

# IMPROVING REENTRY FOR EX-OFFENDERS IN SAN DIEGO COUNTY: SB 618 THIRD ANNUAL EVALUATION REPORT

MAY 2010



**CRIMINAL JUSTICE RESEARCH**

**Darlanne Hctor Mulmat, M.A.**  
**Elizabeth Doroski**  
**Lisbeth Howard**  
**Debbie Correia**  
**Sandy Keaton, M.A.**  
**Kristen Rohanna, M.A.**  
**Cynthia Burke, Ph.D.**



*401 B Street, Suite 800 • San Diego, CA 92101-4231 • (619) 699-1900*

This evaluation was funded by the California Department of Corrections and Rehabilitation (CDCR) through SB 618. Preliminary findings presented in this annual evaluation report are those of the authors and do not necessarily reflect the official position or policies of the CDCR, SB 618 partner agencies, SANDAG, or its Board of Directors. Material in this publication may be reproduced, provided full credit is given to its source.

# BOARD OF DIRECTORS



The 18 cities and county government are SANDAG serving as the forum for regional decision-making. SANDAG builds consensus; plans, engineers, and builds public transit; makes strategic plans; obtains and allocates resources; and provides information on a broad range of topics pertinent to the region's quality of life.

<b>CHAIR</b> Hon. Lori Holt Pfeiler	<b>FIRST VICE CHAIR</b> Hon. Jerome Stocks	<b>SECOND VICE CHAIR</b> Hon. Jack Dale	<b>EXECUTIVE DIRECTOR</b> Gary L. Gallegos
--	---	--	---

**CITY OF CARLSBAD**  
Hon. Matt Hall, Councilmember  
(A) Hon. Bud Lewis, Mayor  
(A) Hon. Ann Kulchin, Mayor Pro Tem

**CITY OF CHULA VISTA**  
Hon. Cheryl Cox, Mayor  
(A) Hon. Rudy Ramirez, Deputy Mayor  
(A) Hon. Steve Castaneda, Councilmember

**CITY OF CORONADO**  
Hon. Carrie Downey, Councilmember  
(A) Hon. Al Ovrrom, Mayor Pro Tem  
(A) Hon. Michael Woiwode, Councilmember

**CITY OF DEL MAR**  
Hon. Crystal Crawford, Councilmember  
(A) Hon. Mark Filanc, Councilmember  
(A) Hon. Richard Earnest, Mayor

**CITY OF EL CAJON**  
Hon. Mark Lewis, Mayor  
(A) Hon. Jillian Hanson-Cox, Councilmember

**CITY OF ENCINITAS**  
Hon. Jerome Stocks, Councilmember  
(A) Hon. Teresa Barth, Councilmember  
(A) Hon. Dan Dalager, Mayor

**CITY OF ESCONDIDO**  
Hon. Lori Holt Pfeiler, Mayor  
(A) Hon. Sam Abed, Councilmember

**CITY OF IMPERIAL BEACH**  
Hon. Jim Janney, Mayor  
(A) Hon. Patricia McCoy, Mayor Pro Tem  
(A) Hon. Jim King, Councilmember

**CITY OF LA MESA**  
Hon. Art Madrid, Mayor  
(A) Hon. Mark Arapostathis, Councilmember  
(A) Hon. David Allan, Vice Mayor

**CITY OF LEMON GROVE**  
Hon. Mary Teresa Sessom, Mayor  
(A) Hon. Jerry Jones, Mayor Pro Tem  
(A) Hon. Jerry Selby, Councilmember

**CITY OF NATIONAL CITY**  
Hon. Ron Morrison, Mayor  
(A) Vacant  
(A) Hon. Rosalie Zarate, Councilmember

**CITY OF OCEANSIDE**  
Hon. Jim Wood, Mayor  
(A) Hon. Jerry Kern, Councilmember  
(A) Hon. Jack Feller, Councilmember

**CITY OF POWAY**  
Hon. Don Higginson, Mayor  
(A) Hon. Jim Cunningham, Councilmember  
(A) Hon. Carl Kruse, Deputy Mayor

