

Commitment to Change, FY07-14



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Executive Summary

Substance use rehabilitation programs play a key role in successful re-entry. Commitment to Change (CTC) is a substance use rehabilitation program operated by Travis County in a dedicated housing unit at the Travis County State Jail. The program targets men who have a history of substance use and are seeking to change their behavior using a cognitive behavioral curriculum. Services provided include daily cognitive behavioral education, as well as individual and group therapy and case management. CTC began operation in August 2005, and this report examines program activity and outcomes in between FY07 and FY14 (October 1, 2006 to September 30, 2014).

Between FY07-FY14, 452 inmates accepted into CTC were released from Travis County State Jail. Of those 452, 59% (266/452) completed the component of the program taking place in the state jail. After being released from state jail, 207 clients engaged in aftercare services, 67 of whom completed. Those who completed the entire program make up 32% of those who began aftercare services and 15% of those who were ever part of the CTC program. Clients court-ordered into services completed both programming in the jail and aftercare at a higher rate than clients who voluntarily joined the program.

To measure recidivism, information was collected on re-arrest within one and three years of being released from state jail. Of the 380 individuals released between FY07 and FY13, 47% were re-arrested in Travis County for any type of new offense within one year, and 38% were re-arrested for a new offense with a severity of at least a misdemeanor B within one year of release. For those released from state jail between FY07 and FY11, this study examined a three year follow-up period. In the three years following release, 67% of CTC clients were arrested for a new charge of any severity and 57% were arrested for a new charge with a severity of misdemeanor B or higher.

CTC serves clients who participate in the program voluntarily as well as those court-ordered to participate as part of their sentence. One year after release, clients participating voluntarily and court-ordered clients recidivated at nearly the same rate. One year after release, 46% of court-ordered clients were re-arrested for any new offense compared with 47% of clients who joined CTC voluntarily. Three years after release the difference between court-ordered clients and those participating voluntarily widened, with 74% of court-ordered clients re-arrested for any offense, compared with 66% of voluntary clients.

CTC clients were compared to individuals released from the Travis County State Jail who did not receive CTC services. CTC clients were re-arrested for charges with a severity of at least Misdemeanor B at a lower rate than the comparison group (38% compared to 48%).

Key Findings and Recommendations

- CTC had difficulty retaining clients in after-care. Only about one-third of the clients who started aftercare successfully completed it.
 - **Recommendation 1:** Continue to build and maintain re-entry supports in the community. Housing, including permanent supportive housing, employment assistance, and substance use treatment services are essential for reintegrating individuals released from state jail. CTC clients need many of the same services as IOTC clients. In the aftercare period, case managers should focus on arranging appointments for mental and physical health care; beginning SSI/SSDI applications; and placing clients on wait lists for treatment and housing beds before release.
- Court-ordered clients engaged in individual meetings, case management, and aftercare at higher rates than their counterparts who had volunteered to take part in the program, but a larger percentage of the clients participating voluntarily remained arrest-free. Three years after release, the gap between the recidivism rate for court-ordered clients and voluntary clients had widened, with the court-ordered clients having a higher recidivism rate.
 - **Recommendation 2:** Partner with the judicial system to make continuous improvements to the program.
- CTC clients had a lower recidivism rate than a matched comparison group both at one year post-release (38% compared to 48%) and at three years post-release (57% compared to 64%).
 - **Recommendation 3:** Expand CTC programming to serve more clients at the Travis State Jail. The addition of a second housing unit would add 24 more beds to the program. An additional housing unit would also present an opportunity to tailor education groups to specific needs.

Introduction

Every year, the Travis County State Jail releases approximately 700 state jail inmates to Travis County, more than 99% of whom are discharged to the community with no supervision.¹ About one-third of those being released from Travis County State Jail served time for drug possession, which is also the most frequent offense type reported. Many other Travis County State Jail inmates report extensive substance use histories that contributed to their criminal conduct. Addressing the intersection of substance use and criminal conduct is essential for reintegrating individuals released from state jail.

Overview

Commitment to Change (CTC) is a substance use rehabilitation program operated by Travis County in a dedicated housing unit at the Travis County State Jail. CTC seeks to reduce recidivism by providing programming and services to inmates identified as having a substance use problem.

