

# **Evaluation of Oxbow and Re-Entry**

## **Final Follow-Up Report June 2012**



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*Utah Criminal Justice Center*

COLLEGE OF SOCIAL WORK  
COLLEGE OF SOCIAL & BEHAVIORAL SCIENCES  
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Final Follow-Up Report**

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**June 2012**

**Utah Criminal Justice Center**

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## Background and Introduction

The Salt Lake County Division of Criminal Justice Services (CJS) has asked the Utah Criminal Justice Center (UCJC) to evaluate the CATS drug treatment program at Oxbow and Re-entry services through Criminal Justice Services (CJS). The Oxbow Jail, which re-opened in July 2009, provides a "therapeutic campus" to expand education and rehabilitation programs (Norlen, 2009), including Correctional Addiction Treatment Services (CATS). Inmates who are placed in the Oxbow Jail are those that require substance abuse treatment (CATS) and are also minimum security. The Oxbow portion of this evaluation examines whether or not offenders who receive substance abuse treatment while being housed in the therapeutic community at Oxbow have different outcomes than those who receive substance abuse treatment while being housed at the Adult Detention Center (ADC), after controlling for individual differences.

The second portion of this evaluation examines CATS inmates who receive re-entry services from a team at CJS. Re-entry is provided to both male CATS participants (housed at Oxbow) and female CATS participants (housed at ADC). Re-entry Specialists meet with the CATS inmates prior to release from jail in order to develop a re-entry plan, addressing issues such as housing, employment, and ongoing treatment needs. Re-entry Specialists also meet with offenders after release to continue the process of stabilizing them in the community. Because Salt Lake County has invested in the Oxbow Jail as a therapeutic facility and provided additional services for re-entry, CJS has requested that the UCJC study the Oxbow programming *and* the Re-entry process to document what effect either may have on inmates who participate in those interventions.

## Methods

### Participant Selection

#### CATS Intervention and Comparison Groups

The **Current CATS** groups were those inmates who were active in CATS from December 1, 2009 through November 30, 2010. This means that the Current CATS group had start dates that ranged from 8/24/09 to 11/30/10 for the men's group and 9/4/09 to 11/29/10 for the women's group. Current CATS groups were tracked through the end of 2011 for CATS end dates, Re-entry contacts, and other follow-up data.

The **Historical CATS** groups were those inmates who were active in CATS on 9/1/07 through 8/31/08 *and* ended CATS by 8/31/08. This means that the Historical CATS group had start dates that ranged from 6/4/07 to 8/14/08 for the men's group and 6/26/07 to 7/28/08 for the women's group.

#### Other Comparison Groups

The starting sample for the remaining comparison groups were minimum security inmates who were booked into the jail on a commitment between December 1, 2009 and November 30, 2010 (QB, qualifying booking) and were not in the Current or Historical CATS groups. The qualifying booking (QB) is the booking that was selected for each person in the study as their jail stay from which outcomes were tracked. For the CATS groups, it was their jail stay when they participated in the CATS program. For the comparison groups, it was a randomly selected jail stay that met the comparison group criteria. From this larger sample, we selected three comparison groups: Minimum Security, Oxbow Trustees, and ADC Trustees.

**ADC Minimum Security Comparison Group** were inmates who were never a Trustee and were never housed in the Oxbow facility during their QB jail stay. From that sample, inmates were compared to the Current CATS Men on 11 jail history (e.g., number of prior bookings) and current booking (e.g., Y/N had a drug commitment at QB) factors. The 700 ADC Minimum Security inmates who were *most* similar to the Current CATS Men were selected for inclusion in the study. However, it should be noted that this group was still quite different than the Current CATS Men on the severity of their criminal history.

**ADC Trustee Comparison Group** were inmates who were Trustees and remained in the ADC (no moves to Oxbow) during their QB. Trustees are prison workers who are low risk and complete jobs within the facilities, such as cleaning and maintenance. Prisoner worker status is considered a privilege by the Salt Lake County Sheriff's Office.

**Oxbow Trustee Comparison Group** were inmates who were Trustees (prison workers) and spent time in Oxbow during their QB; however, they did not participate in CATS during their QB.

All three of the current comparison groups have less severe criminal histories than the Current CATS Men. Because the comparison groups are non-equivalent, this study was designed with multiple comparison groups and statistical tests were conducted to control for individual differences prior to examining the impact of the intervention (e.g., Oxbow status) on recidivism. A more detailed description of the criteria used to select the seven groups is provided Appendix A.

## Data Sources

The primary sources of data for this study were Offender Management System (OMS) data and CATS participation logs from the Salt Lake County Sheriff's Office and C-track data from Criminal Justice Services (CJS). Statewide arrest records from the Bureau of Criminal Identification (BCI) were used as a secondary measure of criminal involvement. Substance abuse treatment admissions records were provided by the Salt Lake County Division of Behavioral Health (DBH). Appendix B further outlines all of the data sources and types of information received from each.

## Analyses

For the majority of the report, only descriptive analyses (percents, averages, etc.) were conducted to describe the seven study groups. In the final sections, *Oxbow Outcomes* and *Re-entry Outcomes*, statistical tests were conducted to examine the relationship between individual and group factors and the outcome of interest: new charge bookings in the year following the QB. In these two sections, the statistically significant factors from the bivariate tests were included in multivariate analyses (logistic regression) to examine the unique contribution of each factor on the likelihood of recidivism, after controlling for the impact of the others.



## Results

### Sample Characteristics

#### Demographics

The demographics for the seven study samples are shown in Table 1. The percent of minorities in the Current CATS samples (28% Men, 26% Women) was somewhat lower than that for the Current Comparison groups (around one-third). The average age was in the lower 30s for all groups, except Oxbow Trustees who were 36 years old on average. The range of ages for all groups was wide, from 17 years old to over 55. All groups were male only, except the Current and Historical CATS Women groups.

**Table 1** Demographics and Sample Characteristics

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Sample Size (N)	687	193	297	172	700	651	136
Minority (%)	28	26	28	17	35	33	31
Age at Qualifying Booking (QB)							
Mn (SD)	33 (10)	32 (9)	32 (10)	32 (9)	34 (11)	33 (10)	36 (11)
Min-Max	17-67	19-57	18-63	19-56	17-78	18-63	18-63

#### Treatment History

**Previous CATS Participation.** All of the study groups contained individuals who had been in CATS prior to their QB (see Table 2), although the Current CATS groups had the most offenders with prior CATS placement. All seven groups also had offenders who had a negative, neutral, or graduate status when they exited CATS previously. Negative exits included those who failed treatment or left treatment due to jail violations, while neutral exits included those who left jail prior to completion, but did not fail the program. Percents for exit status in Table 2 do not sum to 100%, as individuals could have had more than one prior CATS placement (and, therefore, exit statuses).

**Table 2** Prior CATS Participation

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Prior CATS Participation (%), of those:	16	20	10	11	6	8	7
Prior Negative Exit (%)	46	59	63	58	22	33	33
Prior Neutral Exit (%)	27	13	27	32	51	27	56
Prior Graduate (%)	36	36	20	32	32	45	11

**Felony Drug Court.** In the three years prior to their qualifying booking (QB), some Current CATS Men (10%) and Women (18%), as well as ADC Minimum Security inmates (11%), had been in Felony Drug Court at CJS. A few Trustees (3% of ADC Trustees, 2% of Oxbow Trustees) had also participated in Felony Drug Court. No historical CATS had prior Felony Drug Court participation in CJS records. This is likely due to the age of this sample and changes in data collection.<sup>1</sup>

**Substance Abuse Treatment.** The following table, Table 3, displays Salt Lake County Division of Behavioral Health (DBH) substance abuse treatment usage in the year prior to the qualifying booking (QB). A higher percentage of CATS participants were in the DBH treatment admission records. Of those found in the DBH records, the seven groups were similar on the percent with either assessment or treatment admissions.

**Table 3 Substance Abuse Treatment Admissions 1 Year Pre-QB**

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Found in DBH Admissions Data (%)	96	91	95	91	41	44	53
Had an Assessment (%)	21	22	14	23	27	25	22
Had a Treatment Admission (%)	26	41	20	39	36	30	36

### Criminal History

The majority of the study sample had been booked into the Salt Lake County jail in the three years prior to their qualifying booking (QB), with an average of 4-5 prior bookings (see Table 4). In general, however, the CATS groups had more severe jail histories than the three Current comparison groups. None of the group differences were tested for statistical significance. Nonetheless, as shown in Table 4, Current CATS Men and Women had more prior days in jail on average (Men = 101 days; Women = 89) than the Current comparison groups, which ranged from 65 days (ADC Minimum Security) to 80 days (Oxbow Trustees). The Current comparison groups also had a smaller percent with prior new charge, warrant of arrest, and commitment bookings than the Current CATS groups.

**Table 4 Three Years Prior Jail Bookings**

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
<b>3 years prior to Qualifying Booking</b>							
Percent w/ prior bookings	96	95	98	95	88	87	88
Percent w/ new charges	80	78	86	77	62	64	69
Percent w/ warrants of arrest	86	87	91	87	72	75	79
Percent w/ bench warrants	46	40	49	49	28	39	44

<sup>1</sup> Nearly all of the Current study samples were found in C-track records (CJS database); however, only 61% of Historical CATS Men and 73% of Historical CATS Women were identified in C-track records.

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Percent w/ commitments	59	54	61	61	43	44	46
Percent w/ holds	10	9	11	8	8	5	4
Of those w/ prior booking(s):							
Number of bookings (Mn)	4	5	5	4	4	4	4
Severity of priors (Mn)	F3	F3	F3	F3	F3	F3	F3
Booking Type (% with):							
New Charge	83	82	88	81	70	73	78
Warrant of Arrest	90	92	92	92	82	86	90
Bench Warrant	48	42	50	51	32	45	50
Commitment	61	57	62	63	48	51	53
Hold	10	9	11	8	9	6	5
Days spent in jail:							
Mn	101	89	101	86	65	71	80
SD	120	122	128	92	109	104	100
Min	0	0	0	0	0	0	0
Max	659	808	728	426	738	561	522

The Current comparison groups also had less contact with the jail in the year prior to their qualifying booking (QB), with about two-thirds of the Current comparison groups having another booking in the year prior to their QB, compared to over three-quarters of the Current CATS Men and Women (see Table 5). The Current CATS groups also had more days in jail on average in the year prior to their QB than the Current comparison groups. Of those who had new charges during that year (about 50% of Current CATS groups; 33-39% of Current comparison groups), drug offenses were the most common for all four CATS groups and ADC Minimum Security, while property offenses were most common for Trustees. Around 20-25% of all groups had a person offense during that year.

