

## Interagency Council on Intermediate Sanctions



HAWAII STATE  
DEPARTMENT  
OF HEALTH

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### State of Hawaii, FY 2010 Cohort **2013 Recidivism Update**

**FINAL**

This report provides a comparative update to the *2002 Hawaii Recidivism Baseline Study* and subsequent updates in 2006 through 2012. Hawaii's statewide recidivism rate is an important indicator of the Interagency Council on Intermediate Sanctions' (ICIS) efforts to reduce recidivism by 30% over a ten-year period. Although this ten-year period ended in 2011, the 30% recidivism reduction benchmark remains an important long-term goal.

This study is comprised of **3,073** offenders from the Fiscal Year 2010 cohort as compiled from the following State agencies:

1. Hawaii State Probation Services – 2,055 *Offenders Sentenced to Felony Probation*.
2. Hawaii Paroling Authority (HPA) - 688 *Offenders Released to Parole*.
3. Department of Public Safety (PSD) - 330 *Maximum-Term Released Prisoners*.

*Background:* ICIS conducted its first recidivism study in 2002. This baseline study monitored sentenced felons on probation and paroled prisoners, for criminal rearrests and revocations/technical violations over a three-year follow-up period, and reported a 63.3% recidivism rate (53.7% for felony probationers and 72.9% for parolees). ICIS has since conducted six additional recidivism updates, for the FY 2003 and FYs 2005-2009 cohorts – all of which replicated the methodology and recidivism definition adopted in the 2002 baseline study. These update studies retain the methodological consistency required for year-to-year trend comparisons.

### **Methodology**

The current recidivism study analyzed sentenced felon probationers, offenders released to parole, and maximum-term released prisoners. Each individual offender was tracked for recidivism over a precise 36-month period. ICIS defines recidivism as criminal arrests (most recent charge after follow-up date), revocations, technical violations, and criminal contempt of court. The recidivism dataset includes fields from the following Hawaii State information systems: the Community Corrections Adult Assessment information system created by Cyzap Inc.; the Hawaii State Judiciary's *Caseload Explorer* information system; and the Hawaii Paroling Authority's database.

A Criminal Justice Information System (CJIS) download included 25,611 total charges from July 1, 2009 through June 30, 2013 (FYs 2010-2013). Probation, Parole, and PSD define, respectively, the *Follow-up Start Date* as the probation sentencing or supervision start date; release to parole date; and prison (maximum-term) release date. These dates help to determine the *Time to Recidivism* (length of time elapsed from the follow-up start date to the arrest date). In situations involving multiple charges filed on the same arrest date, the most severe charge (i.e., felony, misdemeanor, revocation, or petty misdemeanor) becomes the recorded recidivism event. Traffic and most ordinance violations are not included as recidivism events.

The following paragraphs specify the methodologies employed for each agency:

### **1. Probation**

Offenders from Probation included 2,055 felony probationers extracted from the *Caseload Explorer* information system. The defined *Supervision Start Date* is from July 1, 2009 through June 30, 2010.

Note: Per the 2002 baseline recidivism design, only felony probationers were involved in this recidivism study. This necessitated the removal of 1,363 non-felon probationers, including 552 Deferred Acceptance of Guilt/No Contest (DAG/DANC) cases from the FY 2010 recidivism study. These exclusions are consistent with the methodology employed in the previous recidivism studies, and are critical to this study's internal validity.

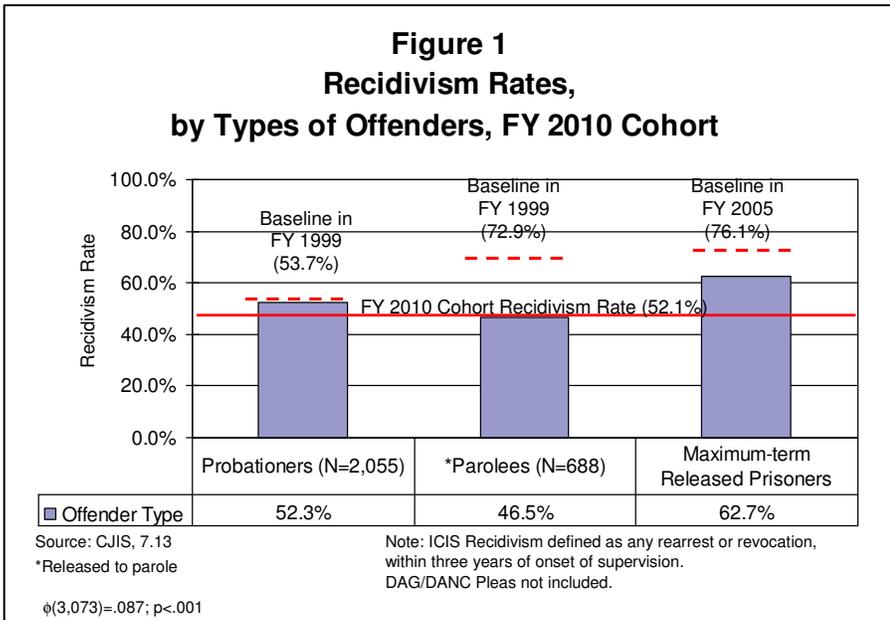
### **2. Hawaii Paroling Authority (HPA)**

HPA provided a listing of 688 offenders released to parole in FY 2010. Excluded from the count were 11 parolees who had a duplicate status as a parolee and probationer and subsequently reclassified as probationers for the purpose of this study.

### **3. Department of Public Safety (PSD)**

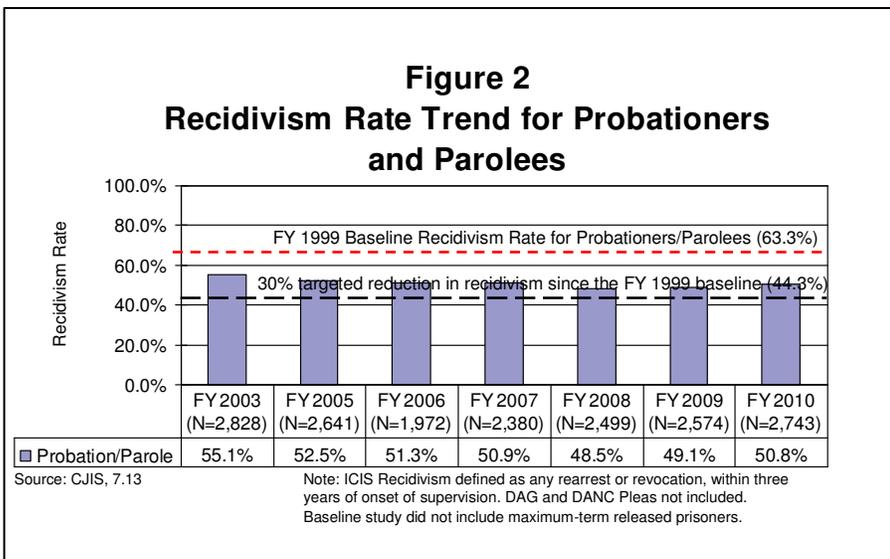
PSD provided a download of 330 maximum-term released prisoners in FY 2010. ICIS has tracked the recidivism trends of maximum-term released prisoners since FY 2005.

