



Essex County Sheriff's Department

Kevin F. Coppinger, Sheriff

2019 One-Year Recidivism

May 2021

Data collected: January - December 2020
Inmates released: January - December 2019

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Essex County Sheriff's Department

Mission Statement

Employees of the Essex County Sheriff's Department are committed to a fully integrated criminal justice system, which ensures public safety. Each facility provides an environment which offers opportunities for positive behavioral change, optimizes community reparation, and works collaboratively with the community and other agencies in pursuit of its mission.

This mission is achieved through the following initiatives:

- 1) To protect the public by safely and humanely incarcerating criminal offenders at the appropriate security level consistent with public safety;
- 2) To provide inmate work, education, and programming opportunities;
- 3) To establish sound policies and procedures;
- 4) To inform and educate the public consistent with established policy;
- 5) To provide a professional and rewarding work environment for staff;
- 6) To develop innovative and cost-effective alternatives to incarceration that enhance the efficiency of the department.

Research and Statistics Division

Mission Statement

The Research and Statistics Division of the Essex County Sheriff's Department strives to remain on the cutting edge of data collection, analysis, and presentation. Through diligence, integrity, and attention to detail, the division will provide relevant and highly reliable information.

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Acknowledgements

The Essex County Sheriff's Department (ECSD) seeks to help each individual in our custody to best prepare for re-entry into society upon their release. Each of our 516 uniformed staff, 60 non-uniformed staff, as well as our volunteers and vendors lead to this mission's success. "Reintegration begins day one" as Sheriff Kevin Coppinger and staff instituted new programs, treatment, educational standards, and reintegration procedures. We want to thank Sheriff Kevin Coppinger, all of the Essex County Sheriff's Department staff, and everyone working on behalf of those in our custody.

ECSD Overview

ECSD serves the 34 communities and 800,000 people of Essex County. ECSD staff operate three correctional facilities, a Civil Process Division, and three Offices of Community Corrections. In 2019, we had a total of approximately 1,500 inmates in our care at any time.

Superintendent Aaron Eastman oversees the Middleton medium-security facility. Middleton's 2019 average daily population (ADP) was 1,142. This number includes sentenced and pre-trial male inmates as well as males and females being held overnight or a weekend for local or state police departments (i.e., safekeeps). The Middleton facility also houses both the Male and Female Clean and Sober Existence (CASE) Units (formerly known as Detox Units).

Superintendent Heidi Mora oversees the Essex County Pre-Release and Re-Entry Center (ECPRC) and Women in Transition (WIT) facilities. The ECPRC is ECSD's minimum-security facility for men and had a 225 ADP for 2019. Located in Lawrence, it houses inmates with less serious records as well as those who are approaching the end of their sentences and have earned the privilege of being transferred to the lower-security facility. The facility houses sentenced inmates and supervises men on the Electronic Monitoring Program (EMP).

Assistant Superintendent Krystina McFarland runs the WIT in Salisbury, which is a female pre-release facility. The WIT is also responsible for women on the Electronic Monitoring Program. The WIT's 2019 ADP was 30. As women step-down from the WIT, they are referred to programs throughout Essex County and Massachusetts.

One of our staff's main goals is to provide reintegration services for inmates through the "step-down" process, a method that classifies and houses inmates according to their criminal history, risk level, rehabilitation needs, and conduct while incarcerated. This is reflected in the recidivism rate for each facility.

In 2019, the Essex County Sheriff’s Department processed 7,027 inmate admittances: 1,093 safekeeps, 4,817 pre-trial inmates, and 1,117 sentenced inmates. The 2019 total ADP was 1,397, with the figure for each facility listed below in Table 1.

