

**Evaluation of the Drug Offender Reform Act: DORA Pilot
Second Update to Final Report
Utah Criminal Justice Center
November 2010**

Background and Original 2008 Study Findings

The original DORA Pilot study was conducted in November 2008 and is posted on the Utah Criminal Justice Center website: <http://ucjc.law.utah.edu/>. An update of the study was also done in May 2009 and may also be found on the website. The initial study included two comparison groups to DORA pilot probationers: Region 3 (R3) Salt Lake County probationers and Region 2D (R2D) Davis County probationers. All three study groups were split into two time periods (Time 1 (T1) and Time 2 (T2)) based on the change that occurred to the DORA Pilot when Senate Bill 185 was passed during the 2006 General Legislative Session, opening the criteria to accept all felony offenders who had an assessed drug problem rather than simply offenders with a drug offense.

The comparison samples were selected by applying DORA-qualifying criteria to probationers who were not in the DORA pilot sample. Despite meeting the DORA-qualifying criteria, R2D probationers were less severe than DORA pilot offenders and, therefore, excluded from this most recent update. For example, T1 R2D had significantly fewer lifetime prior drug, misdemeanor, and felony arrests than T1 DORA. Similarly, T2 R2D had significantly fewer lifetime prior arrests of all types (except person) and fewer jail bookings in the prior two years than T2 DORA.

The key findings from the original report were:

PROCESS: DORA was successful in creating the proposed systemic changes:

- DORA received significantly more assessments and treatments
- DORA was significantly more likely to complete treatment
- DORA received more intensive supervision than the comparisons

In addition, the primary innovation mentioned by professionals working on the DORA Pilot was the **implementation of regular collaboration between Corrections and Treatment personnel**. Many felt it was the most important change in the way offenders are managed.

OUTCOMES: Although the DORA groups were not consistently more likely than the comparison groups to have successful outcomes in the 2008 report (successful completion of probation, no new recidivism, etc.), **the foundations of DORA are sound:**

- Having fewer days from conviction to probation start was associated with a greater likelihood of successful completion of probation
- Completing a Tx admission during supervision was associated with a 7-11 times greater likelihood of successful completion of probation
- Having PO contacts in the community was associated with over 3 times greater likelihood of successful completion of probation

November 2010 Updated Results

The **key findings** from the **2010** update:

- DORA significantly more likely than R3 to complete probation successfully
- DORA had significantly more access to treatment, and, of those, significantly more with treatment completion
- No significant differences between DORA and R3 on during or post-supervision recidivism
- Treatment completers, both DORA and R3, did significantly better than non-completers on post-supervision criminal justice outcomes

T1 Outcomes Updated (see Table 1):

- Nearly all participants have exited probation and the post-supervision follow-up times are over 3 years on average
- DORA remains significantly more likely than R3 to successfully complete probation (as opposed to unsuccessful discharge, return to prison (any reason), and fugitive status for a year or longer)

Table 1 Time 1 - Outcomes Updated

| | DORA | | | R3 | | |
|---|---------|---------|---------|---------|---------|---------|
| | Nov '08 | May '09 | Nov '10 | Nov '08 | May '09 | Nov '10 |
| Sample Size | 85 | 85 | 85 | 103 | 103 | 103 |
| Number still Active on probation | 22 | 7 | 2 | 20 | 12 | 3 |
| <i>Percent still Active on probation</i> | 25.9 | 8.2 | 2.4 | 19.4 | 11.7 | 2.9 |
| Number exited probation | 63 | 78 | 83 | 83 | 91 | 100 |
| <i>Percent exited probation</i> | 74.1 | 91.8 | 97.6 | 80.6 | 88.3 | 97.1 |
| Average # of days on probation (for those who exited probation) ² | 479 | 601 | 647 | 438 | 494 | 582 |
| Average # of days of follow-up period (for those who exited probation) | 485 | 629 | 1116 | 497 | 711 | 1164 |
| Percent Successfully Completed* Probation ^{1,2,3} | 50.8 | 57.1 | 56.8 | 34.6 | 36.0 | 36.2 |
| Percent Successfully Completed Probation <i>and</i> 1+ Tx Admission During ^{1,3} | 36.5 | n/a | 47.0 | 4.8 | n/a | 6.0 |

¹Statistically Significant at p < .05 in November 2008 Report

²Statistically Significant at p < .05 in May 2009 Update

³Statistically Significant at p < .05 in November 2010 Update

*Successful completion vs. unsuccessful (includes: unsuccessful discharge, commitment to prison (any reason), and fugitive status open for one year or more at data collection)

T1 Reductions in During Supervision Criminal Behavior Updated (see Table 2):

