Heard in the Law Enforcement and Criminal Justice Interim Committee meeting on 9-16-25.

Utah Board of Pardons & Parole Data and Benchmark Report FY 2025

Report to the Utah Legislative Law Enforcement and Criminal Justice Interim Committee
2025

UTAH BOARD OF
PARDONS AND PAROLE
448 East 6400 South
Murray, UT 84107

Letter from the Director

As the Board's administrator, I am pleased to present the Utah Board of Pardons and Parole's annual report to the Law Enforcement and Criminal Justice Interim Committee of the Utah Legislature.

This report provides the data required in UCA Subsection 77-27-32. It also provides additional measures, including information on the Board's performance measures and expanded data on recidivism data not required by statute. The Board also publishes this report for the public on its website – bop.utah.gov – along with other measures.

Transparency is a key strategic priority. Toward that end, and in addition to this annual report and the other measures updated weekly on the Board's website, the Board made the following improvements in the last year:

- A new Board position hired: program director of public outreach and transparency
- A new victim-centered victim notification system with improved notification content: *MyVoice*
- Expanded victim information – more information about the process, provided earlier and in a trauma-informed manner
- Historic Board orders, now available in a self-service format on the Board's website
- *An Inmate Guide to the Board of Pardons and Parole* – a physical and electronically accessible handbook for incarcerated individuals
- *BOARDWalk* – a simulation for stakeholders to experience what it is like to be a Board member

By providing transparency about both its process and outcomes, the Board seeks to become accountable to policymakers and the public in its mission-driven efforts to protect public safety through informed and just decisions that consider victim input, the accountability of those under its jurisdiction, risk reduction, and rehabilitation.



Jennifer Yim
August 19, 2025

Overview

This report provides data and statistics on the Utah Board of Pardons and Parole (Board) in fulfillment of UCA §77-27-32. It includes measures of recidivism, time under Board jurisdiction, prison releases, parole revocations, alignment with the Sentencing Guidelines, and reasons for departure from the Sentencing Guidelines. It also includes supplemental information on the number of decisions and hearings conducted by the Board. All information is based on fiscal year (FY) unless otherwise indicated. Information in the report is from the Utah Board of Pardons and Parole and the Utah Department of Corrections O-Track database and from Board files.

This report also includes the newly developed key performance measures for the Board of Pardons and Parole. The Board followed the approach outlined in the agency's strategic plan for the development of these measures. First, potential data sources were identified, and baseline data was analyzed. Next, the Board defined what constituted successful improvement for each measure based on the agency's guiding philosophy outlined below. Then, using the baseline data and this guiding philosophy, the Board established key benchmarks for each performance measure. During the inaugural year, the key benchmarks were reported separately from the annual data report. After the initial year, this information is integrated into the annual data report.

Guiding Philosophy

Below is the guiding philosophy for the Board of Pardons and Parole. This guiding philosophy was used to develop and establish the key benchmark performance measures.

- Public safety is the primary objective of the Board. We achieve public safety through intentional, conscientious, and evidence-based decision making that considers the nature and circumstance of offenses, criminal history, conduct and progress in prison and on parole, risk assessments, reentry plans, victim impact, and any other relevant factors. We promote sustained rehabilitation for individuals under our jurisdiction to enable them to safely reintegrate into society.

- The Board demonstrates the highest professional and ethical standards in making decisions about release, clemency, and pardons.

- The Board is accountable to the people of the state of Utah. Stakeholders include the public, local communities, victims, and their representatives, and those who are under our jurisdiction, as well as our criminal justice system partners, including the Governor's Office, Utah State Legislature, and the Utah State Courts.

- The Board believes outcomes need to be measured and performance continually improved.

- The Board believes fairness and equity is achieved through collaborative decision making and diversity of thought among Board members.

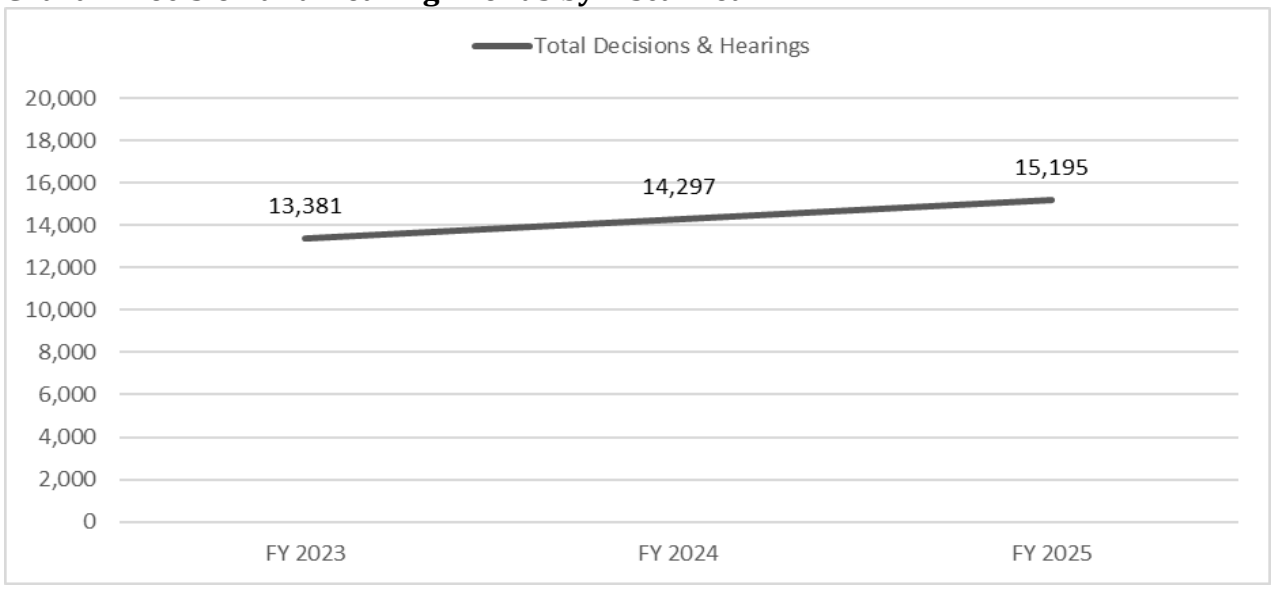
Key Benchmark Performance Measure Outcomes FY 2025

