

Collaborative Approaches to Public Safety



Texas Urban Counties Uniform Recidivism Study

Review of Results from First Report and Related Issues Dealing with Jail Populations

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Report to Dallas County Criminal Justice Advisory Board

June 15, 2015 Meeting in Dallas, Texas

Overview



Background

Results

Next Steps and Related Projects

Texas Urban Counties Uniform Recidivism Measurement

Goal

Compare the recidivism rate of criminal justice populations among the Texas urban counties

Trigger a systematic conversation as to further examinations to understand drivers of recidivism

Uniform Definition

Re-arrest Rate

Standard Follow-up Period

Controlling for Risk Profile

Research-based risk measure developed by Justice Center from actual data to make comparisons controlling for the risk profiles of the populations

Populations and Tracking



First time Jail Releases

Jail Releases on PR Bond or Commercial Bond

Jail Releases after **Sentence Completion**

State Populations

Probation Placements, **Regular and Deferred**

Prison Releases to the County

State Jail Releases to the County



Three Different Groups Tracked Overtime

Short-Term and Long-Term Recidivism Comparisons

	Contract 1	Contract 2	Contract 3
2011 Cohort	One Year	Two Year	Three Year
2012 Cohort		One Year	Two Year
2013 Cohort			One Year

Due to Timing of Individual Contracts and Pre-release Review Agreements Comparisons are Not in Sync

	Contract 1	Contract 2	Contract 3
2011 Group	One Year Recidivism	One and Two Year Recidivism	One, Two Year and Three Recidivism
Contract/Report Status	Bexar ✔☐ Tarrant ✔☐ Dallas Harris 紭 El Paso 紭	El Paso ← Tarrant ←	
2012 Group		One Year Recidivism	One and Two Year Recidivism
Contract/Report Status		El Paso ∕ and Tarrant ∕	
2013 Group			One Year Recidivism
Contract/Report Status			

^{✓ ?} Report Done Report in Process

Local Reporting to Arrests to Texas Department of Public Safety CCH System

Art. 60.05. TYPES OF INFORMATION COLLECTED. The criminal justice information system must contain but is not limited to the following types of information for each arrest for a felony or a misdemeanor not punishable by fine only:

- (1) information relating to offenders;
- (2) information relating to arrests;
- (3) information relating to prosecutions;
- (4) information relating to the disposition of cases by courts;
- (5) information relating to sentencing; and
- (6) information relating to the handling of offenders received by a correctional agency, facility, or other institution.

Art. 60.08. REPORTING. (a) The Department of Public Safety and the Texas Department of Criminal Justice shall, by rule, develop reporting procedures that:

- (1) ensure that the offender processing data is reported from the time an offender is arrested until the time an offender is released; and
- (2) provide measures and policies designed to identify and eliminate redundant reporting of information to the criminal justice information system.
- (b) The arresting agency shall prepare a uniform incident fingerprint card and initiate the reporting process for each offender charged with a felony or a misdemeanor not punishable by fine only.
- (c) The clerk of the court exercising jurisdiction over a case shall report the disposition of the case to the Department of Public Safety.
- (d) Except as otherwise required by applicable state laws or regulations, information or data required by this chapter to be reported to the Texas Department of Criminal Justice or the Department of Public Safety shall be reported promptly but not later than the 30th day after the date on which the information or data is received by the agency responsible for reporting it except in the case of an arrest. An offender's arrest shall be reported to the Department of Public Safety not later than the seventh day after the date of the arrest.

Optional Reporting of Misdemeanor Cs to DPS Complicating Comparisons

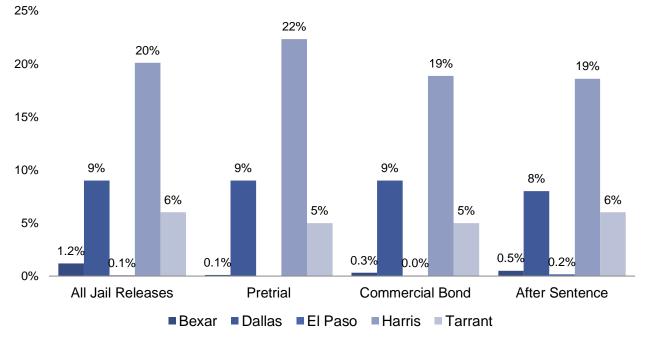
Misdemeanor Cs

Optional reporting to DPS CCH

Lowest offense category in Texas penal code

Examples:
Some forgeries and thefts
Minor assaults
Traffic violations
Public order

Overall Proportion of Misdemeanor Cs as Only Recidivating Re-arrest Event in Bexar, Harris, and Tarrant Counties



In Harris County, 20% of those recidivating did so with only a Misdemeanor C offense (s) compared to 6% in Tarrant and 1.2% in Bexar