This report examines the activity and outcomes for CTC for the period of FY07 to FY14, the period extending from October 1, 2006 to September 30, 2014. Travis County Counseling and Education Services (CES) provided a list of all CTC clients during that time period. Travis County Justice Planning (Justice Planning) was given access to the CES database and collected demographic and program activity data on the clients. This evaluation looks at the first time an individual participated in CTC. Cohorts of clients were grouped based on the county fiscal year in which they were released from state jail. The report also compares clients who entered the program voluntarily and those who were court-ordered to participate.

History the Community Justice Center (CJC)

Before describing CTC, it is important to describe an initiative by the state that sought to make it easier for individuals charged with felonies to be accountable for their crime, yet to also be able to return to their community afterwards to live productive lives. The Texas Legislature created a fourth degree felony, also referred to as a state jail felony, in the 73rd Legislative Session (1993) so that lower level offenders, typically convicted of small amounts of illegal drugs or property offenses, could serve shorter sentences in state prisons in their local communities. The creation of state jails was intended to allow larger urban counties to keep offenders closer to their communities for an easier transition back to society. The original state jail legislation permitted judges to sentence offenders to short periods of incarceration, up to two years, followed by longer terms of community supervision or probation, during which offenders could participate in rehabilitative programs. However, as legislation changed over the

¹ The average number released was calculated on data provided by TDCJ on Travis County State Jail releases to Travis County, State Fiscal Year 2005-2013.

years, the original concept altered greatly from its original intent. On average, Travis County defendants serve 9 months in state jail², and they are not on community supervision after release.

The Travis County State Jail (formerly called the Travis County Community Justice Center (CJC)) is a state-owned jail located in Travis County and designed to house approximately 1,600 state jail felons. Commissioners Court lobbied heavily to the state to have a state jail built in Travis County so that rehabilitative programs and services could be provided locally to offenders. The CJC was planned to be qualitatively different from other state prison facilities; namely, its programs were designed around the concept of “community justice.” Its location was intended to keep offenders closer to home and to keep them involved with their family and community during incarceration. In addition, the facility was designed to provide a holistic array of programs such as family therapy and several volunteer-based programs. Other services intended included case management and community resource development.

Travis County stands out in its investment of local tax dollars at a state operated prison. Since 2000, Travis County Commissioners Court has funded over four million dollars for programs targeting state jail felons, typically low level drug and property offenders. Efforts at the state jail funded by Travis County include:

- Crime Prevention Institute (1999-2010)
- Resource Fair (2000-current)
- Capital Area Training Foundation/FOCUS Program (2001-2005)
- Travis County Re-entry Success Guide (2005-current)
- Construction of Kennel to Establish Dog Training Program (2005)
- Commitment to Change (2005-current)
- Family Forward, family therapy (2005-2007)
- A New Entry, case management (2005-2007)
- Encore House, transitional housing (2005-2007)
- Transitional Housing (2007 – current)
- PREP (2009-current)
- Construction of Visitation Center (2009)
- Inside Out of Travis County (2011-current)

CTC was created in FY05 to add substance use rehabilitation into the array of services that aid in the re-entry and re-integration of offenders.

Program Design

Current research in criminal justice suggests that to reduce recidivism, rehabilitative programs should include cognitive-behavioral interventions (Lowenkamp et al., 2009; Wilson et al., 2005) and adhere to risk-need-responsivity principles (Lowenkamp et al., 2006a; Lowenkamp et al., 2006b). CTC uses a

² The average was calculated on data provided by TDCJ on Travis County State Jail releases to Travis County, State Fiscal Year 2005-2013. Length of stay was calculated from sentence start date to release date.

curriculum, *Criminal Conduct & Substance Abuse Treatment: Strategies for Self-Improvement and Change* by Kenneth W. Wanberg, Ph.D., and Harvey B. Milkman, Ph.D. The program approaches clients' substance use and criminal conduct through cognitive behavioral therapy. The program was designed to last six months and include a pre-release period to be followed with a post-release component which includes weekly aftercare and case management. Clients in compliance with the program had access to transitional housing when needed. CTC targets the criminogenic need factors of substance use and antisocial beliefs and attitudes that place individuals at risk for future criminal involvement.