**Table 5 One Year Prior Jail Bookings**

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
1 year prior to Qualifying Booking							
Percent w/ prior bookings	80	76	90	83	66	67	65
Percent w/ new charges	53	48	62	43	33	39	38
Percent w/ warrants of arrest <sup>1</sup>	65	65	77	70	50	55	58
Percent w/ bench warrants	24	22	28	30	13	21	23

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Percent w/ commitments	34	35	40	41	24	21	19
Percent w/ holds	5	5	4	4	3	2	3
Of those w/ prior booking(s):							
Number of bookings (Mn)	2	3	3	2	2	2	2
Severity of priors (Mn)	F3	F3	F3	F3	F3	F3	MA
Booking Type (% with):							
New Charge	66	63	69	52	49	58	59
Warrant of Arrest	81	86	86	85	76	82	90
Bench Warrant	30	29	31	36	20	31	35
Commitment	43	46	45	49	36	31	30
Hold	7	6	5	5	5	3	5
Days spent in jail:							
Mn	44	40	41	43	27	28	31
SD	57	50	50	50	48	47	39
Min	0	0	0	0	0	0	0
Max	314	285	273	273	284	306	174
Of those w/ new charge:							
Person	25	20	21	22	22	20	23
Property	39	40	48	50	36	47	48
Drug	41	53	56	55	40	36	29
DUI	22	9	11	8	22	17	10
Obstruct Law Enforcement	14	21	17	16	12	12	14
Public Order	17	16	18	11	26	18	29
Traffic	32	21	23	12	29	24	23

Lastly, Table 6 shows the details of the qualifying booking (QB) for all seven study groups. Although the Current comparison groups were selected on criteria to make them as similar to the Current CATS groups as possible, Table 6 shows that they were less likely to have a new charge or warrant of arrest at their QB. The Current comparison groups also had a shorter length of stay in jail on average on their QB than the Current CATS groups. The Current CATS Men and Women, as well as the ADC and Oxbow Trustees, were most likely to have a property offense on their commitment to jail, while the Historical CATS groups and ADC Minimum Security were most likely to have a drug offense on their commitment. Very few of any of the groups (under one-third) had a new charge at their qualifying booking; therefore, types of new offenses were limited to the three most common (person, property, and drug) in Table 6.

**Table 6** Qualifying Booking (QB)

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Booking Type (% with):							
New charge	31	32	27	27	11	25	16
Warrant of Arrest	83	78	77	78	33	77	77
Bench Warrant	20	20	28	30	13	22	24
Commitment	92	94	100	98	100	100	100
Hold	9	4	5	5	10	7	4
Days spent in jail:							
Mn	178	153	187	160	62	85	107
SD	88	63	79	75	64	62	73
Min	0	0	21	29	1	9	17
Max	539	354	710	480	374	407	329
Commitments on the following offenses (% with):							
Person	25	19	22	18	17	21	23
Property	43	50	43	47	29	36	42
Drug	39	49	54	55	33	23	28
DUI	19	11	17	9	19	19	14
Of those w/ new charge (% with):							
Person	22	8	15	17	15	16	18
Property	37	37	44	44	24	31	50
Drug	48	52	50	52	48	43	36

## Services Received

### CATS Treatment Program

Most CATS participants (Historical and Current) were court ordered to CATS, with an average of between 20 and 30 days from court order to CATS start. Average length of participation for all four groups was between 80 and 90 days, but varied by exit status, with negatively terminated clients participating for the shortest length of time (see Table 7). Graduation rates were higher for the current CATS groups (63% for both men and women), compared to the historical sample (34% Men, 59% Women). Appendix C shows how CATS graduation rates have varied over the past several years. On average, graduates had approximately one to two weeks from CATS graduation to jail release.

**Table 7 CATS Participation Details**

	Intervention Groups		Comparison Groups	
	Current 12/09-11/10		Historical 9/07-8/08	
	CATS Men	CATS Women	CATS Men	CATS Women
<b>Intake Status (%)</b>				
Court Ordered Pre-CATS Start	63	69	76	66
Court Ordered Post-CATS Start	10	10	5	9
Voluntary	27	21	19	25
In Drug Court during CATS (%)	8	17	15	19
<b>CATS Timeline (in days) (Md)</b>				
Court Order to CATS Start (if ordered Pre-Start)	23	22	36	31
CATS Start to Court Order (if ordered Post-Start)	36	19	32	19
QB to Court Order	33	18	20	18
QB to CATS Start	59	40	74	48
CATS Start to End	90	83	89	80
CATS End to Jail Release	13	14	4	6
<b>CATS Exit Status (%)</b>				
Negative	23	23	31	24
Neutral	14	14	36	17
Graduate	63	63	34	59
<b>Days in CATS by Exit Status (Md)</b>				
Negative	22	12	24	6
Neutral	70	51	89	72
Graduate	92	85	92	83
<b>Days from CATS Exit to Jail Release by Exit Status (Md)</b>				
Negative	76	64	67	65
Neutral	0	0	0	0
Graduate	12	9	6	4

### CJS Re-Entry Services

**Re-entry Details.** Nearly three-quarters (72%) of Current CATS Men participated in Re-entry, while just over half (57%) of Current CATS Women participated in Re-entry. For both groups, CATS graduates were more likely to participate in Re-entry than CATS participants who exited on negative or neutral grounds (see Table 8). This is not surprising since Re-entry intake usually happens when CATS participants are close to graduation. As shown in Table 8, CATS Men had an average of 35 days between Re-entry intake and CATS exit (12 days for CATS Women) and 49 days from Re-entry intake to jail release (25 days for CATS Women).

Most Current CATS participants who received Re-entry had an in-person contact with a Re-entry Specialist while in the jail on their QB (96% Men, 83% Women). Far fewer Re-entry participants had any contact with their Re-entry Specialists after their release from jail (55% Men, 75% Women). On average, men had a total of three contacts with their Re-entry Specialists and women had an average of almost five (including contacts occurring in-person, over the phone, in jail, and after release from jail). Men were slightly quicker than women

to contact their Re-entry Specialists following their release from jail, with half of men having their first in-person contact within six days of their release, compared to eight days for women.

**Table 8** Re-entry Participation Details

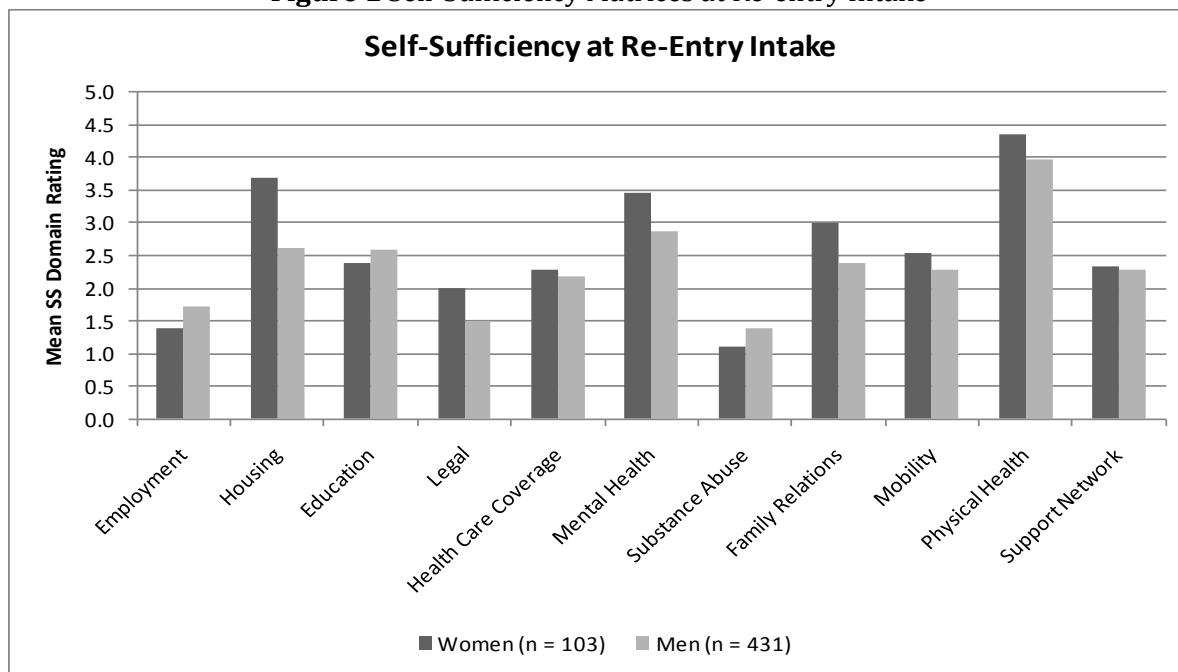
	Intervention Groups	
	Current 12/09-11/10	
	CATS Men	CATS Women
Total N	687	193
In Re-entry (n)	497	110
In Re-entry (%)	72	57
In Re-entry by CATS Exit Status (%)		
Negative	28	11
Neutral	63	31
Graduate	91	80
Re-entry Timeline		
Started Re-entry During CATS (%)	94	73
Started Re-entry During QB (%)	97	83
Re-entry Timeline (in days) (Md)		
Re-entry Start to CATS End (if started during CATS)	35	12
CATS End to Re-entry Start (if started post-CATS)	25	11
Re-entry Start to Jail Release (if started during QB)	49	25
Jail Release to Re-entry Discharge	108	132
Re-entry Intake to Re-entry Discharge	164	164
Contacts w/ Re-entry Specialists		
Percent w/ Re-entry contacts while in jail:	96	83
Of those, Total number of in-jail contacts (Mn)	2	2
Of those, Days CATS Start to 1 <sup>st</sup> Re-entry contact (Md)	52	73
Percent w/ Re-entry contacts after release from Jail (%):		
No contacts	45	25
One contact	22	32
Two contacts	14	11
Three contacts	6	8
Four or more contacts	13	24
Percent w/ in-person contact (%)	48	59
Percent w/ phone contact (%)	32	52
Jail Release to 1 <sup>st</sup> in-person contact (Md)	6	8
Jail Release to 1 <sup>st</sup> phone contact (Md)	15	21
Jail Release to last in-person contact <sup>1</sup> (Md)	52	96
Jail Release to last phone contact <sup>1</sup> (Md)	64	100
Total number of contacts (Mn)	3.2	4.7
Percent with contacts after Re-entry Discharge	6	10
Re-entry Discharge Status (%)		
Negative	15	25
Neutral	6	6
Positive	79	69
<sup>1</sup> Of those with more than one Re-entry contact after release from jail.		

Of those who were considered by the Re-entry Specialists to have been positively discharged from Re-entry (see Table 8), just over one-third of the Men (37%; not shown in Table 8) and under one-third of the Women (29%; not shown in Table 8) had two or more Re-entry contacts after release from jail and made some progress toward specific re-entry goals. The remainder was considered positively discharged from Re-entry, although they had no or limited contact with their Re-entry Specialist after jail release, due to completing the Re-entry period (90 days) with no new charges. Successful discharge from Re-entry was slightly higher for CATS Men graduates (81%) than for neutral (75%) or negative (69%) CATS participants (not shown in Table 8). Too few CATS Women who had negative or neutral exit status participated in Re-entry to compare their Re-entry success rate to CATS Women graduates.