Methodology Change on Misdemeanor Cs Starting with Year Two Contracts

Year One

Lessons from First Year

Change in Methodology for Year Two and Three

Misdemeanor Cs included in the recidivism measure

First report has tables showing breakdown of impact of Misdemeanor Cs

by counties not allowing for apples-to-apples comparisons

Upcoming multiyear comparisons across counties is making it difficult to present results in succinct manner and explain the impact of Misdemeanor Cs

Misdemeanor Cs will not be included in definition of recidivism

The 2011 first year recidivism in the first report will be recalculated without Misdemeanor Cs

Separate tables will show the impact of Misdemeanor Cs on the overall recidivism

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One-Year Recidivism of Local Jail Populations

One-Year Re-arrest Recidivism Rate by Local **Populations in Dallas County**

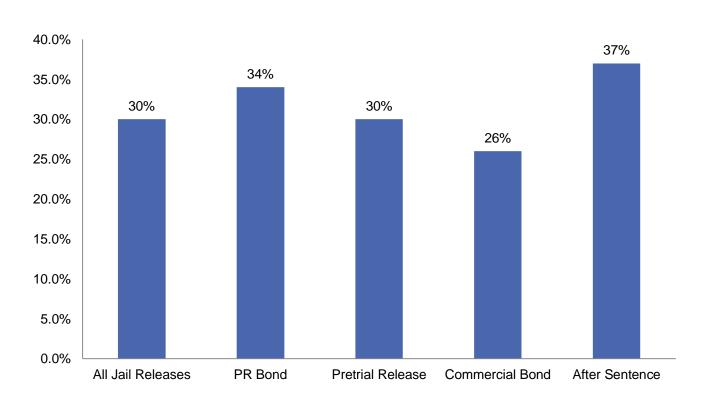


Table for One-Year Recidivism of Local Jail Populations

Populations	Jail Releases All	Jail Releases PR Bond	Jail Releases Pretrial Release	Jail Releases Commercial Bond	Jail Releases After Serving Local Sentence
Number in Study Group	25,694	1,132	1,314	14,624	8,624
Number Re-Arrested in One Year Tracking Period	7,773	380	392	3,773	3,228
One-Year Recidivism Rate	30%	34%	30%	26%	37%

Recidivism Rates by Key Categories

	Populations	All	PR Bond	Pretrial	Comm Bond	After Sent.
	One-Year Recidivism Rate	30%	34%	30%	26%	37%
	Felony	31%	32%	32%	28%	34%
uc	Misdemeanor	30%	37%	29%	24%	41%
Offense Information	DWI	15%	21%	15%	14%	19%
Offe	Drugs	32%	32%	34%	31%	33%
드	Property	36%	38%	28%	32%	44%
	Violent	28%	32%	0%	24%	35%
	Male	32%	36%	36%	28%	39%
	Female	24%	28%	19%	20%	33%
s's tion	Age 17-25	36%	43%	34%	33%	44%
Releases' nformatio	Age 45+	22%	22%	16%	15%	30%
Releases' s Information	White	29%	34%	28%	25%	37%
	African Am./ Black	32%	34%	30%	27%	39%
	Hispanic/Latino	29%	31%	32%	26%	36%

One Year Recidivism State Supervised Populations

One-Year Recidivism Rate for State Supervised **Populations in Dallas County**

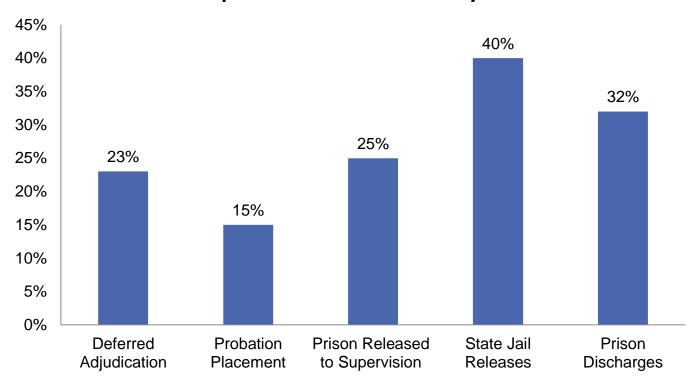


Table One Year Recidivism State Supervised Populations

Populations	Def Adj	Prob.	Supervised Prison Release	State Jail Releases	Prison Discharges
Number in Study Group	10,998	4,936	3,229	2,704	347
Number Re-Arrested in One Year Tracking Period	2,557	720	792	1,094	1,079
One-Year Recidivism Rate	23%	15%	25%	40%	32%

