



U.S. Department of Justice
Office of Justice Programs

Understanding prisoner experiences before and after prison using linked data

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BUREAU OF JUSTICE STATISTICS



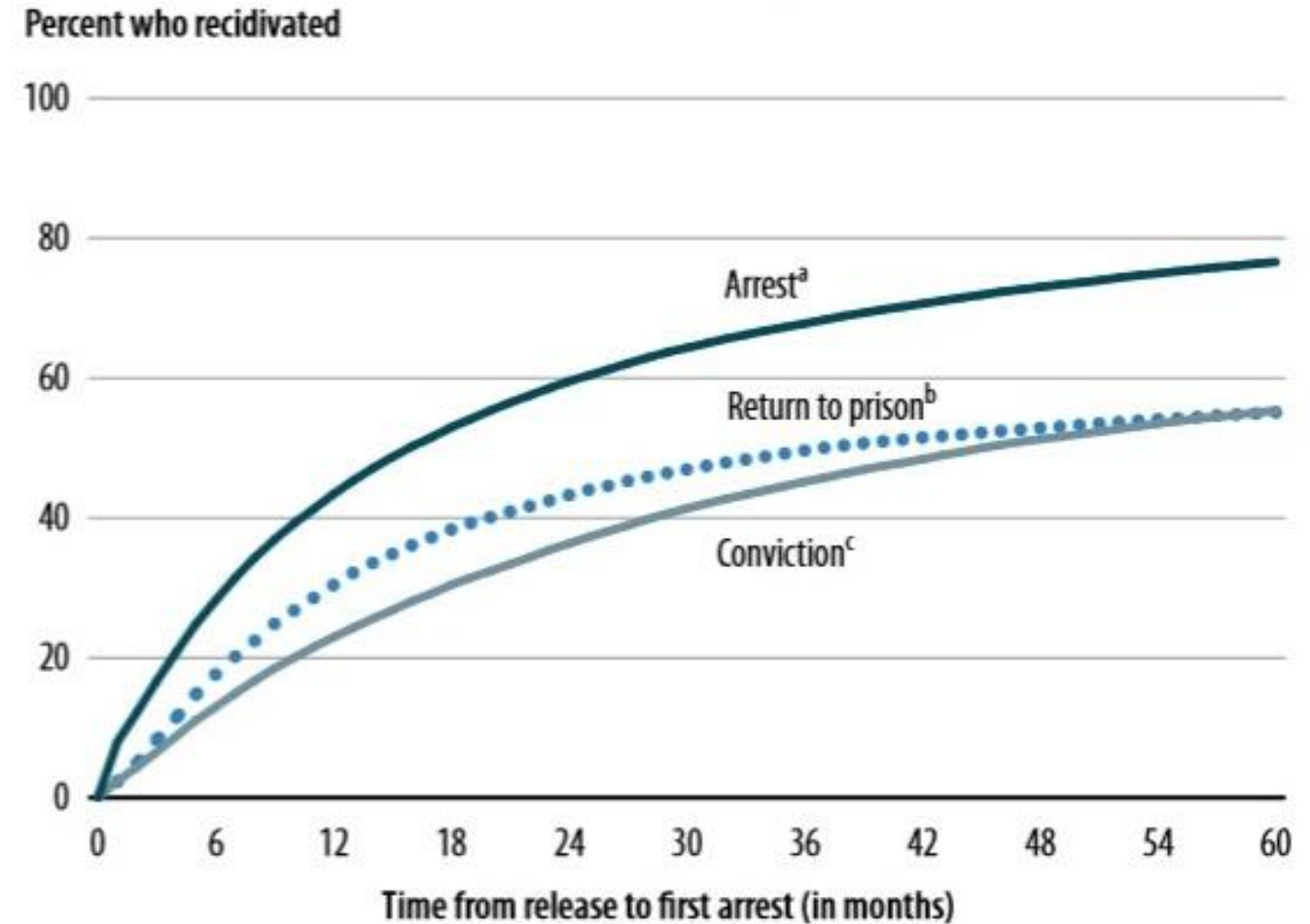
Presentation outline

- The U.S. prison population, and why it is such a big problem
- Studying reentry of released prisoners into the community
- BJS' National Corrections Reporting Program (NCRP)
- NCRP pilot testing unique identifier assignment to CARRA data
- Questions on reentry that could be addressed with linked data

The U.S. prison population

- In 2014, state prisons held 1.35 million inmates
- Each year, almost 600,000 persons are released from state prisons
- In 2012, states spent **\$38.6 billion** on institutional corrections
- Within 5 years, more than 50% of released prisoners will be rearrested and sent back to prison

