

Texas Department of Criminal Justice

Evaluation of Offenders Released in Fiscal Year 2007 That Completed Rehabilitation Tier Programs



**Executive Administrative Services
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Introduction

The mission of the Texas Department of Criminal Justice (TDCJ) is to provide public safety, promote positive change in offender behavior, reintegrate offenders into society, and assist victims of crime. Many of these goals are accomplished through providing a rehabilitative environment for offenders. It has been a collaborative effort between TDCJ and the Texas Legislature to determine the programmatic needs of offenders and to ensure the agency has the resources to achieve the goal of successful reintegration of offenders.

To ensure the effectiveness of rehabilitation programs and pursuant to a recommendation made by the Sunset Commission, TDCJ performs routine evaluations of rehabilitation programs to ensure the programs reduce offender reincarceration and parole revocations. This report summarizes the results of offenders who were released in Fiscal Year 2007 who completed one of the following rehabilitation tier programs; InnerChange Freedom Initiative (IFI), In-Prison Therapeutic Community (IPTC), Pre-Release Substance Abuse Program (PRSAP), Pre-Release Therapeutic Community (PRTC), Serious and Violent Offender Reentry Initiative (SVORI), Sex Offender Education Program (SOEP), Sex Offender Treatment Program (SOTP) or the Substance Abuse Felony Punishment (SAFP) program.

Most offenders who participate in the rehabilitation tier programs do so as a condition of release pursuant to a consideration given by the Board of Pardons and Paroles (BPP). Some programs allow for participants to be placed without a BPP vote. All participants of the programs are included in the study. Offenders in the SAFP program are on either probation or parole. District Court judges send probationers and the BPP sends parolees to SAFP. Successful completion of the program is a condition of their remaining on supervision.

The descriptions of programs that head each section are current descriptions of the program. Some have changed slightly since FY 2007. The report provides a two and three year recidivism analysis (see methodology section) of offenders who completed each of the rehabilitation programs. An additional rehabilitation program, In-Prison Driving While Intoxicated (DWI) Recovery Program offenders was created in FY 2008. This program will be included in future recidivism reports when its program participants have been released for the requisite three years.

Summary of Findings

With the exception of the Pre-Release Substance Abuse Program (PRSAP), all programs evaluated reduced the three year recidivism for program completers. However, the Pre-Release Therapeutic Community only marginally reduced the three year recidivism for program completers.

FY 2007 Tier Program Releases 2 and 3 Year Recidivism Results						
	2 Year Recidivism Rates			3 Year Recidivism Rates		
	Treatment Group	Comparison Group	Difference	Treatment Group	Comparison Group	Difference
IFI	11.21%	17.88%	-6.66%	15.89%	25.70%	-9.81%
IPTC with Aftercare	8.56%	11.29%	-2.74%	17.11%	21.86%	-4.75%
PRSAP	13.56%	13.04%	0.52%	22.77%	21.75%	1.01%
PRTC	13.54%	12.84%	0.70%	21.88%	22.27%	-0.40%
SVORI	26.09%	29.49%	-3.40%	36.23%	41.03%	-4.79%
SOEP	10.64%	14.13%	-3.48%	15.41%	20.82%	-5.41%
SOTP	8.50%	11.82%	-3.32%	12.55%	18.23%	-5.68%
SAFP with Aftercare	15.17%	27.07%	-11.90%	24.28%	38.18%	-13.90%

- The InnerChange Freedom Initiative (IFI) reduced recidivism for program completers two and three years after release.
- The In-Prison Therapeutic Community (IPTC) reduced recidivism for program completers two and three years after release.
- The Pre-Release Substance Abuse Program (PRSAP) did not positively impact recidivism.
- The Pre-Release Therapeutic Community (PRTC) had a small impact on recidivism in the third year.
- The Serious and Violent Offender Initiative (SVORI) program reduced recidivism for program completers two and three years after release.
- The Sex Offender Education Program (SOEP) reduced recidivism for program completers two and three years after release.
- The Sex Offender Treatment Program (SOTP) reduced recidivism for program completers two and three years after release.
- The Substance Abuse Felony Punishment (SAFP) program reduced recidivism for program completers two and three years after release.

Results Compared to the Previous Study

Except for IPTC and SAFP, all the other programs showed reduced recidivism rates compared to the prior study conducted by TDCJ for these groups. IPTC and SAFP did not show a reduction because of a change in the methodology used to determine completion of the aftercare component of the programs. It should be noted that according to the Legislative Budget Board (LBB), recidivism rates for prison offenders released in 2007 are lower than recidivism rates for offenders released in 2005. Appendix A shows the LBB recidivism rates and the number of parole revocations by year.

This is the first year SVORI was included in the study so there is no previous recidivism rate for its comparison.