**CITY OF SAN DIEGO**  
Hon. Jerry Sanders, Mayor  
(A) Hon. Anthony Young, Councilmember  
(A) Hon. Sherri Lightner, Councilmember  
Hon. Ben Hueso, Council President  
(A) Hon. Marti Emerald, Councilmember  
(A) Hon. Todd Gloria, Councilmember

**CITY OF SAN MARCOS**  
Hon. Jim Desmond, Mayor  
(A) Hon. Hal Martin, Vice Mayor  
(A) Hon. Rebecca Jones, Councilmember

**CITY OF SANTEE**  
Hon. Jack Dale, Councilmember  
(A) Hon. Hal Ryan, Councilmember  
(A) Hon. John Minto, Councilmember

**CITY OF SOLANA BEACH**  
Hon. Lesa Heebner, Deputy Mayor  
(A) Hon. Dave Roberts, Councilmember  
(A) Hon. Mike Nichols, Councilmember

**CITY OF VISTA**  
Hon. Judy Ritter, Mayor Pro Tem  
(A) Hon. Bob Campbell, Councilmember  
(A) Hon. Steve Gronke, Councilmember

**COUNTY OF SAN DIEGO**  
Hon. Pam Slater-Price, Chairwoman  
(A) Hon. Greg Cox, Supervisor  
(A) Hon. Ron Roberts, Chair Pro Tem  
Hon. Bill Horn, Vice Chair  
(A) Hon. Dianne Jacob, Supervisor

**IMPERIAL COUNTY**  
(Advisory Member)  
Hon. Wally Leimgruber, District 5 Supervisor  
(A) Hon. David Ouzan, Councilmember

**CALIFORNIA DEPARTMENT OF TRANSPORTATION**  
(Advisory Member)  
Vacant, Director  
(A) Laurie Berman, District 11 Director

**METROPOLITAN TRANSIT SYSTEM**  
(Advisory Member)  
Harry Mathis, Chairman  
(A) Hon. Ron Roberts  
(A) Hon. Jerry Selby

**NORTH COUNTY TRANSIT DISTRICT**  
(Advisory Member)  
Hon. Bob Campbell, Chairman  
(A) Hon. Carl Hilliard, Planning Committee Chair  
(A) Hon. Dave Roberts, Monitoring Committee Chair

**U.S. DEPARTMENT OF DEFENSE**  
(Advisory Member)  
CAPT Keith Hamilton, USN, CEC,  
Southwest Division Naval Facilities Engineering Command  
(A) CAPT James W. Wink, USN, CEC  
Southwest Division Naval Facilities Engineering Command

**SAN DIEGO UNIFIED PORT DISTRICT**  
(Advisory Member)  
Scott Peters, Commissioner  
(A) Stephen Padilla, Commissioner

**SAN DIEGO COUNTY WATER AUTHORITY**  
(Advisory Member)  
Mark Muir, Director  
(A) Howard Williams, Director  
(A) Gary Croucher, Director

**SOUTHERN CALIFORNIA TRIBAL CHAIRMEN'S ASSOCIATION**  
(Advisory Member)  
Hon. Edwin 'Thorpe' Romero,  
Barona Band of Mission Indians  
Hon. Allen Lawson,  
San Pasqual Band of Diegueño Indians  
(A) Denis Turner, SCTCA Executive Director

**MEXICO**  
(Advisory Member)  
Hon. Remedios Gómez-Arnau  
Cónsul General of Mexico  
Hon. Martha E. Rosas,  
Deputy Cónsul General of Mexico  
As of May 21, 2010

## ABSTRACT

---

TITLE: Improving Reentry for Ex-Offenders in San Diego County:  
SB 618 Third Annual Evaluation Report

AUTHOR: San Diego Association of Governments

DATE: May 2010

SOURCE OF COPIES: San Diego Association of Governments (SANDAG)  
401 B Street, Suite 800  
San Diego, CA 92101  
(619) 699-1900  
[www.sandag.org](http://www.sandag.org)

