ADC

ARKANSAS DEPARTMENT OF CORRECTION



Recidivism Study

Findings From The **2014** Release Cohorts
November 2018

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Wendy Kelley
Director



Mission Statement

- Provide public safety by carrying out the mandates of the courts;
- Provide a safe, humane environment for staff and inmates;
- Strengthen the work ethic through teaching of good habits:
- Provide opportunities for staff and inmates to improve spiritually, mentally and physically.

Vision Statement

To be an honorable and professional organization through ethical and innovative leadership at all levels, providing cost efficient, superior correctional services that return productive people to the community.

Core Values

- ♦ Honor
- ♦ Integrity
- Public Service
- Accountability
- Transparency

Goals

- To maintain cost-efficient care and custody of all inmates.
- To provide appropriate facilities for inmates sentenced by the courts.
- To provide constructive correctional opportunities that will help inmates successfully return to their communities.
- To optimize inmate assignments in work programs.
- To attract and retain quality staff.
- Transparency.

Study Overview

- ◆ The Arkansas Department of Correction (ADC) is an agency of the State of Arkansas that operates adult correctional facilities. The ADC is also a core part of the criminal justice system and recidivism is one of the most integral concepts in criminal justice. Recidivism is the act of reengaging in criminal offending, resulting in re-arrest, re-conviction or re-incarceration after being released from a correctional facility and Recidivism rates are an important set of data for criminal justice policymakers. For the first time the report will include data obtained from surveys provided to inmates.
- ◆ The 2014 Recidivism Study is a continuation of the original 1997-1999 Study of Recidivism Addendums produced in subsequent years. This report was prepared by the Arkansas Department of Correction Research and Planning Division and provides a retrospective review of the return rates of inmates released from custody in CY2014, as compared to prior years. The data for this research was obtained from the ADC electronic Offender Management Information System (eOMIS).
- Research suggests that three years represent a reliable and consistent ending (validation) point for tracking recidivism, where an inmate's first three years in the community represent the period of greatest risk for reoffending. Recidivism rates are calculated using the nationwide correctional standard timeframes of 6-, 12-, and 36-month follow-up periods. This study examines the recidivism rate of ADC inmates released in 2014 to determine how many of them were re-incarcerated (i.e., a recidivist) within three years of their release.
- Recidivism affects everyone and there is no single cause as to why one reengages in criminal activities. However, when examining recidivism rates, there are many factors that influence recidivism that must be considered. For example, recidivism rates can be affected by the released inmate's inability to obtain employment, difficulty in finding a place to live, lack of support, impulsiveness, association with other criminals and lack of transportation. Personal characteristics such as age, gender, racial/ethnic groups, etc. also appears to impact recidivism.
- ◆ This study presents a mixed picture of recidivism rates in Arkansas. Our goal is to provide a comprehensive view of recidivism from the 2014 Release Cohorts and the data provided here should be interpreted as exploratory and descriptive in nature. Any substantive conclusions are the prerogative and subsequent responsibility of the reader. Readers are advised to use caution when comparing recidivism rates with other states. A state's recidivism rate is the product of numerous variables and there are a number of potential explanations for the differences. In order to understand the significance of a state's recidivism rate, one should also examine the policies and practices for sentencing, parole, whether those incarcerated in prison are counted; whether the state's system is divided into community corrections and prisons or a unified system and the state's definition of recidivism which impact the numbers.
- Unless otherwise noted, the number of releases reported reflects the number of unduplicated inmate releases (i.e., only inmates that released from ADC, returned to ADC, and were released from ADC again within the 2014 calendar year are counted more than once). There were 66 inmates who had multiple releases during 2014, accounting for 132 total releases.

For previous years' recidivism reports, agency annual reports, statistical brochures, and more, go to:

<u>adc.arkansas.gov/publications/reports-brochures-forms or contact:</u>

ADC.Public.Information@Arkansas.gov

Summary of Key Findings

- ◆ This study shows that the ADC's 3-year recidivism rate increased from 56.50% of those released during CY2013 to 57.44% of those inmates released during CY2014. This high volume is consistent with the increased number of parole revocations entering the ADC that started in 2013 and continued through 2015.
- ◆ The recidivism rate for inmates released on parole was 59.39% over three years, while inmates who discharged their sentence at ADC recidivated at a much lower rate of 30.87% (Table 2, pg. 7).
- ◆ Of the 8,691 inmates released in 2014, 22.75% violated their parole and received a new sentence while 31.18% violated their parole due to a technical violation (Table 3, pg. 8).
- Overall, males exhibited consistently higher recidivism patterns than females. For the 2014 release cohorts, male inmates showed a three-year return rate of 59.04%, as compared to 45.67% for female inmates (Table 4, pg. 9).
- ♦ White inmates returned at a higher rate than Black inmates. 59.50% of the 5,119 White inmates and 55.69% of the 3,279 Black inmates returned to prison three years after release. The recidivism rates for White inmates increased by 2.30% from the previous year while the recidivism rate for Black inmates decreased by 1.32% from the previous year (Table 5, pg. 10).
- For those released in 2014, inmates ages 17 & under and between the ages of 18-24 demonstrated the highest recidivism rates. Research as well as this study shows that younger inmates are more likely to recidivate (Tables 7 & 8, pg. 11).
- Figure 4 delineates the average number of months inmates released in 2014 remained out by age category. Figure 5 illustrates that prisoners who returned to incarceration did so in the first 17 months, accounting for 74% of all the recidivism during the 3 years studied. On average, the 2014 recidivist spent 13 months in the community before returning to prison (pg. 12).
- ◆ Figure 6 illustrates recidivism patterns for inmates convicted of violent offense (as defined by A.C.A. 5-4-501(c)(2) & 5-4-501(d)(2) effective in 2014) as compared to those convicted of non-violent offenses. Non-violent offenders (58%) returned to reincarceration at a slightly higher rate than violent offenders (55%). The most frequently identified non-violent offenses by law involve Manufacture/Delivery Control Substance, Theft of Property, Residential Burglary, Advertise Drug Paraphernalia and Possession Firearm Certain Person (pg.13).

Inmates who died or were executed have been omitted from the calculation of recidivism rates. Also, as a result of data sharing limitations, this study did not explore recidivism rates for released ADC inmates with a new sentence in states other than Arkansas. Furthermore, this study does not include inmates who were released from the Arkansas Community Correction.

Summary of Key Findings continued

- Recidivism rate by County of Conviction is depicted in Figure 7. Return rates per county are color-coded from lowest to highest (pg. 14).
- Figure 8 shows that inmates with less than a high school education had the highest recidivism rate of 59.32%, while inmates' education fulfillment beyond the high school level had a lower recidivism rate of 43.57% (pg. 15).
- ◆ Table 7 exhibits recidivism rate by program and class completions. Programs and classes are displayed in descending order by recidivism rate (pg. 16).
- Table 9 reports findings from an analysis of recidivism rate for those with various military backgrounds (pg. 19).
- Parole Violators have a substantial impact on the ADC prison population. In order to try and understand why inmates returned from their 2014 release at a rate of 57.44%, the ADC Research & Planning Division administered a 15 question survey through face-to-face interviews with 2014 recidivist housed in ADC facilities in June & July 2018. The survey allowed for a unique look into the experiences and perceptions of the recidivist. Ultimately 963 respondents provided responses. (pgs. 20-27).
- ◆ Policy changes in 2013 impacted the rate of returns to the Arkansas Department of Correction for parole violators for the 2014 Release Cohorts. From 2013 to 2014 the ADC admissions swelled by 42%. Approximately 53% of the total admissions in the ADC during 2014 were inmates who had previously served time in the ADC. Just marginally less than half (47%) of the 2014 admissions were first time inmates. Of the 2014 Release Cohorts (8,691), 4,992 or 57.44% returned within 3-years. 2,758 or 55.25% have returned more than once to the ADC since their 2014 release.

