

Inside Out Travis County, FY12-14



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Executive Summary

People re-entering society after serving prison or jail sentences need support targeted to specific needs during re-integration into the community. Multiple studies during the past decade have indicated that individuals are particularly vulnerable during this re-entry period. Suddenly they are discharged from a highly controlled environment into the outside world with minimal daily structure, few community linkages, and, quite possibly, no place to live. To increase the odds that these individuals are successful, these studies have suggested community-based agencies and justice professionals should create programming that is focused on this population and the challenges that they confront when they leave prison and jail.

Inside Out Travis County (IOTC) is a program that was developed to focus on individuals as they exit incarceration and return to the community. Specifically, IOTC is a voluntary re-entry program that focuses on providing services to jailed inmates during their transition from the Travis County State Jail to the community once they have been released. The program is administered by Travis County Justice Planning (Justice Planning) and targets men who are at high or moderate risk to re-offend. Services provided include therapeutic support and education; intensive case management; and re-entry planning and support.

IOTC was begun in response to an identified need within the Commitment to Change (CTC) program for support during the re-entry period, particularly in relation to finding housing and employment after release from state jail. With the establishment of IOTC, individuals at moderate to high risk for re-offense had access to intensive aftercare services that were previously unavailable to those exiting state jail, who are rarely on any type of community supervision after release. IOTC began operation in early FY12, and this report examines program activity and outcomes in the first three years of operation (FY12-FY14).

In FY12-FY14, 482 inmates participating in IOTC were released from Travis County State Jail. At intake, many of the clients indicated circumstances that would pose challenges for them upon release from state jail. Nearly all the clients (95% or 460) said they had a history of substance use problems. Almost two-thirds (62% or 298) reported a mental health condition, and a little less than half (42% or 204) reported being homeless at the time they were arrested. About three-quarters of these individuals (78% or 374) remained engaged with IOTC until their release from state jail. Reasons for exiting the program prior to release include opting out, Texas Department of Criminal Justice (TDCJ) disciplinary action, release from state jail before sufficient time had elapsed to form a working relationship, being removed from the facility because of a prior charge, and deciding not to return to Travis County after release.

To measure recidivism, arrest data was collected for the one year follow-up period after release from state jail for the groups released in FY12 and FY13. Of the 320 individuals released from state jail in FY12 and FY13, 54% were re-arrested in Travis County for any type of new offense, and 47% were re-arrested for a new offense with a severity of at least a misdemeanor B.

Key Findings and Recommendations

- IOTC is serving its intended population. More than 90% of clients were found to be at either high or moderate risk to recidivate.
- IOTC clients have high rates of clinical and social problems at the time of their arrest. 95% of clients were found to have a history of substance use; nearly two-thirds had a mental health diagnosis; and almost half were homeless at the time of arrest.
 - **Recommendation 1: Ensure clients have access to substance use services while incarcerated at the Travis County State Jail through an expansion of the CTC program.**
 - **Recommendation 2: 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. IOTC 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.
- The majority of IOTC clients do not complete the services intended by the program's design. About two-thirds of clients engage in services after release from state jail, and one-fifth complete the full program. Clients who complete services have a lower recidivism rate than those who don't complete.
 - **Recommendation 3: Develop strategies to address the high rate of attrition from IOTC.** IOTC has seen success in the clients who successfully complete the program, but given that a minority of the clients completes services, the recidivism rate of all IOTC clients remains high. Strategies might include providing incentives for participation or addressing barriers to clients' responsiveness to treatment. In addition, IOTC should develop policies and procedures to accommodate clients who exit the program early due to diligent participation credit.¹ In FY14, nearly one-third of the clients received diligent participation credit, and to the extent that it limits clients' opportunities to complete program services, a procedure to retain clients in services should be established.

¹ Diligent participation credit is described in detail on p. 11 under the "Who Was Served?" section.

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.² Individuals returning home often face challenges with finding employment, securing housing, and managing chronic health conditions (including mental health and substance use). Without a formal source of supervision or support, many of the highest risk individuals struggle to re-integrate and ultimately recidivate.

Overview

Inside Out Travis County (IOTC) is a re-entry program that works with individuals being released from Travis County State Jail who are at high or moderate risk for committing a new offense. The program assists individuals by providing therapeutic support and education; intensive case management; and re-entry planning and support. Program participation is typically voluntary, but there are a small number of clients who are court-ordered to participate in services.

This report examines the program for the first three fiscal years of its operation, the period extending from FY12 to FY14 (October 1, 2011 to September 30, 2014). Clients are grouped together by the fiscal year in which they were released from state jail.

History of the Community Justice Center (CJC)

Before describing IOTC, 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 possessing 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 years, the original concept altered

² 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.

greatly from its original intent. On average, Travis County defendants serve 9 months in state jail³, 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. 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)

IOTC was created in FY12 to enhance the intention of the CJC, which was to aid in the re-entry and re-integration of offenders. In addition to the comprehensive array of services provided at the state jail, IOTC seeks to help clients both inside and outside the state jail: specifically, IOTC seeks to enhance the transition from jail into the community. IOTC accepted its first clients in November 2011 (FY12).