Comparison of Summary Results						
	Percent that Recidivated within 2 Years			Percent that Recidivated within 3 Years		
	FY 2005 Releases*	FY 2007 Releases	Difference	FY 2005 Releases*	FY 2007 Releases	Difference
IFI	14.58%	11.21%	-3.37%	19.79%	15.89%	-3.90%
IPTC with Aftercare	5.27%	8.56%	3.29%	12.53%	17.11%	4.58%
PRSAP	20.80%	13.56%	-7.24%	28.58%	22.77%	-5.81%
PRTC	15.85%	13.54%	-2.31%	22.53%	21.88%	-0.65%
SVORI	--	26.09%	--	--	36.23%	--
SOEP	15.02%	10.64%	-4.38%	20.60%	15.41%	-5.19%
SOTP	20.17%	8.50%	-11.67%	23.53%	12.55%	-10.98%
SAFP with Aftercare	13.58%	15.17%	1.59%	22.26%	24.28%	2.02%

**Evaluation of Offenders Released in Fiscal Year 2005 That Completed Rehabilitation Tier Programs, TDCJ report presented to the 81st Texas Legislature, February 2009.*

- The InnerChange Freedom Initiative (IFI) FY 2007 releases show reduced recidivism from FY 2005 releases.
- The In-Prison Therapeutic Community (IPTC) FY 2007 releases show increased recidivism from FY 2005, but this is because the criteria for completing the aftercare component was updated to reflect changes in policy. Instead of completing a minimum number of hours of aftercare, the criteria is now that the aftercare was determined as successful by the parole officer.
- The Pre-Release Substance Abuse Program (PRSAP) FY 2007 releases show reduced recidivism from FY 2005 releases.
- The Pre-Release Therapeutic Community (PRTC) FY 2007 releases show reduced recidivism from FY 2005 releases.

- The Serious and Violent Offender Initiative (SVORI) program does not have a comparison because it was not a tier rehabilitation voting option until FY 2005 and there were insufficient releases to include them in the prior study.
- The Sex Offender Education Program (SOEP) FY 2007 releases show reduced recidivism from FY 2005 releases.
- The Sex Offender Treatment Program (SOTP) FY 2007 releases show reduced recidivism from FY 2005 releases.
- The Substance Abuse Felony Punishment (SAFP) program FY 2007 releases show increased recidivism from FY 2005, but this is because the criteria for completing the aftercare component was updated to reflect changes in policy. Instead of completing a minimum number of hours of aftercare, the criteria is now that the aftercare was determined as successful by the parole or probation officer.

Comparisons to additional studies are shown in the Comparison With Prior Studies section on page 19.

Methodology

Releases from TDCJ in FY 2007 were tracked for two and three years to determine if the offender was returned to TDCJ prison or state jail for either a new conviction or a community supervision (probation or parole) revocation. Community supervision revocations may be either for a new offense or technical reasons. Those FY 2007 releases that had completed a rehabilitation tier program were identified. The remaining releases were screened to select comparison groups for each program to determine if the rehabilitation program participants have a different rate of returning to TDCJ.

Exclusion of Certain FY 2007 Releases

Not all FY 2007 releases were included in the control groups for the reasons detailed below. While this reduced the sample size, over 80% of the releases were retained, maintaining statistical reliability. The improvement in the validity of the recidivism study by removing extraneous releases justifies the reduction of the sample size. Additional exclusions based on release type will be made based on the program being evaluated in order to make the comparison groups as similar as possible to program participants.

1. If the release was a parole revocation denial or a reinstatement to parole, the release was dropped because the offender was waiting for a revocation decision. He would not be considered for parole or rehabilitation programming until he was revoked or he was serving a new sentence.
2. Releases to the Immigration and Customs Enforcement (ICE) for possible deportation were not included.
3. Transfers between TDCJ divisions were also excluded since the offender was not actually released. The vast majority of program participants are directly released from TDCJ custody so any comparison releases must also be direct releases.
4. Offenders released with less than six months in TDCJ were also dropped because they were not incarcerated long enough to receive programming. A breakdown of the FY 2007 releases and which were included in the study is shown in Table 1.

In addition to removing offenders not directly released to the street after being sentenced to TDCJ, releases for offenders who participated in one of the three month rehabilitation tier programs that were not included in this study are excluded as their program participation would confound the results of no program participation versus the rehabilitation programs in this report.

Treatment Groups

Releases in FY 2007 were matched to programmatic databases to identify which had completed rehabilitation programs prior to release. Only offenders with a program completion are included in the treatment groups. Offenders completing the program but then released to a detainer or transferred to another TDCJ division, due to issues that arose post treatment, are also excluded from the final

analysis. The treatment groups by rehabilitation program are shown in Table 2. Their characteristics are detailed in Appendix B.