CTC has evolved substantially in its ten years of operation. Originally, the program served both men at the Travis County State Jail in Austin and women at the Woodman State Jail in Gatesville. Services to women ended in FY 2011 after the women's program was not able to sustain sufficient numbers to keep an active, ongoing group. Early in the program's existence, staff identified the need for aftercare to sustain treatment gains as clients re-entered the community. Research has shown that including an aftercare component with in-prison therapeutic communities can increase reductions in recidivism (Aos et al., 2001). Aftercare supports were established to meet this need and included a support group, individual meetings with counselors, and case management.

Although CTC is primarily a voluntary program, Travis County District Court judges and The Travis County District Attorney (Travis County Justice Planning) may order clients to participate. Clients mandated to attend CTC were also required to complete the aftercare portion of the program as part of their sentence. When necessary, the curriculum was adapted to accommodate varied sentence lengths.

In FY12, Inside Out Travis County (IOTC) began providing re-entry case management and therapy to clients during incarceration and after release from state jail. From FY12 to FY14, 73 CTC clients engaged in IOTC.³ In mid-FY14 management of CTC was moved from Counseling and Education Services (CES) to Justice Planning.

Target Population

CTC is designed for state jail felons with an identified substance use need. The program serves both clients who volunteer and those who are court-ordered to participate as part of their sentence.

Budget

The program employs two full-time staff (FTEs) who are licensed clinicians. The cost of staffing CTC at its current level is \$174,172 per year. Since mid-FY14, the program has been coordinated by the same case manager that oversees IOTC. The cost estimate includes only the staff providing direct services.

Who Was Served?

This report examines the activity of clients from the point of their first intake until the first time they exited the program. Please note that a client may enter the program in one fiscal year, but exit state jail or exit the program in a subsequent fiscal year. The table below shows the number of clients at intake, released from state jail, and exiting the program. In this report, clients are grouped together by the fiscal

³ Additional analysis of the IOTC/CTC shared clients can be found in the IOTC, FY12-14 Program Evaluation.

year in which they were released from state jail.

Table 1: Program Activity by Fiscal Year

	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	Total
Intake	58	45	50	59	54	62	59	41	428
Participation in State Jail	57	41	48	56	65	57	61	61	446
Release from State Jail	48	46	45	60	63	53	65	72	452
Participation in Community	0	9	10	26	42	28	44	38	197

Though this report examines only the first period of program participation for each client, clients may return to the program after exiting. Historically, about one-fifth (19% or 85 of 452) of CTC clients return to the program after exiting. Most of the clients who return, only come back once (79 of 85), though a handful have come through the program a third time.

Beginning in FY09, certain CTC clients were court-ordered into the program. The number of clients court-ordered to CTC peaked in FY11 when they made up half (49%) of the CTC clients released from state jail. Since FY11, the number of court-ordered clients has been on the decline.

Table 2: CTC Clients Released from State Jail, Voluntary vs. Court-Ordered

	Voluntary		Court Ordered		Total Clients
FY07	48	100%	0	0%	48
FY08	46	100%	0	0%	46
FY09	44	98%	1	2%	45
FY10	42	70%	18	30%	60
FY11	32	51%	31	49%	63
FY12	32	60%	21	40%	53
FY13	56	86%	9	14%	65
FY14	68	94%	4	6%	72
Total	368	81%	84	19%	452

Demographics

Demographic data was collected on all CTC clients. This evaluation only examined the activity and outcomes of male clients since services to females ended in FY11. The average age of clients is in the late thirties, but the age range spans from the late teens to individuals approaching retirement age.

Table 3: Age by Fiscal Year

	FY07		FY08		FY09		FY10		FY11	
Average Age	40		38		38		36		39	
Youngest	22		19		19		18		20	
Oldest	59		52		57		58		62	
17-25	4	8%	3	7%	4	9%	11	18%	9	14%
26-30	3	6%	5	11%	6	13%	6	10%	7	11%
31-40	16	33%	20	43%	20	44%	25	42%	16	25%
41-50	21	44%	15	33%	11	24%	12	20%	20	32%
51+	4	8%	3	7%	4	9%	6	10%	11	17%
Total	48	100%	46	100%	45	100%	60	100%	63	100%

	FY12		FY13		FY14		Total	
Average Age	37		35		39		38	
Youngest	19		19		19		18	
Oldest	60		55		64		64	
17-25	12	23%	14	22%	10	14%	67	15%
26-30	9	17%	9	14%	6	8%	51	11%
31-40	9	17%	24	37%	23	32%	153	34%
41-50	15	28%	17	26%	21	29%	132	29%
51+	8	15%	1	2%	12	17%	49	11%
Total	53	100%	65	100%	72	100%	452	100%

The distribution of the clients' race and ethnicity varies from year to year. Overall, more than one-third of clients are black and more than one-third are white. About one-quarter of clients are Hispanic.