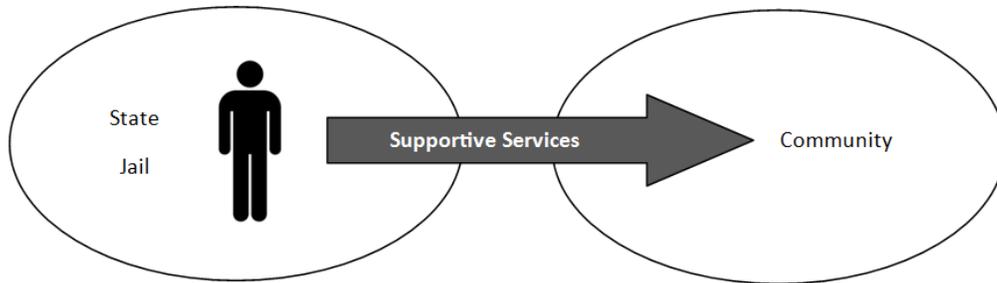
Program Design

IOTC spans the re-entry period beginning in the months prior to release and following the client as he returns to the community. While still incarcerated, the client attends group sessions, meets individually

³ 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.

with his social worker, and develops a re-entry plan. After release, the client meets with his social worker weekly for the first month, and then as needed to achieve his goals for re-entry. Transitional housing is available to participants in need of temporary housing. The program is designed to serve 150 voluntary clients assessed at moderate or high risk to reoffend.

Figure 1: IOTC Program Design



To be accepted into the program the client must:

- Be planning to live in Travis County upon release
- Have at least 90 days remaining on his sentence
- Score in the moderate- to high-risk range on the Ohio Risk Assessment Tool.

In line with evidence-based practices suggesting that intensive services should be targeted to higher risk individuals (Andrews et al., 2006; Bonta, 2002), IOTC selects clients who are at high or moderate risk for re-offense. Re-entry services are particularly important to the population exiting state jail because they are rarely on any type of community supervision after release.

IOTC was created in FY12 by re-allocating funding for the Commitment to Change (CTC) program into the new program so that more robust aftercare services could be provided. The motivation to create IOTC stemmed from dissatisfaction with outcomes in the CTC program, especially as they related to obtaining and maintaining employment and remaining arrest free.

Target Population

An important component of evidence-based re-entry programs is ensuring that interventions address specific risk-needs factors. IOTC focuses their services on those people that research suggests are most appropriate for correctional interventions: individuals assessed as medium or maximum risk of recidivism with high needs by validated risk assessment instruments.

When an individual expresses interest in participating in IOTC, the Case Management Coordinator assesses risk to re-offend using the Ohio Risk Assessment System (ORAS). An exception is made for

certain court-ordered clients who are in the Commitment to Change (CTC) substance abuse rehabilitation program.⁴ Court-ordered clients are not required to take the risk assessment. When possible, the Case Management Coordinator schedules the assessment at least six months before the inmate’s release date, which allows enough time for the inmate to be assigned a social worker and complete the pre-release program requirements.

The ORAS is a validated risk assessment instrument that is the progenitor to the Texas Risk Assessment System (TRAS) now in place within the Texas Department of Criminal Justice. The ORAS assesses both static factors, things about a person and his behavior in the past that cannot be changed, and dynamic factors, also called criminogenic needs, which are things that can be changed to improve a person’s chances of not re-offending. The ORAS assists in case management by identifying areas of criminogenic need that can be targeted through treatment. Examples of criminogenic need domains identified by ORAS are criminal associates, criminal attitudes, and substance abuse. Risk assessment helps ensure that individuals receive the treatment that is most likely to aid in their rehabilitation (Latessa et al., 2009).

The table below shows the number of inmates assessed each year and how they scored on the assessment. “High” indicates a stronger likelihood to reoffend after release. Most of the individuals assessed were found to be at high risk for re-offense.

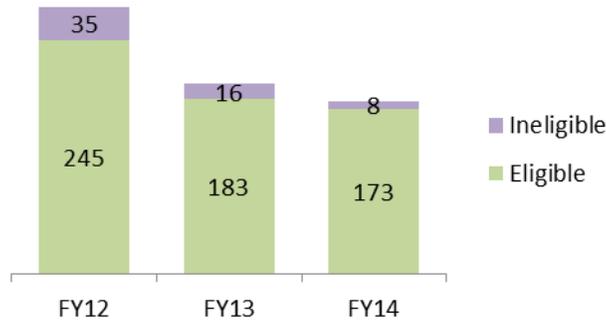
Table 1: Risk Level of Individuals Assessed by IOTC

	FY12		FY13		FY14	
High	192	69%	134	67%	107	59%
Moderate	50	18%	32	16%	53	29%
Low	35	13%	16	8%	8	4%
CTC	3	1%	17	9%	13	7%
Total	280	100%	199	100%	181	100%

Similar to other programs grounded in evidence-based practices (EBP), IOTC targets high and moderate risk individuals because they have the greatest risk of returning to the criminal justice system. High- and moderate-risk individuals were eligible to participate in IOTC, and individuals scoring as low-risk to re-offend were not eligible for the program. Those listed as “CTC” were considered eligible without assessing risk because they were clients court-ordered to the Commitment to Change (CTC). The graph below shows the number of people assessed by their eligibility for program participation by fiscal year.

⁴ Information about CTC court-ordered clients is available in a separate evaluation of the CTC program.

Figure 2: Number of Individuals Eligible for IOTC



Budget

The program has three full time employees (FTEs) providing direct service to clients, and a case management coordinator. In mid-FY14, the case management coordinator began managing the CTC program as well. The cost of staffing IOTC at its current level (3.5 FTE) is \$233,000 per year.