*SB 260 of the 2013 Regular Session defines recidivism as a criminal act that results in the re-arrest, reconviction or return to incarceration of a person with or without a new sentence during a three-year period following the person's release from custody. This study does not include data regarding re-arrest due to such statistics being unavailable from the Arkansas Crime Information Center (ACIC).

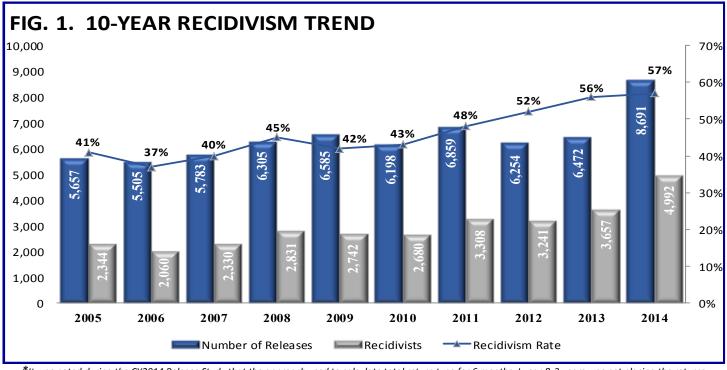


Overall Recidivism

Table 1 shows the overall 10-year trends in ADC recidivism rates. The post-release periods consist of six months, one year and three years from 2005 through 2014. In 2014, there were a total of 8,691 inmates released from the ADC, an increase of 34% from 2013. Within six months of release, 13.76% of inmates returned to prison. Within one year, 32.10% of inmates returned and within three years, 57.44% had returned to prison. The average three-year recidivism rate for the ADC, over the ten-year period, was 46.94%.

TABLE 1	. RECIDI	VISM RA	ATES: 2005	5 - 2014*			
Year	Total Releases	6 Mo. Returns	6 Mo. %	1 Year Returns	1 Year %	3 Year Returns	3 Year %
2005	5,657	418	7.40%	1,036	18.30%	2,344	41.40%
2006	5,505	355	6.40%	943	17.10%	2,060	37.40%
2007	5,783	359	6.20%	881	15.20%	2,330	40.30%
2008	6,305	475	7.50%	1,275	20.20%	2,831	44.90%
2009	6,585	547	8.30%	1,343	20.40%	2,742	41.60%
2010	6,198	572	9.20%	1,213	19.50%	2,680	43.20%
2011	6,859	440	6.40%	1,200	17.50%	3,308	48.20%
2012	6,254	484	7.70%	1,406	22.48%	3,241	51.82%
2013*	6,472	762	11.77%	1,819	28.11%	3,631	56.10%
2014	8,691	1,196	13.76%	2,790	32.10%	4,992	57.44%
Average	6,431	578	8.98%	1,405	21.84%	3,019	46.94%

Figure 1 shows the overall trend for recidivism rates of inmates released between 2005 and 2014. Since CY05, a number of policy changes have impacted recidivism trends, in particular changes to the parole system midway through 2013 with 2014 demonstrating the highest recidivism rate (57.44%) over the 10-year time span.





Recidivism by Release Type

Table 2 demonstrates recidivism rates by type of release. ADC inmates are released back into the community by two ways: (1) parole with supervision, which is granted by the Parole Board and (2) discharge (completion of sentence). Over the past 10 years, parole has been the primary method of release for ADC inmates. In 2014, there were 8,095 inmates released by parole and 596 inmates discharged. Results indicate that within six months of release in 2014, 1,170 inmates or 14.45% of the inmates released on parole had returned, while 26 or 4.36% of the inmates discharged returned with a new sentence. For the 36-month follow-up period, parolees recidivated at a rate of 59.39%, while discharged inmates recidivated at a rate of 30.87%.

Table 2.	RECIDIVISI	M RATES E	BY RELEAS	SE TYPE:	2005 - 201	.4		
Year	Release Type	Total Releases	6 Mo. Returns	6 Mo. %	1 Year Returns	1 Year %	3 Year Returns	3 Year %
2005	Parole	5,505	413	7.50%	1,025	18.60%	2,317	42.10%
2003	Discharge	152	5	3.30%	11	7.20%	27	17.80%
2006	Parole	5,358	350	6.50%	931	17.40%	2,020	37.70%
2000	Discharge	147	5	3.40%	12	8.20%	40	27.20%
2007	Parole	5,623	357	6.30%	872	15.50%	2,293	40.80%
2007	Discharge	160	2	1.30%	9	5.60%	37	23.10%
2008	Parole	6,160	469	7.60%	1,262	20.50%	2,808	45.60%
2000	Discharge	145	6	4.10%	13	9.00%	23	15.90%
2009	Parole	6,421	543	8.50%	1,329	20.70%	2,694	42.00%
2003	Discharge	164	4	2.40%	15	9.10%	34	20.70%
2010	Parole	6,047	568	9.40%	1,202	19.90%	2,646	43.80%
2010	Discharge	151	4	2.60%	11	7.30%	34	22.50%
2011	Parole	6,719	436	6.50%	1,190	17.70%	3,280	48.80%
2011	Discharge	140	4	2.90%	10	7.10%	28	20.00%
2012*	Parole	5,940	464	7.81%	1,373	23.11%	3,154	53.10%
2012	Discharge	314	20	6.37%	33	10.51%	87	27.71%
2013	Parole	6,144	908	14.77%	1,928	31.38%	3,577	58.21%
2013	Discharge	328	21	6.40%	37	11.28%	80	24.39%
2014	Parole	8,095	1,170	14.45%	2,727	33.69%	4,808	59.39%
2014	Discharge	596	26	4.36%	63	10.57%	184	30.87%
Average	<u>Parole</u>	6,201	568	9.16%	1,384	22.32%	2,860	46.12%
	Discharge	230	10	4.35%	21	9.13%	57	24.78%

^{*}It was noted during the CY2012 Release Study that the approach used to calculate total release type for discharges was not pulling the correct number of discharges. Therefore the methodology was changed in CY2012 to accurately pull this cohort.



Recidivism by Return Type

Table 3 illustrates return rates by type of release. Return categories include parole violators with a new sentence (i.e., parolee who acquires a new conviction while under parole supervision), a technical violator (violation of parole as a result of a technical condition versus a criminal offense) and discharged-reconviction (a discharged inmate who has been convicted of a new criminal offense). CY05-06 does not reflect inmates returning to the ADC with technical violations because they were being sentenced to the Omega Technical Parole Violators Center. It is important to make a note that of the 4,992 Recidivists from 2014, **542** or **(10.86%)** never entered into an ADC Facility; they were either given jail sanctions or entered an Arkansas Community Correction Facility.