Table 4: Race/Ethnicity by Fiscal Year

	FY07		FY08		FY09		FY10		FY11	
Black	20	42%	12	26%	19	42%	23	38%	28	44%
Hispanic	7	15%	14	30%	5	11%	16	27%	16	25%
White	21	44%	20	43%	21	47%	20	33%	19	30%
Missing	0	0%	0	0%	0	0%	1	2%	0	0%
Total	48	100%	46	100%	45	100%	60	100%	63	100%

	FY12		FY13		FY14		Total	
Black	23	43%	20	31%	27	38%	172	38%
Hispanic	11	21%	16	25%	20	28%	105	23%
White	19	36%	29	45%	25	35%	174	38%
Missing	0	0%	0	0%	0	0%	1	0%
Total	53	100%	65	100%	72	100%	452	100%

Recidivism

Recidivism was measured by gathering arrest information based on bookings for arrests on new charges in Travis County. Two recidivism measures are presented: any arrest for a new charge and an arrest for a new charge with a severity of misdemeanor B or higher. This report presents both one and three year follow-up periods.

To follow every client in a cohort for one to three years following release from state jail, recidivism rates are calculated with arrest data extending one and three years after the period being analyzed has ended. At the time of this report one-year re-arrest data were available through the FY13 cohort, and three-year re-arrest data were available through the FY11 cohort. Re-arrests were defined as having a jail booking in Travis County for a new offense, a new offense downtown, or a class C warrant. If an individual had more than one arrest during the follow-up period, only the first arrest was counted.

There were 380 CTC clients released from state jail between FY07 and FY13. Of those, 179 or 47% were arrested for a new offense of any severity. Within three years, 176 clients or 67% were arrested for a new offense of any severity.

Table 5: Re-arrested for Any Offense by Fiscal Year of Release

	N	One Year		N	Three Year	
FY07	48	22	46%	48	33	69%
FY08	46	20	43%	46	28	61%
FY09	45	27	60%	45	33	73%
FY10	60	35	58%	60	42	70%
FY11	63	28	44%	63	40	63%
FY12	53	22	42%			
FY13	65	25	38%			
Total	380	179	47%	262	176	67%

Table 6: Re-arrested for Any Offense by Court-Ordered Status

	N	One Year		N	Three Year	
Voluntary	300	142	47%	212	139	66%
Court-Ordered	80	37	46%	50	37	74%
Total	380	179	47%	262	176	67%

When including only arrests for new charges with a severity of Misdemeanor B or above, 143 or 38% were arrested within one year, and 150 or 57% were arrested within three years.

Table 7: Re-arrested for an Offense with a Severity of Class B or Higher

	N	One Year		N	Three Year	
FY07	48	18	38%	48	25	52%
FY08	46	17	37%	46	24	52%
FY09	45	16	36%	45	28	62%
FY10	60	26	43%	60	39	65%
FY11	63	23	37%	63	34	54%
FY12	53	19	36%			
FY13	65	24	37%			
Total	380	143	38%	262	150	57%

Table 8: Re-arrested for an Offense with a Severity of Class B or Higher

	N	One Year		N	Three Year	
Voluntary	300	111	37%	212	118	56%
Court-Ordered	80	32	40%	50	32	64%
Total	380	143	38%	262	150	57%

Comparison Group

A matched comparison group of inmates released from Travis County State Jail was selected using the fiscal year the individual was released, their offense type, and their age group. The Texas Department of Criminal Justice provided a dataset containing the records of inmates released to Travis County through the end of State Fiscal Year 2013 (August 31, 2013). Of the 380 CTC clients released from state jail between FY07 and FY13, 331 were identified in the TDCJ dataset, and a match who did not participate in CTC was found for 327 or the records.⁴ The CTC group had a lower recidivism rate than the comparison group (38% compared to 48%).