Other Services Provided by Staff

In addition to their caseloads, IOTC staff provide re-entry services available to the general population at the Travis County State Jail. An IOTC social worker runs PREP, a three-day employment readiness workshop. Any inmate planning to return to Travis County may participate in PREP. The class is mandatory for IOTC clients, except those who have a job to return to after release and those whose disability prevents them from participating. PREP provides training on developing job-search strategies, creating or completing employment documents such as resumes, cover letters, and applications, and discussing individual criminal histories. The program consists of three (3) classroom sessions, each lasting approximately two and one-half (2.5) hours, ending with a graduation ceremony. Justice Planning staff members dedicate another five (5) hours per month to creating resumes, certificates and other documents for individuals completing the program. This brings the total amount of time committed to the planning, execution and completion of this program to approximately twelve and one-half (12.5) hours. This series of trainings is held once per month. Each participant leaves the class with an updated resume and an e-mail account that can be used after release from state jail to search for employment.

IOTC staff also organize a monthly State Jail Resource Fair, a voluntary event for any state jail inmate within 60 days of his release. Resource fairs are recurring events designed to provide inmates of the Travis County State Jail access to information regarding programs and services within Travis County. Typically, the resources promoted include basic needs, supportive services, employment resources and other information that may benefit individuals exiting a correctional facility. Each event is scheduled to last approximately two (2) hours.

In addition to these services available to all Travis County State Jail inmates returning to Travis County, IOTC staff also produce a re-entry guide, the *Travis County Re-entry Success Guide*, which is regularly updated and distributed to resource fair and PREP participants. The guide is also available online at <https://www.traviscountytx.gov/criminal-justice/reentry> and may be used by anyone being released from jail or prison to Travis County.

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.

Table 2: Program Activity by Fiscal Year

	FY12	FY13	FY14	Total
Intake	195	163	161	519
Release from State Jail	163	157	162	482
First Exit from Program	117	181	160	458

From time to time, a client who has exited the program returns, an event referred to as re-engagement. Re-engagement indicates a client has exited the program but encountered a situation in which he needed help from his social worker. Re-engagements can happen after an unsuccessful or successful case closure, and they can occur either in the community or in the state jail. The table below shows how many clients from each cohort of those released from state jail have re-engaged in services at any point after their first program exit. Older cohorts show more re-engagements because a longer time period has elapsed since they exited.

Table 3: Re-engagements by Fiscal Year

	FY12		FY13		FY14		Total	
Did Not Re-engage	125	77%	127	81%	146	90%	398	83%
Re-engaged	38	23%	30	19%	16	10%	84	17%
<i>Once</i>	27	17%	27	17%	15	9%	69	14%
<i>Twice</i>	9	6%	3	2%	1	1%	13	3%
<i>Three Times</i>	2	1%	0	0%	0	0%	2	0%
Total	163	100%	157	100%	162	100%	482	100%

During IOTC's first year of operation legislation took effect allowing judges to award diligent participation credit to state jail inmates participating in educational, vocational, and treatment programming. State jail inmates could receive up to a 20 percent reduction in their sentence as an incentive for program participation. In the first year the diligent participation credit option became

available, 7% (11) of the clients released were released prior to their scheduled date. By FY14, the percentage of clients released early due to diligent participation credit had risen to 31% (50). An unanticipated consequence of the legislation has been that clients sometimes do not have sufficient time to complete pre-release services and thus are not eligible to receive post-release services from IOTC.

Table 4: Rates of Diligent Participation Credit by Fiscal Year

	FY12		FY13		FY14		Total	
Received	11	7%	21	13%	50	31%	82	17%
Did Not Receive	152	93%	136	87%	112	69%	400	83%
Total	163	100%	157	100%	162	100%	482	100%

Demographics

Demographic data was collected on all IOTC clients. Because the program operates only at the Travis County State Jail, all clients are male. 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 5: Age by Fiscal Year

	FY12		FY13		FY14		Total	
Average Age	37		36		37		37	
Youngest	19		18		17		17	
Oldest	60		63		64		64	
17-25	28	17%	31	20%	24	15%	83	17%
26-30	25	15%	27	17%	27	17%	79	16%
31-40	45	28%	43	27%	47	29%	135	28%
41-50	40	25%	42	27%	46	28%	128	27%
51+	25	15%	14	9%	18	11%	57	12%
Total	163	100%	157	100%	162	100%	482	100%

The distribution of the clients' race and ethnicity varies from year to year. Typically, about a third of clients are white.

Table 6: Race/Ethnicity by Fiscal Year

	FY12		FY13		FY14		Total	
American Indian/Alaska Native	1	1%	0	0%	3	2%	4	1%
African American	67	41%	46	29%	61	38%	174	36%
Native Hawaiian/Pacific Islander	0	0%	1	1%	0	0%	1	0%
White	50	31%	47	30%	57	35%	154	32%
Other	2	1%	0	0%	0	0%	2	0%
Unknown	5	3%	15	10%	3	2%	23	5%
Hispanic (of any race)	38	23%	48	31%	38	23%	124	26%
Total	163	100%	157	100%	162	100%	482	100%

Of the clients released from state jail, the majority are considered high-risk for re-offense when they exit state jail. The number of high risk clients drops steeply in FY14 because of a change made to the program's eligibility criteria. The CTC category indicates a CTC client who was court-ordered into IOTC and therefore did not require a risk assessment.