ABSTRACT: The United States has the highest incarceration rate in the world with most prisons offering few or no rehabilitative programs. As a result, many of the issues faced by offenders upon entering prison, which may have been related to their criminal activity (such as substance abuse and illiteracy), go unaddressed during the confinement period. This situation decreases the chances of successful reintegration and increases the odds that they will return to prison. The Senate Bill (SB) 618 San Diego Prisoner Reentry Program was developed in order to close this revolving door to prison by providing tangible reentry support services. Key program components are based on best practices and include conducting screenings and assessments and providing case management and services to meet identified needs. The process begins before sentencing and continues through imprisonment, as well as up to 18 months post-release. As part of this effort, a process and impact evaluation is being conducted by SANDAG. This third annual report describes project implementation, outlines the research methodology, and presents preliminary findings from the process and impact evaluation.

## ACKNOWLEDGEMENTS

---

Special appreciation is extended to all of the capable individuals who worked diligently to design and implement the SB 618 program, including staff from the California Department of Corrections and Rehabilitation (CDCR) (specifically, the Division of Community Partnerships, Richard J. Donovan Correctional Facility, California Institution for Women, and Division of Adult Parole Operations); San Diego County District Attorney's (DA) Office, including AmeriCorps\*VISTA (Volunteers in Service to America) members; San Diego County Probation Department; San Diego County Sheriff's Department; San Diego County Public Defender's Office; San Diego County Defense Bar; San Diego County Superior Court; University of California, San Diego; and Comprehensive Training Systems, Inc. Their level of expertise and commitment to the program, as well as to the evaluation process, are greatly appreciated. This third evaluation report would not have been possible without the help of numerous individuals. Special thanks are extended to Jeffery ("JJ") Anderson from the DA's Office and Ken Worthington from Probation for their leadership and guidance. In addition, it should be noted that the San Diego SB 618 program would not have been possible without the leadership and vision of District Attorney Bonnie Dumanis, as well as Vaughn Jeffery, who authored the legislation. Fin Park and Marla LaRue at the DA's Information Systems Department are gratefully acknowledged for creating the project's database and providing information necessary for the evaluation and this report. Although anonymous, the SB 618 program participants who completed satisfaction surveys and allowed the researchers access to their data are greatly appreciated. Finally, the production of this report was made possible through the assistance of numerous SANDAG staff, including Frank Coffaro, Andrew Hall, Erin Kennedy, Grace Liwanag, Jessica Mansourian, Karin Michonski, Pedro Ruiz, Gregor Schroeder, Debbi Snaith, and Becki Ward.

# TABLE OF CONTENTS

---

<b>EXECUTIVE SUMMARY</b> .....	1
Major Findings .....	1
Introduction .....	2
What's New.....	2
What is SB 618? .....	3
SB 618 Eligibility .....	3
Purpose of Evaluation .....	4
Next Steps for Evaluation.....	5
SB 618 Key Components.....	5
Process Evaluation Findings.....	5
Program Implementation .....	5
Participant Characteristics and Needs.....	6
Service Delivery.....	6
Impact Evaluation Findings.....	8
Recidivism.....	8
Risk Reduction .....	9
Program Satisfaction.....	9
Lessons Learned.....	10
What Has Worked Well? .....	10
What Could Have Been Done Differently .....	11
Recommendations for Local Consideration .....	12
Summary .....	15

## **CHAPTER 1 – INTRODUCTION AND PROJECT OVERVIEW**

Introduction.....	1-1
Literature Review .....	1-1
Incarceration and Recidivism in California and the United States.....	1-1
Reasons for Prison Population Growth.....	1-2
Reasons for the Recent Deceleration and Decline of Prison Population Growth.....	1-4
What Works in Reducing Recidivism .....	1-5
Project Overview .....	1-13
Program Background.....	1-13
Key Program Components.....	1-14
Program Implementation and Management.....	1-29
Development and Outreach.....	1-29
Milestones .....	1-32
Staffing Changes.....	1-33
Summary .....	1-33