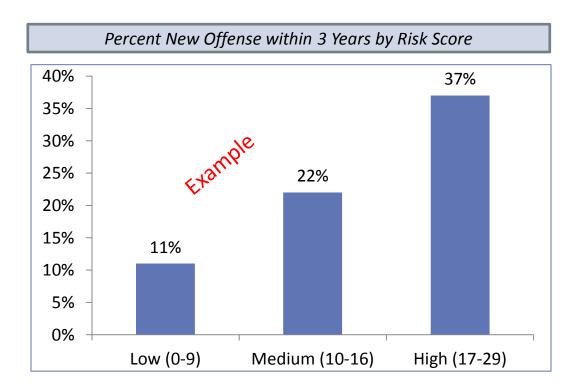
Subpopulation Recidivism Rates

	Populations	Deferred Adjudication	Probation Placement	Prison Released to Supervision	State Jail Releases	Prison Discharges
	One-Year Recidivism Rate	23%	15%	25%	40%	32%
	Felony	25%	23%	25%	40%	32%
uc	Misdemeanor	21%	12%			
Offense Information	DWI	16%	9%	17%	10%	23%
Offe	Drugs	24%	24%	23%	32%	41%
<u>_</u>	Property	28%	33%	33%	44%	56%
	Violent	22%	28%	18%	29%	27%
	Male	25%	15%	25%	41%	32%
	Female	17%	13%	23%	37%	28%
s's tion	Age 17-25	32%	23%	36%	47%	43%
Releases's nformatior	Age 45+	11%	9%	16%	31%	20%
Releases' s Information	White	22%	12%	27%	41%	30%
	African Am./ Black	25%	22%	23%	41%	37%
	Hispanic/Latino	22%	13%	25%	38%	26%

Recidivism by Risk as a Critical Control Factor

Measure based on research factors and not affected by particular local practices dealing with the use of risk assessments

Build a proxy risk score using static factors (age, gender, criminal history) from the county jail and criminal history file

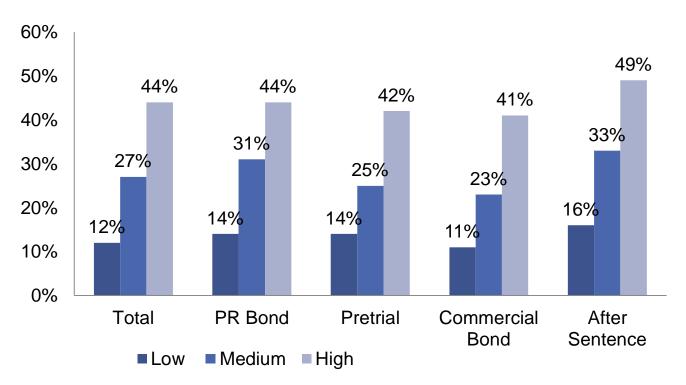


Risk Distribution and Recidivism Rate by Risk

Percent Distribution by Risk Classifications and Recidivism Rate	Jail Releases All	Jail Releases PR Bond	Jail Releases Pretrial Release	Jail Releases Commercial Bond	Jail Releases After Serving Local Sentence
Low Risk	25%	17%	23%	30%	17%
Number	6,366	194	301	4,434	1,437
One-Year Recidivism Rate	12%	14%	14%	11%	16%
Medium Risk	36%	40%	35%	35%	38%
Number	9,258	453	462	5,049	3,294
One-Year Recidivism Rate	27%	31%	25%	23%	33%
High Risk	39%	43%	42%	35%	45%
Number	10,069	485	551	5,140	3,893
One-Year Recidivism Rate	44%	44%	42%	41%	49%

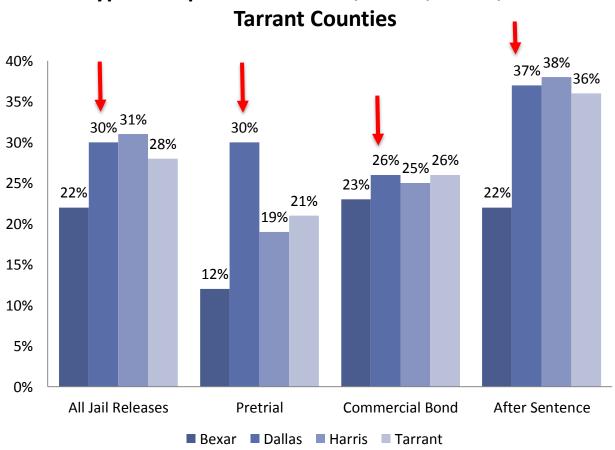
Recidivism by Risk Level

One-Year Re-arrest Recidivism Rate by Risk Level for Local Populations in Dallas County



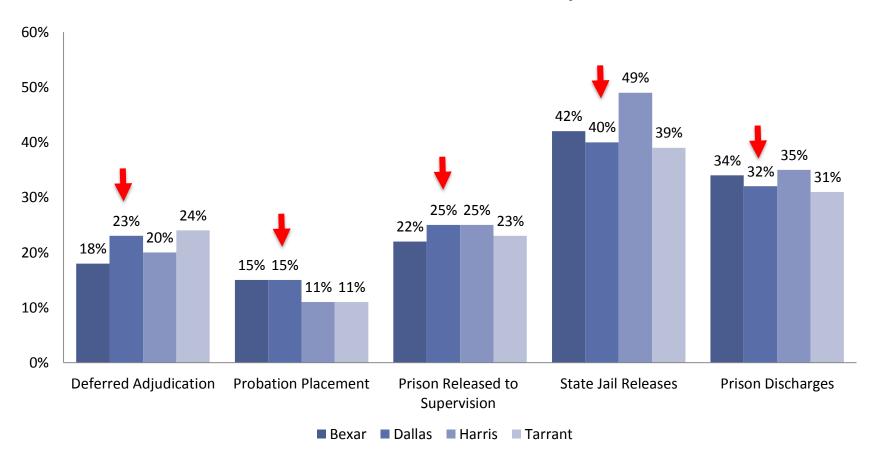
Comparison of Local Populations





Four Largest Counties in Texas First Comparison – State Populations

Overall One-Year Re-arrest Recidivism Rate by Type of Population in Bexar, Dallas, **Harris, and Tarrant County**