Of those receiving Re-entry who also had specific needs listed in their case notes (69% Men, 77% Women; not shown in Table 8), the most common were employment, education/vocational training, and food assistance for Men and education/vocational training, employment, and help with obtaining an ID (e.g., driver's license) for Women.

**Self-Sufficiency Matrices.** The Self-Sufficiency Matrix measures clients' level of functioning on a number of domains, including employment, housing, education, legal, health care coverage, mental health, substance abuse, family relations, mobility, physical health, and support network. Re-entry Specialists completed Self-Sufficiency (SS) Matrices with the Current CATS groups at Re-entry intake and discharge (see Table 9 for SS Matrix completion rates). Scores ranged from one to five, with one indicating severe problems in that area (e.g., no income, no job; severe substance abuse) and five indicating no problems in that area (e.g., income sufficient – able to save, permanent full-time employment with benefits; no drug or alcohol use in last six months). A copy of the Self-Sufficiency Matrix can be found in Appendix D. Nearly all intake SS Matrices were completed on or before the Re-entry intake date (94% Men, 98% Women). Intake SS domain scores indicate greatest need in the areas of substance abuse, employment, and legal for Women, and substance abuse, legal, and employment for Men (see Figure 1). Changes between intake and discharge matrices will be examined in the *Re-Entry Outcomes* section of this report (see pages 17-18).

**Figure 1** Self-Sufficiency Matrices at Re-entry Intake





**Table 9** Self-Sufficiency Matrices

	Intervention Groups	
	Current 12/09-11/10	
	CATS Men	CATS Women
Total N	687	193
In Re-entry (n (%))	497 (72)	110 (57)
Of those, Had Intake SS Matrices (n (%))	431 (87)	103 (94)
Of those, Had Both Intake and Discharge SS Matrices (n (%))	113 (23)	94 (85)

### Other CJS Programs

As shown below (Table 10), the majority of the Current study groups were found in the CJS C-track dataset. Of those who were in the record, around 5-15% had some form of CJS Supervision (Probation, Pretrial Supervision, or Day Reporting Center) within the first three months of their release from their qualifying booking (QB). A few (2-6%) were also in a CJS treatment program (Felony Drug Court, Misdemeanor Drug Court, or FOCUS) during that time. Only a few of the Current CATS participants who received Re-entry received duplicate supervision or treatment program services at CJS. More Current CATS participants who did not receive Re-entry (compared to those who did) had other types of supervision at CJS upon release from their QB (6% Men, 10% Women; not shown in Table 10). Involvement in CJS treatment programming was the same for Current CATS participants who did and did not participate in Re-entry.

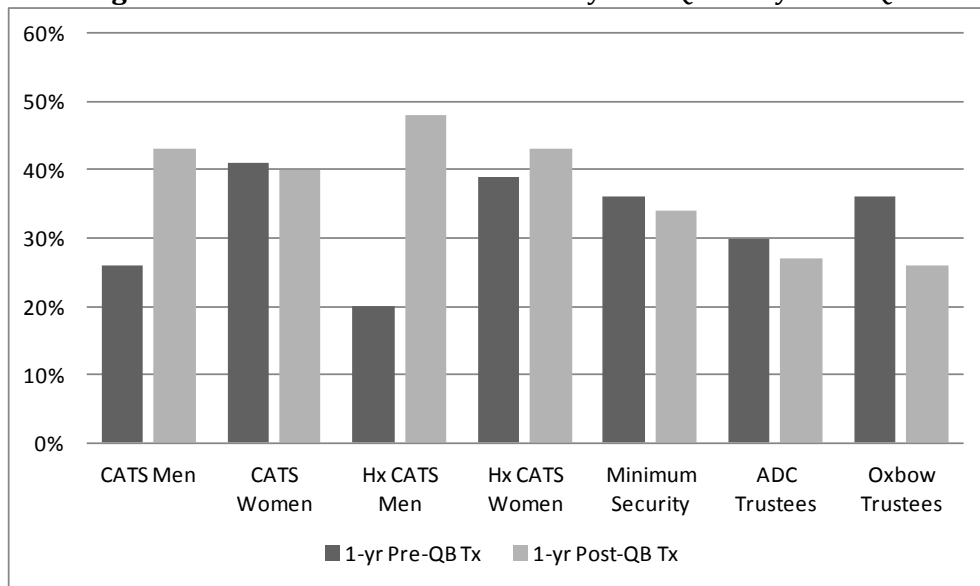
**Table 10** CJS Program Involvement in Three Months Post-QB

	Intervention Groups		Comparison Groups				
	Current 12/09-11/10		Historical 9/07-8/08		Current 12/09-11/10		
	CATS Men	CATS Women	CATS Men	CATS Women	Minimum Security	ADC Trustees	Oxbow Trustees
Found in CJS C-track Data (%)	100	100	61	73	98	99	99
CJS Supervision 3mo Post-QB (%)	5	7	6	10	7	14	10
CJS Tx Program(s) 3mo Post-QB (%)	2	5	3	6	2	3	2
Of those in Re-entry, duplicate services:							
CJS Supervision 3mo Post-QB (%)	4	6					
CJS Tx Program(s) 3mo Post-QB (%)	2	5					

### Substance Abuse Treatment

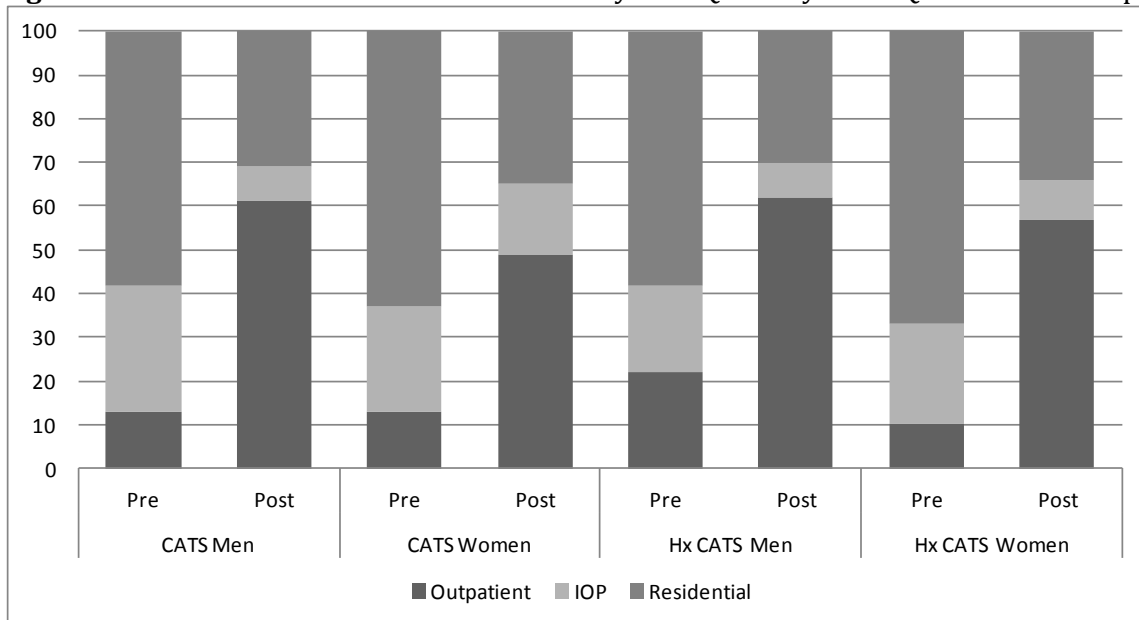
The following figures compare substance abuse treatment for the year prior to the qualifying booking (QB) to the year after the QB for those in the study who were in the Division of Behavioral Health (DBH) Substance Abuse treatment records (over 90% of CATS groups, approximately 40-50% of the current comparison groups, see Table 3 on Page 4 for exact match rates). CATS Men showed a substantial increase in treatment engagement after their QB, compared to the other five groups (see Figure 2).

**Figure 2 Substance Abuse Treatment 1-yr Pre-QB to 1-yr Post-QB**

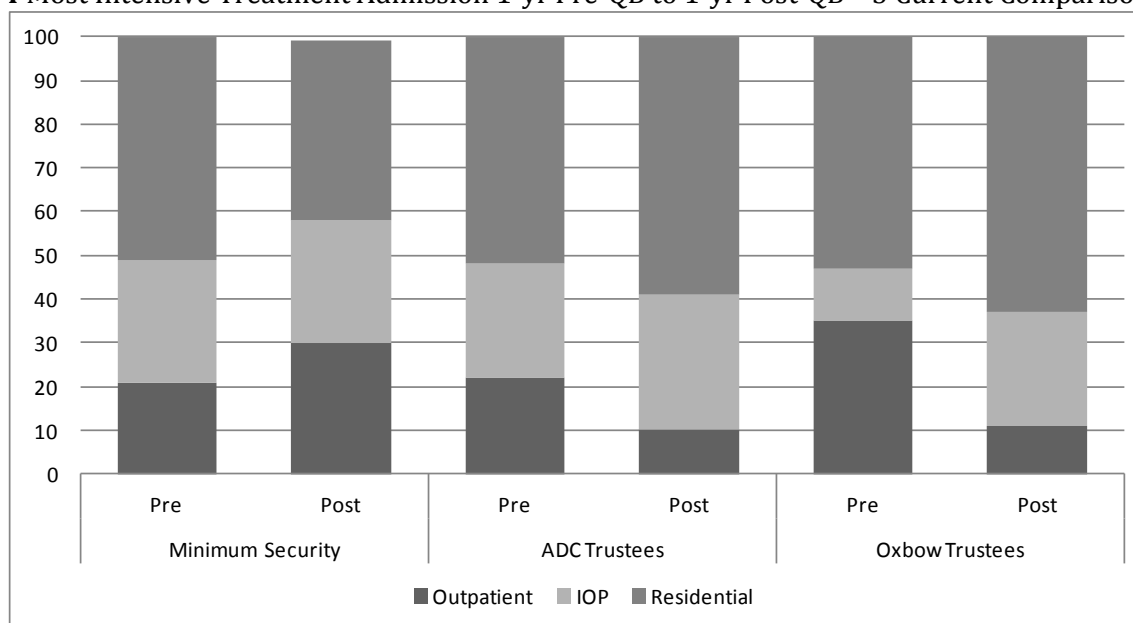


Of those in treatment during each period, all four CATS groups showed a large shift from intensive outpatient (IOP) and residential treatment to outpatient (see Figure 3). However, those in treatment from the three current comparison groups continued to primarily be admitted to more intensive (IOP and residential) treatment episodes after their QB (see Figure 4). Because all three figures (Figures 3 - 4) represent only those offenders who were found in DBH treatment records, these data may suggest that of those who have required substance abuse treatment, CATS Men are more likely to engage in treatment post-QB and all CATS participants are more likely to use less intensive treatment post-QB.