Measure	Key Performance Benchmark	Target Outcome	Actual Outcome	Benchmark Outcome
1. Recidivism	70 percent or more of individuals will not recidivate	70% or More	82.3%	Met
2. Time Under Board Jurisdiction	The average time under Board jurisdiction will be 5 years or more because a lower average would suggest potential issues with the population committed to prison or time under jurisdiction	5 Years or More	7.6 Years	Met
3. Prison Releases	75 percent of prison releases or more will be to parole to help support successful reintegration into the community	75% or more	87.3%	Met
4. Parole Revocations	The parole revocation rate will be .30 or less per year	.30 or less	.26	Met
5. Alignment of Board Decisions & Guidelines	60 percent or more of annual prison releases will be within 12 months of the guidelines	60 percent or more	68.5%	Met
6. Reasons for Departure from Guidelines	95 percent or more of applicable hearings will include the reasons for deviating from the guidelines on the record	95% or more	Over 99%	Met

Section 1: Decisions & Hearings

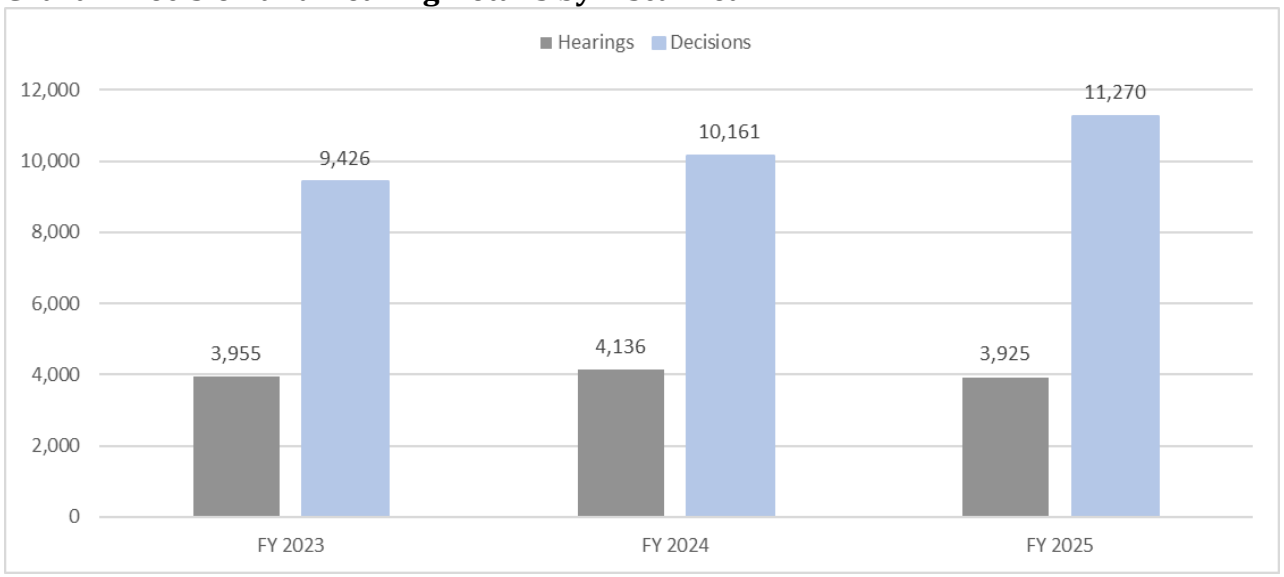
The Utah Board of Pardons and Parole conducts hearings and makes decisions for individuals in prison and on parole who are under their jurisdiction. The Board conducts in-person hearings for some decision types, such as Original Hearings, before issuing the official Board Order. These decision types are classified as Hearings. For other decision types, the Board reviews information and the file before making a decision. These decision types are classified as Decisions. This section examines the total number of hearings and decisions completed by the Board within the previous three years.

Chart 1. Decision and Hearing Trends by Fiscal Year



This chart shows the total number of decisions and hearings by fiscal year.