- Of those with fugitive status during supervision, both groups increased average days out on fugitive status, there were no sig. group differences through 2010 follow-up
- DORA remains significantly more likely to have probation re-starts
- Time to first probation restart remained significantly sooner for DORA than R3
- Very small increase in during supervision new convictions or prison commitments with no differences between groups

Table 2 Time 1 - Reductions in During Supervision Criminal Behavior Updated

| | DORA | | | R3 | | |
|--|---------|---------|---------|---------|---------|---------|
| | Nov '08 | May '09 | Nov '10 | Nov '08 | May '09 | Nov '10 |
| Percent with fugitive status(es) | 28.2 | 29.4 | 29.4 | 39.8 | 40.8 | 40.8 |
| Of those, average # of days out on fugitive status ^{1^} | 328 | 346 | 388 | 163 | 185 | 210 |
| Percent with at least one Probation Restart ^{1,2,3} | 42.4 | 42.4 | 42.4 | 21.4 | 23.3 | 24.3 |
| Of those, average # of days from probation start to first Restart ^{2,3} | 243 | 243 | 243 | 350 | 391 | 425 |
| Percent with new conviction(s) | 15.3 | 16.5 | 16.5 | 18.4 | 19.4 | 20.4 |
| Of those, average max charge severity (1=MC, 6=F1) | 4.0 | 4.1 | 4.1 | 3.7 | 3.8 | 3.8 |
| Percent with new prison commitment – any reason | 12.9 | 14.1 | 15.3 | 24.3 | 24.3 | 24.3 |

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T1 Reductions in Post Supervision Criminal Behavior Updated (see Table 3):

- Both groups had an increase in recidivism events
- The survival curve shown below demonstrates that estimated recidivism (based on BCI arrests post supervision and varying length of follow-up times per offender) has leveled off at about 900 days post supervision. Differences in estimated survival are not statistically significant.

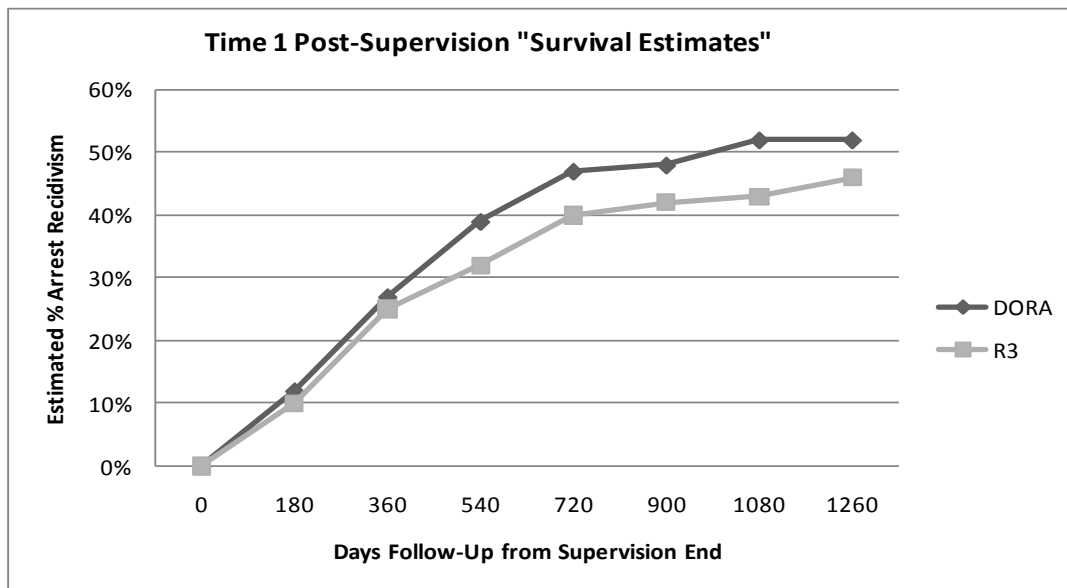
Table 3 Time 1 - Reductions in Post Supervision Criminal Behavior Updated

| | DORA | | | R3 | | |
|--|---------|---------|---------|---------|---------|---------|
| | Nov '08 | May '09 | Nov '10 | Nov '08 | May '09 | Nov '10 |
| Number who have exited probation | 63 | 78 | 83 | 83 | 91 | 100 |
| Percent who have exited probation | 74.1 | 91.8 | 97.6 | 80.6 | 88.3 | 97.1 |
| Average # of days from probation exit to follow-up | 485 | 629 | 1116 | 497 | 711 | 1164 |
| Percent with new arrest(s) | 34.9 | 33.3 | 48.2 | 26.5 | 30.8 | 43.0 |
| Percent with new <i>drug</i> arrest(s) | n/a | 20.5 | 32.5 | n/a | 19.8 | 27.0 |
| Percent with new conviction(s) ³ | 7.9 | 15.4 | 25.3 | 4.8 | 13.2 | 20.0 |
| Percent with new prison commitment for new charge | 4.8 | 12.8 | 14.5 | 4.8 | 12.1 | 16.0 |
| Percent with new probation for new charge | 1.6 | 5.1 | 14.5 | 2.4 | 4.4 | 11.0 |