**Summary Findings:** The following data are a compilation of re-offenses committed by offenders from the three criminal justice agencies over a follow-up period of 36 months beginning in FY 2010. The figures and analyses included in this study reveal important recidivism trends.



**Figure 1** depicts probationer, parolee, and maximum-term released prisoner recidivism rates, which ICIS defines as Criminal Rearrests, Criminal Contempt of Court, and Revocations-Violations. The data reveal a **52.3%** recidivism rate for probationers; a **46.5%** recidivism rate for parolees; and a **62.7%** recidivism rate for maximum-term released prisoners. The differences in recidivism rates between agencies are statistically significant at the  $p<.001$  level.

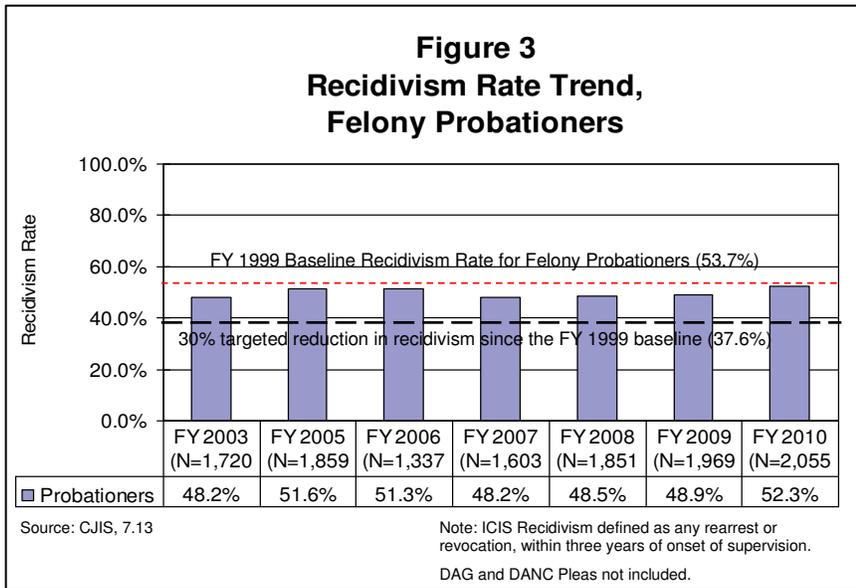
The overall FY 2010 recidivism rate is **52.1%**, which includes probationers, parolees, and maximum-term released prisoners.



**Figure 2** reveals the recidivism trend for felony probationers and parolees in the FY 1999 baseline year and subsequent updates in FY 2003 and FYs 2005-2010.

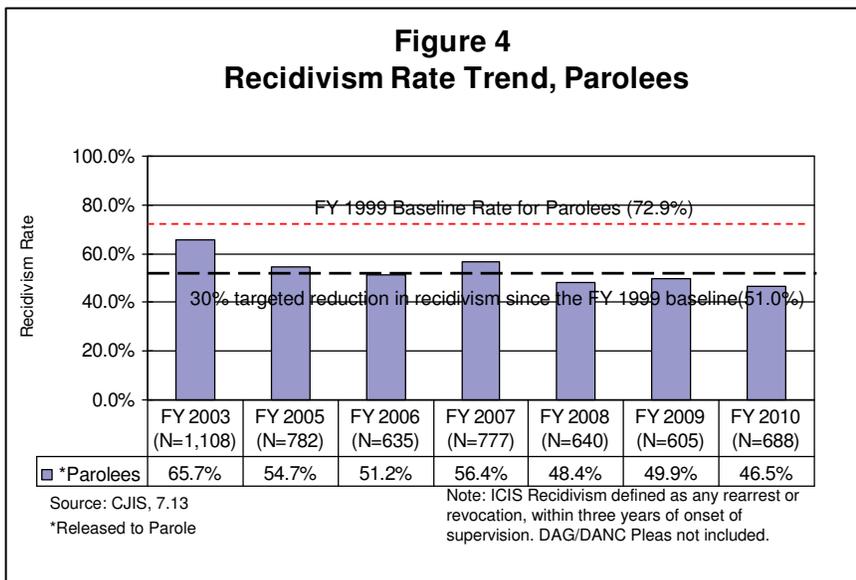
- The **50.8%** recidivism rate for the FY 2010 cohort signifies a 19.7% decrease from the 63.3% baseline rate in FY 1999, and is 10.3 percentage points short of the targeted 30% decline.

Note: Figure 2 depicts yearly comparisons to the FY 1999 baseline recidivism rate (63.3%). ICIS has targeted as a goal, a 30% decline in recidivism in comparison to this baseline. Included in the baseline and yearly updates are probationers and parolees only. (The 1999 baseline study did not include maximum-term released prisoners).



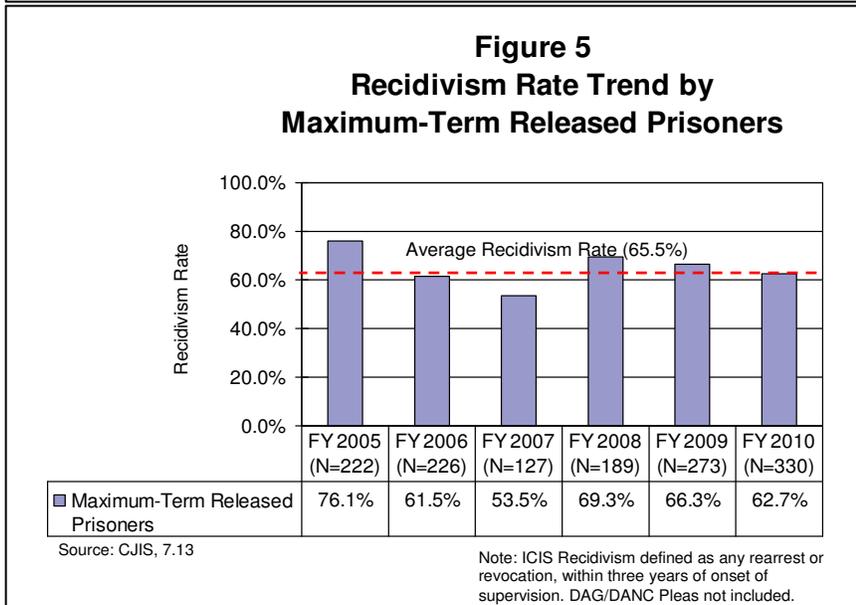
**Figure 3** displays the recidivism rates for felony probationers in the FY 1999 baseline year and subsequent years.

- The **52.3%** recidivism rate for FY 2010 is 3.4 percentage points higher than the rate from the previous year (FY 2009), and is 1.4 percentage points below the FY 1999 baseline rate (53.7%).
- Since FY 1999, the recidivism rate for felony probationers declined **2.6%**, which is far from meeting the 30% targeted decline in recidivism.



