

Evaluation of the Salt Lake County Day Reporting Center

December 2006

Utah Criminal Justice Center

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Utah Criminal Justice Center is a unique collaboration among the University of Utah's S.J. Quinney College of Law, College of Social and Behavioral Science, and College of Social Work. The center's mission is to serve the needs of citizens through a partnership between government and academe that seeks to reduce crime and victimization, inspire sound public policy and fair treatment in the criminal and juvenile justice systems, and provide a model of higher education that promotes good governance through independent and nonpartisan research, innovative programs and teaching, and the development of a superlative criminal and juvenile justice workforce.

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Executive Summary

From its inception in late 2005 through October 16, 2006, the Salt Lake County Day Reporting Center at Criminal Justice Services recorded 692 unique participants, with 25 participating in two DRC placements. The DRC had a success rate (persons successfully discharged from the program) of 44.2% for all persons recorded in their database and 51.3% out of those who reported to the DRC at least once during their placement.

The DRC clientele were primarily White (71.2%) and male (70.2%). Median age was 30.1 years. At the time of the booking that resulted in their DRC placement, most clients (67.8%) had only a Class B misdemeanor or less serious offense, while only 29.2% had a new charge at that time. The median days in jail on the booking that resulted in DRC placement was one day. Additionally, DRC participants had a median of one day between jail release and DRC intake.

The available records show that 82.5% of clients had at least one case manager contact, with a median time of 3.6 days between contacts. One in ten (10.8%) participants had a substance abuse assessment completed by ARS. One in five (19.1%) participated in Interim Group Services (IGS) provided by ARS and 16.8% received treatment through Salt Lake County Substance Abuse Services providers. Only 7.8% of DRC clients had a scheduled appointment with the on-site representative from the Department of Workforce Services (DWS).

Approximately one-third (35.6%) of DRC participants had urinalysis (UAs) records. It should be noted that not all participants are required to submit drug tests. Only 32.7% of clients with UA records had any positive tests; however, nearly all of these clients (93.4%) had one or more missed tests.

Of those clients who reported to the DRC, nearly half (48.7%) were unsuccessfully discharged from the program. Factors associated with increased odds of unsuccessful discharge were: having a property or drug offense on the booking that resulted in the DRC placement, delayed reporting to the DRC after being released from the jail, and being released from the jail on an overcrowding release (OCR).

Almost half (48.3%) of all DRC participants had at least one jail booking after their DRC intake date, with 23.7% of successful completers having a new booking following DRC exit compared to 51.3% of unsuccessful participants. Factors associated with increased odds of having a new jail booking were: having a drug or property offense at the booking resulting in the DRC placement and having a more severe degree of offense at that booking. Contacts between clients and their case managers lowered the odds of a future jail booking by almost half. Although nearly half of DRC participants had a new jail booking, only 37.9% of them had a new charge at the time of that booking. Therefore, fewer than one in five (18.3%) DRC participants had a new charge that resulted in a jail booking after entering the DRC.

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Evaluation of the Salt Lake County Day Reporting Center December 2006

Introduction and Background

The Utah Criminal Justice Center (UCJC) at the request of Gary K. Dalton, Director of Salt Lake County Criminal Justice Services (CJS), is conducting an independent evaluation of the Salt Lake County Day Reporting Center (DRC). This report covers descriptive and outcome analyses of DRC clients from program inception through December 18, 2006.

In 2003 a task force was created to examine issues surrounding overcrowding at the Salt Lake County Metro Jail. The task force contacted Alan Kalmanoff and staff at the Institute for Law & Policy Planning (ILPP) based in Berkeley, California to conduct a comprehensive assessment of the jail. In the final report, released in 2004, Kalmanoff claimed that only 31% of inmates who were eligible for release were actually being released from the jail. One of many suggestions made within this report for reducing jail overcrowding was the creation of a Day Reporting Center (DRC) in Salt Lake County to establish a streamlined process for diverting low-risk inmates from the jail.

Nationally, there has been a growing movement to expand treatment-centered alternatives to incarceration, especially in tight economic times (Wool & Stemen, 2003). Although research regarding the effectiveness of DRCs in reducing recidivism has found mixed results, a growing body of literature does support this claim (Byrnes & Van Vleet, 1998; Martin, Lurigio, & Olson, 2003; McBride & VanderWaal, 1997; McDevitt & Miliano, 1992). In addition to the possibility of reducing recidivism, a number of studies have found DRCs to be, at the very least, a less expensive alternative to incarceration (Craddock, 2004; Parent, Byrne, Tsarfaty, Valade, & Esselman, 1995) and an effective method of relieving jail overcrowding.

The Salt Lake County Day Reporting Center (DRC) officially opened in December of 2005. The DRC provides an alternative to traditional incarceration for both pre- and post-adjudicatory offenders who are current or potential inmates in the Salt Lake County Metro Jail. The program assists non-violent misdemeanor and felony offenders reintegrate into the community and fulfill their court-ordered obligations through intensive case management and a variety of treatment and employment resources.

Scope and Methodology of the Evaluation

The objective of this study was to evaluate the effectiveness of the DRC. Because the DRC has been in operation for such a short period of time, it is primarily a process and immediate outcomes evaluation. The objective was met through the following evaluation questions:

1. Who does the DRC serve?
2. What services are the DRC and partnering agencies providing?
3. Are DRC clients remaining drug free while in the program?
4. How many participants are unsuccessfully discharged from the program? How do they differ from those who successfully complete the program?
5. How many participants return to the Salt Lake County Metro Jail, both during and after DRC? How do they differ from those who do not?

Data to answer the research questions was collected from several agencies' records. Information on DRC participation, intake and exit dates, exit status, class attendance, DWS service utilization, urinalysis testing, and case manager contacts came from electronic and paper files at Criminal Justice Services (CJS). Because CJS is in the process of implementing a new data system, C-track, several measures were pulled from additional electronic data files as well as individual client paper files maintained by the three DRC case managers. Interim group attendance records and client characteristics for that group were obtained from a database managed by Assessment and Referral Services (ARS). DRC clients' substance abuse assessment and treatment data were queried from datasets maintained by Salt Lake County Substance Abuse Services. Records on the jail bookings that resulted in clients' DRC placements, as well as any subsequent bookings were pulled from JEMS records managed by the Salt Lake County Sheriff's Office. JEMS records also provided clients' demographics (date of birth, gender, and ethnicity), as C-track records were not complete on these items.

Data from the various sources were cleaned and linked to each other using a unique study identifier. Due to the use of different identifying variables in each of the records obtained from participating agencies, the data required careful matching on several variables to ensure accuracy. The combined datasets were imported into the Statistical Package for the Social Sciences™ (SPSS 14.0) for analyses. Descriptive analyses were run on variables describing DRC participants and program characteristics. Comparisons were made between those who successfully and unsuccessfully exited the DRC using parametric and non-parametric tests, based on the distribution of the data. Comparisons were also made between those with a subsequent jail booking as well as those without. These univariate tests resulted in two logistic regression analyses: one examining the factors that are related to unsuccessful discharge from the DRC and one examining the factors that are related to subsequent jail bookings after entering the DRC.

Results

Day Reporting Center Clients

This report covers all clients (692) who were recorded in the DRC database from the program's inception through October 16, 2006. Of these clients, 25 clients entered the DRC twice during this time period and 85 clients were recorded in the database but never initiated contact with the DRC. DRC referral source information was recorded for 679 of the 692 clients (98.1%). Of these clients, 530 clients (76.6%) were released from the Salt Lake County Metro Jail due to overcrowding, eight clients (1.2%) were referred by Adult Probation and Parole, and 121 (20.4%) were court ordered to the DRC. Most clients who were referred to the DRC a second time were either released from the jail due to overcrowding (18 clients) or court ordered to participate (6 clients) in the program.

During the evaluation period, a total of 225 clients were assigned to case manager Chris Brown, 258 to Brent (Bubba) Leake, and 229 to Kent Cameron. As shown in Table 1, the average case manager caseload during the evaluation period was 65 clients per case manager, with a minimum of 39 (January 2006) and a maximum of 92 clients in September 2006. Monthly case manager caseload sizes were generated by calculating the number of clients that were active on each case manager's caseload at any point during each month. This means that any client who was active for at least one day during a month would count toward their case manager's total caseload for that month. In addition, clients who never initiated contact with the DRC were not excluded from these calculations and therefore may somewhat exaggerate the actual case manager workload.

