

Interagency Council on Intermediate Sanctions



HAWAII STATE
DEPARTMENT
OF HEALTH

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State of Hawaii, FY 2014 Cohort **2017 Recidivism Update**

This report provides a comparative update to the *2002 Hawaii Recidivism Baseline Study* and subsequent updates in 2006 through 2016. Hawaii's statewide recidivism rate is the key indicator of the Interagency Council on Intermediate Sanctions' (ICIS) efforts to reduce recidivism by 30% over a 10-year period. Although this period ended in 2011, reaching the 30% recidivism reduction benchmark remains an important long-term goal.

This study is comprised of **2,753** offenders from the Fiscal Year 2014 cohort, as compiled from the following State agencies:

1. Hawaii State Probation Services – 1,687 *Offenders Sentenced to Felony Probation*.
2. Hawaii Paroling Authority (HPA) - 775 *Offenders Released to Parole*.
3. Department of Public Safety (PSD) - 291 *Maximum-Term Released Prisoners*.

Background: ICIS conducted its first recidivism study in 2002. This baseline study monitored probationers and parolees for criminal rearrests and revocations/technical violations over a three-year follow-up period, and reported a 63.3% recidivism rate (72.9% for parolees and 53.7% for felony probationers). ICIS has since conducted ten additional recidivism update studies, for the FY 2003 and FYs 2005-2013 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

This study examines felony probationers, prisoners released to parole, and maximum-term released ("maxed-out") prisoners. It tracks recidivism for each offender over a precise 36-month period. ICIS defines recidivism as criminal arrests (most recent charge after supervision start date), revocations, technical violations, and/or criminal contempt of court. Excluded from this study (per past methodology) were probationers who were arrested within three months following their supervision start date, and did not have a reported offense date. This is due to the reasoning that some of the offenses in question were committed prior to the supervision start date.

The study dataset includes fields from the following information systems: the Hawaii Department of the Attorney General's Criminal Justice Information System (CJIS); the Community Corrections Adult Assessment information system created by Cyzap Inc.; the Hawaii State Judiciary's Caseload Explorer information system; and PSD's Offender Track system.

The CJIS download included 10,830 total charges extracted from FY 2014 (July 1, 2013 through June 30, 2014). Probation, Parole, and PSD define, respectively, the *Supervision Start Date* as the probation sentencing or supervision start date; release to parole date; or maximum-term prison release date. These dates help to determine the *Time to Recidivism* (length of time elapsed from the supervision 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, petty misdemeanor, or revocation) becomes the recorded recidivism event. Traffic and vehicular violations are not included as recidivism events.

The following paragraphs specify the data and methodologies employed for each agency:

1. Felony Probation

Included in this study are 1,687 felony probationers. The defined *Supervision Start Date* is from July 1, 2013 through June 30, 2014.

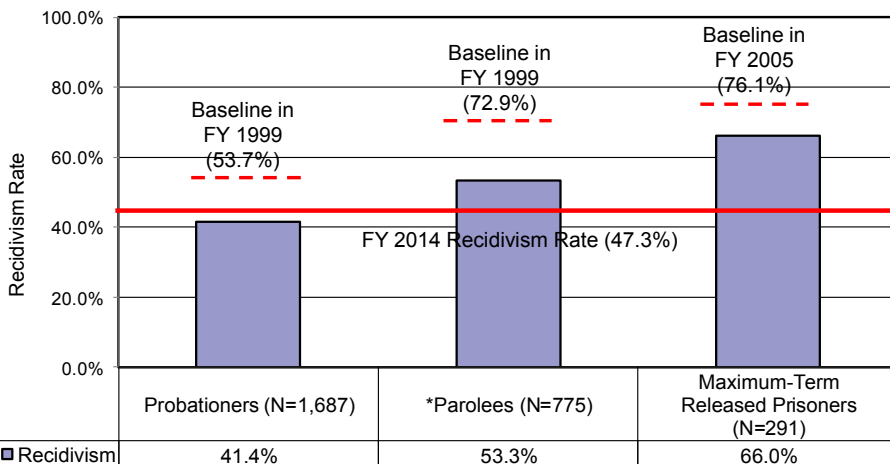
2. Hawaii Paroling Authority (HPA)

This study includes 775 offenders who were released from prison to parole from July 1, 2013 through June 30, 2014. Excluded are five parolees who had a duplicate status as both a parolee and probationer, and were subsequently reclassified as probationers.

3. Department of Public Safety (PSD)

Also included in this study are 291 maximum-term released ("maxed-out") prisoners who completed their entire sentenced term of incarceration at a point between July 1, 2013 and June 30, 2014. ICIS has tracked the recidivism trends of maximum-term released prisoners since FY 2005.

Figure 1
Recidivism Rates,
by Offender Type, FY 2014 Cohort



Source: CJIS, 7.17

*Released to parole

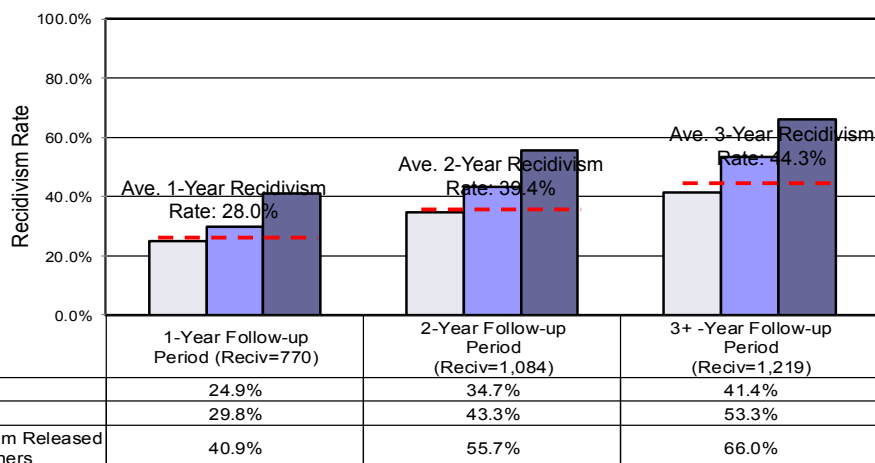
$\phi(2,753)=.167; p<.001$

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.
DAG pleas are not included.

Figure 1 depicts probationer, parolee, and maximum-term released prisoner recidivism rates. Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision. The data reveal a 41.4% recidivism rate for probationers; a 53.3% recidivism rate for parolees; and a 66.0% recidivism rate for maximum-term released prisoners. The differences in recidivism rates by offender type are statistically significant at the $p<.001$ level. The overall recidivism rate for the entire FY 2014 study cohort is 47.3%.

Figure 2
Time-Period Recidivism Rates, by
Offender Type, FY 2014 Cohort

Time-Period	Recidivists	Pct.	Cum. Pct.
<12 months	770	63.2%	
12 – 24 months	1,084	25.7%	88.9%
24 – 36 months	135	11.1%	100.0%
Total	1,219	100.0%	



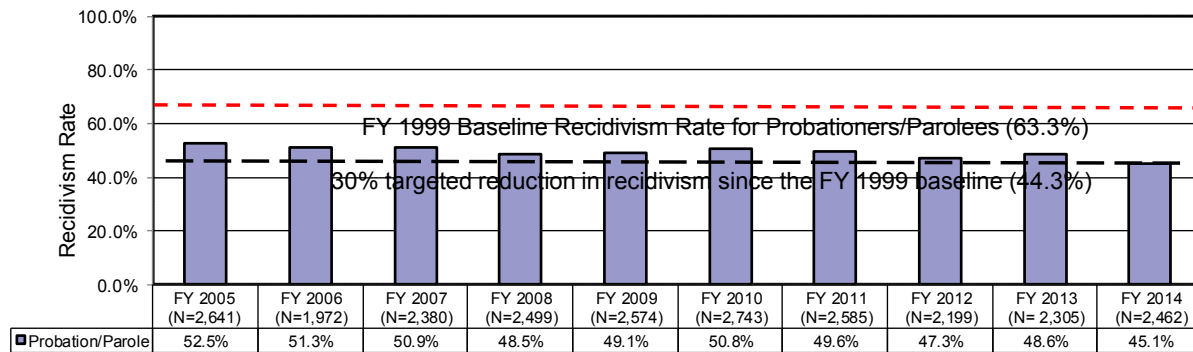
Source: CJIS, 7.17

*Released to parole

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.
DAG pleas are not included.

Figure 2 examines the time-period recidivism rates for probationers, parolees, and maximum-term released prisoners. From the supervision start date, 770 (63.2%) of the 1,219 total recidivists reoffended within the first 12 months of supervision, and 1,084 (88.9%) reoffended within 24 months. An additional 135 (11.1%) offenders recidivated between 24 to 36 months from the supervision start date, accounting for the last of the 1,219 total recidivists in the study group.

