longer sentences, it is anticipated that the largest proportion of the habitual felon prison population will continue to be Class C offenders. Based on DAC’s broad categorization of offenses, habitual felons accounted for one of the largest proportions of the prison population, fluctuating from 11% to 15% over the past thirteen years. As of December 31, 2025

habitual felons accounted for the second largest proportion of the prison population – accounting for 11% (or 3,619) of the December 31, 2025, population.<sup>27</sup>

**Figure 3**  
**Habitual Felon Prison Entries and Population by Offense Class**



Note: Prison entries for CY 2025 were affected by the number of inmates in county jails waiting for transfer to the state prison system. On December 31, 2025, there were 611 inmates backlogged in county jails. The “other” category includes safekeepers, CRVs, and possible discrepant data.

SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

Although modifications to the habitual felon law have affected the offense class composition of habitual felon convictions, the practice of sentencing habitual felons in the mitigated range has continued. In FY 2025, 50% of Class C, 65% of Class D, and 59% of Class E habitual felons were sentenced in the mitigated range.<sup>28</sup> While nearly all habitual felons are sentenced to an Active punishment, it is possible that a habitual felon in Class E could receive a non-active sentence, depending on prior record level. There were 4 Class E habitual felon entries to probation in CY 2025.<sup>29</sup>

### Habitual Breaking and Entering

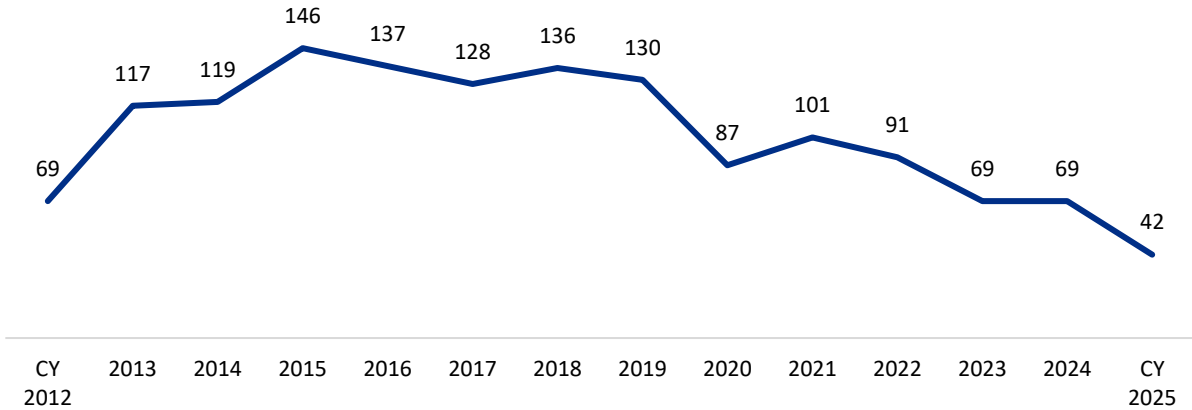
Figure 4 shows habitual breaking and entering prison entries from CY 2012 to CY 2025. Habitual breaking and entering is a Class E felony. Habitual breaking and entering prison entries have decreased 39% from CY 2012 to CY 2025; the number of habitual breaking and entering prison entries in CY 2025 were the lowest since implementation (n=42). Since implementation, habitual breaking and entering has been infrequently convicted and sentenced, despite the potentially large pool of offenders eligible for this status offense.

<sup>27</sup> The largest category was convicted of second-degree murder, accounting for 11% (or 3,711) of the population.

<sup>28</sup> Preliminary data from *FY 2025 Structured Sentencing Statistical Report for Felonies and Misdemeanors*.

<sup>29</sup> NC Department of Adult Correction, Automated System Query (ASQ)

**Figure 4**  
**Habitual Breaking and Entering Prison Entries**

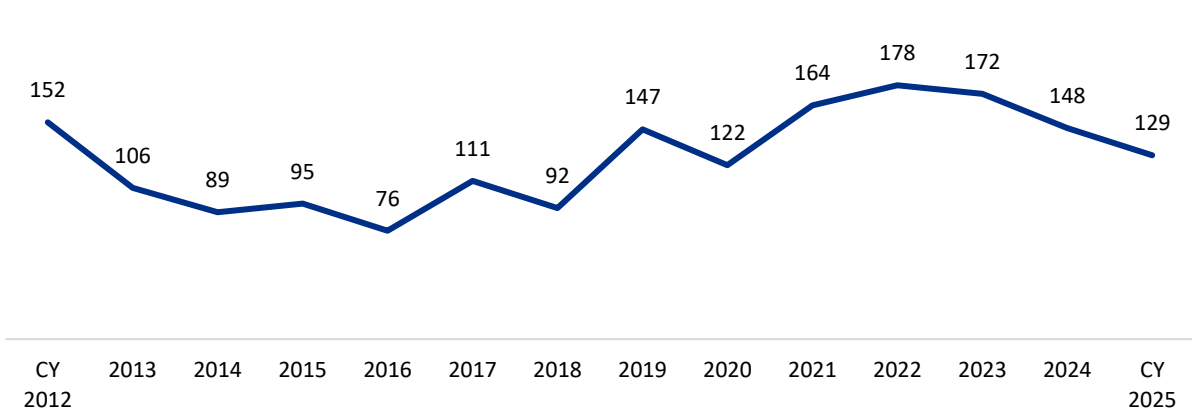


SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

**Advanced Supervised Release**

Figure 5 provides information on the number of prisoners with ASR sentences. The number of prisoners with ASR sentences has fluctuated, ranging from a low of 76 in CY 2016 to a high of 178 in CY 2022. ASR sentences have declined each year since CY 2021, including a 13% decrease over the past year. In CY 2025, the highest percentage of prisoners with ASR sentences were convicted of Class H felonies (26%), followed by Class D felonies (21%).<sup>30</sup> Less than half (39) of the counties had ASR sentences in CY 2025.<sup>31</sup>

**Figure 5**  
**Prisoners Receiving ASR Sentences**



SOURCE: NC Department of Adult Correction

<sup>30</sup> The most serious offense may not be the offense for which ASR was imposed.

<sup>31</sup> The top 3 counties with ASR sentences were: Columbus County (n=21 or 16%), Johnston County (n=10 or 8%), and New Hanover County (n=10 or 8%). The remaining counties had ASR sentences in the single digits.

### III. COMMUNITY SUPERVISION

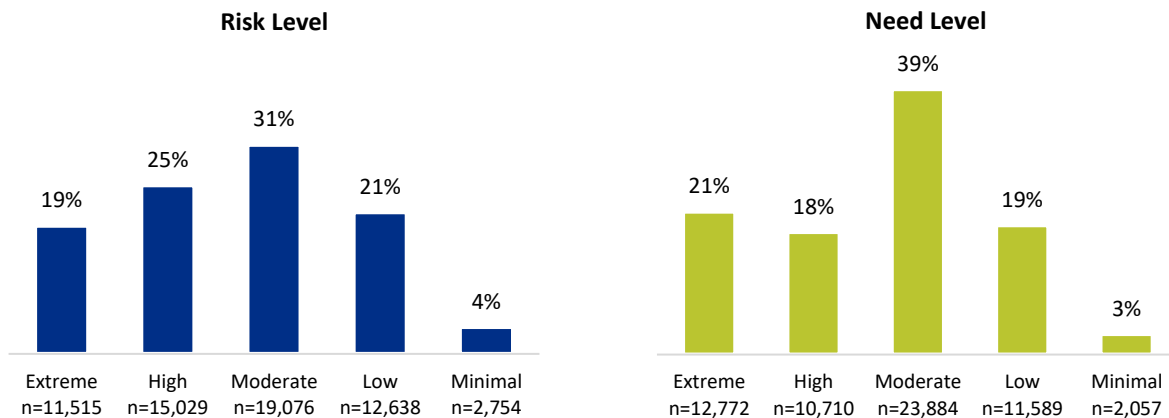
The majority of the changes under the JRA affected how offenders are supervised in the community. Each year following implementation offers more information and data related to the use of available tools, their effectiveness, and the fidelity of implementation to the intent of the JRA. The information provided below describes any changes in policies and practices that affected community supervision (where relevant) alongside data (where available).

As a point of reference for this section, on December 31, 2025, the community supervision population (including both probationers and post-release supervisees) was 74,879. Between December 2024 and December 2025, the felony community supervision population decreased slightly at 1% and the misdemeanor community supervision population decreased 4%. Throughout this section, rates for outcome measures are only reported for probationers when there were at least 25 offenders in a specific category.

#### Risk and Need Assessment and Supervision Level<sup>32</sup>

For the community supervision population, the JRA requires the use of a validated instrument to assess each offender’s risk of reoffending and criminogenic needs to place the offender in the appropriate supervision level. The Offender Traits Inventory-Revised (OTI-R) is used to assess offender risk, while the Offender Self-Report and the Officer Interview and Impressions are used to assess offender need. There are five risk levels and five need levels: extreme, high, moderate, low, and minimal. As shown in Figure 6, the highest percentages of offenders were assessed as moderate risk (31%) or moderate need (39%); a small percentage were assessed as minimal risk (4%) or minimal need (3%).

**Figure 6**  
**Risk and Need Level for the Assessed Community Supervision Population**  
**December 31, 2025**

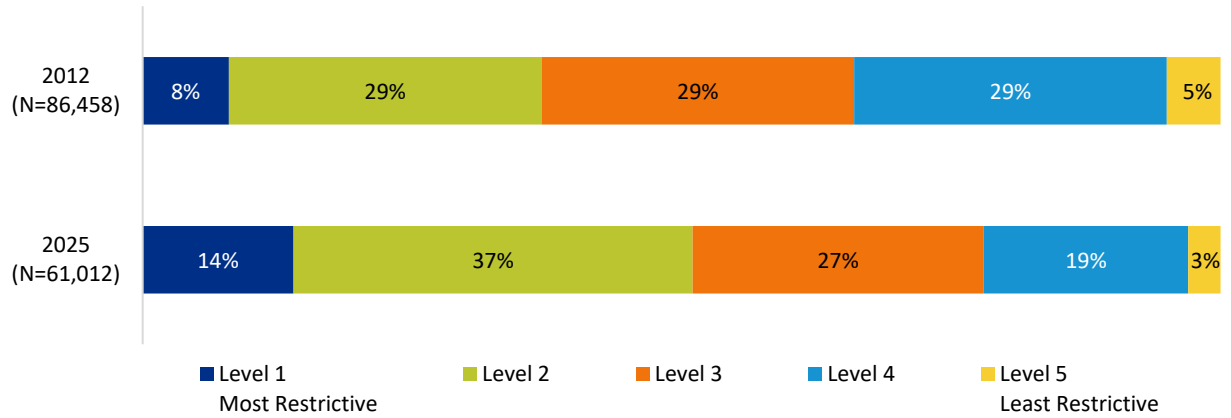


SOURCE: NC Department of Adult Correction

<sup>32</sup> See NC Sentencing and Policy Advisory Commission, *Justice Reinvestment Implementation Evaluation Report, 2013*, for a more detailed description of these instruments.

Supervision level, which determines the minimum contact requirements for supervision, is determined by the intersection of the offender’s risk and need level. There are five supervision levels; Level 1 is the most restrictive. The DAC Division of Community Supervision (DCS) supervises all offenders on probation and PRS based on their risk, need, and supervision levels. As shown in Figure 7, the percentage of offenders supervised in the most restrictive levels (i.e., Levels 1 and 2) has increased from 37% in 2012 to 51% in 2025.

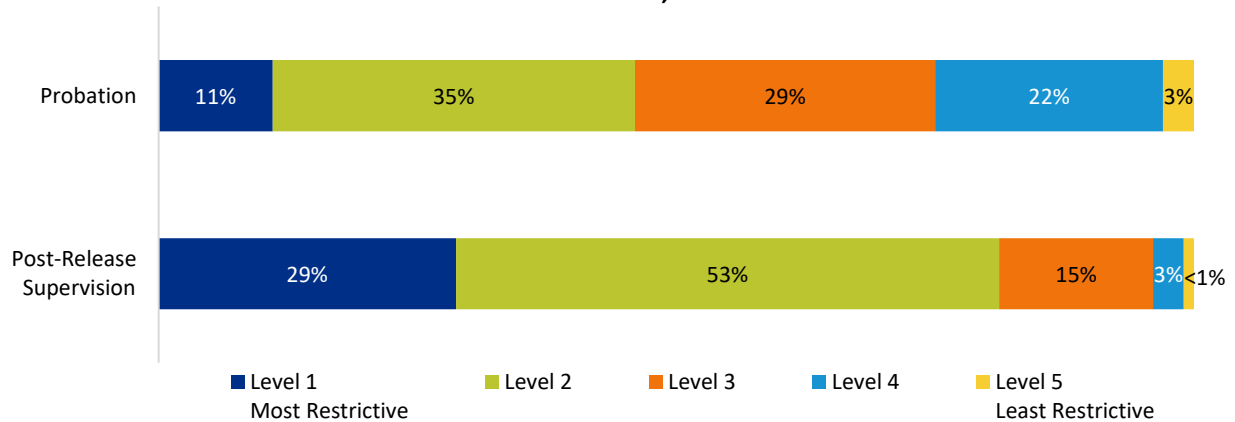
**Figure 7**  
**Supervision Level for the Assessed Community Supervision Population at Year-End**



SOURCE: NC Department of Adult Correction

Figure 8 shows the distribution by supervision level for offenders on probation compared to offenders on PRS on December 31, 2025. The PRS population had higher percentages in the more restrictive supervision levels (i.e., Levels 1 and 2) than the probation population. A combined 82% of PRS offenders were in Supervision Level 1 and Supervision Level 2, while less than half (46%) of probationers were in Supervision Level 1 and Level 2.

**Figure 8**  
**Supervision Level by Supervision Type for the Assessed Community Supervision Population December 31, 2025**



SOURCE: NC Department of Adult Correction

## Case Management

### Caseloads

The JRA set a caseload goal for probation officers of 60 probationers to 1 officer for offenders who are determined to be high or moderate risk.<sup>33</sup> To achieve this goal, offenders are separated by risk level, reducing caseloads for officers with higher risk offenders and increasing caseloads for officers with lower risk offenders. In some of the more rural areas across the state, probation officers maintain an “All Risk” caseload because staffing levels, frequency of court sessions, and/or the makeup of the offender population, do not make it feasible to separate caseloads by risk. As a result of the caseload goal and additional positions previously appropriated by the General Assembly, DAC maintains caseloads of 60 high or moderate risk offenders to 1 officer and 120 low risk offenders to 1 officer. Due to staffing issues, 5 districts are operating under local interim supervision plans which suspend certain contact requirements. For offenders under supervision with mental health needs, the DAC created specialized caseloads with a goal of 40 probationers to 1 officer. DAC will have trained Specialty Mental Health Supervision Officers and Chiefs in all 100 counties by March 2026.

### Absconder Initiative

Under the JRA, the concept of absconding was defined in statute for the first time. Absconding is defined as an offender willfully avoiding supervision or willfully making their whereabouts unknown to the supervising officer.<sup>34</sup> The courts continue to clarify what behavior constitutes absconding as they interpret the statutory definition.<sup>35</sup>

Per DCS policy, all efforts must be exhausted to locate offenders prior to alleging an absconding violation. To achieve that goal, the Division extends the timeframe for the absconder investigation and utilizes either a specialized team of officers or a single officer, depending upon availability of resources, to spend additional time and resources in locating these offenders. In CY 2025 there were 2,158 active absconders; this number has been stable since CY 2022.

## Treatment for Effective Community Supervision

TECS programs provide EBP designed to reduce recidivism. Priority populations for TECS include offenders convicted of a felony and offenders identified as having a high likelihood of reoffending and a moderate/high need for substance abuse treatment.<sup>36</sup> TECS programs are funded through an appropriation from the General Assembly; the Department uses the funding to contract with vendors for the provision of services and the operation of community-based programming.

TECS services were available in all 100 North Carolina counties in 2025. Vendors have the option to provide services in a blended approach and/or completely remotely. Thirteen counties provide in-person care.

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<sup>33</sup> G.S. 15A-1343.2(c).

<sup>34</sup> G.S. 15A-1343(b)(3a).

