

**The JFA Institute**  
Washington, D.C./Austin, Texas

*Conducting Justice and Corrections Research for Effective Policy Making*

## **Kansas Revocation Study**

**Final Report: Analysis of Parole Data from 2003-2005**

**Correction Options Technical Assistance (COTA),  
Bureau of Justice Assistance Program**

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## Summary

This is the final report for the Kansas Department of Corrections (KDOC) related to an examination of parole violation practices that have been conducted as part of the Technical Assistance Corrections Options (COTA) program. A prior preliminary report was reviewed with Kansas officials in May 2006. The project was also coordinated with technical assistance provided by the Council on State Governments as part of the Kansas Re-Entry and Justice Reinvestment projects.

Computerized data from the KDOC was collected for the years 2003-2005 to examine revocation patterns. The data was provided from the TOADS system, which is a case record management system that includes parole revocation data. This is the first time that the TOADS data has been used for this type of analysis. The highlights of the analysis show:

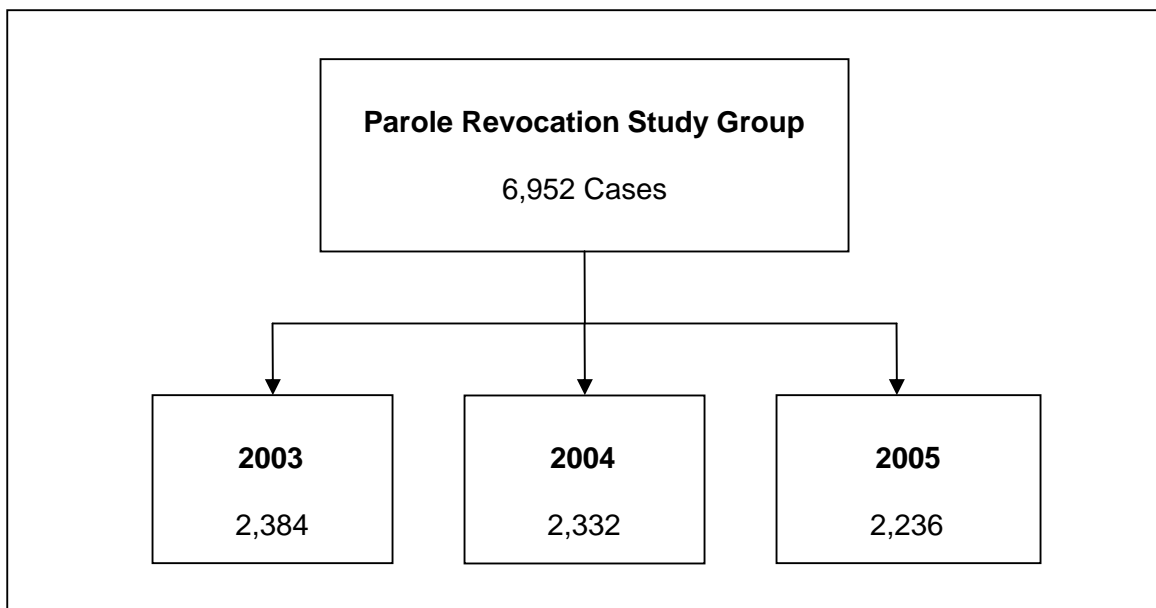
- The percentage of technical revocations is extremely high, with technical revocations accounting for 93% of all revocations during the study period (6,500 out of 6,952 revocations)
- Many technical revocations are for less severe administrative violations like “reporting & travel” (24% of all technical revocations in 2005), and “narcotics/alcohol” (31% in 2005) that could potentially be addressed with more effective supervision or intermediate sanctions strategies
- It appears that only 13% of the technical revocations had a “law violation” in lieu of a new charge
- A high percentage of low risk offenders were revoked for less severe administrative violations (58% for “reporting and travel” and “narcotics/alcohol”)
- The time to revocation from parole placement is very short, with 49% of all offenders in the study group revoked within 180 days
- The time to revocation under the “new law” (adopted in 1993 and establishing a waiver from a parole board review of violation cases) was much shorter than under the present law (in which most cases are revoked without a parole board review)
- 54% of the offenders sentenced under the new law were revoked within 180 days compared to 21% of the offenders sentenced under the old law

The examination also showed that the data and/or processes need improvement as, for example, 11% of all offenders had an unknown supervision level and 17% (in 2005) had no reason for revocation. Moreover, it is hard to draw any conclusion from the intervention data (the data that tracks the program type or ‘intervention’ before revocation).

## I. Overview

**The Parole Revocation Study Group Includes 6,952 Revocations from 2003 through 2005**

**Figure 1: Parole Revocations by Year**



- The data was obtained from the Kansas Department of Corrections and represents all 105 counties in Kansas.
- The 6,952 cases are comprised of 4,764 offenders.
- Revocations decreased 7% between 2003 and 2005.