Chart 2. Decision and Hearing Details by Fiscal Year

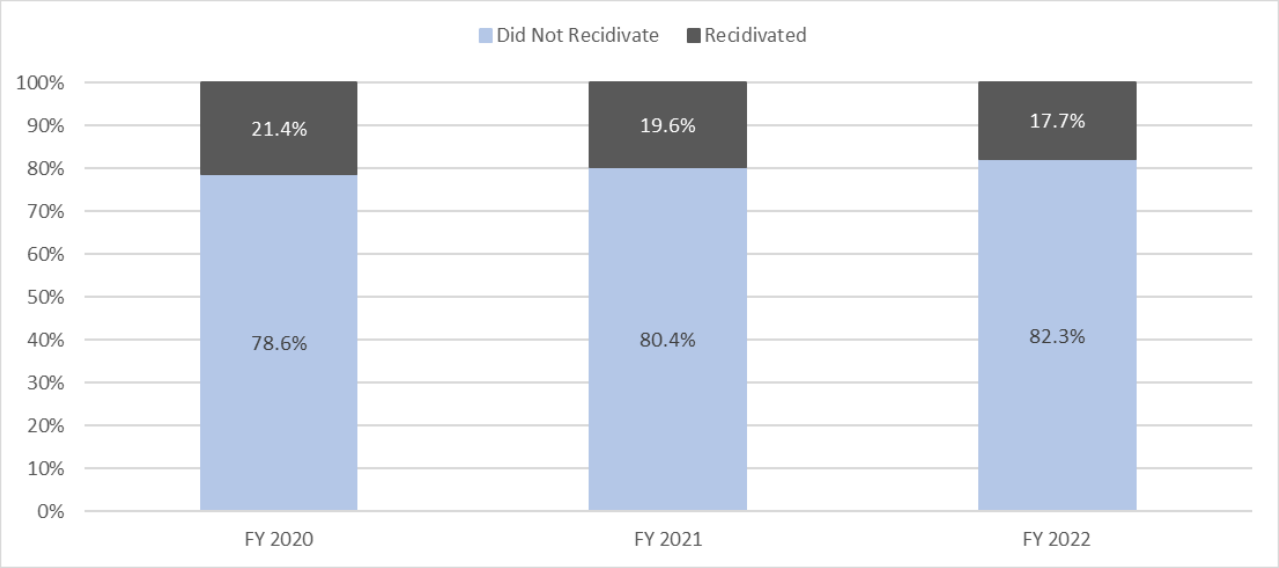


This chart shows a breakout of decisions and hearings by fiscal year.

Section 2: Recidivism Measures

This section examines recidivism rates related to individuals who were under the jurisdiction of the Utah Board of Pardons and Parole. It uses the definition of recidivism determined by state statute. Recidivism is defined in UCA §63M-7-101.5(5) as "the number of individuals who are returned to prison for a new conviction within the three years after the day on which the individuals were released from prison."

Chart 3. Recidivism Rates by Fiscal Year[1]



This chart shows the percentage of individuals who recidivated and who did not recidivate based on the baseline fiscal year (FY). Because recidivism requires a three-year follow up period, the most recent base-year that can be measured is three years before the current year.

Chart 4. Number of Times Recidivated by Category and Fiscal Year[2]

	FY 2020	FY 2021	FY 2022
Did Not Recidivate	78.6%	80.4%	82.3%
Recidivated: 1 Time	19.6%	17.9%	16.6%
Recidivated: 2 Times	1.7%	1.7%	1.1%
Recidivated: 3 Times or More	0.1%	0.0%	0.0%
Total	100%	100.0%	100.0%

This chart shows the number of times individuals recidivated during the three-year follow-up period. For example, for fiscal year 2022, 82.3 percent of individuals did not recidivate, 16.6 percent recidivated once, 1.1 percent recidivated twice, and 0.0 percent recidivated three times or more during the three-year follow-up period.

Chart 5. Time to Recidivism by Category and Fiscal Year[3]

	FY 2020	FY 2021	FY 2022
Did Not Recidivate	78.6%	80.4%	82.3%
Less than 6 Months	2.7%	2.5%	2.6%
6 to 12 Months	4.6%	5.1%	4.7%
13 to 24 Months	8.5%	7.7%	5.8%
25 to 36 Months	5.6%	4.4%	4.6%
Total	100%	100%	100%

This chart shows the amount of time until the initial recidivism event by category. For example, 2.6 percent of individuals recidivated within six months of release from prison for Fiscal Year 2022.

Chart 6. Recidivism by Offense Type for Current Base Year[4]

	Did Not Recidivate	Recidivated	Total
Alcohol & Drug Offense	75.2%	24.8%	100.0%
Driving Offense	89.1%	10.9%	100.0%
Drug Possession Offense	86.9%	13.1%	100.0%
Homicide Offense	94.9%	5.1%	100.0%
Other Offense	83.1%	16.9%	100.0%
Person Offense	78.4%	21.6%	100.0%
Property Offense	84.6%	15.4%	100.0%
Non-Registerable Sex Offense	90.0%	10.0%	100.0%
Registerable Sex Offense	89.2%	10.8%	100.0%
Weapons Offense	81.0%	19.0%	100.0%
Overall	82.3%	17.7%	100.0%

This chart shows the percentage of individuals recidivating by primary offense type for the current base year. For example, 5.1 percent of individuals with a primary offense of homicide recidivated during the follow-up period.

Chart 7. Recidivism by Age for Current Base Year

	Did Not Recidivate	Recidivated	Total
Under Age 20	66.7%	33.3%	100.0%
Age 20-29	75.4%	24.6%	100.0%
Age 30-39	81.7%	18.3%	100.0%
Age 40-49	83.1%	16.9%	100.0%
Age 50-59	90.1%	9.9%	100.0%
Age 60 and Over	94.9%	5.1%	100.0%
Overall	82.3%	17.7%	100.0%

This chart shows the percentage of individuals recidivating by age for the current base year. For example, 16.9 percent of individuals aged 40 to 49 recidivated during the follow-up period.