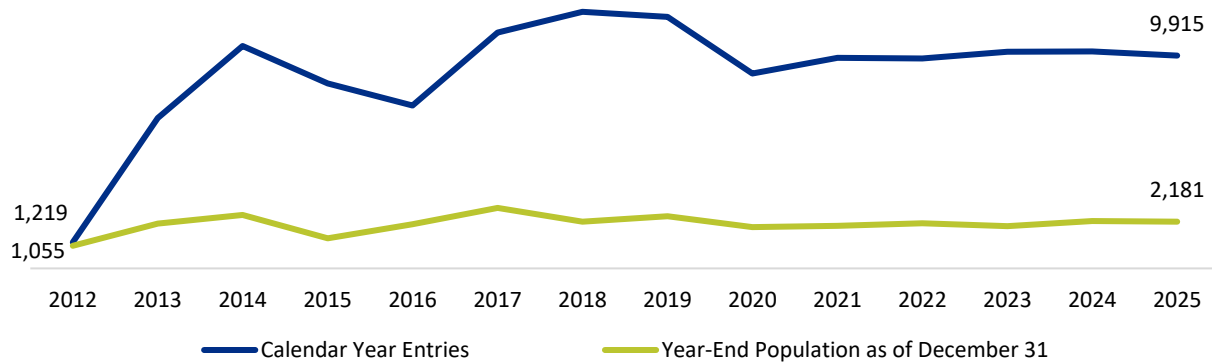
<sup>35</sup> See e.g., *State v. McCall*, 288 N.C. App. 105 (2023), *State v. Krider*, 371 N.C. 466 (2018); *State v. Melton*, 258 N.C. App. 134 (2018); *State v. Johnson*, 246 N.C. App. 139 (2016); *State v. Williams*, 243 N.C. App. 198 (2015).

<sup>36</sup> G.S. 143B-1499.

TECS services include the two traditional TECS programs, substance abuse and cognitive behavioral intervention (CBI) classes (now referred to as Recidivism Reduction Services, or RRS), as well as transitional housing, temporary housing, intensive outpatient treatment (IOP), and local reentry councils. The current contracts, effective September 2022, made all substance abuse services optional and allowed vendors to bid on whether they wanted to provide regular outpatient services, IOP, or both. Vendors must provide three support services: education, employment, and health/nutrition.

Figure 9 shows TECS program entries by calendar year and the year-end population since implementation. Over this time period, TECS program entries have increased from 1,219 in CY 2012 to 9,915 in CY 2025. The TECS year-end population has more than doubled since 2012 (1,055 in 2012 compared to 2,181 in 2025). Since 2021, TECS program entries and the year-end population have remained relatively stable.

**Figure 9**  
**TECS Entries and Population**

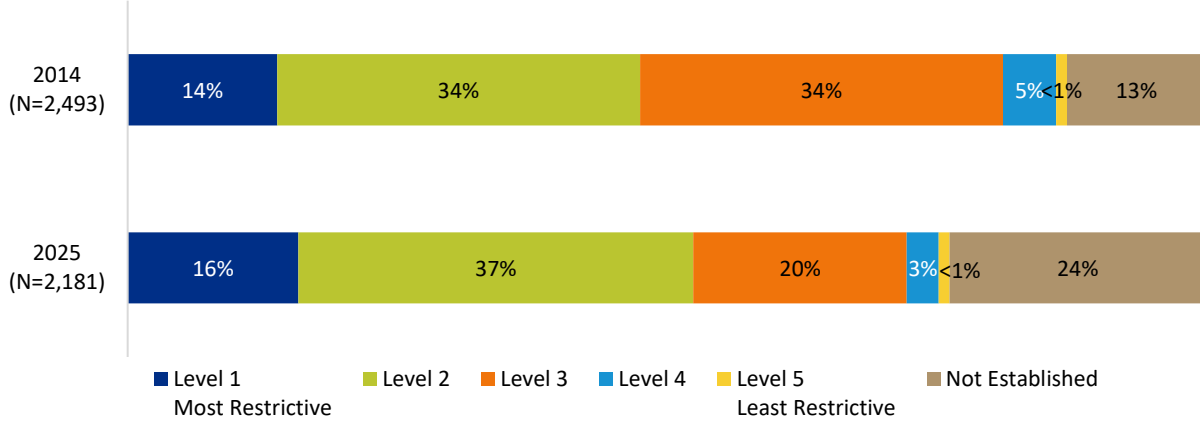


SOURCE: NC Department of Adult Correction

Figure 10 compares the supervision level of the TECS population at year-end in 2014 and 2025. In both years, most of the TECS population was assigned to either Supervision Level 2 or Supervision Level 3 (68% in 2014 and 57% in 2025); however, the percentage of the population in Supervision Level 3 has decreased substantially (from 34% to 20%). Notably, the percentage of TECS population in the Not Established category has increased from 13% to 24%.<sup>37</sup> Supervision Level 5 (the least restrictive level) has continued to comprise the smallest percentage of the TECS population (<1% in both years).

<sup>37</sup> Offenders with no supervision level established are typically offenders within the first 60 days of supervision during which the RNA process is being completed or offenders who have absconded supervision prior to completion of the RNA process.

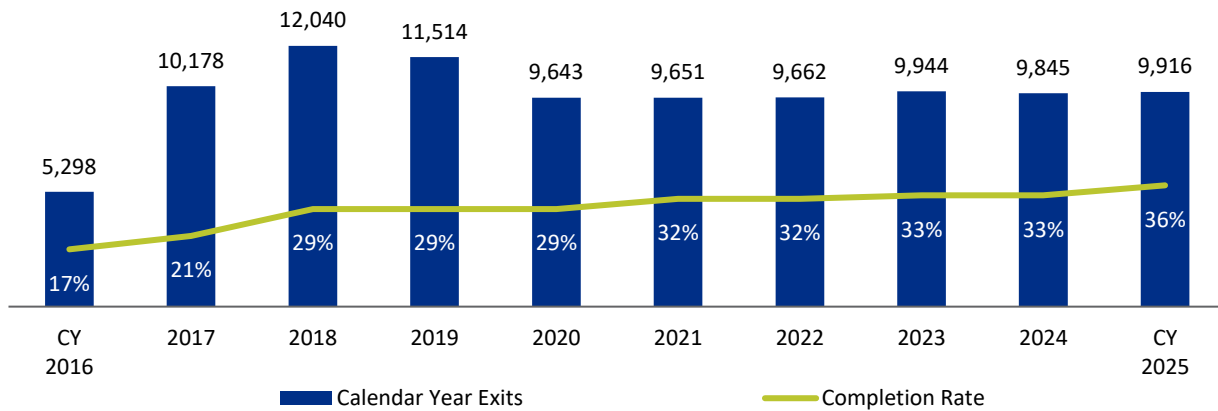
**Figure 10**  
**Supervision Level of TECS Population at Year-End**



SOURCE: NC Department of Adult Correction

As shown in Figure 11, completion rates for offenders exiting TECS programs have increased from 17% in CY 2016 to 36% in CY 2025.<sup>38</sup> Offenders exiting TECS programs ranged from a low of 5,298 in CY 2016 to a high of 12,040 in CY 2018. Since CY 2023, the number of TECS exits has remained relatively stable.

**Figure 11**  
**Completion Rates for TECS Exits**



SOURCE: NC Department of Adult Correction

Completion rates by supervision level were also examined. For CY 2025 TECS exits, completion rates were 27% for Level 1 (most restrictive), 36% for Level 2, 38% for Level 3, 50% for Level 4, 38% for Level 5 (least restrictive), and 37% for probationers without an established supervision level.

### Recidivism Reduction Services

The majority of offenders served through TECS programs have participated in RRS. RRS vendors provide four core services: CBI, CBI Boosters, regular outpatient substance abuse therapy, and aftercare/relapse

<sup>38</sup> Completion means the offender completed all the requirements of the program. Reasons for not completing TECS include probation violations, participation refusal, inappropriate referral, absconding, never reporting to the program, and being released.

prevention. In addition, vendors are required to offer mandatory supportive services of employment skill building, education, and health and nutrition classes, with optional services of family counseling, parenting, and childcare education courses to supplement the curriculum. Presently, RRS contracts cover all 100 counties.

In 2019, DAC included IOP services as an option in the contract for TECS vendors. Currently, five vendors provide IOP services for 9 counties. IOP services are a particular challenge because while not many offenders need the services, it is a very expensive service for those who do. IOP services were included in the next round of Requests for Proposal (RFP) in 2025.

### Transitional/Temporary Housing

Recognizing the importance of stable housing to offender success, DAC added housing programs under TECS; however, the ability to acquire housing options has been met with mixed success. Transitional housing is provided for homeless, non-sex offender adults. Currently, the Department has 176 total beds provided by nine vendors; these consist of 146 male beds and 30 female beds.<sup>39</sup> While there is not a target risk or need level for transitional housing eligibility, the Department reports that the population is usually more medium and high risk offenders. While offenders stay in transitional housing, they have the ability to receive CBI programming and employment skill-building through RRS programs.

Temporary housing, which is reserved for sex offenders, has been more difficult to obtain due to the lack of availability across the state. Temporary housing is short-term housing, up to 90 days, and there is no programming available. Currently, there are fifteen temporary housing beds on contract for sex offenders, three in Edgecombe County, six in Guilford County, and six in Mecklenburg County.

### Reentry Councils

Local reentry councils coordinate local services to help offenders released from prison reintegrate into the community. DAC reported that there were 31 local reentry councils serving 53 counties as of January 2026.<sup>40</sup> Additionally, a State Reentry Council Collaborative (SRCC) was established in 2017. The SRCC developed a Reentry Action Plan, focusing on capacity building and technical support for local reentry councils, expanding and formalizing faith-based and community engagement, resolving warrants and pending charges prior to release, and addressing major reentry barriers such as housing, transportation, employment, substance misuse, and mental health.<sup>41</sup> In addition to meeting, submitting annual reports, and making recommendations to the Legislature, the SRCC convenes an annual conference with the goal of providing high-quality reentry education, sharing best practices, allowing for the exchange of ideas, and advocating for systemic reform.

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<sup>39</sup> These numbers include the 10 beds for severe mental health or medical needs at the Durham County House.

<sup>40</sup> Increasing the number of local reentry councils is part of the Reentry 2030 Strategic Plan. See <https://www.dac.nc.gov/media/12802/open> for details of the Plan and <https://www.dac.nc.gov/documents/reentry-2030-progress-report-2025/open> for the 2025 Progress Report.

<sup>41</sup> For more information, see <https://www.dac.nc.gov/divisions-and-sections/rehabilitation-and-reentry/state-reentry-council-collaborative>.

## Delegated Authority

Prior to the JRA, probation officers had delegated authority from the court that enabled them to impose graduated sanctions in response to offender non-compliance on probation. The JRA expanded probation officers' delegated authority in order to provide more tools for addressing offenders' risk and needs and to better manage offenders unwilling to comply with conditions of probation. Originally, delegated authority was limited to offenders sentenced to probation under Structured Sentencing. In 2023, the General Assembly authorized the use of delegated authority for DWI offenders.<sup>42</sup> Delegated authority was never authorized for the supervision of offenders on PRS, so the tools reported in this section cannot be used on the PRS population. Information reported below is limited to the probation population unless otherwise noted.

The Department uses a "Swift and Certain Sanctions" model to deal with offender non-compliance; officers respond to all detected offender non-compliance as soon as possible by imposing additional conditions of probation or other sanctions (i.e., quick dips, curfews, electronic house arrest, community service, and/or increased reporting requirements). This model also informs how probation officers "staff" cases; decisions related to offender non-compliance are made based on the nature of the violation(s) and the appropriate corresponding response. Responses are intended to be graduated in terms of severity, with officers first using less restrictive responses (where appropriate) to address non-compliance before using the more restrictive options. However, these responses can only be used to address non-compliance with conditions imposed by the court; officers cannot use them to address non-compliance with conditions previously imposed by a probation and parole officer (PPO) under delegated authority. The PPO reports noncompliance with conditions imposed by delegated authority to the court.

Officers have the additional option to use high risk delegated authority. Offenders determined to be high risk (an OTI-R score of 50 or higher) according to the Department's risk assessment tool, the OTI-R, are eligible to have conditions added to their probation without being in violation through high risk delegated authority. Officers staff high risk delegated authority cases with chief probation officers to decide when and which offenders may need additional conditions. Available conditions include referrals to substance abuse treatment or CBI classes, electronic house arrest, or other controlling conditions. Quick dips may not be imposed through high risk delegated authority.

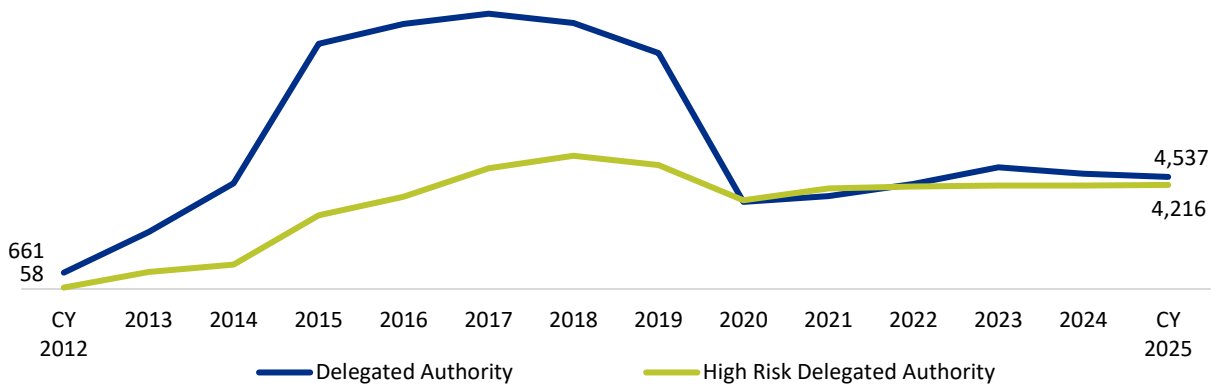
Delegated authority as examined in this section includes all responses to violations, including quick dips (*see infra*, Short-Term Jail Confinement). Figure 12 shows how frequently probation officers have used delegated authority and high risk delegated authority. After peaking in CY 2017 the use of delegated authority has declined, including a 3% decline over the past year. The use of high risk delegated authority increased 1% from the previous year. Probation officers used delegated authority and high risk delegated authority a combined total of 8,753 times in CY 2025.<sup>43</sup>

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<sup>42</sup> S.L. 2023-121, effective for offenses committed on or after December 1, 2023.

<sup>43</sup> An offender may be represented more than once in these data if there are multiple violation dates.

**Figure 12**  
**Use of Delegated Authority**



SOURCE: NC Department of Adult Correction

### Short-Term Jail Confinement

Short-term jail confinement, referred to as a quick dip, is a component of delegated authority used as an immediate response to offender non-compliance. While quick dips can be ordered by the court at sentencing or at a probation violation hearing, they are most often used by probation officers through delegated authority.<sup>44</sup> Quick dips are imposed in two- or three-day increments and cannot exceed six days per month during any three separate months of the offender’s period of probation.

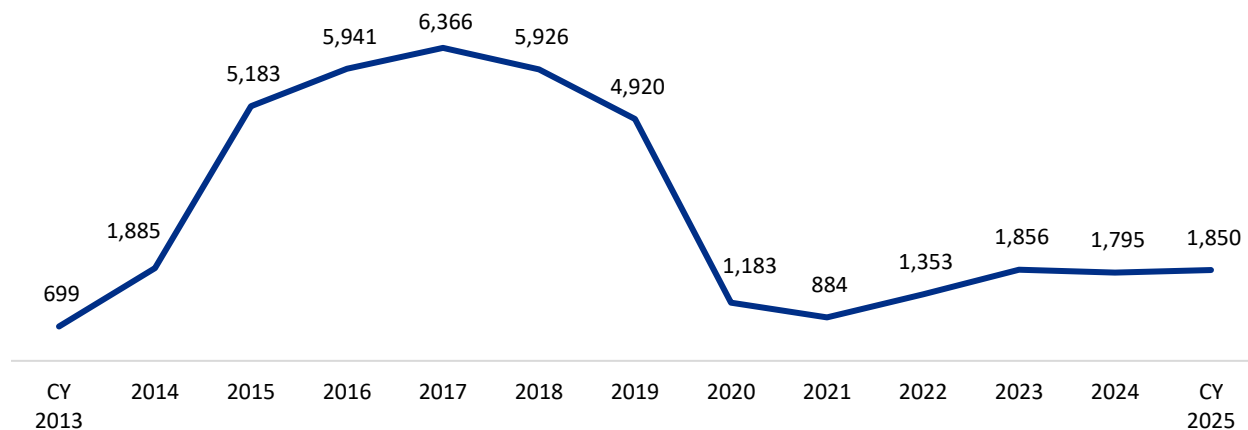
When staffing cases, officers are to consider all graduated sanctions available to respond to non-compliance; quick dips are not appropriate for all violations. For example, by Departmental policy, quick dips should not be the first response to non-compliance and cannot be used as a response to non-willful violations (e.g., inability to pay monetary obligations).