**Sedgwick County Accounted for 32% of All Revocations in the Study Period, the Highest Percentage of Any County**

**Table 1: Revocations by County**

	<b>Sedgwick</b>	<b>Wyandotte</b>	<b>Johnson</b>	<b>Shawnee</b>	<b>Other</b>
<b>2003</b>	734	374	145	335	796
<b>2004</b>	745	403	124	298	762
<b>2005</b>	744	315	131	305	741
<b>Total</b>	2,223	1,092	400	938	2,299
<b>% change</b>	1%	-16%	-10%	-9%	-7%

- The four highlighted counties represent the following cities:
  - Sedgwick County = Wichita
  - Wyandotte County = Kansas City
  - Johnson County = Overland Park
  - Shawnee County = Topeka
  
- The number of revocations decreased between 2003 and 2005 for every county group except Sedgwick County which had a 1% increase.

## Technical Revocations Accounted for 93% of All Revocations in the Study Period

**Table 2: Technical Revocations by Year**

	<b># Total Revocations</b>	<b># Technical Revocations</b>	<b>% Technical Revocations</b>
<b>2003</b>	2,384	2,256	95%
<b>2004</b>	2,332	2,175	93%
<b>2005</b>	2,236	2,069	93%
<b>Total</b>	6,952	6,500	93%
<b>% change</b>	-6%	-8%	

- Technical revocations constitute offenders re-entering prison due to a violation of parole conditions rather than a conviction for a new offense.
- While technical revocations decreased by 2% between 2003 and 2005, they still accounted for an exceptionally high percentage of the total revocations.

**Johnson County Had the Lowest Percentage of Technical Revocations of All County Groups During the Study Period**

**Table 3: Technical Revocations by County**

	<b>Sedgwick</b>	<b>Wyandotte</b>	<b>Johnson</b>	<b>Shawnee</b>	<b>Other</b>
<b>2003</b>					
<b>#</b>	699	356	132	328	741
<b>% of Revs.</b>	95%	95%	91%	98%	93%
<b>2004</b>					
<b>#</b>	695	382	105	288	705
<b>% of Revs.</b>	93%	95%	85%	97%	93%
<b>2005</b>					
<b>#</b>	694	297	108	294	676
<b>% of Revs.</b>	93%	94%	82%	96%	91%
<b>Total</b>					
<b>#</b>	2,088	1,035	345	910	2,122
<b>% of Revs.</b>	94%	95%	86%	97%	92%

- Johnson County was the only county group which had a significant decrease (from 91% to 82%) in the percentage of technical revocations between 2003 and 2005. However, a technical revocation rate of 82% is still extremely high.
- Shawnee County had the highest percentage of technical revocations in each year as well as the highest percentage for the 3-year total.



## II. LSI-R Assessment and Supervision/Risk Level

The LSI-R Assessment, Adopted in 2003 and Fully Implemented in 2004, Determines the Supervision Level and is Administered within 30 Days of Release from Prison

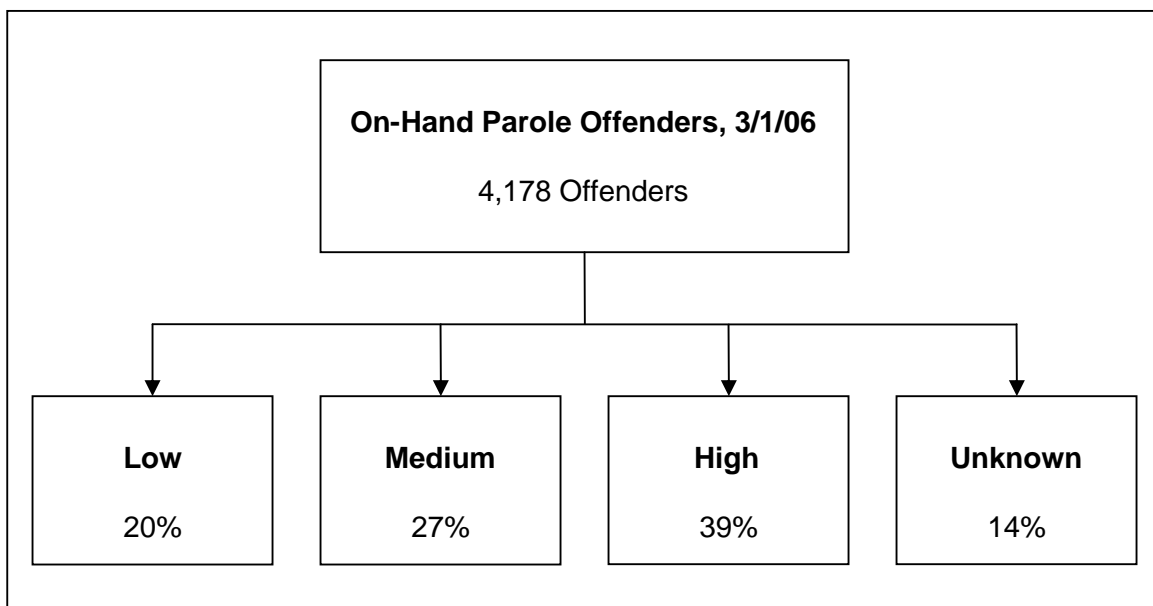
Table 4: LSI-R Scores

	Low	Medium	High	Unknown	Total
<b>2003</b>					
#	24	77	259	2,024	2,384
%	1%	3%	11%	85%	100%
<b>2004</b>					
#	126	366	1,090	750	2,332
%	5%	16%	47%	32%	100%
<b>2005</b>					
#	120	458	1,161	497	2,236
%	5%	21%	52%	22%	100%

- The LSI-R assessment contains 54 questions encompassing 10 domains including criminal history, education/employment issues, alcohol/drug problems, and others.
- Tallies from each domain are compiled and a LSI score is determined. These scores are divided into three supervision groups with the low LSI-R group containing offenders with scores of 0-15, the medium LSI-R group containing scores of 16-22, and the high LSI-R group containing scores of 23 and above.
- While the percentage of unknown LSI-R scores is above 20% in both 2004 and 2005 (the years the assessment was fully implemented), the largest percentage of offenders in both years was in the high LSI-R group.
  - No single county accounted for the large percentage of unknowns. All county groups had between 26-29% of unknowns for the years 2004 and 2005.