Chart 8. Recidivism by Risk Level for Current Base Year[5]

	Did Not Recidivate	Recidivated	Total
Low Risk	98.3%	1.7%	100.0%
Moderate Risk	90.1%	9.9%	100.0%
High Risk	82.7%	17.3%	100.0%
Intensive Risk	78.8%	21.2%	100.0%
Overall	82.3%	17.7%	100.0%

This chart shows the percentage of individuals recidivating by risk level for the current base year. For example, 17.3 percent of high-risk individuals recidivated during the follow-up period.

Methodology

This measure of recidivism is defined in state statute and uses the "Standard Recidivism Metric" outlined in UCA §63M-7-101.5(5). It is defined as "the number of individuals who are returned to prison for a new conviction within the three years after the day on which the individuals were released from prison" as outlined in UCA §63M-7-101.5(5).[6]

Baseline Population

The baseline population for this year's report includes individuals who were released from prison in Fiscal Year 2022.[7] Individuals with an O-Track offender legal status of inmate or parole violation whose subsequent status did not include inmate or parole violation were included.[8] This measure examines individuals who were under the jurisdiction of the Utah Board of Pardons and Parole and were released from prison.[9] This measure does not include incarcerated individuals who were under other jurisdictions and released, such as individuals who were held on out-of-state interstate compact cases.

To determine the baseline cohort, the individual's initial release from prison in the base year was counted, and this measure uses an unduplicated count of individuals within the base year. Base year FY 2022 is the most recent year that recidivism can be measured because a three-year follow-up window is required.

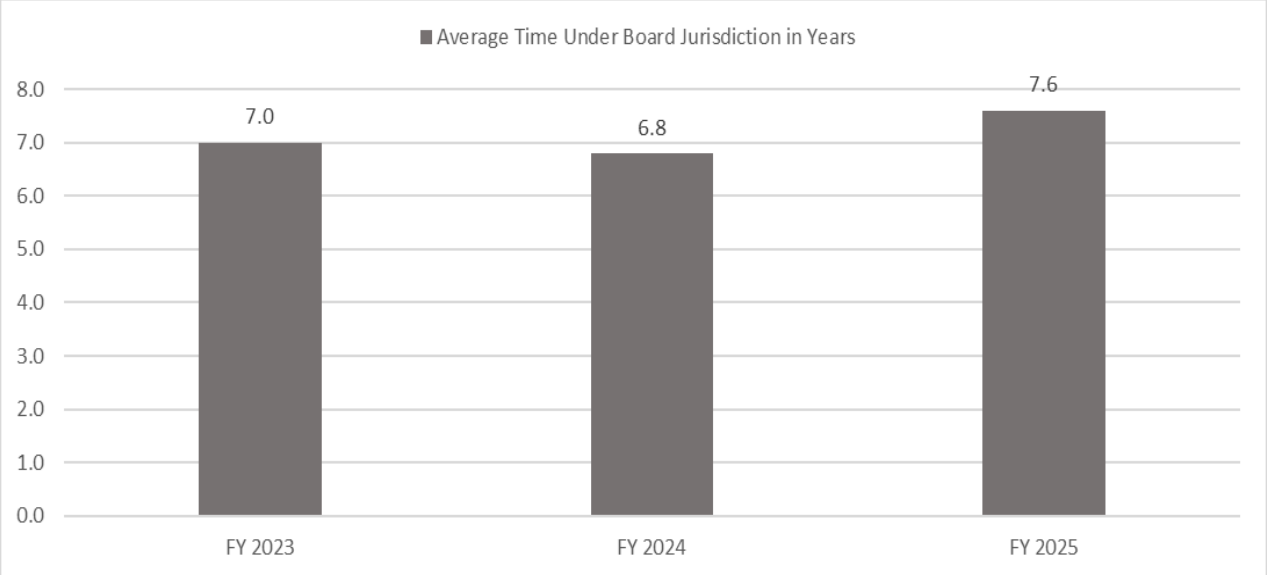
Recidivism Event

Based on statute, a recidivism event is defined as "a return to prison for new conviction within three years of the day on which the individual was released from prison."[10] The recidivism follow-up window is based on any return to prison for a new conviction[11] within 1,095 days[12] of the date of the baseline release date. The recidivism window is within the three subsequent fiscal years following the baseline fiscal year.[13] This measure uses an unduplicated count of individuals, with the initial new conviction counted as the recidivism event. If multiple recidivism events occurred during the three-year follow-up window, a count of the number of recidivism events was measured. The measure of days or months to recidivism is based on the base year initial release date to the initial recidivism event date.