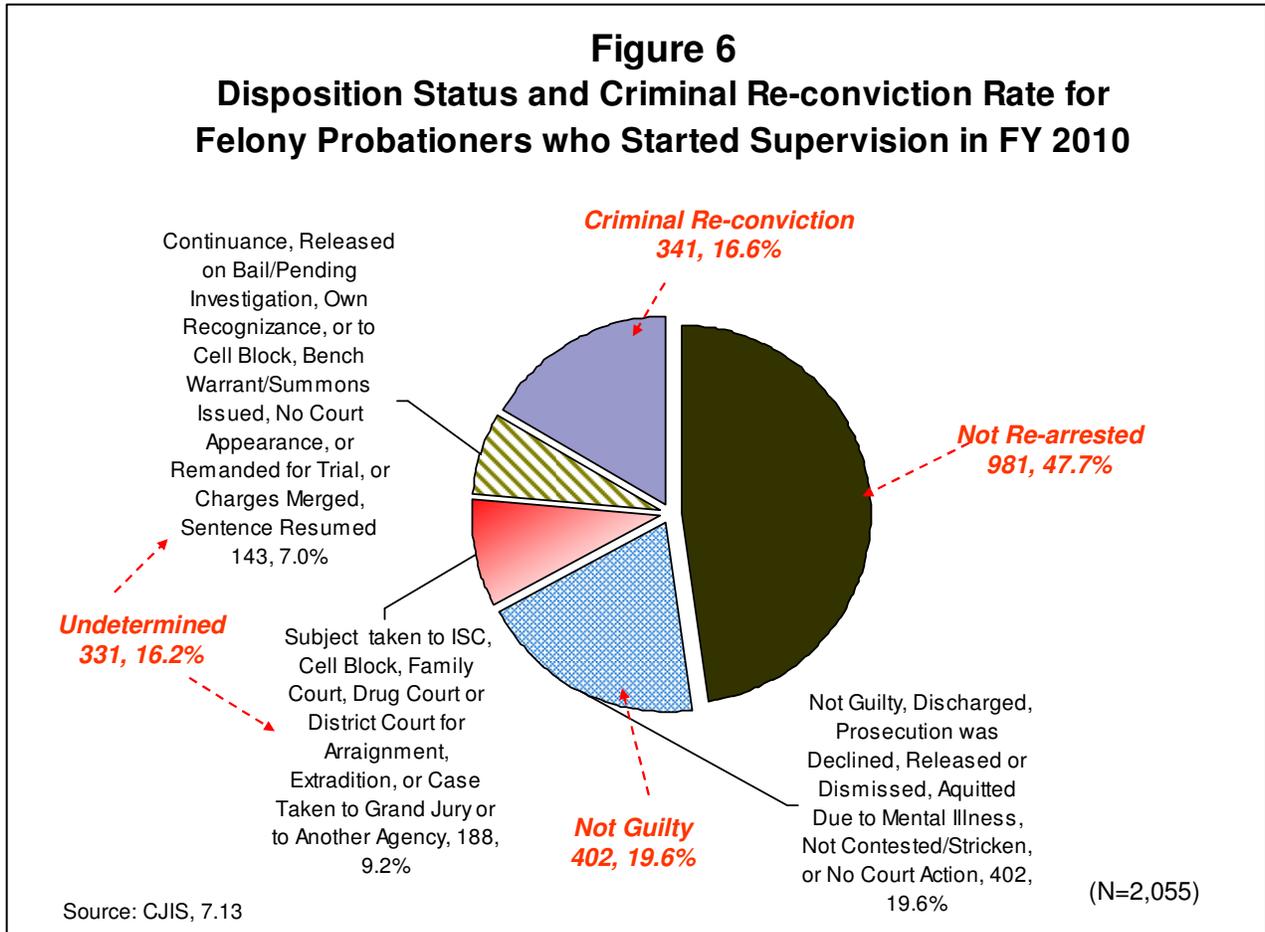
**Figure 4** examines the recidivism trend for parolees in the FY 1999 baseline year and subsequent years.

- The **46.5%** recidivism rate for FY 2010 is 3.4 percentage points lower than the previous year's rate (FY 2009), and 26.4 percentage points below the 72.9% recidivism rate reported for the FY 1999 baseline year.
- The recidivism rate has decreased **36.2%** for parolees, surpassing the 30% targeted decline.

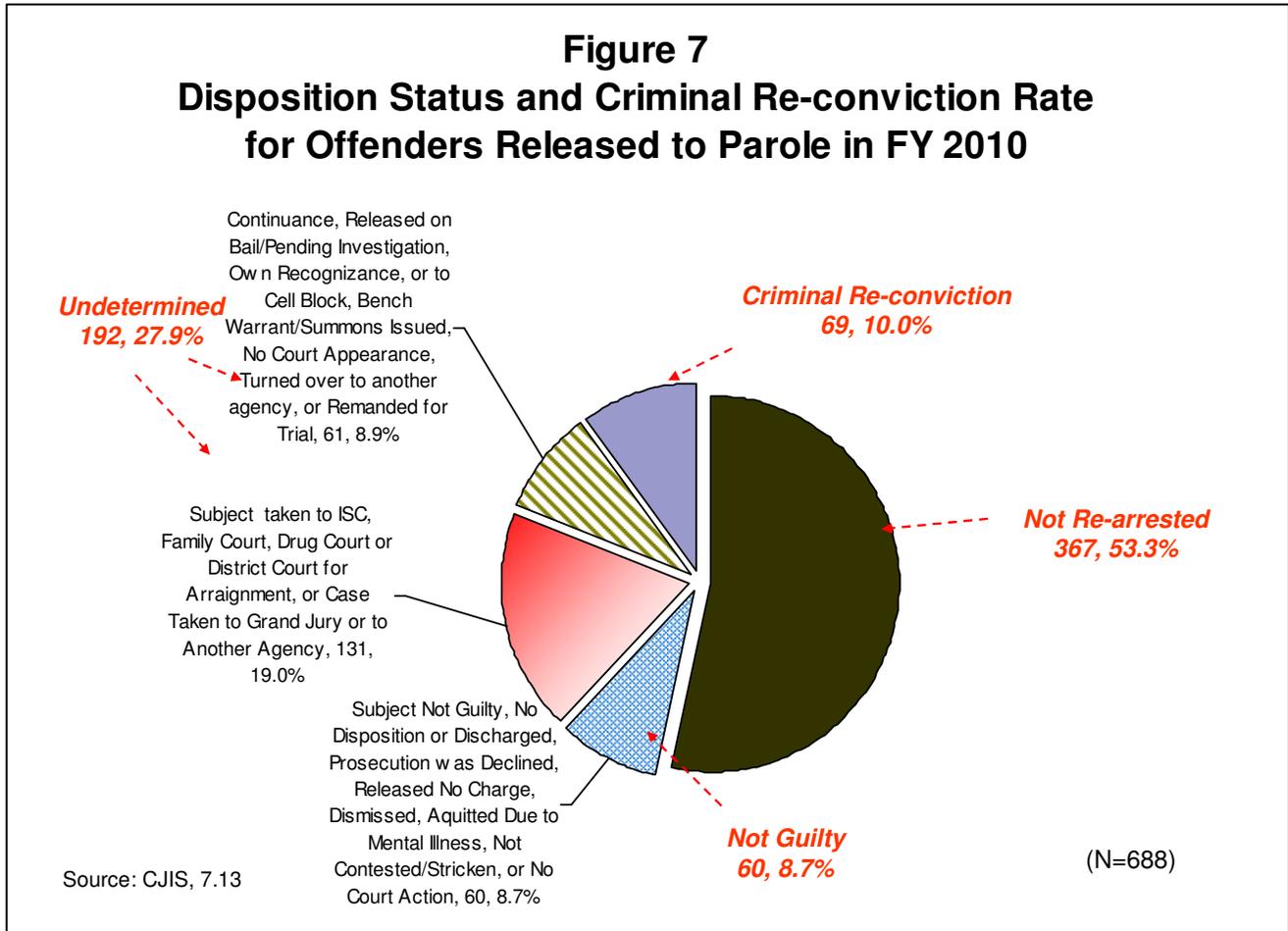


**Figure 5** depicts the recidivism trend for maximum-term released prisoners in FYs 2005-2010.

- The **62.7%** recidivism rate for FY 2010 is 3.6 percentage points lower than the FY 2009 rate (66.3%).
- The recidivism rate for maximum-term released prisoners has declined 17.6% since FY 2005.