Table 1

TDCJ Releases in FY 2007		
	Total	Included in Study
Releases from Prison in FY 2007		
Probation (Prison and State Jail)	915	896
Parole Supervision	18,749	14,805
Discretionary Mandatory Supervision	10,477	7,901
Mandatory Supervision	3,002	2,336
Discharge	8,928	7,730
Total Prison Releases	42,071	33,668
Releases from SAFP in FY 2007		
Probation	4,853	4,842
Parole	618	591
Total SAFP Releases	5,471	5,433

Table 2

Rehabilitation Programs Completions and Releases in FY 2007			
	BPP Vote	Other Placement	Total
InnerChange	47	60	107
IPTC	906	N/A	906
PRSAP	1,793	N/A	1,793
PRTC	1,162	N/A	1,162
SAFP-Parole	N/A	583	583
SAFP-Probation (including Relapse)	N/A	4,595	4,595
SOEP	150	212	362
SOTP	63	187	250
SVORI	19	51	70
Total	9,205	497	9,702

Comparison Groups

Comparison groups were selected for each rehabilitation program based on their similarity to the program completers. Offenders were matched on seven factors identified in previous recidivism studies. These were race/ethnicity, gender, age, offense type, number of prior TDCJ prison/State Jail incarcerations, substance abuse screening scores, and custody. Two additional factors were considered when appropriate, release type and level of risk. The appropriate comparison groups for each program are detailed in Appendix C.

Measure of Recidivism

An offender will have returned to TDCJ if he was re-incarcerated for a new conviction or a revocation of community supervision (either probation or parole) within two and three years of his release in FY 2007. This incarceration could be in either prison or state jail, but not all returns to prison are counted as recidivism. An incarceration in prison that would not be recidivism would be if an offender returned to prison to await a parole revocation decision and was subsequently reinstated to parole. It would also not be recidivism if an offender returned to prison for offenses committed before his release but was convicted after his release. (The offender was released from TDCJ with the knowledge that he was going to be tried and would be returned if found guilty. There was no offense committed after the release and the return to prison was not the result of a subsequent community supervision revocation so there was no new criminal behavior after the FY 2007 release.) Returns to TDCJ SAFP or Intermediate Sanction Facilities (ISF) in lieu of revocation are not counted for recidivism.

A negative difference between recidivism rates for treatment groups compared to the comparison groups indicate that the treatment group recidivated at a lower rate.

InnerChange Freedom Initiative

The InnerChange Freedom Initiative (IFI) rehabilitation tier program was initiated by Prison Fellowship Ministries (PFM) in cooperation with TDCJ in March 1997. IFI is a faith-based pre-release program that targets offenders who are within 18 to 30 months of release and who are returning to the Greater Houston or Dallas/Ft. Worth areas. Operated by PFM, the IFI offers faith-based programming and life skills courses, mentorship and after-care support with the purpose of helping offenders to successfully reintegrate upon their release from prison. This program is for male offenders only.

Offenders participating in this program as a condition of release will receive an FI-18R vote from the BPP. Since the program is faith-based, participation is voluntary. Offenders who choose not to participate or are determined ineligible for placement will be reconsidered for release with alternative conditions.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
378 beds	30 days of orientation; 18 months of programming; Six months of aftercare upon release.	Vance Unit

In FY 2007, 107 offenders were identified as completing the 18 months incarceration portion of the IFI program. While this is a rehabilitation tier program that can be required as a condition of release, a large number of offenders (60) entered the program without a rehabilitation tier vote. Because the number of program completers released was so small, the comparison group was created to be larger than the treatment group. With smaller groups, the recidivism rates varied widely when different random samples were drawn. To combat this, any release that matched a treatment release was placed in the comparison group. The comparison group was not limited to a one to one match like in the larger programs.

InnerChange Freedom Initiative Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
IFI	107	11.21%	-6.66%	15.89%	-9.81%
Comparison Group	179	17.88%		25.70%	

The recidivism rates for the program completers were appreciably lower than the comparison group for both the two and three year follow-ups, with a greater decrease in the third year than in the second.

In-Prison Therapeutic Community

The In-Prison Therapeutic Community (IPTC) is an intensive substance abuse treatment program for offenders approved for parole contingent upon completion of this program. The six month program is operated in a therapeutic community environment and consists of Phase I (Orientation), Phase II (Treatment), and Phase III (Reentry and Relapse Prevention). Offenders may also participate in peer support groups such as Alcoholics Anonymous (AA), Narcotics Anonymous (NA), Cocaine Anonymous (CA), Winner’s Circle, or Secular Organization for Sobriety (SOS). This program is available for both male and female offenders.