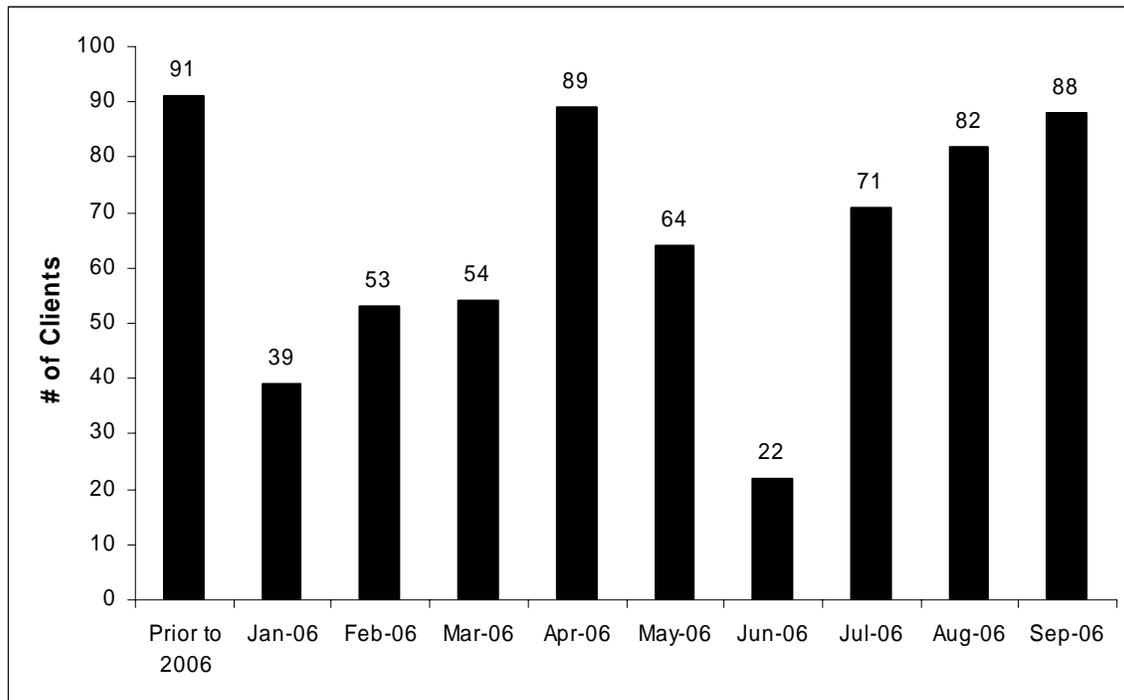
Table 1 Case Manager Caseload
(January 2006 thru September 2006)

	Chris Brown	Kent Cameron	Brent Leake	Average Caseload	Total # Clients
January	44	39	42	42	125
February	51	53	54	53	158
March	56	61	54	57	171
April	67	66	67	67	200
May	71	73	79	74	223
June	58	57	69	61	184
July	70	65	72	69	207
August	75	84	85	81	244
September	92	80	73	82	245
Average	65	64	66	65	195

Approximately 200 clients were active in the DRC during a given month; however these figures ranged from 125 (January 2006) to 245 (September 2006). Each month saw an

influx of new clients ranging from only 22 new clients in June to 89 new clients in April. As seen in Figure 1, the number of new clients entering the DRC per month has consistently stayed above 50 clients since February 2006, with the exception of June.

Figure 1 New Clients by Month



Of the 692 clients recorded in the DRC database, 74 (10.4%) were still active in the program as of December 18, 2006, 270 (39.0%) were successfully terminated, 341 (49.3%) were unsuccessfully terminated, and seven (1.0%) left the program for other reasons¹. The most common reasons for unsuccessful termination were failure to comply with program and/or court requirements, absconding, and failing to appear in court.

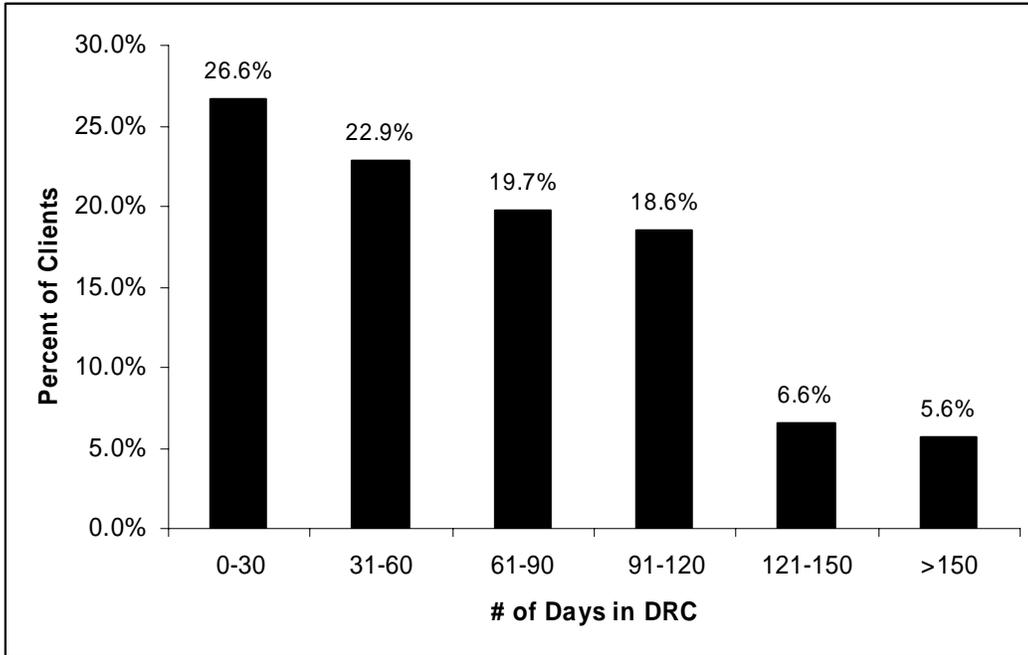
The total number of days clients spent in DRC on their first DRC placement ranged from less than one day to 321 days. These clients spent an average of 69.7 days in DRC; however, nearly half (49.5%) spent sixty days or less. One quarter were in the program for 29.5 days or fewer and 75% were in the DRC for 97 days or fewer. Unsuccessfully terminated clients had a median of 72.5 days in DRC compared to 50 days for successfully terminated clients. This difference was statistically significant². Clients who entered the DRC twice spent an average of 47.7 days during the second DRC placement, with length of time in program ranging from less than one day to 117 days. Number of

¹ Three were inappropriately released to DRC, two were revoked by the judge prior to starting DRC, one was revoked by AP&P prior to starting, and one was never actually referred to DRC, despite being listed in the program records. These clients were excluded from analyses regarding program outcome.

² Median test $\chi^2 = 15.57, p < .001$

days in DRC was only calculated for those clients who are no longer in the DRC and did not include those clients who never initiated contact with the DRC.

Figure 2 Number of Days in DRC



Demographics

The majority of DRC clients were male (487, 70.2%) and White (488, 71.2%). Seventeen percent (16.9%) of clients were Hispanic, 5.7% African American, 3.4% Native American, 2.0% Pacific Islander, and 0.7% Asian (5 people). Racial information was missing for 1.0% of clients. Clients ranged in age from 18 to 81 years old, with a median age of 30.1 years old. One-quarter (25%) of clients were 23.8 years old or younger, while 75% were 39.9 or younger. Age information was available for all clients. Figure 3, on the follow page, shows the distribution of client age at intake.

The largest percentage of clients (38.3%) resided in Salt Lake City at the time of referral to DRC³; however, a considerable number of clients lived in the south end of the valley. Table 2, on the following page, presents the client location distribution. Additionally, a number of clients (9%, 62 clients), some of whom were included in the location percentages in Table 2, were identified as homeless in at least one data source.⁴

³ Client address was compiled from Salt Lake County Metro Jail records.

⁴ Homeless status was indicated in the Salt Lake County Metro Jail records, paper CJS records, and the Assessment and Referral Services (ARS) database.

Figure 3 Client Age at DRC Intake

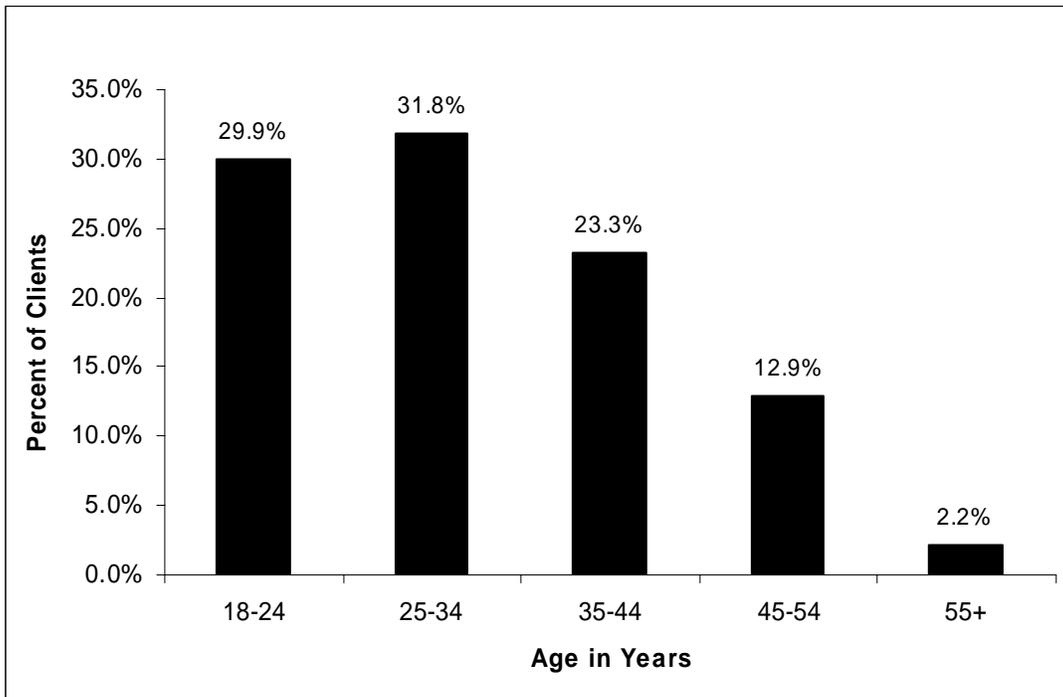


Table 2 Client Location

Client Location	Clients	
	N	%
<i>Salt Lake County</i>		
Salt Lake City	273	40.3%
South Salt Lake	9	1.3%
West Valley City	93	13.7%
Magna	32	4.7%
Holladay/Murray City	42	6.2%
Midvale	31	4.6%
West Jordan/South Jordan	43	6.3%
Sandy	33	4.9%
Kearns	27	4.0%
Taylorsville	27	4.0%
Cottonwood Heights	2	0.3%
South Valley	23	3.4%
<i>Outside Salt Lake County</i>		
Davis County	9	1.3%
Tooele County	7	1.0%
Utah County	10	1.5%
Other	17	2.5%

*Address information was available for 98% (678 out of 692) of clients

Jail Booking Prior to DRC Intake

The Salt Lake County Metro Jail database (JEMS) was queried for DRC clients' booking records. The majority (667, 96.4%) had a booking in the period leading up to their DRC intake date. Of those, 29.2% had at least one new charge during that jail booking⁵; the remainder had other booking types, such as warrants, commitments, and holds. Up to seven offenses were recorded for each booking and DRC clients were flagged if any of their offenses were property, person, drug, or DUI. Table 3, below, shows what percent of bookings included at least one offense that fell into these four categories. Bookings could be flagged on multiple offense categories if the booking included several types of offenses.