Table 7: Assessed Risk of State Jail Releases by Fiscal Year

	FY12		FY13		FY14*		Total	
High	150	92%	143	91%	103	64%	396	82%
Moderate	2	1%	1	1%	50	31%	53	11%
CTC	10	6%	12	8%	9	6%	31	6%
Missing	1	1%	1	1%	0	0%	2	<1%
Total	163	100%	157	100%	162	100%	482	100%

*Changes were made to the eligibility criteria for IOTC in FY14.

When beginning to work with a client, social workers collect information from clients and review areas of criminogenic need identified by assessment to learn about what barriers to re-entry clients may face. IOTC targets high-risk individuals, and it is common for clients to face many barriers to successful re-entry. Areas of need identified are addressed individually by social workers. Almost all clients have faced a substance use problem at some point in their past. Most have a mental health diagnosis, and almost half were homeless at the time of arrest.

Table 8: Areas of Need Identified at Intake, by Fiscal Year

	FY12		FY13		FY14		Total	
Substance Use	154	94%	147	94%	159	98%	460	95%
Mental Health	98	60%	97	62%	103	64%	298	62%
Homeless	71	44%	63	40%	70	43%	204	42%

Recidivism

Recidivism was measured for all clients as re-arrest for a new charge in the year following release from state jail. To follow every client in a cohort for a full year following release from state jail, recidivism rates are calculated with arrest data that covers one full year after the end of the period being analyzed. At the time this report was completed, only FY12 and FY13 recidivism rates were available. Arrest information is shown two ways: arrests for any offense and arrests for an offense with a severity of misdemeanor B or higher. If an individual had more than one arrest in the year following release from state jail, only the first arrest was counted. Recidivism rates for IOTC participants were stable between FY12 and FY13.

Table 9: Recidivism Rates (Any Arrest), by Fiscal Year

	FY12		FY13		Total	
No Arrest	72	44%	74	47%	146	46%
Any Arrest	91	56%	83	53%	174	54%
Total	163	100%	157	100%	320	100%

Table 10: Recidivism Rate (Misdemeanor B and Above), by Fiscal Year

	FY12		FY13		Total	
No Arrest for Misdemeanor B or Higher	85	52%	84	54%	169	53%
Arrest for Misdemeanor B or Higher	78	48%	73	46%	151	47%
Total	163	100%	157	100%	320	100%

Figure 3: Recidivism Rates – Any Offense, FY12-FY13

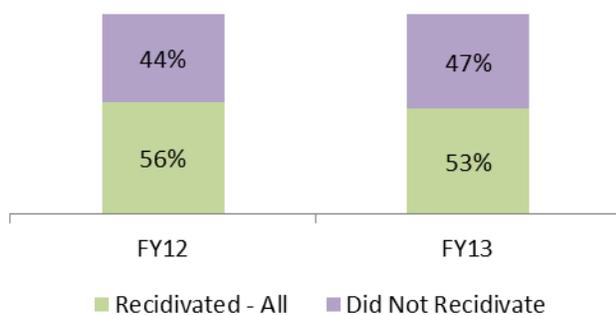
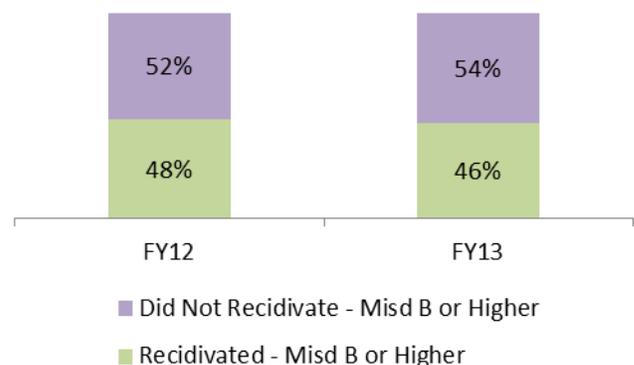


Figure 4: Recidivism Rates – Offenses with a Severity of Misdemeanor B or Higher, FY12-FY13



Comparison

A matched comparison group of inmates released from Travis County State Jail was selected from a data set of inmates released to Travis County through the end of State Fiscal Year 2013 (August 31, 2013). Of the 320 IOTC clients released from state jail in FY12 and FY13, 266 were located in the TDCJ's releases to Travis County and matched to an individual released from TDCJ who did not receive IOTC services. No reduction in new arrests for either all offenses or offenses with a severity of Misdemeanor B or higher was found in this analysis. Risk level information was unavailable for the comparison group and therefore the comparison group may contain individuals with any risk level. Please note that IOTC targets high risk clients.

Table 11: Recidivism Rates, IOTC Clients Compared to Non-Participants

	Comparison		IOTC	
No Arrest for Misdemeanor B or Higher	160	60%	169	53%
Arrest for Misdemeanor B or Higher	106	40%	151	47%
Total	266	100%	320	100%

Services Provided

IOTC services typically begin about ninety days prior to release. While at the state jail, clients attend one-hour group counseling sessions and individual meetings with their social worker. After returning to the community, clients continue to meet with their social worker to work on their re-entry goals and connect with community-based resources.

Theory

IOTC operates from a person-centered, Recovery-Oriented System of Care (ROSC) approach. When operating from that paradigm, the social worker assesses the individual for his particular needs and level of change tolerance. Based on that, social workers utilize any number of therapeutic models: solutions-focused, relational, cognitive behavioral, Gestalt, narrative, etc. Social workers provide individual therapy during which there may be multiple theories utilized. The program’s approach is to meet the client where they are (person-centered) and to provide the level of care they need at any given point in time, including the engagement of other community service providers (ROSC). The program uses the principle of risk needs responsivity (RNR), which is that it serves those individuals who are at the higher level of risk for reoffending with services targeted toward criminogenic needs while responding to any barriers toward treatment.