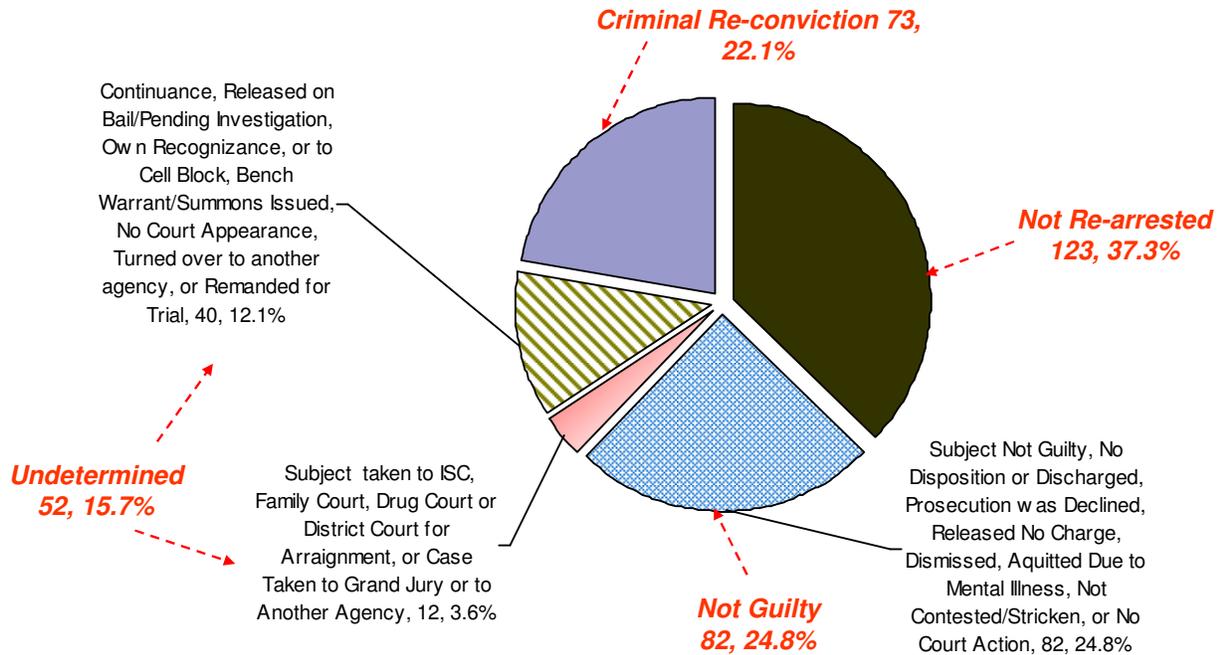
- **Figure 6** reveals the disposition status and criminal re-conviction rate for felony probationers who started supervision in FY 2010 and were tracked over the subsequent 36-month period. Some (16.2%) of the dispositions could not be determined due to pending investigations, arraignment, offenders released on their own recognizance, or case continuance.
- Felony probationers who were re-convicted of a new criminal offense comprised 16.6% of the 2,055 dispositions reported in Figure 6.



**Figure 7** reveals the disposition status and criminal re-conviction rate for prisoners released to parole in FY 2010 and tracked over the following 36-month period. Some (27.9%) of the total dispositions could not be determined due to pending arrest investigations, arraignment, pretrial release, or case continuance.

- Parolees who were re-convicted of a new criminal offense comprised 10.0% of the cases.

**Figure 8**  
**Disposition Status and Criminal Re-Conviction Rate**  
**for Maximum-Term Released Prisoners in FY 2010**

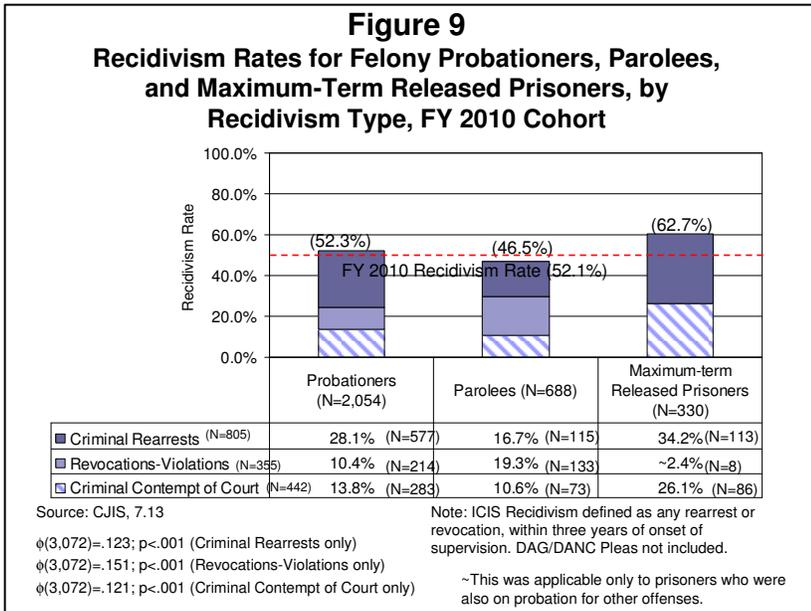


Source: CJIS, 7.13

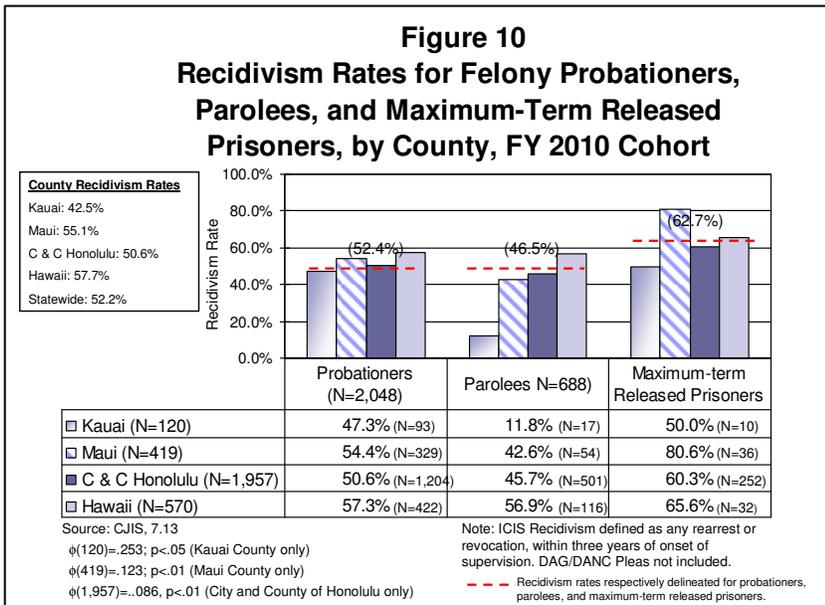
(N=330)

**Figure 8** reveals the disposition status and criminal re-conviction rate for maximum-term prisoners who were released in FY 2010 and tracked over the subsequent 36-month period. Some (15.7%) of the reported dispositions could not be determined due to pending investigations, arraignment, pretrial release, or case continuance.

