

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

*Conducting Justice and Corrections Research for Effective Policy Making*

## **Kansas Revocation Study**

**Final Report: Analysis of Community Corrections 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 probation 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. This report mirrors another JFA report exploring parole revocations.

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 probation 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:

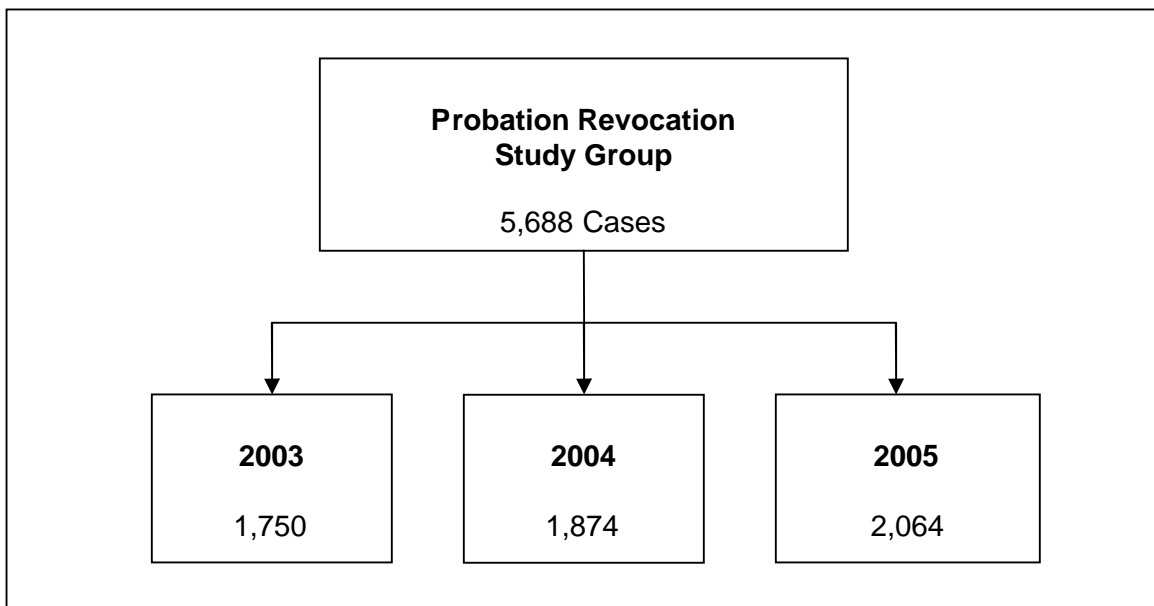
- The number of revocations increased 18% between 2003 and 2005 with each of the four highlighted counties in the study experiencing an increase in the number of revocations
- Technical revocations accounted for 92% of all revocations in the study and increased as a percentage of all revocations from 89% in 2003 to 94% in 2005
- The percentage of low risk offenders being revoked increased from 9% of all revocations in 2003 to 14% of all revocations in 2005
- 44% of all offenders were revoked within 12 months of being placed on probation
- In 2005, 35% of all technical revocations for low risk offenders occurred within 12 months of being placed on probation
- 48% of all offenders revoked received no interventions before revocation

The examination also showed that the data and/or processes need improvement as, for example, 12% of all offenders had an unknown county of supervision, 35% had an unknown supervision level, and 12% had an unknown length of supervision time until revocation. Moreover, it is hard to formulate conclusions from the data as there is no information on reason for revocation and the intervention data, as shown by 48% of offenders having no interventions before revocation, is possibly incomplete.

## I. Overview

**The Probation Revocation Study Group Includes 5,688 Revocations from 2003 through 2005**

**Figure 1: Probation Revocations by Year**



- The data was obtained from the Kansas Department of Corrections and represents all 105 counties in Kansas.
- The 5,688 cases are comprised of 5,580 offenders.
- Revocations increased 18% between 2003 and 2005.