Group Sessions

While at the state jail, clients attend one-hour group counseling sessions with the topics of: goal setting; relationships; self-compassion; anxiety management; prosocial networking; and motivational enhancement. The average number of groups attended is consistent across time. The percentage of clients attending group sessions in FY12 was low because in the first year of the program’s operation, the service delivery model was still being developed. Since FY13, roughly two-thirds of clients attend at least one group.

Table 12: Group Sessions, FY12-14

	FY12		FY13		FY14		Total	
Average Number of Groups Attended	3		2		3		3	
Attended Groups	39	24%	113	72%	102	63%	254	53%
Number Released	163		157		162		482	

Individual Meetings and Case Management

Prior to release from state jail, clients are required to meet with their social worker weekly, with a minimum of six visits in order to be eligible for services in the community. In the final individual meetings, clients develop a 72-hour plan, which focuses on the resources a client will use to succeed in the first three days after release.

Table 13: Pre-Release Individual Meetings by Fiscal Year

	FY12		FY13		FY14		Total	
Average Number Individual Meetings	5		5		7		6	
Attended Individual Meetings	145	89%	139	89%	153	94%	437	91%
Number Released	163		157		162		482	

Almost all clients attend individual meetings before being released from state jail. Occasionally, clients are removed from IOTC prior to the beginning of services. This can occur, for example, when the client opts out of this voluntary program; if TDCJ removes a client for disciplinary reasons; or because of the outcome of a prior charge.

The percentage of clients exiting IOTC prior to release from state jail has varied from year to year. For the period of FY12-FY14, the first three years of the program's operation, about one-quarter of the program's clients exited the program prior to being released from the state jail.

Figure 5: Point of Program Exit, by Fiscal Year

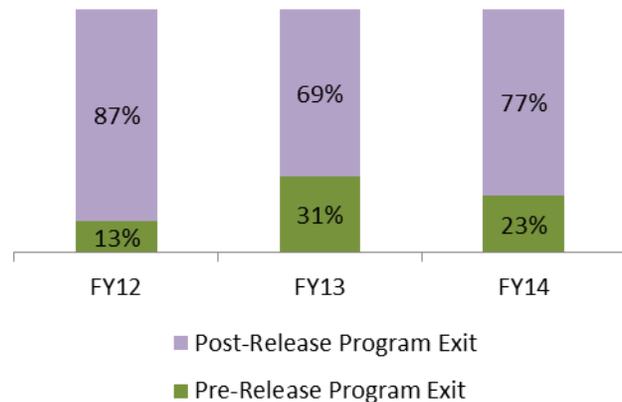


Table 14: Point of Program Exit by Fiscal Year

	FY12		FY13		FY14		Total	
Pre-Release Exit	21	13%	49	31%	38	23%	108	22%
Post-Release Exit	142	87%	108	69%	124	77%	374	78%
Total	163	100%	157	100%	162	100%	482	100%

About two-thirds of IOTC clients who are eligible to receive services in the community attend an individual meeting with their social worker in the community. Among clients who engage with the program in the post-release period, the average number of sessions attended is about five. The expectation given to clients is that they meet with their social worker weekly in the first 30 days after release, and after the initial 30 days, the frequency of interaction is determined by individual need.

Table 15: Post-Release Individual Meetings by Fiscal Year

	FY12		FY13		FY14		Total	
Average Number Individual Meetings	5		5		5		5	
Attending Individual Meetings	89	63%	67	62%	83	67%	239	64%
Number Released	142		108		124		374	

In post-release individual meetings, social workers continue the therapeutic relationship started in the state jail. They also facilitate connections to community-based resources to meet the client’s needs. On average, social workers connect their clients engaged in post-release services to three to four community-based providers. The types of referrals used to support clients during their re-entry are detailed on the following page.

The table below represents the number of referrals to resources in the community made between FY12 and FY14. The most frequent types of referrals made were to employment/job skills training and physical health support. Basic needs, housing, and mental health treatment/support are also common services/resources needed by IOTC clients.

Table 16: Referrals Issued and Completed, FY12-14

Issued	Completed #	%	Referral
100	70	70%	12-Step Group
150	87	58%	Basic Needs
53	22	42%	Continuing Education
310	155	50%	Employment Skills/Job Readiness
1	0	0%	Family Counseling
141	81	57%	Housing
119	79	66%	Identification/Driver's License
18	15	83%	Legal Assistance
146	86	59%	Mental Health Treatment/Support
253	168	66%	Physical Health Support
10	7	70%	Religious/Spiritual Support
43	23	53%	Social Security Benefits
59	36	61%	Substance Use Treatment
3	2	67%	Veteran's Services
15	9	60%	Other*
1,421	840	59%	Total

* Referrals in the “Other” category include volunteer opportunities, financial management services, and the sexual offender reporting office.

Securing Housing

IOTC has access to funding for transitional housing through Justice Planning. In FY12, the first year of program operation, the average time between release from state jail and entering department-funded transitional housing was nearly a month. In subsequent years, the time dropped to a few days. More than one-third of the clients who exited IOTC after their release from state jail used department-funded transitional housing at some point. The same percentage of CTC/IOTC shared clients and clients receiving only IOTC services receive department-funded transitional housing.