ABLE 3	. RECIDIVISM			TYPE: 20		*		
Year	Return Type	Total Releases	6 Mo. Returns	6 Mo %	1 Year Returns	1 Year %	3 Year Returns	3 Year %
	PV/New Sent.		407	7.19%	999	17.66%	2,120	37.48%
2005	Discharge - Reconviction	5,657	11	0.19%	37	0.65%	224	3.96%
	PV/New Sent.		346	6.29%	918	16.68%	1,868	33.93%
2006	Discharge - Reconviction	5,505	9	0.16%	25	0.45%	192	3.49%
	PV/New Sent.		352	6.09%	850	14.70%	1,708	29.53%
2007	PV/Technical	5 <i>,</i> 783	1	0.02%	10	0.17%	454	7.85%
	Discharge - Reconviction		6	0.10%	21	0.36%	168	2.91%
	PV/New Sent.		345	5.47%	818	12.97%	1,732	27.47%
2008	PV/Technical	6,305	122	1.93%	427	6.77%	925	14.67%
	Discharge - Reconviction		8	0.13%	30	0.48%	174	2.76%
			403	6.12%	911	13.83%	1,665	25.28%
2009		6,585 <u> </u>	138	2.10%	404	6.14%	916	13.91%
	Discharge - Reconviction		6	0.09%	28	0.43%	161	2.44%
	PV/New Sent.		445	7.18%	835	13.47%	1,700	27.43%
2010	PV/Technical	6,198	123	1.98%	367	5.92%	946	15.26%
	Discharge - Reconviction		4	0.06%	11	0.18%	34	0.55%
			293	4.27%	675	9.84%	2,065	30.119
2011		6,859	143	2.08%	515	7.51%	1,215	17.719
	Discharge - Reconviction		4	0.06%	10	0.15%	28	0.41%
	PV/New Sent.		241	3.85%	818	13.08%	2,210	35.349
2012	PV/Technical	6,254	223	3.57%	555	8.87%	944	15.09%
2012		•					~-	
2012	Discharge - Reconviction		20	0.32%	33	0.53%	87	1.39%
2012			20 726	0.32%	33 1,512	0.53% 23.36%	2,823	
2012	Reconviction	6,472						43.61%
	Reconviction PV/New Sent.	6,472	726	11.21%	1,512	23.36%	2,823	43.619
	PV/New Sent. PV/Technical Discharge -	6,472	726 182	11.21% 2.81%	1,512 416	23.36% 6.42%	2,823 754	43.619 11.659 1.23%
	PV/New Sent. PV/Technical Discharge - Reconviction	6,472 8,691	726 182 21	11.21% 2.81% 0.32%	1,512 416 37	23.36% 6.42% 0.57%	2,823 754 80	1.39% 43.619 11.659 1.23% 22.759 31.189

*It was noted during the CY2014 Release Study that the approach used to calculate the reason for total return was not precisely calculating the correct reasons for returns. Therefore the methodology was changed in the CY2014 Study to accurately reflect the cohorts.

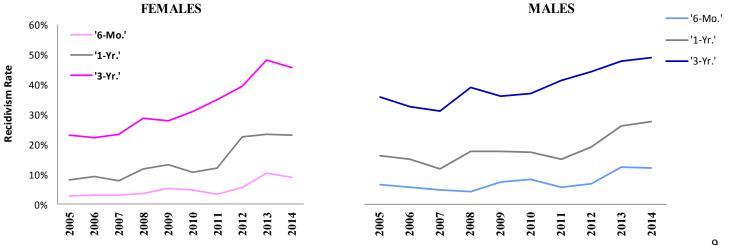


Recidivism Rates by Gender

Table 4 displays recidivism rates by gender. Table 4 shows that increases in releases for both genders have occurred over the past 10 years. Male inmates recidivate at a higher rate than female inmates in Arkansas. 59.04% of male inmates released in 2014 returned to the ADC versus 45.67% of female inmates. The three-year recidivism rate shows a larger percentage of males returning to prison as compared to females. Figure 2 demonstrates that the average 3-year recidivism rate for females over 10-years was 33.56% while the average 3-year recidivism rate for males over 10-years was 48.07%.

TABLE 4.	TABLE 4. RECIDIVISM RATES BY GENDER: 3-Year Follow-up 2005 – 2014										
Year	Gender	Total Releases	6 Mo. Returns	6 Mo. %	1 Year Returns	1 Year %	3 Year Returns	3 Year %			
2005	Female	534	15	2.80%	44	8.20%	123	23.00%			
2005	Male	5,124	403	7.90%	992	19.40%	2,221	43.30%			
2006	Female	614	18	2.90%	57	9.30%	137	22.30%			
2000	Male	4,891	337	6.90%	886	18.10%	1,923	39.30%			
2007	Female	675	21	3.10%	53	7.90%	158	23.40%			
2007	Male	5,783	338	5.80%	828	14.30%	2,172	37.60%			
2008	Female	735	27	3.70%	87	11.80%	211	28.70%			
2008	Male	5,570	448	5.00%	1,188	21.30%	2,620	47.00%			
2009	Female	755	41	5.40%	99	13.10%	210	27.80%			
2009	Male	5,830	506	8.70%	1,245	21.40%	2,533	43.40%			
2010	Female	687	32	4.70%	74	10.80%	214	31.10%			
2010	Male	5,511	540	9.80%	1,139	20.70%	2,466	44.70%			
2011	Female	760	24	3.20%	93	12.20%	265	34.90%			
2011	Male	6,099	416	6.80%	1,107	18.20%	3,043	49.90%			
2012	Female	649	36	5.55%	146	22.50%	256	39.45%			
2012	Male	5,605	448	7.99%	1,294	23.09%	2,985	53.26%			
2013	Female	786	81	10.30%	184	23.40%	379	48.21%			
2013	Male	5,686	848	14.91%	1,781	31.32%	3,278	57.65%			
2014	Female	1,040	92	8.85%	241	23.17%	475	45.67%			
2014	Male	7,651	1,104	14.43%	2,549	33.32%	4,517	59.04%			
	F l	72.4	20	F 200/	100	14.030/	242	22.5604			
Average	Female Male	724 5,775	39 539	5.39% 9.33%	108 1,301	14.92% 22.53%	243 2,776	33.56% 48.07%			
							,				

FIG.2 10-Year Recidivism Rate by Gender





Recidivism by Race

Table 5 illustrates recidivism rates by race. The 2014 recidivism rates were based on five racial groups: Black, White, Hispanic, Asian and Native American Indian. The ADC population consists primarily of Black and White inmates, while Hispanic, Asian, Native American Indian and Native Hawaiian or Pacific Island inmates account for only a small percentage of the overall population. In this report, inmates who reported being Asian and Native American Indian were collapsed into one group, 'Other'. For those released in 2014, 59.50% of White inmates returned to prison within 3 years, compared to 55.69% of Black inmates, 38.26% of Hispanic inmates and 50.79% of inmates in the 'Other' category.

TABLE 5.	RECIDIVIS	M RATES	BY RACE:	2005 – 20	014			
Year	Race	Total Releases	6 Mo. Returns	6 Mo. %	1 Year Returns	1 Year %	3 Year Returns	3 Year %
	Black	2,285	167	7.30%	455	19.90%	1,064	46.60%
2005	White	3,273	241	7.40%	563	17.20%	1,248	38.10%
	Hispanic	70	6	8.60%	11	15.70%	22	31.40%
	Other	30	4	13.30%	7	23.30%	10	33.30%
	Black	2,304	144	6.30%	396	17.20%	925	40.10%
2006	White	3,064	200	6.50%	533	17.40%	1,102	36.00%
2006	Hispanic	115	10	8.70%	12	10.40%	29	25.20%
	Other	22	1	4.50%	2	9.10%	4	18.20%
	Black	2,374	159	6.70%	403	17.00%	1,057	44.50%
2007	White	3,216	185	5.80%	453	14.10%	1,223	38.00%
2007	Hispanic	155	12	7.70%	18	11.60%	34	21.90%
	Other	38	3	7.90%	7	18.40%	16	42.10%
	Black	2,607	200	7.70%	535	20.50%	1,235	47.40%
2000	White	3,419	259	7.60%	702	20.50%	1,524	44.60%
2008	Hispanic	247	11	4.50%	26	10.50%	53	21.50%
	Other	32	5	15.60%	12	37.50%	19	59.40%
	Black	2,641	207	7.80%	509	19.30%	1,128	42.70%
2000	White	3,694	319	8.60%	795	21.50%	1,553	42.00%
2009	Hispanic	213	15	7.00%	27	12.70%	41	19.20%
	Other	37	5	13.50%	12	32.40%	20	54.10%
	Black	2,540	205	8.10%	464	18.30%	1,101	43.30%
2010	White	3,402	345	10.10%	711	20.90%	1,513	44.50%
2010	Hispanic	210	17	8.10%	29	13.80%	46	21.90%
	Other	46	5	10.70%	10	21.70%	20	43.50%
	Black	2,656	158	5.90%	431	16.20%	1,311	49.40%
2011	White	3,924	264	6.70%	728	18.60%	1,906	48.60%
2011	Hispanic	225	11	4.90%	30	13.30%	65	28.90%
	Other	54	7	13.00%	11	20.40%	26	48.10%
	Black	2,266	148	6.53%	484	21.36%	1,229	54.24%
2012	White	3,721	317	8.52%	881	23.68%	1,931	51.89%
2012	Hispanic	205	12	5.85%	26	12.68%	53	25.85%
	Other	62	7	11.29%	15	24.19%	28	45.16%
	Black	2,396	314	13.11%	689	28.75%	1,366	57.01%
2013	White	3,818	578	15.13%	1,215	31.82%	2,184	57.20%
	Hispanic	191	23	12.04%	38	19.89%	69	36.12%
	Other	67	14	20.89%	23	34.32%	38	56.71%
	Black	3,279	382	11.65%	954	29.09%	1,826	55.69%
2014	White	5,119	785	15.34%	1,763	34.44%	3,046	59.50%
	Hispanic	230	19	8.26%	55	23.91%	88	38.26%
	Other	63	10	15.87%	18	28.57%	32	45.16%