Section 3: Time Under Board Jurisdiction

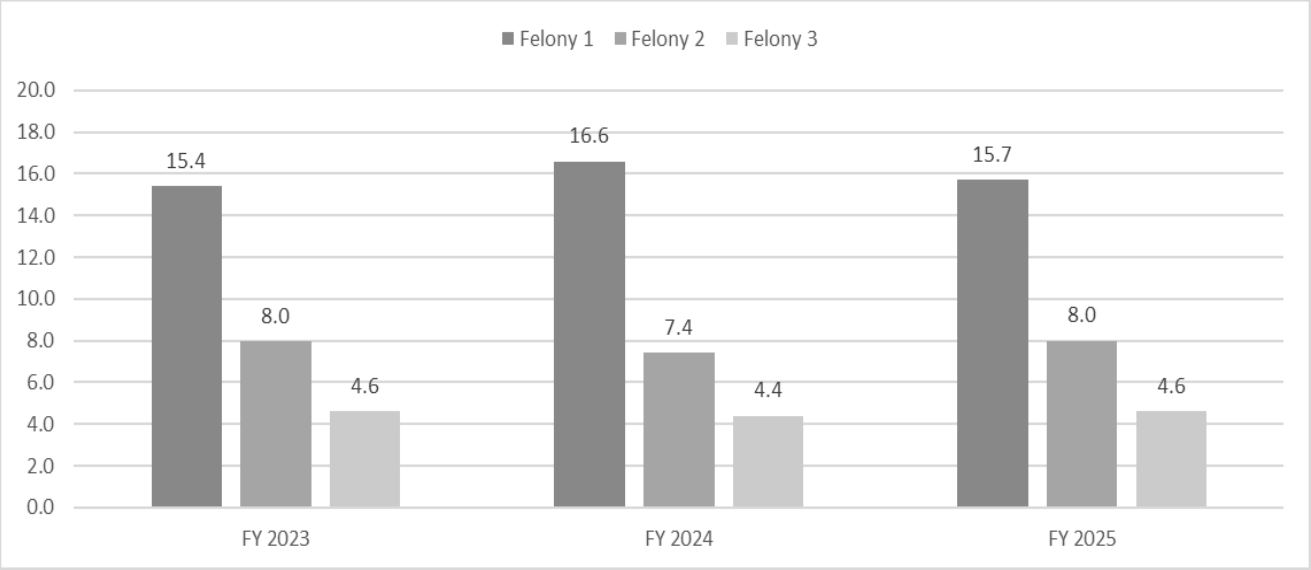
This section examines the amount of time individuals were under Board jurisdiction.[14] It is measured based on the start of the prison commitment episode to the end of Board jurisdiction[15].

Chart 9. Average Years Under Board Jurisdiction



This chart shows the average time under Board jurisdiction in years. For example, for prison commitment episodes ending in FY 2025, individuals spent on average 7.6 years under Board jurisdiction. This includes both time in prison and on parole. Prison aggregate commitments are complicated and include many factors, such as multiple offenses, concurrent or consecutive sentences, sentencing guidelines, varying crime degrees, credit for time served, and other factors. Board decisions take these factors into consideration.

Chart 10. Average Years Under Board Jurisdiction by Primary Offense Crime Degree

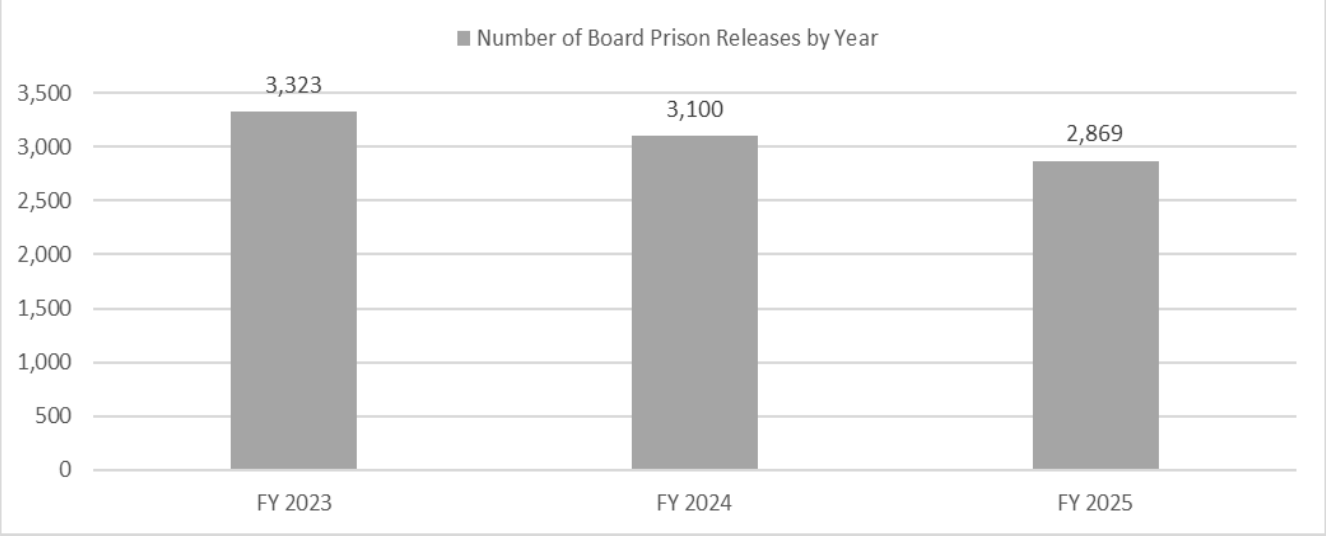


This chart shows the average time under Board jurisdiction in years by the primary offense crime degree. Prison aggregate commitments are complicated and include many factors, such as multiple offenses, varying crime degrees, consecutive or concurrent sentencing, sentencing guidelines, credit for time served, and other factors. Board decisions take these factors into consideration.

Section 4: Prison Releases

This section examines the number of prison releases for individuals who were under the jurisdiction of the Board of Pardons and Parole.[16] It shows prison releases by fiscal years and the type of release.

Chart 11. Prison Releases by Fiscal Year



This chart shows the number of releases from prison by fiscal year for individuals under Board jurisdiction.