## TABLE OF CONTENTS (CONT'D)

---

### CHAPTER 2 – EVALUATION METHODOLOGY

Introduction .....	2-1
Research Overview .....	2-1
Process Evaluation.....	2-2
Research Questions .....	2-2
Data Sources and Measures .....	2-3
Analysis Plan.....	2-8
Impact Evaluation .....	2-8
Research Questions .....	2-8
Data Sources and Measures.....	2-9
Research Design .....	2-10
Study Group Assignment Methods .....	2-12
Analysis Plan.....	2-16
Summary .....	2-20

### CHAPTER 3 – PROCESS EVALUATION: PROGRAM IMPLEMENTATION AND MANAGEMENT

Introduction .....	3-1
Major Findings .....	3-1
Methodology .....	3-1
Sample Descriptions.....	3-2
Program Partners .....	3-2
Key Staff.....	3-2
How Did Program Partners, Key Staff, and Community Members View Program Implementation and Management? .....	3-4
Program Implementation .....	3-4
Program Management.....	3-4
Program Eligibility .....	3-9
Program Components .....	3-10
Was the Assessment Process Considered Useful? If Not, How Could it be Improved?.....	3-14
Was the Program Implemented as Designed? What Modifications Were Made and Why? .....	3-15
Consistency With Design .....	3-16
Program Modifications .....	3-17
What was the Nature of Partnerships that Developed and What Systemic Changes Resulted, if Any? Were Roles of Community- and Faith-Based Organization Members Enhanced? If So, How? If Not, Why? .....	3-19
Communication and Collaboration .....	3-19
Operational Procedures Committee .....	3-20

## TABLE OF CONTENTS (CONT'D)

---

### CHAPTER 3 – PROCESS EVALUATION: PROGRAM IMPLEMENTATION AND MANAGEMENT (CONT'D)

Role of Community in SB 618.....	3-21
Long-Term Systemic Change .....	3-22
Were Gender-Responsive and Culturally-Competent Services Provided? And What Were Staff Views on Rehabilitation? .....	3-23
Gender-Responsive and Culturally-Competent Services.....	3-23
Rehabilitation as Focus of Service Delivery .....	3-24
What Were Some of the Program’s Accomplishments and Challenges? What Lessons Have Been Learned From Implementation? .....	3-25
Accomplishments and Challenges.....	3-25
Lessons Learned.....	3-27
Summary .....	3-28

### CHAPTER 4 – PROCESS EVALUATION RESULTS: SERVICE NEEDS AND DELIVERY

Introduction.....	4-1
Major Findings .....	4-1
How Many Offenders Were Screened for Eligibility and How Many Were Found to be Eligible? .....	4-1
What Was the Program Participation Refusal Rate?.....	4-3
What Were the Characteristics of Eligible Participants, Including Level of Criminal Involvement? .....	4-5
Parole Supervision .....	4-10
What was Participants’ Level of Need at Program Entry? .....	4-11
Overall Participant Needs .....	4-11
Criminogenic Risks and Needs .....	4-12
Education and Life Skill Level .....	4-14
Substance Use and Treatment .....	4-16
Family and Community Ties .....	4-18
Emotional, Physical, and Sexual Abuse History .....	4-19
Severity of Need for Intervention and Services .....	4-20
Other Areas of Need.....	4-21
Did Timing Decrease in Terms of Identifying Participant Needs and Providing Appropriate Services (i.e., Time Normally Spent at Reception Centers)? .....	4-22
What Types of Services Were Provided to Participants in Prison? What Was the Dosage/Intensity? Did the Services Relate to the Participant’s Needs Identified During Assessment? If Not, Why?.....	4-25