- Maximum-term released prisoners who were re-convicted of a new criminal offense comprised 22.1% of the cases.



Note: Revocations-Violations represent the following: parole and probation revocations, summons arrest in probation, and bail release violations.



Note: The offender's resident address, place of supervision, or location of the arresting agency helped to determine the offender's county.

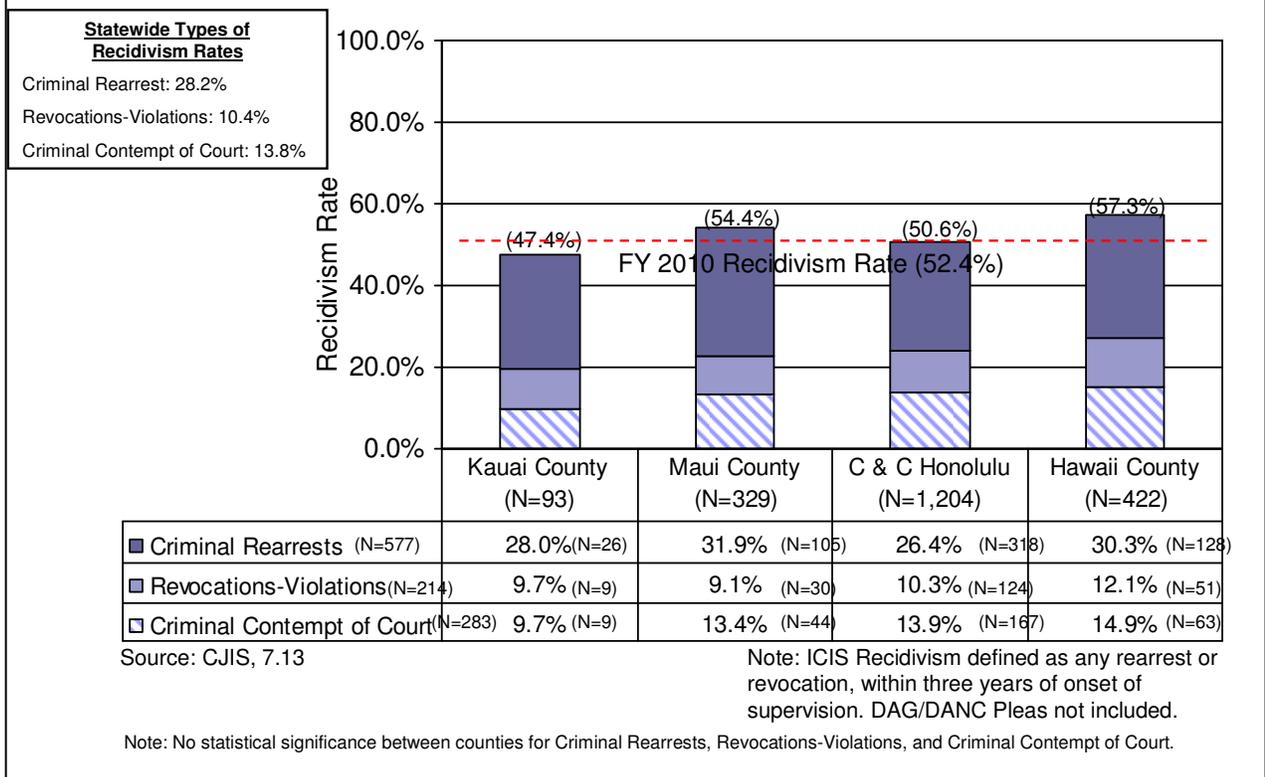
**Figure 10** examines the FY 2010 recidivism rates for felony probationers, parolees, and maximum-term released prisoners, by county. The differences in recidivism rates between these three types of offenders are statistically significant, specifically because of the high recidivism rates for maximum-term released prisoners. The differences in recidivism rates between counties, however, are not statistically significant.

**Figure 9** displays the FY 2010 recidivism rates for probationers, parolees, and maximum-term released prisoners, by recidivism type (Criminal Rearrests, Revocations-Violations, and Criminal Contempt of Court). The differences in recidivism rates between probationers, parolees, and maximum-term released prisoners and recidivism type are statistically significant at the  $p < .001$  level.

- Maximum-term released prisoners had the highest Criminal Rearrest rate (34.2%) and Criminal Contempt of Court rate (26.1%).
- Parolees had the highest Revocation-Violation recidivism rate (19.3%), the lowest Criminal Rearrest rate (16.7%), and the lowest Criminal Contempt of Court rate (10.6%).
- Probationers had the lowest Revocation-Violation recidivism rate (10.4%).

Note: There is a need to take precautions when comparing recidivism rates between agencies. Revocations-Violations for probationers and parolees contribute to the overall recidivism rate, and do not apply to most of the maximum-term released prisoners, unless they remained on probation because of other, additional convictions.

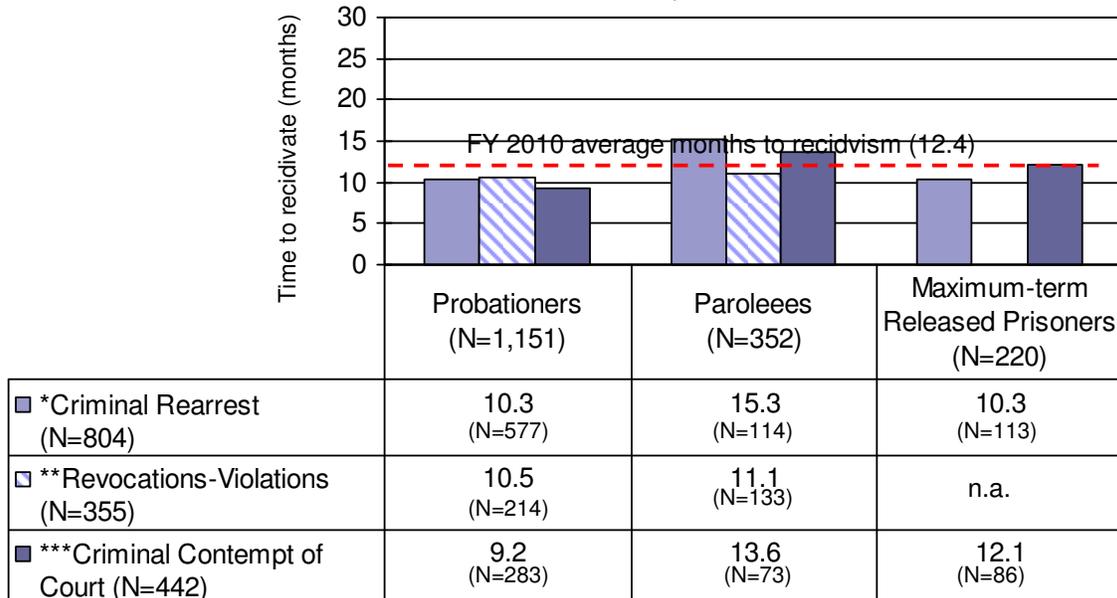
**Figure 11**  
**Recidivism Rates for Felony Probationers, by County and Recidivism Type, FY 2010 Cohort**



Note: Revocations-Violations represent the following: revocations, bench warrant/summons, and bail release violations. Additionally, the offender's resident address, place of supervision, or location of the arresting agency helped to determine the offender's county. This analysis of county-level recidivism was at the request of the Hawaii State Judiciary.