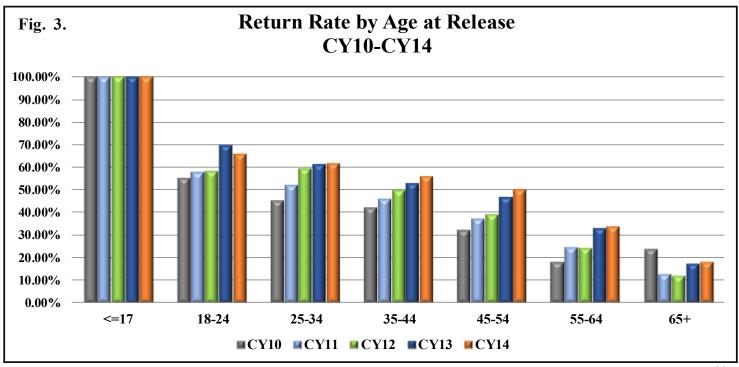


Return Rate by Age at Release

Table 6 displays recidivism rates as they varied by age group and gender for inmates released from the ADC in 2014. Age at admission for the 2014 Release Cohorts ranged from age 14-78 with average age at admission 33.

TABLE 6. RECIDIVISM RATES BY GENDER AND AGE: 2014									
Age Group	Gender	Total Rel.	6 Mo. Returns	6 Mo. %	1 Yr. Returns	1 Yr. %	3 Yr. Returns	3 Yr. %	
<=17	Male	1	0	0.00%	1	100.00%	1	100.00%	
\-1 /	Female	0	0	0.00%	0	0.00%	0	0.00%	
18 – 24	Male	884	156	17.65%	359	40.61%	597	67.53%	
10 – 24	Female	91	9	9.89%	24	26.37%	46	50.55%	
25 24	Male	3,128	507	16.21%	1,160	37.08%	1,965	62.82%	
25 – 34	Female	430	47	10.93%	119	27.67%	235	54.65%	
35 – 44	Male	2,050	266	12.98%	628	30.63%	1,187	57.90%	
35 – 44	Female	341	28	8.21%	78	22.87%	149	43.70%	
45 – 54	Male	1,192	147	12.33%	338	28.36%	635	53.27%	
45 – 54	Female	158	7	4.43%	19	12.03%	43	27.22%	
55 – 64	Male	355	27	7.61%	61	17.18%	124	34.93%	
55 - 64	Female	17	1	5.88%	1	5.88%	2	11.76%	
65+	Male	41	1	2.44%	2	4.88%	8	19.51%	
05+	Female	3	0	0.00%	0	0.00%	0	0.00%	

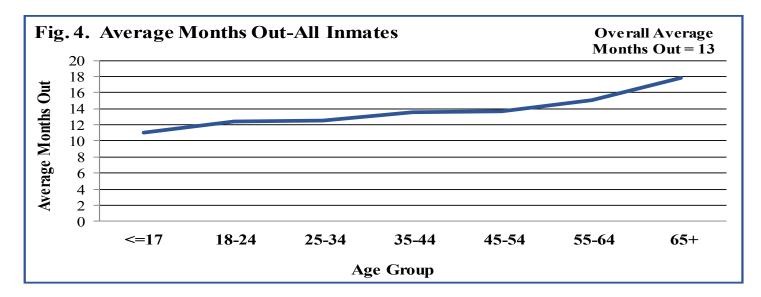
Figure 3 displays recidivism rates as they varied by age group for inmates released from 2010 through 2014. Prior research has consistently found a direct relationship between age and recidivism and the data reported here are consistent with those findings. As shown in Figure 3 from the CY2010 through CY2014 release cohorts, as the age of the recidivist increased, the prevalence of recidivism decreased. Inmates who were ages 17-35 at the time of release, recidivated at a much higher rate than inmates 55 and older.





Time to Recidivate

Reducing recidivism is not just a concern for those who return from prison but it is also critical to strengthening households and the economy. The initial time following parole or discharge presents the greatest challenges for inmates attempting to successfully reenter society. Prisoners often rely on their families and friends for housing and support after they are released. Released prisoners have a hard time finding and maintaining employment in the early months of reentry. In addition to the traditional binary examination of recidivism, an analysis was also conducted of the length of time between the date of release and the date of return. Prisoners who are not quickly re-incarcerated are less likely to recidivate. **Figure 4** illustrates the average months out for inmates released in 2014 by age category. Inmates between the ages of 18-24 found the greatest challenge in adjusting to society. **Figure 5** illustrates that the majority of prisoners who returned to incarceration did so in the first 17 months, accounting for 74% of all recidivist during the 3 year period. On average, the 2014 recidivist spent 13 months in the community before returning to prison.



Please note that these figures only display data for recidivists from the CY14 Release Cohorts (n=4,992)





Violent vs. Non-Violent Offenders

Figure 6 illustrates recidivism patterns for inmates convicted of violent crimes (as defined by A.C.A. 5-4-501(c)(2) & 5-4-501(d)(2) effective in 2014) as compared to those convicted of non-violent crimes.

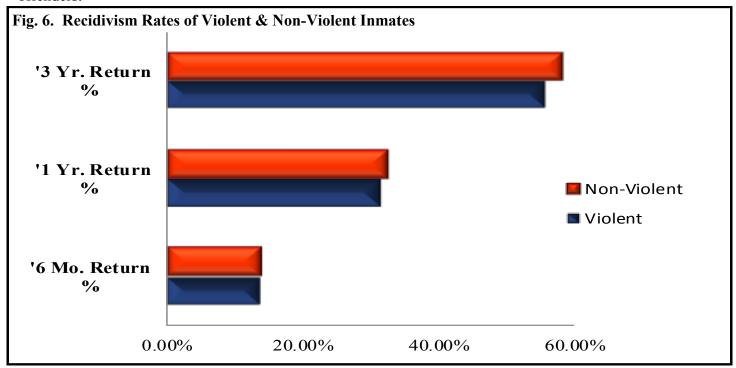
The most frequently identified non-violent crimes involve:

- Manufacture/Delivery Control Substance
- Theft of Property
- Residential Burglary*
- Advertise Drug Paraphernalia
- Possession Firearm Certain Person

The most frequently identified violent crimes involve:

- Battery –2nd Degree
- Aggravated Assault
- ♦ Sexual Assault
- Domestic Battering 3rd Degree
- Aggravated Robbery

Of the 8,691 inmates that were released in 2014, 1,878 had committed a violent offense and 1,042 of them returned within three years. Of the 6,813 non-violent offenders released, 3,950 returned within three years. This study reflects that non-violent offenders returned to re-incarceration at a slightly higher rate than violent offenders.