Figure 3
Recidivism Rates, Felony Probationers and Parolees,
FYs 2005-2014 Cohorts



Source: CJIS, 7.17

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.

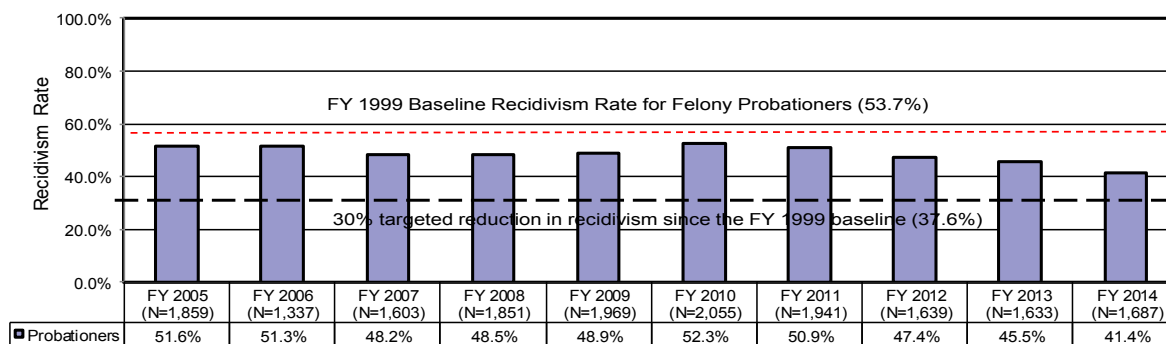
DAG pleas are not included.

Note: Figure 3 depicts yearly comparisons to the FY 1999 baseline recidivism rate (63.3%). ICIS 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). In order for ICIS to reach the 30% decline in recidivism, the current recidivism rate of 45.1% will need to fall an additional 0.8 percentage points to reach the 44.3% targeted recidivism rate.

Figure 3 reveals the recidivism trend for felony probationers and parolees in the FY 1999 baseline year, FY 2003, and FYs 2005-2014. The 45.1% recidivism rate for FY 2014 is the lowest reported rate since FY 2005.

- The recidivism rate for FY 2014 is 45.1% (3.5 percentage points) lower than the FY 2013 rate.
- Since FY 1999, the recidivism rate has declined 28.8% (18.2 percentage points), nearly meeting the goal of reducing recidivism by 30%.

Figure 4
Recidivism Rates, Felony Probationers,
FYs 2005-2014 Cohorts



Source: CJIS, 7.17

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.

DAG pleas are not included.

Note: The probation recidivism rate has declined by 13% since FY 2010.

Figure 4 displays the recidivism rates for felony probationers in the FY 1999 baseline year and subsequent years. The 41.4% recidivism rate is the lowest rate on record.

- The felony probationers' recidivism rate for FY 2014 is 41.4%, which is 4.1 percentage points lower than the FY 2013 rate.
- Since FY 1999, the recidivism rate for felony probationers has declined 22.9%, which is 3.8 percentage points short of meeting the goal of reducing recidivism by 30%.

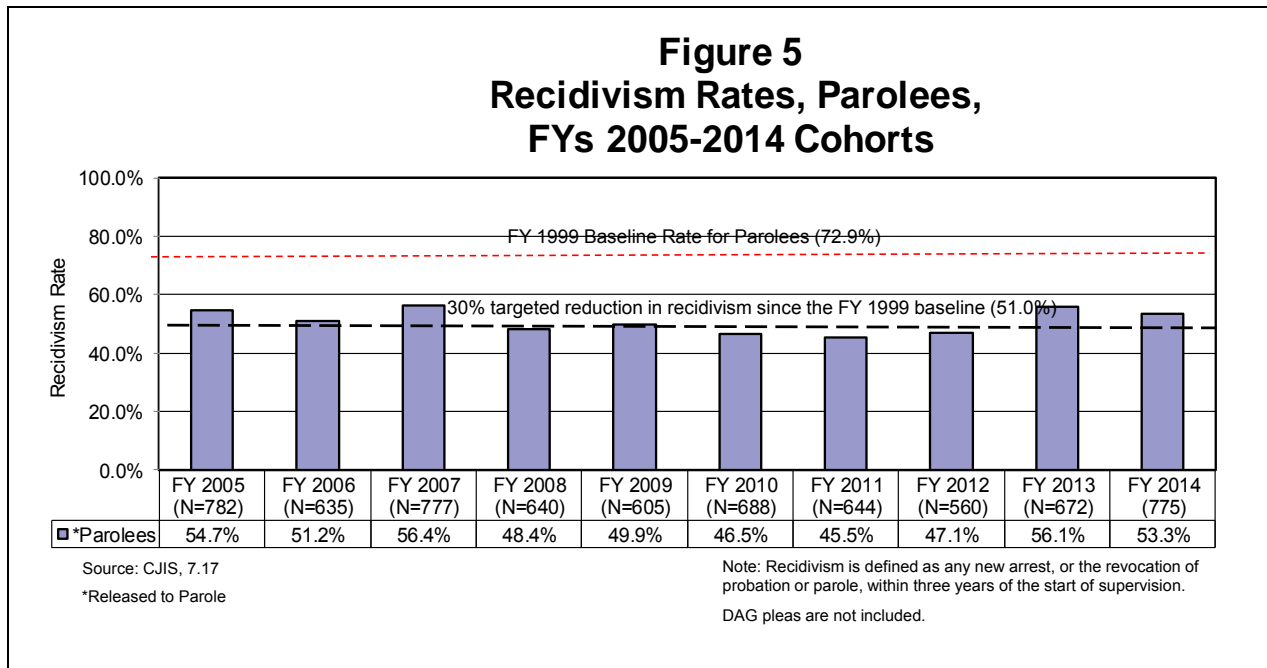


Figure 5 portrays the recidivism trend for parolees in the FY 1999 baseline year and subsequent years.

- The parolees' recidivism rate for FY 2014 is 53.3%, which is 2.8 percentage points lower than the FY 2013 rate.
- Since FY 1999, the recidivism rate for parolees has declined 26.9%, which is 2.3 percentage points short of meeting the goal of reducing recidivism by 30%.