**Figure 11** depicts the FY 2010 recidivism rates for felony probationers, by county and recidivism type. The differences in recidivism rates for probationers between counties are statistically insignificant for all recidivism types.

**Figure 12**  
**Average Elapsed Time to Recidivism in Months**  
**for Probationers, Parolees, and Maximum-Term**  
**Released Prisoners, FY 2010 Cohort**



Source: CJIS, 7.13

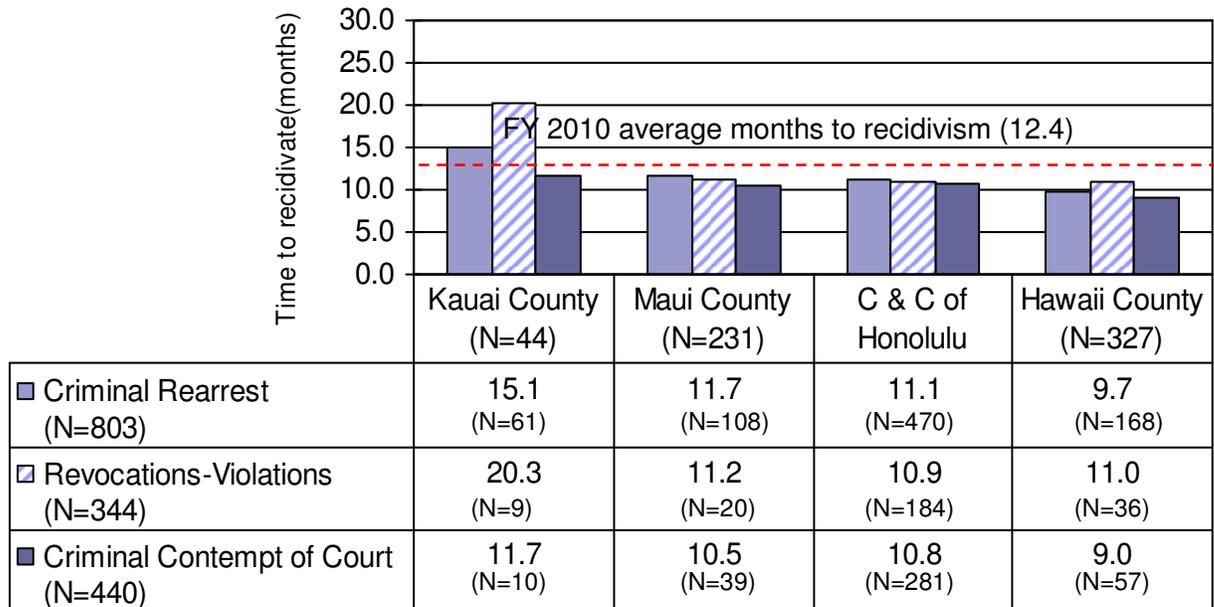
\*F(804)=13.03; p<.001  
 \*\*F(355)=4.65; p<.05  
 \*\*\*F(442)=5.94; p<.01

Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

Note: Revocations-Violations represent the following: revocations, bench warrant/summons, and bail release violations.

**Figure 12** reveals the average time in months elapsed from the *Follow-up Start Date* to the *Recidivism Event Date*, by recidivism type, for recidivists in the FY 2010 cohort of probationers, parolees, and maximum-term released prisoners. The average number of months to recidivism in FY 2010 is 12.4 months. The differences in the average time to recidivism between probationers, parolees, and maximum-term released prisoners are statistically significant for all three types of recidivism. Parolees had the longest average time to a recidivism event for criminal rearrest (15.3 months), Revocations-Violations (11.1 months), and Criminal Contempt of Court (13.6 months).

**Figure 13**  
**Average Elapsed Time to Recidivism in Months,**  
**by County, FY 2010 Cohort**



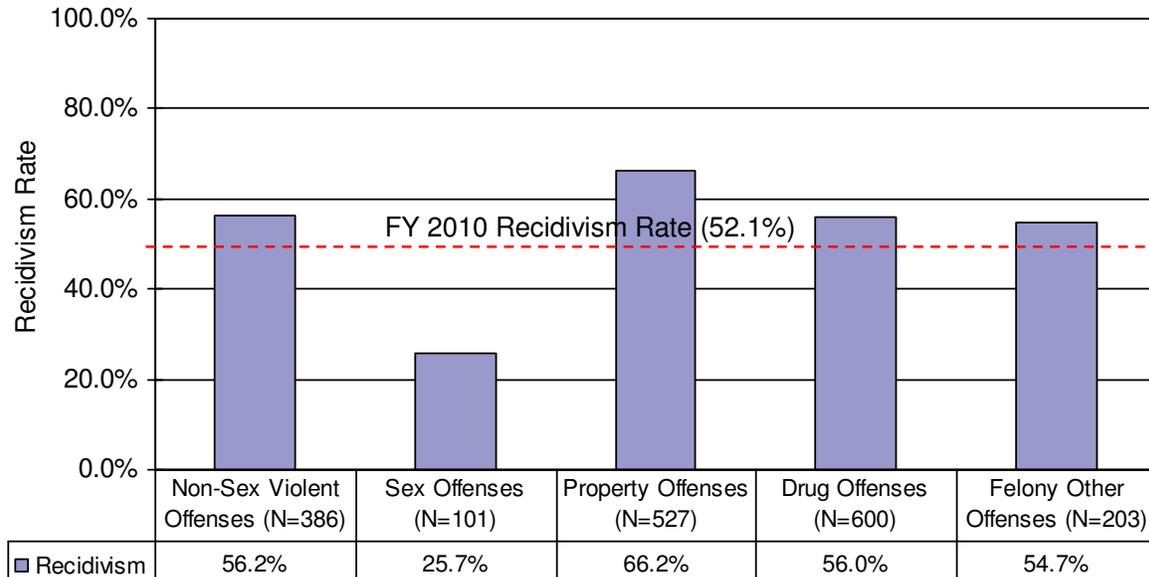
Source: CJIS, 7.13

Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

Note: Revocations-Violations represent the following: revocations, bench warrant/summons, and bail release violations. The offender's resident address, place of supervision, or location of the arresting agency helped to determine the offender's county.