Chart 12. Prison Releases by Release Type

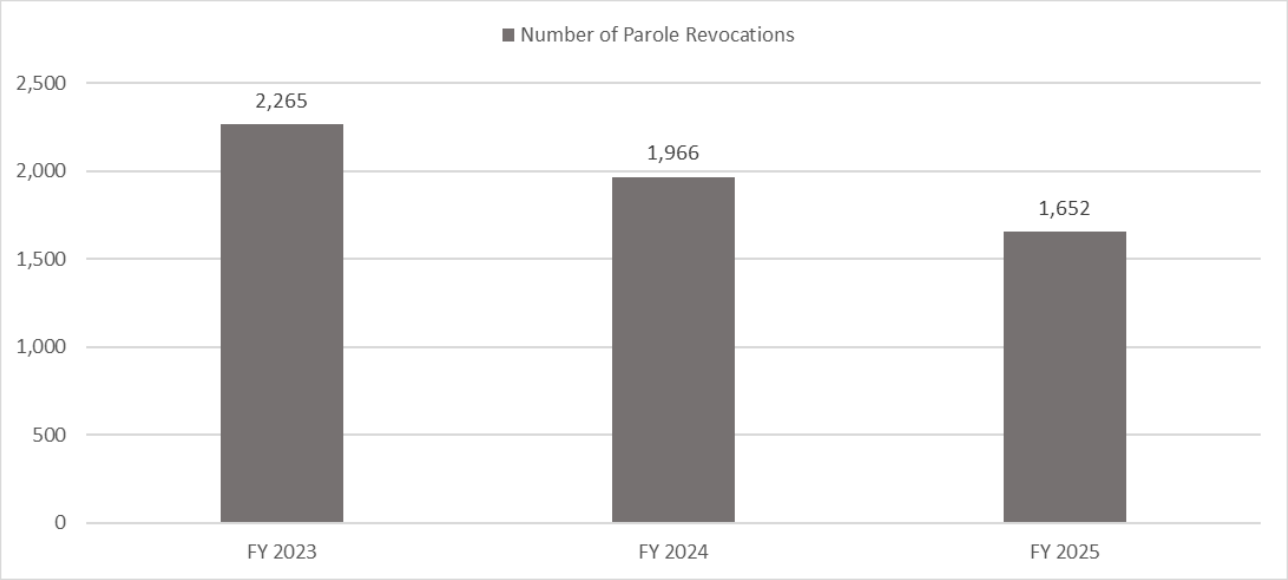
	FY 2023	FY 2024	FY 2025
Discharged to Incarceration by Another Jurisdiction	1.5%	1.2%	1.1%
Expiration of Sentence	1.7%	1.4%	1.5%
Parole	84.0%	86.9%	87.3%
Paroled to Custody of Another Law Enforcement Agency	3.3%	3.3%	4.1%
Passed Away in Prison	0.5%	0.5%	0.9%
Released by Courts	0.2%	0.3%	0.2%
Termination of Board Jurisdiction	8.8%	6.5%	5.0%

This chart shows the type of prison release by fiscal year. There are a number of different release types. The release type of "Discharged to Incarceration by Another Jurisdiction" means the Utah Board of Pardons and Parole jurisdiction was ended when the person was released and the person was transferred to incarceration with another jurisdiction, such as federal prison. An "Expiration of Sentence" release means the person was held in prison until the maximum end of the Board's jurisdiction. A "Paroled to Custody of Another Law Enforcement Agency" release means that the Board placed the person on parole and transferred physical custody of the individual to another agency, such as a federal law enforcement agency or federal prison. A "Termination of Board Jurisdiction" release means the person was released from prison and the Board's jurisdiction was ended.

Section 5: Parole Revocations

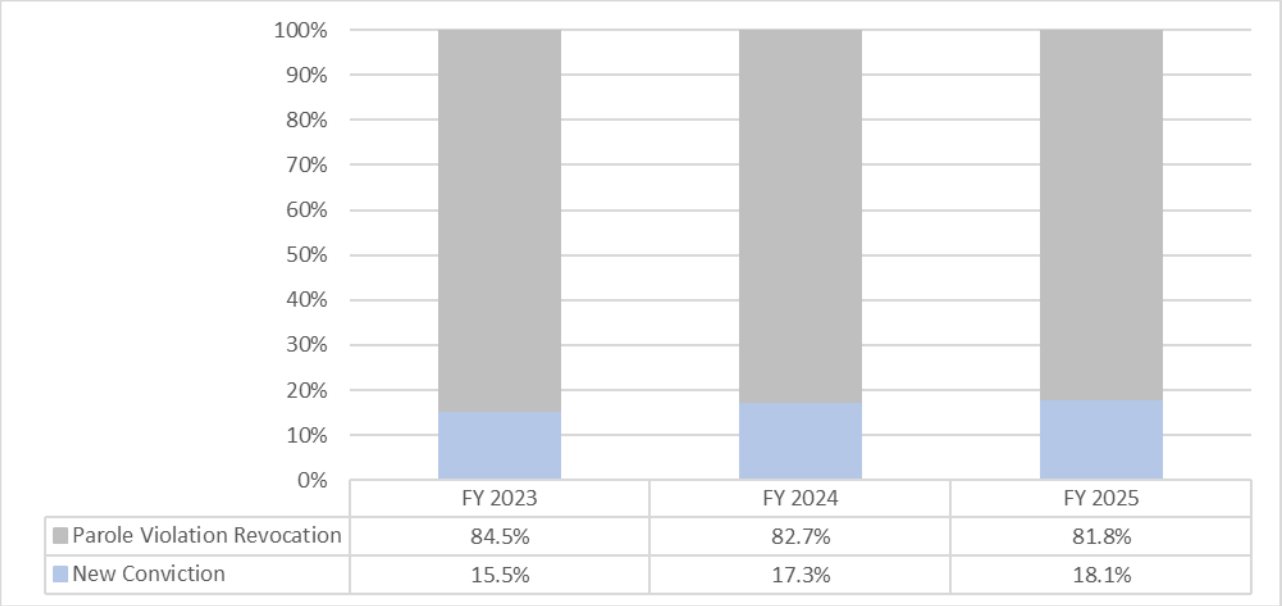
This section examines parole revocations for individuals who were under the jurisdiction of the Board of Pardons and Parole. It shows the number of parole revocations by fiscal year.