Table 1. 2019 Average Daily Population by Facility								
Facility	Sentenced	Pre-trial	Safekeeps	Fed./State	Male Detox	Female Detox	EMP*	Total ADP
MIDD	376	698	10	0	38	20	n/a	1,142
ECPRC	184	0	n/a	10	n/a	n/a	31	225
WIT	22	0	n/a	0	n/a	n/a	8	30
Totals	582	698	10	10	38	20	39	1,397

*EMP: Electronic Monitoring Program (bracelet)

Offenses for Which Incarcerated

As shown in Table 2, violence, drugs, and theft represented the top three offenses, just as they did for 2018. While the order among the highest percentages changed, the three accounted for 54% of charges for which people were sentenced, the same as in 2018. Of sentenced inmates released in 2019, violent crimes including assault, A&B, and attempted murder accounted for 22% of their offenses. Drug-related crimes accounted for 18% and theft-related crimes including robbery, burglary, larceny, and fraud accounted for 14%.

Table 2. Offenses for Which Incarcerated	
Offense	(%)
Violence	22
Drug-Related	18
Robbery/Burglary/Larceny/Fraud	14
OUI	9
Motor Vehicle/License Related	6
Abuse Prevention Act/Restraining Order/209A Violations	4
Firearms/Weapons	4
Sex Crimes	3
Receiving Stolen Property	2
Threat/Attempt to Commit a Crime	1
Other	17

Communities to Which Released

Lynn, Haverhill, and Lawrence continue to receive the most sentenced inmates released by ECSD. In 2019, 15% went to Lynn, 14% to Haverhill, and 14% to Lawrence. The gap between these three communities significantly narrowed in 2019 as they are all within 1% of each other. Seventy-three percent, mirroring 2018, remained in Essex County and 91% remained in Massachusetts (see Table 3).

Table 3. Communities to Which Released	
Community	(%)
Lynn	15
Haverhill	14
Lawrence	14
Salem	5
Peabody	4
Gloucester	4
Methuen	3
Beverly	2
Amesbury	2
Salisbury	2
Saugus	2
Danvers	1
Newburyport	1
Ipswich	1
Marblehead	1
Other Communities in Essex County	2
Other Counties in Massachusetts	18
Out of Massachusetts	9

Introduction, Purpose, & Report Details

This report presents the one-year recidivism rate for sentenced inmates released in 2019. Recidivism is considered by ECSD to be a conviction, new arraignment, or probation/parole violation occurring within one year of an inmate's release. A predominant goal of the department is to help inmates stay out of jail or prison after their release.

Method

Information for this report was gathered from ECSD's Offender Management System (OMS) as well as the Massachusetts Criminal Justice Information System (CJIS).

The Released Cohort

All participants in this study were released from the custody of ECSD in 2019. Sixty-seven percent were released from the department's Middleton facility, 27% from the ECPRC, and 6% from the WIT. Of former inmates that recidivated, 78% were released from the Middleton facility, 18% from the ECPRC, and 4% from the WIT. In comparison to the 2018 recidivism study results, recidivism increased at Middleton, decreased at the ECPRC, and decreased at the WIT.

Measures

Recidivism was calculated by dividing the number of former sentenced inmates *who recidivated* (n = 717) by the number *who were released* in 2019 (N = 1,538). This resulted in a one-year recidivism rate of 46.62%.

Data Collection

Data on recidivism were obtained by running a Board of Probation (BOP) on each inmate one year after their release. A BOP, which is a type of Criminal Offender Record Information (CORI), is a Massachusetts criminal history and court activity report which details arraignments, offenses, court of origin, and parole or probation violation notices or findings. It also includes the overall disposition of each case which could be a conviction, acquittal, continued without a finding (CWOFF), dismissal, probation imposed by a court, or default statuses by a defendant. ECSD's ability to view these data makes the BOP a highly useful resource for determining if a former inmate has recidivated according to the parameters of this report.

Recidivism Statistics

During 2019, 1,538 sentenced inmates were released from Essex County Sheriff's Department custody. Of these former inmates, 717 recidivated resulting in a one-year recidivism rate of 46.62%, a 0.38% decrease from 2018 (see Figure 1).