Local Population Recidivism by Risk

One-Year Re-arrest Recidivism Rate by Risk Level of the County Populations Comparing Bexar, Harris, and Tarrant County

% Dist by Risk	Risk				Jail Releases Pretrial			Jail Releases Commercial Bond			Jail Releases After Serving Local Sentence					
Class & Recid. Rate	Bexar	Dallas	Harris	Tarr.	Bexar	Dallas	Harris	Tarr.	Bexar	Dallas	Harris	Tarr.	Bexar	Dallas	Harris	Tarr.
Low Risk	40%	25%	25%	33%	52%	23%	30%	48%	40%	30%	30%	34%	29%	17%	22%	25%
Number	12,482	6,366	2,084	8,549	844	301	157	946	6,395	4,434	890	6,175	1,135	1,437	784	1,428
One-Year Rate	11%	12%	13%	14%	7%	14%	12%	13%	11%	11%	11%	13%	13%	16%	14%	16%
Medium Risk	34%	36%	37%	34%	33%	35%	38%	32%	34%	35%	35%	34%	39%	38%	37%	35%
Number	10,684	9,258	6,692	8,738	529	462	285	631	5,417	5,049	2,143	6,107	1,526	3,294	3,272	2,000
One-Year Rate	23%	27%	29%	27%	15%	25%	17%	22%	24%	23%	23%	24%	21%	33%	35%	35%
High Risk	27%	39%	38%	33%	16%	42%	32%	21%	27%	35%	35%	32%	32%	45%	40%	41%
Number	8,444	10,069	11,118	8,477	252	551	409	412	4,355	5,140	3,681	5,713	1,230	3,893	5,308	2,352
One-Year Rate	36%	44%	46%	42%	23%	42%	29%	39%	38%	41%	39%	40%	32%	49%	54%	48%
Total	31,610	25,693	63,463	25,764	1,625	1,314	4,392	1,989	16,167	14,623	26,770	17,995	3,891	8,624	24,645	5,780

State Supervised Populations Recidivism by Risk

State Supervised Populations

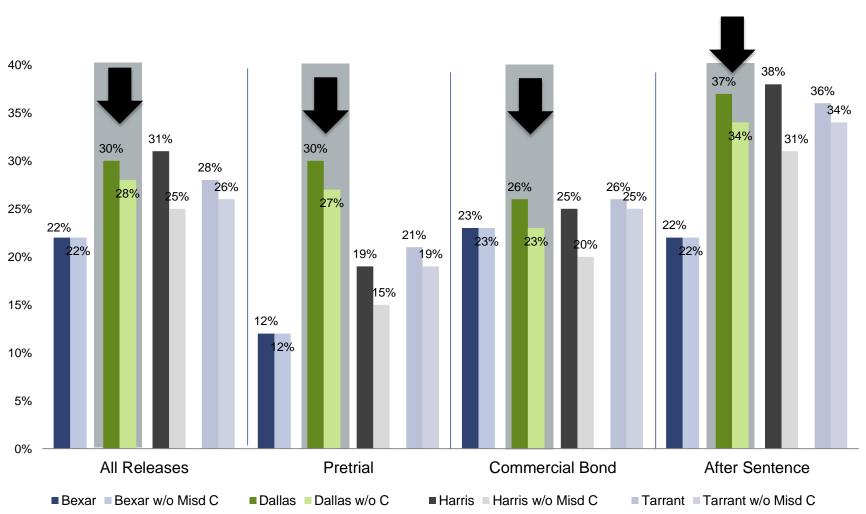
Distribution by Risk	Deferred Adjudication					Probation Placement			Prison Released to Supervision			
Class & Recidivism Rate	Bexar	Dallas	Harris	Tarrant	Bexar	Dallas	Harris	Tarrant	Bexar	Dallas	Harris	Tarrant
Low Risk	19%	18%	21%	22%	43%	54%	63%	63%	27%	26%	32%	30%
Number	1,690	2,023	3,074	1,234	2,734	2,672	3,169	1,559	482	825	2,034	817
1 Year Rec. Rate	9%	8%	8%	10%	5%	7%	7%	7%	9%	12%	12%	11%
Medium Risk	42%	42%	42%	42%	35%	30%	29%	28%	39%	39%	39%	36%
Number	3,766	4,654	6,105	2,376	2,214	1,466	1,467	688	712	1,268	2,499	957
1 Year Rec. Rate	14%	19%	17%	20%	16%	16%	14%	14%	20%	22%	26%	20%
High Risk	39%	39%	37%	37%	22%	16%	8%	9%	34%	35%	29%	34%
Number	3,470	4,321	5,339	2,088	1,420	798	389	225	616	1,136	1,843	906
1 Year Rec. Rate	28%	35%	31%	36%	33%	37%	31%	32%	36%	37%	39%	38%
Total	8,926	10,998	14,518	5,698	6,368	4,936	5,025	2,472	1,810	3,229	6.376	2,680