Chart 13. Parole Revocations by Fiscal Year



This chart shows the number of parole revocations by fiscal year.[17]

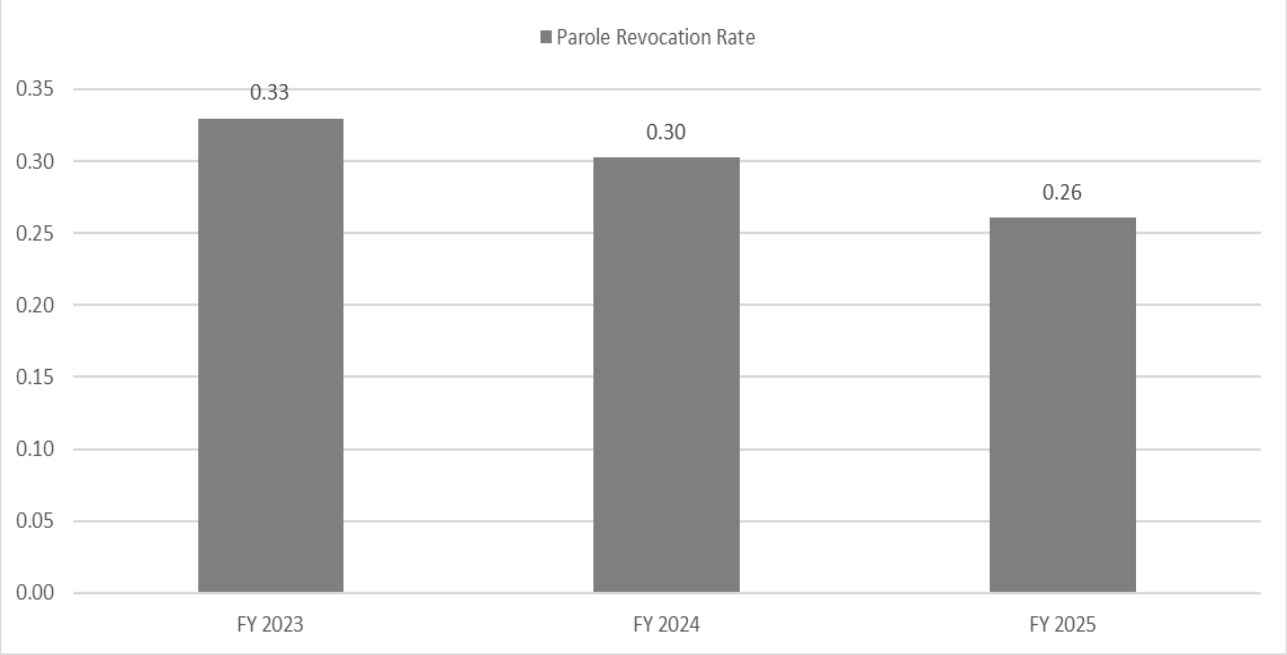
Chart 14. Parole Revocations by Type



	FY 2023	FY 2024	FY 2025
Parole Violation Revocation	84.5%	82.7%	81.8%
New Conviction	15.5%	17.3%	18.1%

This chart shows the percentage of parole revocations by type and fiscal year. For example, 81.8 percent of revocations were for parole violations and 18.1 percent were for new convictions in FY 2025.[18]

Chart 15. Parole Revocation Rate by Fiscal Year

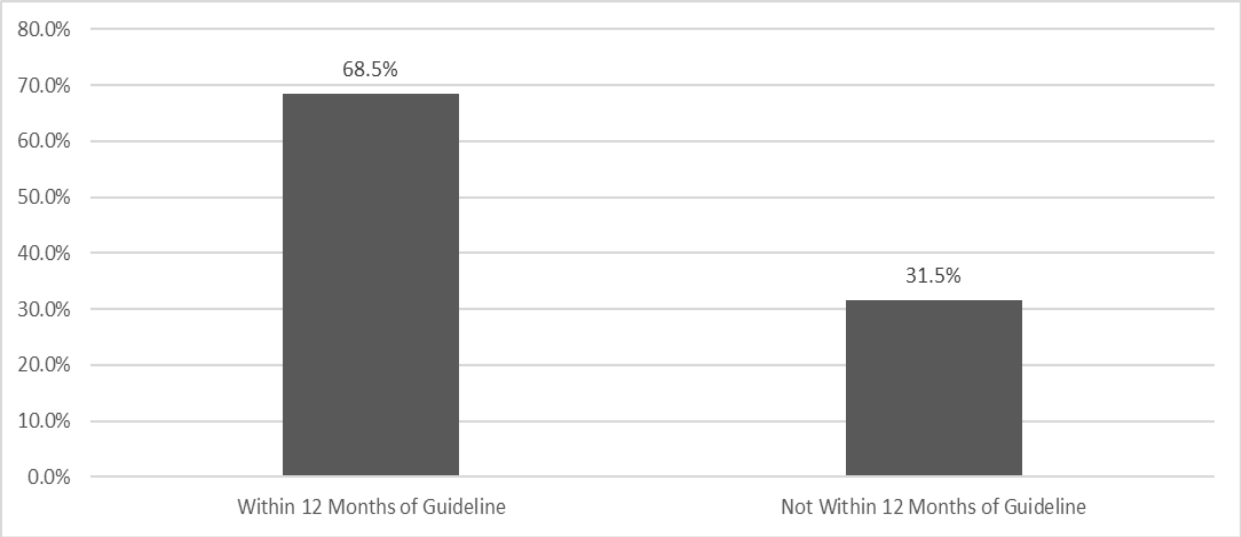


This chart shows the parole revocation rate by fiscal year. The rate is based upon the total number of individuals revoked per year divided by the total number of individuals on parole per year.