Offenders participating in this program as a condition of release will receive an FI-5 vote from the BPP, which requires completion of this specific program. If it is determined that the offender is ineligible for this program, the offender will be reconsidered for release with alternative conditions.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
1,537 beds	Six months while incarcerated; Three months in a residential transitional treatment center or approved alternative program; Three - nine months of outpatient care upon release; Up to 12 months of support groups and follow-up care.	Kyle Halbert Havins Ney Henley

Although currently only FI-5’s are placed in IPTC, offenders released in FY 2007 were placed in the program after receiving either an FI-5 or a rehabilitation tier parole approval. In FY 2007, 906 offenders were identified as completing the incarceration portion of the IPTC program and entering aftercare. All participants are required to complete the program as a condition of release.

Of the 906 offenders who completed the incarceration portion of the IPTC program, one offender was not eligible for the study because he was not released to the streets. Of the remaining 905 completers, 561 (61.99%) successfully completed the aftercare component of the program as determined by their treatment team.

The methodology used in prior recidivism studies was determined to no longer be the best determinant of the completion of aftercare. The standard used in the past of a minimum number of hours completed was not applicable to the majority of the offenders who had successfully completed aftercare according to their treatment team. The current methodology is to determine aftercare was successfully completed if there is no unsuccessful completions in any of the aftercare provided, regardless of the number of hours or types of aftercare provided. Program counselors and parole officers can determine that aftercare services are unavailable or unnecessary and an offender need not complete that portion to successfully complete aftercare.

The new methodology addresses two issues raised about the old method. The old methodology was not reflective of the way things are operating. The percent of offenders successfully completing

aftercare is higher with the new method. Only about one quarter of the offenders would have successfully completed aftercare for the FY 2007 releases under the old methodology. The offenders who have successfully completed their aftercare according to the treatment team but without the minimum number of hours that was required would not have been included. This study wanted to reflect the actual successful aftercare completions, 61.99%. This leads to the second issue, biasing the results by selecting only a subgroup of aftercare completions by basing the decision on a minimum number of hours. By including all the successful completions, the recidivism results are less likely to be biased. Aftercare was determined to be a strong predictor of recidivism and it continues to be as can be seen when the rates of the incarceration portion of the program as determined by the LBB are compared to the recidivism rates for the successful aftercare completers. (Note: Appendix A contains the LBB's IPTC recidivism rates for the incarceration portion of the program.)

In-Prison Therapeutic Community Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
IPTC with Successful Completion of Aftercare	561	8.56%	-2.74%	17.11%	-4.75%
Comparison Group	549	11.29%		21.86%	

The difference between recidivism rates between the treatment and comparison groups is slight, but better for the treatment group.

Pre-Release Substance Abuse Program

The Pre-Release Substance Abuse Program (PRSAP) is an intensive substance abuse treatment program for offenders approved for parole contingent upon completion of this program. This six month program is operated in a therapeutic community environment. The program consists of Phase I (Orientation), Phase II (Treatment) and Phase III (Reentry and Relapse Prevention). Offenders may also participate in peer support groups such as Alcoholics Anonymous (AA), Narcotics Anonymous (NA), Cocaine Anonymous (CA), Winner's Circle or Secular Organization for Sobriety (SOS). This program is for male offenders only.

Offenders participating in this program as a condition of release will receive an FI-6R vote from the BPP which requires them to complete a treatment program and upon completion, be eligible for release no earlier than six months from a date designated by the BPP. The offender is placed in PRSAP if there is a substance abuse treatment need and in PRTC if a lesser or no need is indicated.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
1,008 beds	Six months while incarcerated; No aftercare.	LeBlanc

In FY 2007, 1,793 offenders were identified as completing the incarceration portion of PRSAP, but 23 were not released to the street. All participants are required to complete the program as a condition of release.

Pre-Release Substance Abuse Program Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
PRSAP	1,770	13.56%	.52%	22.77%	1.01%
Comparison Group	1,756	13.04%		21.75%	

The recidivism rate for program completers are not appreciably different than for the control group.

Pre-Release Therapeutic Community

The Pre-Release Therapeutic Community (PRTC) is an intensive six month program for offenders in a therapeutic community setting. Offenders are approved for parole contingent upon completion of this program. The program provides three programming tracks, i.e. substance abuse treatment, cognitive intervention and life skills, and vocational education. This program is for male offenders only.

Offenders participating in this program as a condition of release will receive an FI-6R vote from the BPP which requires them to complete a treatment program and upon completion, be eligible for release no earlier than six months from a date designated by the BPP. The offender is placed in PRSAP if there is a substance abuse treatment need and in PRTC if a lesser or no need is indicated.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
600 beds	Six months while incarcerated; No aftercare.	Hamilton

In FY 2007, 1,162 offenders were identified as completing the incarceration portion of PRSAP, but 10 were not released to the street. All participants are required to complete the program as a condition of release.