**Figure 13** examines the average time in months elapsed from the *Follow-up Start Date* to the *Recidivism Event Date*, by recidivism type and county. The average number of months to recidivism is 12.4 months for the recidivists in the overall FY 2010 offender cohort. The differences in the average time to recidivism between counties are not statistically significant for any of the three types of recidivism.

**Figure 14**  
**Recidivism Rates, by Initial Offense Type,**  
**FY 2010 Cohort**



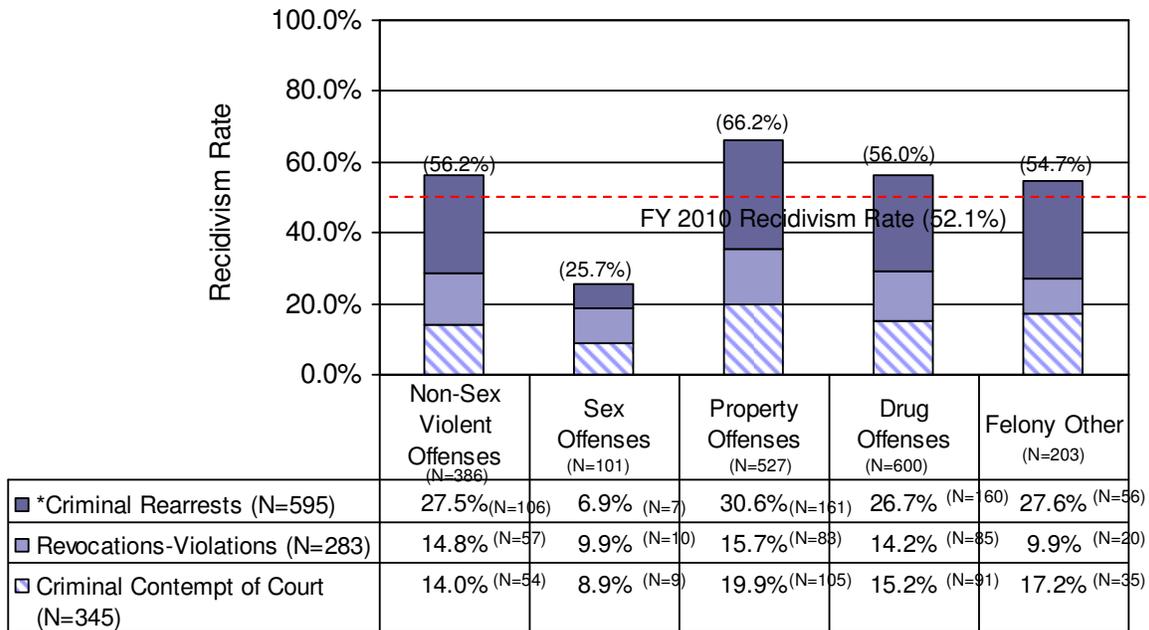
Source: CJIS, 7.13

$\Phi(2,108)=.174; p<.001$

Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

**Figure 14** examines the FY 2010 recidivism rates, by initial offense type. The data show that the differences in recidivism rates, by initial offense type, are predictive of recidivism at the  $p<.001$  level of statistical significance. Offenders initially convicted for criminal property offenses had the highest recidivism rate (66.2%), as compared to sex offenders, who had the lowest recidivism rate (25.7%).

**Figure 15**  
**Recidivism Rates, by Initial Offense Type and**  
**Recidivism Type, FY 2010 Cohort**



Source: CJIS, 7.13  
 \* $\Phi(2,108)=-.194$ ;  $p<.001$

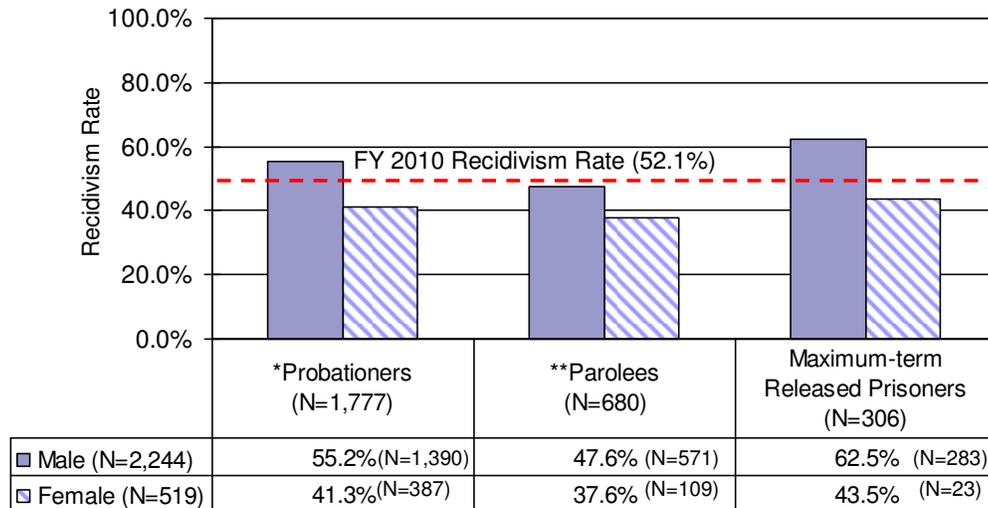
Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

Note: Revocations-Violations represent the following: revocations, bench warrant/summons, and bail release violations.

**Figure 15** displays the FY 2010 recidivism rates, by initial offense type and recidivism type. Only the differences in Criminal Rearrest rates across the offense types are statistically significant ( $p<.001$ ).

- Property crime offenders recidivated at the highest criminal rearrest rate (30.6%).
- Sex offenders recidivated at the lowest criminal rearrest rate (6.9%).

**Figure 16**  
**Recidivism Rates, by Supervising Agency Type and Gender, FY 2010 Cohort**



Source: CJIS, 7.13

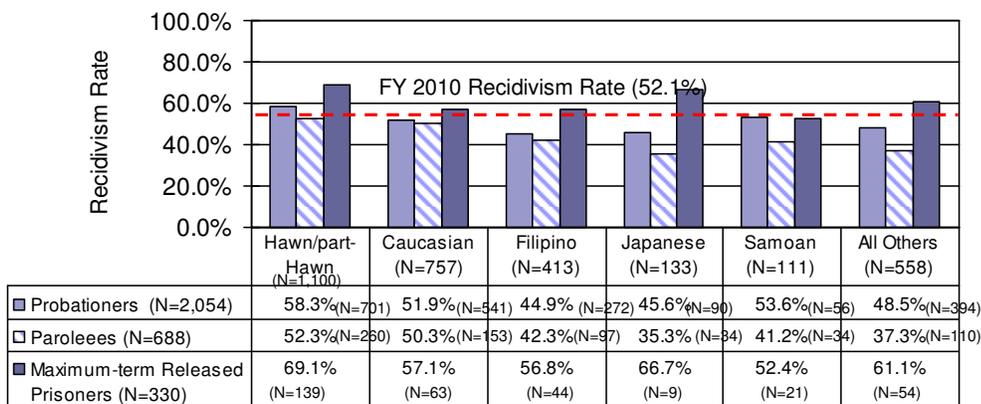
\*Probation:  $\chi^2(1,777)=23.23$ ;  $p<.001$

\*\*Parole:  $\chi^2(680)=3.83$ ;  $p<.05$

Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

**Figure 16** examines the FY 2010 recidivism rates, for probationers, parolees, and maximum-term released prisoners, by gender. The differences in recidivism rates between males and females are statistically significant for probationers ( $p<.001$ ) and parolees ( $p<.05$ ), but not for maximum-term released prisoners. Male probationers have the highest recidivism rate (55.2%), while female parolees have the lowest recidivism rate (37.6%), as compared to other offenders.