Offenders have the statutory right to a court hearing if a probation officer imposes a quick dip, but offenders may waive their right to a hearing through a written waiver. DAC reported that approximately 97% of offenders waived their right to a court hearing in CY 2025.

Figure 13 shows quick dips ordered by calendar year. Quick dips have more than doubled since CY 2013 (from 699 in CY 2013 to 1,850 in CY 2025) but have been relatively stable since CY 2023. Overall, 1,664 offenders accounted for the 1,850 quick dips ordered in CY 2025. Of the total quick dips ordered last year, 47% were for two-day periods and 53% were for three-day periods.

<sup>44</sup> G.S. 15A-1344(d2).

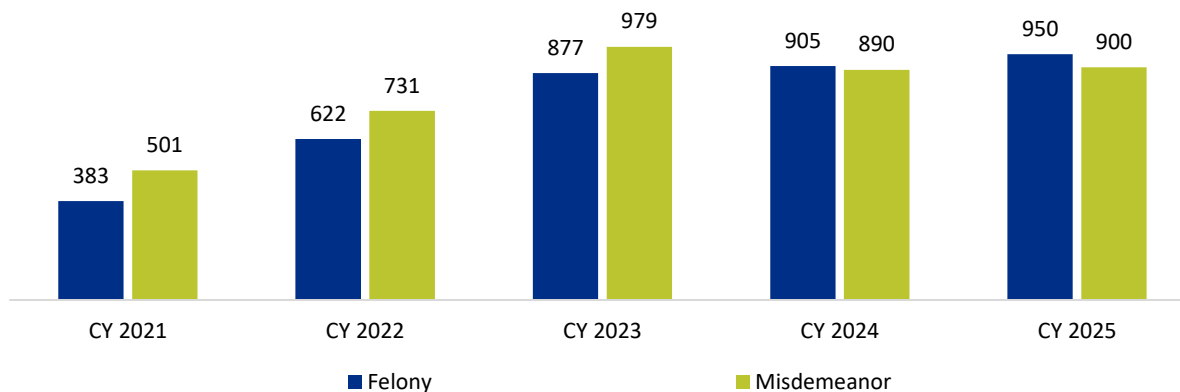
**Figure 13**  
**Quick Dips Ordered**



SOURCE: NC Department of Adult Correction

Historically, quick dips were more frequently ordered for misdemeanants than felons as the court may revoke probation for misdemeanants following two separate quick dips.<sup>45</sup> This finding held until CY 2024 (see Figure 14), when quick dips for felons outpaced those for misdemeanants for the first time. Again, in CY 2025, more quick dips were ordered for felons than misdemeanants.

**Figure 14**  
**Quick Dips Ordered by Offense Type**



SOURCE: NC Department of Adult Correction

Although offenders in all supervision levels are eligible for quick dips, 88% of quick dips ordered in CY 2025 were for offenders in Supervision Levels 1, 2, and 3 (see Table 4). The highest percentage of felons receiving quick dips were in Supervision Level 2 (39%); the highest percentage of misdemeanants receiving quick dips were in Supervision Level 3 (39%).

<sup>45</sup> G.S. 15A-1344(d2).

**Table 4**  
**Quick Dips Ordered by Supervision Level**  
**CY 2025**

Supervision Level	Felons		Misdemeanants		Total	
	#	%	#	%	#	%
Level 1 (Most Restrictive)	196	21	119	13	315	17
Level 2	367	39	301	34	668	36
Level 3	302	32	352	39	654	35
Level 4	72	7	110	12	182	10
Level 5 (Least Restrictive)	2	<1	8	1	10	1
Not Established	11	1	10	1	21	1
<b>Total</b>	<b>950</b>	<b>100</b>	<b>900</b>	<b>100</b>	<b>1,850</b>	<b>100</b>

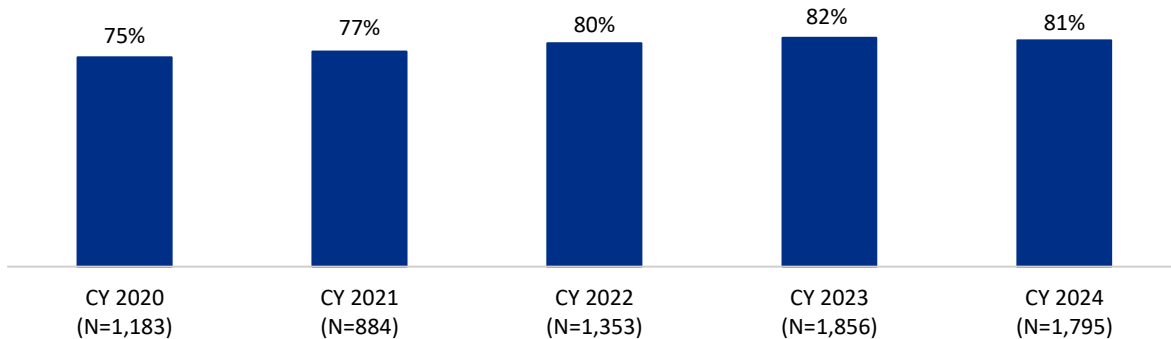
SOURCE: NC Department of Adult Correction

### Outcomes Following a Quick Dip

To examine the effectiveness of quick dips for probationers, probation outcomes – including subsequent violations and probation status following a quick dip – were examined using a fixed one-year follow-up period for quick dips ordered in the previous year.

The percentage of probationers with a subsequent violation following a quick dip has increased from CY 2020 to CY 2024 (see Figure 15). Eighty-one percent (81%) of the 1,795 quick dips ordered in CY 2024 had a subsequent violation. Subsequent violations were also analyzed by supervision level. Probationers in Supervision Level 1 (most restrictive) had the highest rate of subsequent violations and Supervision Level 4 had the lowest rate of subsequent violations (85% and 70% respectively).

**Figure 15**  
**Subsequent Violations Following Quick Dips: One-Year Follow-Up**



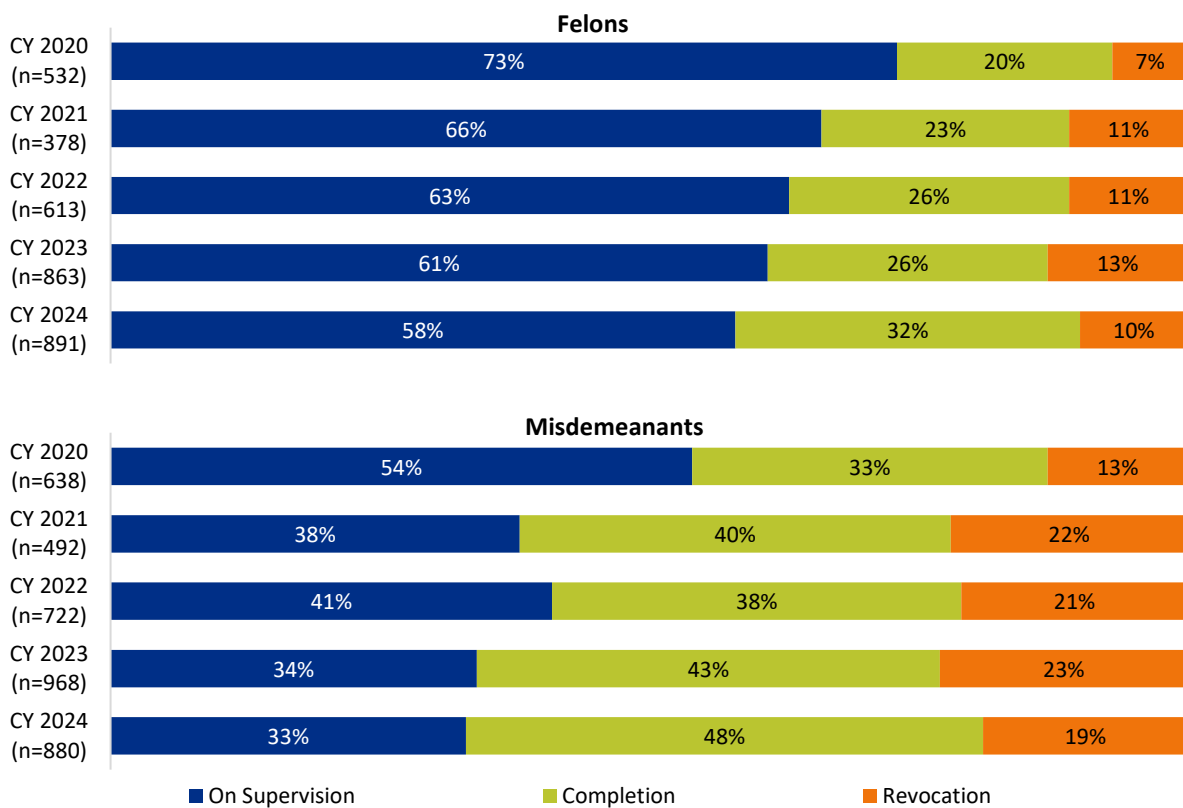
SOURCE: NC Department of Adult Correction

Overall, probation status in the year following imposition of a quick dip has shifted from CY 2020 to CY 2024. The percentage of probationers remaining on supervision following a quick dip has decreased from 62% in CY 2020 to 45% in CY 2024, while the percentage completing supervision increased (from 28% to 40% respectively) and the percentage of revocation increased (from 10% to 15% respectively).

Figure 16 provides further information on probation outcomes following quick dips ordered, examining felons and misdemeanants separately. For felons, the percentage who remained on supervision following a quick dip has decreased since CY 2020 (from 73% in CY 2020 to 58% in CY 2024), while the percentage who completed supervision has increased (20% in CY 2020 compared to 32% in CY 2024). A similar trend was found for misdemeanants; the percentage remaining on supervision decreased (54% in CY 2020 compared to 33% in CY 2024) and the percentage completing probation increased (from 33% to 48% in CY 2024).

Notably, a higher percentage of felons remained on supervision during the one-year follow-up period compared to misdemeanants, while a higher percentage of misdemeanants completed probation during the one-year follow-up period. These differences were likely due to the shorter probation supervision lengths of misdemeanants. During the one-year follow-up, misdemeanants had higher rates of revocation in the year following a quick dip compared to felons, which might be because probation can be revoked following two quick dips for misdemeanants.

**Figure 16**  
**Outcomes Following Quick Dips: One-Year Follow-Up**



Note: Probationers with probation outcomes identified as “other” were excluded from the figure.  
SOURCE: NC Department of Adult Correction

Probation outcomes by supervision level are examined in Table 5. The percentage of probationers remaining on supervision was highest in Supervision Levels 1 and 2 (48% and 51% respectively). Probationers in Supervision Level 4 had the lowest percentage who received a revocation following a

quick dip (9%). Generally, completion rates increased as supervision level decreased, and revocation rates decreased as supervision level decreased.

**Table 5**  
**Outcomes Following CY 2024 Quick Dips by Supervision Level: One-Year Follow-Up**

Supervision Level	On Supervision		Completion		Revocation		Total
	#	%	#	%	#	%	
<b>Level 1 (Most Restrictive)</b>	147	48	107	35	53	17	307
<b>Level 2</b>	344	51	228	34	97	15	669
<b>Level 3</b>	228	39	270	46	89	15	587
<b>Level 4</b>	72	42	85	49	16	9	173
<b>Level 5 (Least Restrictive)</b>	2	--	8	--	1	--	11
<b>Not Established</b>	7	--	8	--	9	--	24
<b>Total</b>	<b>800</b>	<b>45</b>	<b>706</b>	<b>40</b>	<b>265</b>	<b>15</b>	<b>1,771</b>

Note: Probationers with probation outcomes identified as “other” were excluded from the table.

SOURCE: NC Department of Adult Correction

### Confinement in Response to Violations

CRVs were designed as a response to technical violations of probation that would address offender non-compliance while also reducing the number of offenders whose probation is revoked. Probationers on supervision for a felony, for an SSA misdemeanor (sentenced prior to December 1, 2015),<sup>46</sup> or DWI misdemeanor can be ordered to serve a CRV. The General Assembly and the Department made substantial changes to the practice of the CRV for felons in 2014 and 2015 (*see supra*, Related Legislation). The General Assembly eliminated CRVs for SSA misdemeanors in 2015, based on a recommendation from the Sentencing Commission.<sup>47</sup>

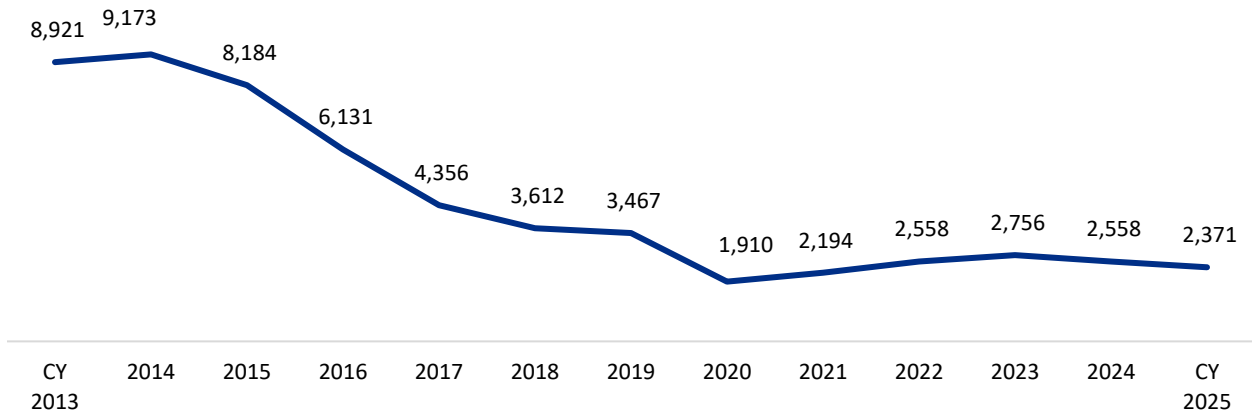
Felons who are found in violation of their probation for technical violations (e.g., missed appointments, positive drug screens) can be ordered to serve a 90-day CRV period. The average length of stay for CRV dispositions in CY 2025 was 66 days.

A total of 2,371 CRV dispositions were ordered in CY 2025 as a result of probation violation hearings. Almost all (97%) CRV dispositions were for offenders with a single CRV disposition. The number of probationers with CRV dispositions has decreased substantially (73%) since CY 2013 (*see Figure 17*). Following the pandemic low in CY 2020 and increases in subsequent years, CRV dispositions have declined 7% in both CY 2024 and CY 2025.

<sup>46</sup> G.S. 15A-1344(d2), prior to the enactment of S.L. 2015-191.

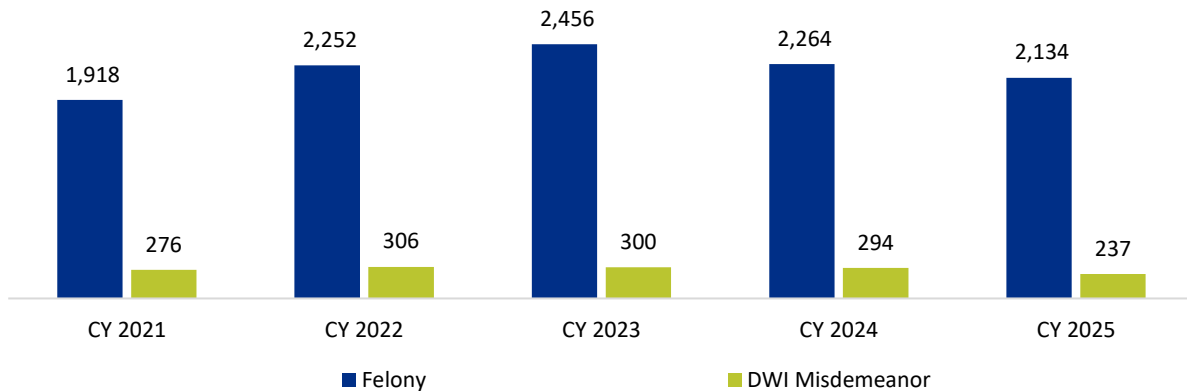
<sup>47</sup> See S.L. 2015-191.