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³Statistically Significant at p < .05 in November 2010 Update



T2 Outcomes Updated (see Table 4):

- Nearly all participants have exited probation and the follow-up times have increased to an average of 2.5 years post supervision
- Groups now significantly different on percent successfully completing probation

Table 4 Time 2 - Outcomes Updated

| | DORA | | | R3 | | |
|---|---------|---------|---------|---------|---------|---------|
| | Nov '08 | May '09 | Nov '10 | Nov '08 | May '09 | Nov '10 |
| Sample Size | 134 | 134 | 134 | 108 | 108 | 108 |
| Number still Active on probation | 46 | 22 | 7 | 45 | 29 | 8 |
| <i>Percent still Active on probation</i> | 34.3 | 16.4 | 5.2 | 41.7 | 26.9 | 7.4 |
| Number exited probation | 88 | 112 | 127 | 63 | 79 | 100 |
| <i>Percent exited probation</i> | 65.7 | 83.6 | 94.8 | 58.3 | 73.1 | 92.6 |
| Average # of days on probation (for those who exited probation) | 447 | 529 | 602 | 393 | 481 | 625 |
| Average # of days of follow-up period (for those who exited probation) | 285 | 471 | 931 | 333 | 508 | 900 |
| Percent Successfully Completed* Probation ³ | 48.8 | 47.7 | 50.8 | 44.1 | 43.2 | 41.8 |
| Percent Successfully Completed Probation <i>and</i> 1+ Tx Admission During ^{1,3} | 31.8 | n/a | 37.0 | 9.5 | n/a | 13.0 |

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*Successful completion vs. unsuccessful (includes: unsuccessful discharge, commitment to prison (any reason), and fugitive status open for one year or more at data collection)

T2 Reductions in During Supervision Criminal Behavior Updated (see Table 5):

- DORA remain significantly more likely to have fugitive status than comparison
- Group differences on probation re-starts no longer statistically significant.
- Still no significant group differences on during supervision new convictions or prison commitments

Table 5 Time 2 - Reductions in During Supervision Criminal Behavior Updated

| | DORA | | | R3 | | |
|---|---------|---------|---------|---------|---------|---------|
| | Nov '08 | May '09 | Nov '10 | Nov '08 | May '09 | Nov '10 |
| Percent with fugitive status(es) ^{1, 2, 3} | 45.5 | 48.5 | 48.5 | 22.2 | 23.1 | 25.0 |
| Of those, average # of days out on fugitive status | 101 | 114 | 127 | 173 | 223 | 278 |
| Percent with at least one Probation Restart ^{1, 2} | 25.4 | 25.4 | 28.4 | 18.5 | 21.3 | 23.1 |
| Of those, average # of days from probation start to first Restart ^{1, 2} | 237 | 237 | 329 | 361 | 411 | 479 |
| Percent with new conviction(s) | 13.4 | 17.9 | 19.4 | 16.7 | 19.4 | 20.4 |
| Of those, average max charge severity (1=MC, 6=F1) | 3.7 | 3.6 | 3.7 | 3.9 | 3.9 | 3.9 |
| Percent with new prison commitment – any reason | 11.9 | 14.9 | 17.2 | 17.6 | 20.4 | 25.0 |

¹Statistically Significant at p < .05 in November 2008 Report

²Statistically Significant at p < .05 in May 2009 Update

³Statistically Significant at p < .05 in November 2010 Update

T2 Reductions in Post Supervision Criminal Behavior Updated (see Table 6):

- Both groups had an increase in recidivism events
- Currently no significant group differences on post supervision events
- The survival curve demonstrates that recidivism may not have leveled off yet. Group differences in survival are not statistically significant.