Table 3 Offenses Present at Jail Booking Prior to DRC Intake

Offense Type	Percent
Person	10.5%
Property	34.0%
Drug	34.9%
DUI	14.8%

The most severe degree of offense⁶ was also recorded. The majority (63.8%) of DRC clients had Class B misdemeanors as their most severe offense, while only 9.8% had felony offenses. Figure 4, on the following page, shows most severe offense degree at the jail booking prior to DRC intake.

Time spent in jail on the booking immediately prior to DRC placement ranged from zero to 838 days. Most individuals at the higher end of this scale were serving jail commitments prior to their release. One-quarter (25%) of the clients spent less than one day in jail on the jail booking prior to DRC intake, while 50% spent one day or less and 75% spent 16.75 days or fewer. DRC participants who had a successful exit status had a median of two days in jail on the booking prior to DRC intake. Unsuccessful participants had a median of zero days. This difference was statistically significant⁷.

Three-quarters (75%) of DRC participants entered the DRC within three days of being released from the jail, with half reporting within one day and 25% reporting on the same day. Days from jail release to DRC intake also varied significantly⁸ by participants' exit status. Participants who ultimately were successfully released from the DRC had a median of one day between jail release and DRC intake compared to two days for the unsuccessfully discharged group. Furthermore, 75% of successful clients initiated contact within two days of jail release, compared to four days for unsuccessful clients.

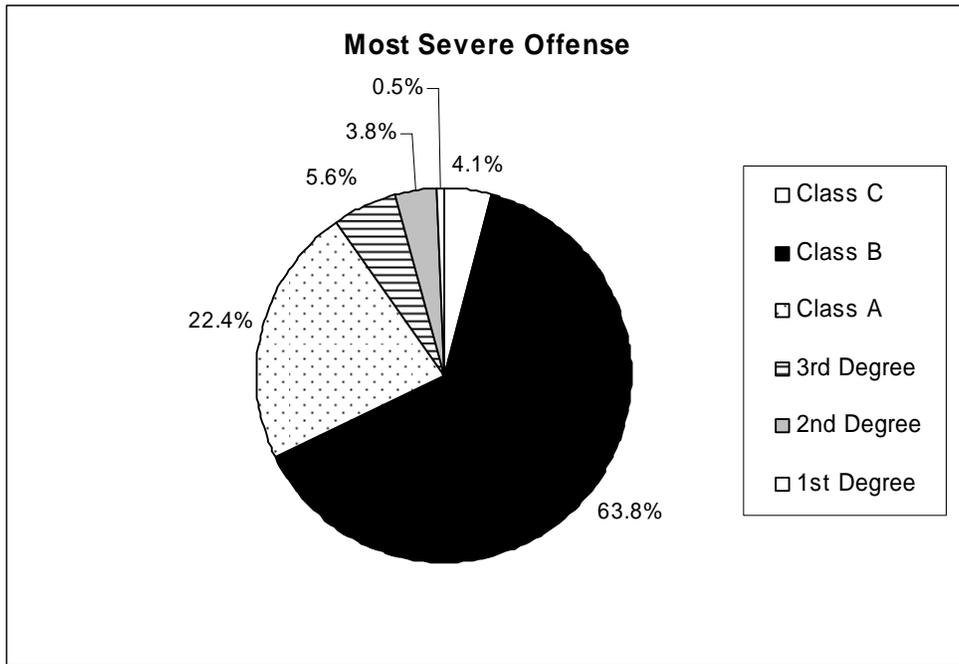
⁵ 4% of jail bookings were missing data on booking type.

⁶ Offenses included in jail bookings included new charges, as well as commitments, holds, and warrants on earlier offenses. The degree severity data reflects all offenses listed at booking.

⁷ Median test $\chi^2 = 9.880$, $p < .005$

⁸ Median test $\chi^2 = 31.30$, $p < .001$

Figure 4 Most Severe Offense at Jail Booking Prior to DRC Intake



DRC Participation

Supervision

Nearly every client who reported to the DRC (501 of 607, 82.5%) had at least one contact with their case manager recorded in CJS records. Total client contacts were gathered from a variety of sources, including Case Notes and Supervision Contacts tables in C-track and paper client files at CJS. Case manager contacts for individual clients ranged from one to 102 and included in person and phone contacts, as well as those that were unidentified⁹. Phone contacts were more common than in person, with half of the DRC clients having 70-100% of their contacts by phone. Accordingly, half of the DRC clients had 25% or fewer of their case manager contacts in person. Figure 5, on the following page, shows the distribution of case manager contacts by phone and in person. This distribution includes clients who may have had only one contact recorded; therefore, 100% of their contacts would be either in person or by phone.

Median time between case manager contacts for the 419 clients with more than one contact was 3.6 days, with 25% having a contact every 1.9 days or more often and 75% having a contact every 7.0 days or more often. This indicates that among those with case manager contacts, the vast majority of clients were checking in at least once a week. Figure 6, on the following page, shows the frequency of case manager contacts for this group.

⁹ Example: CJS records indicated “client checked in today” but in person or by phone was not specified

Figure 5 Distribution of Client Contacts with Case Managers

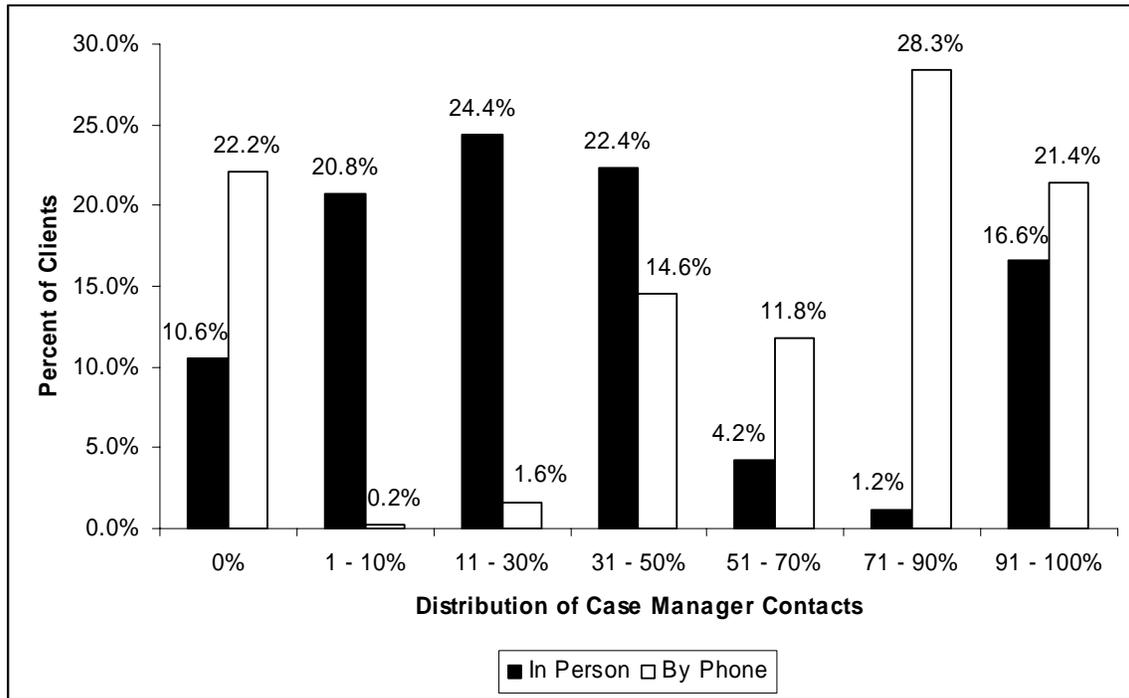
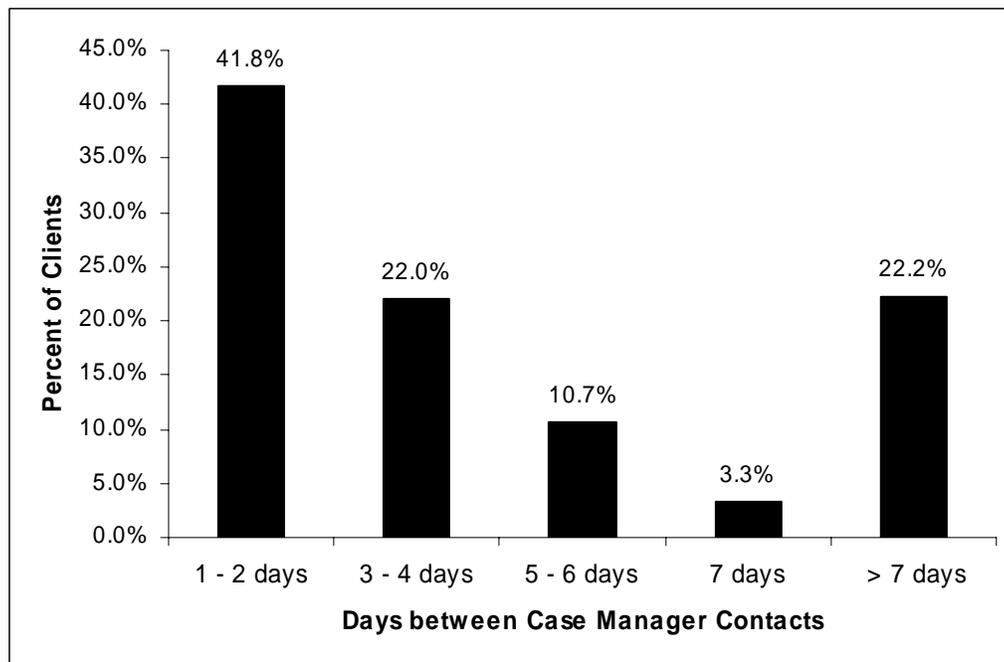