**Sedgwick County Accounted for 23% of All Revocations in the Study Period, the Highest Percentage of Any Single County**

**Table 1: Revocations by County**

	<b>Sedgwick</b>	<b>Wyandotte</b>	<b>Johnson</b>	<b>Shawnee</b>	<b>Other</b>	<b>Unknown</b>
<b>2003</b>	383	198	193	62	643	271
<b>2004</b>	457	203	237	71	688	218
<b>2005</b>	471	228	273	79	832	181
<b>Total</b>	1,311	629	703	212	2,163	670
<b>% change 2003 - 2005</b>	23%	15%	41%	28%	29%	-33%
<b>% of total revocations</b>	23%	11%	12%	4%	38%	12%

- The four highlighted counties represent the following cities:
  - Sedgwick County = Wichita
  - Wyandotte County = Kansas City
  - Johnson County = Overland Park
  - Shawnee County = Topeka
- “Other” contains all other Kansas counties with known revocation information.
- The number of revocations increased between 2003 and 2005 for every county group except the ‘Unknown’ county group which had a 33% decrease. The decrease in revocations for the ‘Unknown’ county group is an indication the data improved between 2003 and 2005.

## Technical Revocations Accounted for 92% of All Revocations in the Study Period

**Table 2: Technical Revocations by Year**

	<b># Total</b>	<b># Technical</b>	<b>% Technical</b>
<b>2003</b>	1,750	1,553	89%
<b>2004</b>	1,874	1,732	92%
<b>2005</b>	2,064	1,939	94%
<b>Total</b>	5,688	5,224	92%
<b>% change 2003 - 2005</b>	18%	25%	

- Technical revocations constitute offenders entering an incarceration facility due to a violation of probation conditions rather than a conviction for a new offense.
- Not only did the number of technical revocations increase between 2003 and 2005 (from 1,553 to 1,939), but the percentage of technical revocations increased as well (from 89% to 94%).

**Wyandotte County Had the Highest Percentage of Technical Revocations of All County Groups During the Study Period**

**Table 3: Technical Revocations by County**

	Sedgwick	Wyandotte	Johnson	Shawnee	Other	Unknown
<b>2003</b>						
<b>#</b>	346	184	174	55	560	234
<b>% of Revs.</b>	90%	93%	90%	89%	87%	86%
<b>2004</b>						
<b>#</b>	408	200	219	67	639	199
<b>% of Revs.</b>	89%	99%	92%	94%	93%	91%
<b>2005</b>						
<b>#</b>	438	223	257	77	778	166
<b>% of Revs.</b>	93%	98%	94%	97%	94%	88%
<b>Total</b>						
<b>#</b>	1,192	607	650	199	1,977	599
<b>% of Revs.</b>	91%	97%	92%	94%	91%	89%

- Shawnee County had the largest increase in the percentage of technical revocations from 89% in 2003 to 97% in 2005. However, the number of technical revocations in Shawnee County was the lowest of the four highlighted counties.
- Wyandotte 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 Determines the Supervision Level. However, the LSI-R Assessment was Not Required For the Entire Community Corrections Population Until July 1, 2005**