State Unsupervised Populations (continued)

Distribution by Risk		State Jail I	Releases		Prison Discharges			
Class & Recidivism Rate	Bexar	Dallas	Harris	Tarrant	Bexar	Dallas	Harris	Tarrant
Low Risk	26%	32%	34%	31%	31%	27%	36%	29%
Number	406	852	1,796	527	154	291	585	198
1 Year Rec. Rate	24%	22%	31%	21%	15%	13%	15%	13%
Medium Risk	29%	33%	33%	33%	35%	39%	35%	34%
Number	458	893	1,768	556	176	420	575	237
1 Year Rec. Rate	41%	39%	50%	39%	29%	29%	35%	27%
High Risk	44%	35%	33%	36%	33%	34%	29%	37%
Number	689	959	1,770	599	166	368	480	259
1 Year Rec. Rate	54%	58%	65%	55%	58%	51%	58%	49%
Total	1,553	2,704	5,334	1,682	496	1,079	1,640	694

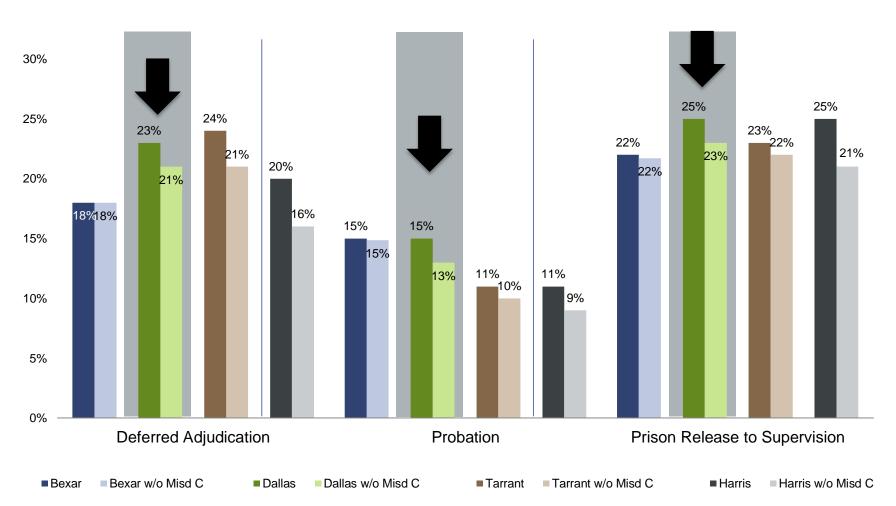
Overall Recidivism Rate Local Populations Excluding Misdemeanor Cs

Overall One-Year Re-arrest Recidivism Rate by Type of Population in Bexar, Dallas, Harris, and Tarrant **Counties Controlling for Misdemeanor C Offenses**

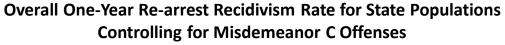


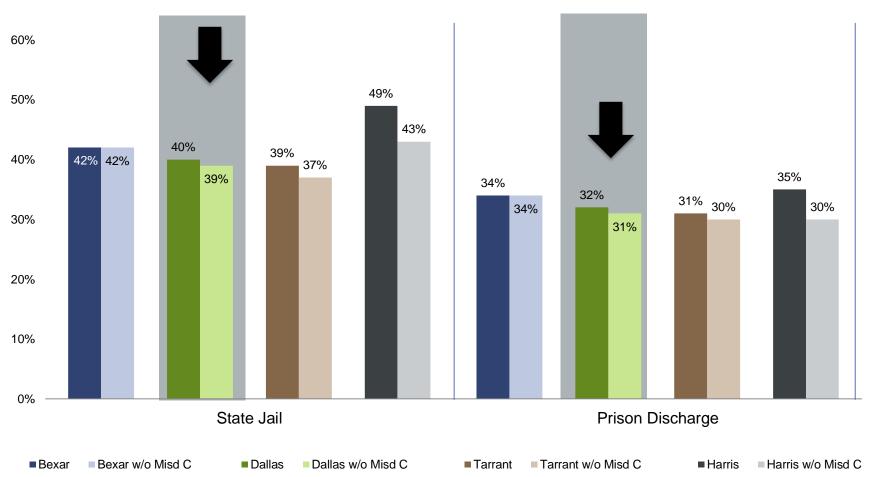
Supervised Population Recidivism Rates Excluding **Misdemeanor C Rearrests**