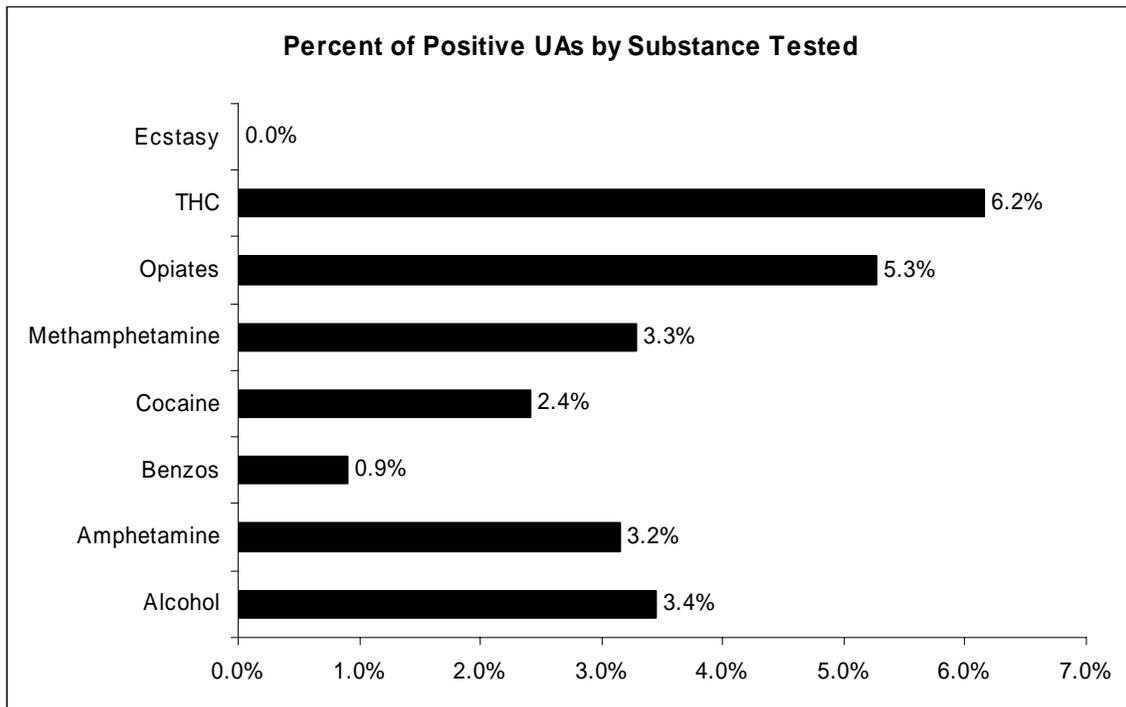
Figure 6 Frequency of Case Manager Contacts



Over one-third (35.6%, 216 of 607) of DRC participants had at least one urinalysis test (UA) recorded in CJS records. Of those, 211 had UAs during their first DRC placement

and five had UAs during their second DRC placement. However, not all clients were required to submit to drug testing, only those who were required by court order or identified as requiring that level of supervision. Over the course of just over one year, 4,322 UAs were conducted on DRC clients. Each was recorded by the substance(s) included in the test. The following figure (Figure 7) shows the percent of tests identified as positive of all the tests that were conducted for each drug. For example, none of the tests for ecstasy were flagged as positive; however, over 5% of tests for THC and opiates were identified as positive. Of all tests, 4.7% (202) were positive and nearly half (41.2%, 1,782) were missed.

Figure 7 Percent of Positive Tests by Substance



The number of UAs an individual participant submitted ranged from one to 96, varying by length of time in the program. DRC participants who had UAs during their first DRC placement (N=211) were scheduled to test as often as once a day to just under once a week. Figure 8, on the following page, shows how often these clients were scheduled to submit UAs, on average. Over two-thirds (67.3%) of those with UAs had no tests flagged as positive. However, only 6.6% of participants with scheduled UAs did not miss any. Figure 9, also on the following page, shows the percent of scheduled UAs missed by clients. Nearly half (41.7%) missed half or more of their scheduled UAs.

Figure 8 Frequency of Urinalysis Tests

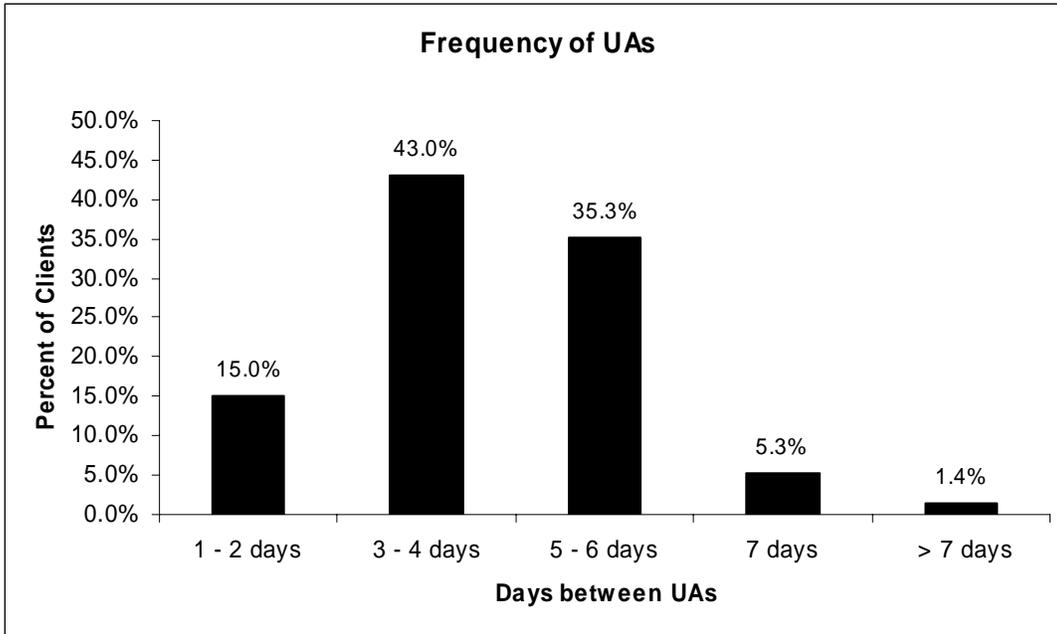
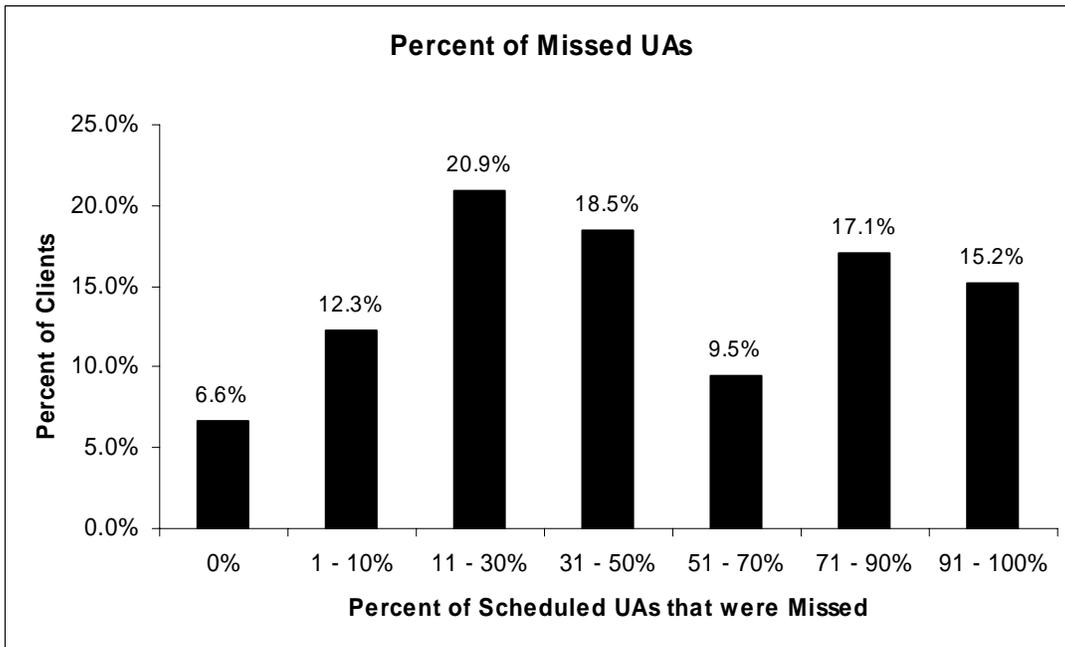