**Figure 17**  
**Probationers with CRV Dispositions**



Historically, CRV dispositions for felons have been more common than for DWI misdemeanants (see Figure 18). CRV dispositions for felons have increased 11% from CY 2021 but decreased 6% from CY 2024 to CY 2025. CRV dispositions for DWI misdemeanants have decreased each year since CY 2022, with a large decrease (19%) from CY 2024 to CY 2025. In CY 2025, 90% of CRV dispositions were for felons and 10% were for DWI misdemeanants.

**Figure 18**  
**Probationers with CRV Dispositions by Offense Type**



SOURCE: NC Department of Adult Correction

Overall, the distribution by supervision level for probationers with CRV dispositions has remained relatively stable; 77% of probationers with CRV dispositions in CY 2014 and 82% in CY 2025 were in Supervision Levels 1 through 3. As shown in Table 6, the highest percentage of both felons and DWI misdemeanants with CRV dispositions was in Supervision Level 2 (36% and 54% respectively) in CY 2025. A similar percentage of felons and DWI misdemeanants with CRV dispositions were in Supervision Level 1 (21% and 23% respectively).

**Table 6**  
**Probationers with CRV Dispositions by Supervision Level**  
**CY 2025**

Supervision Level	Felons		DWI Misdemeanants		Total	
	#	%	#	%	#	%
Level 1 (Most Restrictive)	442	21	55	23	497	21
Level 2	778	36	129	54	907	39
Level 3	503	24	24	10	527	22
Level 4	155	7	11	5	166	7
Level 5 (Least Restrictive)	6	<1	0	--	6	<1
Not Established	250	12	18	8	268	11
<b>Total</b>	<b>2,134</b>	<b>100</b>	<b>237</b>	<b>100</b>	<b>2,371</b>	<b>100</b>

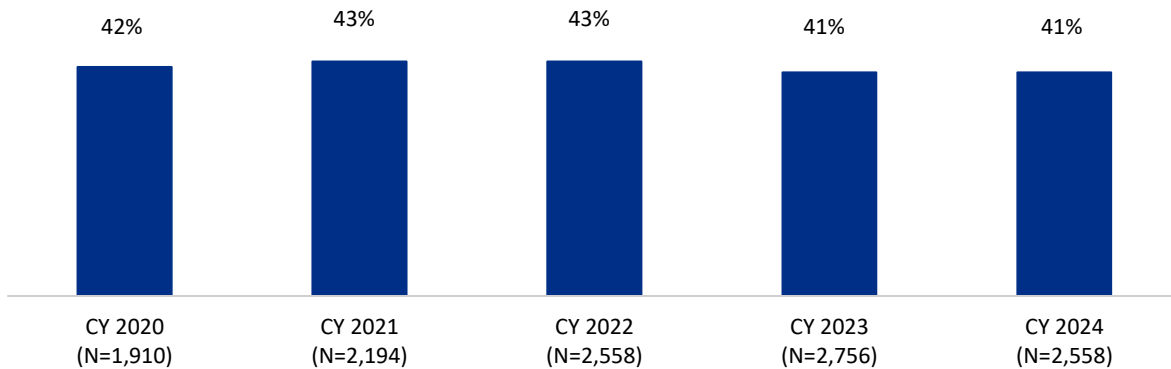
SOURCE: NC Department of Adult Correction

### Outcomes Following a CRV

The intent of the CRV was for offenders to receive programming and treatment during confinement, leading to improved outcomes after their return to supervision in the community. To determine the effect of CRVs on probationers, outcomes (including subsequent violations and probation status following the CRV) were examined using a fixed one-year follow-up period for CRV dispositions in the previous year.

The percentage of offenders with subsequent violations following CRV dispositions has remained stable since CY 2020 (see Figure 19). Of the 2,558 CRV dispositions in CY 2024, 41% resulted in a subsequent violation. Eighty-nine percent (89%) of probationers with a CRV disposition were felons and 11% were DWI misdemeanants. The average time to the subsequent violation was longer for felons (201 days compared to 136 days for DWI misdemeanants).

**Figure 19**  
**Subsequent Violations Following CRV Dispositions: One-Year Follow-Up**



SOURCE: NC Department of Adult Correction

Of probationers with a supervision level assigned, probationers in Supervision Level 1 had the highest subsequent violation rate (45%), followed by Supervision Level 2 (42%). Supervision Levels 3 and 4 had lower subsequent violation rates (35% and 32% respectively). Seventy-five percent (75%) of probationers without an established supervision level had a subsequent violation.

Overall, probation status in the year following imposition of a CRV disposition has shifted from CY 2020 to CY 2024, with most of the shift occurring in the percentage of probationers receiving a CRV and terminate (29% in CY 2020 compared to 36% in CY 2024) or a terminal CRV (21% in CY 2020 compared to 15% in CY 2024).

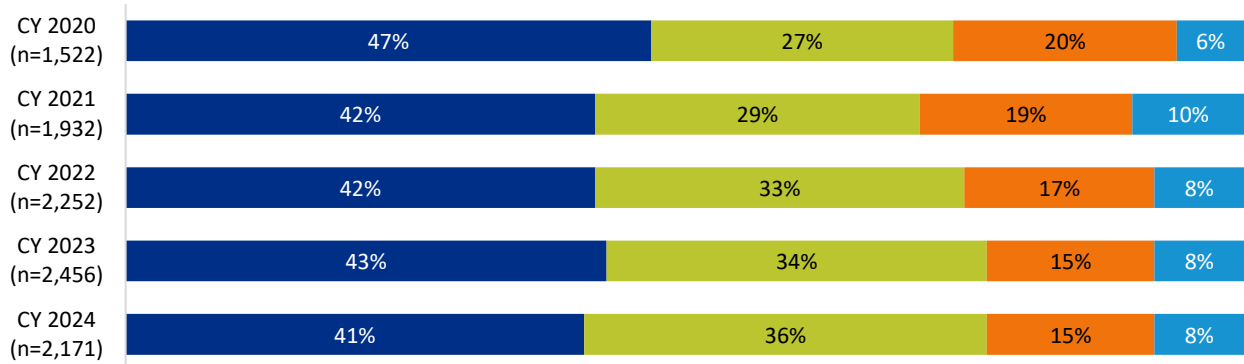
Figure 20 provides further information on probation outcomes following a CRV disposition. For felons, the percentage who remained on supervision at the one-year follow-up has decreased since CY 2020 (47% in CY 2020 compared to 41% in CY 2024) and the percentage of offenders receiving a CRV and terminate increased (27% in CY 2020 compared to 36% in CY 2024). DWI misdemeanants remaining on supervision increased (32% in CY 2020 compared to 40% in CY 2024), while the percentage receiving a terminal CRV decreased (28% in CY 2020 compared to 16% in CY 2024).

As also shown in Figure 20, felony probationers were more likely to remain on supervision than DWI misdemeanants following a CRV in most years shown, likely due to their longer supervision periods. However, in CY 2024, the percentage of felons and DWI misdemeanants remaining on supervision during one-year follow-up were more similar. In the past three years, felons and DWI misdemeanants also had similar rates of terminal CRV.<sup>48</sup>

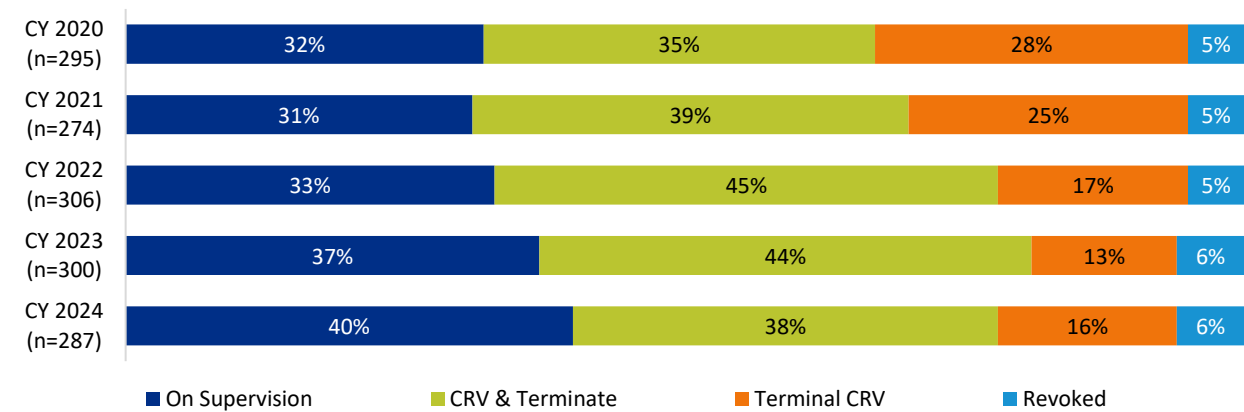
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<sup>48</sup> Terminal CRV refers to a CRV period that uses up all of the time on the suspended sentence. CRV and terminate refers to terminating probation upon completion of the CRV period.

**Figure 20**  
**Outcomes Following CRV Dispositions: One-Year Follow-Up**  
**Felons**



**DWI Misdemeanants**



Note: Probationers with probation outcomes identified as “other” were excluded from the figure.  
 SOURCE: NC Department of Adult Correction

As shown in Table 7, higher percentages of probationers in Supervision Levels 1 and 2 remained on supervision following a CRV (43% and 44% respectively) compared to probationers in other supervision levels. Probationers in Supervision Level 4 were most likely to have their probation terminated following a CRV (45%). A low percentage of probationers had their probation revoked following a CRV disposition (8%); probationers in Supervision Level 1 and 2 had the highest revocation rates (10% and 9% respectively).

**Table 7**  
**Outcomes Following CY 2024 CRV Dispositions by Supervision Level: One-Year Follow-Up**

Supervision Level	On Supervision		CRV & Terminate		Terminal CRV		Revocation		Total
	#	%	#	%	#	%	#	%	
<b>Level 1 (Most Restrictive)</b>	236	43	177	32	82	15	57	10	552
<b>Level 2</b>	455	44	332	33	147	14	92	9	1,026
<b>Level 3</b>	203	37	224	40	96	17	35	6	558
<b>Level 4</b>	64	40	72	45	17	10	8	5	161
<b>Level 5 (Least Restrictive)</b>	1	--	1	--	0	--	0	--	2
<b>Not Established</b>	41	26	77	48	29	18	12	8	159
<b>Total</b>	<b>1,000</b>	<b>41</b>	<b>883</b>	<b>36</b>	<b>371</b>	<b>15</b>	<b>204</b>	<b>8</b>	<b>2,458</b>

Note: Probationers with probation outcomes identified as “other” were excluded from the table.

SOURCE: NC Department of Adult Correction

### CRV Centers

All felons ordered to serve a CRV serve it in a CRV Center unless they are found ineligible or the population in the center has reached capacity. According to DAC policy, an offender is ineligible for acceptance at a CRV Center if any of the following criteria apply:

- The offender has pending charges that are a Class E felony or higher.
- The offender has four or more pending felony charges.
- The offender has been released on a bond or bonds totaling \$50,000 or more.
- The offender has a concurrent active sentence they are also serving.
- The offender has been in close custody level within the past year.
- The offender has chronic medical issues that are unstable or is under psychotropic medications.<sup>49</sup>

The screening process for the centers is centralized in Raleigh. Eligible offenders are sent to the appropriate CRV Center closest to them. If an offender is later found to be ineligible, they are transported back to a prison facility. On December 31, 2025, 457 offenders were serving a CRV, with 136 (30%) serving their CRV in a CRV Center (*see* Table 8). For the past five years, most CRVs have been served in prison.

<sup>49</sup> Male offenders with mental health issues and severe medical issues are currently not eligible because the centers lack the staff with the expertise required for such specialized care. The North Piedmont CRV Center is able to accommodate females with medical and mental health issues.

**Table 8  
Place of Confinement for Offenders Ordered to a CRV**

Offense Type	12/31/2021		12/31/2022		12/31/2023		12/31/2024		12/31/2025	
	#	%	#	%	#	%	#	%	#	%
CRV Center	84	26	146	23	144	21	122	20	136	30
Prison	239	74	495	77	535	79	501	80	321	70
<b>Total</b>	<b>323</b>	<b>100</b>	<b>641</b>	<b>100</b>	<b>679</b>	<b>100</b>	<b>623</b>	<b>100</b>	<b>457</b>	<b>100</b>

SOURCE: NC Department of Adult Correction

Currently, there are three CRV Centers. Burke and Robeson CRV Centers, closed prison facilities that were repurposed, serve male offenders; North Piedmont CRV Center serves female offenders. The Burke CRV Center has a capacity of 248 beds, the Robeson CRV Center has 192 beds, and the North Piedmont CRV Center has 136 beds. Robeson and North Piedmont CRV Centers are operating and gradually returning to pre-pandemic capacities; Burke CRV Center operations have been suspended since March 2020.

CRV Centers house both probationers serving CRVs and post-release supervisees serving three-month revocation periods (*see infra*, Violations of PRS). Each CRV Center is managed by a facility director and assistant facility director, a residential manager, and several unit and assistant unit supervisors. The CRV Centers also have correctional officers, probation officers, and chief probation officers on staff.

While serving their CRV period, offenders' days are structured with mandatory programming, chores, free time, and community service projects. Vendors providing intensive behavior modification programming are contracted through a bidding process. DAC provides programming six days and evenings a week and has connected with community resources to bring additional programs into the CRV Centers.

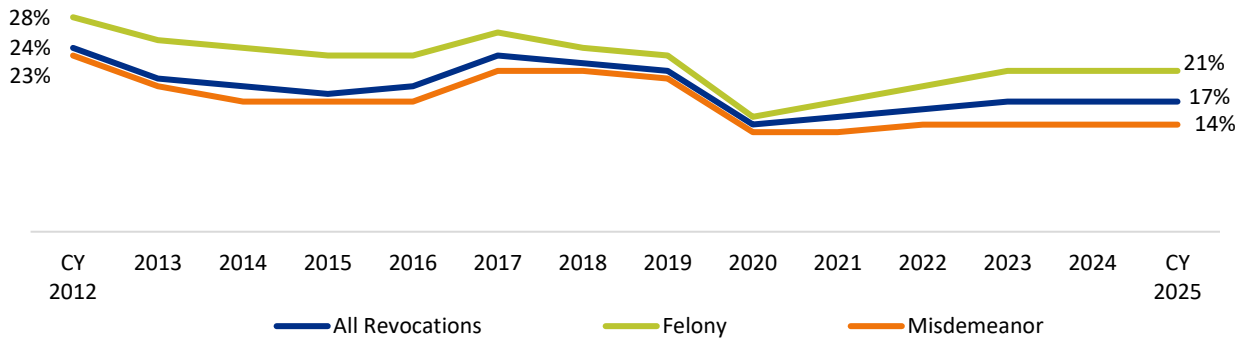
## Probation Outcomes

As the JRA was intended to limit certain types of entry to prison (e.g., revocations of probation for technical violations), it is important to examine data related to probation outcomes. Below, data are provided detailing probation revocations and entries to prison for violations by type (e.g., absconding).

### Probation Revocation Rates

As shown in Figure 21, the overall probation revocation rate has decreased (24% in CY 2012 compared to 17% in CY 2025). The lowest overall revocation rate was in CY 2020 at 14% likely due to the pandemic. The overall revocation rate (17%) as well as the felony and misdemeanor rates have remained stable since CY 2023 (21% and 14% respectively).