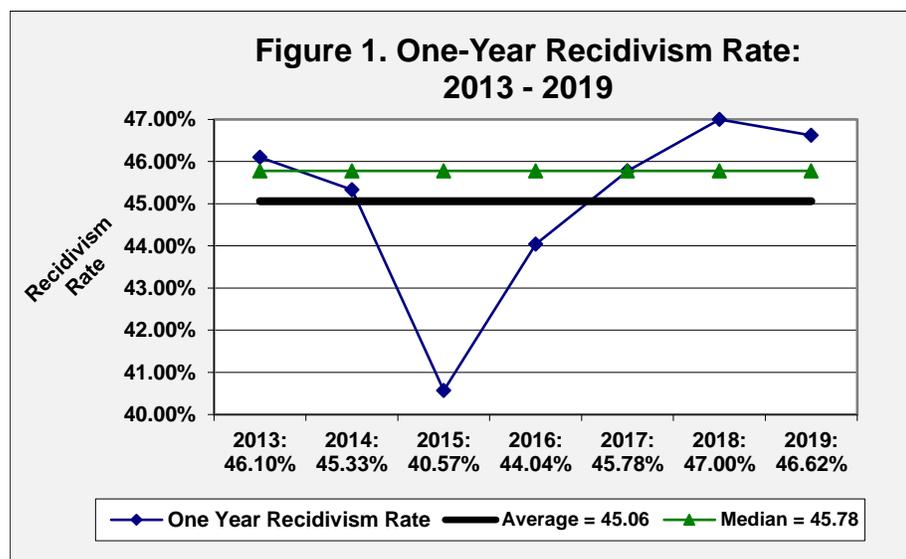


Figure 1 on page 5 also shows that the 2019 recidivism rate is 1.82 percentage points higher than the average of 44.80% for the previous six years. The average of the previous six years, however, includes the unusually low rate of 40.57% in 2015. When the 2015 outlier is removed, the average recidivism rate across the remaining five years is 45.65% and is commensurate with the 2019 recidivism rate.

Recidivism by Facility

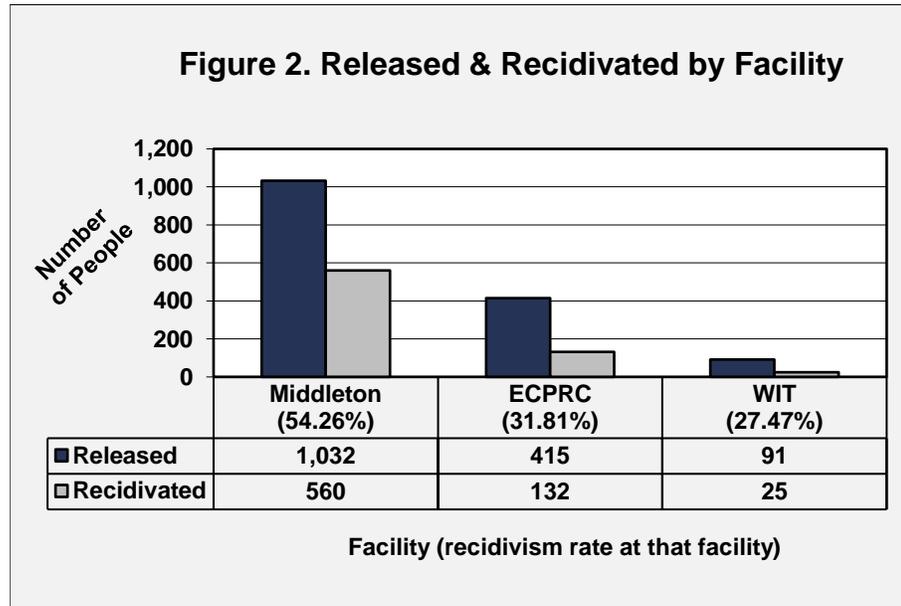
ECSD operates three correctional facilities, each housing a specific level of offender. As Middleton is medium security, it houses the more serious male offenders as well as those male inmates who do not qualify for the ECPRC. Accordingly, it consistently has the highest recidivism rate. The ECPRC is a minimum-security re-entry facility for men. Minimum security means the inmates either have less serious charges than the inmates at the Middleton facility, or they have earned their way to the ECPRC as part of the step-down process. The ECPRC, therefore, has a lower recidivism rate than Middleton. The WIT is also a minimum-security re-entry facility. The recidivism rate for the WIT has always been lower than Middleton and comparable to the ECPRC.