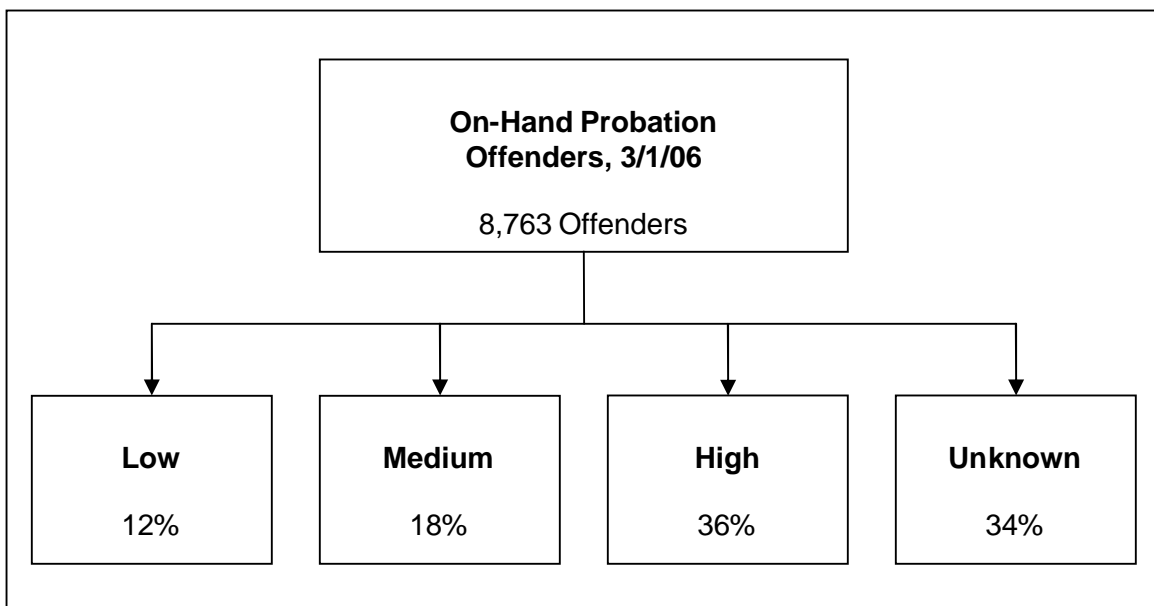
**Table 4: LSI-R Scores**

	Low	Medium	High	Unknown	Total
<b>2003</b>					
#	0	0	1	1,749	1,750
%	0%	0%	.1%	99.9%	100%
<b>2004</b>					
#	2	10	67	1,795	1,874
%	.1%	.5%	3.6%	95.8%	100%
<b>2005</b>					
#	34	101	765	1,164	2,064
%	1.6%	4.9%	37.1%	56.4%	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.
- Prior to November 2003, the LSI-R assessment was not used by community corrections. A modified 'Wisconsin Risk Assessment' was used to determine supervision level.
  - Starting in November 2003, the LSI-R assessment was given to SB123 offenders only.
  - Starting in July 2005, the LSI-R assessment was given to all community corrections offenders.
  - The LSI-R data does not include any information from Johnson County, which keeps their LSI-R assessment records in a separate database.

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 and Medium LSI-R Categories

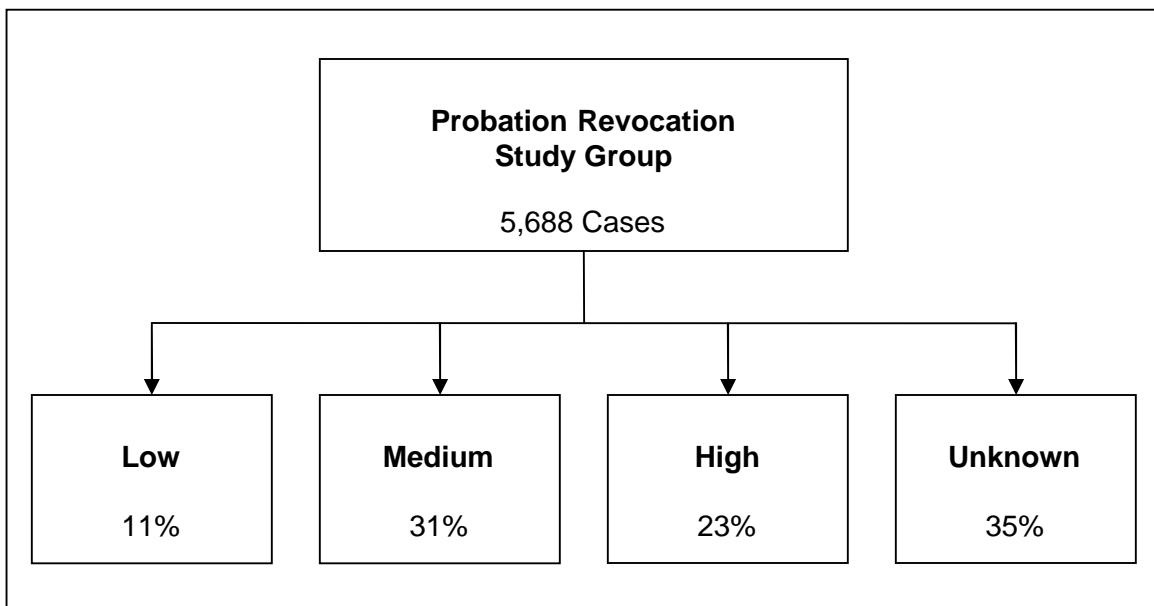
Figure 2: LSI-R Scores for On-Hand Population, 3/1/06



- When compared with the LSI-R Scores for 2005, the on-hand probation 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**: 2% to 12%
  - 2005 to on-hand **MEDIUM**: 5% to 18%
  - 2005 to on-hand **HIGH**: 37% to 36%
  - 2005 to on-hand **UNKNOWN**: 56% to 34%