Pre-Release Therapeutic Community Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
PRTC	1,152	13.54%	.70%	21.88%	-0.40%
Comparison Group	1,145	12.84%		22.27%	

There is little difference in the recidivism rates between the treatment and control groups, but the treatment effects show improvement in the third year compared to the second.

Serious and Violent Offender Reentry Initiative

The Serious and Violent Offender Reentry Initiative (SVORI) provides pre-release and in-cell programming for offenders releasing directly from administrative segregation. The curriculum addresses the leading causes of recidivism: anger management, thinking errors, substance abuse, life skills and employment. Offenders with the parole stipulation of SVORI aftercare may participate in a continuum of care through a Parole District Reentry Center (DRC). Continuing programming through the DRC upon release is an advantage to those in the Continuum of Care and reentry process. The program is for male offenders only.

Offenders participating in this program as a condition of release will receive an FI-7R vote from the BPP. Offenders who choose not to participate or are determined ineligible for placement will be reconsidered for release with alternative conditions.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
63 beds	Phase I – Six months – In-cell pre-release programming;	Estelle Unit
	If released to supervision, Phase II – 12 months – Post-Release continuum of care.	

In FY 2007, 70 offenders were identified as completing the 6 months incarceration portion of the SVORI program, but one was not released to the streets. While this is a rehabilitation tier program that can be required as a condition of release, the majority of offenders (51) entered the program without a rehabilitation tier vote. Because the number of program completers released was so small, the comparison group was created to be larger than the treatment group. With smaller groups, the recidivism rates varied widely when different random samples were drawn. To combat this, any release that matched a treatment release was placed in the comparison group. The comparison group was not limited to a one to one match like in the larger programs.

SVORI Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
SVORI	69	26.09%	- 3.40%	36.23%	-4.8%
Comparison Group	78	29.49%		41.03%	

The SVORI and the comparison group offenders have the highest recidivism rates of any of the tier rehabilitation programs as expected as they are in administrative segregation prior to release. The recidivism rates are slightly better for the treatment group than the control group.

Sex Offender Education Program

The Sex Offender Education Program (SOEP) is a four-month, low-intensity program designed to assist sex offenders assessed to pose a low sexual re-offense risk or who may have an extended period of supervision during which they may participate in treatment. The SOEP employs a cognitive intervention model utilizing psycho-educational classes. The goal of this program is to reduce the rate of re-offense and move the participant toward a more pro-social lifestyle. The format of the SOEP is didactic and is intended to provide the information necessary to impact offenders lacking knowledge as necessary to effect change in their patterns of thinking. Offenders must be within two years of release to be eligible and priority placement is given to offenders with an FI-4R vote from the Board of Pardons and Paroles.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
287 beds	Four months while incarcerated; If released to supervision, the BPP may impose a special condition for outpatient counseling.	Hightower, Goree

In FY 2007, 362 offenders were identified as completing SOEP. More than half of the program participants (212) entered the program without receiving a rehabilitation tier parole approval. The FI-4R approval was not yet an option for the FY 2007 releases; therefore, the majority of those participants who had a rehabilitation tier parole approval received an FI-18R vote. Five offenders that completed the program were not included in the recidivism results as they were not released to the streets.

In addition to the seven characteristics previously mentioned, the comparison group was also matched to the treatment group on the level of risk.

Sex Offender Education Program Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
SOEP	357	10.64%	-3.48%	15.41%	-5.41%
Comparison Group	269	14.13%		20.82%	

SOEP has an impact on reducing recidivism compared to the control group that increases over time.

Sex Offender Treatment Program

The Sex Offender Treatment Program eighteen-month program consists of a high intensity treatment program designed to assist sex offenders assessed to pose a high sexual re-offense risk. The SOTP-18 employs a cognitive-behavioral model and includes psycho-educational classes as well as group and individual therapy in a Therapeutic Community. The primary goal of this program is to reduce the rate of re-offense and move the participant toward a more pro-social lifestyle. There are three phases of programming (Orientation, Main Treatment, and Reentry Planning) approximately three, twelve and three months, respectively. Offenders must be within two years of release to be eligible and priority placement is given to offenders with an FI-18R vote from the Board of Pardons and Paroles.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
521 beds	18 months while incarcerated; If released to supervision, the BPP may impose a special condition for outpatient counseling.	Goree Hightower Hilltop

In FY 2007, 250 offenders were identified as completing SOTP. Less than half of the program participants (63) entered the program after receiving a rehabilitation tier parole approval. Three offenders that completed the program were not included in the recidivism results as they were not released to the streets. In addition to the seven characteristics previously mentioned, the comparison group was also matched to the treatment group on the level of risk.