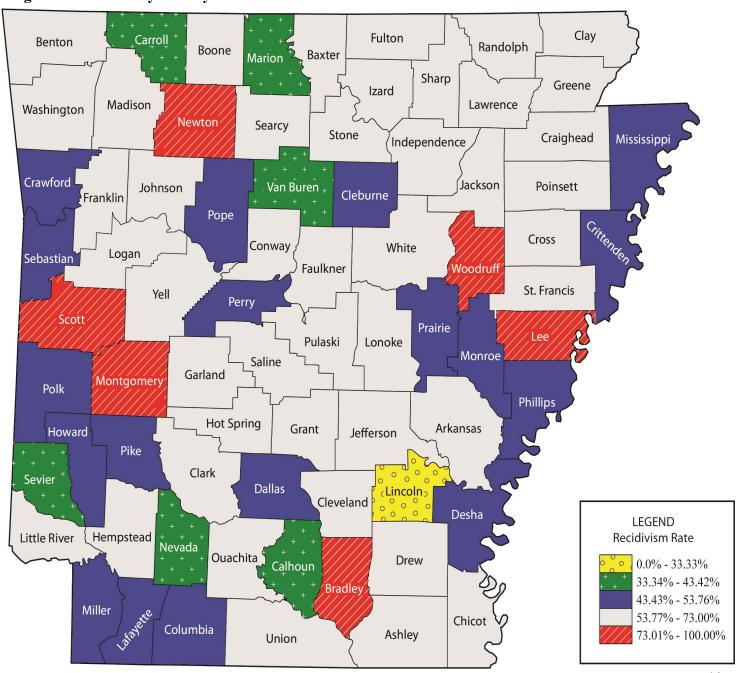
^{*}Residential Burglary wasn't reclassified as a violent crime until the 2015 General Assembly.



Release by County of Conviction

Figure 7 illustrates 3-year recidivism patterns across counties within the State of Arkansas for inmates released in 2014. The reader should use caution when reviewing this figure because some inmates have more than one active sentence in more than one county. Therefore, the operationalization used for this analysis was one county of conviction per inmate, using the inmate's sentence with the highest seriousness level. Counties are color-coded from lowest to highest and the Legend Key depicts the rate range. Despite their seemingly alarming rates, some counties (Montgomery & Newton) had a release cohort of less than 10 inmates which can be misleading. However, in all cases in which a county had a recidivism rate of 75% or higher, they featured a combination of a lower than average income and a higher than average poverty rate when compared to the rest of the state. (Median state income of \$42,336, median poverty rate of 17.2%, US Census Bureau, 2016).

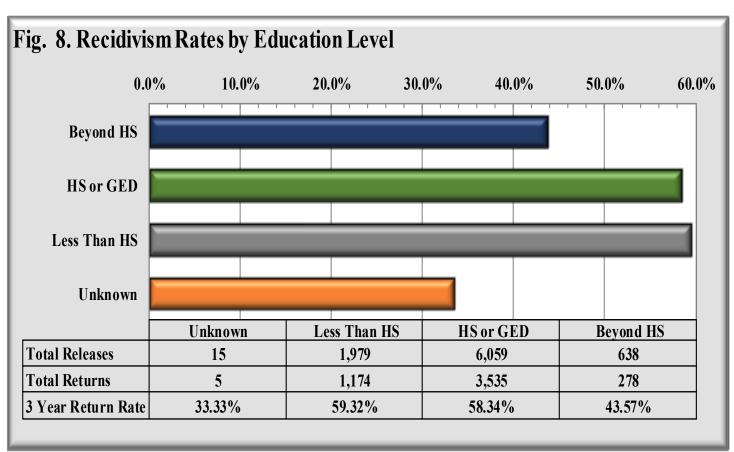
Fig. 7. Recidivism by County of Conviction





Education Level at Release

Figure 8 illustrates recidivism rates by education level of the inmates released in 2014. An educated inmate is more prepared for success post-release benefiting society and meeting the rehabilitative mission of the ADC. Ex-inmates already have a disadvantage in obtaining employment upon release with the stigma of imprisonment and often do not have the knowledge, skills, ability or training to reintegrate into the job market. The general consensus among Researchers suggest that greater educational attainment is associated with lower recidivism rates. Education is mandatory for all ADC inmates who do not have a High School Diploma or General Education Development (GED) Certificate. Findings of this Study shows that those inmates who graduated High School/obtained their General Education Development Certificate and educated beyond High School were less likely to recidivate than those who did not, which is harmonious with previous research. The results of this research show that inmates with less than a high school education had the highest recidivism rate of 59.32%, while inmates with education beyond the high school level had a lower recidivism rate of 43.57%.



Education information is self-reported via the inmate during the intake process. Efforts are made by the Arkansas Correctional School system to verify this data but this is not always possible for various reasons. Of the 8,691 Release Cohorts of 2014, only 56% have a verified education record.



Recidivism by Program/Class

Table 7 exhibits recidivism rate variation by program and class incarceration. This data reflects unique program and class completions, not unique inmates (e.g., an inmate who completed Substance Abuse Treatment Program, Anger Management, Pre-Release and Thinking Errors Group are counted 4 times in the statistics for each completion). Furthermore, in order to narrow the examination to program and class completions with the most likelihood of influencing recidivism, only completions that occurred within the 36 months prior to release were counted. Programs and classes are displayed in descending order by recidivism rate. It is also meaningful to note that some program/class recidivism rates were calculated based on release cohorts of less than 10 inmates.

ABLE 7. RECIDIVISM RATES BY PROGRAM COMPLETION*									
<u>Program/Class</u>	Total Releases	6 Mo. Returns	6 Mo. %	1 Yr. Returns	1 Yr. %	3 Yr. Returns	3 Yr. %		
Pre-Release Program (phased out in 2018)	339	63	18.58%	126	37.17%	221	65.19%		
Substance Abuse Treatment Program (SATP)	1,106	171	15.46%	377	34.09%	703	63.56%		
Substance Abuse Education Program	1,281	195	15.22%	466	36.38%	805	62.84%		
Parenting Class	889	130	14.62%	299	33.63%	538	60.52%		
Thinking Errors Class	2,909	424	14.58%	1,020	35.06%	1,755	60.33%		
Therapeutic Community (TC) Program	276	34	12.32%	82	29.71%	165	59.78%		
Anger Management Class	6,076	874	14.38%	2,040	33.57%	3,595	59.17%		
Stress Management Class	468	51	10.90%	146	31.20%	274	58.55%		
Domestic Violence Class	532	76	14.29%	190	35.71%	309	58.08%		
Graduate Equivalent Diploma (GED)	488	54	11.07%	150	30.74%	273	55.94%		
Communication Skills Class	133	16	12.03%	41	30.83%	74	55.64%		
Vo-Tech Re-Entry Program	112	12	10.71%	24	21.43%	57	50.89%		
Interchange Freedom Initiative Program	2	0	0.00%	0	0.00%	1	50.00%		
Principal Application Life (PAL) Program	66	2	3.03%	9	13.64%	26	39.39%		
Pathway To Freedom Program	53	4	7.55%	11	20.75%	20	37.74%		
Reduce Sex Victimization Program (RSVP)	178	14	7.87%	38	21.35%	65	36.52%		
Advanced Principles & Application for Life (APAL) Program	7	0	0.00%	0	0.00%	2	28.57%		
Sex Offender Female Treatment (SOFT) Program	4	0	0.00%	0	0.00%	1	25.00%		

^{*}It is important to note that while the operationalization used for this analysis was consistent with that used throughout this study regardless of the return type or return offense, different programs have previously defined recidivism in different ways.