Table 17: Department-Funded Transitional Housing by Fiscal Year

	FY12		FY13		FY14		Total	
Average Days from Release	25		2		5		12	
Received	55	39%	38	35%	50	40%	143	38%
Did Not Receive	87	61%	70	65%	74	60%	231	62%
Total	142	100%	108	100%	124	100%	374	100%

Almost half of the clients who exited the program after release from state jail were identified as homeless at intake. The percentage of this group of clients who have received department-funded transitional housing through Justice Planning has fluctuated somewhat from year to year between about one-third and one-half of the clients identified as homeless at intake who exited the program after release from state jail.

Table 18: Point of Program Exit for Clients Identified as Homeless

	FY12		FY13		FY14	
Pre-Release Program Exit	5	7%	15	24%	15	21%
Post-Release Program Exit	66	93%	48	76%	55	79%
Total	71	100%	63	100%	70	100%

Table 19: Clients Identified as Homeless Receiving Department-Funded Transitional Housing

	FY12		FY13		FY14	
Received	40	61%	21	44%	35	64%
Did Not Receive	26	39%	27	56%	20	36%
Total	66	100%	48	100%	55	100%

The average time for clients to find adequate housing is less than one month after release. The average number of days between release and locating housing ranged between 17 and 28. Adequate housing was defined as any type of residence other than a homeless shelter, treatment facility, or department-funded transitional housing. For clients who exited the program before finding housing, it is not known whether they eventually located housing, but they are still included in the totals below as long as they

were with the program when they were released from state jail. Therefore, the numbers provided below probably undercount the number of clients who found housing.

Table 20: Post-Release Clients with Adequate Housing by Fiscal Year

	FY12		FY13		FY14		Total	
Average Days from Release	28		17		26		24	
Adequate Housing Identified	103	73%	74	69%	98	79%	275	74%
Adequate Housing Not Identified	39	27%	34	31%	26	21%	99	26%
Total	142	100%	108	100%	124	100%	374	100%

Income Stability

Gaining a source of income stability is an important concern for people exiting state jail. For most, income stability came from full-time or part-time work. As with the housing data above, the numbers presented may undercount how many clients actually became employed or received disability benefits if they exited the program prior to gaining income. The percentage of all IOTC clients employed increased in FY14 compared to FY12 and FY13 (37% in FY14 compared to 21% in both FY12 and FY13).

Income Stability is defined in this evaluation as having a regular source of income from either full- or part-time work or disability income. Temporary and seasonal income was not included in this measure.

Table 21: Post-Release Clients Employed by Fiscal Year

	FY12		FY13		FY14		Total	
Employed	30	21%	23	21%	46	37%	99	26%
Not Employed	112	79%	85	79%	78	63%	275	74%
Total	142	100%	108	100%	124	100%	374	100%

A small number of clients were able to establish disability income, either SSI or SSDI. A few of the clients receiving disability benefits also were employed.

Table 22: Post-Release Clients on Disability Income, by Fiscal Year

	FY12		FY13		FY14		Total	
Disability Income	8	6%	4	4%	6	5%	18	5%
No Disability Income	134	94%	104	96%	118	95%	356	95%
Total	142	100%	108	100%	124	100%	374	100%

The income stability measure below shows whether clients had a source of income either through employment (full or part-time work) and/or disability benefits (SSI or SSDI).

Table 23: Post-Release Clients with Income Stability by Fiscal Year

	FY12		FY13		FY14		Total	
Income Stability	38	27%	26	24%	50	40%	114	30%
No Income Stability	104	73%	82	76%	74	60%	260	70%
Total	142	100%	108	100%	124	100%	374	100%

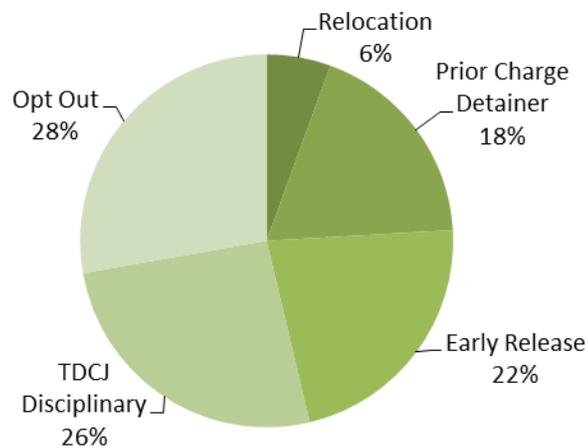
Outcomes

In most instances, the program is voluntary, so clients may opt out of the program after being accepted. In some cases, TDCJ removes a client for disciplinary reasons, or an additional charge is identified and the client is removed on a detainer. Early release indicates a client exited before there was sufficient time to establish a working relationship with the client. Another less common reason that a client may become ineligible to receive services is if the client decides to relocate outside of Travis County after release.

Table 24: Reasons for Exiting IOTC Prior to Release From State Jail, FY12-14

	FY12-14	
Opt Out	30	28%
TDCJ Disciplinary	28	26%
Early Release	24	22%
Prior Charge Detainer	20	18%
Relocation	6	6%
Total	108	100%

Figure 6: Reasons for Pre-Release Program Exit, FY12-FY14



Clients may

continue to

work with their social worker as long as they are pursuing their goals for re-entry. The amount of service received is highly individualized. About one-fifth of the post release clients complete their re-entry goals and successfully exit the program.