Section 6: Alignment of Board Decisions & Guidelines

This section examines the alignment between Board decisions and the Utah Sentencing Guidelines. The Utah Sentencing Guidelines are complex and attach at the time of sentencing. Due to this, the version applicable to one individual in prison can vary from another individual in prison who has committed the same offense and has the same criminal history score. This section examines individuals with a guideline date during the current fiscal year.

Chart 16. Guideline Outcome



This chart shows the difference between the individual's sentencing guideline date and the individual's prison release date based on the Board's decision.

Chart 17. Guideline Outcome Difference

	FY 2025
Over 1 Year Before Guideline	1.4%
6 Months to 1 Year Before Guideline	3.7%
Less than 6 Months Before Guideline	22.1%
At Guideline	19.0%
Less than 6 Months After Guideline	19.8%
6 Months to 1 Year After Guideline	3.9%
More than 1 Year After Guideline	0.0%
Over Guideline - Currently in Prison	30.1%

This chart shows the time difference between the individual's sentencing guideline date and the individual's prison release date based on the Board decision.

Section 7: Reasons for Departure from Guidelines

This section examines the reasons the Board departed from the sentencing guidelines based on decision rationales. It includes decisions in the current fiscal year. It examines aggravating factors for an above guideline release and mitigating factors for an under guidelines release.

Chart 18. Aggravating Factors for Above Guideline Departures

	FY 2025
Risk or Behavior/Needed Risk Reduction	48.1%
Institutional Behavior	25.3%
Prior Supervision	14.4%
Multiple Victims	4.3%
Substantial Injury	2.5%
Extreme Cruelty or Depravity	2.3%
Other	1.4%
Offense Occurred Over a Significant Period of Time	1.2%
Substantial Monetary Loss	0.5%
Total	100.0%

This chart shows the aggravating factors for an above guideline departure in the current fiscal year. For example, the most commonly cited aggravating factor for departing from the guidelines was for risk or behavior or needed risk reduction. The Other Factor category may include such items as: awaiting transportation to a federal detainer, criminal offense volume, or to align with transition needs.[2]

Chart 19. Mitigating Factors for Under Guideline Departures

	FY 2025
Programming Completed/Compliance	97.6%
Other	1.4%
Paid Restitution	1.0%
Total	100.0%

This chart shows the mitigating factors for an under-guideline departure for the current fiscal year. For example, the most commonly cited mitigating factor was program completion or compliance. The Other Factor category may include such items as: to connect with treatment or align with transition needs.

End Notes

[1] The number of individuals released from prison and the number of individuals released from prison under Board jurisdiction are not synonymous. There are individuals in prison who are not under the jurisdiction of the Utah Board of Pardons and Parole. Consequently, differences in recidivism rates are to be expected between these two populations.
[2] Due to rounding or truncating by statistical computer software, totals may not sum to 100.0 percent.
[3] Due to rounding or truncating by statistical computer software, totals may not sum to 100.0 percent.
[4] Recidivism is defined as a return to prison for any new conviction. It is not limited to recidivism for the same type of crime. For example, if the category of "Homicide" is examined, recidivism indicates the individual returned to prison on any new conviction, regardless of the recidivism offense type; it doesn't necessarily indicate the person returned to prison for a new homicide offense.
[5] The risk level is based on the Level of Services/Risk, Need, Responsivity (LS/RNR) assessment completed by the Utah Department of Corrections.
[6] For the complete text of the statute, please see https://le.utah.gov/xcode/Title63M/Chapter7/C63M-7-S101.5_2024050120240501.pdf.
[7] Fiscal years run from July 1 of the initial year to June 30 of the subsequent year.
[8] This includes individuals in the O-Track database whose offender legal status code was not equal to I or V and whose previous offender legal status code was equal to I or V.
[9] Individuals who passed away in prison were not included in the base year data.
[10] For the complete text of the statute, please see https://le.utah.gov/xcode/Title63M/Chapter7/C63M-7-S101.5_2024050120240501.pdf.
[11] This is defined as an O-Track offender legal status of inmate with a legal status change code of new conviction or new conviction/probation violation. This indicates a return to prison on a new conviction.
[12] The measure of 1,095 days is based on 365 days a year multiplied by three years.
[13] Fiscal years run from July 1 of the initial year to June 30 of the subsequent year.
[14] This measure doesn't include individuals who passed away in prison.
[15] A prison commitment episode is defined as the aggregate prison sentence by the Board. It includes the aggregate start date to the aggregate completion date, which is generally the date the person was committed to prison till the date Board jurisdiction was terminated.
[16] Not all individuals in prison are under the jurisdiction of the Utah Board of Pardons and Parole. This is a count of releases; individuals may be released multiple times.
[17] This is a count of parole revocations; individuals can receive multiple revocations.
[18] The new conviction category includes the O-Track categories of New Conviction and New Conviction/Probation Violation.