



**Evaluation and Research
Using the National
Corrections Reporting
Program (NCRP)**

**A Bureau of Justice Statistics,
Office of Justice Programs,
U.S. Department of Justice
Data Collection**

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Acknowledgement



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- Points of view in this presentation are those of the authors and do not represent the official position of the U.S. Department of Justice.

Presentation Overview



- NCRP brief overview
- Evaluation and research applications
 - Alternative definitions of recidivism that were developed using NCRP
 - Evaluation of the impact of the Affordable Care Act on recidivism
 - A quasi-experimental evaluation of the impact of welfare benefits on prisoner recidivism



NCRP 101

The Basics

NCRP Collects Movement- and Offender-Level Data



- Bureau of Justice Statistics Data Collection
- State prison system movements
 - Admissions
 - Releases
- Prison custody at year end
- Post-confinement community supervision movements (PCCS)
 - Admissions
 - Releases

Key NCRP Data Elements

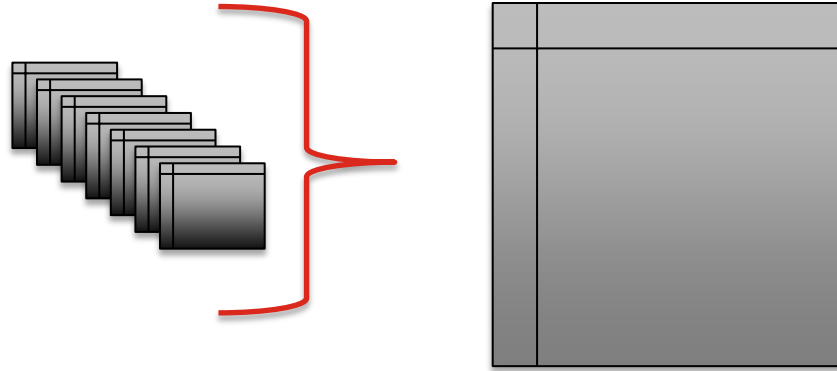


- Offender ID #s
 - Unique Offender ID, State ID, FBI #, SSN
- Offender characteristics
 - Name, DOB, Race, Ethnicity, Gender, Education, Veteran Status, Last Known Address
- Sentence characteristics
 - County where sentence imposed, Offenses, Sentence Length
- Admission date and type – new commitment, revocation
- Release date and type – community supervision, full term

State Term Files from 2000 to 2015

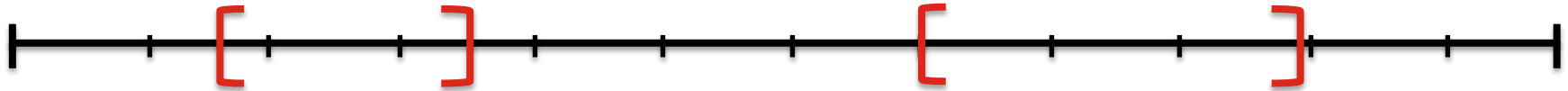
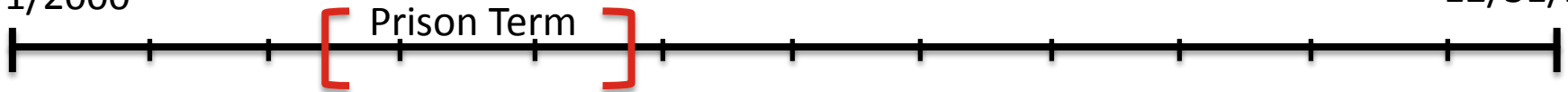