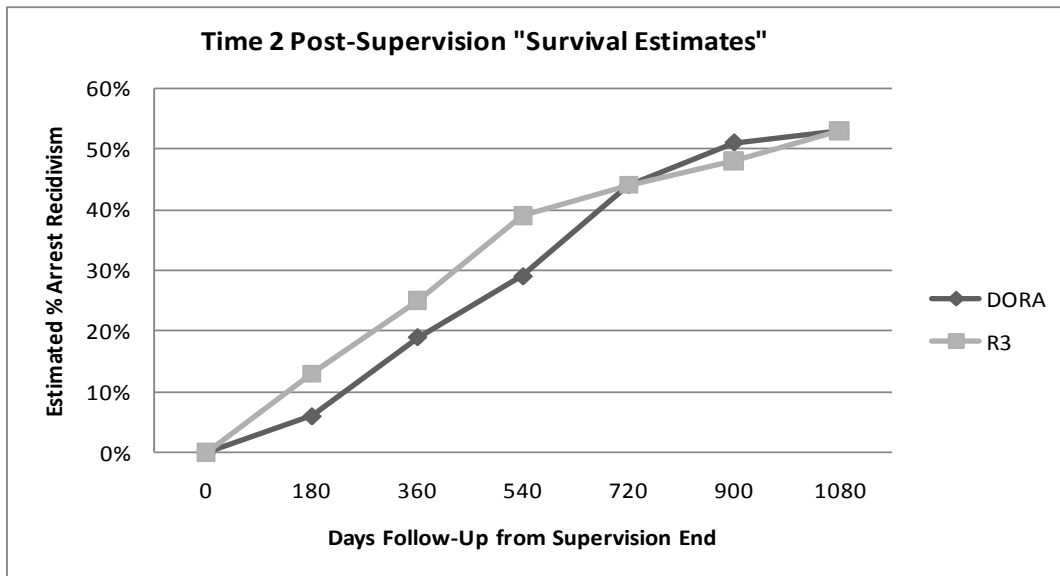
Table 6 Time 2 - Reductions in Post Supervision Criminal Behavior Updated

| | DORA | | | R3 | | |
|--|---------|---------|---------|---------|---------|---------|
| | Nov '08 | May '09 | Nov '10 | Nov '08 | May '09 | Nov '10 |
| Number who have exited probation | 88 | 112 | 127 | 63 | 79 | 100 |
| Percent who have exited probation | 65.7 | 83.6 | 94.8 | 58.3 | 73.1 | 92.6 |
| Average # of days from probation exit to follow-up | 285 | 471 | 931 | 333 | 508 | 900 |
| Percent with new arrest(s) | 14.8 | 22.3 | 44.9 | 23.8 | 30.8 | 45.5 |
| Percent with new <i>drug</i> arrest(s) ² | n/a | 7.1 | 14.2 | n/a | 16.7 | 22.2 |
| Percent with new convictions | 3.4 | 5.4 | 10.2 | 1.6 | 6.3 | 15.0 |
| Percent with new prison commitment for new conviction(s) | 2.3 | 5.4 | 11.0 | 1.6 | 8.9 | 11.0 |
| Percent with new probation for new conviction(s) | 2.3 | 4.5 | 7.9 | 0 | 1.3 | 5.0 |

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Treatment Completers vs. Non-Completers (See Table 7):

- About twice as many DORA offenders were in treatment during supervision than standard probation in R3
- Of those who entered treatment during supervision, DORA offenders were also significantly more likely to complete a treatment admission during supervision than standard probationers in R3

| Table 7 – Treatment Access and Completion to November 2010 | | | | |
|--|---------------|----|---------------|----|
| | Time 1 | | Time 2 | |
| | DORA | R3 | DORA | R3 |
| Percent who had Tx admission during supervision | 88 | 47 | 90 | 44 |
| Of those who entered Tx admission during supervision, percent who completed 1+ Tx admission during supervision | 64 | 29 | 56 | 43 |

- Across both DORA and the R3 comparison group, those who completed a treatment admission during supervision had significantly better post supervision outcomes:
 - T1 DORA, treatment completers did significantly better than non-completers on post supervision:
 - New convictions (18% vs. 37%)
 - New prison commitments (2% vs. 31%)
 - T1 R3, treatment completers less than half the rate of non-completers on post supervision:
 - New convictions (7% vs. 22%, failed to reach statistical significance due to small number of treatment completers)
 - New prison commitments (7% vs. 17%, failed to reach statistical significance due to small number of treatment completers)
 - T2 DORA, treatment completers did significantly better than non-completers on post supervision:
 - BCI arrests (34% vs. 55%)
 - New convictions (5% vs. 15%)
 - New prison commitments (3% vs. 19%)
 - T2 R3, , treatment completers did significantly better than non-completers on post supervision:
 - BCI drug arrests (0% vs. 27%)
 - New convictions (0% vs. 18%)
 - New prison commitments (0% vs. 13%)