The recidivism rates by facility are as follows (see Figure 2):

Middleton
54.26%

ECPRC
31.81%

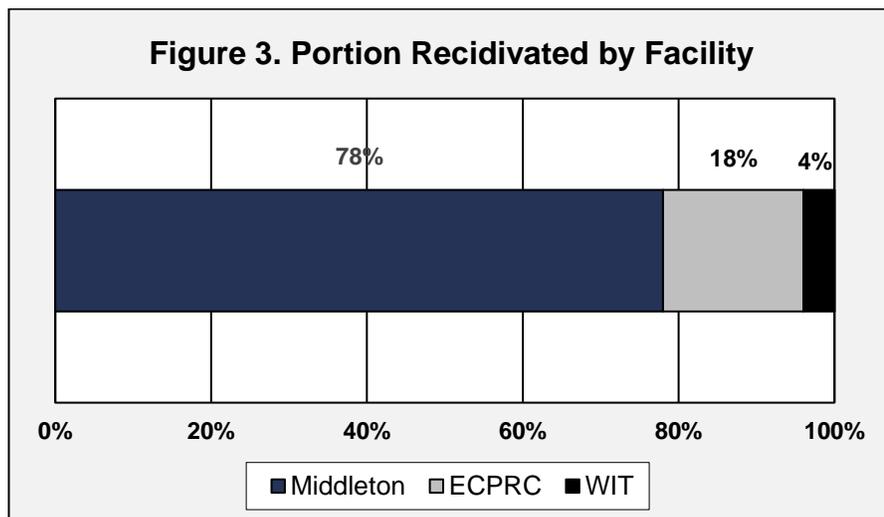
WIT
27.47%



Comparing 2018 and 2019, Table 4 shows that the recidivism rate of Middleton, the facility with the largest number of inmates released, increased 3.67%. The ECPRC, the facility with the second highest number of releases, and the WIT each dramatically decreased by 9.18% and 11.28% respectively. These two decreases were reflected in the overall recidivism rate decrease.

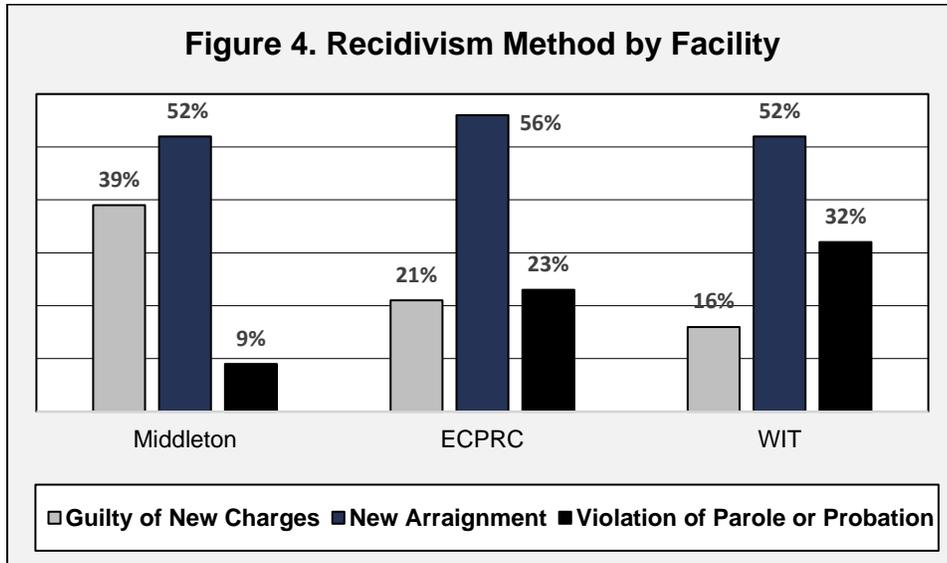
Table 4. Recidivism Rate by Facility: 2018 & 2019							
Facility	2018 Releases	2018 Recidivists	2018 Recidivism Rate	2019 Releases	2019 Recidivists	2019 Recidivism Rate	% Change
Middleton	1,093	553	50.59%	1,032	560	54.26%	3.67%
ECPRC	544	223	40.99%	415	132	31.81%	-9.18%
WIT	80	31	38.75%	91	25	27.47%	-11.28%

The Middleton facility accounted for the largest portion of inmates who recidivated. The ECPRC had the second largest portion of inmates who recidivated, and the WIT had the smallest portion. Of inmates who recidivated after being released in 2019, 78% were released from Middleton, 18% from the ECPRC, and 4% from the WIT (see Figure 3).