The LSI-R Scores for the On-Hand Population (on March 1, 2006) Show a Population With a Lower Percentage of Unknowns and a Higher Percentage of Offenders in the Low LSI-R Category

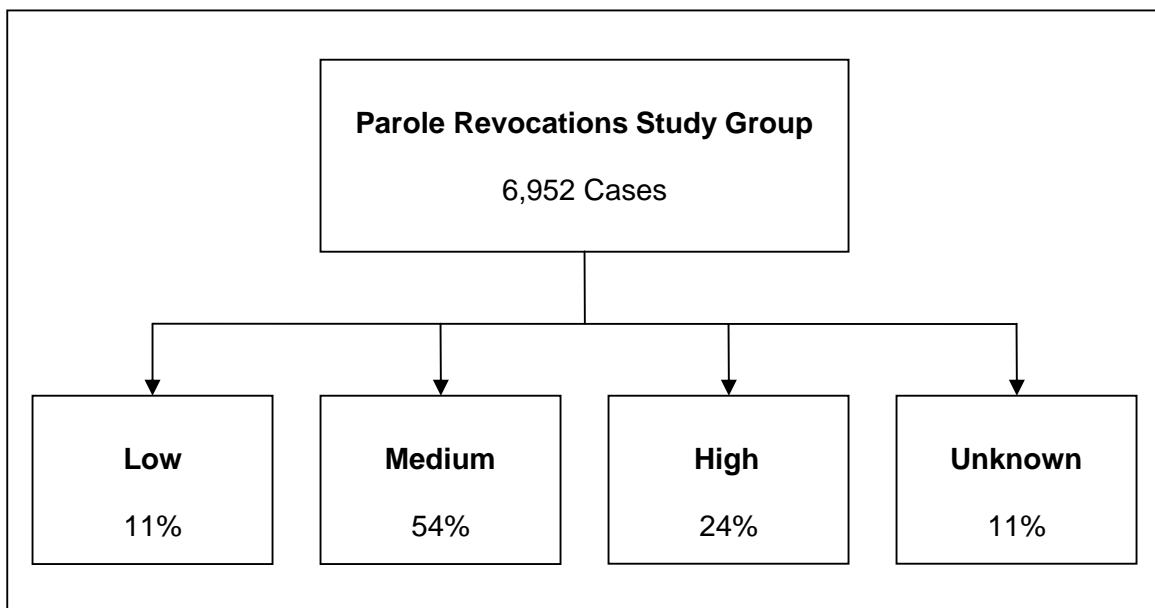
Figure 2: LSI-R Scores for On-Hand Population, 3/1/06



- When compared with the LSI-R Scores for 2005, the on-hand parole population saw increases in the low and medium LSI-R groups and decreases in the high and unknown LSI-R groups.
  - 2005 to on-hand **LOW**: 5% to 20%
  - 2005 to on-hand **MEDIUM**: 21% to 27%
  - 2005 to on-hand **HIGH**: 52% to 39%
  - 2005 to on-hand **UNKNOWN**: 22% to 14%

The Supervision Level, Determined by LSI-R Assessment, Is Also Known as the Risk Level. Most Offenders Revoked in the Study Period Had a Supervision/Risk Level of Medium

Figure 3: Supervision/Risk Level of Revocation Study Group



- The on-hand parole population as of March 1, 2006 had an Supervision/Risk Level breakdown as follows:
  - **LOW:** 30%
  - **MEDIUM:** 53%
  - **HIGH:** 8%
  - **UNKNOWN:** 9%

**Many Offenders in the Study Group Were Being Supervised at a Level Different than the Level Recommended by the LSI-R Assessment**

**Table 5: LSI-R Level vs. Supervision/Risk Level**

		Supervision/Risk Level				
		Low	Medium	High	Unknown	Total
LSI-R Level	Low	215	44	11	0	270
	Medium	277	602	22	0	901
	High	4	1,816	690	0	2,510
	Unknown	293	1,261	948	769	3,271
	Total	789	3,723	1,671	769	6,952

- There are many reasons why an offender may have been supervised at a level different than their LSI-R score would dictate. Some of those are:
  - Offenders can receive an override to their LSI-R scored level, leading to supervision at a different level. However, there were only 120 overrides recorded in the data.
  - Offenders meeting certain criteria, such as sex offenders, are automatically supervised at certain levels no matter what their LSI-R scored level is.
  - Offenders with an unknown LSI-R score may have started their supervision before the LSI-R assessment was being administered. Previously, the Wisconsin Risk Instrument was used to determine an offender's supervision/risk level.
    - 1,682 (24%) of the offenders were placed on supervision before 2003 and 2,271 (33%) of the offenders were placed on supervision in 2003 when the LSI-R assessment was still being worked out.