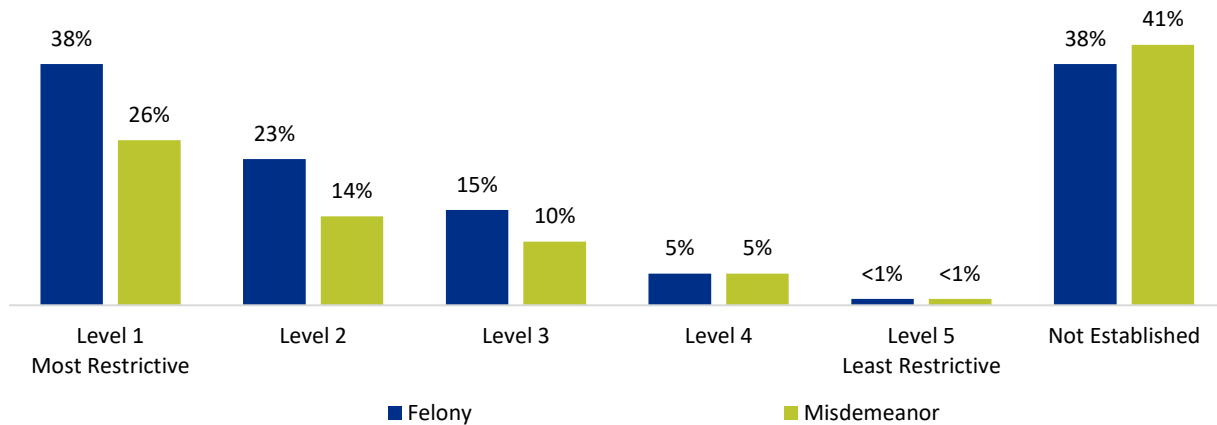
**Figure 21**  
**Probation Revocation Rates**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

Figure 22 examines probation revocation rates by supervision level. For probationers assigned to a supervision level, revocation rates were highest for probationers in Supervision Level 1 (38% for felony probationers and 26% for misdemeanor probationers), with a decreasing rate of revocations for Supervision Levels 2 through 5. With the exception of the least restrictive supervision levels (i.e., Supervision Level 4 and 5), felony probationers had higher revocation rates than misdemeanor probationers in the same level. The revocation rate for felony probationers whose supervision level had not been established was the same as the revocation rate for felony probationers in Supervision Level 1; the revocation rate for misdemeanor probationers whose supervision level had not been established was higher than the revocation rate of misdemeanor probationers in Supervision Level 1.

**Figure 22**  
**Probation Revocation Rates by Supervision Level**  
**CY 2025**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

## Felony Prison Entries<sup>50</sup>

Felony prison entries overall for probation violations have shifted since the early years of the JRA.<sup>51</sup> However, as shown in Table 9, the distribution of felony probation violations by prison entry type has been mostly stable since CY 2021. Absconding supervision has continued to account for the largest percentage of probation violation entries (ranging from 25% to 28%). Prison entries for revocation following the imposition of two prior CRVs continue to occur infrequently.

**Table 9**  
**Felony Prison Entries for Probation Violations by Type**

Prison Entry Type	CY 2021		CY 2022		CY 2023		CY 2024		CY 2025	
	#	%	#	%	#	%	#	%	#	%
<b>New Crime w/ Conviction</b>	975	20	1,056	19	1,050	17	979	17	1,016	18
<b>Alleged New Crime<sup>1</sup></b>	763	16	924	17	987	16	1,014	18	995	18
<b>Technical<sup>2</sup></b>	47	1	54	1	93	2	80	1	82	1
<b>CRV</b>	923	19	1,131	20	1,240	20	1,137	20	1,096	20
<b>Revoked After 2 CRVs</b>	7	<1	2	<1	7	<1	5	<1	2	<1
<b>Terminal CRV</b>	788	16	1,003	18	1,024	17	951	17	818	15
<b>Absconding</b>	1,356	28	1,409	25	1,666	28	1,545	27	1,527	28
<b>Pre-JRA Technical</b>	3	<1	4	<1	1	<1	3	<1	6	<1
<b>Total</b>	<b>4,862</b>	<b>100</b>	<b>5,583</b>	<b>100</b>	<b>6,068</b>	<b>100</b>	<b>5,714</b>	<b>100</b>	<b>5,542</b>	<b>100</b>

<sup>1</sup> Prison entries for an alleged new crime may include those for new crimes proven in a violation hearing or those with a conviction that is not represented in the data (e.g., convictions resulting in credit for time served, convictions resulting in unsupervised probation, or those without a conviction at data collection).

<sup>2</sup> It is not known whether prison entries for technical violations are revocations or are discrepant data.

SOURCE: NC Department of Adult Correction

## IV. INCARCERATION AND REENTRY

The JRA and subsequent related legislation made substantial changes to the confinement location for felons and misdemeanants in North Carolina. Gradually, from 2011 to 2015, misdemeanants were shifted out of state prisons to local confinement facilities. The bifurcation of the confinement location for felons and misdemeanants was fully established and implemented as of CY 2015, with felons serving active sentences in state prisons and almost all misdemeanants serving active sentences in local jails.<sup>52</sup> Information provided in this section is divided into two parts: policies and data related to

<sup>50</sup> This section focuses only on felony prison entries since nearly all misdemeanants serve their sentences in local jail facilities. See *infra*, Incarceration in Local Confinement Facilities.

<sup>51</sup> In CY 2013, 21% of prison entries for probation violations were for a new crime with a conviction, 12% for an alleged new crime, 2% for technical violations of probation, 31% for a CRV disposition, 0% for revoked after two CRVs, n/a for terminal CRV, 30% for absconding, and 4% for pre-JRA technical.

<sup>52</sup> The Department of Adult Correction continues to receive all felons, as well as misdemeanants with heightened needs such as medical or safekeeping. The Department will receive any misdemeanants in the event that the SMCP is filled to capacity.

misdemeanants serving active sentences in local confinement facilities (including the SMCP), and policies and data related to felons serving active sentences in prison. Particular focus is also given to felons exiting prison onto PRS due to the expansion of PRS under the JRA and initiatives by DAC to improve reentry efforts for offenders returning to the community. Throughout this section, rates for outcome measures are only reported when there are at least 25 offenders in a specific category.

### Incarceration in Local Confinement Facilities

Because incarceration in state prisons is the most expensive correctional option for managing offenders, it should be reserved for offenders who commit the most serious offenses and pose the greatest public safety threat. One of the ways the JRA addressed its goal of reducing correctional spending was shifting the less serious offenders (misdemeanants) out of costly state prisons and into local confinement facilities. This shift brought North Carolina in line with most other states that house misdemeanants in jails as opposed to state-run prison systems.

Beyond the confinement location mandated for misdemeanants under the JRA, other provisions in the legislation affected jails. Quick dips imposed by probation officers through delegated authority for both felons and misdemeanants are served in local jails. Some CRVs (those imposed for misdemeanants prior to December 1, 2015, and those imposed for misdemeanants convicted of DWI offenses) are also served in jails. Much of the impact of these provisions on jails in terms of capacity and resources is not measurable because North Carolina lacks a statewide automated jail database.

### Statewide Misdemeanant Confinement Program

Nearly all misdemeanants who receive an active sentence under Structured Sentencing, as well as misdemeanants convicted of impaired driving offenses, serve their sentences in local jails either directly or through the SMCP. However, as shown in Table 10, there remains a small but consistent population of misdemeanor DWI offenders serving their sentence in prison.

**Table 10  
Misdemeanor DWI Population at Year-End**

Sentence Location	2021		2022		2023		2024		2025	
	#	%	#	%	#	%	#	%	#	%
Prison	40	12	45	13	58	17	51	14	41	12
SMCP	280	88	307	87	278	83	301	86	293	88
<b>Total</b>	<b>320</b>	<b>100</b>	<b>352</b>	<b>100</b>	<b>336</b>	<b>100</b>	<b>352</b>	<b>100</b>	<b>334</b>	<b>100</b>

SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

The General Assembly funds the SMCP with an appropriation of \$22.275 million per fiscal year. NCSA reported it paid just under \$12 million in county reimbursements in FY 2025 and approximately \$838,000 in medical payments. Table 11 shows year-to-year SMCP reimbursements paid to participating counties for the past five fiscal years. Medical expenses are highly variable and are not always tied to the number of misdemeanants in the SMCP population.

**Table 11**  
**SMCP Reimbursement Summary**

<b>Fiscal Year</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
<b>Housing</b>	\$9,119,085.74	\$11,468,586.19	\$11,412,260.51	\$11,186,861.09	\$10,936,116.94
<b>Mileage</b>	\$46,373.47	\$109,835.91	\$119,031.85	\$153,175.35	\$105,623.35
<b>Personnel</b>	\$50,167.00	\$99,220.25	\$107,811.90	\$113,847.95	\$83,557.25
<b>Total County</b>	\$9,215,626.21	\$11,823,682.35	\$12,006,864.26	\$11,777,564.39	\$11,561,057.54
<b>Total Medical</b>	\$951,461.52	\$757,032.90	\$951,087.49	\$872,397.54	\$837,613.01

SOURCE: Statewide Misdemeanant Confinement Program Annual Reports, N.C. Sheriffs' Association

In its operations, the SMCP is supported by counties volunteering bed space to receive inmates from other jurisdictions (i.e., “receiving counties”), for which the county receives a reimbursement rate of \$40 a day.<sup>53</sup> The reimbursement rate has remained the same since the program’s inception in 2011. However, in the 2021 budget, the Legislature created a pilot program that allows sheriffs participating as receiving counties to use SMCP inmates to form litter crews to pick up trash on State roads.<sup>54</sup> If the inmates work at least 500 work hours per month, the county receives a reimbursement rate of \$60 per day per inmate. The General Assembly appropriated an additional \$3.5 million in non-recurring funds over FY 2022 and 2023 to fund the additional reimbursement through 2025.<sup>55</sup> Counties that send inmates are reimbursed for costs associated with transporting inmates between jurisdictions and housing prior to their transport. Not surprisingly, the decision to participate in the SMCP as a receiving county is dependent upon the availability of bed space. According to jail administrators, participation has been affected by staffing issues. Local jails, like other entities in the criminal justice system, are having difficulties hiring staff. This makes it difficult for them to safely manage additional offenders.

From 2024 to 2025, SMCP capacity decreased from 907 beds to 840 beds (see Table 12). As also shown in Table 12, SSA misdemeanor entries comprised of the largest category of SMCP entries until CY 2025. In CY 2025, DWI entries surpassed SSA misdemeanor entries. DWI CRV SMCP entries continued to comprise of the smallest category of SMCP entries.

<sup>53</sup> Receiving counties are also reimbursed for medical expenses for SMCP inmates incurred outside of the jail.

<sup>54</sup> S.L. 2021-180; S.L. 2023-134.

<sup>55</sup> As of March 2026, there were eight counties participating in the Roadway Cleanup Program.

**Table 12**  
**SMCP Capacity, Population, and Entries**

<b>SMCP Capacity and Population</b>	<b>Dec. 31, 2021</b>	<b>Dec. 31, 2022</b>	<b>Dec. 31, 2023</b>	<b>Dec 31, 2024</b>	<b>Dec 31, 2025</b>
Receiving Counties	68	70	68	70	73
- Receiving Counties with Temp. Moratorium	36	29	N/A	N/A	N/A
<b>Total</b>	<b>32</b>	<b>41</b>	<b>68</b>	<b>70</b>	<b>73</b>
Capacity	1,456	1,145	877	907	840
Population	760	756	697	771	664
<b>SMCP Entries</b>	<b>CY 2021</b>	<b>CY 2022</b>	<b>CY 2023</b>	<b>CY 2024</b>	<b>CY 2025</b>
SSA ≥91 Days	1,334	1,120	1,068	1,136	634
DWI	751	865	884	833	839
DWI CRV	70	107	111	131	95
<b>Total</b>	<b>2,155</b>	<b>2,092</b>	<b>2,063</b>	<b>2,100</b>	<b>1,568</b>

Note: Due to the COVID-19 pandemic, receiving counties temporarily suspended participation in the program or limited participation to receiving new offenders from their own county. As of February 1, 2023, the NCSA's Executive Committee ended the option for counties to enter a temporary moratorium.

SOURCE: Statewide Misdemeanant Confinement Program Monthly and Annual Reports, NC Sheriffs' Association

While capacity has exceeded the SMCP population thus far, it is important for policymakers to know of any future changes in capacity since the DAC would be responsible for housing any misdemeanants the SMCP does not have capacity to house. As such, in 2018, the General Assembly directed the Sentencing Commission, with assistance from the NCSA, to develop five-year projections of available bed space for the SMCP and to study the feasibility of developing population projections for the SMCP.<sup>56</sup> Table 13 shows the most recent Sentencing Commission projection for SMCP capacity based on factors such as planned new jail construction and local situations.

**Table 13**  
**SMCP Capacity Projections**  
**FY 2026 – FY 2030**

	<b>Starting Capacity</b>	<b>FY 2026</b>	<b>FY 2027</b>	<b>FY 2028</b>	<b>FY 2029</b>	<b>FY 2030</b>
Total Bed Change		N/A	2	-8	-8	-8
<b>Total Capacity</b>	875	867	869	861	853	845
<b>5-Year Projection</b>		Percent Change: -3%		Bed Change: 22		

Note: Starting capacity is the SMCP average monthly capacity from July – December 2025.

SOURCE: NC Sentencing and Policy Advisory Commission with the assistance of the NC Sheriffs' Association

The shift of misdemeanants to the SMCP increased the number of inmates housed in local jails and many of these inmates have longer sentences than the other inmates. DWI entries, which accounted for 54% of total entries in CY 2025, are subject to sentences that are longer than the average Structured

<sup>56</sup> Full reports available at [www.NCSPAC.org](http://www.NCSPAC.org).

Sentencing misdemeanor, up to three years for the most serious punishment level.<sup>57</sup> As of February 5, 2026, the SMCP reported 123 DWI inmates had active sentences of three years or longer. Additionally, inmates housed in local jails may not have the same opportunities to earn credit off their sentence as prison inmates do. Inmates may earn credits by attending treatment and education programs and working in the facility, but most local jails do not have the resources to provide substance abuse treatment on-site and the opportunities for inmate labor vary greatly based on location.

The issue of treatment for DWI offenders is more than just one of credit; DWI offenders are required by statute to complete substance abuse treatment as part of their sentence to be eligible for parole.<sup>58</sup> Prior to the JRA, some DWI offenders were able to satisfy this requirement during their incarceration period within the prison facility. Since the shift of DWI offenders to local jails, the remaining option for many of them is to be paroled to treatment. Residential treatment facilities include DART (Drug Abuse & Alcoholism Residential Treatment) Center for males and Black Mountain Substance Abuse Treatment Center for females.<sup>59</sup> DART Center designated 10 beds for DWI parolees, with an average of 6-7 slots filled per month, while Black Mountain has no capacity restrictions for DWI parolees and averages about 2 slots per month filled by that population.

The NCSA provides annual SMCP training classes for sheriff's office personnel. Five in-person training classes were provided in 2025 — two in the eastern part of the state, two in the west, and one in Wake County. Ninety counties participated in training classes in 2025, totaling 202 participants.

The SMCP population, including DWI offenders, will continue to be monitored. At this point, the SMCP appears to have the capacity to manage the sentenced misdemeanants. It is possible DWI direct entries and probation revocations, along with longer DWI sentences, may have additional impact on the SMCP.

## Prisons

As noted previously, the majority of provisions in the JRA primarily affected offenders under community supervision. Changes affecting prisons are described below.

### **Advanced Supervised Release**

ASR allows judges to decide at sentencing whether eligible offenders will be ordered to this prison program which, if completed, leads to their release at a reduced minimum sentence. In order for prisoners to be released on their ASR date, they not only must have been ordered into the ASR program at sentencing, without objection from the prosecutor, but they must also complete the recommended prison programs while maintaining positive behavior during their incarceration.

Prisoners with ASR sentences are housed in the same facilities as non-ASR prisoners as there are no dedicated facilities to house ASR prisoners. During intake, prisoners with ASR sentences receive a

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<sup>57</sup> See G.S. 20-179 and 15A-1340.23.

<sup>58</sup> See G.S. 20-179(p)(3). Defendants sentenced to active punishment for DWI are only eligible for release on parole if, after serving the mandatory minimum period of imprisonment, the defendant "has obtained a substance abuse assessment and completed any recommended treatment or training program or is paroled into a residential treatment program."

<sup>59</sup> The PRSP Commission reports that the process for placing female DWI parolees at Black Mountain takes longer than placing males at DART Center due to differences in screening and admission procedures.

Structured Sentencing release date and an ASR release date. ASR prisoners also complete an RNA at diagnostic processing which informs the creation of the prisoner's ASR case plan.

The ASR case plan includes the recommended prison programs the inmate will need to complete in order to be released on their ASR release date. ASR prisoners have a case manager who monitors and tracks their progress on their ASR plan. Any non-compliance with the ASR case plan or repeated disciplinary infractions may lead to disqualification. By statute, prisoners are not disqualified from ASR if they are unable to complete the programs through no fault of their own. DAC data indicate that most (94%) of ASR prisoners who exited prison in CY 2025 were released at their ASR date. The prison population of 32,796 on December 31, 2025, included 237 prisoners with ASR sentences.

## Reentry Planning

The purpose of offering rehabilitative EBP while in custody is, ultimately, to prepare the offender for entry back into the community. There are three phases of reentry in the Department's "Connecting the Dots" Model: the institutional phase, the transitional phase, and the community phase. The institutional phase focuses on enhanced programming, as well as establishing pre-release planning conducted in collaboration with DCS. The transitional phase draws on this collaboration to streamline the process for offenders as they exit prison onto PRS. Lastly, the community phase works to connect offenders with resources in their home community.