Annual Prison
Files



1/1/2000

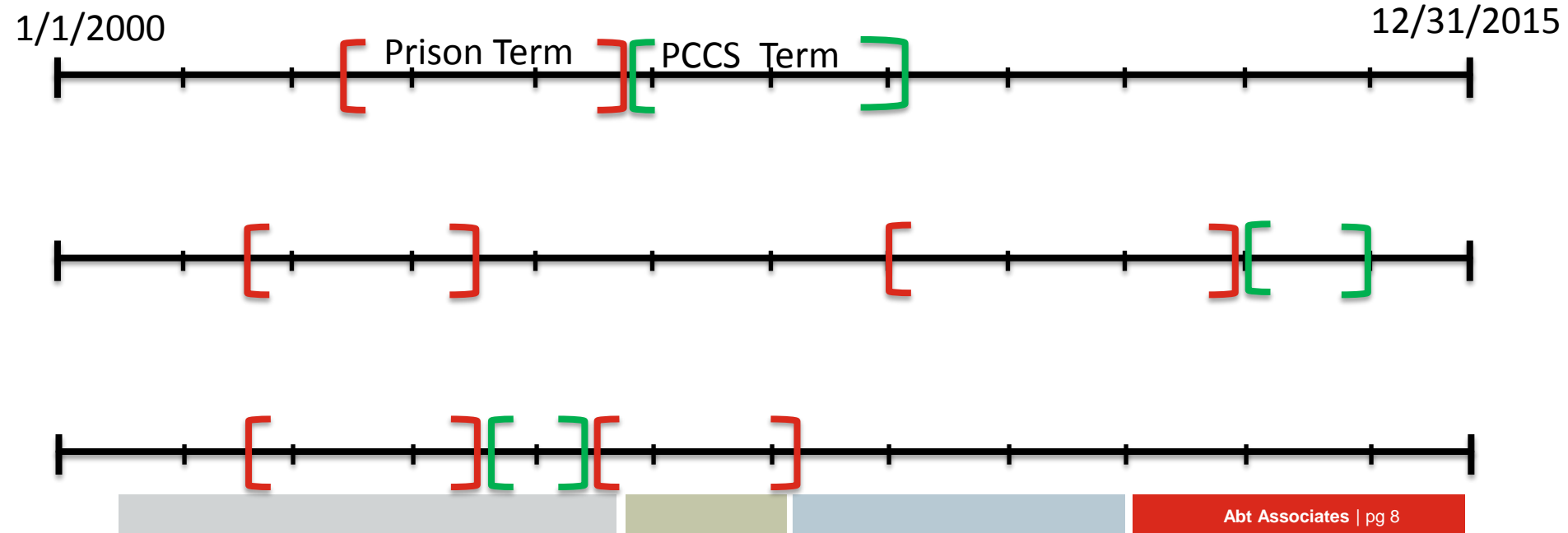
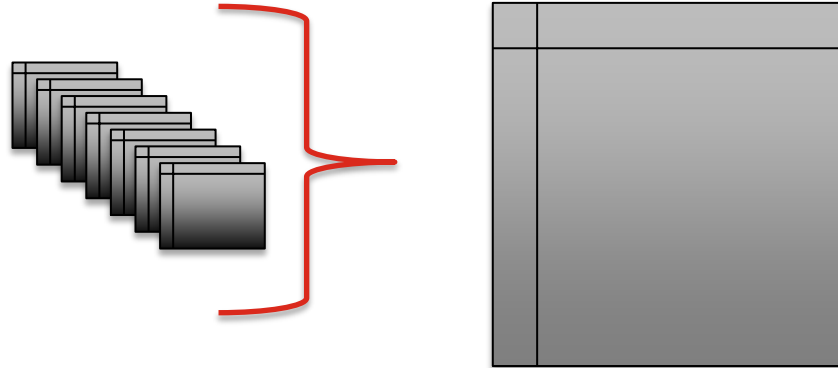
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States Prison and PCCS Terms Are Integrated



Annual Prison
and PCCS Files





Alternative Measures of Recidivism

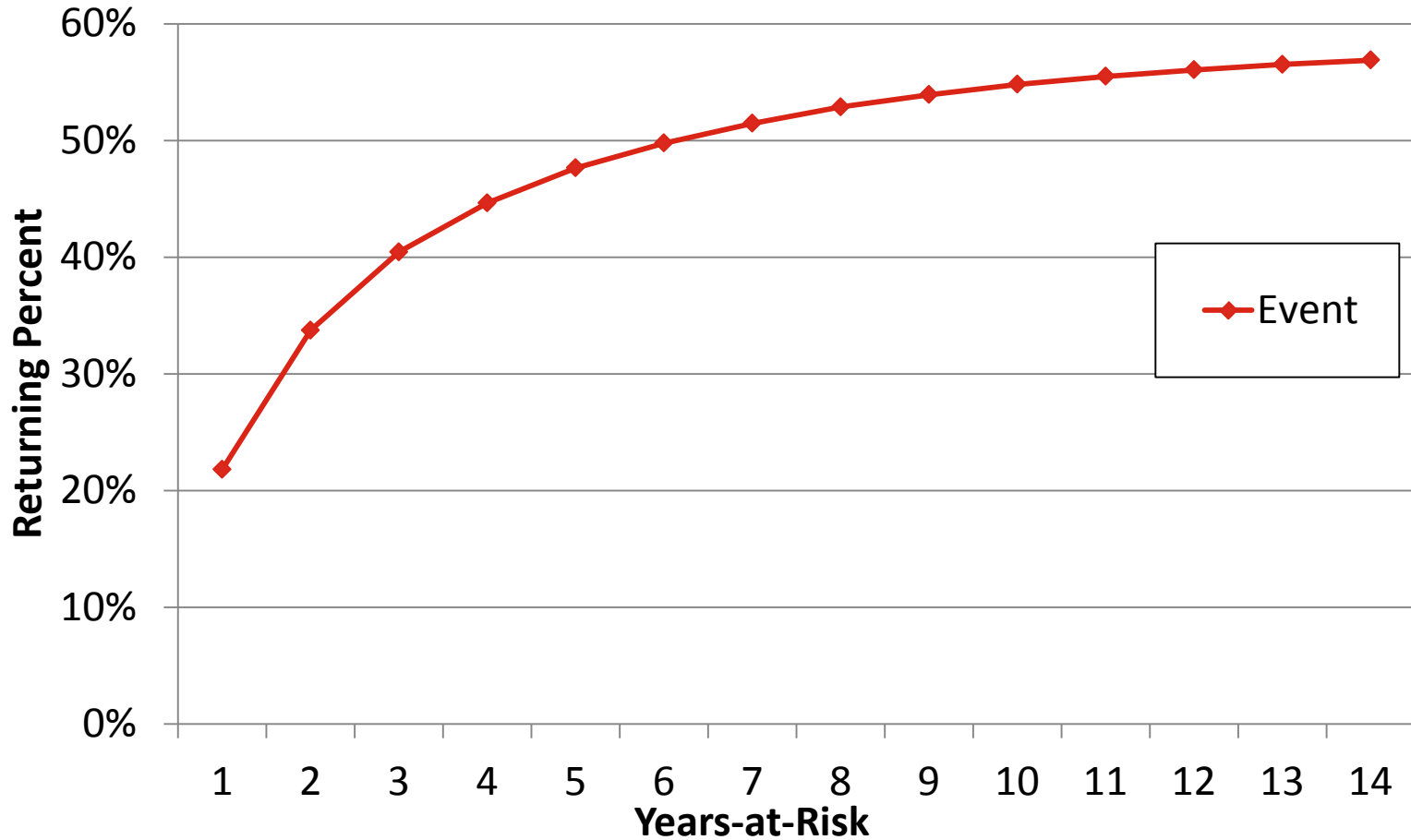
William Rhodes, G Gaes,
J Luallen, R Kling, T Rich,
and M Shively. *Crime &
Delinquency*, 2014.