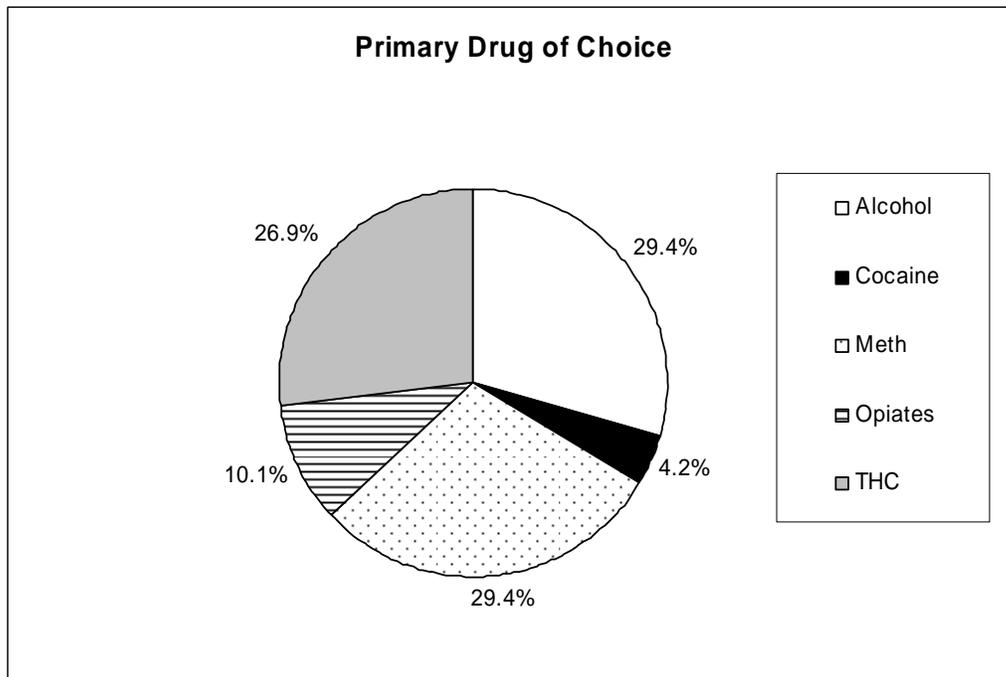
Figure 9 Percent of Missed Urinalysis Tests



Only 119 (17.2%) DRC participants had a self-reported drug of choice recorded in the C-track database. Of those, the largest percentages indicated methamphetamine (29.4%) and alcohol (29.4%) as their primary drug of choice. Figure 10, on the following page, displays the distribution of drug of choice for those 120 DRC participants with data. Of the persons with an identified drug of choice and UAs recorded during their first DRC

placement (N = 117), 40.2% were tested for their primary drug of choice on at least half of their UAs. Over one-fifth (21.4%) had greater than three-quarters of their UAs tested for their self-identified primary drug of choice. These data indicate that among those participants with drug of choice data, an appropriate percentage of UAs were being conducted to specifically test for these drugs. Less than a quarter (24.0%) of clients with tests for their primary drug of choice had any flagged as positive.

Figure 10 Self-Reported Primary Drug of Choice



Services

Criminal Justice Services (CJS)

Only 24 (3.5%) DRC clients had a record of attending any classes conducted by Criminal Justice Services. This is not surprising considering that treatment services for DRC clients is to be provided primarily by Salt Lake County Substance Abuse Services and their contracted agencies.

Department of Workforce Services (DWS)

A total of 54 (7.8%) DRC clients made appointments with the on-site representative from the Department of Workforce Services (DWS) during their first DRC placement, with an additional one client having a DWS appointment recorded during his second DRC placement. Of the 54 clients, just over half (55.6%) showed up for their appointment. The median time between clients' intake date and their scheduled DWS appointment was 13 days, with 25% of appointments scheduled within 3.8 days of intake and 75% scheduled within 33.3 days. Out of those who actually met with the DWS representative, median

time from intake to appointment was also 13 days, with 25% of appointments occurring within 4.8 days of entering the DRC and 75% occurring within 35.8 days of entering the DRC.

Assessment and Referral Services (ARS)

Interim Group Services (IGS). Assessment & Referral Services (ARS), through a contract with Salt Lake County Division of Substance Abuse, provides clinical assessments and referrals of DRC clients to county treatment providers, as well as Interim Group Services (IGS), which provide individuals with group services while awaiting access to treatment. Both services are located on site at the Day Reporting Center. Each IGS is one hour long and is held twice per day, Monday through Friday. ARS describes the objectives of IGS as following:

- (i) To provide general emotional support while awaiting treatment; (ii) to increase motivation for treatment through Motivational Interviewing philosophies; and (iii) to decrease the risk of harm to those individuals who have not yet been able to achieve abstinence. Individuals are encouraged to discuss any issues they are experiencing that present as either barriers to achieving abstinence or barriers to accessing and following through with treatment. Slips, lapses, relapses and continued use are consistently addressed. Facilitators work to create discrepancies in individuals' goals and behaviors while maintaining a supportive atmosphere where their efforts are praised and the difficulty of change is openly acknowledged.

Fewer than one-fifth (132, 19.1%) of clients participated in IGS while in the DRC. Clients attended a median of four groups while in the DRC, with total number of groups attended per client ranging from one to 67. Of the clients who attended IGS groups, half started attending groups within five days of their DRC placement, with 75% starting within ten days of their DRC placement and about 90% within the first month. The median number of days between groups was 4.0 days; meaning that, on average, clients attended groups slightly less than twice a week. One quarter of clients attended these sessions as frequently as every 2.6 days or more often, while 75% of the group attended sessions at least every 6.0 days.

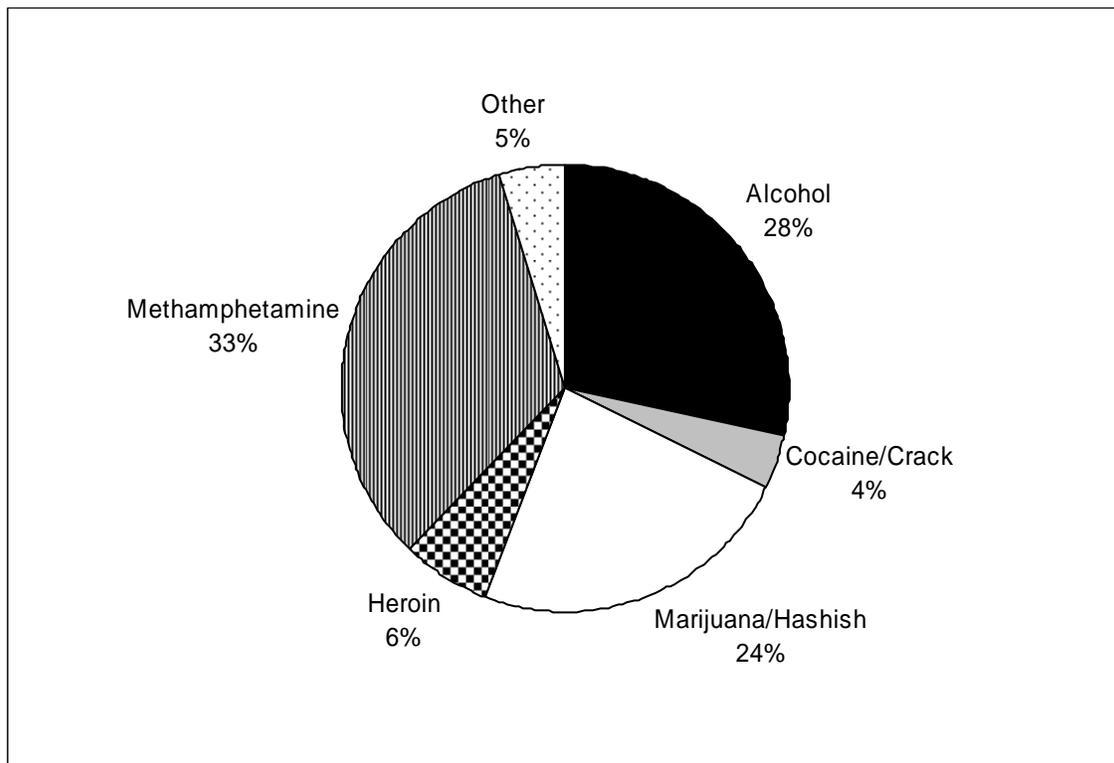
Clients who attended IGS for the first time were asked to complete a brief intake with a co-leader to gather demographic data, stable living situation issues, and data regarding their drug(s) of choice. Most of the DRC clients who attended IGS were male (70.5%) and White (77.4%), with a median age of 30.4 years. Although only a small group of DRC clients received services from IGS, they were similar in gender, age, and race/ethnicity to the overall DRC group. Over half (55.6%, 69 clients) of IGS attendants had at least a high school diploma or the equivalent and 14 clients (11.2%) reported completing at least some college. More than half of clients reported never being married (56.1%), 9.8% were married, 9.8% separated, 22.0% divorced, and 2.4% widowed.

Slightly more (55.3%) clients had at least one child than did not, with the number of children per client ranging from zero (55 clients) to nine (1 client).¹⁰

Only slightly more clients were employed (48.4%) than were unemployed (45%) and three-quarters (75.9%) of employed clients were employed full-time. Just over half (51.2%) of clients identified themselves as financially dependant upon another person and indicated that they were not paying their own rent. The majority of clients (85.8%) reported at least one arrest during the six months prior to starting IGS sessions; however, this number most likely included the arrest that resulted in their DRC placement. Forty-four clients (38.1%) had at least two arrests and one client reported eight arrests during this time period.

As seen in Figure 11, the most frequently identified drugs of choice (DOC) for IGS clients were methamphetamine (33.1%), alcohol (28.3%), and marijuana/hashish (23.6%).¹¹ This is a similar distribution of drug of choice as found in the C-track records. However, there was considerable overlap between the two groups with 51.2% (65 of 127) of clients with drug of choice recorded in IGS records also having a drug of choice recorded in C-track.