The institutional phase involves certain prison units becoming reentry facilities. In 2025, there were 26 reentry facilities, 22 were minimum custody, 2 were medium custody, and 2 were all custody levels (minimum/medium/closed). DAC plans to add more in 2026. Offenders who are interested in reentry assistance can volunteer for the program and have their housing assignment transferred to one of the facilities. To qualify, the offender must be within two years from release in either that county or the surrounding counties. Offenders receive assistance with employment, housing, transportation, and parenting.

There are designated reentry PPOs within the facilities that work with community PPOs to coordinate the transition of the offenders into the community. They are assigned for 75% of their time to the prison unit and 25% to the community. These officers help guide the offender through pre-release planning and prepare them for PRS. Nine months prior to the offender's release, the PPO connects the offender to their supervising PPO in their release area.

DOP has identified common needs of offenders when they exit prison and is working to address them where it is able as part of the pre-release planning process. One such need is the procurement of an identification card, which is necessary for a number of reasons including applying for public benefits. DAC developed a procedure that requires staff to electronically submit information directly to the DMV and then pick up identification cards at a DMV location.

Another need DOP is working to address is the challenge offenders face applying for, and ultimately acquiring, a job after release from prison. In addition to the many vocational programs offered while in custody, DAC is partnering with the Division of Workforce Solutions to help offenders with application assistance, such as helping them draft letters explaining their prior conviction(s). Currently, there are two positions within the Department of Commerce that provide application assistance.

DOP, and DAC in general, has a long-standing working partnership with the Division of Mental Health, Developmental Disabilities, and Substance Use Services, Department of Health and Human Services (DHHS), which continues to be enhanced by the partnership with the Division of Community Supervision and mental health probation officers. DCS has developed a process for referrals to DHHS for offenders that may be in need of mental health or substance abuse services, and DOP is working to make sure that offenders who were identified with such needs, or participants in such services while in custody, have a plan for continuing care upon exit. Those referrals are linked to the PPOs' case plans so officers are automatically notified about appointments offenders have in the community.

Access to health and behavioral healthcare is a critical piece of successful reentry. On December 1, 2023, North Carolina enacted Medicaid Expansion, and 93% of offenders released from prison in CY 2025 were eligible for Medicaid under this expansion. DAC is working with DHHS to improve the application process for offenders. DAC staff continue to assist offenders in completing paper applications when they are within 90 days of reentry. DAC is working on automation which will be able to streamline the application process and increase the number of applications submitted.

Offenders often lose public benefits while they are incarcerated and have difficulty recovering them upon exit; the gap in coverage can be very difficult for the offender. To assist these offenders, DAC has looked to the local communities to create assistance for offenders in need of food stamp applications and has received support from the Food Bank of Central and Eastern North Carolina. DAC has worked with the Department of Social Services and the Food Bank to create a process whereby offenders can apply for food stamps at their local social services office with expert assistance. For example, Wake Correctional Center and NCCIW allow SNAP (Supplemental Nutrition Assistance Program) or Food Bank staff to visit with offenders being released within 30 days.

DAC is also working with community-based organizations to develop support systems for offenders within their community. As mentioned earlier, DCS is working to expand local reentry council models as part of their TECS programming. (See *supra*, Recidivism Reduction Services). Additionally, DAC reports receiving strong support from local faith-based organizations providing mentoring to offenders.

## Prison Exits

Under the JRA, all felons sentenced for offenses committed on or after December 1, 2011, who receive an active sentence must be released onto PRS.<sup>60</sup> Class F-I felons are released onto nine months of PRS, Class B1-E felons are released onto 12 months of PRS, and felons who are required to register as sex offenders are released onto five years of PRS. PRS requires coordination between DOP, DCS, and the PRSP Commission.

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<sup>60</sup> To examine whether the expansion of PRS to low-level felons (Class F-I prisoners) has had a measurable effect on recidivism rates, the Sentencing Commission used data from its 2014 and 2018 adult recidivism reports, along with propensity score matching, to compare rearrest rates for Class F-I felons pre- and post-JRA. Results from this study indicated that expanding PRS to low-level felons had no effect on recidivist arrest rates for Class F-I prisoners. The full research brief can be found at [www.NCSPAC.org](http://www.NCSPAC.org).

## *Exits onto PRS*

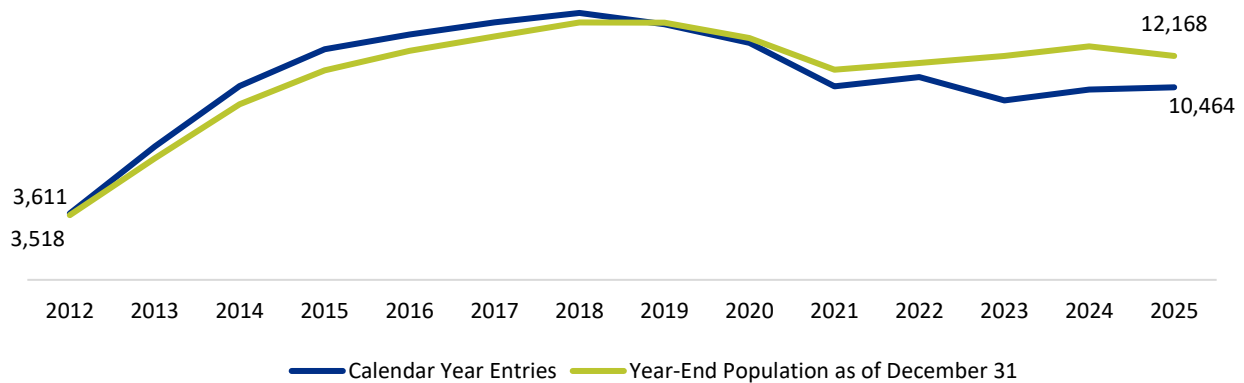
The PRSP Commission sets the conditions of PRS and responds to possible violations of those conditions. To determine the conditions of PRS, the PRSP Commission relies heavily on the work of the parole case analysts and their work in conjunction with DCS staff. The role of the parole case analyst is to determine parole/PRS eligibility, to make appropriate requests for information that include research and consultation with Community Supervision and Prison staff, and to prepare written reports about the offender with recommendations to the Commission. The case analyst presents an offender's case review plan to the PRSP Commissioners for a vote approving PRS conditions or recommending other actions on the plan.

Offenders on PRS are supervised in the same general manner as offenders on probation, but the violation process and responses are very different. As mentioned previously, DCS does not have the same delegated authority to respond to violations of PRS as it does to respond to violations of probation. However, the PRSP Commission reports that it has automated the process whereby PPOs request modifications of conditions and continues to make improvements so that response time is almost immediate. All potential violations of PRS where a warrant is issued and served must be heard by a hearing officer for the PRSP Commission. The PRSP Commission can respond to violations by continuing supervision, issuing a letter of reprimand, modifying the conditions of supervision, or revoking PRS.

In general, the PRSP Commission responds to violations of conditions of PRS on a case-by-case basis; there are no written policies requiring a specific response for a reported violation. However, the Commission requires evidence of a new crime beyond the charge in order to consider revoking PRS. In 2024, the Commission implemented a form for hearing officers to complete which provides the hearing officer's summary of the evidence for each reported violation, if probable cause was found, and the hearing officer's decision.

The number of offenders released from prison onto PRS and the population of offenders supervised on PRS is shown in Figure 23. The PRS population has increased since CY 2012 to its highest point of 13,995 offenders in CY 2018. In CY 2025, the PRS population was 12,168 offenders, which represents a 4% decrease from CY 2024; PRS entries, however, increased 1% from CY 2024 to CY 2025. Since CY 2013, most PRS entries have been for Class F-I felons. In CY 2025, 73% of entries were for Class F-I felons and 27% were for Class B1-E felons.

**Figure 23  
PRS Entries and Population**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

### *Violations of PRS*

As with probation, the JRA changed the responses to violations of PRS. New crime or absconding violations of PRS may result in revocation for up to the amount of time remaining on the maximum imposed term; for all other violations, PRS may be revoked, but only for three months (similar to a CRV). Male offenders can serve revocations in the Robeson CRV Center (the Burke CRV center remains closed due to staffing issues). The PRSP Commission reported that this is beneficial for the PRS offenders but that it lacks a substance abuse treatment component; sometimes the Commission has to put the offender back on PRS upon release from the CRV Center with the condition that they attend DART Center. Female post-release supervisees can serve three-month revocations period in the North Piedmont CRV Center.<sup>61</sup>

The increase in the PRS population as a result of the implementation of the JRA has also led to an increase in entries to prison as a result of violations of supervision, with much of the increase attributable to revocations for Class F-I felons with PRS.

Felony prison entries overall have shifted since the early years of the JRA.<sup>62</sup> However, as shown in Table 14, the distribution of felony entries to prison for PRS violations has been mostly stable since CY 2021. In CY 2025, offenders entering with three-month revocations represented the largest group of felony entries to prison for a PRS violation (31%) followed by absconding (24%).

<sup>61</sup> The majority of offenders are not eligible for CRV centers due to pending charges. They typically serve their revocation in the diagnostic centers at certain prison units (Craven Correctional Institution or Carteret Correctional Center for males, NCCIW for females).

<sup>62</sup> In CY 2013, 12% of prison entries for PRS violations were for a new crime with a conviction, 10% for an alleged new crime, 4% for technical violations of probation, 10% for a three-month revocation, 21% for absconding, 29% for pre-JRA technical, 8% for warrant/pending charges, and 6% for other or contempt.

**Table 14**  
**Felony Entries to Prison for PRS Violations by Type**

Prison Entry Type	CY 2021		CY 2022		CY 2023		CY 2024		CY 2025	
	#	%	#	%	#	%	#	%	#	%
<b>New Crime w/ Conviction</b>	241	6	277	7	278	6	317	6	371	7
<b>Alleged New Crime<sup>1</sup></b>	643	16	641	15	643	15	905	18	1,103	22
<b>Technical<sup>2</sup></b>	60	1	67	1	66	1	87	2	78	2
<b>Three-Month Revocation</b>	1,354	33	1,410	34	1,588	36	1,699	35	1,606	31
<b>Absconding</b>	1,009	25	962	23	1,036	24	1,200	24	1,238	24
<b>Pre-JRA Technical</b>	124	3	127	3	99	2	103	2	100	2
<b>Warrant/Pending Charges</b>	679	16	708	17	689	16	617	13	621	12
<b>Total</b>	<b>4,110</b>	<b>100</b>	<b>4,192</b>	<b>100</b>	<b>4,399</b>	<b>100</b>	<b>4,928</b>	<b>100</b>	<b>5,117</b>	<b>100</b>

<sup>1</sup> Prison entries for an alleged new crime may include those for new crimes proven in a violation hearing or those with a conviction that is not represented in the data (e.g., convictions resulting in credit for time served, convictions resulting in unsupervised probation, or those without a conviction at data collection).

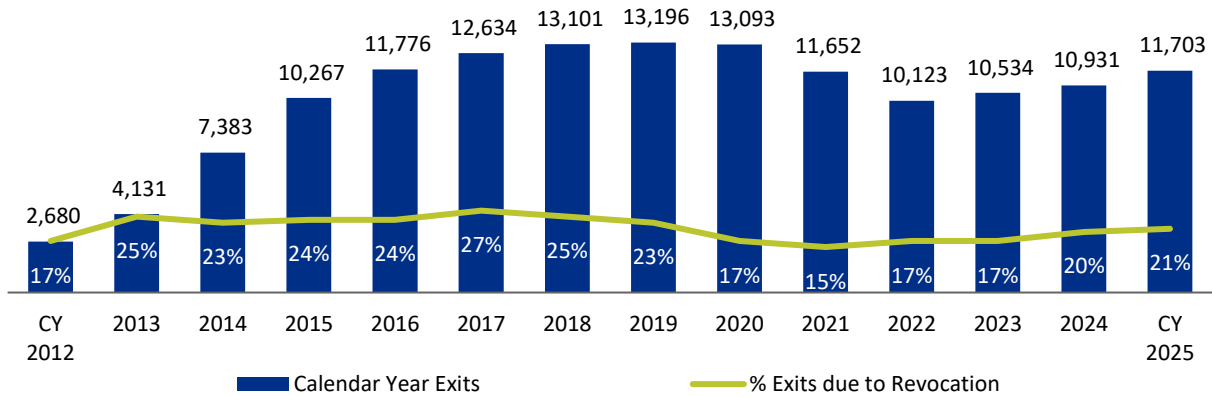
<sup>2</sup> It is not known whether prison entries for technical violations are revocations or are discrepant data.

SOURCE: NC Department of Adult Correction

*PRS Revocation Exits*

Figure 24 shows PRS exits and revocation rates. The total number of PRS exits has increased substantially since CY 2012 (2,680 in CY 2012 compared to 11,703 in CY 2025). PRS exits declined in CY 2021 and CY 2022 but have increased since then with the largest increase from CY 2024 to CY 2025 (7%). Revocation rates for PRS exits have fluctuated from a low of 15% in CY 2021 to a high of 27% in CY 2017. Since CY 2021, revocation rates have been gradually increasing.

**Figure 24**  
**PRS Exits and Revocation Rates**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

Revocation rates were also analyzed by offense class. Since CY 2014, the revocation rate for Class B1-E offenders has remained between 3% and 6%, but the revocation rate for Class F-I offenders has fluctuated from a low of 11% in CY 2021 and a high of 21% in CY 2017. In CY 2025, the revocation rate for Class B1-E offenders was 5% and 16% for Class F-I offenders. The distribution of CY 2025 PRS exits by supervision level was similar for Class B1-E and Class F-I offenders (see Table 15). Most offenders exiting PRS were in Supervision Levels 1 and 2 (68%). The highest percentages of Class B1-E and Class F-I offenders exiting PRS were in Supervision Level 2 (42% and 43% respectively).

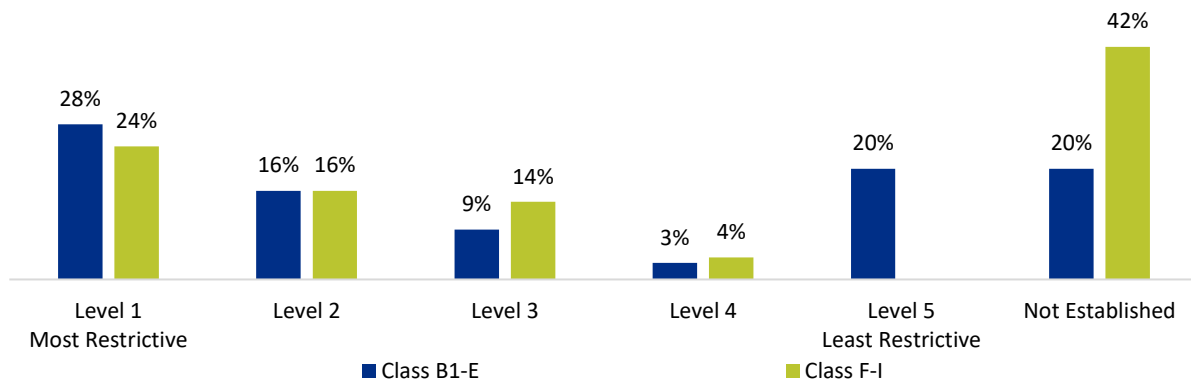
**Table 15**  
**PRS Exits by Supervision Level**  
**CY 2025**

Supervision Level	Class B1-E		Class F-I		Total	
	#	%	#	%	#	%
Level 1 (Most Restrictive)	781	26	2,133	25	2,914	25
Level 2	1,287	42	3,745	43	5,032	43
Level 3	404	13	908	10	1,312	11
Level 4	116	4	234	3	350	3
Level 5 (Least Restrictive)	5	<1	4	<1	9	<1
Not Established	465	15	1,615	19	2,080	18
<b>Total</b>	<b>3,058</b>	<b>100</b>	<b>8,639</b>	<b>100</b>	<b>11,697</b>	<b>100</b>

SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

Figure 25 examines PRS revocation rates by supervision level and offense class. Supervision level distribution follows the expected pattern with offenders in more restrictive levels having higher PRS revocation rates. Revocation rates were highest for post-release supervisees in Supervision Level 1 (28% for Class B1-E and 24% for Class F-I), with a decreasing rate of PRS revocations for Supervision Levels 2, 3, and 4. PRS revocation rates were higher for Class F-I offenders in Supervision Level 3 than Class B1-E offenders (14% and 9% respectively).