Event- and Offender- Based Recidivism



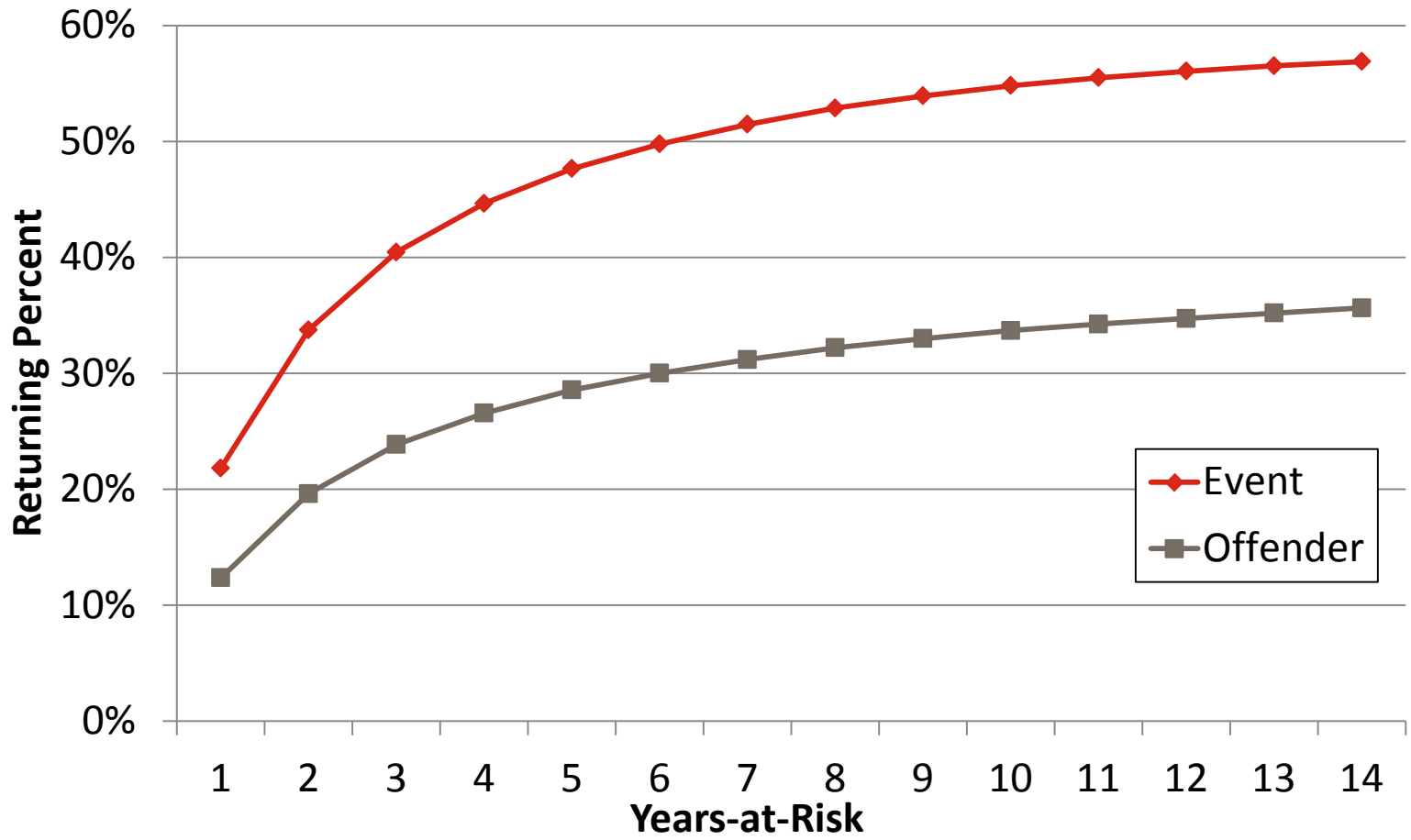
- Event-Based
 - Most Common Approach Used in Criminal Justice Applications
 - Start with a cohort of prison releasees
 - Observe if and when they return to prison
- Offender-based
 - Observe the individual offender pattern of returning to prison over time
 - Reweight a release cohort to look like a cohort of offenders admitted and released over a period of time -- requires longitudinal data such as the NCRP