**Figure 3 Most Intensive Treatment Admission 1-yr Pre-QB to 1-yr Post-QB – 4 CATS Groups**



**Figure 4** Most Intensive Treatment Admission 1-yr Pre-QB to 1-yr Post-QB – 3 Current Comparison Groups



## Oxbow Outcomes

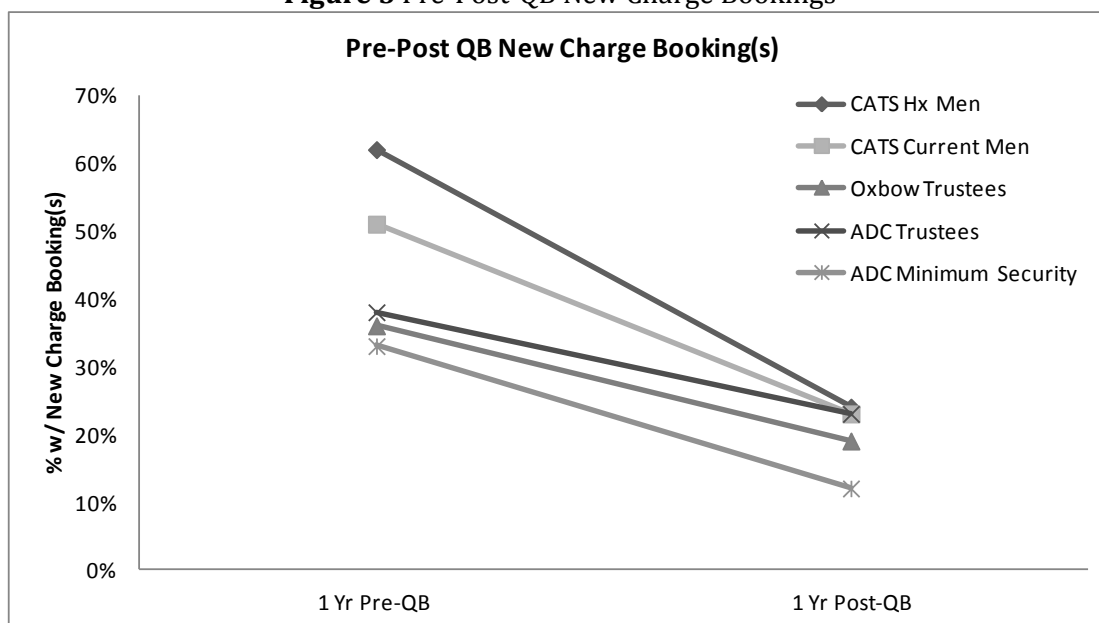
### Recidivism

The five Male groups in this study were compared to determine if receiving treatment in a therapeutic community at the Oxbow facility had any independent effect on recidivism. Of those with a full year follow-up after release on their qualifying booking (QB), CATS Men (Historical and Current) and ADC Trustees had the highest new charge booking rate (23-24%; see Table 11 and Figure 5). However, the CATS groups also had more severe jail histories, as shown in the *Criminal History* section on pages 4-7 of this report. Because of this, the CATS groups showed a more dramatic decline in new charge bookings from one year prior to their QB compared to one year after (see Figure 5). All five groups showed statistically significant reductions in new charge bookings from pre- to post-QB. Average recidivism across the five groups was 20%.

**Table 11** Recidivism for Oxbow Outcome Groups

	Historical 9/07-8/08	Current 12/09-11/10			
	CATS Men	CATS Men	Oxbow Trustees	ADC Trustees	Minimum Security
Has 1 year follow-up Post-QB (n (%))	297 (100)	547 (80)	113 (83)	583 (90)	700 (100)
Has new charge booking in 1-year Post-QB (%)	24	23	19	23	12
Person Charge (%)	5	6	5	6	5
Property Charge (%)	11	11	9	9	5
Drug Charge (%)	10	9	4	8	3
Public Order Charge (%)	5	5	8	6	3

**Figure 5 Pre-Post-QB New Charge Bookings**



Re-arrest rates from the Bureau of Criminal Identification (BCI) statewide arrest database were also examined as a second measure of recidivism. For those who were both found in the BCI record and had at last one year post-QB follow-up (see Table 12), statistically significant decreases in arrest rates were observed for all five groups. This decline is similar to the overall reduction in new charge bookings in Figure 5.

**Table 12 BCI Recidivism for Oxbow Outcome Groups**

	Historical 9/07-8/08	Current 12/09-11/10			
		CATS Men	Oxbow Trustees	ADC Trustees	Minimum Security
Found in BCI Records (n (%))	295 (99)	682 (99)	134 (99)	631 (97)	665 (95)
Has 1 year follow-up Post-QB (n (%))	295 (100)	622 (91)	127 (95)	611 (97)	665 (100)
Has arrests in 1-year Pre-QB (%)	97	96	98	94	92
Has arrests in 1-year Post-QB (%)	46	57	48	55	40

### Factors Related to Recidivism

Because the five Male groups had varying pre-QB jail histories, as well as QB characteristics, the impact of serving time at Oxbow needs to be examined after controlling for the other factors that are significantly related to recidivism (having a new charge booking in the year following QB release). If there is an independent effect of serving time at Oxbow, the Current CATS Men and Oxbow Trustees should have statistically significantly better outcomes than the other three groups. If there is an independent effect of treatment, the Historical and Current CATS Men should have statistically significantly better outcomes than the other three groups after controlling for the other significant individual factors.

As shown in Table 13, 15 factors were examined in relation to recidivism. The majority of jail history and qualifying booking (QB) details were statistically significantly related to recidivism, with recidivists showing more extensive prior jail involvement. For example, recidivists had an average of 5.2 jail bookings during the

three years prior to their QB, compared to an average of 3.2 for those who did not recidivate after their QB. Recidivists also included a higher percent of offenders who had a commitment on a property or drug offense at their QB. However, there was no difference on the severity of the offense(s) that led to their commitment at the QB.

Recidivists and non-recidivists were also compared on post-QB treatment engagement (not shown in Table 13). There was not a statistically significant difference on post-QB treatment engagement (defined as having any substance abuse treatment admission(s) in the year following QB release) between recidivists and non-recidivists in the CATS men groups or Oxbow trustees. However, among ADC minimum security inmates and ADC trustees, a higher percent of recidivists were in post-QB treatment (47% for ADC minimum security; 35% for ADC trustees) than non-recidivists (32% for ADC minimum security; 23% for ADC trustees)

**Table 13** Factors Related to Recidivism in Five Men's Groups

	Non-Recidivists (n = 1803)	Recidivists (n = 437)
<b>Demographics</b>		
Age at Qualifying Booking (QB) (Mn)	33.0	32.7
Minority (%) <sup>1</sup>	31	36
<b>Number of Prior Bookings in 3 years prior to QB (Mn)</b>		
Any type of booking <sup>1</sup>	3.2	5.2
New charge booking <sup>1</sup>	1.3	2.8
Warrant of arrest booking <sup>1</sup>	2.0	3.2
Bench warrant booking <sup>1</sup>	0.7	1.4
Commitment booking <sup>1</sup>	0.9	1.3
<b>Qualifying Booking (QB) Details</b>		
Number of new charges (Mn) <sup>1</sup>	0.3	0.5
Number of warrants of arrest (Mn) <sup>1</sup>	1.2	1.7
Number of commitment offense(s) (Mn) <sup>1</sup>	2.7	3.0
Commitment on a person offense (%)	21	20
Commitment on a property offense (%) <sup>1</sup>	34	43
Commitment on a drug offense (%) <sup>1</sup>	33	39
Most severe degree of commitment offense(s) (Mn)	MA	MA
Days in jail (Mn) <sup>1</sup>	109	120
<sup>1</sup> Difference between non-recidivists and recidivists is statistically significant at p < .05 in bivariate analyses		

The statistically significant factors from Table 13 were loaded into a logistic regression to examine their unique contribution to recidivism. Four of those 12 factors remained statistically significant (see Table 14). Those four factors indicate that minorities, those with more prior new charge bookings and warrant of arrest bookings in the three years prior to their QB, and those with more warrants of arrest at their QB are all more likely to have a new charge in the year following their QB. After controlling for those four factors, Oxbow status (whether or not an offender resided in Oxbow) was not a statistically significant predictor of recidivism (see Model 1). That means that the Current CATS Men and Oxbow Trustees (when grouped together) were not statistically significantly different from the Historical CATS Men, ADC Minimum Security, and ADC Trustees (when grouped together) after controlling for those other four factors. This suggests there is not an independent effect of serving time in Oxbow (in addition to or apart from the CATS treatment provided there).

**Table 14** Logistic Regression Models for Five Men's Groups

	Sig.	Odds-Ratio
<b>Statistically Significant Covariates</b>		
Minority Status	.025	1.30
Number of new charge bookings 3 yrs Pre-QB	.000	1.20
Number of warrants of arrest bookings 3 yrs Pre-QB	.000	1.12
Number of warrants of arrest at QB	.000	1.11
<b>Model 1: Oxbow Status</b>		
Oxbow Status (whether or not resided in Oxbow during QB)	.121	NS
<b>Model 2: Group Membership (as compared to Current CATS Men)</b>		
Historical CATS Men	.983	NS
ADC Minimum Security	.000	.538
ADC Trustees	.960	NS
Oxbow Trustees	.230	NS
NS = Not Statistically Significant (no results reported for Odds-Ratio where Wald's test was NS)		

An additional logistic regression model was run (Model 2), again controlling for those four significant factors in Table 14, but substituting group membership (in one of the five men's groups) for Oxbow status. In that model, group membership was a statistically significant predictor of recidivism. Current CATS Men were statistically equivalent with Historical CATS Men and the two trustee groups on likelihood of recidivism, while the ADC Minimum Security group was about half as likely to recidivate (OR = .54). This indicates that CATS Men, although more severe in their criminal histories prior to their QB, are equally likely to recidivate as trustees following their QB (after controlling for those four factors in Table 14).

Lastly, a logistic regression model was run comparing Current CATS Men to Historical CATS Men. After controlling for the three factors that were statistically significantly related to recidivism within these two groups (see Table 15), there was no statistically significant difference between the groups on the likelihood of recidivating. This means that Current and Historical CATS Men are equally likely to re-offend after controlling for those other three individual factors. Those other three factors indicate that within the two CATS Men's groups, minorities and those with more new charge bookings during the three years prior to their QB are more likely to recidivate. Also, those who have a drug commitment at their QB (rather than another type, such as property, public order, or person) are also more likely to have a new charge in the year following their release.