**Figure 25**  
**PRS Revocation Rates by Offense Class and Supervision Level**  
**CY 2025**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

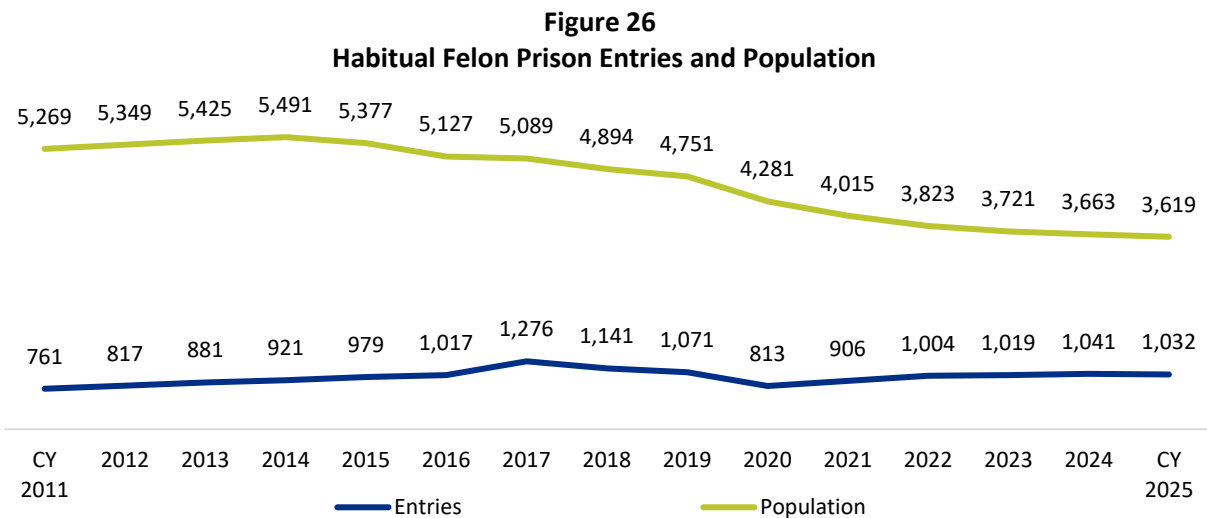
## V. CONCLUSION

The enactment of the JRA marked a shift in North Carolina’s approach to many aspects of its criminal justice system. This report examines the effect of the JRA on sentencing practices and correctional practices – both in community supervision and incarceration (in prisons and local jails). Key findings and considerations are described below.

### Sentencing Practices

Trends related to JRA sentencing options have remained consistent, including the most current year of data (CY 2025). The imposition of special probation primarily occurred at initial judgment (91%) rather than as a modification of probation. The most frequently used provision remains the habitual felon status offense, with 1,032 habitual felon prison entries occurring in CY 2025 and the largest percentage of entries in Class E (38%). The habitual breaking and entering status offense continues to be used rarely, as does ASR (42 and 129 entries to prison in CY 2025, respectively). Notably, the number of habitual breaking and entering prison entries in CY 2025 was the lowest since initial implementation of the JRA; ASR sentences also decreased by 13% over the past year.

The resulting effects of these specific sentencing practices on the overall prison population differ. Prisoners serving sentences for habitual breaking and entering or ASR sentences represent a very small portion of the prison population, resulting in negligible impact to the overall population. Conversely, habitual felons continue to comprise one of the largest categories of offenders in prison (11% in CY 2025). Of interest, however, is the long-term effect of the changes to the habitual felon law under the JRA on the composition of habitual felons in prison and the overall prison population. While the number of prison entries for habitual felons has increased (see Figure 26), the percentage sentenced in Class E (i.e., those with shorter sentences) has resulted in an overall decrease in the number of habitual felon prisoners at year end (from 5,269 in CY 2011 to 3,619 in CY 2025). The smaller proportion of Class C habitual felons (compared to pre-JRA when all habitual felons were sentenced in Class C) and the comparatively shorter sentences for those sentenced in Classes D and E have had the combined effect of reducing the overall impact of habitual felons on the prison population.



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

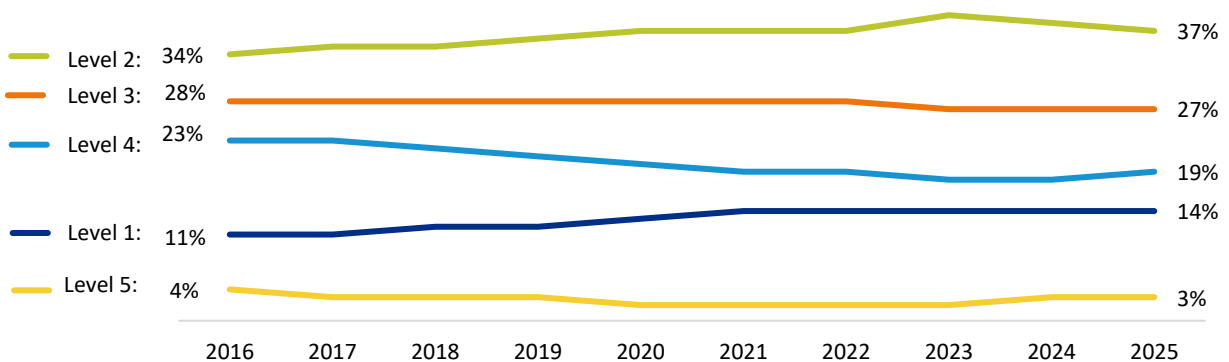
## Correctional Practices

For context for correctional practices, it is important to consider the populations being supervised in the community. In CY 2025, as in past years, the population under community supervision continued to be comprised of more probationers (82% or n=61,230) compared to post-release supervisees (15% or n=11,526).<sup>63</sup> The community supervision population also consisted of more felons than misdemeanants.

As shown in this report, the RNA continues to accurately identify offenders under supervision most likely to reoffend and place them into the higher, more restrictive supervision levels. As a result, supervision levels were associated with the expected patterns in outcome measures: probationers and post-release supervisees in the less restrictive supervision levels tended to fare better under supervision compared to offenders in the more restrictive supervision levels. Probationers in the more restrictive supervision levels, Supervision Levels 1, 2, and 3, were more likely to receive a quick dip or a CRV, more likely to have a violation following a quick dip and/or CRV, and more likely to be revoked compared to probationers in the less restrictive supervision levels. Similarly, post-release supervisees in Supervision Levels 1 and 2 had the highest rates of revocation compared to the other levels.

Of note, however, are shifts in the supervision level distribution over time (see Figure 27). Generally, the percentage of offenders in the most restrictive levels (Levels 1 and 2) has been increasing. This shift is driven by changes over time in both the risk and need level distributions for the assessed population, with increases in the percentage of offenders assessed as extreme and high risk and offenders assessed as extreme and high need. Supervision Level 5, which comprises the lowest risk and need offenders, continues to represent a very small portion (3%) of the assessed population.

**Figure 27**  
**Supervision Level Distribution: Assessed Community Supervision Population at Year-End**



SOURCE: NC Department of Adult Correction

These trends are important to monitor, as supervision strategies and service referrals are directly related to the RNA and resulting supervision levels. An increasing percentage of higher risk and need offenders in the most restrictive supervision levels may ultimately affect resource allocation both in terms of officer caseloads (e.g., officer time dealing with caseloads requiring more intensive supervision) and programs tailored to address riskier offenders with more complex needs.

<sup>63</sup> A small percentage were under dual supervision (3% or n=2,123).

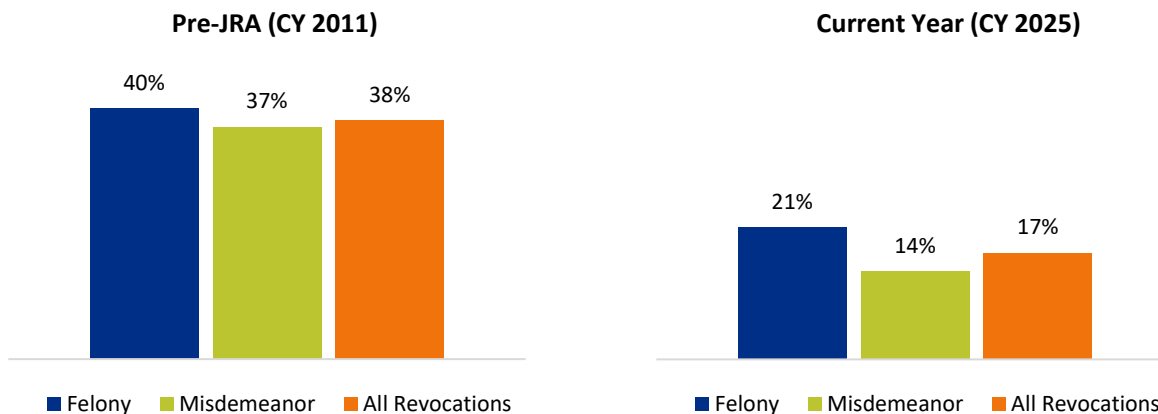
Related to supervision level trends is the number of offenders who are not assessed and have no established supervision level. This lack of assessment could be due to a variety of reasons (timing of the assessment, absconding supervision, revocation, etc.); for the past three years, nearly 20% of offenders under supervision had no established supervision level. As shown throughout the report, this group tended to have comparatively worse outcomes than the other levels. For this reason, it is important to monitor this group to determine whether the lack of assessment information and supervision level is resulting in inadequate supervision strategies (leading to worse outcomes) and/or additional resources or programs would improve outcomes for these offenders.

## Outcomes

It was certainly the hope of the JRA that refined and more intentional supervision strategies, better-targeted programs and interventions, and appropriately timed and effective sanctions would lead to improved outcomes for offenders. As such, it is important to monitor trends in outcome measures to see whether and to what extent JRA policies and practices are having the desired effect.

Changes to responses to noncompliance on probation, especially for technical violations, were key features of the JRA. The effect of the legal limits to revocations of probation for technical violations under the JRA can be seen in Figure 28, which compares the pre-JRA probation revocation rate to the current year. Notably, the overall rate has declined substantially from 38% in CY 2011 to 17% in CY 2025.

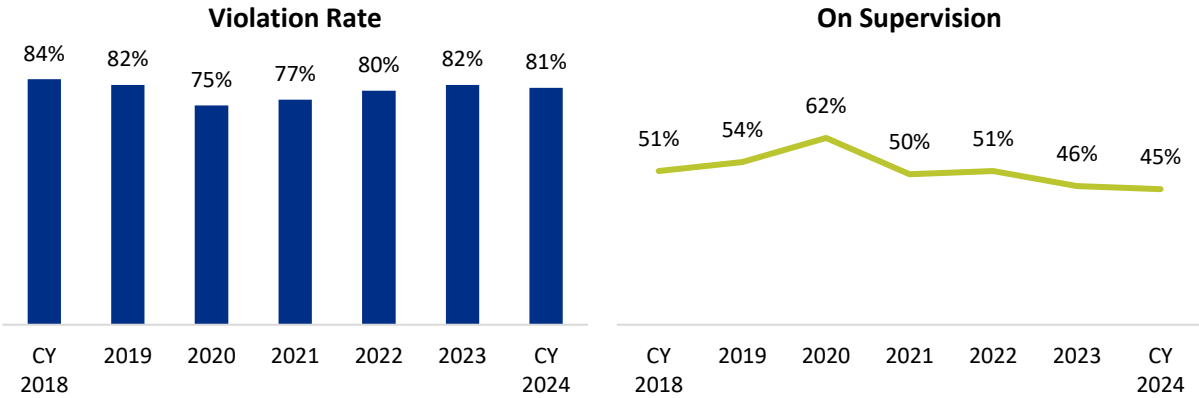
**Figure 28**  
**Probation Revocation Rates**



SOURCE: NC Department of Adult Correction, Automated System Query (ASQ)

With the limits made to revocations of probation, two key sanctions were put in place to deal with supervision noncompliance: the quick dip and the CRV. Figure 29 shows trend information on probation outcomes in the year following the imposition of a quick dip, specifically the percentage with a subsequent violation and the percentage remaining on supervision. Violation rates following the imposition of a quick dip have been and remain high, with at least three-quarters of offenders having a subsequent violation in all years examined. The percentage of offenders remaining on supervision has trended downward over the past seven years from 51% in CY 2018 to 45% in CY 2024.

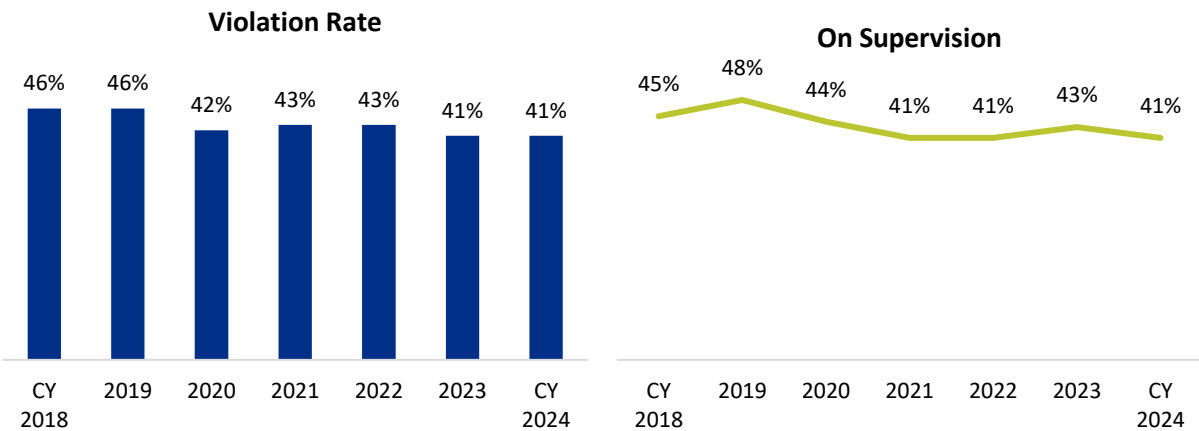
**Figure 29**  
**Probation Outcomes Following a Quick Dip**



Note: Beginning with CY 2018, the follow-up period for outcomes was changed from a varying period to a fixed one-year period; as a result probation outcomes cannot be compared to findings in prior reports.  
 SOURCE: NC Department of Adult Correction

Figure 30 shows similar information for probation outcomes following the imposition of a CRV. The rates of subsequent violations have been trending downward from a high of 46% in CY 2018 to 41% in CY 2024. The rate of offenders remaining on supervision has fluctuated over the past seven years but has been hovering around 41% since CY 2021. Both of these outcomes may be affected by the use of terminal CRVs and the practice of terminating supervision following a CRV. Further examination of the interplay of these practices and probation outcomes would offer greater insight into whether offender behavior is changing or it is the result of changes in practices.

**Figure 30**  
**Probation Outcomes Following a CRV Disposition**

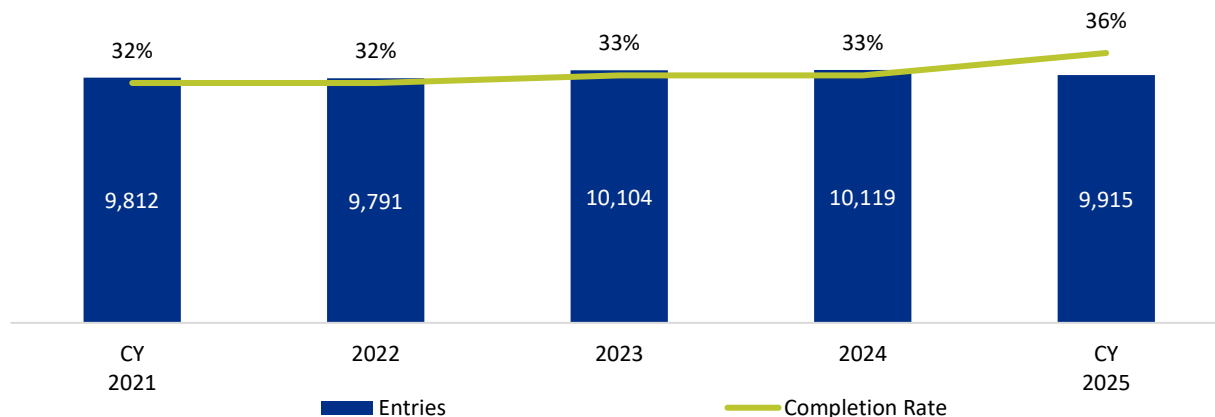


Note: Beginning with CY 2018, the follow-up period for outcomes was changed from a varying period to a fixed one-year period; as a result probation outcomes cannot be compared to findings in prior reports.  
 SOURCE: NC Department of Adult Correction

TECS programs, a feature of the JRA designed to provide need-based services and programs for offenders based on PPO referrals, have served thousands of offenders since they began operating in 2012. The average number of entries to TECS programs statewide over the past 5 years has been 9,948. After hovering around 30% for years, the percentage of offenders completing TECS programs increased

over the past year from 33% in CY 2024 to 36% in CY 2025 (see Figure 31). As noted in other Sentencing Commission reports, program completion is often associated with improved outcomes.<sup>64</sup> Information related to outcomes following program completion for offenders exiting TECS programs would provide greater insight into their effectiveness.