Table 9: One-Year Recidivism Rates, CTC Clients Compared to Non-Clients

	CTC		Comparison	
No Arrest for Misdemeanor B or Higher	237	62%	170	52%
Arrest for Misdemeanor B or Higher	143	38%	157	48%
Total	380	100%	327	100%

Table 10: Three-Year Recidivism Rates, CTC Clients Compared to Non-Clients

	CTC		Comparison	
No Arrest for Misdemeanor B or Higher	112	43%	82	36%
Arrest for Misdemeanor B or Higher	150	57%	144	64%
Total	262	100%	226	100%

⁴ Due to the type of data available from TDCJ, only arrests for a Misdemeanor B or higher are taken into consideration.

Services Provided

The CTC is a cognitive-behavioral therapy program designed to address substance use and criminal conduct. Program length can be tailored to meet the needs of clients court-ordered to different lengths of time. While at the Travis County State Jail, clients attend curriculum-based classes, group and individual therapy sessions, and case management. Clients live together in a dedicated housing unit that can hold up to 24 men. They receive programming using a cognitive behavioral curriculum and work on homework between classes. After returning to the community, clients are encouraged to participate in aftercare. Court-ordered clients are required to participate in aftercare. Program staff regularly assess clients on their progress. Some CTC clients, also received services from Inside Out Travis County (IOTC). Clients may have also attended PREP employment-readiness training and/or a state jail resource fair.⁵

Theory

CTC uses cognitive behavioral therapy to address substance use and criminal conduct. The program follows a cognitive behavioral therapy curriculum, *Criminal Conduct and Substance Abuse Treatment: Strategies for Self Improvement and Change*, which addresses behavior patterns contributing to substance use; develops skills related to communication and critical thinking; and cultivates prosocial attitudes. The curriculum leads clients through a systematic examination of how they respond to situations, and guides clients toward developing new, more appropriate behaviors.

Cognitive Behavioral Groups

Clients start CTC as soon as they are accepted in the program. The CTC curriculum contains three phases, and different phase groups operate concurrently with classes rotating through chapters in the curriculum. A client graduates to the next phase when he has completed all the lessons in a given phase. Phase I (20 sessions) introduces cognitive behavioral therapy concepts and concepts related to the intersection of alcohol and drug use and criminal conduct. Phase II (22 sessions) emphasizes skill building in managing thoughts and emotions, building relationships, and social responsibility. Phase III (8 sessions), the final phase of the course,

emphasizes maintaining gains. Information on group participation was captured for each client from his start date to the first time he exited the in-jail program. Nearly all CTC clients attend at

Table 11: Participation in CTC Groups, by Fiscal Year

	Phase I		Phase II		Phase III		Total Clients
FY07	46	96%	34	71%	17	35%	48
FY08	45	98%	32	70%	14	30%	46
FY09	43	96%	34	76%	5	11%	45
FY10	58	97%	31	52%	14	23%	60
FY11	50	79%	38	60%	20	32%	63
FY12	36	68%	33	62%	12	23%	53
FY13	59	91%	42	65%	30	46%	65
FY14	65	90%	46	64%	37	51%	72
Total	402	89%	290	64%	149	33%	452

⁵ A full discussion of the CTC/IOTC shared clients, PREP, and the State Jail Resource Fair can be found in the IOTC evaluation.

least one Phase I class (89% over the seven year period examined in this report). About two-thirds of CTC clients (64% between FY07 and FY14), graduate from Phase I and attended at least one Phase II class, and about one-third (33% between FY07 and FY14) attend at least one Phase Three class.

Court-ordered and voluntary clients both had similar rates of participation in the phase groups that took place in the state jail.

Table 12: Pre-Release Phase Group Participation, Voluntary vs. Court-Ordered

	Phase I		Phase II		Phase III		Total Clients
Voluntary	331	90%	234	64%	118	32%	368
Court-Ordered	71	85%	56	67%	31	37%	84
Total	402	89%	290	64%	149	33%	452

Individual Services in the State Jail

In addition to phase group sessions based on the Commitment to Change curriculum, CTC clients meet with a social worker individually to review homework, talk about issues raised by the curriculum, and receive therapy. They also attend case management sessions to work on connecting to community-based resources that will help them address their substance use problems and re-integrate successfully into the community. Overall about three-quarters of the CTC clients met individually with a social worker and more than half attended a case management session.