**Table 15** Logistic Regression Model for Two CATS Men's Groups

	Sig.	Odds-Ratio
Minority Status	.005	1.67
Number of new charge bookings 3 yrs Pre-QB	.000	1.27
Commitment on a drug offense at QB	.009	1.57
Group Membership (Current vs. Historical CATS Men)	.599	NS
NS = Not Statistically Significant (no results reported for Odds-Ratio where Wald's test was NS)		

## Re-Entry Outcomes

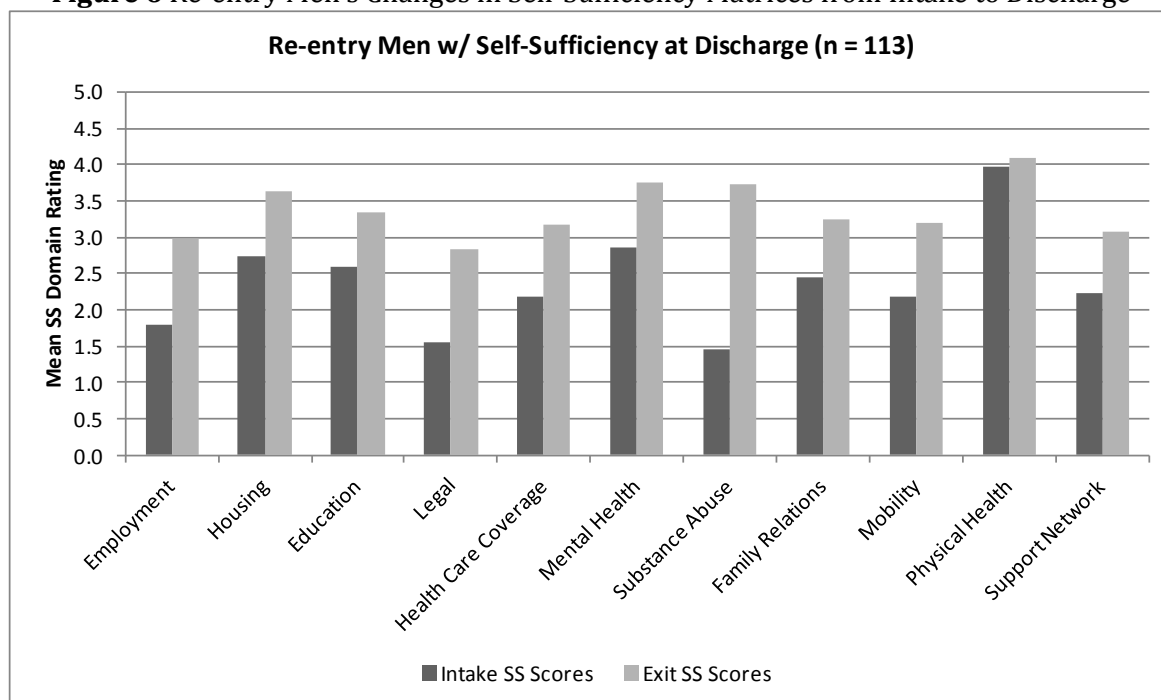
### Substance Abuse Treatment

Post-QB (qualifying booking) substance abuse treatment (SA Tx) participation was examined in relation to re-entry participation. CATS participants who also got re-entry had statistically significantly higher treatment participation. For example, 32% of Current CATS Men who did not have re-entry had a SA Tx admission during the year following their release, while 47% of CATS Men who had re-entry had a SA Tx admission. The same pattern was observed for Current CATS Women (27% of those without re-entry had a SA Tx admission vs. 50% of those with re-entry). It should be noted, however, that this does not imply a causal relationship. It is possible that those offenders who are motivated to engage in re-entry are the same ones that are motivated to continue with post-CATS treatment in the community, if needed.

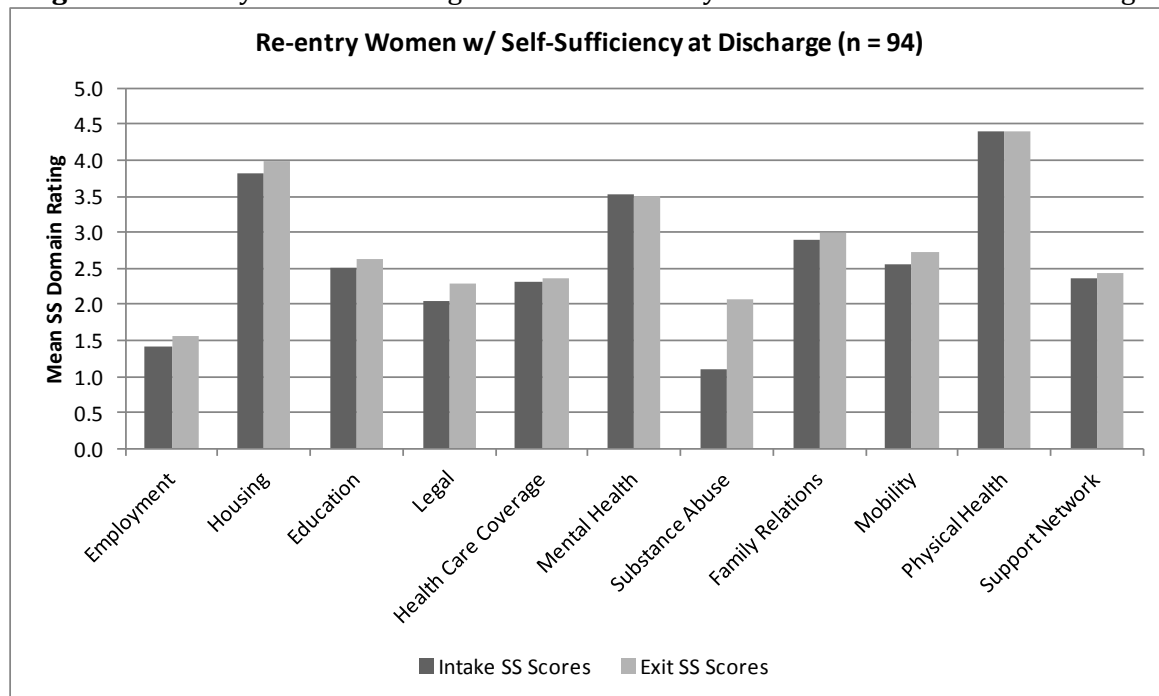
### Self-Sufficiency Matrix Changes

Just over 100 men in the Current CATS group with Re-entry (113 of 431 with Intake SS matrices; 26.2%) and 94 women in the Current CATS group with Re-entry (of 103 with Intake SS matrices; 91%) completed SS Matrices at both intake and discharge. Intake and discharge matrices were examined to identify changes in domain scores. As was noted, the SS Matrix measures levels of functioning on various domains on a scale of one to five, with higher scores indicating greater self-sufficiency and therefore less need for assistance. Increases were noted in all domains for Current CATS Men (see Figure 6), with the greatest increases occurring in the substance abuse (+2.3) and legal domains (+1.3). However, Legal and Employment remained the top problem areas for men at discharge, as they were for all the CATS Men who had a self-sufficiency matrix at intake into Re-entry. Current CATS Women had slight increases in all domains except Mental Health and Physical Health, which remained flat (see Figure 7). The top three problem areas for CATS Women at discharge were the same as they were for women at Re-entry intake; however, the order changed with Employment replacing Substance Abuse as the main problem at Re-entry discharge, followed by Substance Abuse then Legal.

**Figure 6** Re-entry Men's Changes in Self-Sufficiency Matrices from Intake to Discharge



**Figure 7** Re-entry Women's Changes in Self-Sufficiency Matrices from Intake to Discharge



## Recidivism

As shown in Table 16, approximately one in five Current CATS Women (20%) and Men (23%) had a new charge booking in the year following jail release. In general, those who graduated from CATS had lower recidivism rates than those who were negatively terminated from the program. Those who received Re-entry did not differ statistically significantly from those who did not on their new charge booking rate. Of those who had a new offense in the year following jail release, the average time (Mn) to the new charge booking was 164 days for Current CATS Men and 146 days for Current CATS Women, while it was 172 days for Historical CATS Men and 143 days for Historical CATS Women. None of these differences were statistically significant. Within the Current CATS groups there was no difference between those who received Re-entry and those who did not on average time to a new offense.

**Table 16** Recidivism for Re-entry Outcome Groups

	Current 12/09-11/10		Historical 9/07-8/08	
	CATS Men	CATS Women	CATS Men	CATS Women
Has 1 year follow-up Post-QB (n (%))	547 (80)	154 (80)	297 (100)	172 (100)
Has new charge booking in 1 year Post-QB (%)	23	20	24	13
Person Charge (%)	6	3	5	1
Property Charge (%)	11	10	11	5
Drug Charge (%)	9	9	10	6
Public Order Charge (%)	5	1	5	2
<b>Recidivism by CATS Exit Status</b>				
Negative	28	20	32	19
Neutral	17	16	22	7
Graduate	23	20	19	13



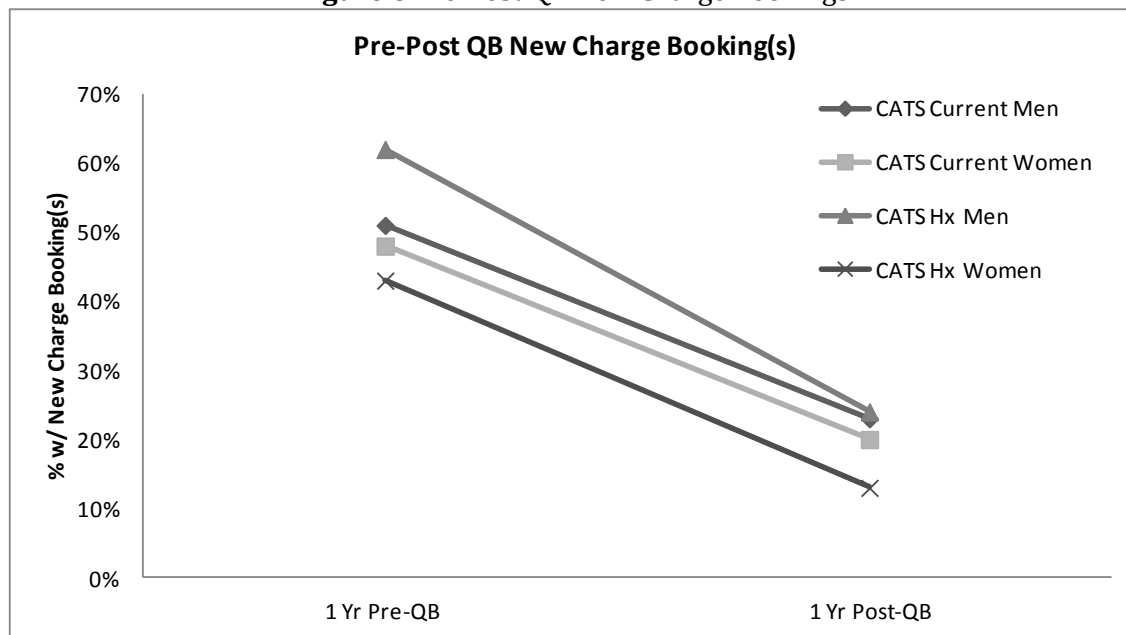
	Current 12/09-11/10		Historical 9/07-8/08	
	CATS Men	CATS Women	CATS Men	CATS Women
<b>Recidivism by Re-entry Status</b>				
Did not get Re-entry	22	15		
Participated in Re-entry	23	23		

As shown in Figure 8, all four CATS groups showed a statistically significant decline in new charge bookings from the year prior to their qualifying booking (QB) to the year after. CATS Men had higher rates of offending than CATS Women during both time periods. Historical CATS Men showed the largest decline in offending, at almost 40%, while the other three CATS groups showed about a 30% decrease from pre- to post-QB. Statewide arrest rates from BCI (see Table 17), also demonstrated a statistically significant decline from pre- to post-QB for those that were in those records.