Recidivism Rate By Military History

Inmates with a military history account for approximately 7% of the ADC jurisdictional count. Research shows that veterans are likely to be incarcerated due to drugs, alcohol, Post Traumatic Stress Disorder (PTSD) issues, difficulty adjusting to civilian life and economic disadvantages. Of the 527 released, the majority of the 2014 released inmates with a military history served in the U.S. Army (67%), followed by the U.S. Marine Corps (13%), U.S. Navy (12%) and U.S. Air Force (5%). The ADC recognizes the need for programming for the current and increasing population of Veterans' incarcerated. The Barbara "Ester" Unit has a Veteran's Outreach Program that assists incarcerated veterans in restoring their honor in addition to providing them with the necessary education and social skills to once again become law abiding and productive citizens. In understanding the significant needs of this culture, the ADC held a Veteran's Resource Fair in November 2017 to assist them in a successful transition when released. The U.S. Department of Veteran Affairs' Health Care for Reentry Veterans (HCRV) program is designed to promote success and prevent homelessness among veterans returning to the community after incarceration. The ADC has partnered with the VA and currently has a HCRV program specialist who provides services to veterans who are nearing release. **Table 9** reports findings from an analysis of recidivism rate comparing as a function of military status.

Table 9. Recidivism	n Rates t	y Military	History*	:			
Attribute	Releases	6 Mo. Ret.	6 Mo. %	1 Yr. Ret.	1 Yr. %	3 Yr. Ret.	3 Yr. %
Military	527	49	9.29%	127	24.09%	268	50.85%
War Veteran	127	15	11.81%	31	24.41%	60	47.24%
Non-War Veteran	400	34	8.50%	96	24.00%	208	52.00%
Positive Separation							
Honorable	300	23	7.67%	66	22.00%	143	47.67%
General	89	7	7.87%	22	24.72%	49	55.06%
Medical	35	4	11.43%	5	14.29%	10	28.57%
Unknown	13	1	7.69%	3	23.08%	8	61.54%
Other	51	5	9.80%	15	29.41%	33	64.71%
N/A	3	1	33.33%	1	33.33%	2	66.67%
Total	491	41	8.35%	112	22.81%	245	49.90%
Negative Separation							
Dishonorable	18	4	22.22%	9	50.00%	12	66.67%
Undesirable	9	2	22.22%	2	22.22%	4	44.44%
Bad Conduct	9	2	22.22%	4	44.44%	7	77.78%
Total	36	8	22.22%	15	41.67%	23	63.89%
Army National Guard	85	9	10.59%	26	30.59%	48	56.47%
Army	249	23	9.24%	57	22.89%	133	53.41%
Army Reserve	17	2	11.76%	3	17.65%	9	52.94%
Coast Guard	6	0	0.00%	0	0.00%	3	50.00%
Marines	65	7	10.77%	18	27.69%	32	49.23%
Air Force	25	1	4.00%	8	32.00%	12	48.00%
Navy	66	6	9.09%	14	21.21%	28	42.42%
Air Force Reserve	2	0	0.00%	О	0.00%	0	0.00%
Air National Guard	2	O	0.00%	0	0.00%	0	0.00%
Marine Reserve	4	O	0.00%	0	0.00%	0	0.00%
More Than One Branch	6	1	16.67%	1	16.67%	3	50.00%
Non-Military	8,164	1,147	14.05%	2,663	32.62%	4,724	57.86%

^{*}It is important when interpreting the results presented in this table that the reader take note of the relatively small number of releases in certain categories, which can result in non-generalizable recidivism rates. For example, there was a 50% recidivism rate for inmates with prior service in the Coast Guard released in 2014 but only 6 were released.



2014 Recidivist Survey

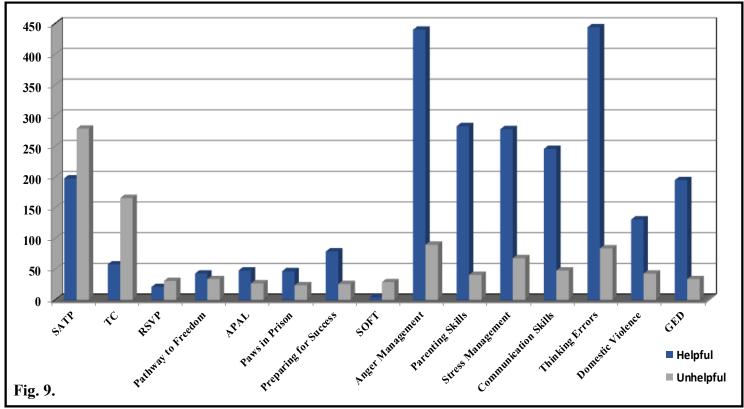
The ADC Research and Planning Division used a mixed method approach by combining quantitative analysis of the 2014 Release Cohorts along with qualitative analysis of information gathered from our 2014 Recidivists. A 15-question survey was created and administered to the 2014 Recidivists who were under the custody of the ADC during June and July 2018. While 4,992 returned to prison, only 1,437 were incarcerated at the time of the data pull, with 963 inmates participating. The survey allowed for a first-hand look into the perceptions of the inmates who return to prison. Participation was voluntary and no incentives were provided. The questions are reprinted with data/graphs and information of the results based upon the inmates point of view.

Survey Questions

Questions #1 & #2 are linked and they read as follow:

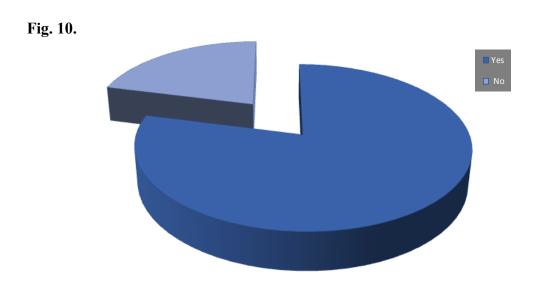
- 1.) What ADC Programs/Classes worked for you while you were incarcerated? (Select all that apply).
- 2.) What ADC Programs/Classes DID NOT work for you while you were incarcerated? (Select all that apply).

Fig. 9 shows that a majority of the respondents reported that they participated in some type of programming/class during their previous incarceration. Some participated in multiple programs/classes. Below are the results for the first two survey questions. Included is a ratio of positive to negative responses, which give an overall idea of what the respondents thought of each program. For the ratio, any number less than one is overall a negative response, while those greater than one indicate a positive response. Extremes in either direction show stronger feelings one way or the other. Ratios close to 1 show a fairly neutral outcome, not leaning one way or the other. Based on these numbers according to the 2014 Recidivists, the five programs/class reported to be most effective are Parenting Skills (6.9:1), GED (5.74:1), Thinking Errors (5.29:1), Communication Skills (5.13:1), and Anger Management (4.9:1). Ratios given show the number of positive responses per negative response. Of particular note are TC and SATP, both of which had a large number of respondents (224 and 477, respectively), and in both cases had overall negative responses. This indicates that a significant number of inmates believe these two programs were not beneficial to them. This data matches ancillary data collected during informal discussions with inmates at the time the surveys were given.



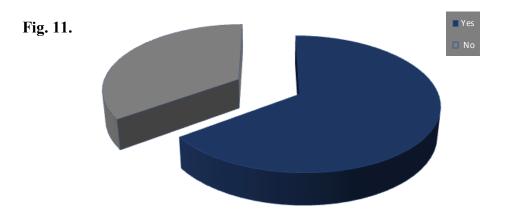
3. While on parole or discharged did you have family support?

Inmates released from prison usually remain in or return to their communities and maintain ties with family members. Fig. 10 displays that 79% of the respondents reported that they had family support while on parole or discharged.