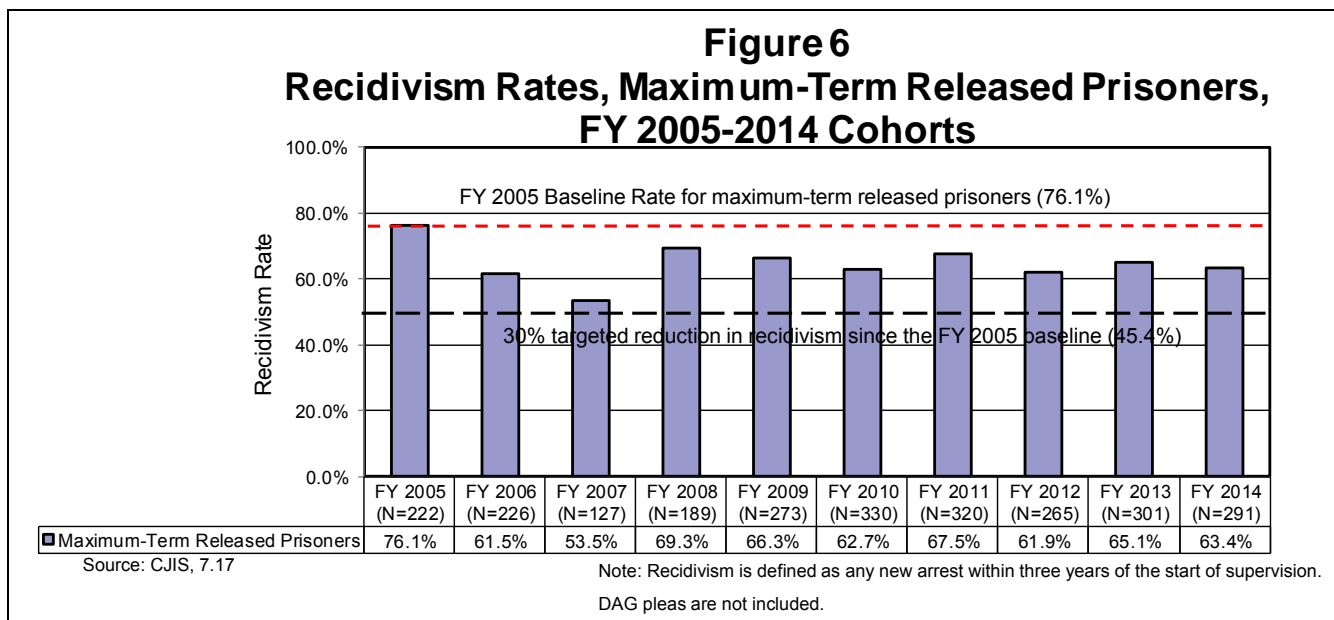
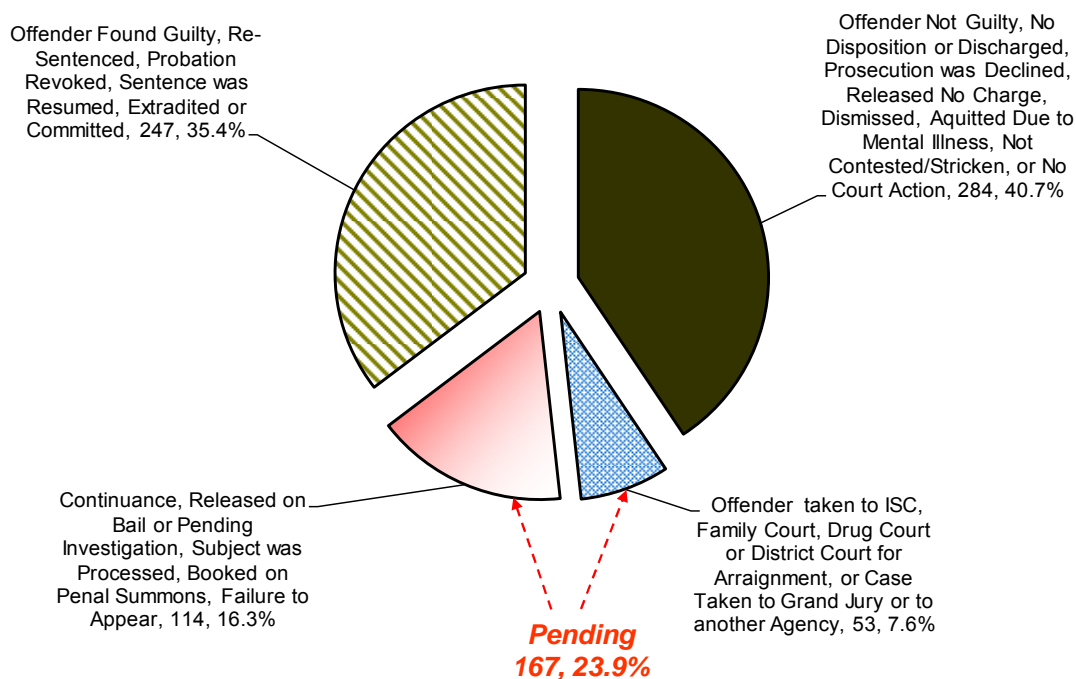


Figure 6 shows the recidivism trend for maximum-term released prisoners in FYs 2005-2014.

- The maximum-term released prisoners' recidivism rate for FY 2014 is 63.4%, which is 1.7 percentage points lower than the FY 2013 rate.
- Since FY 2005, the recidivism rate for maximum-term released prisoners has declined 16.7%, which is 18.0 percentage points short of meeting the goal of reducing recidivism by 30%.

Figure 7
Disposition Status and Criminal Reconviction Rate for
Felony Probationer Recidivists, FY 2014



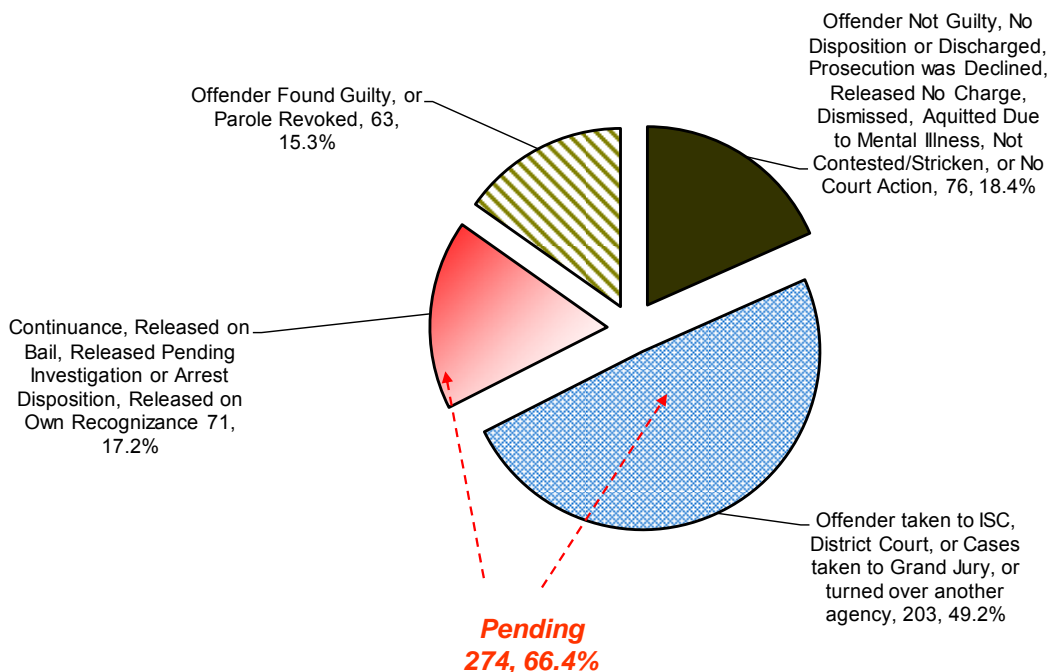
Source: CJIS, 7.17

(N=698)

Figure 7 illustrates the disposition status and criminal reconviction rate for 698 offenders who were sentenced to felony probation in FY 2014, and who subsequently recidivated within a 36-month period.

- Those convicted of a new criminal offense comprised 35.4% of the probationer recidivists.
- New criminal cases that led to acquittals, dismissals, or not guilty verdicts accounted for 40.7% of the probationer recidivists.
- Undetermined dispositions, due to pending investigations, arraignments, case continuance, or being remanded to other courts, accounted for 23.9% of the probationer recidivists.

Figure 8
Disposition Status and Criminal Reconviction Rate,
Paroled Recidivists , FY 2014



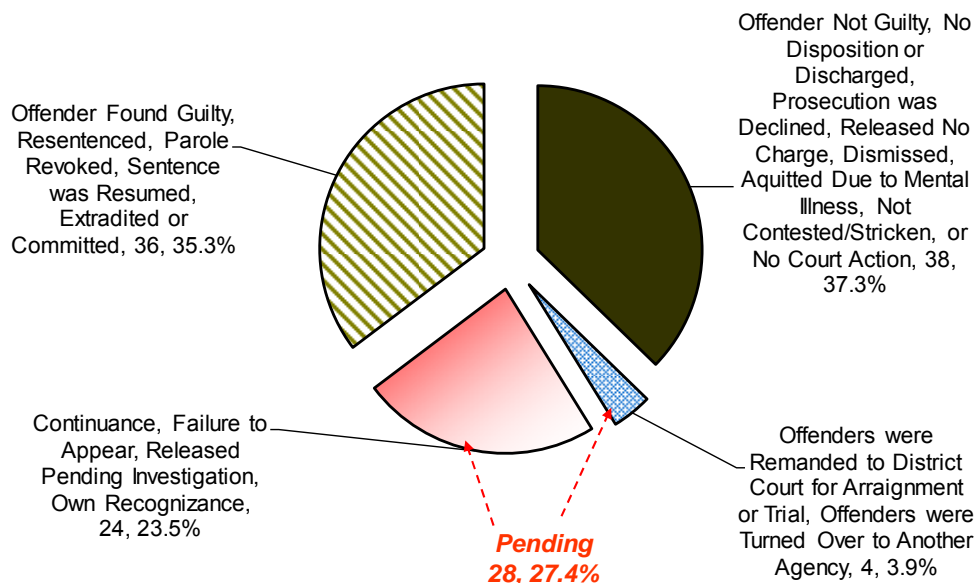
Source: CJIS, 7.17

(N=413)

Figure 8 identifies the disposition status and criminal reconviction rate for 377 prisoners released to parole in FY 2013 and who subsequently recidivated within a 36-month period.

- Parolees convicted for a new criminal offense comprised 15.3% of the parolee recidivists.
- Cases that led to acquittals, dismissals, or not guilty verdicts accounted for 18.4% of the parolee recidivists.
- Undetermined dispositions, due to pending investigations, arraignment, case continuance, or offenders remanded to other courts, accounted for 66.4% of the parolee recidivists.