**Regardless of the Year, Most Offenders Revoked in the Study Period Had a Supervision/Risk Level of Medium**

**Table 6: Revocations by Supervision/Risk Level by Year**

	Low	Medium	High	Unknown	Total
<b>2003</b>					
#	245	1,160	767	212	2,384
%	10%	49%	32%	9%	100%
<b>2004</b>					
#	249	1,297	523	263	2,332
%	11%	56%	22%	11%	100%
<b>2005</b>					
#	295	1,266	381	294	2,236
%	13%	57%	17%	13%	100%

- The percentage of revocations with a Low, Medium, or Unknown supervision/risk level increased every year while the percentage of revocations with a High supervision/risk level decreased every year.

**All County Groups, Except for Johnson County, Experienced a Decrease in Revocations with a Supervision/Risk Level of High Between 2003 and 2005**

**Table 7: Revocations by Supervision/Risk Level by Year by County**

	% Low	% Medium	% High	% Unknown	Total
<b>2003</b>					
<b>Sedgwick</b>	10%	46%	37%	7%	100%
<b>Wyandotte</b>	11%	49%	31%	9%	100%
<b>Johnson</b>	11%	62%	18%	9%	100%
<b>Shawnee</b>	9%	50%	33%	8%	100%
<b>Other</b>	10%	48%	31%	11%	100%
<b>2004</b>					
<b>Sedgwick</b>	11%	51%	30%	8%	100%
<b>Wyandotte</b>	14%	61%	15%	10%	100%
<b>Johnson</b>	19%	61%	10%	10%	100%
<b>Shawnee</b>	10%	55%	24%	11%	100%
<b>Other</b>	7%	57%	20%	16%	100%
<b>2005</b>					
<b>Sedgwick</b>	14%	53%	22%	11%	100%
<b>Wyandotte</b>	13%	61%	13%	13%	100%
<b>Johnson</b>	22%	51%	8%	19%	100%
<b>Shawnee</b>	8%	59%	20%	13%	100%
<b>Other</b>	13%	58%	14%	15%	100%

- Johnson and Sedgwick experienced increases in the percentage of Low offenders being revoked while all county groups, except Johnson County, experienced increases in the percentage of Medium offenders being revoked.

### III. Reason for Revocation

**The Most Frequent Reason for Revocation for Technical Violators in Each Year of the Study was Narcotics/Alcohol**

**Table 8: Revocation Reason for Technical Violators**

	Laws	Personal Conduct	Narcotics/ Alcohol	Report/ Travel	Conditions	All Other	None	Total
<b>2003</b>	11%	4%	31%	27%	9%	3%	15%	100%
<b>2004</b>	13%	5%	29%	28%	8%	2%	15%	100%
<b>2005</b>	13%	6%	31%	24%	7%	2%	17%	100%

- Reporting and Travel represented the second most frequent reason for revocation for technical violators, though the percentage decreased between 2003 and 2005.
- The only other notable revocation reason was Laws which represented 11% of all revocation reasons in 2003 and 13% of all revocation reasons in 2004 and 2005.
- The Conditions category contains all instances of offenders violating specific conditions applied to their parole sentence such as agreeing to not enter establishments that serve or sell alcohol or agreeing to take medications, etc.
- When multiple reasons for revocation existed, the most serious revocation reason was chosen. Severity of reasons is as follows (from most serious to least serious): weapons, laws, personal conduct, victim, narcotics/alcohol, reporting and travel, association, employment, treatment-programs-placement, search, costs, education, and conditions.

**A Look at the Top 3 Revocation Reasons for Technical Violators in Each County Group**

**Table 9: Top 3 Revocation Reasons for Tech. Violators by County by Year**

	Sedgwick	Wyandotte	Johnson	Shawnee	Other
<b>2003</b>					
<b>Laws</b>	8%	8%	17%	9%	14%
<b>Narcotics/ Alcohol</b>	41%	26%	22%	21%	18%
<b>Report/ Travel</b>	21%	39%	32%	37%	16%
<b>2004</b>					
<b>Laws</b>	11%	8%	16%	9%	29%
<b>Narcotics/ Alcohol</b>	35%	27%	27%	24%	28%
<b>Report/ Travel</b>	25%	39%	27%	40%	30%
<b>2005</b>					
<b>Laws</b>	11%	9%	18%	10%	22%
<b>Narcotics/ Alcohol</b>	40%	24%	14%	25%	20%
<b>Report/ Travel</b>	19%	38%	34%	26%	19%

- In each year, Narcotics/Alcohol represented a much higher percentage of revocation reasons in Sedgwick County than it did in the other county groups.
- The top three revocations reasons in Wyandotte County represented an average of 73% of all their revocation reasons during the study period, the highest among all county groups. In the 'Other' county category, the top three revocation reasons represented an average of 65% of all their revocation reasons during the study period, the lowest among all county groups.