Table 25: Post-Release Program Completion by Fiscal Year

	FY12		FY13		FY14		Total	
Currently Active in the Program	0	0%	0	0%	5	4%	5	1%
Completed Services	27	19%	22	20%	28	23%	77	21%
Did Not Complete Services	115	81%	86	80%	91	73%	292	78%
Total	142	100%	108	100%	124	100%	374	100%

The table below details the reasons why post-release clients did not complete the IOTC program. The most frequent reason listed is that the client abandoned the program, meaning that he ended contact prior to achieving his re-entry goals. Early release also accounts for many of the cases that were not complete.

Table 26: Post-Release Clients Exit Reasons by Fiscal Year

		FY12		FY13		FY14		Total	
Active	Currently Active in the Program	0	0%	0	0%	5	4%	5	1%
Completed Services	Successful at time of release	0	0%	1	1%	6	5%	7	2%
	Successful completion with a minimum of 90 days post release	27	19%	21	19%	22	18%	70	19%
Did Not Complete Services	Abandoned Program	45	32%	30	28%	56	45%	131	35%
	Death	0	0%	1	1%	0	0%	1	<1%
	Early Release	37	26%	25	23%	10	8%	72	19%
	Opt Out	2	1%	2	2%	0	0%	4	1%
	Prior Charge Detainer	5	4%	6	6%	5	4%	16	4%
	Program Agreement Breach	0	0%	1	1%	0	0%	1	<1%
	Reincarceration	15	11%	9	8%	5	4%	29	8%
Relocation	11	8%	12	11%	15	12%	38	10%	
Total		142	100%	108	100%	124	100%	374	100%

Recidivism rates varied by program exit reason, with people who completed post-release services having the lowest recidivism rate. The tables below detail the one-year recidivism rates for the combined FY12 and FY13 period. It should be noted that some of the recidivism rates should be viewed in context. For example, percentages may be skewed by the small group size. In the case of relocation, the recidivism rate may appear lower than expected because only Travis County data was used to calculate recidivism. In the case of prior charge detainers, the client could have been incarcerated on a previous charge during the period in which recidivism was measured.

Table 27: Recidivism Rates (Any Arrest) for Post-Release Clients by Program Exit Reason, FY12-13

		Arrested for Any Offense				Total
		Recidivated		Did Not Recidivate		
Completed Services	Successful at Program Exit	15	31%	33	69%	48
	Successful at Release	0	0%	1	100%	1
Did Not Complete Services	Abandoned Program	46	61%	29	39%	75
	Death	0	0%	1	100%	1
	Early Release	47	63%	28	37%	75
	Opt Out	12	60%	8	40%	20
	Prior Charge Detainer	11	39%	17	61%	28
	Program Agreement Breach	1	100%	0	0%	1
	Reincarceration	21	88%	3	13%	24
	Relocation	8	31%	18	69%	26
TDCJ Disciplinary	13	62%	8	38%	21	
Total		174	54%	146	46%	320

Figure 7: Recidivism Rates (Any Arrest) by Program Exit Reason, FY12-13

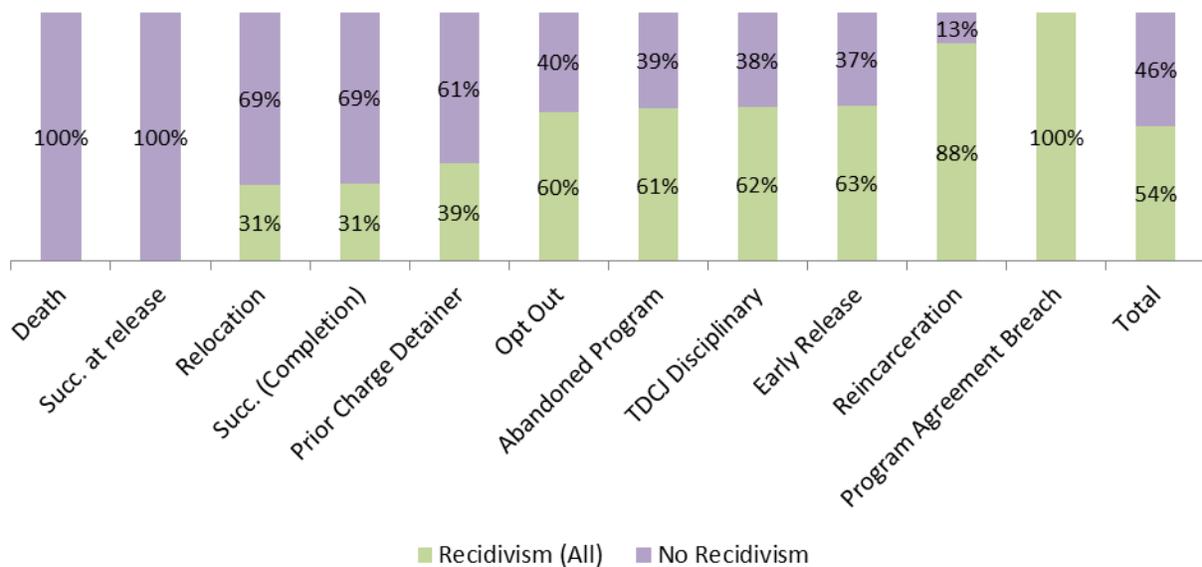
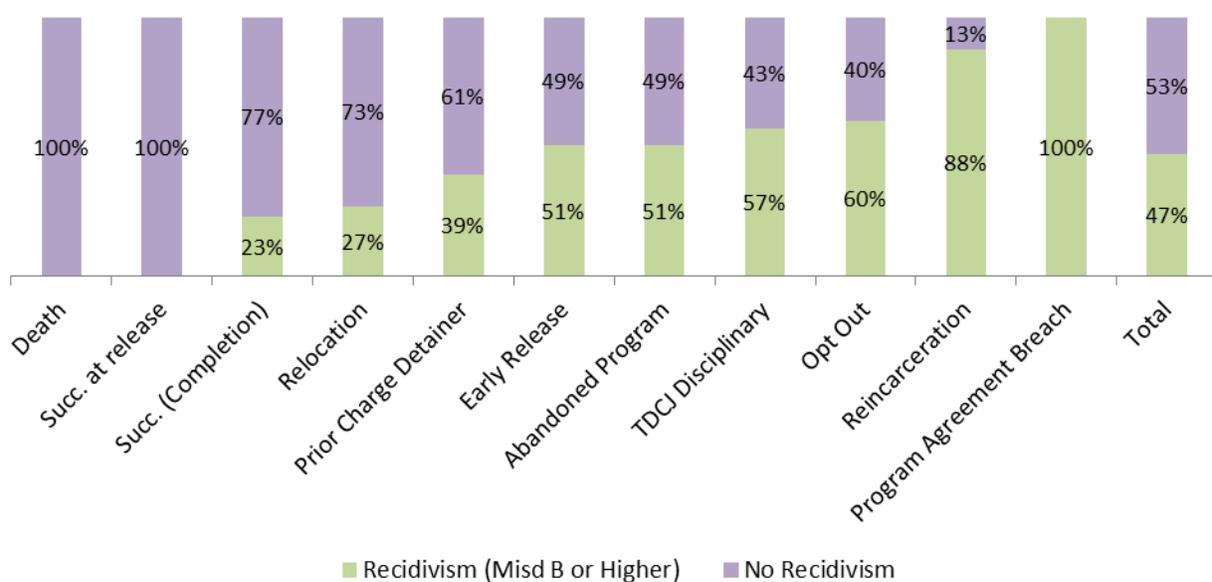