Event-Based Recidivism: 2000 release cohort (16 states)



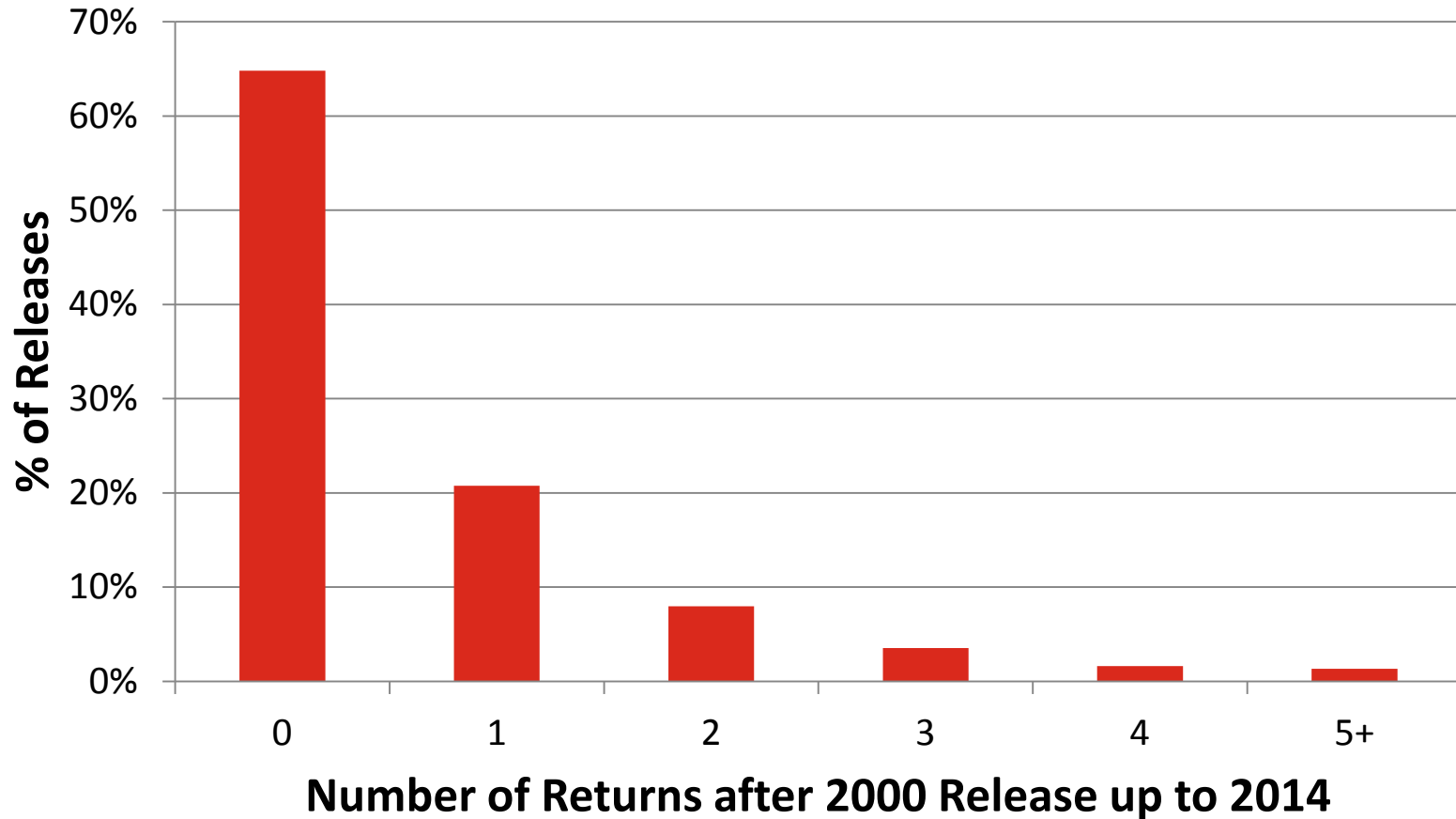
Based on NCRP Term Records from 16 states : AZ, CA, CO, FL, GA, KY, MN, MO, NY, NC, OK, SC, TN, UT, WA, WI

Event- and Offender-Based Recidivism Estimates -- 2000 release cohort (16 states)



Based on NCRP Term Records from 16 states : AZ, CA, CO, FL, GA, KY, MN, MO, NY, NC, OK, SC, TN, UT, WA, WI