**Narcotics/Alcohol and Reporting & Travel Accounted for 58% of All Technical Revocation Reasons for Offenders with a Low Supervision/Risk Level**

**Table 10: Revocation Reasons for Technical Violators by Supervision/Risk Level**

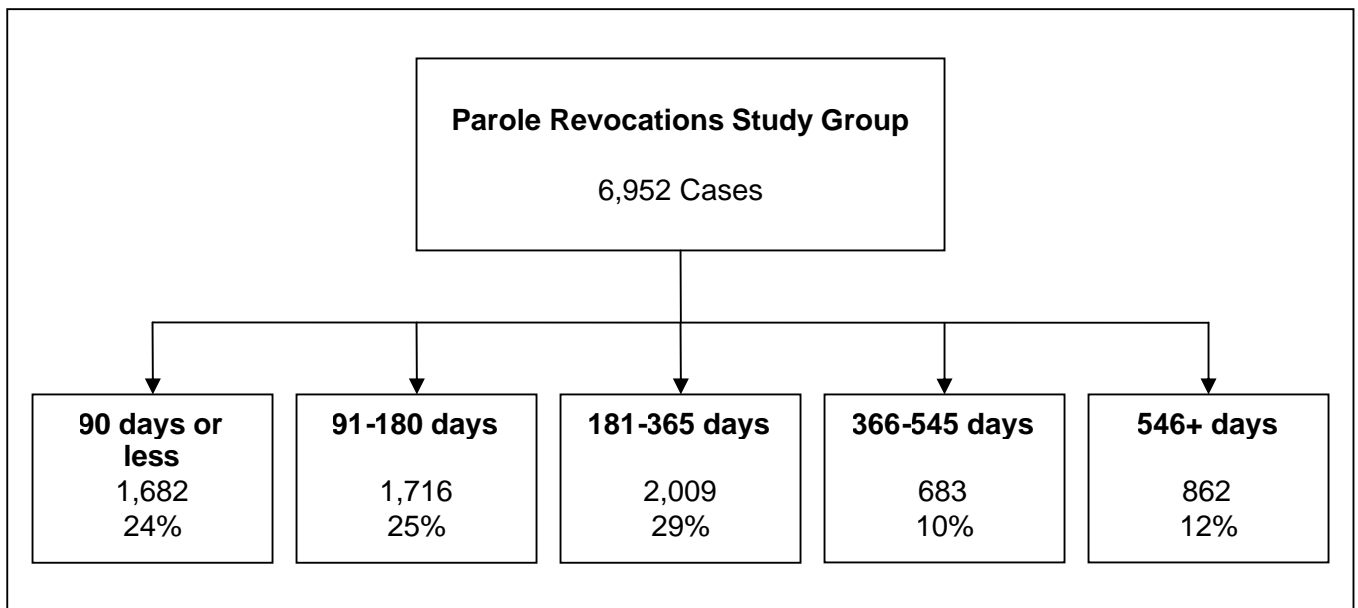
Revocation Reasons	Supervision/Risk Level			
	Low	Medium	High	Unknown
None	13.0%	10.6%	9.5%	37.9%
Weapons	1.8%	2.0%	1.8%	.6%
Laws	11.4%	10.1%	7.9%	4.8%
Personal Conduct	7.0%	5.6%	4.4%	2.9%
Victim	.5%	.3%	.4%	.4%
Narcotics/Alcohol	34.0%	35.9%	31.2%	14.8%
Reporting & Travel	24.0%	25.9%	31.2%	33.1%
Association	.0%	.1%	.1%	.0%
Employment	.4%	.1%	.3%	.0%
Treatment-Programs-Placement	1.2%	1.1%	1.2%	1.5%
Costs	.0%	.0%	.2%	.0%
Conditions	6.6%	8.1%	11.9%	4.0%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

- The top three revocation reasons remained the same, regardless of the supervision/risk level.

#### IV. Time to Revocation

**49% of all Offenders in the Study Group were Revoked Within 180 Days**

Figure 4: Time to Revocation



- Time period was calculated from the supervision begin date (placement date to parole) to the revocation date. If no revocation date was available the admission date to the incarceration facility was used.

**In 2005, 31% of Offenders Revoked for a Technical Violation with a High Supervision/Risk Level Were Revoked Within 90 Days**

**Table 11: Time to Revocation for Tech. Violators in 2005 by Supervision/Risk Level**

Level	Time To Revocation for Technical Violators in 2005					Total
	90 days or less	91-180 days	181-365 days	366-545 days	546+ days	
<b>Low</b>	11%	23%	30%	14%	22%	100%
<b>Medium</b>	18%	27%	35%	9%	11%	100%
<b>High</b>	31%	28%	25%	7%	9%	100%
<b>Unknown</b>	39%	18%	22%	7%	14%	100%

- Offenders with a High supervision/risk level were revoked more quickly than offenders with a Medium or Low supervision/risk level.