Table 28: Recidivism Rates (Misdemeanor B or Higher) by Program Exit Reason, FY12-13

		Arrested for a Misdemeanor B or Higher				
		Recidivated		Did Not Recidivate		Total
Completed Services	Successful at Program Exit	11	23%	37	77%	48
	Successful at Release	0	0%	1	100%	1
Did Not Complete Services	Abandoned Program	38	51%	37	49%	75
	Death	0	0%	1	100%	1
	Early Release	38	51%	37	49%	75
	Opt Out	12	60%	8	40%	20
	Prior Charge Detainer	11	39%	17	61%	28
	Program Agreement Breach	1	100%	0	0%	1
	Reincarceration	21	88%	3	13%	24
	Relocation	7	27%	19	73%	26
	TDCJ Disciplinary	12	57%	9	43%	21
Total		151	47%	169	53%	320

Figure 8: Recidivism Rates (Misdemeanor B or Higher) by Program Discharge Reason, FY12-13



Conclusion

Since the Travis County State Jail first opened, Travis County has sought solutions for rehabilitating and reintegrating offenders serving sentences there. IOTC is the latest program to be added to the holistic array of services that the state jail was intended to provide. The program puts into practice the risk needs responsivity principle, an evidence-based practice that leads to reduced recidivism and serves a high-risk and high-need population. Though the percentage of clients who complete the program is low, clients who complete services have a lower rate of recidivism than clients who do not complete services.

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Appendix 1. Data Sources: Definitions and Explanations

Inside Out Travis County Program Database

The evaluation of IOTC draws on the Inside Out Travis County (IOTC) database, which was built by Travis County Information Technology Services. The database captures information on individual clients, tracking their entry into and exit from the program, their assessments, intake information, notes on all interactions, their linkages to community resources, and other relevant data.

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 IOTC clients and its comparison group.

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

As part of this evaluation, a “snapshot” of the data was taken and reviewed for data entry errors. After program staff updated the database with corrected information, a second, final “snapshot” was taken and prepared for analysis. Each IOTC 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. Subsequent interactions are referred to as “re-engagements,” and are not analyzed in depth in this report. Information about services received was aggregated and connected back to each client’s individual record. The final evaluation data set was processed using SPSS to provide counts for specific measures.

Appendix 2. Recidivism Analysis Methodology

1. Locate IOTC clients to follow

This recidivism analysis selected all IOTC clients who were released from state jail in FY12 and FY13 (October 1, 2011 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 scheduled to be released from 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. It should be noted that if the scheduled release date occurs on a weekend or holiday, the inmate is released on the work day immediately preceding the scheduled release day.

3. Screen IOTC clients for recidivism

The outcome evaluation examined whether IOTC 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 320 IOTC 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 the IOTC, this study examined what happened to other state jail inmates released at about the same time as the IOTC clients, who had committed similar offenses and were a similar age. A match was identified for 266 of the 320 IOTC clients (83%).

The comparison group was built from a dataset of TDCJ inmates released to Travis County. To create a comparison group, this study removed individuals from the list of inmates if they were an IOTC 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 IOTC population included CTC clients, the comparison group also includes CTC clients.

The comparison group was selected by matching IOTC 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.