Offender-based approach: Few offenders return to prison more than once



Based on NCRP Term Records from 16 states : AZ, CA, CO, FL, GA, KY, MN, MO, NY, NC, OK, SC, TN, UT, WA, WI

Use Event and Offender-Based Recidivism to Answer Different Policy Question



- Event-based
 - **Focus on the risk posed by members of a release cohort**
 - Used to allocate rehabilitation and supervision resources for a release cohort
 - Allocate more resources to the high rather than low risk releasees

- Offender-based
 - **Focus on persistence/desistance of offenders' recidivism**
 - Leads to better understanding of the trajectory of individual level offending and recidivism and potentially factors that can modify that trajectory

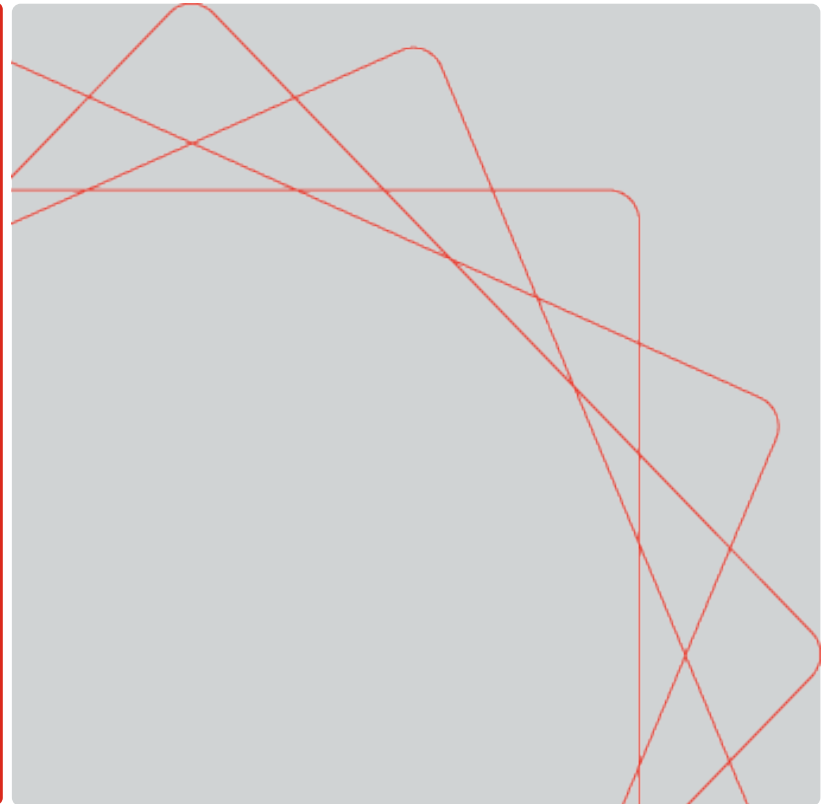


Early Evidence on the Impact of the Affordable Care Act on Recidivism

Sharmini Radakrishnan

Lauren Olsho

Holly Swan



Offender Populations



- About ~600K released from state prisons annually
- High prevalence of health conditions needing ongoing management
 - HIV
 - hepatitis C
 - mental health
 - substance abuse
- Lack of access on release may cause lapses in treatment
- Mental health and substance use disorders in particular are correlated with criminal behavior

Medicaid Basics



- Pre-ACA, mandatory eligibility of Medicaid primarily limited to:
 - low-income individuals & families (with specific income limits set at the state level)
 - **only if** disabled, elderly, pregnant, or with dependent children

→relatively few ex-offenders eligible unless their state had expanded eligibility beyond federal minimums

ACA Medicaid Expansion



- Before the ACA Medicaid expansions
 - majority of offenders ineligible for Medicaid
 - few states pursued Medicaid reimbursement
- After ACA Medicaid expansions
 - great majority of offenders now eligible