**In 2005, Wyandotte County Revoked 56% of Technical Violators within 180 Days, the Largest Percentage of Any County Group**

**Table 12: Time to Revocation for Technical Violators in 2005 by County**

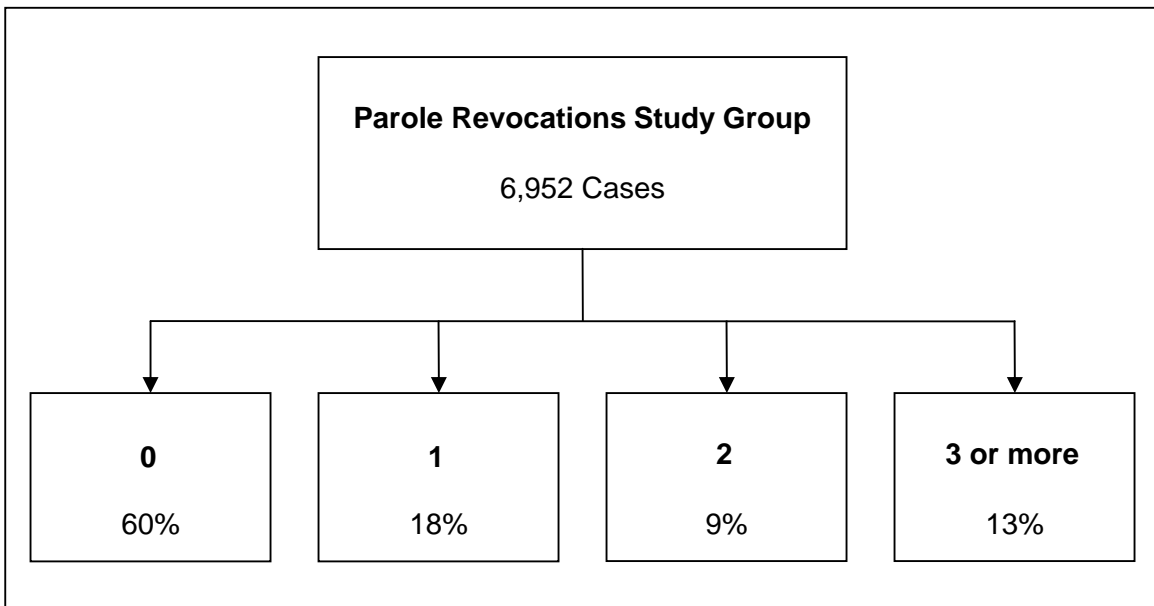
	90 days or less	91-180 days	181-365 days	366-545 days	546+ days	Total
<b>Sedgwick</b>	23%	24%	28%	11%	14%	100%
<b>Wyandotte</b>	27%	29%	28%	4%	12%	100%
<b>Johnson</b>	20%	24%	33%	10%	13%	100%
<b>Shawnee</b>	24%	28%	32%	8%	8%	100%
<b>Other</b>	18%	25%	35%	10%	12%	100%

- The 'Other' county category had the lowest percentage of technical violators revoked within 180 days (43%) in 2005.

## V. Interventions

**Most Offenders Did Not Receive Any Interventions Before They Were Revoked**

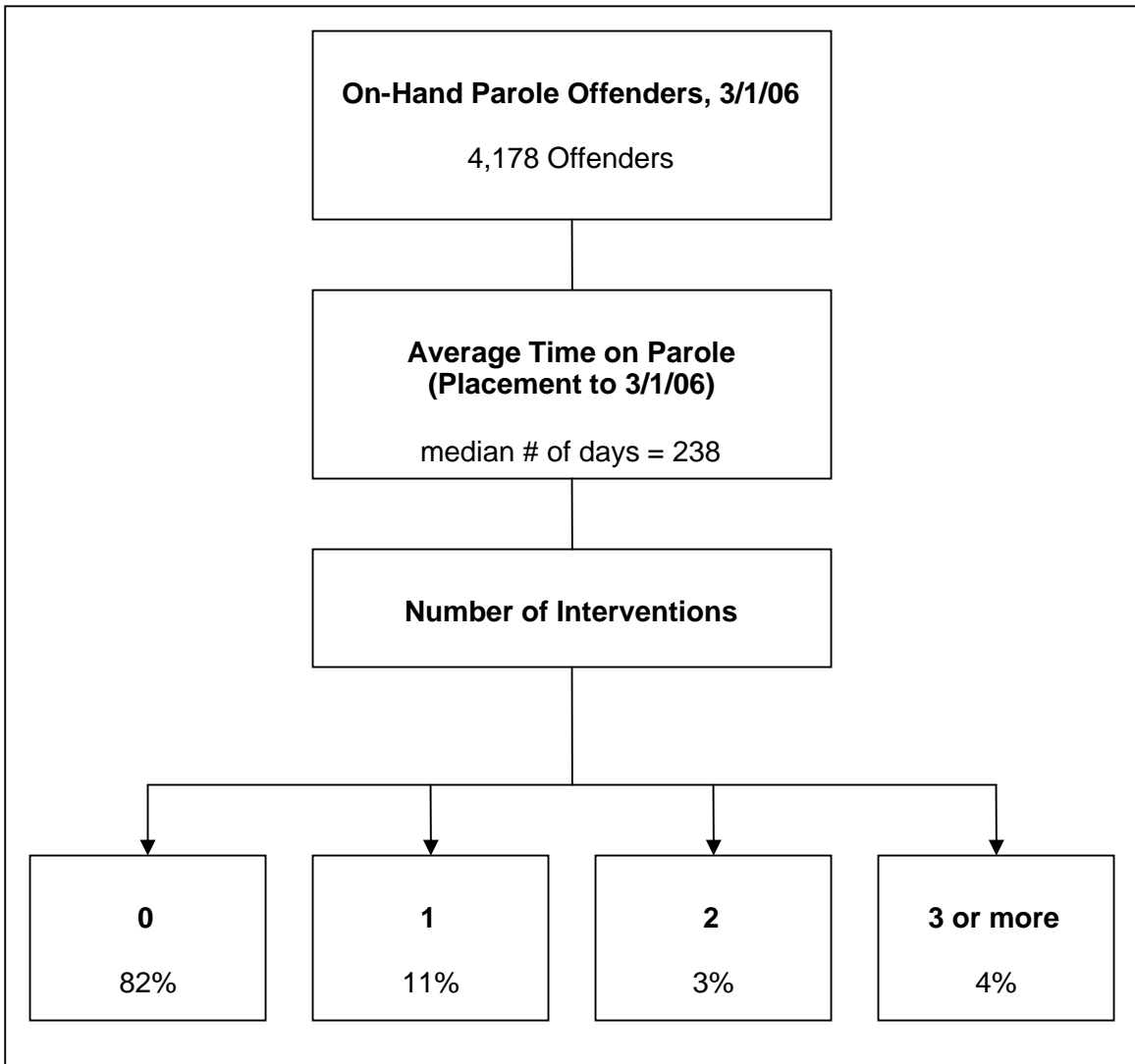
**Table 13: Number of Interventions Before Revocation**