**Table 17** BCI Recidivism for Re-entry Outcome Groups

	Current 12/09-11/10		Historical 9/07-8/08	
	CATS Men	CATS Women	CATS Men	CATS Women
Found in BCI Records (n (%))	682 (99)	190 (98)	295 (99)	169 (98)
Has 1 year follow-up Post-QB (n (%))	622 (91)	184 (97)	295 (100)	169 (100)
Has arrests in 1-year Pre-QB (%)	96	96	97	94
Has arrests in 1-year Post-QB (%)	57	48	46	33

**Figure 8** Pre-Post-QB New Charge Bookings



### Factors Related to Recidivism

Again, the four groups were non-equivalent prior to their qualifying booking (QB) (although more similar than the CATS vs. non-CATS groups); therefore, it was necessary to control for the individual factors that were statistically significantly related to recidivism prior to examining the impact of the interventions (e.g., Re-entry, Oxbow). As shown in Table 18, the recidivists group had a higher percent of minorities, as well as a higher

average number of all types of prior bookings. Recidivists also had statistically significantly more new charges, warrants of arrest, and committed offenses at their QB. Lastly, recidivists included a higher percent of offenders with commitments for property and drug offenses at their QB, although they did not differ significantly on the severity (degree) of their committed offenses, nor did they differ significantly on their length of stay.

**Table 18** Factors Related to Recidivism in Four CATS Groups

	Non-Recidivists (n = 920)	Recidivists (n = 250)
<b>Demographics</b>		
Age at Qualifying Booking (QB) (Mn)	32.4	32.6
Minority (%) <sup>1</sup>	24	36
<b>Number of Prior Bookings in 3 years prior to QB (Mn)</b>		
Any type of booking <sup>1</sup>	4.0	5.6
New charge booking <sup>1</sup>	1.6	2.9
Warrant of arrest booking <sup>1</sup>	2.6	3.5
Bench warrant booking <sup>1</sup>	0.9	1.4
Commitment booking <sup>1</sup>	1.1	1.4
<b>Qualifying Booking (QB) Details</b>		
Number of new charges (Mn) <sup>1</sup>	0.3	0.4
Number of warrants of arrest (Mn) <sup>1</sup>	0.8	0.9
Number of commitment offense(s) (Mn) <sup>1</sup>	3.1	3.8
Commitment on a person offense (%)	22	21
Commitment on a property offense (%) <sup>1</sup>	41	51
Commitment on a drug offense (%) <sup>1</sup>	44	53
Most severe degree of commitment offense(s) (Mn)	F3	F3
Days in jail (Mn)	173	175
<sup>1</sup> Difference between non-recidivists and recidivists is statistically significant at p < .05 in bivariate analyses		

Of the 11 statistically significant factors in Table 18, five remained statistically significant in a logistic regression predicting likelihood of recidivism. As shown in Table 19, those factors that were related to increased likelihood of having a new charge booking in the year following QB were minority status, having more new charge bookings in the three years prior to the QB, having more new charges at the QB, and having commitments for property or drug offenses at the QB. After controlling for the significant impact of those five variables on likelihood of recidivism, Oxbow status (whether or not the group was in Oxbow, Current CATS Men only) and time period (Current vs. Historical) were not statistically significantly related to recidivism (see Model 1). This means that all four CATS groups were equally likely to re-offend after controlling for those five (5) individual factors in Table 19. A second model (see Model 2 in Table 19) was run, substituting CATS Exit Status (negative, neutral, or graduate) for the group membership variables. After controlling for the six statistically significant covariates (in addition to the five in Table 19, gender was also statistically significant, with males being about 50% more likely to re-offend than females), CATS exit status was not statistically significantly related to recidivism. This means that after controlling for gender, minority status, and jail history, CATS graduates did not have a statistically significantly different likelihood of recidivism than those who had neutral or negative exit statuses.

**Table 19** Logistic Regression Models for Four CATS Groups

	Sig.	Odds-Ratio
<b>Statistically Significant Covariates</b>		
Minority Status	.004	1.69
Number of new charge bookings 3 yrs Pre-QB	.000	1.25
Number of new charges at QB	.001	1.70
Commitment on a property offense at QB	.004	1.55
Commitment on a drug offense at QB	.003	1.57
<b>Model 1: Group Membership</b>		
Oxbow Status (whether or not resided in Oxbow during QB)	.456	NS
Time Period (Historical vs. Current)	.252	NS
<b>Model 2: CATS Exit Status</b>		
CATS Exit Status (negative, neutral, or graduate)	.308	NS
NS = Not Statistically Significant (no results reported for Odds-Ratio where Wald's test was NS)		

Lastly, two logistic regression models were run with the Current CATS groups only, to look at the impact of Re-entry participation after controlling for the statistically significant individual factors. As shown in Table 20, there were four factors statistically significantly related to recidivism within the two Current CATS groups: minority status, number of new charge bookings in the 3 years pre-QB, number of new charges at the QB, and having a commitment on a property offense at the QB. After controlling for those four factors, being enrolled in Re-entry (Yes or No, see Model 1) was not statistically significantly related to likelihood of recidivism. In other words, Current CATS participants were equally likely to re-offend, whether or not they were enrolled in Re-entry. A second model (see Model 2 in Table 20) was run, controlling for the same covariates, to look at the relationship between total number of Re-entry contacts and recidivism. For that group that had Re-entry contacts, the total number of contacts ranged from one (1) to 26, with 75% of Re-entry participants having four (4) or fewer contacts, and approximately 50% having two (2) or fewer (about 24% had only one). The total number of Re-entry contacts was not statistically significantly related to the likelihood of recidivism. The lack of a significant finding between Re-entry participation (and amount of participation) and recidivism, could be due to the small number of participants who had several Re-entry contacts.

**Table 20** Logistic Regression Models for Two Current CATS Groups

	Sig.	Odds-Ratio
<b>Statistically Significant Covariates</b>		
Minority Status	.003	1.83
Number of new charge bookings 3 yrs Pre-QB	.000	1.25
Number of new charges at QB	.002	1.81
Commitment on a property offense at QB	.001	1.87
<b>Model 1: Re-entry Participation</b>		
Re-entry Status (Y/N participated)	.396	NS
<b>Model 2: Total Number of Re-entry Contacts</b>		
Total Number of Re-entry Contacts	.464	NS
NS = Not Statistically Significant (no results reported for Odds-Ratio where Wald's test was NS)		

## Discussion

### Oxbow and CATS Outcomes

Oxbow inmates did not have significantly better outcomes than ADC inmates; however, CATS participants (regardless of setting) demonstrated a statistically significant decrease in new charges and a similar recidivism rate as the less severe comparison groups.

No significant impact of Oxbow:

- Oxbow CATS (Current CATS Men) had similar 1 year post-QB (Qualifying Booking) recidivism rates (23%) as ADC CATS (Historical CATS Men; 24%).
- Oxbow Trustees had similar 1 year post-QB recidivism rates (19%) as ADC Trustees (23%).
- After controlling for statistically significant covariates (minority status, number of new charge bookings in 3 years pre-QB, number of warrant of arrest bookings in 3 years pre-QB, and number of warrants of arrest at QB), Oxbow status (whether or not an inmate was in Oxbow during their QB) was *not* statistically significantly related to recidivism.
- After controlling for statistically significant covariates within the two CATS Men groups only (minority status, number of new charge bookings in 3 years pre-QB, and if there was a commitment for a drug offense at the QB), there was no statistically significant difference between Current CATS Men (in Oxbow) and Historical CATS Men (in ADC).

Significant impact of CATS:

- The reduction in recidivism from 1 year pre-QB to 1 year post-QB was larger for the CATS groups (38% for Historical CATS Men; 28% for Current CATS Men) than the less severe comparison groups (21% ADC Minimum Security, 17% Oxbow Trustees, 15% ADC Trustees).
- After controlling for statistically significant covariates (minority status, number of new charge bookings in 3 years pre-QB, number of warrant of arrest bookings in 3 years pre-QB, and number of warrants of arrest at QB), CATS Current and Historical Men had odds of recidivating that were not statistically significantly different from the Trustee (Oxbow and ADC) groups.
- Of those who were identified in the county substance abuse treatment system, CATS Men are more likely to engage in treatment post-QB and all CATS participants are more likely to use less intensive treatment post-QB.

In this study, the reduction in offending from pre- to post-QB for the CATS Men (approximately 33%) was greater than the reduction in offending from pre- to post-QB for the men in the three Comparison groups (approximately 18%). This significant reduction in offending among the CATS groups is consistent with research findings on the effectiveness of therapeutic communities (TCs) in correctional settings. In a meta-analysis of incarceration-based drug treatment, the positive impact of TCs on recidivism and drug use was consistently reported (Mitchell, Wilson, & MacKenzie, 2007). In another meta-analysis, Aos, Miller, and Drake (2006) found that TCs reduce recidivism rates by 5-7% compared to treatment as usual groups. Aos and colleagues also found that other drug treatments in jail reduce recidivism by 6% compared to treatment as usual groups.

CATS participants' 1 year recidivism rates (23% Current Men, 20% Current Women, 24% Historical Men, 13% Historical Women) were comparable to other studies of incarceration-based TCs. In Colorado, 18% of prison TC completers had a new misdemeanor arrest in the year following release, compared to 23% for prison TC non-completers, and 25% for a TC eligible (but did not participate) control group (Klebe & O'Keefe, 2004). In a National Institute of Justice (NIJ) funded study of five jail based substance abuse treatment programs, 17% of treatment participants had a new conviction in the year following release compared to 23% of matched

inmates (Tunis, Austin, Morris, Hardyman, & Bolyard, 1996). The three California jails in the study had significant differences in recidivism between the jail treatment and comparison groups, while the two New York sites showed no difference between the groups. Lastly, similar to this study's finding, minority offenders (African American) had higher probabilities of recidivism (Tunis et al., 1996).