Sex Offender Treatment Program Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
SOTP	247	8.50%	-3.32%	12.55%	-5.68%
Comparison Group	203	11.82%		18.23%	

The SOTP group had lower rates of recidivism than the control group. The effects of SOTP increased from two to three years.

Substance Abuse Felony Punishment

The Substance Abuse Felony Punishment (SAFP) is an intensive substance abuse treatment program for offenders on probation or parole. The program is operated in a therapeutic community setting and lasts six months in most cases, but nine months for offenders with special needs. A judge sentences an offender to SAFP as a condition of probation or as a modification of probation. The BPP may also place an offender in the program as a modification of parole supervision. Offenders who participate in the SAFP program do so at the order of a judge or the BPP as an alternative to reincarceration.

The program consists of Phase I (Orientation), Phase II (Treatment), and Phase III (Re-Entry and Relapse Prevention). Offenders may also participate in peer support groups such as Alcoholics Anonymous (AA), narcotics Anonymous (NA), Cocaine Anonymous (CA), Winner's Circle, or Secular Organization for Sobriety (SOS).

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
3,954 beds	Six months while incarcerated for regular needs offenders; Nine months for special needs offenders; Three months in a residential transitional treatment center or approved alternative program; Three - nine months of outpatient care upon release; Up to 12 months of support groups and follow-up care.	Estelle Glossbrenner Crain Halbert Henley Jester I Johnston Sayle Kyle East Texas Treatment

In FY 2007, 4,595 probation and 583 parole offenders were identified as completing the incarceration portion of the SAFP program and entering aftercare.

Of the 5,178 offenders who completed the incarceration portion of the SAFP program, eight offenders were not eligible for the study because they were not released to the streets. Of the remaining 5,170 completers, 2,656 (51.37%) successfully completed the aftercare component of the program as determined by their treatment team.

The methodology used in prior recidivism studies was determined to no longer be the best determinant of the completion of aftercare. The standard used in the past of a minimum number of hours completed was not applicable to the majority of the offenders who had successfully completed aftercare according to their treatment team. The current methodology is to determine aftercare was successfully completed if there is no unsuccessful completions in any of the aftercare provided, regardless of the number of hours or types of aftercare provided. Program counselors and parole/probation officers can determine that aftercare services are unavailable or unnecessary and an offender need not complete that portion to successfully complete aftercare.

The new methodology addresses two issues raised about the old method. The old methodology was not reflective of the way things are operating. The percent of offenders to successfully complete aftercare is higher with the new method. Only about one quarter of the offenders would have successfully completed aftercare for the FY 2007 releases under the old methodology. The offenders who have successfully completed their aftercare according to the treatment team but without the minimum number of hours that used to be required would not have been included. This study wanted to reflect the actual successful aftercare completions, 51.37%. This leads to the second issue, biasing the results by selecting only a subgroup of aftercare completions by basing the decision on a minimum number of hours. By including all the successful completions, the recidivism results are less likely to be biased. Aftercare was determined to be a strong predictor of recidivism and it continues to be as can be seen when the rates of the incarceration portion of the program as determined by the LBB are compared to the recidivism rates for the successful aftercare completers. (Note: Appendix A contains the LBB's SAFP recidivism rates for the incarceration portion of the program.)

The comparison group for SAFP is a combination of parole releases that match with the offenders sent to SAFP by the BPP and probation releases from TDCJ. The comparison group to the parole SAFP offenders was 238, just one shy of the treatment group. The comparison group to the probation SAFP offenders was just 896 – the total number of probation releases from TDCJ that were released to the street, prison and state jail. With so few probation releases, all were included so the demographics don't match as precisely as for the other comparison groups.

Substance Abuse Felony Punishment Recidivism					
		Two Year Recidivism		Three Year Recidivism	
	Cohort Size	Percent	Difference to Comparison	Percent	Difference to Comparison
SAFP with Successful Completion of Aftercare	2,656	15.17%	-11.90%	24.28%	-13.90%
Comparison Group	1,134	27.07%		38.18%	

The indication that aftercare is an important part of substance abuse treatment is even more pronounced in the SAFP program than in the IPTC program. Recidivism rates for the treatment group are lower than the comparison group at both two and three years only when the program includes successful completion of aftercare. This program has the greatest effect on recidivism rates of all the tier rehabilitation programs when successful completion of aftercare is included as part of the overall program completion.

In-Prison Driving While Intoxicated (DWI) Recovery Program

The DWI Program is a multimodal six month program developed for a complex population with diverse anti-social behavior issues and re-offending risk factors. The substance abuse treatment programming specifically targets those offenders who are incarcerated for a DWI offense.

The presentation of the curriculum shall be through didactic skills training and therapeutic group process. The comprehensive curriculum shall include a blend of evidence-based practices that focus on alternatives to drinking and driving, alcohol addiction and abuse, victim awareness, medical effects, lifestyles, stress, assertion, cognitive therapy, journaling, etc.