- The types of interventions offered included substance abuse, structured living, increased supervision, restrictions, day reporting centers, mental health, sex offender, and education.
- Problems with data reporting and data recording of intervention events may be a contributing factor in the low percentage of offenders receiving interventions before revocation.

**Most Offenders Currently on Parole Have Not Received Any Interventions**

**Figure 5: Number of Interventions for On-Hand Population, 3/1/06**



**Substance Abuse was the Most Common Intervention Type, Received by 12% of All Offenders Revoked**

**Table 14: Percentage of Revocations Receiving Interventions**

Type of Intervention	Percentage of Parole Revocations Study Group Receiving Intervention
Substance Abuse	12%
Structured Living	9%
Increased Supervision	5%
Restrictions	5%
Day Reporting Centers	10%
Mental Health	2%
Sex Offender	1%
Education	<1%
Additional Interventions	25%

- ‘Additional Interventions’ category is a catch-all category.

**In 2005, Technical Violators with an LSI-R Score of High Had the Highest Percentage of Interventions Among the LSI-R Levels**

**Table 15: Number of Interventions for Technical Violators in 2005 by LSI-R Score**

	<b>0</b>	<b>1</b>	<b>2</b>	<b>3+</b>	<b>Total</b>
<b>Low</b> n = 108	57%	12%	15%	16%	100%
<b>Medium</b> n = 427	53%	19%	12%	16%	100%
<b>High</b> n = 1,083	45%	24%	11%	20%	100%
<b>Unknown</b> n = 451	74%	16%	6%	4%	100%

- Offenders in the Unknown LSI-R score category had the highest percentage of offenders not receiving interventions (74%). The next highest was the Low group with 57%.



## Substance Abuse was the Most Common Intervention Type for Most Technical Violators in 2005

Table 16: Top Interventions for Technical Violators in 2005 by LSI-R Score

LSI-R Score	Top Three Interventions			No Interventions
	1	2	3	
<b>Low</b> n = 108	Substance Abuse 15%	Day Reporting Center 14%	Structured Living 12%	57%
<b>Medium</b> n = 427	Substance Abuse 17%	Day Reporting Center 10%	Structured Living 9%	53%
<b>High</b> n = 1,083	Substance Abuse 18%	Structured Living 15%	Day Reporting Center 14%	45%
<b>Unknown</b> n = 451	Structured Living 9%	Substance Abuse 6%	Day Reporting Center 5%	74%

- In actuality, the top intervention for each LSI-R score was 'additional interventions', which is the catch-all category. The percentage receiving additional interventions was 29%, 32%, 31%, and 14% for low, medium, high, and unknown respectively.

## Structured Living Had the Highest Percentage of Successful Interventions Among Technical Violators in 2005

**Table 17: Percentage of Successful Interventions for Technical Violators in 2005**

Type of Intervention	Percentage of Interventions Successful
<b>Substance Abuse</b> n = 492	22%
<b>Structured Living</b> n = 291	42%
<b>Increased Supervision</b> n = 109	23%
<b>Restrictions</b> n = 150	23%
<b>Day Reporting Centers</b> n = 263	12%
<b>Mental Health</b> n = 34	6%
<b>Sex Offender</b> n = 32	0%
<b>Education</b> n = 0	N/A
<b>Additional Interventions</b> n = 860	74%

- Successful interventions included those with an outcome value of successful completion, changed modality-less intensive, reached maximum benefits, or engaged at time of discharge.