**Figure 31**  
**Treatment for Effective Community Supervision Entries and Completion Rates**



SOURCE: NC Department of Adult Correction

### Effect of Justice Reinvestment on the Community Supervision and Prison Populations

Population trends, provided below (see Figures 32 and 33), show how the populations under supervision and in prison have shifted since the implementation of the JRA. Notably, the most dramatic changes occurring for both the community supervision and prison populations occurred not as a result of policy changes but due to the COVID-19 pandemic. The community supervision population has generally continued to trend downward following the steep declines during the pandemic years. The number of offenders under supervision decreased 2% from CY 2024 to CY 2025 (from 76,562 to 74,879) mostly due to continued declines in the misdemeanor population (4%). Conversely, the prison population has been generally increasing following pandemic declines, including a 5% increase in CY 2025. Notably, however, the prison population remains below pre-pandemic averages.

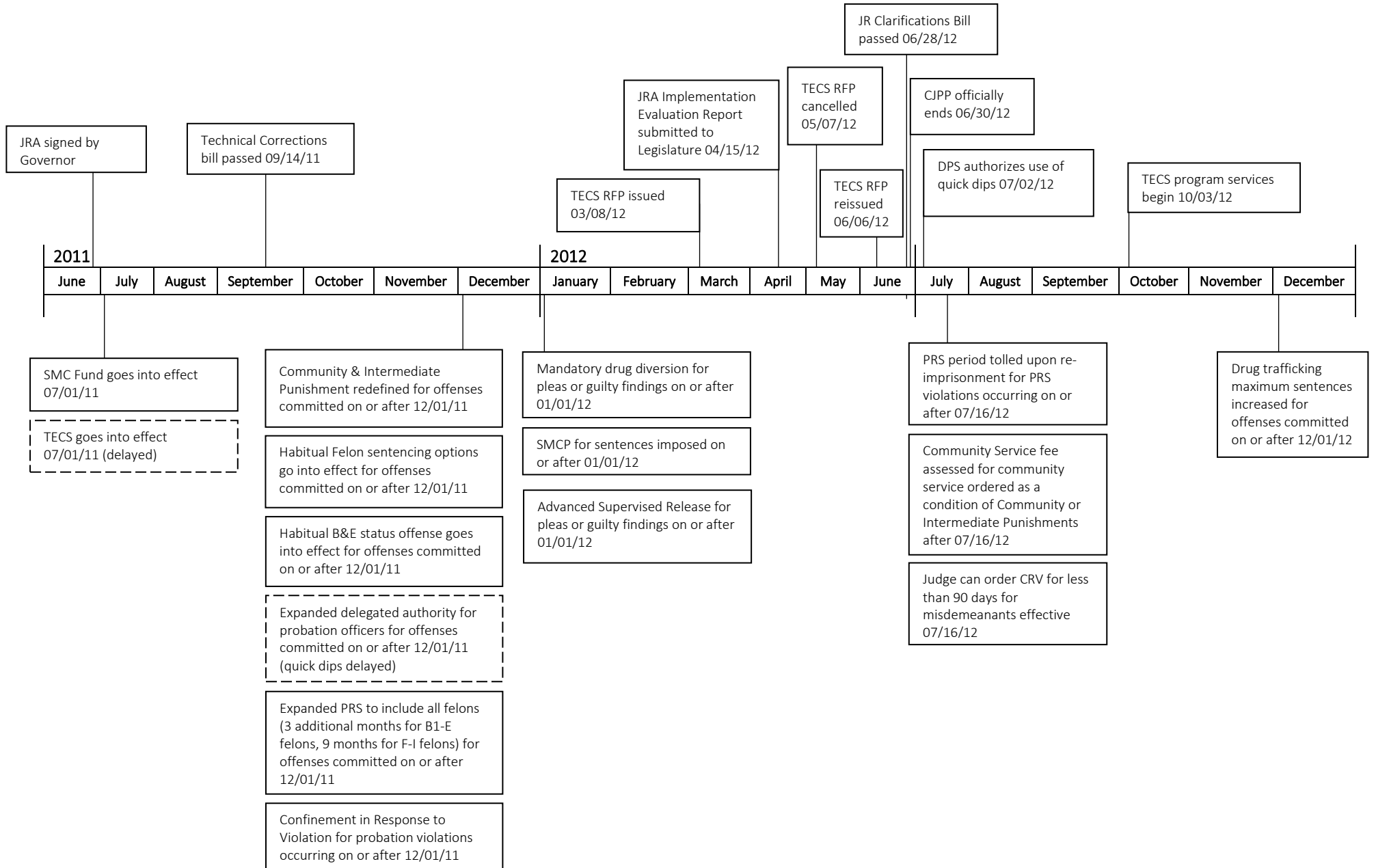
<sup>64</sup> See NC Sentencing and Policy Advisory Commission, Effectiveness of Programs Funded by Juvenile Crime Prevention Councils, 2019-2025.



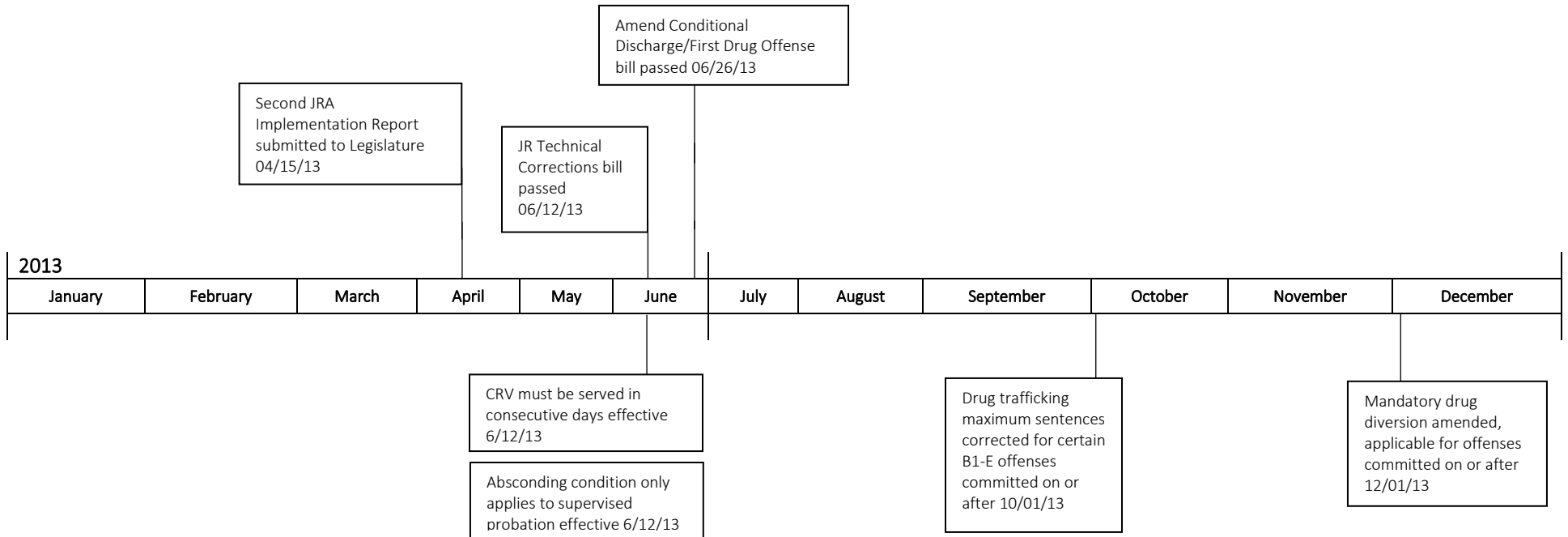
**APPENDIX A**

**JUSTICE REINVESTMENT IMPLEMENTATION  
TIMELINE**

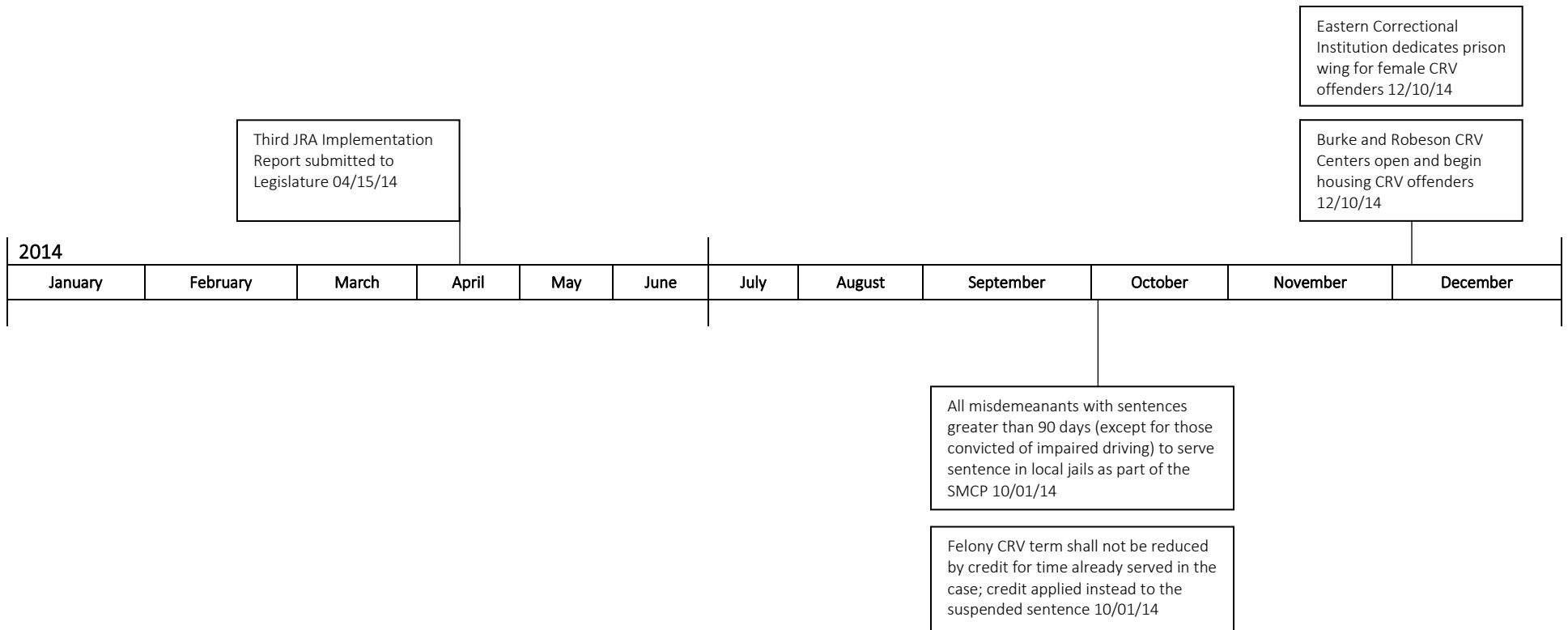
## JUSTICE REINVESTMENT ACT IMPLEMENTATION TIMELINE 2011-2012



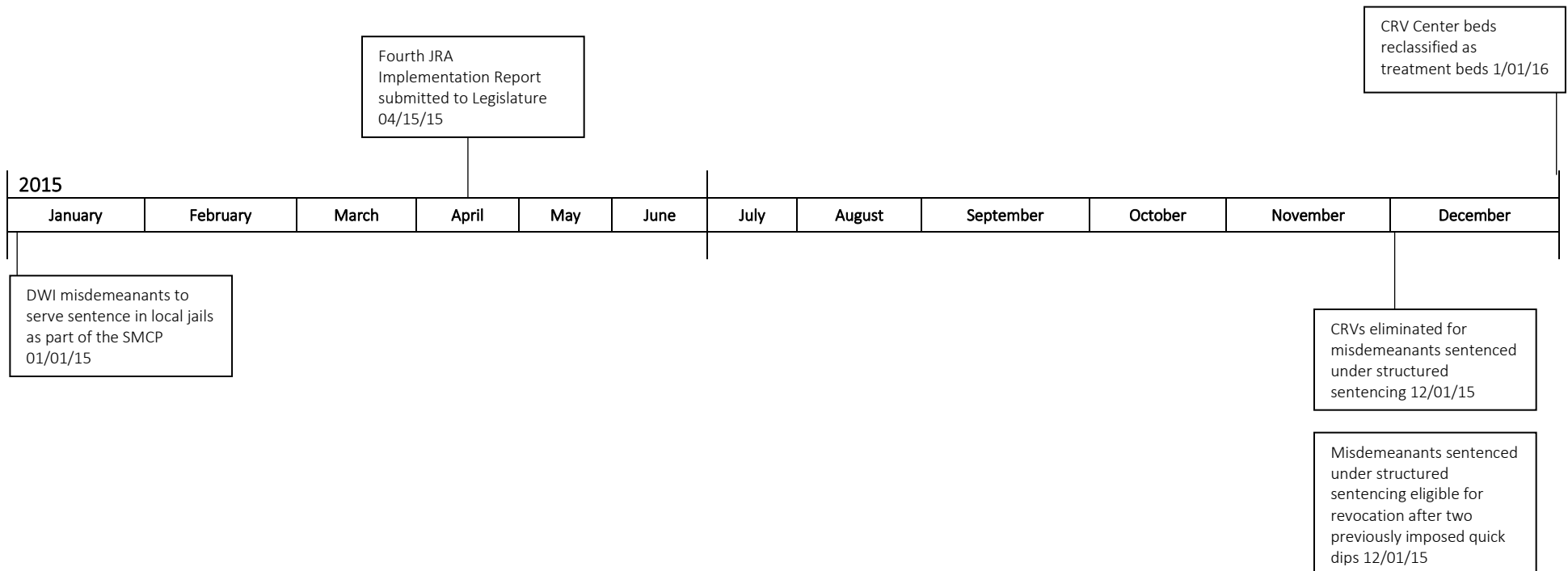
## JUSTICE REINVESTMENT ACT IMPLEMENTATION TIMELINE 2013



## JUSTICE REINVESTMENT ACT IMPLEMENTATION TIMELINE 2014



## JUSTICE REINVESTMENT ACT IMPLEMENTATION TIMELINE 2015



**APPENDIX B**

**LIST OF ACRONYMS**

**Justice Reinvestment Act Implementation Evaluation Report  
Acronym List**

ASQ	Automated System Query
ASR	Advanced Supervised Release
CBI	Cognitive Behavioral Intervention
CJPP	Criminal Justice Partnership Program
CRV	Confinement in Response to Violation
CSG	Council of State Governments
CY	Calendar Year
DAC	Department of Adult Correction
DART	Drug Abuse & Alcoholism Residential Treatment
DCS	Division of Community Supervision
DHHS	Department of Health and Human Services
DMV	North Carolina Division of Motor Vehicles
DOP	Division of Prisons
DWI	Driving While Impaired
EBP	Evidence-Based Programming
G.S.	General Statute
IOP	Intensive Outpatient Treatment
JRA	Justice Reinvestment Act
NCCIW	North Carolina Correctional Institution for Women
NCSA	North Carolina Sheriffs' Association
OPUS	Offender Population Unified System
OTI-R	Offender Traits Inventory-Revised
PPO	Probation and Parole Officer
PRS	Post-Release Supervision
PRSP	Post-Release Supervision and Parole Commission
RFP	Request for Proposal
RNA	Risk and Needs Assessment
RRS	Recidivism Reduction Services
S.L.	Session Law
SMC	Statewide Misdemeanant Confinement (Fund)
SMCP	Statewide Misdemeanant Confinement Program
SNAP	Supplemental Nutrition Assistance Program
SOG	UNC School of Government
SRCC	State Reentry Council Collaborative
SSA	Structured Sentencing Act
TECS	Treatment for Effective Community Supervision