Participants come from a pool of offenders who meet the established criteria or as a condition of release. If a condition of release, they will receive an FI-6 vote from the BPP. Priority placement is given to those offenders who receive an FI-vote to complete the program prior to parole release.

<i>Current Capacity</i>	<i>Duration of Program</i>	<i>Location</i>
500 beds	Six months while incarcerated; No aftercare.	East Texas Treatment Facility

The program began in March of 2008, with the first releases being at the beginning of FY 2009. They will be included in the next recidivism study when they have been released for the entire three year follow-up period.

Comparison with Prior Studies

Summary of Results				
	Percent that Recidivated within 2 Years	Difference to the Comparison Group	Percent that Recidivated within 3 Years	Difference to the Comparison Group
IFI	11.21%	-6.66%	15.89%	-9.81%
IPTC with Aftercare	8.56%	-2.74%	17.11%	-4.75%
PRSAP	13.56%	0.52%	22.77%	1.01%
PRTC	13.54%	0.70%	21.88%	-0.40%
SVORI	26.09%	-3.40%	36.23%	-4.79%
SOEP	10.64%	-3.48%	15.41%	-5.41%
SOTP	8.50%	-3.32%	12.55%	-5.68%
SAFP with Aftercare	15.17%	-11.90%	24.28%	-13.90%

Review of Previous Findings						
	TDCJ Feb-09		SAO Mar-07		CJAD Jan-07	
	Percent that Recidivated within 2 Years	Difference to the Comparison Group	Percent that Recidivated within 2 Years	Difference to the Comparison Group	Percent that Recidivated within 2 Years	Difference to the Comparison Group
IFI	14.58%	-4.17%	14.00%	1.70%	N/A	N/A
IPTC with Aftercare	5.27%	-9.37%	N/A	N/A	8.80%	-11.00%
PRSAP	20.80%	5.88%	19.70%	4.60%	N/A	N/A
PRTC	15.85%	0.27%	18.70%	-8.00%	N/A	N/A
SVORI	N/A	N/A	N/A	N/A	N/A	N/A
SOEP	15.02%	-0.47%	12.30%	-3.10%	N/A	N/A
SOTP	20.17%	4.38%	5.90%	-9.40%	N/A	N/A
SAFP with Aftercare	13.58%	-12.77%	N/A	N/A	12.80%	-14.60%

Appendix A

Recidivism Rates for Prison and SAFP FY 2005 and FY 2007 Releases as Determined by the LBB					
		2 Year Recidivism Rate		3 Year Recidivism Rate	
		Rate	Difference	Rate	Difference
FY 2005	Prison	18.9%		27.2%	
	SAFP	31.7%		41.3%	
FY 2007	Prison	16.2%	-2.7%	24.3%	-2.9%
	SAFP	30.7%	-1.0%	40.3%	-1.0%
	IPTC*	14.4%		24.7%	

* Recidivism rates for IPTC were not calculated by the LBB for FY 2005 releases.

Source: *Statewide Criminal Justice Recidivism and Revocation Rates*, published by the Texas Legislative Budget Board, January 2009 and January 2011.

Board of Pardons and Parole Revocations FY 2005 through FY 2010	
FY 2005	10,609
FY 2006	10,256
FY 2007	10,251
FY 2008	7,287
FY 2009	7,471
FY 2010	6,929