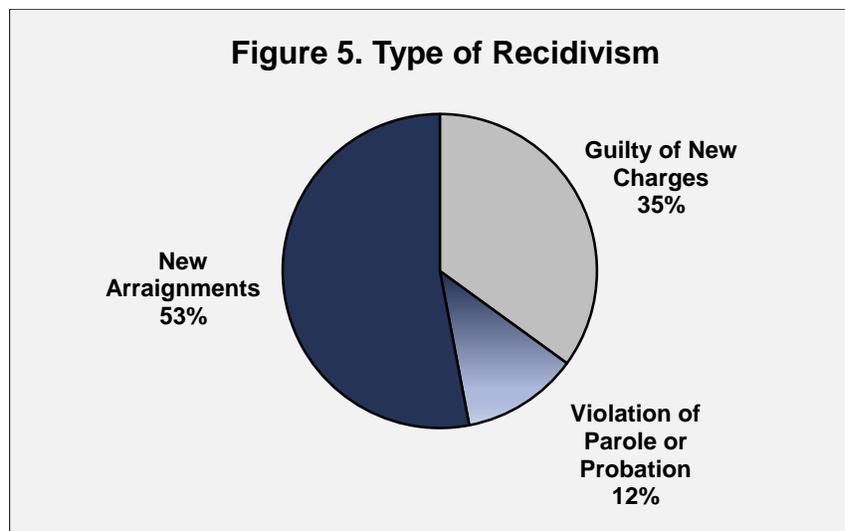
Recidivism Categories

As shown in Figure 4 on page 8, new arraignments were the most common form of recidivism for all three facilities; accounting for 52% at Middleton, 56% at the ECPRC, and 52% at the WIT. The percentage found guilty of new charges and Violation of Parole or Probation (VOP) largely varied depending on the facility. Guilty of new charges accounted for 39% at Middleton, 21% at the ECPRC, and 16% at the WIT. VOP accounted for 9% at Middleton, 23% at the ECPRC, and 32% at the WIT.



Of the 717 former inmates who recidivated, 53% had new arraignments, 35% were found guilty of new charges, and 12% recidivated by violating parole or probation (see Figure 5).

New arraignments routinely account for a high percentage of recidivism, as many former inmates have open and unresolved cases, court scheduling issues, dismissal or non-prosecution of charges, or continuances without a finding.



Figures 6 through 8 on page 9 compare the 2018 and 2019 recidivism rates by method for each facility. The Middleton facility shows that the percentage of new arraignments stayed the same, guilty of new charges increased, and violation of parole or probation decreased. The ECPRC shows that guilty of new charges slightly decreased, while violation of parole or probation increased by the same percentage. The WIT is the only facility showing a change in all three categories, including a decrease in new arraignments, decrease in guilty of new charges, and increase in violation of parole or probation.