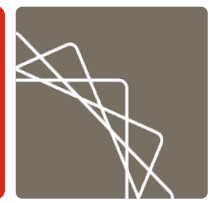
Analytic Approach



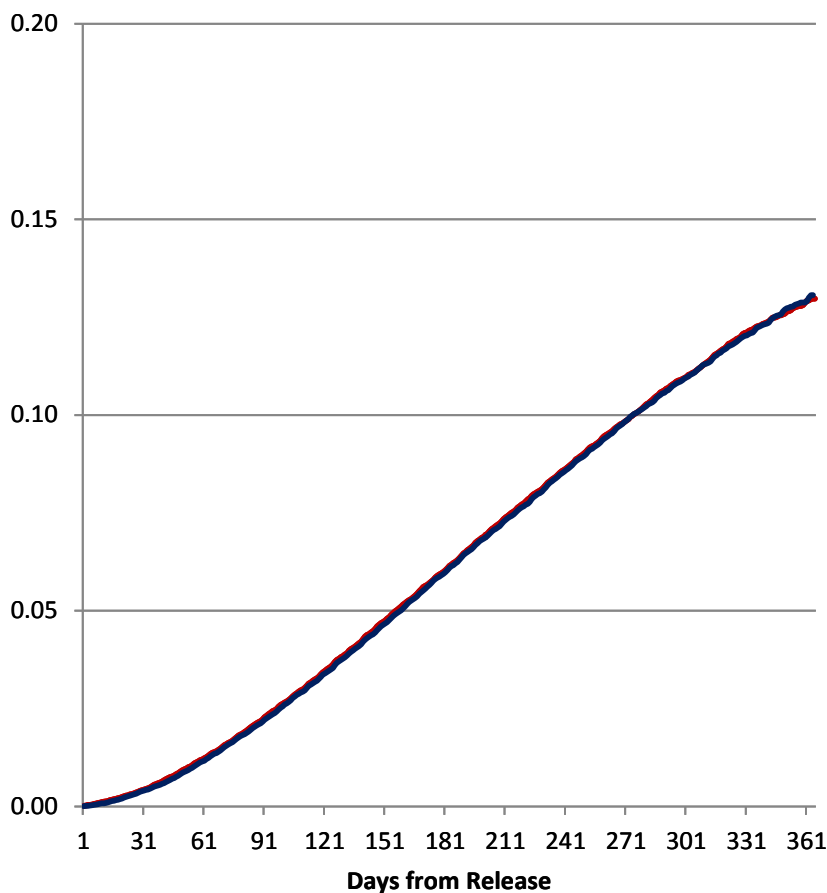
- 33 states included in analysis
- Nearly 1 million prison terms in 2013-2015 analytic file
- Compare short-term trends in recidivism in NCRP data
 - **before & after** implementation of ACA Medicaid expansion
 - in **expansion** states vs. **non-expansion** states
 - difference in differences design
- Validity hinges on there being no other changes/trends correlated with both state participation in ACA expansions and recidivism



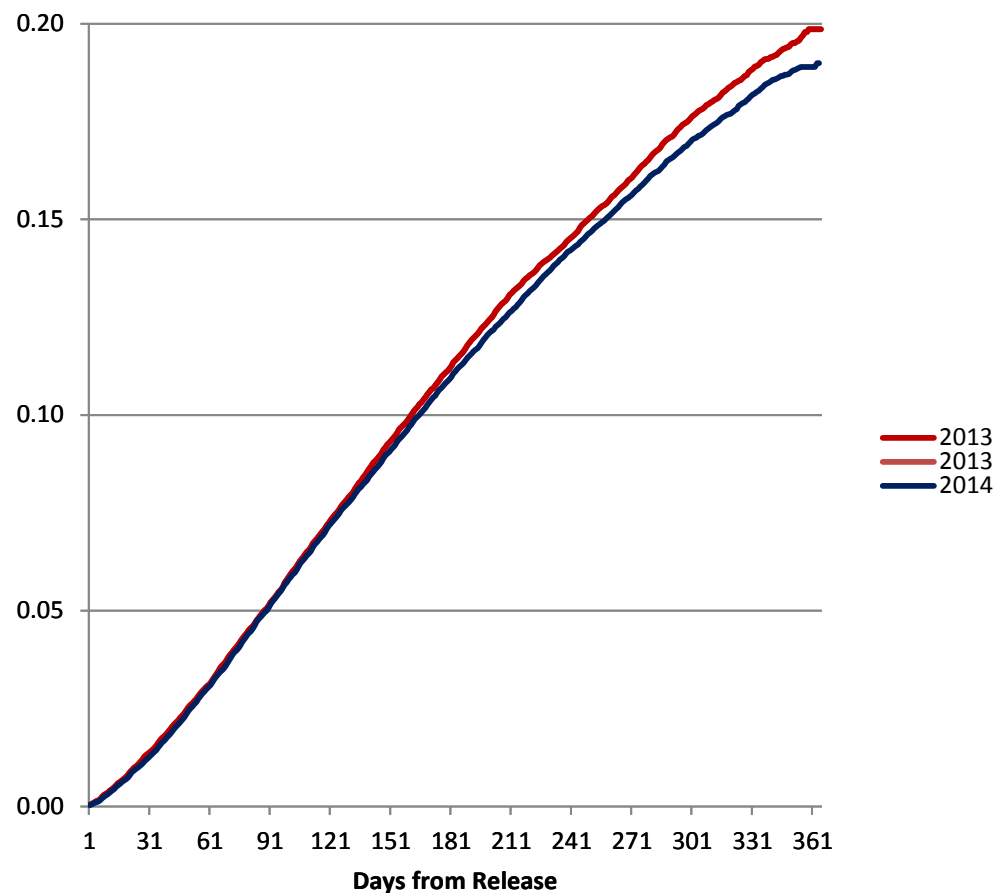
Return Rates in Sample



Non-Expansion States



Expansion States



ACA Expansion Results



- Estimate of ACA impact on recidivism was not statistically significant

Discussion



- ACA Medicaid expansions have not yet had a significant effect on recidivism in expansion states vs non-expansion states
 - May need more years of post-ACA data to detect effect
 - Or maybe expanded eligibility alone is insufficient to impact recidivism