Overall One-Year Re-arrest Recidivism Rate for State Populations Controlling for Misdemeanor C Offenses



Unsupervised Population Recidivism Rates Excluding Misdemeanor C Rearrests





Overview

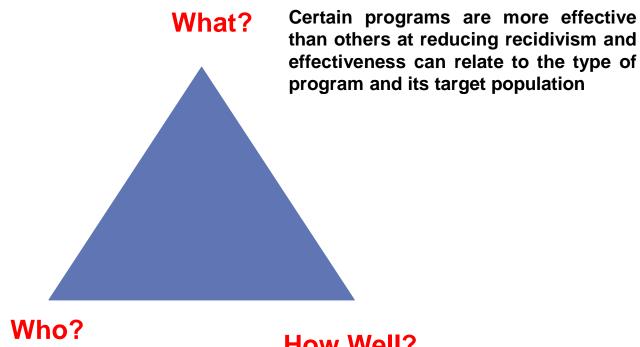
Background

Results



Next Steps and Related Projects

Zooming Investment on Impacting Recidivism



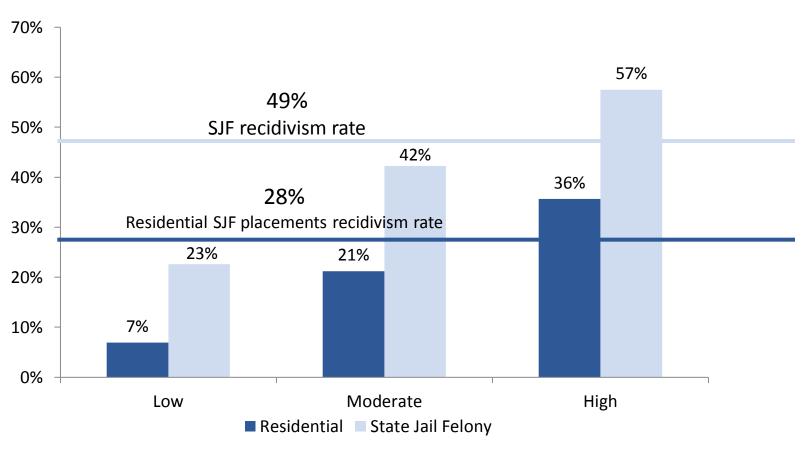
Who matters. we program Programs that target high-risk individuals are more likely to have a significant impact on recidivism.

How Well?

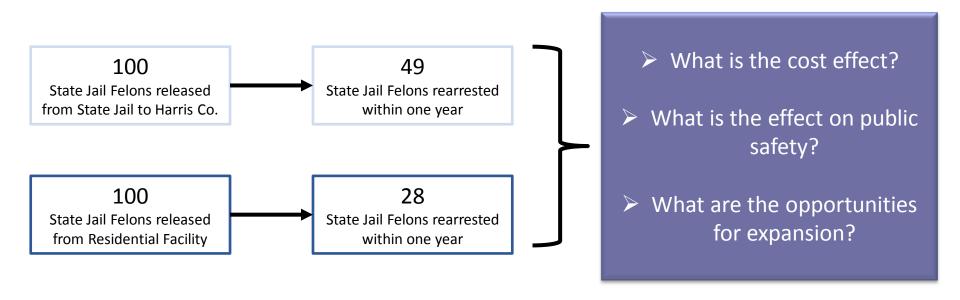
Assessing how well a program is executed can reveal whether or not a program has the capability to deliver evidence-based interventions.

Type of Intervention and Programming Key

Recidivism Rate by Risk Distribution for State Jail Felony Residential Releases and State Jail Releases to Harris County, FY 2012



Cost Effectiveness Relates to Cost of Program in Relation to Outcomes



Example of Questions for Further Exploration

Key Questions by Counties

What is the impact on recidivism of treatment programs and/or post-release supervision for offenders released from State Jails?

Why do high-risk offenders on pre-trial supervision have a higher recidivism rate than high-risk offenders on commercial bond?

What is the impact on recidivism on various "specialty courts" initiatives?

Why does probation have higher recidivism rates than deferred adjudication at all risk levels in Dallas while the pattern is reversed in other counties?