Appendix B

Composition of Rehabilitation Program Treatment Groups								
	IFI	IPTC	PRSAP	PRTC	SVORI	SOEP	SOTP	SAFP
	107	561	1,770	1,152	69	357	247	2,656
Race/Ethnicity								
Black	58.9%	33.0%	37.6%	50.3%	-	23.5%	25.9%	19.0%
Hispanic	15.0%	22.8%	29.0%	18.7%	69.6%	29.4%	24.7%	27.1%
White	26.2%	43.5%	33.2%	30.6%	29.0%	46.8%	49.0%	53.5%
Other	-	0.7%	0.2%	0.4%	1.4%	0.3%	0.4%	0.4%
Gender								
Female	-	34.4%	-	-	-	-	6.1%	22.1%
Male	100.0%	65.6%	100.0%	100.0%	100.0%	100.0%	93.9%	77.9%
Age								
Under 35	38.3%	36.2%	41.5%	39.7%	65.2%	37.3%	30.8%	57.0%
35 & Older	61.7%	63.8%	58.5%	60.3%	34.8%	62.7%	69.2%	43.0%
Offense Type								
Violent	58.9%	7.8%	20.1%	19.8%	21.7%	86.6%	92.7%	18.0%
Property	10.3%	18.9%	17.7%	18.8%	47.8%	2.8%	1.6%	19.4%
Drug	23.4%	58.6%	46.7%	46.3%	14.5%	5.0%	2.4%	42.7%
Other	7.5%	14.6%	15.6%	15.2%	15.9%	5.6%	3.2%	19.9%
Number of Prior TDCJ Incarcerations in Prison/State Jail								
None	44.9%	42.6%	49.7%	47.1%	33.3%	78.2%	81.8%	75.0%
One	30.8%	31.4%	30.7%	32.4%	42.0%	16.5%	12.6%	16.1%
2 or More	24.3%	26.0%	19.6%	20.5%	24.6%	5.3%	5.7%	8.9%
Substance Abuse Screening Score								
No Need Indicated	19.6%	0.4%	0.7%	23.3%	18.8%	37.3%	34.8%	0.4%
Need In-Patient Treatment	50.5%	1.4%	1.1%	4.3%	44.9%	34.5%	33.6%	0.5%
Need Out-Patient Treatment	6.5%	-	0.1%	5.7%	11.6%	7.0%	10.5%	0.2%
Chemical Dependency	19.6%	97.5%	97.6%	65.8%	14.5%	20.4%	19.8%	90.1%
No screen	3.7%	0.7%	0.5%	0.9%	10.1%	0.8%	1.2%	8.8%
Custody								
Ad Seg Level 1	-	-	-	-	100.0%	-	-	-
SAFP	-	0.2%	-	-	-	-	-	100.0%
Minimum Level 1	35.5%	0.4%	39.7%	15.8%	-	-	-	-
Minimum Level 2	64.5%	0.0%	59.5%	25.4%	-	96.4%	99.6%	-
IPTC	-	99.5%	-	-	-	-	-	-
PRTC	-	-	0.1%	58.4%	-	-	-	-
Other	-	-	0.7%	0.3%	-	3.6%	0.4%	-

Appendix C

Composition of Comparison Groups								
	IFI	IPTC	PRSAP	PRTC	SVORI	SOEP	SOTP	SAFP
	179	549	1,756	1,145	78	269	203	1,134
Race/Ethnicity								
Black	57.5%	33.5%	37.8%	50.3%	-	23.8%	27.6%	32.1%
Hispanic	15.6%	22.6%	29.2%	18.7%	67.9%	30.5%	26.1%	28.0%
White	26.8%	43.7%	33.0%	30.8%	32.1%	45.7%	45.8%	39.0%
Other	-	0.2%	0.0%	0.2%	0.0%	0.0%	0.5%	0.9%
Gender								
Female	-	33.5%	-	-	-	-	2.0%	16.8%
Male	100.0%	66.5%	100.0%	100.0%	100.0%	100.0%	98.0%	83.2%
Age								
Under 35	38.0%	36.1%	41.5%	39.7%	56.4%	34.6%	31.5%	68.1%
35 & Older	62.0%	63.9%	58.5%	60.3%	43.6%	65.4%	68.5%	31.9%
Offense Type								
Violent	57.5%	7.8%	20.0%	19.6%	23.1%	91.4%	95.1%	20.3%
Property	10.1%	18.8%	17.7%	18.9%	47.4%	1.1%	1.5%	28.7%
Drug	24.6%	58.8%	46.8%	46.3%	20.5%	1.9%	1.5%	39.0%
Other	7.8%	14.6%	15.5%	15.3%	9.0%	5.6%	2.0%	12.0%
Number of Prior TDCJ Incarcerations in Prison/State Jail								
None	42.5%	43.0%	49.9%	47.1%	25.6%	78.1%	83.3%	55.3%
One	33.0%	31.5%	30.7%	32.5%	50.0%	17.1%	12.3%	31.1%
2 or More	24.6%	25.5%	19.4%	20.4%	24.4%	4.8%	4.4%	13.6%
Substance Abuse Screening Score								
No Need Indicated	21.8%	0.4%	0.6%	23.1%	12.8%	38.7%	36.5%	18.9%
Need In-Patient Treatment	35.2%	52.8%	54.4%	40.9%	52.6%	29.0%	34.5%	28.9%
Need Out-Patient Treatment	14.5%	14.0%	14.6%	11.5%	9.0%	8.2%	7.9%	13.3%
Chemical Dependency	25.1%	32.2%	30.0%	23.7%	20.5%	23.8%	20.2%	15.9%
No screen	3.4%	0.5%	0.4%	0.9%	5.1%	0.4%	1.0%	23.0%
Custody								
Ad Seg Level 1	-	-	-	-	100.0%	-	-	-
Minimum Level 1	5.6%	8.6%	9.5%	9.4%	-	84.8%	77.8%	2.5%
Minimum Level 2	71.5%	69.8%	66.9%	65.1%	-	-	-	50.0%
Other	22.9%	21.7%	23.6%	25.5%	-	15.2%	22.2%	47.5%