Recidivism of prisoners released in 30 states in 2005, by time from release to first arrest that led to recidivating event



Sources: *Prisoners in 2014*, BJS Web; *Justice Employment and Expenditure Abstracts, 2012*, BJS Web; *Recidivism of Prisoners Released in 30 States in 2005*, BJS Web

Second Chance Act (SCA)

Project Description

The Second Chance Act (SCA) was created to provide grants to state and local government agencies and community organizations for employment and housing assistance, substance abuse treatment, family programming, mentoring, victim support, and other services that help people returning from prison and jail to safely and successfully reintegrate into the community. This legislation supports eligible applicants in developing and implementing comprehensive and collaborative strategies that address reentry challenges by increasing public safety, reducing recidivism, and cutting correctional spending. BJA funds six separate programs that offer reentry services in employment, family relationships, substance abuse, and mental health among the reentry population:

- Co-Occurring Substance Abuse and Mental Health Problems
- State, Local, and Tribal Reentry Courts
- Family-based Prisoner Substance Abuse Treatment Programs
- Technology Careers Programs
- Adult Mentoring Programs
- Adult Offender Reentry Demonstration Programs

Although the six programs differ in population served and/or services provided, they all have certain characteristics in common—mainly, that all programs **MUST** offer both pre-release and post-release services.

CrimeSolutions.gov Ratings:

Effective (0)

Promising (13)

No Effect (2)

Insufficient Evidence (0)

Partners and Professional Organizations:

- ✓ Council of State Governments Justice Center

Second Chance Act Adult Offender Reentry Demonstration Programs

Implementation Challenges and Lessons Learned



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Sources: *Evaluation & Research Literature: The State of Knowledge on BJA-Funded Programs*, March 27, 2015, BJA web; Linquist et al., 2015, *Second Chance Act Adult Offender Reentry Demonstration Programs*, www.ncjrs.gov.

Assessing the risk of reoffending

Table 10: Domains for the Community Supervision Tool

Domain	Number of Items
Criminal History	6
Education, Employment, and Finances	6
Family and Social Support	5
Neighborhood Problems	2
Substance Abuse	5
Antisocial Associations	4
Antisocial Attitudes and Behavioral Problems	7
Total	35

Source: Latessa et al., 2009, *Creation and Validation of the Ohio Risk Assessment System, Final Report*; available from Ohio Department of Rehabilitation and Corrections website.

National Corrections Reporting Program (NCRP)

- Collected 1983 – current
- Inmate-level administrative data from state DOCs
- Separate files for:
 - Prison admissions (“A”)
 - Prison releases (“B”)
 - Releases from parole (“C”) (through 2011)
 - Yearend prison census (“D”) (1999-current)
 - Entries to post-custody community supervision (“E”) (2012-current, aka PCCS)
 - Exits from post-custody community supervision (“F”) (2012-current, aka PCCS)
- Variables
 - Dates of birth, admission, release
 - Demographic, offense, and sentencing information
 - Unique state (and federal) ID numbers, names

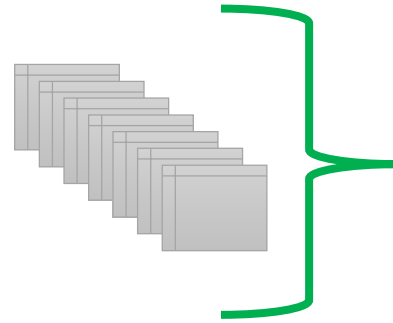
National Corrections Reporting Program (NCRP) state participation

	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Prison admissions (A)	30	33	37	38	36	35	34	35	35	38	38	39	38	37	37	38	37
Prison releases (B)	30	33	37	37	36	35	34	34	34	36	38	39	37	37	37	38	37
Parole releases (C)	24	29	30	30	28	28	28	27	27	31	29	31	31	30	30	29	27
Prison yearend census (D)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	9
TOTAL PARTICIPATING	32	34	38	38	36	36	36	35	36	38	38	39	38	38	38	39	38