Table 13: Individual Services in State Jail by Fiscal Year

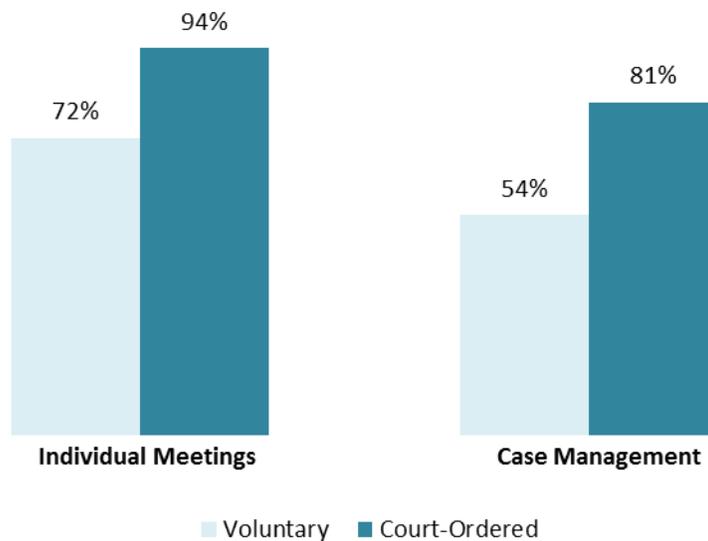
	Individual Meetings		Case Management		Total Clients
FY07	36	75%	0	0%	48
FY08	37	80%	6	13%	46
FY09	32	71%	31	69%	45
FY10	55	92%	55	92%	60
FY11	60	95%	47	75%	63
FY12	51	96%	43	81%	53
FY13	52	80%	53	82%	65
FY14	22	31%	30	42%	72
Total	345	76%	265	59%	452

Although court-ordered clients engaged in group work at the state jail at about the same rate as voluntary clients, the court-ordered clients received more one-on-one services. When compared to clients who volunteered to take part in the program, court-ordered clients attended individual meetings with a social worker at a higher rate than the voluntary clients (94% vs. 72%). Court-ordered clients also participated in case management at a higher rate, with more than three-quarters (81%) of the court-ordered clients receiving case management and half (54%) the voluntary clients receiving case management.

Table 14: Individual Services by Court-Ordered Status

	Individual Meetings		Case Management		Total Clients
Voluntary	266	72%	197	54%	368
Court-Ordered	79	94%	68	81%	84
Total	345	76%	265	59%	452

Figure 1: Participation in Individual Meetings and Case Management by Court-Ordered Status



Aftercare

Post-release services consisted primarily of support groups (not based on curriculum), but individual meetings/therapy and case management were also available. The first year data is available on services that took place in the community is FY08. The number of clients engaging in post-release services remained small throughout the program’s history. Through FY07, a contracted non-profit organization performed post-release case management for the program. In an effort to strengthen re-entry support in the community, Travis County established IOTC in FY12 to offer more intensive and individualized re-entry support for those at the highest risk for recidivism.

Table 15: Community-Based Services by Fiscal Year

	Groups		Individual Meetings		Case Management		Total Clients
FY08	0	0%	12	26%	7	15%	46
FY09	0	0%	6	13%	9	20%	45
FY10	15	25%	16	27%	22	37%	60
FY11	30	48%	11	17%	29	46%	63
FY12	22	42%	0	0%	10	19%	53
FY13	24	37%	0	0%	3	5%	65
FY14	1	1%	0	0%	0	0%	72
Total	92	20%	45	10%	80	18%	452

Of the clients released from state jail each year, a little less than half (46% or 207 of 452) engaged in post-release services. Post-release service participation peaked in FY11 when 71% of the clients attended CTC programming in the community.