Although CATS participants at Oxbow did not have significantly different recidivism rates than CATS participants at ADC, they may have experienced other benefits of participation that we were unable to measure with the available data. For example, Current CATS Men had higher rates of voluntary participation than Historical CATS Men (27% vs. 19%), which may suggest that the opportunity to serve time at Oxbow, rather than ADC, incentivizes participation in treatment. Research has indicated the link between treatment motivation and engagement in a therapeutic community in a criminal justice setting (Hiller, Knight, Leukefeld, & Simpson, 2002). However, because of our study's retrospective design it was not possible to measure whether or not the higher voluntary participation rate for the Current CATS group was related to CATS being moved to the Oxbow facility or some other pre-existing group differences.

Another limitation of the study is the differences between the CATS groups and the other Comparison groups on pre-QB history, with the comparison groups having less severe prior criminal histories. Despite this limitation, it is positive to see that CATS recidivism rates are not significantly different than Trustees after controlling for the four statistically significant individual factors. A final limitation of this study is that the logistic regression models, although statistically significant, did not explain very much variance in recidivism (under 13%). This indicates other factors (beyond the ones included in this study) are responsible for explaining the bulk of the differences between those who re-offend and those who do not. Additionally, because the recidivism rate was so low for all of the groups (less than 25%), the models were not very good at predicting recidivists. This is a problem with finding factors that accurately predict low-occurrence events.

## Re-entry Outcomes

Re-entry participants did not have significantly lower recidivism than CATS participants who did not get Re-entry; however, Re-entry participants who completed Self-Sufficiency matrices at Intake and Discharge showed improved functioning on a number of domains.

No significant impact of Re-entry on Recidivism:

- Re-entry participants (23% Men; 23% Women) had similar 1 year post-QB recidivism rates as those who did not get Re-entry (22% Men, 15% Women).
- Lack of a significant finding between Re-entry participation and recidivism could be due to the low dosage of Re-entry: only 55% of men and 75% of women in Re-entry had any contacts with their Re-entry Specialist after release from jail, while the average number of contacts (both in *and* out of jail, by phone *or* in person) was 3.2 for men and 4.7 for women.

Significant impact of Re-entry on Functioning:

- Re-entry Men who had both Intake and Discharge Self-Sufficiency matrices (26% of Re-entry participants) showed improvements on all 11 domains, with the greatest improvements in the Substance Abuse (average increase of +2.3 on 1-5 scale), Legal (+1.3), and Employment (+1.2) domains.
- Re-entry Women who had both Intake and Discharge Self-Sufficiency matrices (91% of Re-entry participants) showed improvements in 9 of the 11 domains, with the greatest improvements in Substance Abuse (average increase of +1.0 on 1-5 scale) and Legal (+0.3) domains.
- The larger gains in Self-Sufficiency recorded for the men could be due to the biased sample (25%) of men who completed both Intake and Discharge matrices. This indicates that only those men who were most engaged were retained in Re-entry for the full 90 days and had both measures. On the other hand, this

suggests that when participants do remain engaged (through some combination of self-motivation and services received during that period), short-term positive outcomes (such as increased functioning) can be demonstrated.

- CATS participants who also got re-entry had statistically significantly higher treatment participation. It should be noted, however, that this does not imply a causal relationship. It is possible that those offenders who are motivated to engage in re-entry are the same ones that are motivated to continue with post-CATS treatment in the community, if needed.

If Re-entry is to show some positive impacts on long-term outcomes, such as recidivism, it is recommended that the dosage be increased. Increased contact with the Re-entry Specialists may provide offenders with enough support to stabilize their needs and those changes might contribute to reduced recidivism rates. A recently released study of a 90-day Re-entry program from jail (RIDE) showed that those who stayed engaged for at least 90 days had fewer returns to jail (41% returned to jail for any reason during 12 months following release vs. 72% for those who were not engaged for 90 or more days); however, similar to this study, Re-entry participants in general had equivalent return to jail rates as a matched comparison group (74% for RIDE participants vs. 72% for matched comparison; White, Saunders, Fisher, & Mellow, 2012). The RIDE program had a similar structure as CJS Re-entry, including emphasizing case management and coordination of service provision. The White et al. study of RIDE also had similar challenges as the current study; they were not able to measure treatment motivation, nor were they able to measure the quality of Re-entry services provided or whether the services met the needs of participants. Additionally, the White et al. study suggests the importance of keeping clients engaged in Re-entry post release. This was also a challenge for the CATS samples in this study, with just over half of CATS Men and three-quarters of Women having any Re-entry contacts following release from jail.

Some other studies of re-entry programs have demonstrated positive impacts on recidivism for their participants. In another study of a jail re-entry program in rural Ohio, Miller and Miller (2010) found that inmates in re-entry had significantly lower one-year recidivism rates (12%) versus a matched comparison group (82%). However, they noted that their findings with a rural, primarily White sample may not generalize to other jail populations. A second limitation they noted was the inability with the quantitative study design to identify which elements of the re-entry program were most important in helping inmates (Miller & Miller, 2010). The Allegheny County Jail Collaborative, a national model demonstration project for re-entry, also demonstrated a significant impact on recidivism, with 17% of 2005 male participants recidivating within a year, compared to 33% of an historical comparison group (Yamatani, 2008). Several other jurisdictions have implemented re-entry efforts at their jails, yet research on their effectiveness is limited. Often cited re-entry programs include Cook County, Illinois (Chicago), Multnomah County, Oregon (Portland), and Snohomish County, Washington (Nelson & Tarlow, 2006).

## **Other Factors Related to Outcomes**

Across all of the multivariate analyses, minority status and more prior new charge bookings in the three years before the qualifying booking (QB) were significantly related to increased likelihood of recidivism. The finding that minority inmates have higher recidivism rates, regardless of CATS or Re-entry participation, suggests the importance of looking at the cultural competence of these two programs and what, if any, additional services may help this population. The finding that higher recent criminal activity is significantly related to recidivism is not surprising, since past behavior is the best predictor of future behavior. Although those with more severe criminal histories will be more likely to re-offend, larger reductions in recidivism are usually achieved when higher risk participants are targeted. This was demonstrated in the larger reductions in recidivism for the CATS groups vis-à-vis the other comparison groups in the pre- to post-QB new charge bookings.

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## Appendix A Participant Selection Criteria

### CATS Intervention and Comparison Groups

The Current CATS groups were those who were active in CATS from December 1, 2009 through November 30, 2010. This means that the Current CATS group had start dates that ranged from 8/24/09 to 11/30/10 for the men's group and 9/4/09 to 11/29/10 for the women's group. Current CATS groups were tracked through the end of 2011 for CATS end dates, Re-entry, and other follow-up data.

The Historical CATS groups were those who were active in CATS on 9/1/07 through 8/31/08 *and* ended CATS by 8/31/08. This means that the Historical CATS group had start dates that ranged from 6/4/07 to 8/14/08 for the men's group and 6/26/07 to 7/28/08 for the women's group.

Of those identified in the four CATS groups (Current and Historical Men and Women), individuals could have more than one CATS participation during each or across both (Current and Historical) time periods. Therefore, the following rules were applied:

1. If a person was in both the Current and Historical CATS groups, only their current one was kept and they were removed from the historical sample.
2. If a person was in CATS more than one time during a single time period, Current or Historical, their final CATS entry during the time period was selected as their CATS participation for purposes of this study and their earlier one(s) were removed.

This resulted in each individual only having one CATS participation counted in the study sample. A variable was created to identify which of those individuals in the study had a previous CATS placement(s) prior to the one that was included in this study.

### Other Comparison Groups

The starting sample for the remaining three comparison groups was inmates who had a booking that was open between December 1, 2009 through November 30, 2010 (the same time period as Current CATS). Next, inmates were selected if they had a commitment at their qualifying booking (QB, the booking that was selected for their inclusion in the study), since nearly all Current CATS participants had a commitment at their QB. This group was checked against the Current and Historical CATS groups and anyone who was in the CATS groups was removed from the potential comparison sample. Lastly, only inmates who were male and classified as minimum security during their entire commitment were selected. These criteria were put in place since these comparison groups are for the Current CATS Men group and need to be most comparable to those inmates.

**ADC Minimum Security Comparison Group.** Further selection criteria were applied to the potential comparison pool to identify those who remained in the ADC only (no moves to Oxbow) and were never a trustee (prison worker) during their QB. Inmates who were in this potential sample more than one time (multiple bookings) had one booking randomly selected. Next, this sample was compared against the trustee groups and anyone in the trustee groups was removed from the ADC Minimum Security group since the trustee groups were much smaller. These steps resulted in a potential ADC Minimum Security comparison sample of 2,401 inmates.

This sample was compared to Current CATS Men on a number of criminal history factors (commitment types at QB, 3-year jail history) and found to be less severe on several measures (e.g., number of bookings in three years prior to QB, most severe degree of offense at QB). Because of this, a statistical procedure (propensity score matching) was undertaken to identify the 700 inmates from this sample of 2,401 that were *most* similar to the Current CATS Men on the following important criminal history measures:



- number of bookings in three years prior to QB
- number of New Charge bookings in three years prior to QB
- number of Warrant of Arrest bookings in three years prior to QB
- number of Bench Warrant bookings in three years prior to QB
- number of Commitment bookings in three years prior to QB
- number of Warrant of Arrest offenses at the QB
- number of Commitment offenses at the QB
- Y/N if had a Person offense that was a commitment at the QB
- Y/N if had a Property offense that was a commitment at the QB
- Y/N if had a Drug offense that was a commitment at the QB
- Length of stay (days in jail) at the QB

***ADC Trustee Comparison Group.*** Further selection criteria were applied to the potential comparison pool to identify those who remained in the ADC only (no moves to Oxbow) *and* were a trustee (prison worker) during their QB. Inmates who were in this potential sample more than one time (multiple bookings) had one booking randomly selected. This resulted in a final ADC Trustee comparison group of 651 inmates.