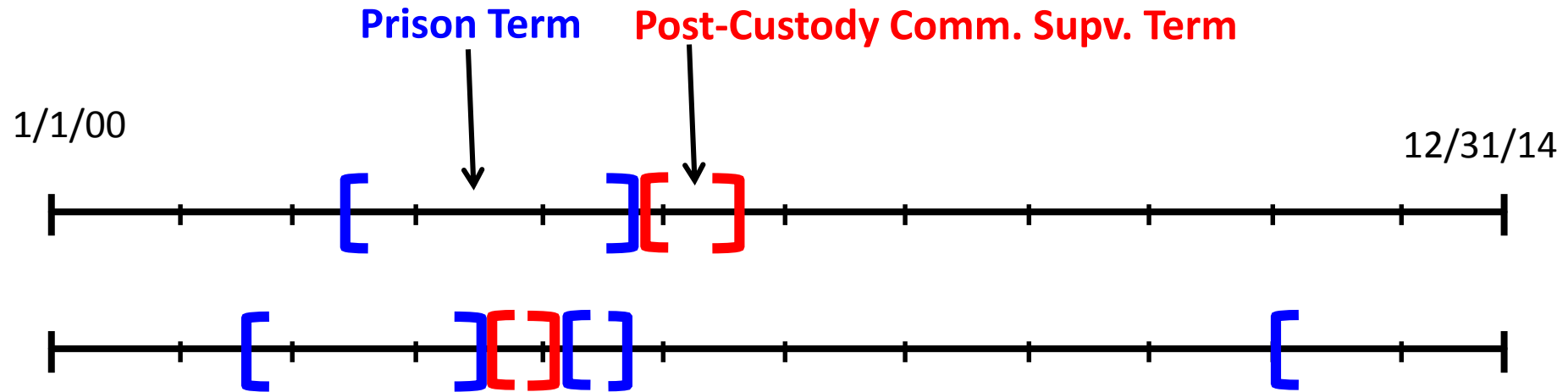
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014*
Prison admissions (A)	38	38	40	38	39	39	39	40	41	42	45	47	48	48	44
Prison releases (B)	38	38	40	38	39	39	39	39	40	42	45	47	49	48	43
Parole releases (C)	29	26	27	27	26	25	25	23	23	24	26	10	4	0	0
Prison yearend census (D)	19	26	29	28	27	27	27	31	32	38	43	45	46	46	43
PCCS entries (E)	5	5	5	5	6	7	10	10	10	11	12	18	25	29	25
PCCS releases (F)	4	5	5	5	6	7	10	9	9	11	12	17	29	32	29
TOTAL PARTICIPATING	42	42	43	41	40	41	41	43	44	46	48	50	50	50	46

*Collection year not complete

Annual Prison Files



Prison Term Record File



Identifiers on NCRP datasets

- **First name, middle name, last name**

- First requested in 2010 (2009 data), but 25 states have submitted back data
- In 2013, 48 states providing names

- **Date of birth**

- **State inmate ID number**

- Fingerprint-based ID, unique to state
- In 2013, 37 states providing SID

- **FBI ID number**

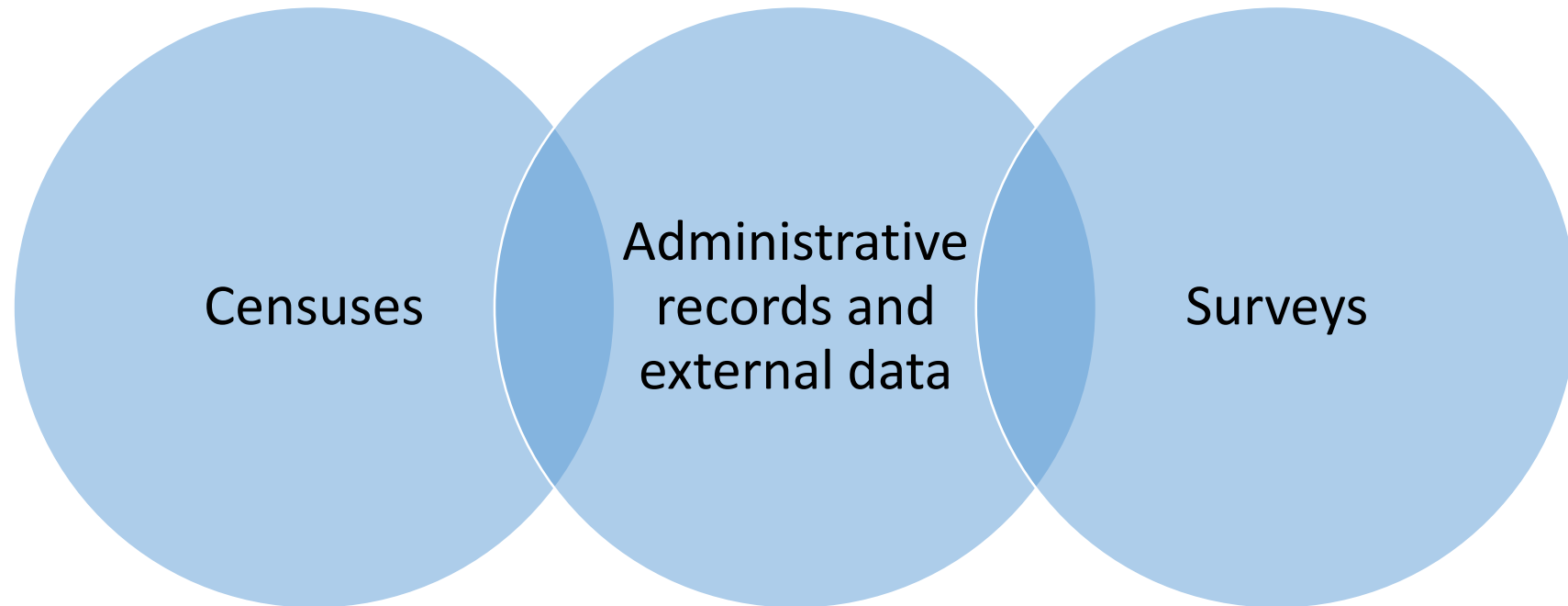
- Fingerprint-based ID, unique to country
- Started requesting this in 2012 data request
- In 2013 data, 32 states providing FBI ID