Figure 9
Disposition Status and Criminal Recidivism Rate, Maximum-Term Released Prisoner Recidivists, FY 2014

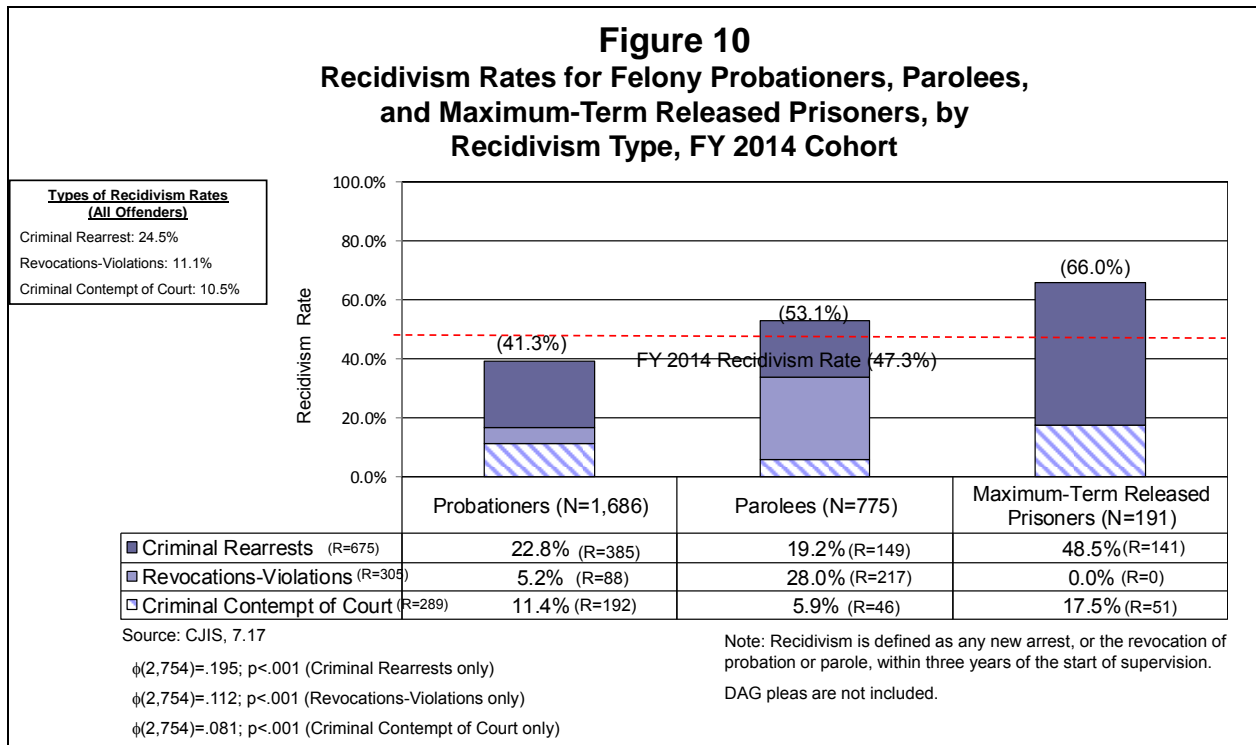


Source: CJIS, 7.17

(N=102)

Figure 9 portrays the disposition status and criminal recidivism rate for 196 maximum-term prisoners who were released in FY 2013 and who subsequently recidivated within a 36-month period.

- Those convicted for a new criminal offense comprised 35.3% of the maximum-term released offender recidivists.
- Cases that led to acquittals, dismissals, or not guilty verdicts accounted for 37.3% of the maximum-term released offender recidivists.
- Undetermined dispositions due to pending investigations, arraignment, case continuance, or offenders remanded to other courts, accounted for 27.4% of the maximum-term released offender recidivists.

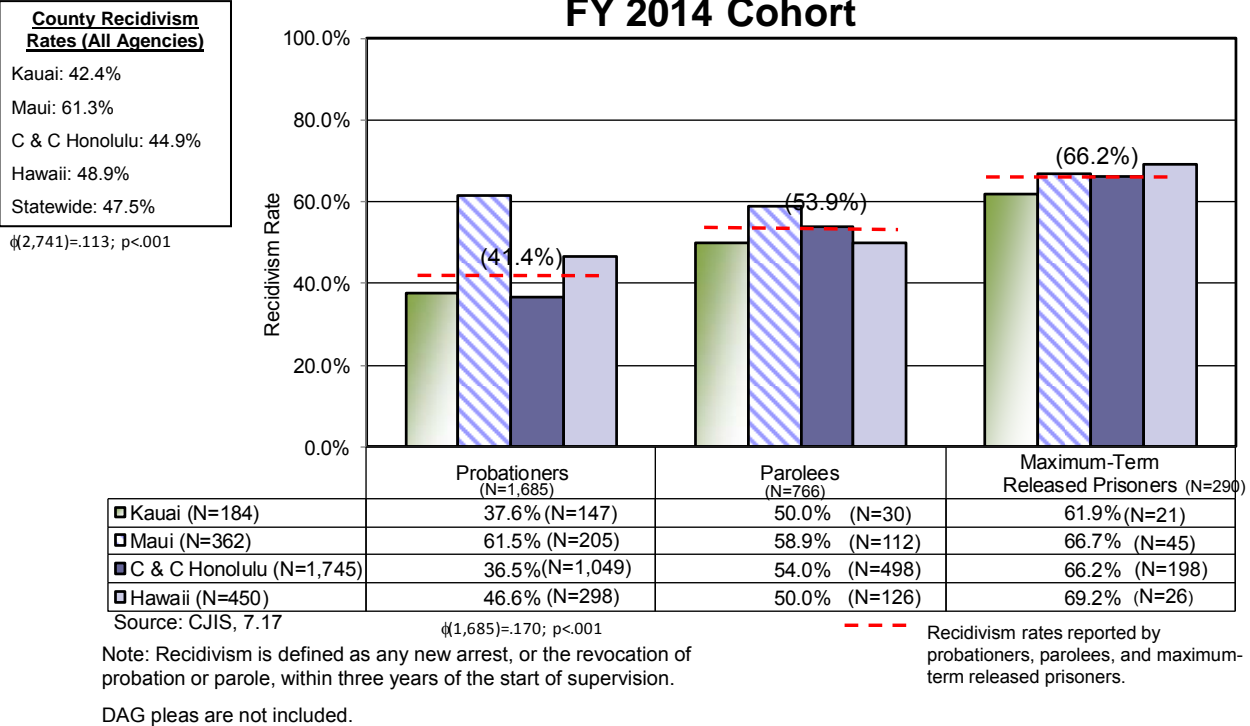


Note: Revocations-Violations include the following: parole and probation revocations, summons arrest in probation, and bail release violations. Also, policy analysts need to be cautious when comparing the recidivism rates between agencies, as there are many complex and interacting factors that can affect recidivism rates. For instance, revocations-violations for probationers and parolees contribute to the overall recidivism rate, but do not apply to the maximum-term released prisoners, due to no revocation-violations.

Figure 10 reveals the FY 2014 recidivism rates for probationers, parolees, and maximum-term released prisoners, by recidivism type. The differences in recidivism rates between offender type (probationers, parolees, and maximum-term released prisoners), are statistically significant at the $p < .001$ level for criminal rearrests, revocation-violations and, criminal contempt of court.

- Parolees had the highest Revocations-Violations rate (28.0%), the lowest Criminal Rearrest rate (19.2%), and the lowest Criminal Contempt of Court rate (5.9%). The high revocation-violation rate negatively correlates with the low criminal rearrest and criminal contempt of court rates. This correlation is consistent with parole's aggressive response to dealing with parolee violations, or infractions, and subsequently reduce the potential for new criminal offenses.

Figure 11
Recidivism Rates for Felony Probationers, Parolees,
and Maximum-Term Released Prisoners, by County,
FY 2014 Cohort



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

Figure 11 examines the FY 2014 recidivism rates for felony probationers, parolees, and maximum-term released prisoners, by county. The differences in recidivism rates between these four counties are statistically significant for probationers only, and for total offenders, due to the high recidivism rates for probationers in Maui County (61.5%), and for all agencies in Maui County (61.3%; see box at upper left).