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

Figure 3: Supervision/Risk Level of Revocation Study Group



- Of the revocations with a known supervision/risk level, most offenders had a Medium supervision/risk level.
- The on-hand probation population as of March 1, 2006 had an Supervision/Risk Level breakdown as follows:
  - **LOW:** 40%
  - **MEDIUM:** 26%
  - **HIGH:** 11%
  - **UNKNOWN:** 23%

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

**Table 5: Revocations by Supervision/Risk Level by Year**

	Low	Medium	High	Unknown	Total
<b>2003</b>					
#	152	560	397	641	1,750
%	9%	32%	23%	36%	100%
<b>2004</b>					
#	156	650	447	621	1,874
%	8%	35%	24%	33%	100%
<b>2005</b>					
#	296	582	463	723	2,064
%	14%	28%	23%	35%	100%

- The percentage of revocations with a Low supervision/risk level increased between 2003 and 2005 while the percentage of revocations with a Medium supervision/risk level decreased between 2003 and 2005.

**All County Groups, Except for Johnson County, Experienced an Increase Between 2003 and 2005 in the Percentage of Revocations with a Supervision/Risk Level of Low**

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

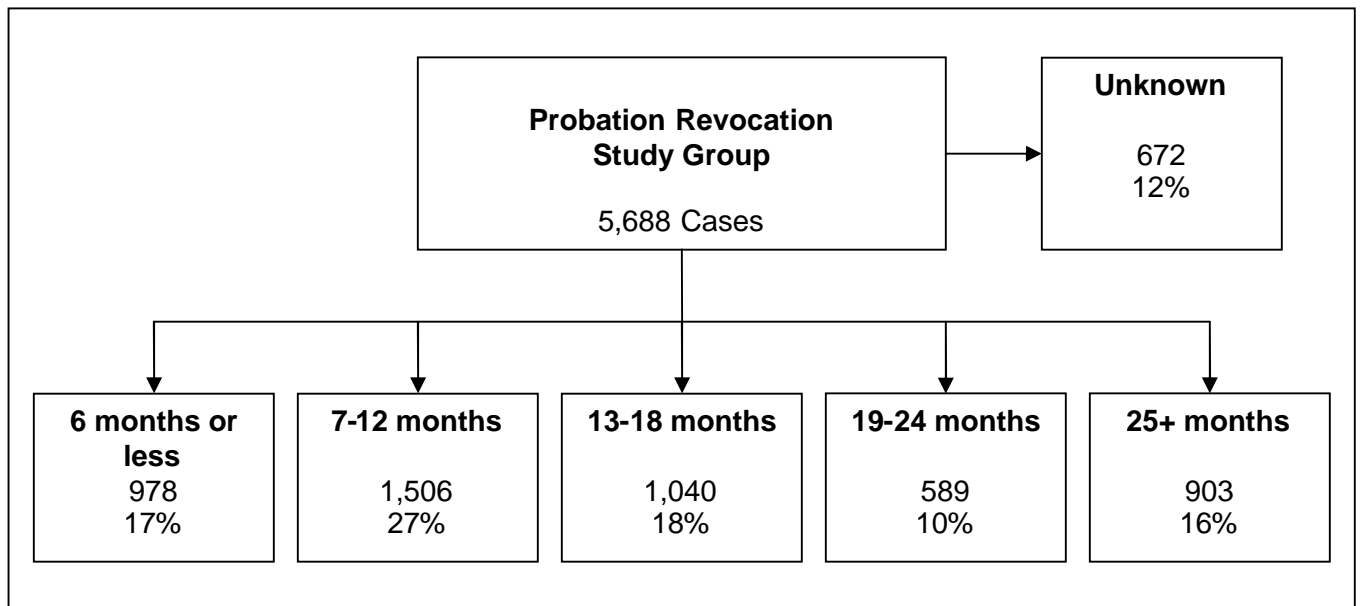
	% Low	% Medium	% High	% Unknown	Total
<b>2003</b>					
<b>Sedgwick</b>	11%	41%	24%	24%	100%
<b>Wyandotte</b>	21%	44%	15%	20%	100%
<b>Johnson</b>	9%	29%	11%	51%	100%
<b>Shawnee</b>	5%	50%	32%	13%	100%
<b>Other</b>	8%	36%	36%	20%	100%
<b>Unknown</b>	0%	0%	0%	100%	100%
<b>2004</b>					
<b>Sedgwick</b>	8%	45%	25%	22%	100%
<b>Wyandotte</b>	16%	48%	15%	21%	100%
<b>Johnson</b>	11%	24%	11%	54%	100%
<b>Shawnee</b>	3%	35%	45%	17%	100%
<b>Other</b>	9%	38%	35%	18%	100%
<b>Unknown</b>	0%	0%	0%	100%	100%
<b>2005</b>					
<b>Sedgwick</b>	14%	34%	25%	27%	100%
<b>Wyandotte</b>	28%	35%	10%	27%	100%
<b>Johnson</b>	9%	18%	5%	68%	100%
<b>Shawnee</b>	10%	23%	39%	28%	100%
<b>Other</b>	16%	33%	34%	17%	100%
<b>Unknown</b>	0%	0%	0%	100%	100%