**A Quasi-
Experimental
Evaluation of the
Impact of Welfare
Benefits on Prisoner
Recidivism**

Jeremy Luallen

Motivation



- *Why should welfare benefits matter?*
 - Improved economic circumstances → reduced need for criminal behavior
 - Scholars argue “*public assistance [eligibility] is critical to successful reintegration*” (Petersilia, 2003).
- The opportunity to test public assistance impact occurred as a result of the application and subsequent removal of a ban on public assistance for drug felons

Drug Felony Ban



- ***Section 115 of the 1996 Welfare Reform Act***
(Personal Responsibility and Work Opportunity Reconciliation Act -- PRWORA)
 - Bans food stamps (SNAP) and welfare assistance (TANF) to convicted drug felons
 - Applies to drug felons convicted after August 22, 1996
 - However, PRWORA allows for states to opt-out or modify bans.

Drug Felony Ban



- Within 18 months, 4 states had opted-out of the ban entirely (“**No Ban**”)
 - Today that number has grown to 14
- 10 states have not altered their use of the ban at all (“**Full Ban**”)

Drug Felony Ban



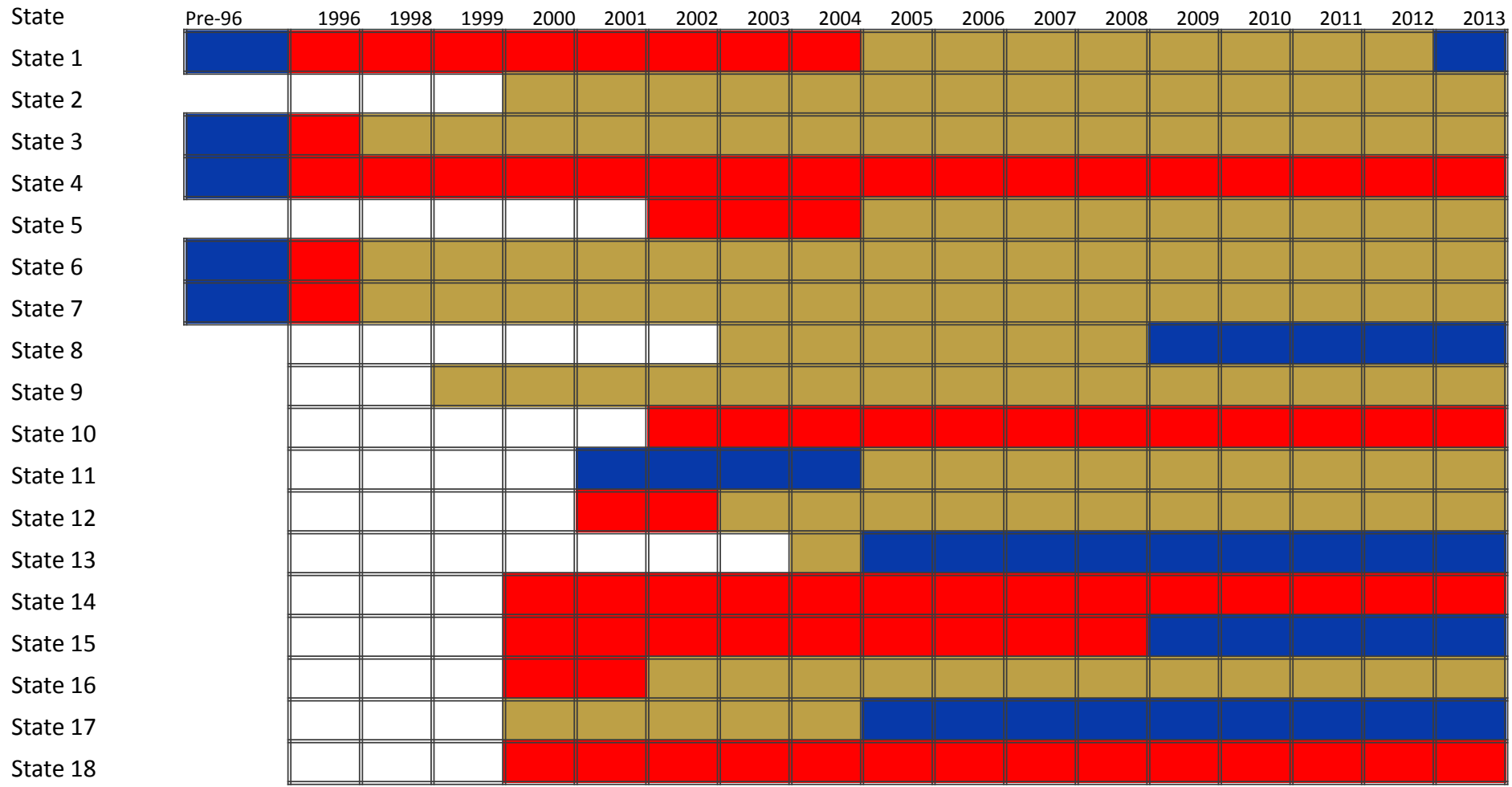
- 26 states have modified the ban (“**Modified Ban**”)
 - subject to additional requirements imposed on drug felons such as:
 - (1) participation in or completion of drug treatment
 - (2) allowances for less serious drug offenders
 - (3) allowances for benefits after a probationary period
 - SNAP & TANF not always modified simultaneously