Figure 12
Recidivism Rates for Felony Probationers, by County and Recidivism Type, FY 2014 Cohort

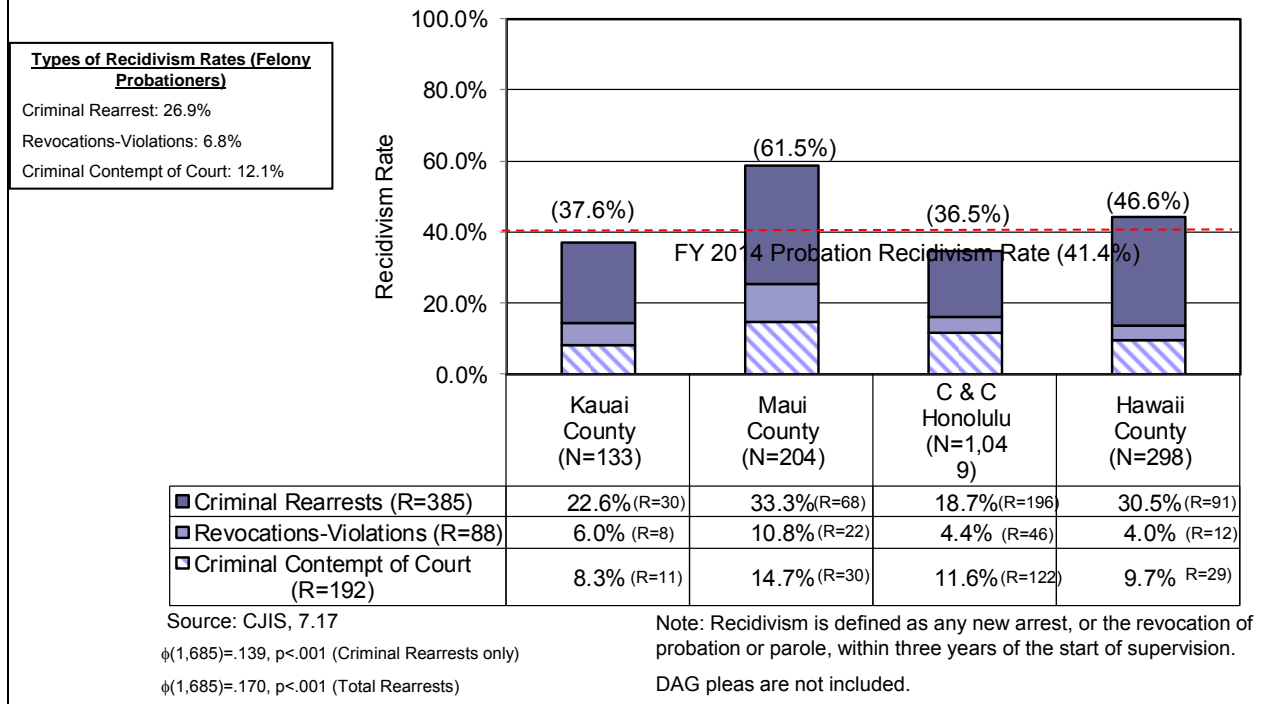


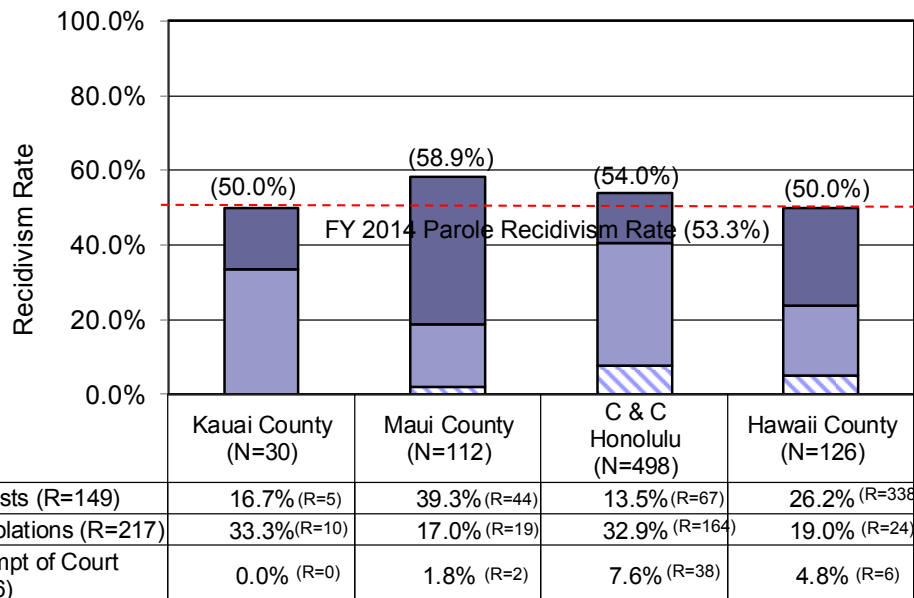
Figure 12 displays the FY 2014 recidivism rates for felony probationers, by county and recidivism type. The differences in recidivism rates for probationers between counties are statistically significant, for total rearrests ($p<.001$), and criminal rearrests ($p<.001$).

- Maui County had the highest recidivism rates for all four categories: criminal rearrests (33.3%), revocation-violations (10.8%), criminal contempt of court (14.7%), and total recidivism (61.5%).
- The City and County of Honolulu had the lowest total recidivism rate (36.5%) and the lowest criminal rearrest rate (18.7%).

Figure 13
Recidivism Rates for Parolees, by County and Recidivism Type, FY 2014 Cohort

**Types of Recidivism Rates
(Felony Probationers)**

Criminal Rearrest: 19.5%
Revocations-Violations: 28.3%
Criminal Contempt of Court: 6.0%



Source: CJIS, 7.17

$\phi(767) = .237, p < .001$ (Criminal Rearrests)

$\phi(767) = .103, p < .05$ (Revocations-Violations)

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.

DAG pleas are not included.

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

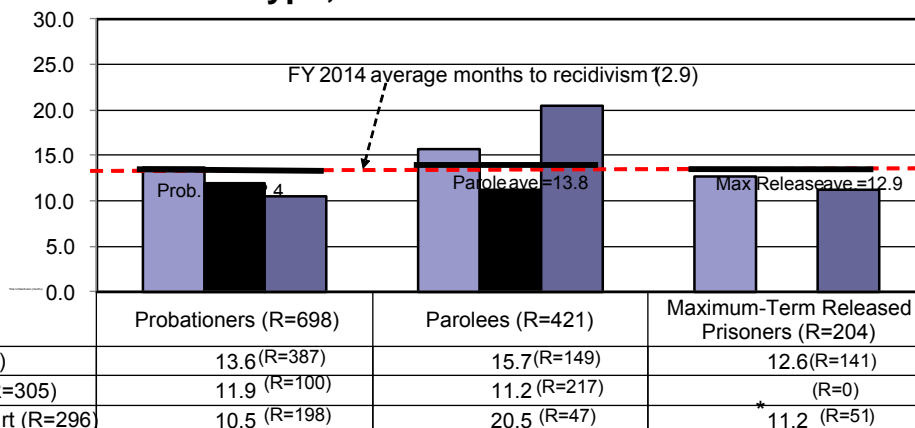
Figure 13 displays the FY 2014 recidivism rates for parolees, by county and recidivism type. The differences in recidivism rates for parolees between counties are statistically significant for criminal rearrests ($p < .001$), and for revocations-violations ($p < .05$).

- Maui County, as compared to the other counties, had the highest recidivism rate for criminal rearrests (39.3%), and the lowest recidivism rate for revocations-violations (17.0%).
- Kauai County had the highest recidivism rate for revocations-violations (33.3%).
- The City and County of Honolulu had the lowest recidivism rate for criminal rearrests (16.7%).

Figure 14
Average Elapsed Time to Recidivism for Probationers, Parolees, and Maximum-Term Released Prisoners, by Recidivism Type, FY 2014 Cohort

Average Elapsed Times to Types of Recidivism

Criminal Rearrest 13.9 months
Revocations -Violations: 12.2 months
Criminal Contempt of Court 11.4 months



Source: CJIS, 7.17

F(296)=21.5; p<.001 (Criminal Contempt of Court)

Elapsed time to recidivism for Revocations-Violations is not significantly different for probationers, parolees, or "maxed out" offenders.

(R= Recidivists)

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.

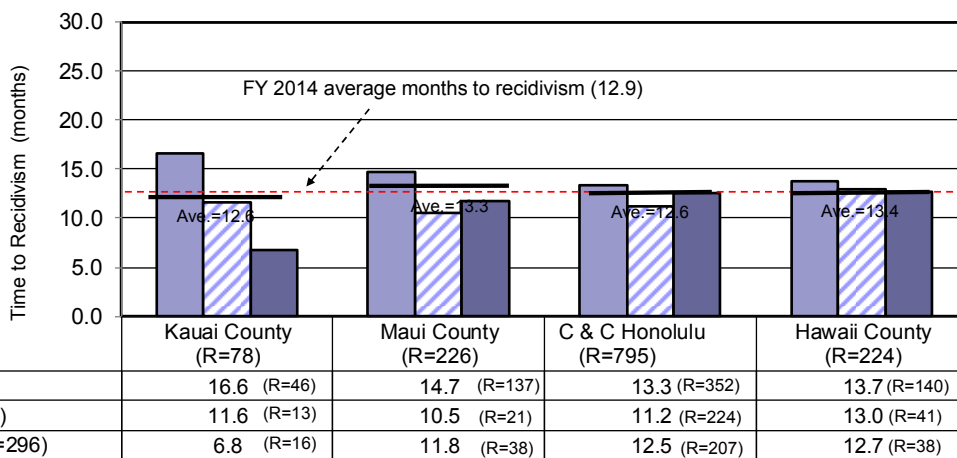
DAG pleas are not included.