Figure 11 First Drug of Choice for IGS Participants

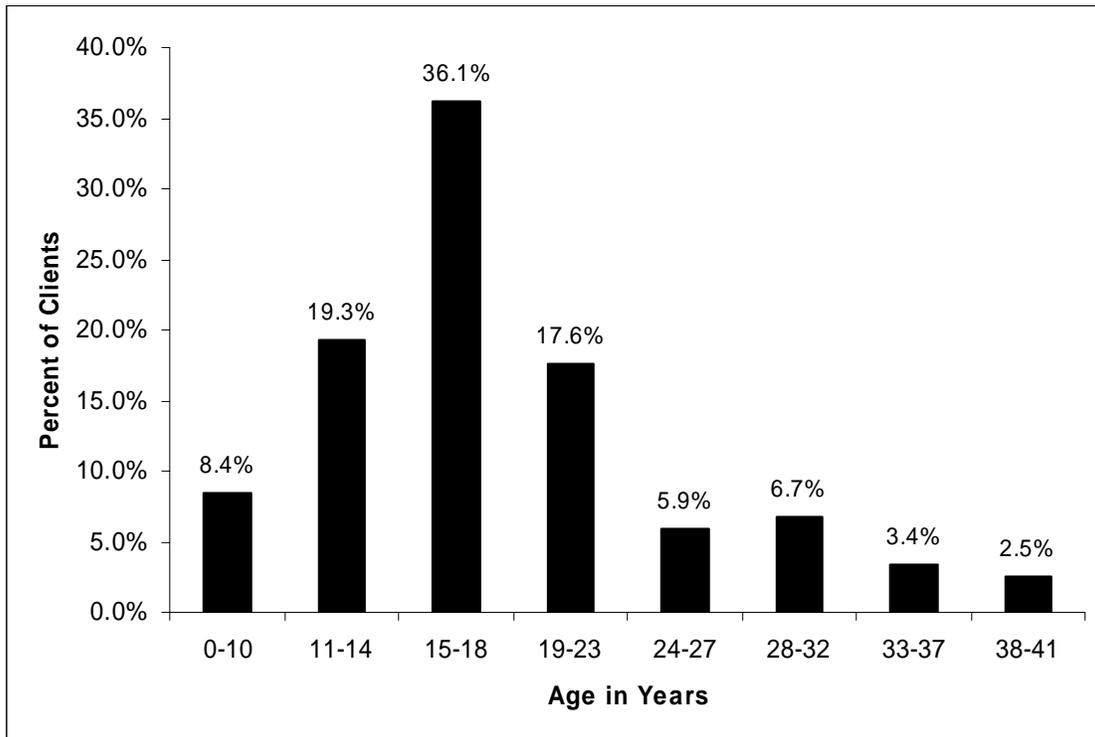


¹⁰ Most clients attending IGS sessions provided background information on themselves, such as highest level of education completed (93.9%), total number of children (93.2%), number of arrests in the past 6 months (85.6%), marital status (93.2%), and employment status (90.9).

¹¹ Drug of choice (DOC) was reported by 127 of the 132 IGS clients (96.2%).

Over three-quarters (81.1%) of IGS clients reported never using a needle to administer drugs and almost half (48.4%) identified smoking as their preferred method of drug use. Over half (52.1%) of clients reported trying their first drug of choice prior to their 18th birthday. Figure 12 shows the distribution of client age at the time of first use of their DOC. Reported number of years using DOC ranged from one year (4 clients) to 50 years (1 client), with an average of 10.8 years of DOC use. Slightly more than half (54.1%) of clients reported no DOC use during the past 30 days; however, 14.8% reported daily DOC use during the same time period.

Figure 12 Age of First DOC Use for IGS Participants

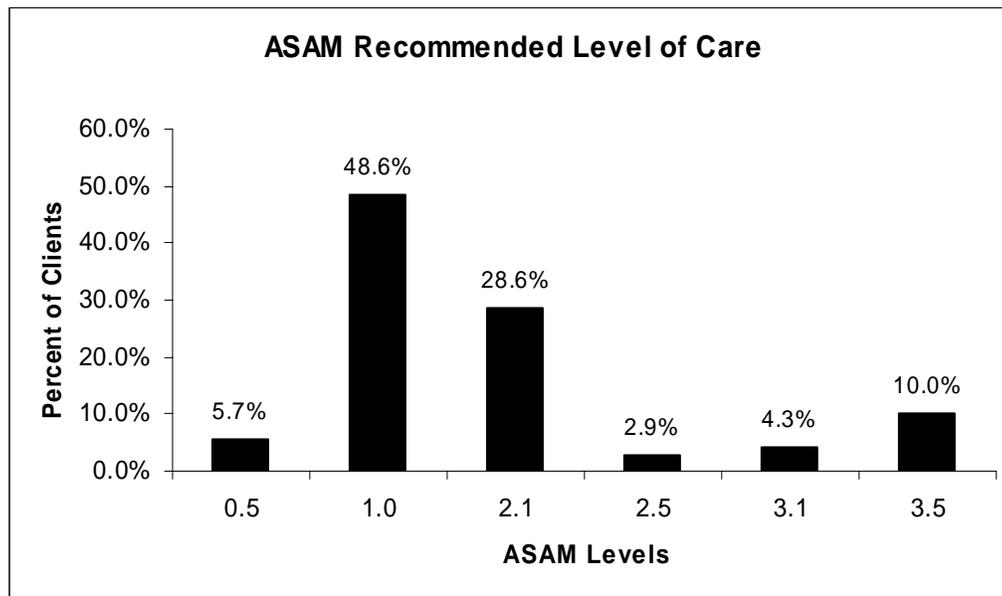


A majority of IGS clients noted previous substance abuse treatment, with 68.9% reporting participation in at least one other program prior to participating in IGS groups. About one-third (34.1%) of clients claimed to have been diagnosed with a psychological/emotional problem and 11.1% reported being medicated for these problems.

Substance Abuse Assessments. Only one in ten (10.8%, 75) DRC clients had a substance abuse assessment conducted by ARS while in the DRC. Records on DRC clients' substance abuse assessments were collected from Salt Lake County Substance Abuse Services records. Assessments conducted by ARS consisted of the Addiction Severity Index (ASI) and a clinical interview by an appropriately licensed staff member. Additionally, the American Society of Addiction Medicine (ASAM) Placement Criteria is used to determine the necessary level of care.

One-quarter of clients were assessed within the first 11 days of entering the DRC, with half having their assessment within two weeks and 75% of client assessments within the first month. Recommended level of care ranged from early intervention (ASAM level 0.5) to high intensity residential (ASAM 3.5). The following figure (Figure 13) shows the recommended level of care from clients' assessments. The majority of assessments recommended that clients enter outpatient (48.6%) or intensive outpatient (28.6%) treatment. Five clients (6.7%) did not have a recommended level of care recorded in the database. Nearly every (96.0%) assessment resulted in a referral to a treatment provider.

Figure 13 ASAM Recommended Level of Care from Assessments



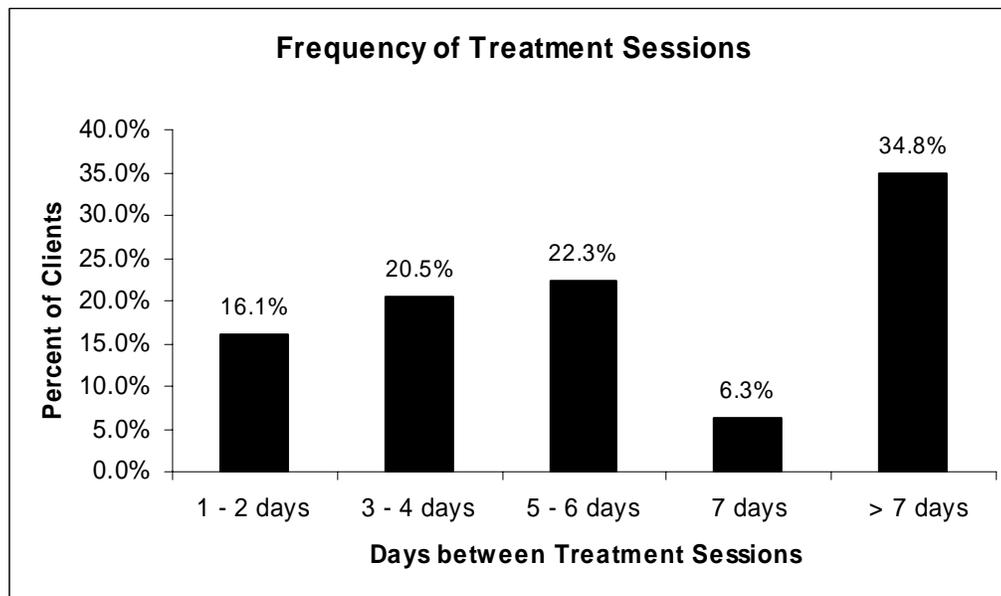
Salt Lake County Substance Abuse Services

Substance abuse treatment provided by Salt Lake County Substance Abuse Services and contracting agencies was recorded in multiple formats. For this report, DRC clients' treatment data was collected from the county's main database (UWITS), as well as a database of billing records (hereafter referred to as service data). One-hundred sixteen (116, 16.8%) DRC clients had substance abuse treatment at some time during their DRC participation. Most (112) had service data, while only 36 had treatment data in UWITS. There was some overlap between the record systems, with 32 clients having records in both. Most of the clients who had UWITS data also had service data (32 of 36).

Service Data. Of the 112 DRC participants who had county treatment service attendance while participating in the DRC, about half (41.1%) had started treatment prior to their DRC intake, but continued treatment during DRC participation. The remainder (58.9%) began substance abuse treatment while active in the DRC. Median time from DRC intake to their first treatment session was two weeks, with 25% beginning treatment within 10 days and 75% beginning treatment within 29 days. Total number of treatment sessions

ranged from two to over 300, with 25% of clients having four or fewer sessions, half having seven or fewer, and 75% having 21 or fewer. Median days between treatment sessions was 5.9, with 25% of clients having sessions every 3.8 days or more often, and 75% having sessions every 11.2 days or more often. Figure 14, below, shows frequency of treatment sessions.