**Figure 17**  
**Recidivism Rates, by Supervising Agency Type and Ethnicity, FY 2010 Cohort**



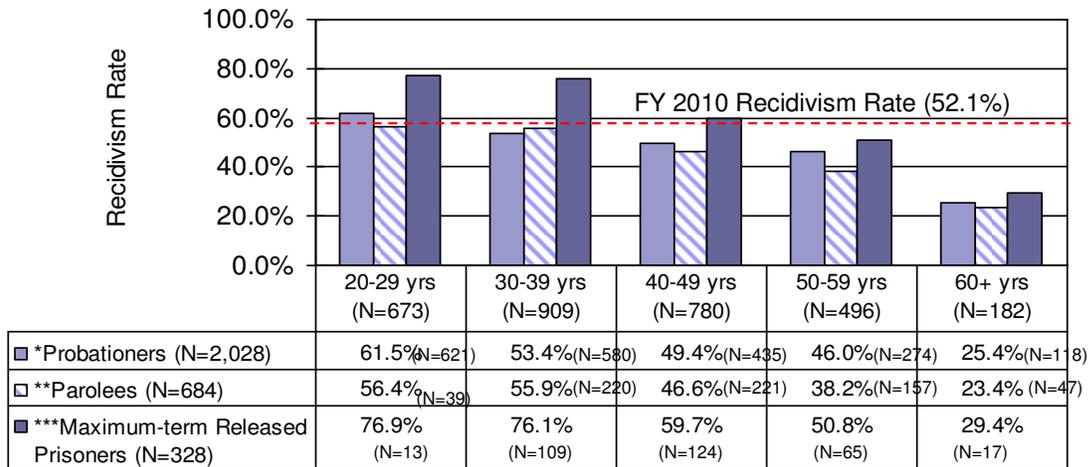
Source: CJIS, 7.13

$\phi(2,054)=.099$ ;  $p<.01$  (Probation)

Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

**Figure 17** depicts the FY 2010 recidivism rates for probationers, parolees, and maximum-term released prisoners, by ethnicity. The differences in recidivism rates between ethnic groups are statistically significant for probationers ( $p<.001$ ), but not for parolees and maximum-term released prisoners. Hawaiian/part-Hawaiian probationers (58.3%), parolees (52.3%), and maximum-term released prisoners (69.1%) have the highest recidivism rates among the various ethnic groups.

**Figure 18**  
**Recidivism Rates, by Supervising Agency Type and Age Range, FY 2010 Cohort**



Source: CJIS, 7.13

\*Probation:  $\phi(2,028) = .174$ ;  $p < .001$

\*\*Parole:  $\phi(684) = .186$ ;  $p < .001$

\*\*\*PSD:  $\phi(328) = .259$ ;  $p < .001$

Note: ICIS Recidivism defined as any rearrest or revocation, within three years of onset of supervision. DAG/DANC Pleas not included.

**Figure 18** reveals the FY 2010 recidivism rates for probationers, parolees, and maximum-term released prisoners, by offender age range. The differences in recidivism rates between offender age ranges are statistically significant for probationers, parolees, and maximum-term released prisoners. Offenders in the 20-29 years-old age group have the highest recidivism rates, while the 60+ years-old age group has the lowest recidivism rates.

## Summary and Discussion

The 50.8% recidivism rate for FY 2010 probationers and parolees was slightly higher than the rate for the previous year's offender cohort, but was lower than the FY 1999 baseline rate of 63.3%. This translates into a 19.7% cumulative decrease in recidivism rates (1999-2010 cohorts), which falls short of the primary goal of reducing recidivism in Hawaii by 30%.<sup>1</sup> Probationers in the FY 2010 cohort had a 52.3% recidivism rate, which is a 3.4 percentage point increase in recidivism from the previous year (Figure 3). Parolees had a 46.5% recidivism rate in the FY 2010 cohort, which is 3.5 percentage points lower than the previous year (Figure 4). In the FY 2005 cohort, ICIS started to track the recidivism rates for maximum-term released prisoners. The recidivism rates for these offenders declined from 76.1% in FY 2005 to 62.7% in FY 2010, which represents a 17.6% decrease (Figure 5). With respect to specific recidivism types (see Figure 9), maximum-term released prisoners had the highest recidivism rate for criminal rearrests (34.2%) and for criminal contempt of court (26.1%), while parolees had the highest revocation-violation rate (19.3%).

<sup>1</sup> Year-to-year trend analysis started with the 1999 cohort, as the baseline year, and only included probationers and parolees. Subsequent recidivism updates have continued over a ten-year period, with the FY 2010 cohort being the most recent year studied (50.8% recidivism rate).

Criminal re-conviction rates (offenders who re-offended) varied widely between agencies (Figures 6-8). Maximum-term released prisoners had the highest criminal reconviction rate (22.1%), followed by felony probationers (16.6%), and parolees (10.0%).

The differences in recidivism rates between probationers, parolees, and maximum-term released prisoners, *within* individual counties, are statistically significant, except for Hawaii County (Figure 10), while differences in recidivism rates are statistically insignificant *between* counties (Figure 11).

Parolees who re-offended had the longest average elapsed time to recidivism (15.3 months), while probationer and maximum-term released prisoners who re-offended had the shortest average time to recidivism (10.3 months). The differences in elapsed time to recidivism between probationers, parolees, and maximum-term released prisoners are statistically significant with respect to types of recidivism (Figure 12).

Figure 14 reveals statistically significant differences in recidivism rates between the various initial offense types, whereby offenders who were initially convicted for property crimes had the highest recidivism rate (66.2%) and sex offenders had the lowest rate (25.7%). Likewise, as shown in Figure 15, there are statistically significant ( $p < .001$ ) differences in criminal re-arrest recidivism rates only, particularly for offenders who were initially convicted for property offenses (30.6% recidivism rate) versus sex offenses (6.9% recidivism rate).

Based on the recidivism trends in the State of Hawaii it is not clear if Hawaii's recidivism rate will increase or decline over time. There are unknown, or at least, currently undocumented factors that contribute to upward or downward pressures in the recidivism rate. Probationers and parolees need regular monitoring and supervision because of the considerable external (environmental) and internal (individual) factors that may contribute to recidivism risk. ICIS agencies must have in place congruent policies and procedures that are conducive to, and supportive of, evidence-based practices. This includes continued adherence to the risk, needs, and responsivity principles. ICIS should also strive to improve the offender classification system by minimizing classification errors, and employing a classification system that is both predictive of recidivism, and useful for offender management. Finally, ICIS agencies must be vigilant in employing quality assurance methods, which include accuracy and consistency in adhering to prescribed data collection routines, and commitment to ongoing officer training and recertification efforts.

*2013 Recidivism Update*  
is available electronically at the ICIS web site:  
<[hawaii.gov/icis](http://hawaii.gov/icis)>.