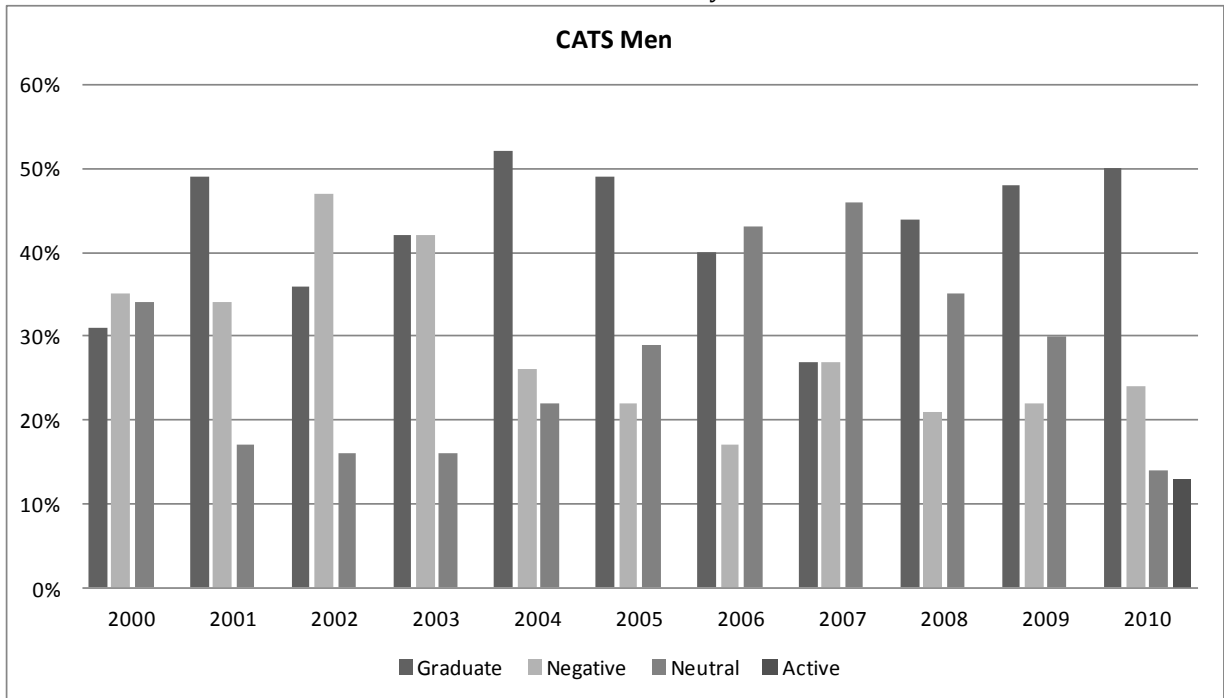
***Oxbow Trustee Comparison Group.*** Further selection criteria were applied to the potential comparison pool to identify those who were in Oxbow during their QB *and* were a trustee (prison worker) during their QB. Inmates who were in this potential sample more than one time (multiple bookings) had one booking randomly selected. This resulted in a final Oxbow Trustee comparison group of 136 inmates.

## Appendix B Data Requests

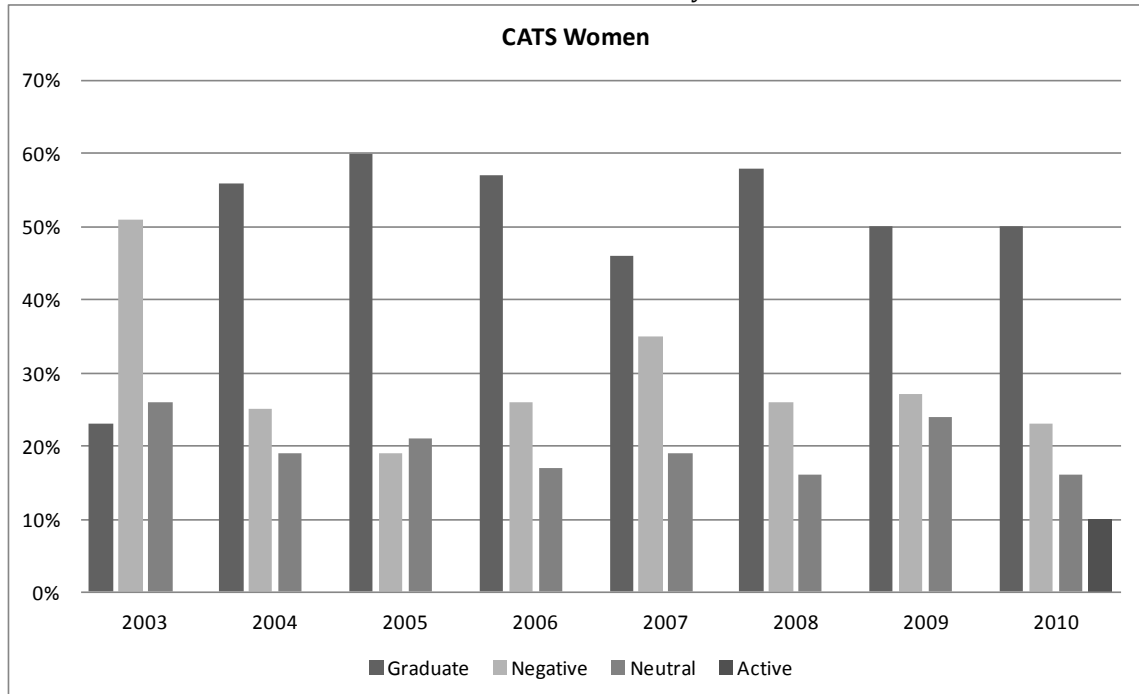
Data Source	Description
<b>Salt Lake County Sheriff's Office</b>	
CATS Logs	List of CATS Men's and Women's participants with start/end dates and exit statuses.
OMS - Bookings	Jail booking history from 07/01/00 to 12/31/11, includes booking date, type, charges, and release date. Some information on release type, offender demographics, and court case numbers.
OMS – Programs	Log of program participation (e.g., DOGS, Life Skills, Bridges, AA) while in ADC and Oxbow by person. <i>Data mostly limited to new bookings since 9/1/09</i>
OMS – Moves	Inmate location by move date and vacate date by person. <i>"Block" used to indicate Oxbow vs. ADC locations.</i>
OMS – Security Classification	Security classification (minimum, medium, maximum) by booking number and start dates within each booking.
OMS – Trustee/Workers	Jail worker description (e.g., kitchen worker, unit worker, alternate prison worker) by start/end date and person.
<b>Criminal Justice Services (CJS)</b>	
Agent Table	Start and end dates for CJS program involvement (e.g., Day Reporting Center, probation) by agent assignment.
Supervision/Case Notes	Dates of Re-Entry Specialists contacts, types, and descriptions of discharge status.
Self-Sufficiency Matrix	Dates of SS Matrix completion with total scores and item scores.
<b>CourtLink</b>	
CATS Court Order	Hand searched by person identifiers to identify if CATS was court ordered and date of court order.
<b>Division of Behavioral Health (DBH)</b>	
Admits/Discharges	Treatment admission history by start/end dates (2006-2011), ASAM level of care (e.g., outpatient, residential), and discharge status.
<b>Bureau of Criminal Identification (BCI)</b>	
Statewide Criminal History File	Statewide arrest history by person by arrest date and type.

## Appendix C CATS Exit Status by Year

Men CATS Exit Status by Year



Women CATS Exit Status by Year



## Appendix D Self-Sufficiency Matrix

Client Name	Client ID #			Case Manager		Date of Visit
Domain	1	2	3	4	5	Score/ Comment
<b>Employment</b>	No job	Temporary, part-time or seasonal; inadequate pay, no benefits.	Employed full time; inadequate pay; few or no benefits.	Employed full time with adequate pay and benefits.	Maintains permanent employment with adequate income and benefits.	
<b>Shelter/ Housing</b>	Homeless or threatened with eviction.	In transitional, temporary or substandard housing; and/or current rent/mortgage payment is unaffordable (over 30% of income).	In stable housing that is safe but only marginally adequate.	Household is in safe, adequate <b>subsidized</b> housing.	Household is safe, adequate, <b>unsubsidized</b> housing.	Dependent vs. Independent:
<b>Education</b>	Literacy problems and/or no high school diploma/GED are serious barriers to employment.	Enrolled in literacy and/or GED program and/or has sufficient command of English to where language is not a barrier to employment.	Has high school diploma/GED.	Needs additional education/training to improve employment situation and/or to resolve literacy problems to where they are able to function effectively in society.	Has completed education/training needed to become employable. No literacy problems.	
<b>Legal</b>	Current outstanding tickets or warrants.	Current charges/trial pending, noncompliance with probation/parole.	Fully compliant with probation/parole terms.	Has successfully completed probation/parole within past 12 months, no new charges filed.	No active criminal justice involvement in more than 12 months and/or no felony criminal history.	
<b>Health Care Coverage</b>	No medical coverage with immediate need.	No medical coverage and great difficulty accessing medical care when needed. Some household members may be in poor health.	Some members (e.g. children) on Medicaid/CHIP.	All members can get medical care when needed, but may strain budget.	All members are covered by affordable, adequate health insurance.	

<b>Mental Health</b>	Danger to self or others; recurring suicidal ideation; experiencing severe difficulty in day-to-day life due to psychological problems.	Recurrent mental health symptoms that may affect behavior, but not a danger to self/others; persistent problems with functioning due to mental health symptoms.	Mild symptoms may be present but are transient; only moderate difficulty in functioning due to mental health problems.	Minimal symptoms that are expectable responses to life stressors; only slight impairment in functioning.	Symptoms are absent or rare; good or superior functioning in wide range of activities; no more than everyday problems or concerns.	
<b>Substance Abuse</b>	Meets criteria for severe abuse/dependence; resulting problems so severe that institutional living or hospitalization may be necessary	Meets criteria for dependence; preoccupation with use and/or obtaining drugs/alcohol; withdrawal or withdrawal avoidance behaviors evident; use results in avoidance or neglect of essential life activities.	Use within last 6 months; evidence of persistent or recurrent social, occupational, emotional or physical problems related to use (such as disruptive behavior or housing problems); problems have persisted for at least one month.	Client has used during last 6 months, but no evidence of persistent or recurrent social, occupational, emotional, or physical problems related to use; no evidence of recurrent dangerous use.	No drug use/alcohol abuse in last 6 months.	
<b>Family Relations</b>	Lack of necessary support from family or friends; abuse (DV, child) is present or there is child neglect.	Family/friends may be supportive, but lack ability or resources to help; family members do not relate well with one another; potential for abuse or neglect.	Some support from family/friends; family members acknowledge and seek to change negative behaviors; are learning to communicate and support.	Strong support from family or friends. Household members support each other's efforts.	Has healthy/expanding support network; household is stable and communication is consistently open.	
<b>Mobility</b>	No access to transportation, public or private; may have car that is inoperable.	Transportation is available, but unreliable, unpredictable, unaffordable; may have car but no insurance, license, etc.	Transportation is available and reliable, but limited and/or inconvenient; drivers are licensed and minimally insured.	Transportation is generally accessible to meet basic travel needs.	Transportation is readily available and affordable; car is adequately insured.	
<b>Physical Health</b>	Needs immediate medical attention; an emergency/critical situation.	An on-going medical need that requires regular treatment and is not currently being managed	An on-going medical need is being treated and managed under the supervision of medical personnel.	Able to identify need for assistance in managing the on-going medical condition.	There are no immediate or on-going medical problems.	
<b>Support Network</b>	Lack of necessary support from family/friends.	Family/friends may be supportive, but lack ability/financial resources to help.	<b>Some</b> support from family/friends.	<b>Strong</b> support from family/friends.	Child(ren) and parents appear happy. Household has healthy support network.	