Drug Felony Ban



- These policy changes can be characterized with three types of transitions:
 - **Full Ban** → **Modified Ban**
 - **Modified Ban** → **No Ban**
 - **Full Ban** → **No Ban**
- Estimate 19 impacts of ban changes between 1996 and 2013 across 18 states.
- The remaining states had no ban transitions or there was insufficient data

Timelines in Analysis of 18 States



Methods



- Compare trends in recidivism prior to and after a ban change
- Analyze these changes in trends separately for
 - Drug offenders
 - Nondrug offenders
- Compare differences in impacts – **difference in differences** design

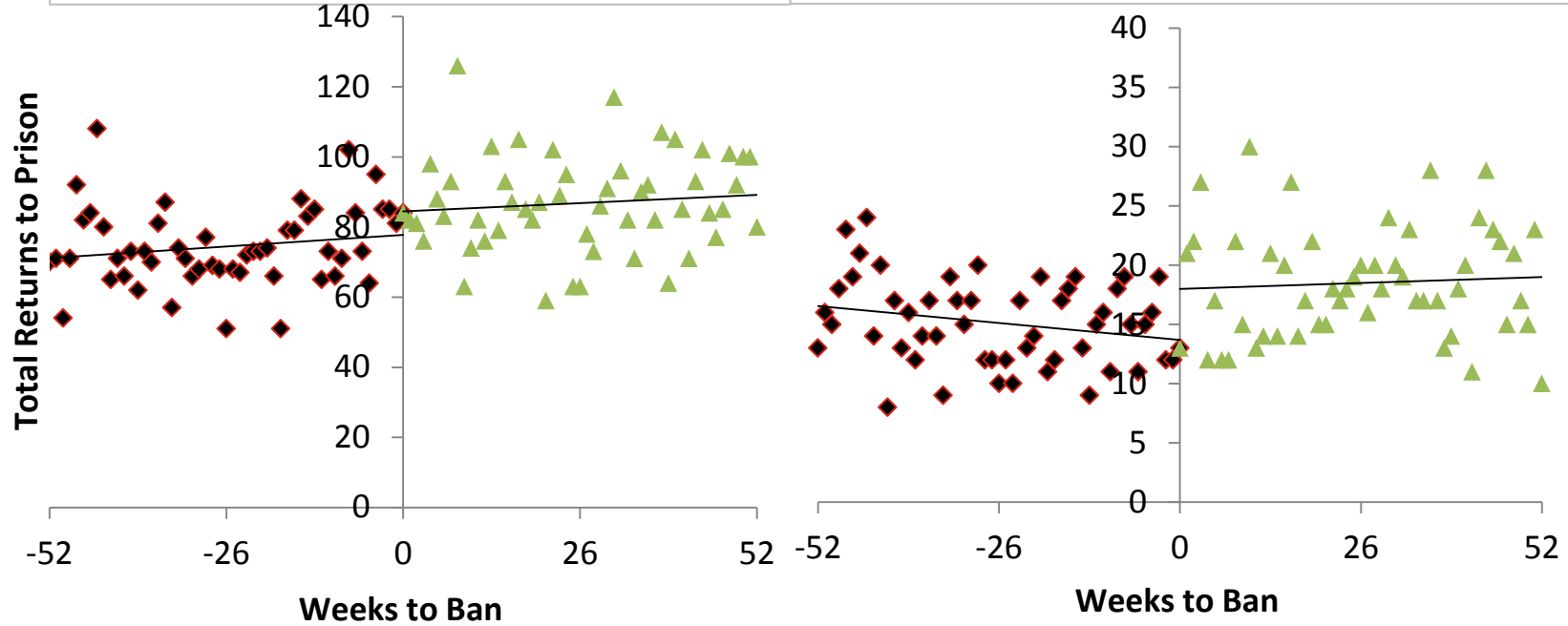
Graphical Illustration of the Analysis



- An illustration: **Full Ban** → **Partial Ban**

Weekly Returns: Females

Non-Drug Offenders Drug Offenders



Results



- Restricting benefits has no impact on the rate of returns (recidivism) and therefore the size of drug offender populations in state prisons.
- Results hold for both men and for women.

Summary: Utility of NCRP Administrative Records



- Presentation demonstrated the utility of NCRP with three applications
 - Analysis of offender- and event-based recidivism
 - Potential impact of health policy changes (ACA) on recidivism
 - Potential impact of welfare policy changes on recidivism
- NCRP data collection is highly automated, flexible, and economical
- Every year the NCRP's observation window gets wider enhancing its utility – currently 2000 – 2015, and even wider for selected states
- Linking NCRP with other administrative records as well as survey data will have a multiplier effect on its utility for program and policy evaluation – a goal BJS is already supporting