Bexar County Smart Justice Initiative





Bexar County Smart Justice

Bexar County Results of Analysis

- Major bottlenecks in the booking after arrest processes in the county. Bottlenecks are partly driven by an obsolete booking facility (referred to as the Central Magistration Facility or CMAG) that negatively affects staffs' ability to effectively conduct mental health screening and assessments:
- Low number of diversions to treatment. Of the 7,216 mentally ill persons eligible for diversion and booked after arrest into the system between April 2014 and February 2015, only 2,170 received a mental health assessment and only 125 were diverted to community treatment.
- **Inability to meet the spirit of Texas law.** Deficient screening, assessment, and diversion protocols for mentally ill people do not meet the magistration (preliminary hearing to decide to release a person on pretrial supervision or bond) and diversion requirements under Texas Code of Criminal Procedures, Article 16.22 and 17.032:
- **Limited pre-trial supervision strategies.** People on pre-trial supervision with mental illnesses are not properly identified for special conditions of supervision or for effective connections to treatment:
- Shortage in or inadequate use of limited behavioral health treatment services and poorly developed protocols to divert persons to treatment from the CMAG facility and jail. In 2013, the University Health System - the county hospital providing treatment services in the Bexar County jail - only diverted 51 out of more than 2,500 persons with mental illness in the county jail population to community treatment; and,
- High recidivism rates for justice-involved mentally ill persons. Over 50% of the jail population classified as mentally ill has been arrested six or more times previously.

Milestones

- The county has allocated \$4.8 million for needed renovations to the CMAG facility in its 2015 budget, and architecture plans are underway with the goal of maximizing space to facilitate expanded mental health screening and assessment.
- The county also created a Public Defender office and a state grant application is pending that will provide funding dedicated to the hiring of mental health specialized defense lawyers to advocate for the diversion of qualifying mentally ill persons from the jail to community treatment.
- A local agreement has been established to create new processes to allow city and county law enforcement officials to increase the number of mentally ill persons diverted to treatment before booking into the justice system.
- In partnership with Methodist Healthcare Ministries of South Texas (MHM), in Fall 2015, MMHPI will begin a comprehensive performance assessment of Bexar County mental health systems that should identify opportunities to improve mental health services, including how to better engage in treatment services with justice-involved mentally ill persons.

Bexar Pretrial Risk Assessment

Risk Score Based on Four Factors

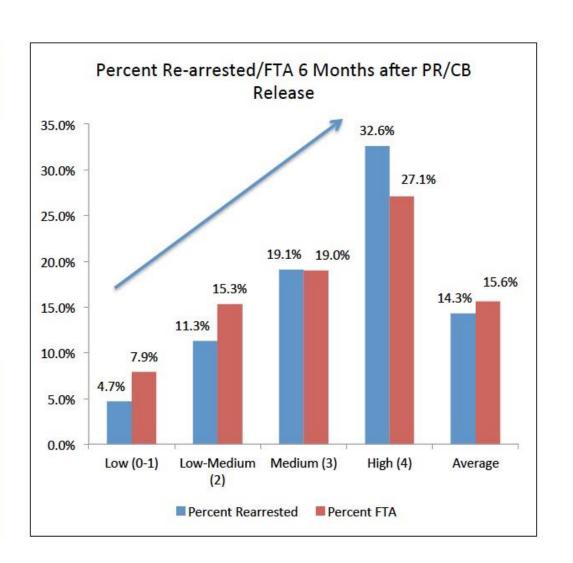
Age at Booking

Age at First Arrest

Number of Prior Arrests

Offense Type

Factors in computerized records and this can facilitate screening process in a centralized assessment center



Bexar Risk Assessment Form

	Bexar C	ounty Pret	rial Services Ri (Revised Decemb	sk Assessment Instru _{er 2013)}	ment
De	fendants' Na	me:		SID#:	
Sci	reener:			Date:	
1.	Current Offe	nse			
Γ.	DUI Violent		Else = 1		
2.	Age at First	Arrest			
	19 or older	Yes = 0	No = 1		
3.	Number of P	rior Arrests			
	0 to 2 prior arr	ests = 0 Mo	re than 2 prior arres	sts = 1	
4.	Age at Curre	nt Booking			
	36 or older	Yes = 0	No = 1		
	Total Score				
	Risk Level				
	Low = 0-1				
	Low- Medium = 3	2			
	High =4				

Public Safety Decision Matrix Under Development

	Risk/Safety	Matrix for Setting of Conditi	ions of Release
SAFETY INDIACAT-		RISK ASSESSMENT	
ORS	Low	Medium	High
None	No conditions with automated court reminders Statutorily mandated conditions only Education classes IID	■ Treatment Conditions that mitigate moderate risk of flight or re- offense: COMMUNITY SERVICES OPTIONS: Employment Financial management SUBSTANCE ABUSE OPTIONS: Statutorily required classes Comprehensive Substance Abuse Assessment depending on screening results If history of abuse but not chemically dependent, 60 days monitoring by officer to assure public safety If chemically dependent, out-patient substance abuse treatment, unless in-patient is warranted to protect the public Weekly drug/alcohol testing until accepted into treatment and 30 days post treatment and 30 days post treatment MEMAL HEALTH OPTIONS: Medication monitoring Transitional Housing MH Caseload w/ weekly reporting if MH condition = stable MH Caseload w/ weekly reporting if MH condition = unstable. Active case-management. Life-skills MH Court if defendant shows increased risk of pre-trial failure COGNITIVE PROGRAM OPTIONS: Cognitive classes for persons w/out above needs, but are at risk of pretrial failure due to criminal peers/family, or long-term pattern of impulsivity or criminal thinking Control Conditions that manage moderate risk of flight or re- offense: Medium Risk supervision with at least monthly reporting to monitor compilance with above conditions Bio/AMD	Treatment Conditions that mitigate high risk of flight or re-offense: COMMUNITY SERVICES OPTIONS: Employment Financial management SUBSTANCE ABUSE OPTIONS: Comprehensive Substance Abuse Assessment depending on screening results If history of abuse but not chemically dependent, regular supervision with 60 days monitoring by officer to assure public safety If chemically dependent, cognitive-based outpatient or in-patient SA Treatment depending on severity of need Special SA Caseload Random drug/alcohol testing during treatment and 90 days post treatment Antabuse/opiold blockers MENTAL HEALTH OPTIONS: Medication monitoring Transitional Housing/Haven for Hope Peer support MH Caseload w/ weekly reporting and monthly field contacts Out-patient or in-patient MH treatment depending on severity of need Treatment for co-occurring disorders MH Court If intensive judicial monitoring or support is warranted COGNITIVE PROGRAM OPTIONS: Cognitive-Behavioral Groups to address antisocial peers/behavior Control Conditions that manage high risk of flight or re-offense. Special/intensive Supervision to address criminogenic factors. No contact orders. IID/AMD EM/GIS Curfews