- The four main county groups – Sedgwick, Wyandotte, Johnson, and Shawnee - all experienced increases between 2003 and 2005 in the percentage of revocations with an Unknown supervision/risk level.

### III. Time to Revocation

**44% of all Offenders in the Study Group were Revoked Within 12 Months**

Figure 4: Time to Revocation



- Time period was calculated from the supervision begin date (placement date to probation) to the revocation date. If no revocation date was available the admission date to the incarceration facility was used.
  - All cases in the Unknown category were missing a supervision begin date.

**In 2005, 35% of Offenders Revoked for a Technical Violation with a Low Supervision/Risk Level Were Revoked Within 12 Months of Being Placed on Probation**

**Table 7: Time to Revocation for Tech. Violators in 2005 by Supervision/Risk Level**

Level	Time To Revocation for Technical Violators in 2005					Total
	6 months or less	7-12 months	13-18 months	19-24 months	25+ months	
Low	12%	23%	23%	16%	26%	100%
Medium	12%	30%	21%	14%	23%	100%
High	14%	28%	23%	11%	24%	100%
Unknown	25%	25%	12%	5%	8%	100%

25% of Cases with an Unknown Risk/Supervision Level Had a Unknown Time to Revocation

- A higher percentage of offenders with a High supervision/risk level were revoked in six months or less than offenders with a Medium or Low supervision/risk level.

**In 2005, Sedgwick County Revoked 53% of Technical Violators within 12 Months, the Largest Percentage of Any County Group**

**Table 8: Time to Revocation for Technical Violators in 2005 by County**

	6 months or less	7-12 months	13-18 months	19-24 months	25+ months	Total
<b>Sedgwick</b>	26%	27%	21%	10%	16%	100%
<b>Wyandotte</b>	18%	33%	18%	12%	19%	100%
<b>Johnson</b>	16%	28%	21%	14%	21%	100%
<b>Shawnee</b>	14%	35%	26%	12%	13%	100%
<b>Other</b>	16%	29%	20%	12%	23%	100%
<b>Unknown</b>	All 166 cases with an unknown county had an unknown time to revocation					

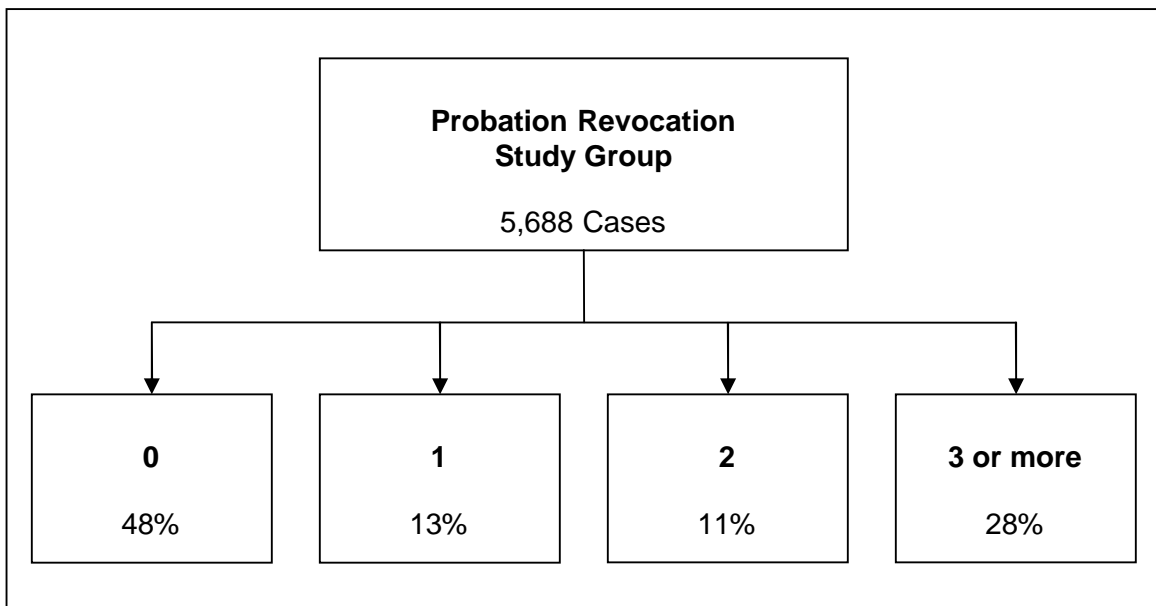
- Johnson County had the lowest percentage of technical violators revoked within 12 months (44%) in 2005.