* Represents an offender who remained on probation after his maximum release date, due to prior protective order violations.

Figure 14 shows 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 2014 cohort of probationers, parolees, and maximum-term released prisoners. The average elapsed time to recidivism for FY 2014 was 12.9 months (13.9 months for offenders with criminal rearrests, 12.2 months for those with revocations-violations, and 11.4 months for those with criminal contempt of court charges, although these differences are not statistically significant). The differences in the average elapsed time to recidivism between probationers, parolees, and maximum-term released prisoners are statistically significant for criminal contempt of court only.

Figure 15
Average Elapsed Time to Recidivism,
by County, FY 2014 Cohort

Average Elapsed Times to Types of Recidivism
Criminal Rearrest: 13.9 months
Revocations-Violations: 12.2 months
Criminal Contempt of Court: 11.4 months



Source: CJIS, 7.17

For criminal contempt of court offenses, the differences in elapsed time to recidivism for offenders residing in different counties are not statistically significant.

Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.
DAG pleas are not included.

Note: Revocations-Violations include 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 15 shows that the differences between individual counties in terms of the average elapsed time from the *Follow-up Start Date* to the *Recidivism Event Date*, by recidivism type, are not statistically significant.

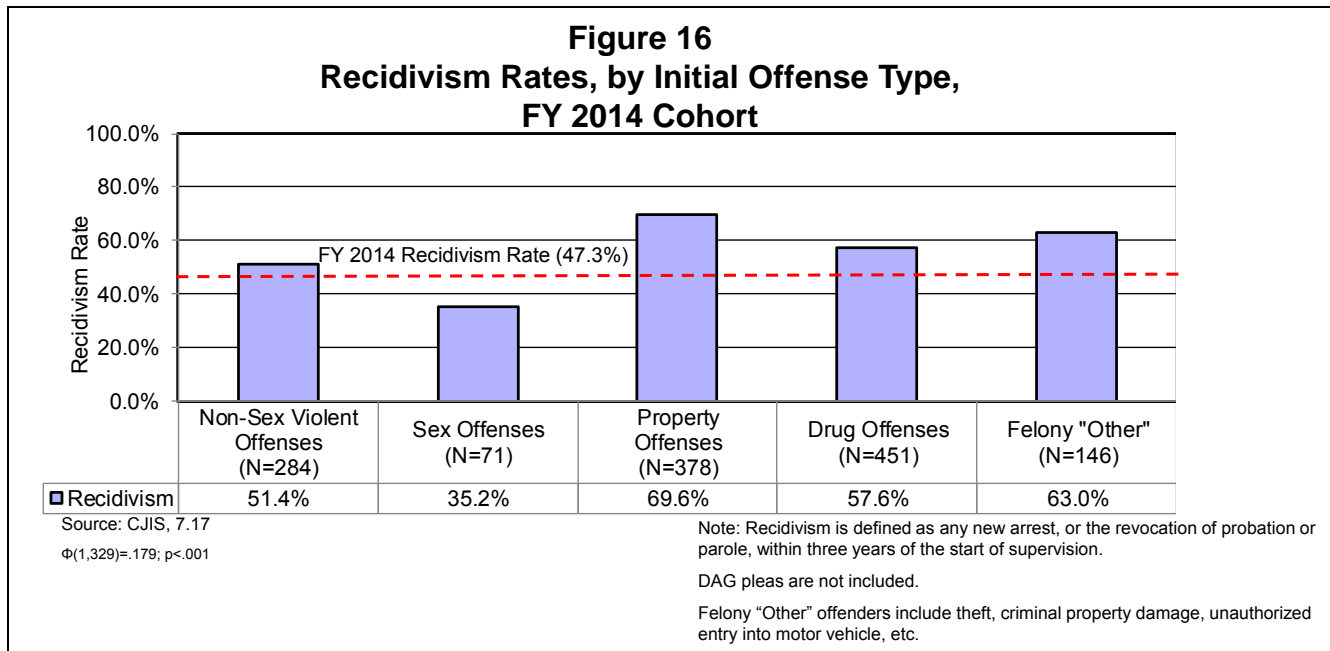
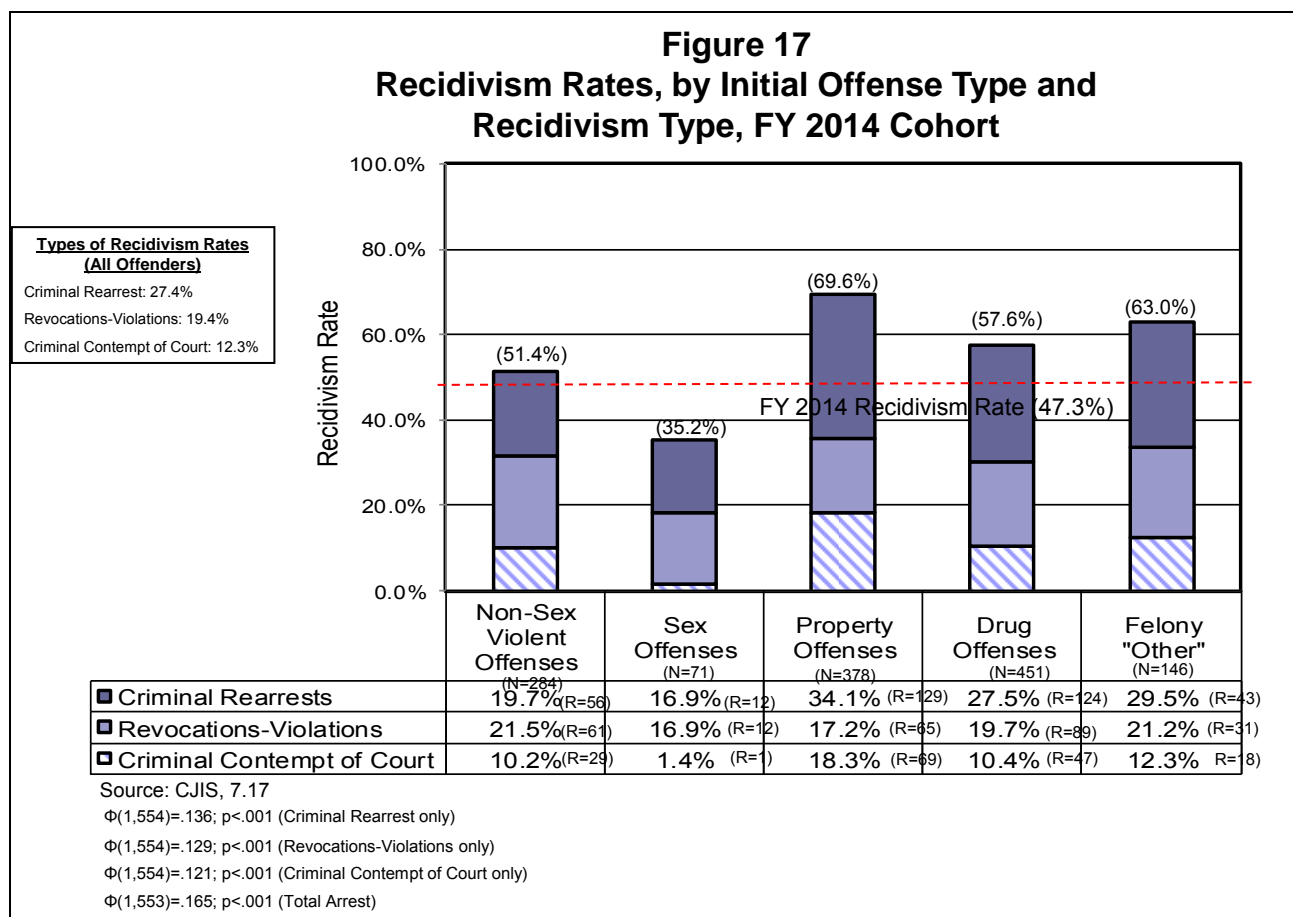


Figure 16 identifies the FY 2014 recidivism rates, by initial offense type. The data show that the differences in recidivism rates, by initial offense type, are statistically significant at the $p<.001$ level. Offenders initially convicted for property offenses had the highest recidivism rate (69.8%), while sex offenders had the lowest recidivism rate (35.2%).