	Risk/Safety Mar	trix for Setting of Conditions o	of Kelease
SAFETY	RISK ASSESSMENT		
ORS	Low	Medium	High
INDICAT-	LOW Unable to mitigate safety factors with conditions – No PB if able to mitigate with PB conditions or released on CB the following options may apply: Treatment Conditions that mitigate safety factors: COMMUNITY SERVICES OPTIONS: Employment Financial management SUBSTANCE ABUSE OPTIONS: Comprehensive Substance Abuse Assessment depending on screening results if history of abuse but not chemically dependent, 60 days monitoring by officer to assure public safet. If chemically dependent, 60 days monitoring by officer to assure public safet. If chemically dependent, outpatient substance abuse treatment, unless in-patient is warranted to protect the public. Weekly drug/alcohol testing until accepted into treatment and 30 days post treat		No P8 If released on CB, intensive control conditions are needed. If released on CB, intensive control conditions are needed. If reatment Conditions that could help address high risk and identified safety factors for CB cases: SUBSTANCE ABUSE OPTIONS: Comprehensive Substance Abuse Assessment depending on screening results If chemically dependent, cognitive-based out-patient or inpatient treatment, depending on severity of need Random drug/elcohol testing throughout course of pretriel supervision MENTAL HEALTH OPTIONS: Medication monitoring MH Caseload w/ weekly reporting Active case-management. MH Court INTERVENTIONS TO ADDRESS DV AND OTHER ASSAULTIVE BEHAVIOR Comprehensive DV assessment DV caseload with weekly reporting BIPP Program Cognitive-based Anger Management Control Conditions that manage risk and safety factors. No harm or injurious contact
	Aggression Control Classes Control Conditions that manage safety factors: No harm or injurious contact if	Aggression Control Classes Peace Initiative Control Conditions that manage risk and safety factors.	High-Risk Supervision Caseload Monitoring technology with partial of full house arrest, if needed
	FV assessment = high No contact orders if FV assessment = high EM Curfews	No harm or injurious contact No contact orders Monitoring technology with restricted areas or partial house arrest, if needed Curfews	Curfews

Stepping Up Initiative









Phases of Stepping Up Initiative

- A CALL TO ACTION demonstrating strong county and state leadership and a shared commitment to a multi-step planning process that can achieve concrete results for jails in counties of all sizes.
 - Collect and review prevalence numbers and assess individuals' needs to better identify adults entering jails with mental illnesses and their recidivism risk, and use that baseline information to guide decision making at the system, program, and case levels.
 - Examine treatment and service capacity to determine which programs and services are available in the county for people with mental illnesses and co-occurring substance use disorders, and identify state and local policy and funding barriers to minimizing contact with the justice system and providing treatment and supports in the community.
 - Develop a plan with measurable outcomes that draws on the jail assessment and prevalence data and the examination of available treatment and service capacity, while considering identified barriers.
 - Implement research-based approaches that advance the plan.
 - Create a process to track progress using data and information systems, and to report on successes.
- A NATIONAL SUMMIT to advance county-led plans to reduce the number of people with mental illnesses in jails.

Upcoming Webinars

June 30, 2015 2pm ET

Stepping Up: Strategies to Measure Prevalence and Assess the Needs of Individuals with Mental Illnesses in Jail (Module 2)

August 20, 2015 2pm ET

Stepping Up: Effective Law Enforcement Strategies (Module 3)

September 10, 2015 2pm ET

Stepping Up: Effective Pre-Trial Strategies (Module 3)

October 8, 2015 2pm ET

Stepping Up: Effective Reentry Strategies (Module 3)

November 19, 2015 2pm ET

Stepping Up: Preparing a Plan and Tracking Progress (Module 4 and 5?)

Thank You









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