Figure 14 Frequency of Treatment Sessions



UWITS. For the 36 individuals who had treatment data in *UWITS*, treatment episodes ranged from one to four. Time from DRC intake to treatment admission ranged from three to 123 days, with 25% entering treatment within 22 days or less, half entering treatment within 42 days or less, and 75% entering treatment within 68 days. ASAM level of care was only recorded for half of this group (N = 18). Among those, level 1.0, outpatient was the most common type of treatment. The most frequently used providers were Valley Mental Health, Family Counseling Center, Volunteers of America, and First Step House. Under half (38.9%) of the clients with *UWITS* data had been discharged from their first treatment episode at the time of data collection. Among those, over half (64.3%) had a negative discharge status, such as “left treatment against provider recommendation.” Days in these clients’ first treatment episode recorded in *UWITS* during their DRC placement ranged from two to 122 days, with half being in treatment for 15 days or fewer. This information is provided for description only, as so few DRC participants (36 of 492) had substance abuse treatment episodes recorded in *UWITS*.

DRC Outcomes

Exit Status

As indicated in the DRC Clients section of this report, 270 clients were successfully terminated and 341 were unsuccessfully terminated, for a success rate of 44.2% (270 of

611). If only considering the subset of individuals who reported to the DRC at least once, the success rate was 51.3% (270 of 526). Out of the available data, several factors that are commonly related to criminality and program failure in criminal justice literature were examined in relation to DRC exit status. The following table (Table 4) shows all the variables that were examined in relation to exit status in univariate tests of significance. No demographic characteristics were significantly related to exit status; however, several measures from clients' jail booking just prior to DRC intake were significantly related to DRC exit status. For example, a greater percentage of DRC clients who were ultimately unsuccessfully discharged from the program had new charges at the jail booking prior to DRC intake, as well as property and drug offenses. Clients who were unsuccessfully discharged from the program were also more likely to have been released to the DRC on an overcrowding release (OCR) and spend fewer days in jail on that booking. Successful clients had fewer days between jail release and DRC intake and were also more likely to have DUI offenses on the booking prior to DRC intake.

Table 4 Factors Examined in Relation to DRC Exit Status

	Group	
	Successful (N = 270)	Unsuccessful (N = 341)
<i>Demographics</i>		
Age at Intake*	30.1	30.1
Male	70.4%	69.2%
White	30.0%	28.7%
<i>Criminal Justice Measures**</i>		
Most Severe Degree*	Class B	Class B
New Charges^	22.6%	29.3%
Person Offenses	7.8%	10.9%
Property Offenses^	28.1%	37.2%
Drug Offenses^	27.8%	37.8%
DUI Offenses^	18.5%	10.3%
Days in Jail*^	2	0
Days Jail Release to DRC Intake*^	1	2
OCR Release to DRC^	73.9%	83.2%

*Medians are presented for these items
**Criminal Justice Measures are from booking prior to DRC Intake. See text for full description
^Univariate test significant at $p < .05$

The factors that were significantly related to DRC exit status on the univariate tests were loaded into a logistic regression equation to see which factors were still significantly related to exit status once they were all taken into account concurrently. Table 5, on the following page, shows the factors that remained significantly related to DRC exit status.

DRC participants who were identified as having been released to the DRC on an overcrowding release (OCR) were nearly 90% more likely to be unsuccessfully discharged from the DRC than those who were court ordered to the DRC. Participants who had drug offenses on the jail booking immediately prior to DRC intake were 75%

more likely to be unsuccessfully discharged from the DRC, while those with property offenses were 50% more likely to be unsuccessfully discharged. Lastly, each additional day between jail release and DRC intake was associated with a 25% increase in likelihood that a participant will be unsuccessfully discharged from the DRC. Two factors that had a relationship with DRC exit status at the univariate level, having a new charge on the jail booking prior to DRC intake and number of days in jail on that booking, did not remain significant in the regression model. Although the regression model examining DRC exit status was statistically significant and properly fit the data¹², the entire model only accounted for approximately 12.4% of variance in DRC outcome status. This indicated that other predictors, not included in the model, considerably influenced DRC exit status.

Table 5 Logistic Regression Model Predicting Unsuccessful Exit Status

Variable	B	S.E.	Wald's χ^2	Sig.	Odd's Ratio
Property Offense	0.423	0.193	4.832	0.028	1.527
Drug Offense	0.561	0.193	8.456	0.004	1.752
Days Jail Release to DRC Intake	0.221	0.047	21.702	0.000	1.247
OCR Release to DRC	0.637	0.229	7.700	0.006	1.890

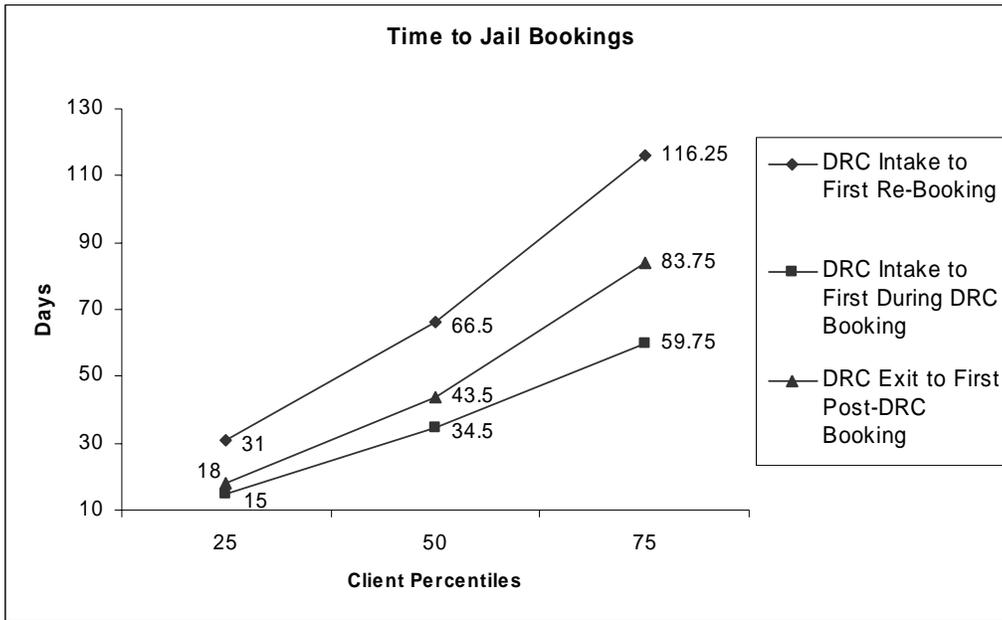
New Jail Bookings

Another outcome examined in relation to client characteristics and DRC participation was subsequent bookings in the Salt Lake County Metro Jail after entering the DRC program. This included any new booking after a client's DRC intake date, including both during DRC and after DRC exit. This methodology was used to increase the sample size for the analysis, as active participants were also included. Re-bookings in the Salt Lake County Metro Jail do not necessarily indicate new charges; however, jail bookings are an appropriate outcome measure inasmuch as they represent future contact with and cost to the criminal justice system.

Half (48.3%, 334) of all DRC participants had a jail booking after their DRC intake date. For those with an exit date as well, 20.7% (128 of 618) had a jail booking during DRC participation and 39.5% had a booking after their DRC exit (for some clients this post-exit booking resulted in their second DRC placement). Of those with a jail booking after DRC intake (N = 334), 54.2% had only one, 29.0% had two, and 15.9% had three to seven (one person each had nine, twelve, and thirteen bookings). Median time from DRC intake to the first jail booking (for those who had one) was 66 days, with 25% of those with a new jail booking being re-booked within 31 days, and 75% being re-booked within 116 days. Figure 15, on the following page, shows the distribution of time to re-booking for all bookings after DRC intake, during DRC bookings, and bookings occurring after DRC exit. The distribution for post-DRC bookings represents days from DRC exit to the first post-DRC booking.

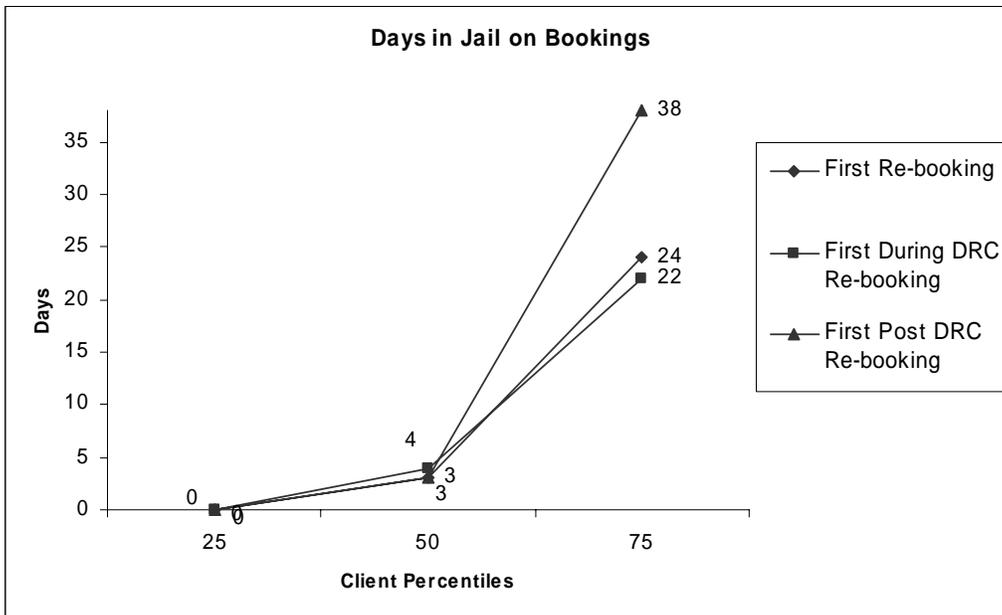
¹² Hosmer & Lemeshow $\chi^2 = 9.579$, $p > .05$

Figure 15 Time to First New Jail Booking



Persons who were re-booked into the jail following DRC intake spent a median of 3 days in jail. The following figure (Figure 16) shows the distribution of days in jail on the first booking following DRC intake (whether it was during or after DRC exit), as well as a break out of the distribution of time in jail on the first during DRC jail booking and post DRC booking.