Identifiers on NCRP datasets

- **Social security number**

- Received OMB clearance on 10/31 to collect this variable on 2015 data
- DOCs have been contacted to alert them of this new variable
- A preliminary survey conducted under BJS' generic OMB clearance found that 31 states would definitely or likely be able to provide SSN
 - 11 were very unlikely or definitely not able to provide the data based on DOC policy or state laws
- 4 states (Michigan, New Jersey, New Mexico, Pennsylvania parole) have submitted SSNs on NCRP records for several years without BJS requesting it
 - These records will be used in pilot testing data linkage with NCRP

U.S. Census Bureau's Center for Administrative Records Research and Application (CARRA) linkages



Record linkage performed by CARRA

- Person Identification Validation System (PVS) is used to assign a unique anonymized person identifier called a Protected Identification Key (PIK)
- PVS uses probability record linkage techniques and personally identifiable information (PII) such as Social Security Number (SSN), name and date of birth to assign PIKs
- Record linkage happens behind U.S. Census Bureau's firewall
- PII is removed from the data to preserve confidentiality
- Only approved staff from BJS and CARRA have access to the PIKed NCRP file
- PIKed NCRP inmates can be linked to their PIK in other datasets

Pilot testing NCRP PIK assignment

- SSN generally considered to provide a better match than other personal information such as name and date of birth
 - BJS understands the data quality problems of inmates' SSNs
 - 4 states submitting single SSNs per inmate, but the number with multiple SSNs isn't trivial (~20% of prison population)
- Pilot study matched the records without SSN, with full SSN, and last 4 digits of SSN

SSNs increase PIK rate

- Four test states with SSNs
- Overall PIK rate with full SSN was 96.4%
- If SSNs are not used, this falls to 82.1%
- If only the last four digits are used from SSN, the PIK rate is 87.6%
- Some state variation in PIK rates even with SSNs
 - Low of 89.1%
 - High of 96.7%

Assigning PIKs to NCRP records

- Overall PIK rate for NCRP records from 1983 to 2014 was 79.5%, which includes states with no PII
- For more recent records with admissions dates from 2010-2014, the overall PIK rate was 82.4%
- Significant state variation in PIK rates:
 - From zero PIKs assigned to 93.8% PIK rate

Household administrative records data sources

Federal Administrative Records

- Centers for Medicare and Medicaid Services
- Health and Human Services
- Housing and Urban Development
- Internal Revenue Service
- Social Security Administration
- U.S. Postal Service

State Administrative Records

- Supplemental Nutrition Assistance Program
- Temporary Assistance for Needy Families
- Women, Infants, and Children
- Low Income Home Energy Assistance Program

Third Party Data

- Agile
- Corelogic
- Experian
- InfoGroup
- MCH
- MDR
- Melissa Data
- RealtyTrac
- Targus/Neustar
- VSGI

Questions that could be addressed by linking NCRP to the CARRA data

- What is the rate of unemployment among former prisoners, and how long does it take before former prisoners obtain legal employment?
- What is the relationship between employment and recidivism?
- What is the death rate of former prisoners over time?
- How mobile is the former prisoner population (interstate mobility) and does this affect recidivism rates in each state?
- What is the household structure of former prisoners before and after they are released?
 - What does prison admission or release do to household income and use of federal benefits?

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