Table 16: Clients Engaging in Services in the Community

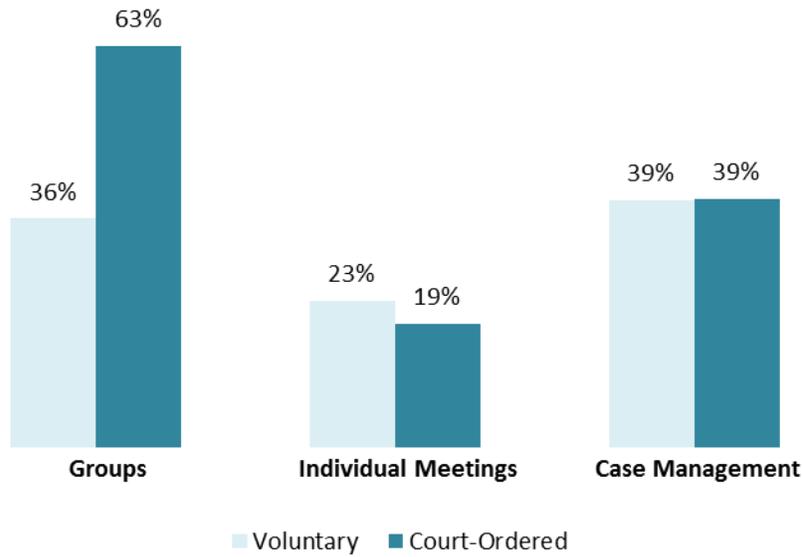
	Engaged Post-Release		Did Not Engage Post-Release		Total Clients
FY08	12	26%	34	74%	46
FY09	9	20%	36	80%	45
FY10	27	45%	33	55%	60
FY11	45	71%	18	29%	63
FY12	30	57%	23	43%	53
FY13	42	65%	23	35%	65
FY14	42	58%	30	42%	72
Total	207	46%	245	54%	452

Of the 207 CTC clients who engaged in aftercare, 68% (140 of 207) were voluntary and 32% (67 of 207) were court-ordered. The court-ordered clients had higher rates of participation in aftercare groups.

Table 17: Rates of Participation in Aftercare by Court-Ordered Status

	Groups		Individual Meetings		Case Management		Total Clients
Voluntary	50	36%	32	23%	54	39%	140
Court-Ordered	42	63%	13	19%	26	39%	67
Total	92	44%	45	22%	80	39%	207

Figure 2: Rates of Participation in Aftercare by Court-Ordered Status



Outcomes

Of the clients who were released from state jail between FY07 and FY14, a little more than half (59%, or 266/452) completed the portion of the program taking place inside the state jail. Completion of the in-jail programming peaked in FY11 when the completion rate reached 73%.

Table 18: Program Completion in the State Jail

	Did Not Complete		Completed		Total
FY07	18	38%	30	63%	48
FY08	20	43%	26	57%	46
FY09	25	56%	20	44%	45
FY10	29	48%	31	52%	60
FY11	17	27%	46	73%	63
FY12	22	42%	31	58%	53
FY13	23	35%	42	65%	65
FY14	32	44%	40	56%	72
Total	186	41%	266	59%	452

Court-ordered clients completed the program in the state jail at a higher rate than clients who were voluntary clients (71% compared to 56%).

Table 19: Program Completion in the State Jail

	Voluntary		Court-Ordered		FY07-14	
Completed	206	56%	60	71%	266	59%
Did Not Complete	162	44%	24	29%	186	41%
Total	368	100%	84	100%	452	100%

About one-third of the clients who engaged in post-release services completed aftercare services. Of all the CTC clients, 46% (207 of 452) engaged in the aftercare program, suggesting that most but not all of those who successfully completed the program in jail sought aftercare support.

Table 20: Program Completion in the Community

	Did Not Complete		Completed		Total
FY08	0	0%	12	100%	12
FY09	1	11%	8	89%	9
FY10	22	81%	5	19%	27
FY11	34	76%	11	24%	45
FY12	18	60%	12	40%	30
FY13	29	69%	13	31%	42
FY14	36	86%	6	14%	42
Total	140	68%	67	32%	207

Court-ordered clients completed aftercare at a higher rate than voluntary clients. Aftercare was mandatory for the court-ordered clients.

Table 21: Post-Release Program Completion

	Voluntary		Court-Ordered		FY07-14	
Completed	42	28%	25	42%	67	32%
Did Not Complete	106	72%	34	58%	140	68%
Total	148	100%	59	100%	207	100%

Conclusion

Since the Travis County State Jail first opened, Travis County has sought solutions for rehabilitating and reintegrating offenders serving sentences there. CTC targets state jail inmates whose substance use presents a criminogenic need. The program also assists clients in changing antisocial beliefs and attitudes that lead to criminal involvement. This analysis suggests that the program has been successful in reducing new arrests among its clients.