Figure 6. Middleton 2018 & 2019 Recidivism by Method

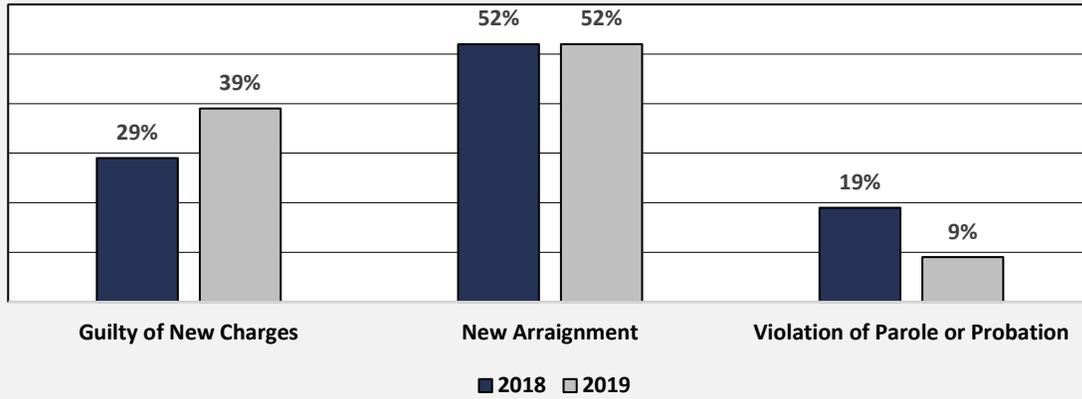


Figure 7. ECPRC 2018 & 2019 Recidivism by Method

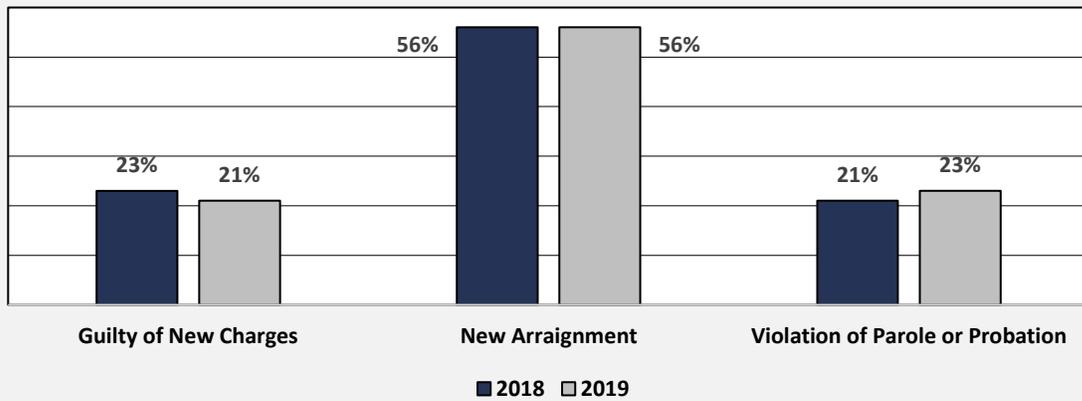
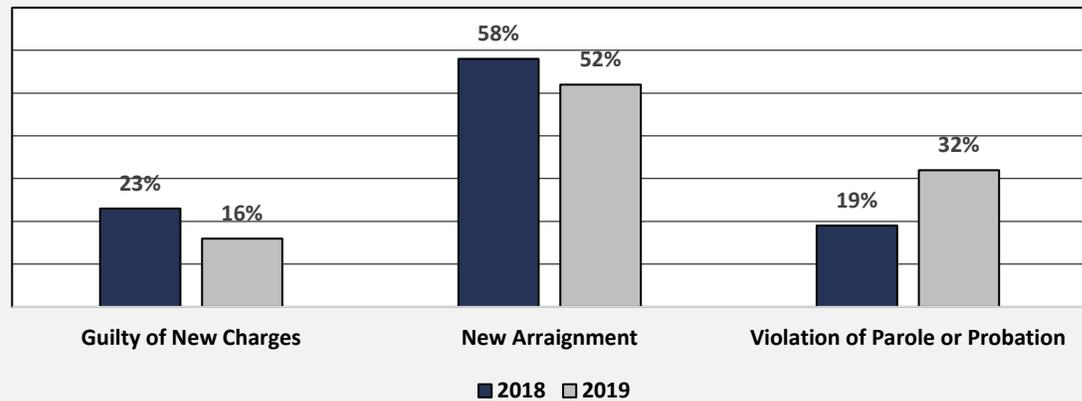


Figure 8. WIT 2018 & 2019 Recidivism by Method



Examining 2019 Recidivism Across Eight Cohorts

As the Male and Female CASE Units at the Middleton facility have the inmates with the most acute substance abuse issues, these units show the highest recidivism rates. Both units saw a percentage decrease from 2018 to 2019: 0.76% for the male program and 5.84% for the female program.