Figure 16 Days in Jail on Bookings Following DRC Placement



As shown in Figure 16, time spent in jail did not vary much by whether the booking occurred during or after a clients' DRC placement. Regardless of when the first booking occurred following DRC intake, one quarter of the clients spent zero days in jail on that booking and half spent 4 days or fewer. Over one-third (37.9%) of subsequent jail bookings after DRC intake included at least one new charge. The proportion of during (36.8%) and post DRC (38.6%) bookings that included at least one new charge was roughly equivalent.

Univariate analyses were ran to determine which factors were significantly related to DRC clients having a new jail booking after entering the DRC (includes both during and post-DRC). All of the factors listed in Table 4 were examined, in addition to the DRC participation factors listed in Table 6, below. No demographic characteristics (age at DRC intake, gender, or minority status) were significantly related to having a new jail booking. Of the criminal justice measures listed in Table 4, most severe degree¹³, having a property¹⁴ or drug¹⁵ offense, not having a DUI¹⁶ offense, and days in jail¹⁷ on the booking prior to DRC intake were significantly related to having a new jail booking after entering the DRC. Specifically, among those who returned to jail after DRC intake, a greater percentage had a more severe degree of offense¹⁸ and property and drug offenses than those who did not return to jail, as well as more days in jail on the booking prior to DRC intake. A smaller percentage of those who returned to jail had DUI offenses than those who did not return to jail.

Table 6 Factors Examined in Relation to New Jail Bookings

	Group	
	No New Booking (N = 358)	New Jail Booking (N = 334)
<i>DRC Participation</i>		
Never reported to the DRC*	9.2%	15.6%
Has Recorded CM Contacts*	78.8%	67.0%
Has Urinalysis Testing	29.3%	32.6%
Attended CJS Classes	3.4%	3.6%
Attended Interim Group Services	18.4%	20.7%
Attended Substance Abuse Treatment	16.8%	16.8%
Utilized DWS Services	3.1%	5.7%

*Univariate test significant at $p < .05$

Two DRC participation factors were significantly related to new jail bookings: failure to report to the DRC and lack of recorded contact with DRC case managers. This relationship is not surprising, as failure to report to the DRC results in a warrant for a client's arrest and not reporting to the DRC precludes a client from having a case

¹³ Median test $\chi^2 = 12.785, p < .001$

¹⁴ $\chi^2 = 14.421, p < .001$

¹⁵ $\chi^2 = 21.108, p < .001$

¹⁶ $\chi^2 = 8.968, p < .005$

¹⁷ Median test $\chi^2 = 9.144, p < .005$

¹⁸ 39.1% had a Class A or higher, compared to 25.8% for those without a new booking

manager contact. However, it should be noted that 17.5% (106 of 607) of clients who reported to the DRC did not have any record of case manager contacts in their electronic or paper case files. Because of the high correlation between reporting to the DRC and having case manager contacts, having case manager contacts was the only DRC participation variable included in the regression analysis predicting new jail bookings.

Four variables were significantly related to having a new jail booking after DRC intake in the regression equation. They are presented in Table 7. Each increase in severity of the most severe offense at the booking prior to DRC intake was associated with a 30% increase in the likelihood of a future jail booking. For example, if the most severe offense at the booking prior to DRC intake was a Class B misdemeanor, that person was 30% more likely to return to jail after DRC intake than someone with a Class C, a person with a Class A would be 60% more likely, and a person with a 3rd Degree Felony would be 90% more likely. Persons with property offenses at their booking prior to DRC intake were 72% more likely to have a new booking, and those with drug offenses were over two times more likely to return to jail. One factor that was associated with decreased likelihood of a future jail booking was having recorded contact with a case manager. This decreased the likelihood of a future booking by 45%. Although all persons who reported to the DRC should have recorded case manager contacts, a fair percentage did not (17.5%). It is interesting to note that this group was more likely to have jail bookings after entering the DRC.

Table 7 Logistic Regression Model Predicting New Jail Booking

Variable	B	S.E.	Wald's χ^2	Sig.	Odd's Ratio
Most Severe Degree	0.266	0.108	6.090	0.014	1.304
Property Offense	0.542	0.18	9.093	0.003	1.719
Drug Offense	0.757	0.177	18.337	0.000	2.132
Has Recorded CM Contacts	-0.598	0.186	10.276	0.001	0.550

Discussion

During the time period covered in this evaluation, the Salt Lake County Day Reporting Center at Criminal Justice Services recorded 692 unique participants, with 25 participating in two DRC placements. The DRC had a success rate (persons successfully discharged from the program) of 44.2% for all persons recorded in their database and 51.3% out of those who reported to the DRC at least once during their placement.

1. Who does the DRC serve?

The DRC clientele during the evaluation period were primarily White (71.2%) and male (70.2%). Median age was 30.1 years. The most serious offense recorded for the booking that resulted in their DRC placement was a Class B misdemeanor or less for the majority of clients (67.8%). Only 29.2% had at least one new charge during that jail booking. The median days in jail on the booking that resulted in DRC placement was one day. Additionally, DRC participants had a median of one day between jail release and DRC intake.

2. What services are the DRC and partnering agencies providing?

Records for DRC participants' supervision and services utilized while in the program varied widely. The available records show that 82.5% of clients who reported to the DRC had at least one case manager contact, with a median time of 3.6 days between contacts. Very few (3.5%) attended CJS classes, which is not surprising as Assessment and Referral Services (ARS) and Salt Lake County Substance Abuse Services contracting agencies provided assessment and treatment for DRC participants. One in ten (10.8%) participants had a substance abuse assessment completed by ARS. One in five (19.1%) participated in Interim Group Services (IGS) provided by ARS and 16.8% received treatment through Salt Lake County Substance Abuse Services providers. Only 7.8% of DRC clients had a scheduled appointment with the on-site representative from the Department of Workforce Services (DWS); of those only 55.6% attended their scheduled meeting.

3. Are DRC clients remaining drug free while in the program?

Approximately one-third (35.6%) of DRC participants had urinalysis (UAs) records. It should be noted that not all participants are required to submit drug tests. Only 32.7% of clients with UA records had any positive tests; however, nearly all of these clients (93.4%) had one or more missed tests. Of those that were required to test, completion of testing was too low to accurately determine if clients were remaining drug free.

4. How many participants are unsuccessfully discharged from the program? How do they differ from those who successfully complete the program?

Of those clients who reported to the DRC, nearly half (48.7%) were unsuccessfully discharged from the program. Logistic regression analysis showed that clients with a property or drug offense on the booking that resulted in their DRC placement are at an increased risk of being unsuccessfully discharged. Each additional day between jail release and reporting to the DRC increases a client's odds of failure by 25%. Lastly clients who were released from the jail on an overcrowding release (OCR) at the time of their DRC placement were approximately 90% more likely to be unsuccessfully discharged from the DRC. Unsuccessful clients did not differ from successful clients on demographic characteristics.

5. How many participants return to the Salt Lake County Metro Jail, both during and after DRC? How do they differ from those who do not?

Almost half (48.3%) of all DRC participants had at least one jail booking after their DRC intake date. For those with an exit date as well, 20.7% had a jail booking during DRC participation and 39.5% had a booking after their DRC exit. Logistic regression analysis looking at the factors that influence likelihood of having a new jail booking after DRC intake found that clients who had a drug or property offense at the booking resulting in their DRC placement were at increased risk of having a subsequent booking into the jail. Having a more severe degree of offense at this initial booking was also associated with an increased likelihood of future jail booking. Contact between clients and their case managers was found to be one protective factor for participants, lowering the odds of a future jail booking by almost half. It should be noted that 17.5% of persons who purportedly reported to the DRC did not have any case manager contacts recorded in either their paper or electronic files.

Conclusion

Results from this evaluation of the Salt Lake County Day Reporting Center show a success rate of approximately 50%, based on clients' discharge status. Clients can be successfully discharged from the program when they meet the requirements outlined in their agreement, appear at their scheduled court date(s), or are transferred to another program. A lack of records prevented an analysis of DRC exit status by reason. Success rate based on clients' return to the Salt Lake County Metro Jail after DRC intake was also approximately 50%; however, less than half (37.9%) of these bookings involved new charges. DRC clients' subsequent jail bookings resulted in 3 day stays on average. A comparison between successful and unsuccessful clients on future jail bookings following DRC exit show that 23.7% of successful completers had a new booking following DRC exit compared to 51.3% of unsuccessful participants. This difference is statistically significant¹⁹ and supports a growing body of literature that suggests that time in DRC and successful completion have a positive impact on criminal justice outcomes (re-arrest and jail bookings) (Craddock, 2000; Martin, Lurigio, & Olson; 2003).

Next Steps. An appropriate comparison group should be identified once a sufficient follow-up period has passed. As the DRC program began providing services in late 2005, less than one year follow-up was available on the majority of participants at the time of this report. Although criminal justice literature suggests a follow-up period of at least 24 months (the length of time required to capture 75-80% of adult recidivism events; Barnoski, 1997), an outcome comparison with a one year follow-up period could provide some illuminating results. Results of the effect size from the comparative analysis will also be used in the Utah cost-benefit model (Fowles, Byrnes, & Hickert, 2005) to calculate the benefit-cost ratio (the dollar return on a dollar invested) of the DRC. More comprehensive program records on client characteristics and status at intake and exit, such as health, mental health, living situation, employment, and education; as well as service data, would enhance future evaluations and provide better insight into what combination of personal and program factors lead to the best outcomes.

¹⁹ $\chi^2 = 48.255, p < .001$

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