**Very Few Mental Health Interventions Were Administered to Offenders Identified as Having Mental Health Needs**

**Table 18: Mental Health Code Descriptions**

Code	Mental Health Description
1	None, exclusive of a primary substance abuse/dependence diagnosis
2	Primary diagnosis of a paraphilia or Personality Disorder which is not the focus of treatment
3	Diagnosed with a transient mental disorder that is the primary treatment focus and less than 6 months in duration
4	Serious mental disorder on Axis I/II
5	Primary Diagnosis of mental retardation
6	Severe and persistent mental illness

**Table 19: Interventions and Mental Health Needs for Technical Violators in 2005**

**Technical Revocations in 2005 = 2,069**

**Technical Revocations in 2005 with Mental Health Needs = 825 (40%)**

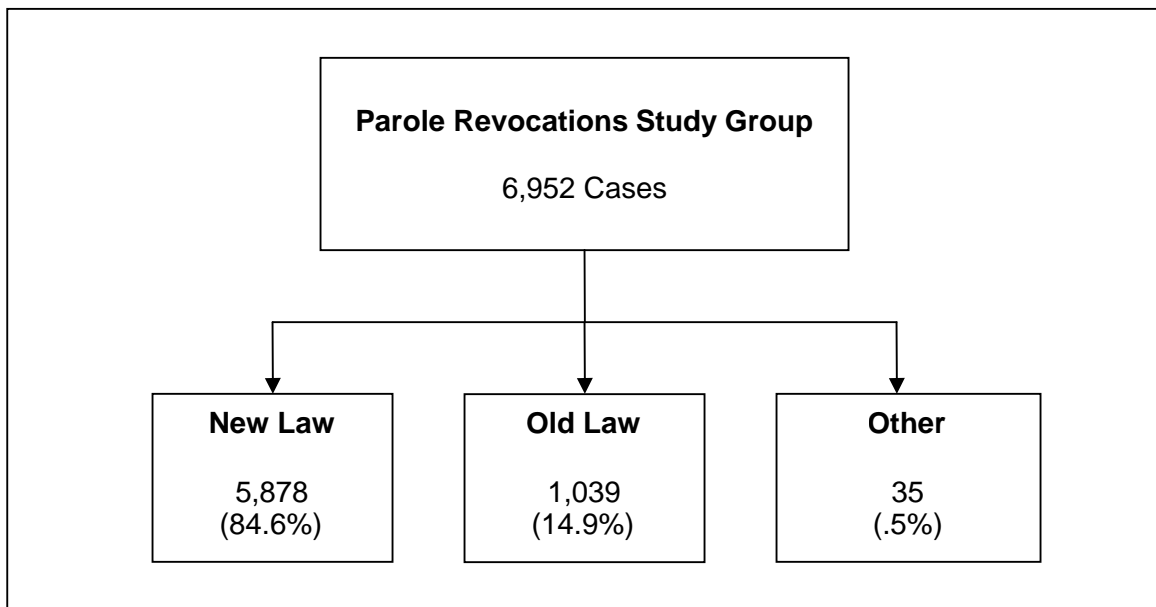
Mental Health Code	# Interventions	% Successful	# Mental Health Interventions
2 n = 296	359	47%	8
3 n = 305	364	43%	8
4 n = 188	197	45%	4
5 n = 10	6	33%	0
6 n = 26	20	20%	1

- 13 mental health interventions were given to offenders with no mental health needs (a MH code = 1).

## VI. Old Law/New Law

**On July 1, 1993 Indeterminate Sentencing Ended and a Sentencing Grid Was Adopted for Determining Supervision Terms**

**Figure 6: Revocations under Old Law vs. Revocations under New Law**



- Almost 85% of the revocations in the study group were sentenced under the new law which utilizes the sentencing grid.
- The 'other' group contains a few offenders who were sentenced under both types of laws.

**Most Offenders in the Study Group Had a Supervision/Risk Level of Medium, Regardless of the Law They Were Sentenced Under**

**Table 20: Supervision/Risk Level by Old Law/New Law**

		Supervision/Risk Level				
		Low	Medium	High	Unknown	Total
<b>New Law</b>						
#		628	3,157	1,447	646	5,878
%		10%	54%	25%	11%	100%
<b>Old Law</b>						
#		153	552	211	123	1,039
%		15%	53%	20%	12%	100%

- Offenders sentenced under the old law had a higher percentage of Low Supervision/Risk level scores than those sentenced under the new law.
- Offenders sentenced under the new law had a higher percentage of High Supervision/Risk level scores than those sentenced under the old law.

**Offenders Sentenced Under the New Law Were Revoked Much Sooner than Offenders Sentenced Under the Old Law**

**Table 21: Time to Revocation by Old Law/New Law**

	90 days or less	91-180 days	181-365 days	366-545 days	546+ days	Total
<b>New Law</b>						
#	1,612	1,547	1,723	535	461	5,878
%	28%	26%	29%	9%	8%	100%
<b>Old Law</b>						
#	64	160	278	141	396	1,039
%	6%	15%	27%	14%	38%	100%

- 54% of the offenders sentenced under the new law were revoked within 180 days compared to 21% of the offenders sentenced under the old law.

**Table 22: Time to Revocation by Supervision/Risk Level for Old Law/New Law**

	90 days or less	91-180 days	181-365 days	366-545 days	546+ days	Total
<b>New Law</b>						
Low	13%	20%	32%	17%	18%	100%
Medium	23%	28%	33%	9%	7%	100%
High	36%	28%	25%	6%	5%	100%
Unknown	45%	20%	19%	8%	8%	100%
<b>Old Law</b>						
Low	3%	11%	25%	12%	49%	100%
Medium	6%	16%	29%	16%	33%	100%
High	12%	22%	32%	12%	22%	100%
Unknown	2%	6%	11%	8%	73%	100%