Our 80-Bed substance treatment unit and our Medication Assisted Treatment (MAT) Program also both provide treatment for inmates in Middleton. As these two units do not offer the level of programming offered by the CASE Units, they provide an excellent reference point to see how inmates with different levels of addiction are succeeding after incarceration at ECSD. The 80-Bed Unit's recidivism rate increased by 4.37%. We opened our MAT Program on September 1st, 2019, hence only having the recidivism rate for 2019.

Figure 9 offers a complete comparison of the eight cohorts examined in the 2018 and 2019 recidivism reports and Table 5 on page 11 lists all the cohorts studied and their recidivism rates for 2019.

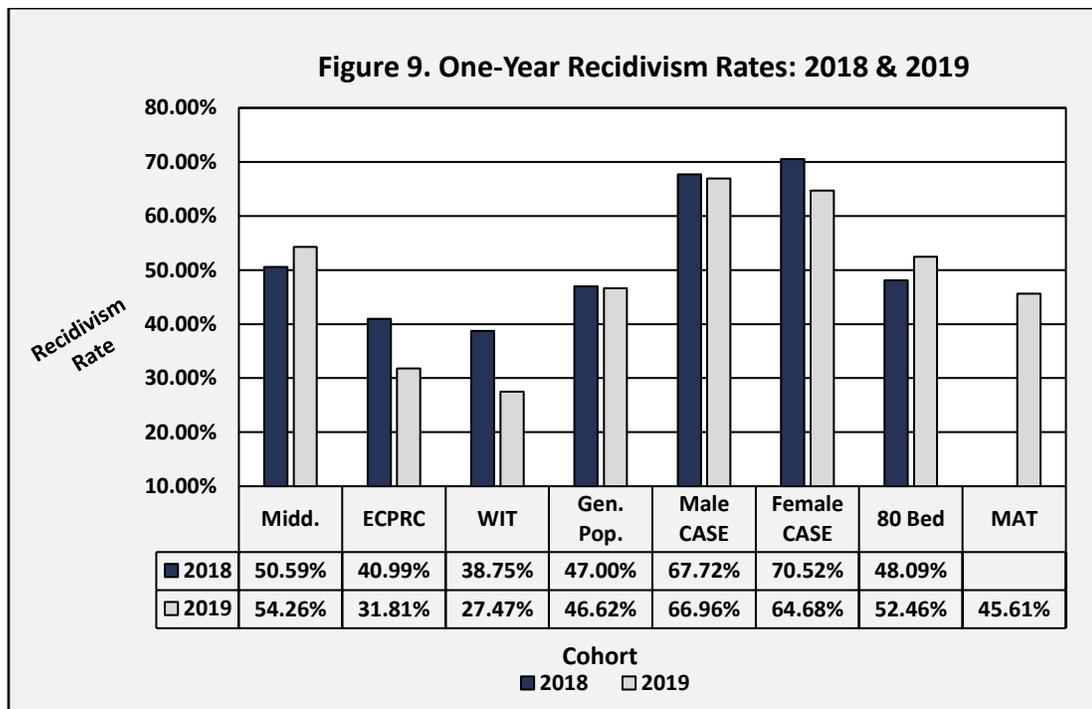


Table 5. 2019 Recidivism Rates by Cohort	
Cohort	Recidivism Rate
Middleton	54.26%
ECPRC	31.81%
WIT	27.47%
Overall General Population	46.62%
Male CASE	66.96%
Female CASE	64.68%
80-Bed	52.46%
Medication Assisted Treatment (MAT)	45.61%

Clean and Sober Existence (CASE) Unit

Located within the Middleton facility, these units serve pre-trial inmates who have acute substance abuse issues and who, for the most part, have been accused of committing quality-of-life crimes. Upon completion of the 28-day treatment program, they may be able to dispose of their cases and utilize non-custodial tools as opposed to traditional incarceration. Individuals who successfully complete the program may be recommended to continue with services such as probation, employment counseling, day reporting at an Office of Community Corrections, drug testing, electronic monitoring, or sober houses.

Table 6 shows that 729 individuals were assigned to the CASE Unit in 2019, with 87% of them successfully completing the program.