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

Figure 17 portrays the FY 2014 recidivism rates, by initial offense type and recidivism type. The recidivism rates for offenders charged with criminal rearrests, revocations-violations, and criminal contempt of court differed significantly between initial offense types.

- Property crime offenders had the highest total recidivism rate (69.8%), criminal rearrest rate (34.1%), and criminal contempt of court rate (18.3%), and the lowest Revocation-Violations rate (16.1%).
- Sex offenders had the lowest total recidivism rate (35.2%), criminal rearrest rate (16.9%), and criminal contempt of court rate (1.4%).
- As can be inferred from Figure 17, nearly half (46.3%) of the offenders who recidivated were arrested for new criminal offenses. By initial offense type, 40.0% of Non-Sex Violent Offenders, 48.0% of Sex Offenders, 49.0% of Property Crime Offenders, 47.7% of Drug Offenders, and 46.7% of Felony "Other" offenders who recidivated were arrested for new crimes.

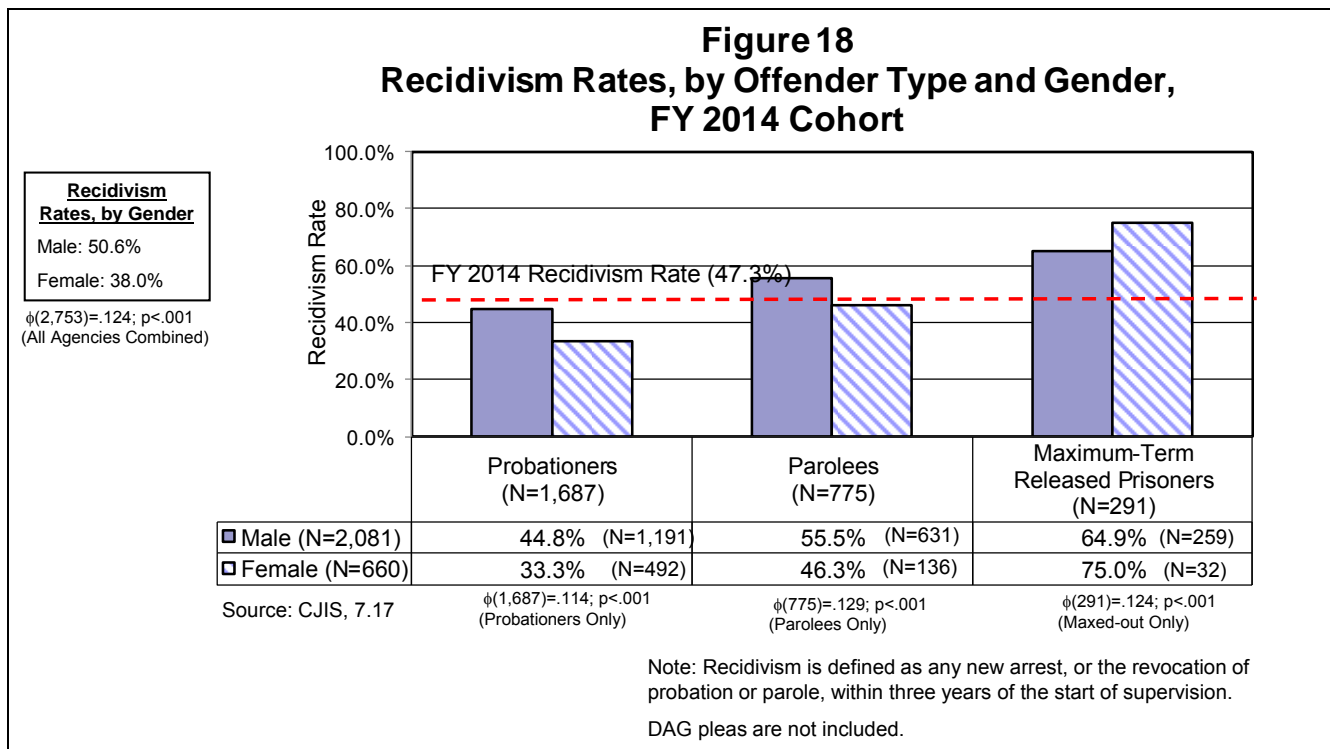


Figure 18 examines the FY 2014 recidivism rates for probationers, parolees, and maximum-term released prisoners, by gender. The overall differences in recidivism rates between males and females (50.6% versus 38.0%, respectively) are statistically significant. This includes statistically significant differences in recidivism rates by gender for probationers, parolees, and maximum-term released prisoners.

Figure 19
Recidivism Rates, by Offender Type and Ethnicity,
FY 2014 Cohort

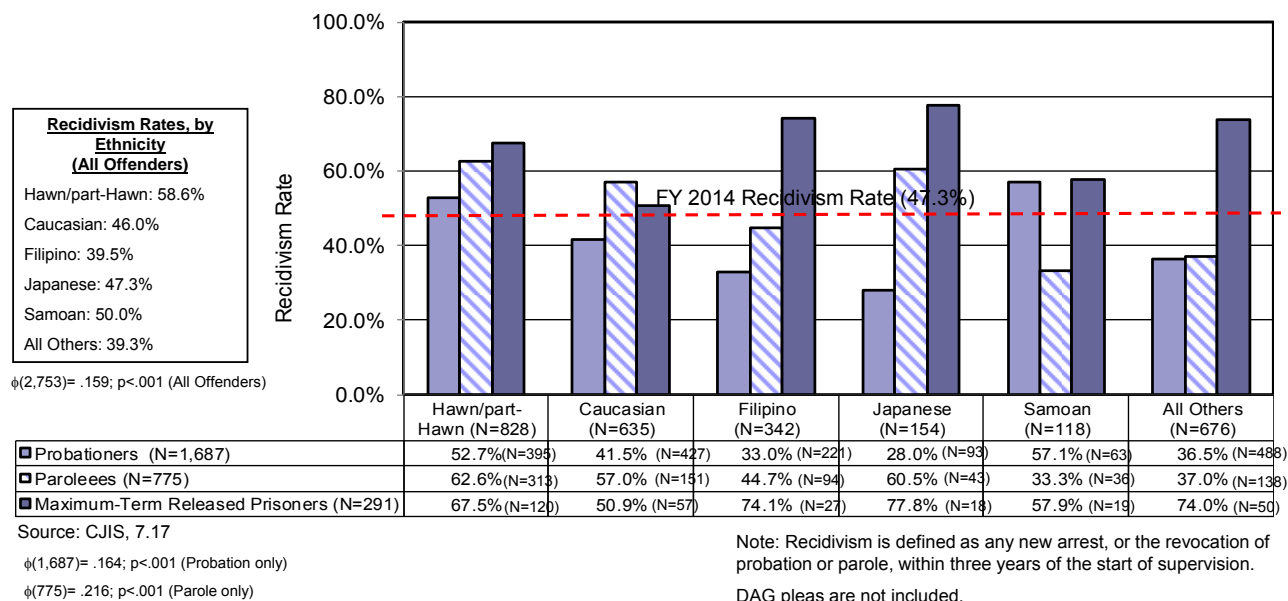


Figure 19 shows the FY 2014 recidivism rates for probationers, parolees, and maximum-term released prisoners, by ethnicity. The differences in recidivism rates between ethnic groups are statistically significant, for total offenders, probationers, and parolees, but not for maximum-term released prisoners. Hawaiian/part-Hawaiians had the highest recidivism rate among probationers (52.7%), parolees (62.6%), and total offenders (58.6%).