## IV. Interventions

**52% of Offenders Revoked Received at Least One Intervention Before They Were Revoked**

**Table 9: 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.

**Substance Abuse was the Most Common Intervention Type By Far, Received by 39% of All Offenders Revoked**

**Table 10: Percentage of Revocations Receiving Interventions**

Type of Intervention	Percentage of Probation Revocation Study Group Receiving Intervention
Substance Abuse	39%
Structured Living	10%
Increased Supervision	12%
Restrictions	10%
Day Reporting Centers	2%
Mental Health	9%
Sex Offender	2%
Education	3%
Additional Interventions	22%

- 'Additional Interventions' category is a catch-all category.

**In 2005, Technical Violators with an Supervision/Risk Level of High Had the Highest Percentage of Interventions Among the Supervision/Risk Levels**

**Table 11: Number of Interventions for Tech. Violators in 2005 by Supv./Risk Level**

	0	1	2	3+	Total
<b>Low</b> n = 282	35%	16%	15%	34%	100%
<b>Medium</b> n = 559	25%	14%	19%	42%	100%
<b>High</b> n = 430	17%	15%	12%	56%	100%
<b>Unknown</b> n = 668	82%	9%	5%	4%	100%

- Offenders in the Unknown LSI-R score category had the highest percentage of offenders not receiving interventions (82%). The next highest was the Low group with 35%.

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

Table 12: Top Interventions for Tech. Violators in 2005 by Supervision/Risk Level

Supervision/Risk Level	Top Three Interventions			No Interventions
	1	2	3	
<b>Low</b> n = 282	Substance Abuse 53%	Increased Supervision 16%	Restrictions & Mental Health (tie) 12%	35%
<b>Medium</b> n = 559	Substance Abuse 59%	Increased Supervision 15%	Restrictions 15%	25%
<b>High</b> n = 430	Substance Abuse 69%	Increased Supervision 23%	Structured Living 20%	17%
<b>Unknown</b> n = 668	Substance Abuse 11%	Structured Living 3%	Increased Supervision & Mental Health (tie) 2%	82%

- Additional interventions, which is the catch-all category, accounted for a high percentage of interventions. The percentage receiving additional interventions was 19%, 31%, 37%, and 7% for low, medium, high, and unknown respectively.

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

**Table 13: Percentage of Successful Interventions for Technical Violators in 2005**

Type of Intervention	Percentage of Interventions Successful
<b>Substance Abuse</b> n = 2,269	47%
<b>Structured Living</b> n = 311	68%
<b>Increased Supervision</b> n = 398	33%
<b>Restrictions</b> n = 324	44%
<b>Day Reporting Centers</b> n = 47	30%
<b>Mental Health</b> n = 280	46%
<b>Sex Offender</b> n = 74	32%
<b>Education</b> n = 86	28%
<b>Additional Interventions</b> n = 962	58%

- 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 14: 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 15: Interventions and Mental Health Needs for Technical Violators in 2005**

<b>Technical Revocations in 2005 = 1,939</b>			
<b>Technical Revocations in 2005 with Mental Health Needs = 632 (33%)</b>			
Mental Health Code	# Interventions	% Successful	# Mental Health Interventions
<b>2 n = 114</b>	333	47%	22
<b>3 n = 293</b>	852	48%	57
<b>4 n = 194</b>	536	53%	57
<b>5 n = 12</b>	18	39%	4
<b>6 n = 19</b>	70	60%	7

- 133 mental health interventions were given to offenders who were not identified as having mental health needs (a MH code = 2 through 6).