Table 6. 2019 CASE Participants			
	Male	Female	Total
Assigned to Unit	499	230	729
Bailed	5	1	6
Extradited	0	1	1
Program Failures	59	32	91
Successfully Completed	435	196	631
Success Rate	87%	85%	87%

Conclusion

Recidivism Rate Trends

The one-year recidivism rate for sentenced inmates released in 2019 is 46.62%. This is a decrease of 0.38% from 2018. After three consecutive years of increases in the recidivism rate, 2019 showed this decrease.

We will watch the 2020 recidivism rate to see if the decreasing trend continues. If it increases past the 2018 rate, which was the highest, we will analyze the trends over the past 10 years to determine the significance.

Definition of Recidivism

ECSD has utilized the same definition of recidivism since 2005:

- Being found guilty of a new crime;
- Having a new arraignment;
- Violating parole or probation.

This allows us to affectively track the rate year-by-year.

Recidivism by Facility

As the Middleton facility is the largest of the three facilities and houses more serious offenders, it has always accounted for the highest number of inmates released as well as the highest number that recidivated. In 2019, Middleton released 1,032 sentenced inmates, or 67% of the total released, and accounted for 560, or 78%, of the total that recidivated. Additionally, Middleton had the highest recidivism rate at 54.26% (see Figures 2 & 3 and Table 4).

Released Cohorts

Eight cohorts were examined in this report. In addition to examining each of our three facilities independently, we calculated an overall general population recidivism rate (i.e. the three facilities combined). We also examined four substance abuse treatment units: the Male and Female CASE Units, the 80-Bed, and the MAT Program. Figure 9 and Table 5 provide the recidivism rates for all eight cohorts examined.

Housing the inmates with the most acute substance abuse disorders, the CASE Units, aligning with 2018, showed the highest recidivism rates; 66.96% for the males and 64.68% for the females. These rates may seem high initially, but each of these individuals have faced significant difficulties in their lives. Having approximately 35% of the participants remaining out of the criminal justice system one year after release, an increase over 30% in 2018, inspires hope.

In 2019, the two CASE Units had 729 individuals assigned and 631, or 87%, successfully completed the program (see Table 6). The other two substance abuse treatment units had significantly lower recidivism rates: 52.46% for the 80-Bed and 45.61% for the MAT Program.

The Middleton facility's recidivism rate was 54.26%, the ECPRC's 31.81%, and the WIT's 27.47% (see Figure 2 and Tables 4 & 5).

Type of Recidivism

Of the inmates who recidivated, 53% did so by having new arraignments, 35% were found guilty of new charges, and 12% violated parole or probation (see Figure 5).

Offenses for Which Incarcerated

Crimes of violence, drugs, and theft accounted for the majority (54%) of crimes by which individuals recidivated. Violent crimes, such as assault, A&B, and attempted murder, accounted for 22% (see Table 2). Drug-related crimes accounted for 18% and theft-related crimes including robbery, burglary, larceny, and fraud accounted for 14%.

Communities to Which Released

Of sentenced inmates released in 2019, 73% remained in Essex County, with Lynn, Haverhill, and Lawrence once again receiving the largest portions at 15%, 14%, and 14% respectively (see Table 3). While each of these communities are all closely aligned, the next highest is Salem, which is far behind, at 5%.

Summary

As the opioid epidemic continues, the Essex County Sheriff's Department, along with our fellow law enforcement agencies, hospitals, social service agencies, and the public, continue to find ways of helping those affected by the disease of addiction. In 2019, we added additional substance treatment programs to our curriculum to provide support as opioid-related death rates increased over 6%* across the United States. In addition, we partnered with outside agencies to provide excellent service for those in our care.

From pre-trial diversion to post-incarceration support, ECSD staff work diligently to help individuals succeed upon their release. This report illustrates that in 2019, despite a challenging climate, the Essex County Sheriff's Department continued to provide support and services for inmates. The result has been a 2019 one-year recidivism rate of 46.62%, which after three increasing years represents a slight decrease.

*Source: www.cdc.gov/drugoverdose/epidemic/index.html

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