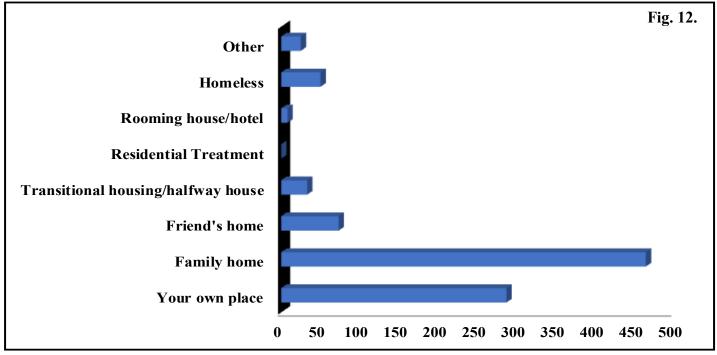
4. While on parole or discharged did you have a job?

Released prisoners are competing for jobs with those who have never been incarcerated. Fig. 11 displays that 65% of the respondents reported that they had a job while on parole or discharged. However, during the data collection process, the respondents repeatedly expressed dissatisfaction with the quality of jobs that they held and the fact that they could not find meaningful employment to support them and their families.



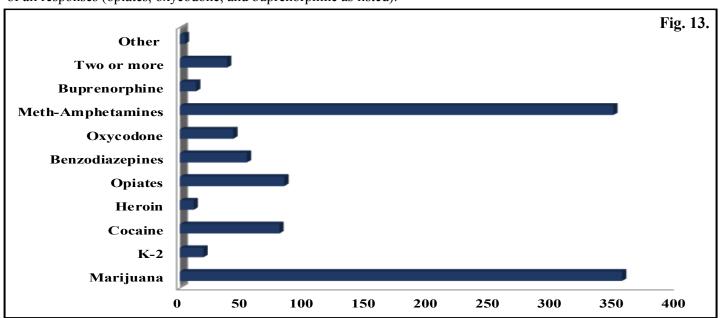
5. While on parole or discharged what was your housing arrangements?

On average, the 2014 Recidivists were in the community for 13 months before returning to incarceration. Fig. 12 displays that during most of their time in the community, 49% of the respondents reported that while on parole/discharge they lived with family and 30% had their own place. 7% reported that they lived with a friend and 5% disclosed that they were homeless.



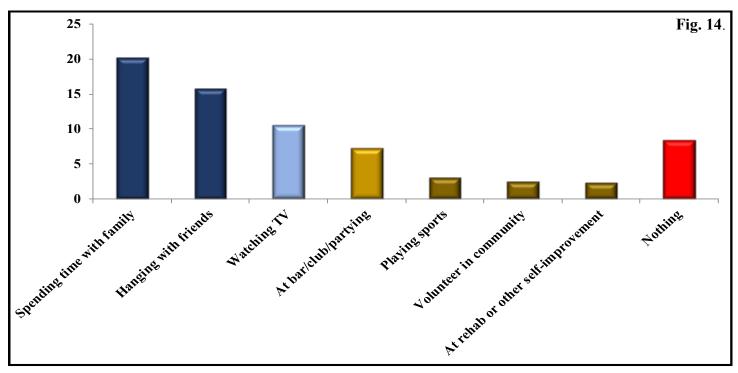
6. Substance use in the months before re-incarceration by substance.

Various research has shown that criminogenic needs include substance abuse. Substance abuse can interfere with relationships, hampers success at employment and leads to impulsive decision making. The self-reported substance use in the months before re-incarceration shows that the most common drugs used were marijuana and meth-amphetamines as displayed in Fig. 13. Despite the increasing use of Opioids nationally, opiates and derivatives accounted for 10.15% of all responses (opiates, oxycodone, and buprenorphine as listed).



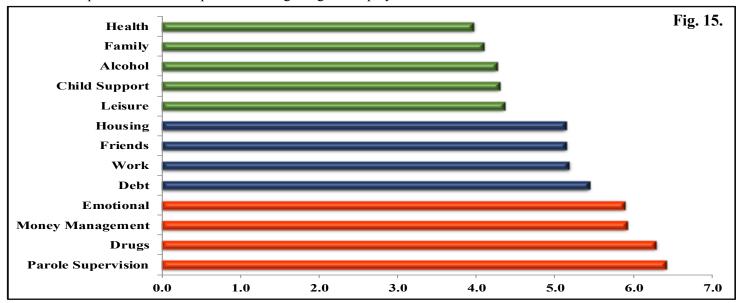
7. While on parole or discharged, hours per week spent on non-work activities?

As depicted in Fig. 14, respondents proclaimed a range of activities per week during their free time while on parole/discharge. On average, respondents reported spending the most hours per week with family and friends. The average respondent reported spending 5 hours a week engaged in such activities as rehabilitative or self improvement programs or sports but also reported spending an average of 8 hours "doing nothing" and 11 hours watching television. Overall, respondents reported spending an average of 26 hours a week engaging in unstructured and/or unproductive activities and an average of 7 hours involved in more positive self-improvement activities. During our face-to-face interviews, Respondents were very adamant that they needed more Mentors to assist them in staying away from bad influences and idle time.



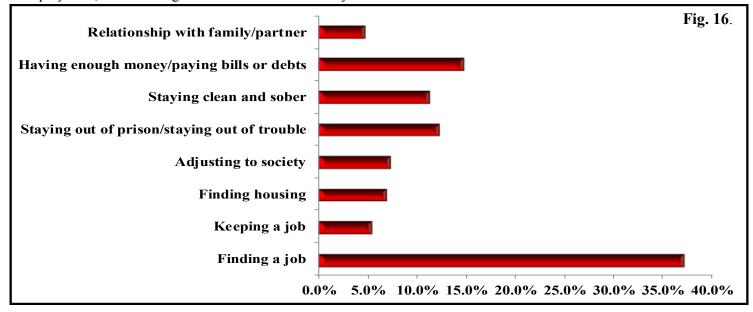
8. How much of a problem did each area cause you on parole/discharge?

From the respondents' point of view drugs, money management, emotional and parole supervision were areas that caused them problems while on parole/discharge. Fig. 15 displays these areas.



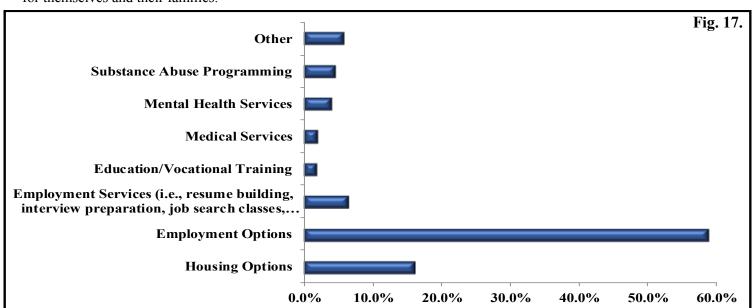
9. The single biggest challenge after release?

After release from prison, respondents reported facing challenges in a range of areas as shown in Fig. 16. When asked about their single biggest challenge while in the community, respondents answered finding a job (37%), having enough money/paying bills or debts (15%), staying out of prison/staying out of trouble (12%) and staying clean and sober (11%). An additional 7% reported their biggest challenge was adjusting to society. Almost 5% reported problems with family/ partner. Based on cursory interviews while giving surveys, several inmates reported finding simple, low-wage employment, but not being able to survive on what they could earn.



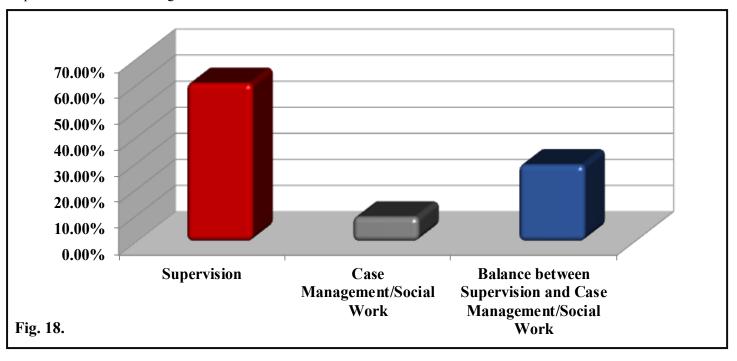
10. What do you feel is the most needed resources after release on parole/discharge?