Figure 20
Recidivism Rates, by Offender Type and Age Range,
FY 2014 Cohort

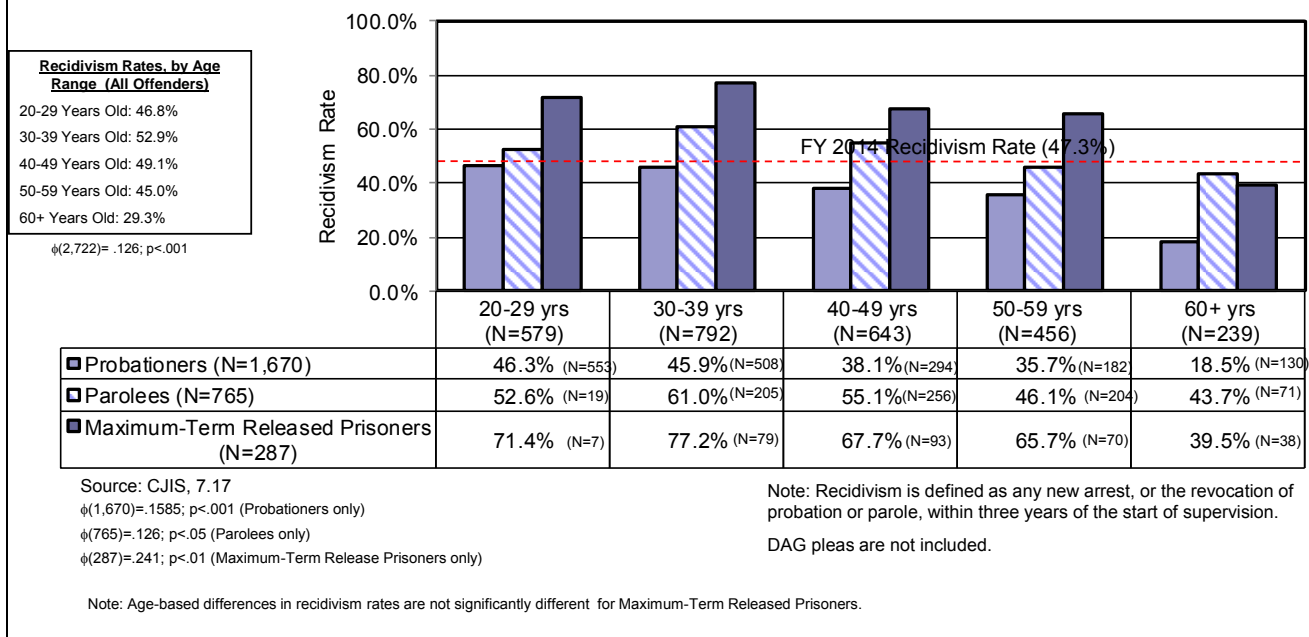
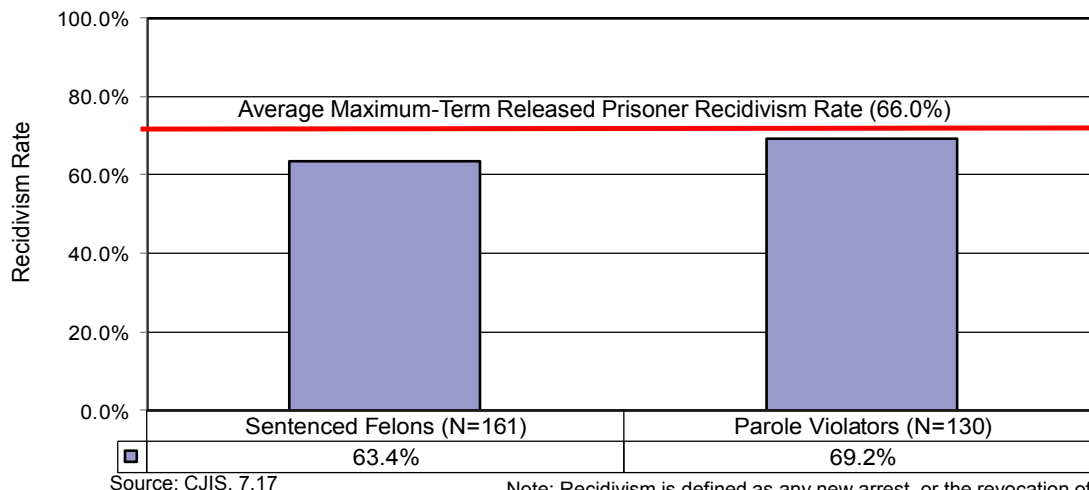


Figure 20 illustrates the FY 2014 recidivism rates for probationers, parolees, and maximum-term released prisoners, by offender age range. The differences in recidivism rates between offender age ranges are statistically significant for total offenders, and for all three offender types.

- Probationers in the 60+ years-old age group had the lowest recidivism rate (18.5%)
- Maximum-term released prisoners in the 30-39 years-old had the highest recidivism rate (77.2%).

Figure 21
Recidivism Rates, by Type of Maximum-Term Released Prisoner, FY 2014



Note: Recidivism is defined as any new arrest, or the revocation of probation or parole, within three years of the start of supervision.

Additional Note: Per Department of Public Safety definitions, "Sentenced Felons" were released from prison after serving the maximum term of imprisonment on their original charges (i.e., they were never paroled), and "Parole Violators" were paroled and then returned to prison due to violations, and subsequently served the remainder of their original imprisonment sentences.

Figure 21 depicts the FY 2014 recidivism rates between the two types of maximum-term released prisoners. Parole Violators (69.2%) recidivated at a higher rate, as compared to Sentenced Felons (63.4%), but the difference is not statistically significant.

Summary and Discussion

The FY 2014 recidivism rate (45.1%) for probationers and parolees was lower than the previous year's rate of 48.6% (Figure 3). It also shows that the FY 2014 recidivism rate is 28.8% lower than the recidivism rate reported in the FY 1999 baseline year, remaining just short of the primary goal of reducing recidivism in Hawaii by 30%.¹ Felony probationers in the FY 2014 cohort had a 41.4% recidivism rate, which is 4.1 percentage points lower than the recidivism rate for the previous year's cohort, and indicates a 22.9% decline in recidivism since the baseline year (Figure 4). Parolees in the FY 2014 cohort had a 53.3% recidivism rate, which is 2.8 percentage points lower than the previous year's rate, and signifies a 26.9% decline in recidivism from the baseline year (Figure 5). The fluctuations in parole recidivism rates since FY 2011 are mostly due to the rise and fall of revocations-violations, where nearly 30% of the total recidivism was recorded for the FY 2014 cohort. Parolees' high revocation rate for FY 2014 was offset by their low criminal rearrest rate (19.2%), as reported in Figure 10. The high revocation-violation rate negatively correlates with the low criminal rearrest and criminal contempt of court rates. This correlation is consistent with parole's aggressive response to dealing with parolee violations, or infractions, and subsequently reduce the potential for new criminal offenses.

In FY 2005, ICIS began tracking the recidivism rate for maximum-term released prisoners. The recidivism rate for these offenders declined from 76.1% for the FY 2005 cohort to 63.4% for the FY 2014 cohort. The FY 2014 recidivism rate was 1.7 percentage points lower than the previous year's rate (Figure 6). As shown in Figure 10, maximum-term released prisoners had the highest recidivism rates in the entire FY 2014 offender cohort for criminal rearrests (48.5%), criminal contempt of court (17.5%), and as seen in Figure 9, the criminal reconviction rate (35.3%).

As shown in Figure 14, the average elapsed time to recidivism for offenders from all agencies was 12.9 months, with revocation-violations having the longest average elapsed to recidivism (15.7 months), followed by criminal rearrest (13.9 months), and criminal contempt of court (12.6 months).

Figure 16 reveals statistically significant differences in recidivism rates within the various initial offense types, whereby property crime offenders had the highest total recidivism rate (69.8%), while sex offenders had the lowest rate (35.2%). In fact, sex offenders had the lowest recidivism rate for each of the three recidivism types (Figure 17).

The analysis of offender demographics reveals significantly higher recidivism rates for male offenders (50.6%) as compared to females (38.0%); for Hawaiian and part-Hawaiian offenders (58.6%) as compared to other racial/ethnic groups; and for 30-39-year-old offenders (52.9%) as compared to other age groups (see Figures 18-20).

It is not clear if the State of Hawaii's recidivism rate will increase or decrease in the future. What is known, however, is that criminogenic risk levels, as determined by validated actuarial risk instruments, such as the LSI-R, are critical predictors of future recidivism. As a result,

¹ 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.

probationers and parolees need regular monitoring, assessment, and supervision due to the considerable external (environmental) and criminogenic factors that contribute to offender recidivism-risk patterns. 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 (RNR) Principles, and ensuring that officers are skilled in evidence-based practices (EBPs), such as motivational interviewing, cognitive behavioral treatment, and collaborative case planning.

ICIS should also strive to improve the offender classification system by minimizing classification errors, and employing a system that is accurate and responsive to offender management and change, via ongoing reassessment of offender criminogenic risks, and the matching of offender needs to targeted services. ICIS agencies must also be vigilant in employing quality assurance methods, by enhancing offender assessment collection and officer-based case management systems, and consistently adhering to prescribed data collection practices. ICIS should remain committed to ongoing and progressive officer training, and recertification.

ICIS needs to assess, monitor, and evaluate contracted offender treatment programs, including court-based programs. These programs need strengthening if ICIS hopes to reinforce policies and procedures that are consistent with the RNR Principles, and that demonstrate the value of EBPs in community corrections.

Although there are no assurances that recidivism rates will decline if ICIS continues to strengthen EBPs across all criminal justice agencies, ICIS should remain confident that the EBP model adopted over the past fifteen years will continue to yield a high return on investment for the State of Hawaii.

2017 Recidivism Update
is available electronically at the ICIS web site:
<ICIS.hawaii.gov>