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Appendix 1. Data Sources: Definitions and Explanations

The Travis County Integrated Justice System (Tiburon)

The Travis County Integrated Justice System (Tiburon) is a series of data tables and databases used by many government agencies in the county for electronically storing administrative records. These data include records of most people arrested and booked in Travis County (except expungements). This study uses these data to examine the recidivism of the CTC clients and their comparison group.

This study also used Tiburon to generate a list of program clients and capture their program activity.

TDCJ Releases to Travis County, State Fiscal Years 2005-2013

TDCJ provided a dataset of all releases to Travis County that was used to construct a comparison group for this analysis. The data were provided to Travis County on February 10, 2015.

Analysis

Each CTC client is represented one time in the final dataset. If a client has participated in the program more than once, only the activity occurring between the first intake and the first exit from the program is included in this analysis. Information about services received was aggregated and connected back to each client's individual record. Information about court-ordered status was collected from paper files at Travis County Community Education Services. The final evaluation data set was processed using SPSS to provide counts for specific measures.

Appendix 2. Recidivism Analysis Methodology

1. Locate CTC clients to follow

This recidivism analysis selected all CTC clients who were released from state jail between FY07 and FY13 (October 1, 2006 to September 30, 2013). Clients were selected if they had an intake date, meaning they had been accepted into the program, regardless of whether they completed services.

2. Identify the start date for the recidivism follow-up period

This study operationalized the recidivism follow-up period as the 365 day period starting on the day a person was released from state jail. In some cases an actual release date was not available in the data. In those cases, the projected release date was used if it was available. For clients who had neither an actual or projected release date, release dates were looked up at the Travis County State Jail. The end date of the analysis, the last day of FY13, allows at least one full year (365 days) for the recidivism follow up period.

3. Screen CTC clients for recidivism

The outcome evaluation examined whether CTC clients were arrested and booked for any new offenses for Class C Misdemeanor offenses and above. To conduct this recidivism screen, this study ran the 452 CTC clients against all arrest and jail bookings (Tiburon) to see if there was a match on the MNI number.

The MNI number is a person-specific code that is assigned to a person when he first enters the Travis County Criminal Justice System. The unique MNI number makes it easy to see if the person has a subsequent arrest-booking event: the researcher simply searches the MNI field for the specific MNI to isolate the individual's arrest-booking history. Specific code values identify new arrest-bookings.

4. Specific code values used to identify new arrest-bookings

This study operationalized new arrest and jail bookings using two variables in the Tiburon data. First, the Authority Code (Auth_Code) variable had to have at least one of three values: CCN (Community Court New Charge), CWART (taken into custody for a Class C Misdemeanor offense), or New (New Arrest). Second, the jail code (BJ_TYP_PRIS) for these charges had to have either CITY or CTY as a value. Finally, the booking date of the variable had to occur within 365 days of the client's release from state jail.

5. This recidivism analysis includes Class C Misdemeanors

In line with Justice Planning practices, re-arrests indicating "any arrest" reported include Class C misdemeanors. A second measure of recidivism "arrests for a misdemeanor B or higher" is also provided because other evaluations of state jail activity, typically report re-arrests for offenses with a severity of at least misdemeanor B. The second measure of recidivism is provided in that context.

6. Comparison group

To examine the outcomes of CTC, this study examined what happened to other state jail inmates released at about the same time as the CTC clients, who had committed similar offenses and were a similar age. A match was identified for 327 of the 380 CTC clients (86%).

The comparison group was built from a dataset of TDCJ inmates released to Travis County. To create a comparison group, this study removed several people from the list of inmates from data if they were an CTC client during a future or past incarceration. Clients of other Travis County funded interventions were not removed out of the comparison group. Just as the CTC population had IOTC clients, the comparison group also contains IOTC clients.

The comparison group was selected by matching CTC clients with a person from the list of individuals released from Travis County State Jail based on the following criteria:

- Fiscal year released from state jail
- Age group (younger than 21; 22-25; 26-30; 31-40; 41 to 50; and 51 and older)
- Offense Type

For the comparison group, only re-arrests for offense with a severity of misdemeanor B or higher are captured. This is because TDCJ's data contained the SID, the state criminal justice system's unique identifier, but not the MNI, which is a county-generated unique identifier.