Finding stable employment is crucial throughout their first year of parole. More than half of the respondents reported that meaningful employment options are the most needed resource after release. As noted in Fig. 17, a majority of the respondents that were interviewed felt their criminal record impacted their ability to find meaningful employment options after release. Meaningful employment is important for two reasons: a sense of accomplishment and to provide for themselves and their families.



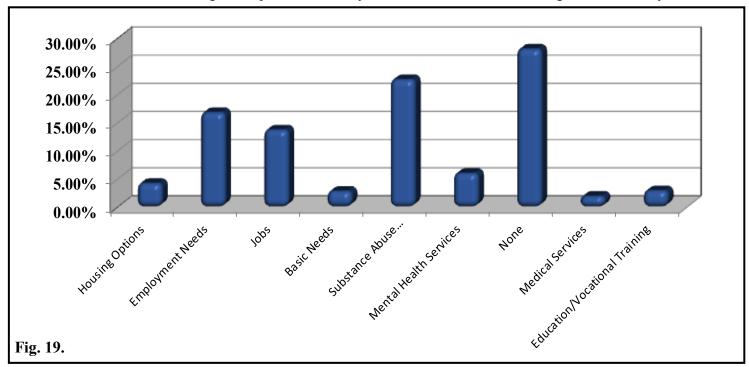
11. What did you see as the primary job function of your Parole Officer?

As noted in Fig. 18, the majority of the respondents interviewed felt that the primary job function of their Parole Officer was supervision, while almost 30% felt that the primary job function of their Parole Officer was a balance between supervision and case management/social work.



12. Which of the following did your Parole Officer refer you to?

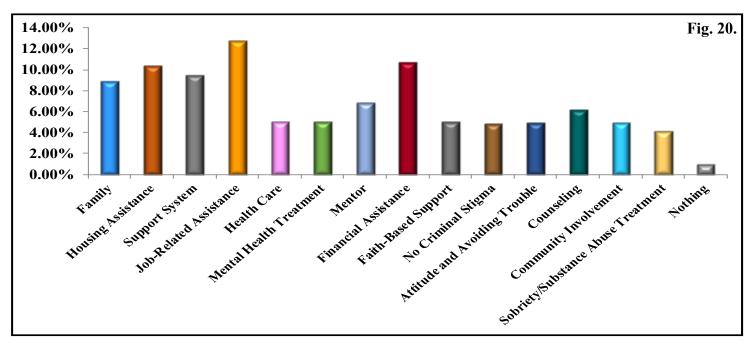
As noted in Fig. 19, when asked which of the following services did their Parole Officer refer the respondent to, 28% reported none of these services were offered, while almost 23% reported substance abuse programming/treatment was offered. Based on the wide range of responses, it is likely that assistance was, at the time, given on a case by case basis.





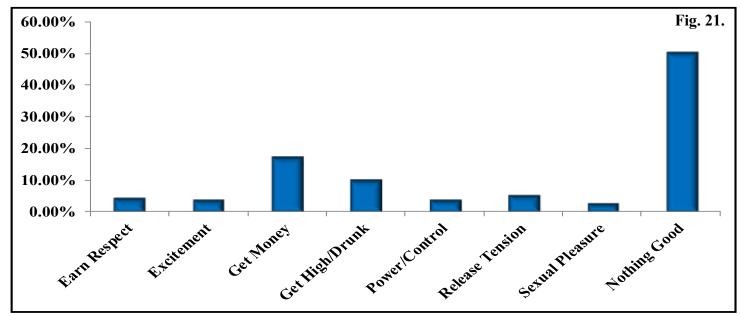
13. What services would have been most helpful in the community after release?

As illustrated in Fig. 20, respondents reported several factors that would have been most helpful in the community after release. Approximately 20% reported that either financial assistance and housing assistance would have been the most helpful. Almost 13% reported job-related assistance and about 10% reported that they could have used a support system. The large number of overall responses coupled with the scattered nature suggests that the inmates believe the community should be doing something to help them, but are themselves unsure as to what form that assistance should take.



14. What benefit did you see potentially resulting from violating your parole?

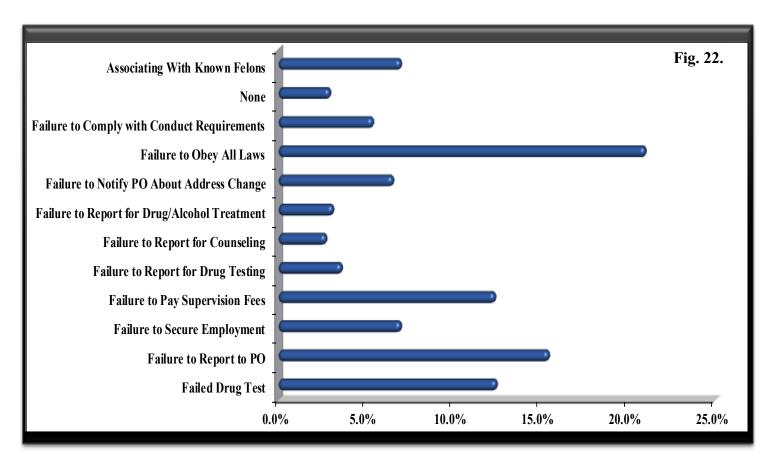
When asked, half of the respondents recognized that they received "nothing good" as a result of violating their parole. Almost 18% said that they violated their parole while attempting to get money and another 10% reported that they did so while attempting to get high/drunk. Fig. 21 depicts the respondents range of reasons for violating their parole.





15. Technical Violations Resulting in your return to re-incarceration.

When the respondents were asked about the technical violations that resulted in their parole revocations, the most common response was "failure to obey all laws" (21%) and about 16% either failed their drug test or failed to report for drug testing. Fifteen percent "failed to report to their Parole Officer" and twelve percent "failed to pay supervision fees". Fig. 22 depicts the respondents reported range of violations that resulted in their return to reincarceration. Respondents interviewed often shifted the blame for their behavior/violating parole on their Parole Officer instead of accepting responsibility for their behavior.





Conclusion

The objective of this study was to provide insight on the factors that contribute to the recidivism rate of the Arkansas Department of Correction. There were a total of 8,691 inmates released in 2014 and 4,992 inmates returned within three years of release. On average, recidivists spent 13 months in the community. This study also found that parole violators returned to prison most often due to a technical violation (58%), as compared to parolees returning due to a new sentence (42%)¹.

At some point, nearly 87% of the inmates in the ADC will return to their communities. Re-entry, a vital component of any successful reintegration process, can include all the activities and programming conducted to prepare inmates to return to society as law-abiding citizens. The success of any program is often dependent upon the willingness of the inmates to capitalize on the opportunities afforded them and their desire to improve their situation.

The Arkansas Department of Correction is assisting inmates with obtaining their Driver's License or State ID prior to release; bringing in job fairs where vendors come to the ADC including employers willing to hire prior offenders; providing resource fairs to make sure that the inmates are aware of the variety of resources that are available to them and set up after care appointments for the mentally ill. The Arkansas Department of Correction also various classes and treatment programs, work opportunities including work release, Act 309 program, educational programs and vocational training. However, it is important to note that the successful rehabilitation and reintegration of offenders is a process dependent upon collaboration and efforts by all stakeholders including the inmate.



¹These rates are based on the total 3-year *parolee* returns (n=4,698) see Table 2, p. 7)



The authors of this Study would like to express our gratitude to the staff who assist in contributing to this report.

First, we would like to acknowledge and thank Director Wendy Kelley and the ADC Management Team for their approval to administer the 2014 Release Cohorts Recidivist Survey.

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