## TABLE OF CONTENTS (CONT'D)

---

### CHAPTER 4 – PROCESS EVALUATION RESULTS: SERVICE NEEDS AND DELIVERY (CONT'D)

In-Prison Case Management .....	4-25
Prison Programs .....	4-29
What Services Were Participants Referred to After Release? Which Post-Release Services Were Accessed? What was the Dosage/Intensity? Did These Services Relate to the Needs Identified During Assessment? If Not, Why? .....	4-34
CCM Post-Release Services .....	4-34
CTS Post-Release Services .....	4-39
What Was the Program Attrition Rate? For What Reasons? .....	4-41
Prison Attrition .....	4-41
Community Attrition .....	4-41
Summary .....	4-41

### CHAPTER 5 – IMPACT EVALUATION: EX-OFFENDER BEHAVIOR

Introduction .....	5-1
Major Findings .....	5-1
Methodology .....	5-1
Sample Description .....	5-2
What Were the Number and Level of Rule Violations Committed by Participants in Prison? Did the Treatment Group Exhibit Fewer Behavioral Problems in Prison Than the Comparison Group? .....	5-2
Was Recidivism (Being Returned to Prison for a Parole Violation or New Felony Conviction) Reduced Among the Treatment Group Relative to the Comparison Group? Did Participants Have Fewer Parole Violations Post-Release? Were Violations Less Severe? .....	5-3
Re-Arrest .....	5-3
Re-Conviction .....	5-4
Parole Violations .....	5-4
Returned to Prison .....	5-4
What Factors Were Associated With Desistance From Crime? .....	5-5
Summary .....	5-7

### CHAPTER 6 – IMPACT EVALUATION: RISK REDUCTION

Introduction .....	6-1
Major Findings .....	6-1
Methodology .....	6-1
Sample Description .....	6-2
Follow-Up Interviews .....	6-2
Friends and Family Satisfaction Surveys .....	6-3



## TABLE OF CONTENTS (CONT'D)

---

### CHAPTER 6 – IMPACT EVALUATION: RISK REDUCTION (CONT'D)

Were There Any Improvements in Program Participant Needs Over Time? .....	6-3
What Improvements Were Made in Participants' Family and/or Social Bonds Following Release From Prison? .....	6-5
Did Participants Make Improvements in Other Areas of Their Life? .....	6-6
Housing .....	6-6
Employment .....	6-8
Substance Abuse .....	6-12
Summary .....	6-13

### CHAPTER 7 – IMPACT EVALUATION: PROGRAM SATISFACTION

Introduction .....	7-1
Major Findings .....	7-1
Methodology .....	7-1
Sample Description .....	7-1
Satisfaction With In-Custody Services .....	7-3
Defense Attorney .....	7-3
Probation Officer .....	7-4
Multidisciplinary Team .....	7-6
Prison Case Management .....	7-7
Life Plan .....	7-8
Helpfulness of Prison Programs .....	7-10
Opinions of Prison Programs .....	7-11
Meeting Needs While in Prison .....	7-13
Comparison to Prior Prison Experiences .....	7-15
Satisfaction With Services in the Community .....	7-17
Community Case Management .....	7-17
Vocational Specialist .....	7-19
Community Roundtable .....	7-20
Community Programs .....	7-20
Overall Satisfaction .....	7-22
Making a Difference .....	7-22
Recommending the SB 618 Program to Someone Else .....	7-24
Overall Views at Prison Exit .....	7-25
Ideas for Program Improvement .....	7-26
Challenges/Barriers .....	7-27
Prospects for the Future .....	7-28
Summary .....	7-29

## TABLE OF CONTENTS (CONT'D)

---

### CHAPTER 8 – CONCLUSIONS

Introduction .....	8-1
Major Findings .....	8-1
Program Implementation and Management.....	8-1
How Was the Program Implemented and Managed? .....	8-2
Was the Program Implemented as Designed? What Modifications Were Made and Why? .....	8-2
How Well Did the Partners Work Together to Accomplish Program Goals? .....	8-2
What Were Staff Views on Rehabilitation? Were Culturally-Competent and Gender-Responsive Services Provided? .....	8-3
Was the Assessment Process Considered Useful by Staff? .....	8-3
Service Delivery .....	8-4
What Were the Characteristics and Needs of Participants? .....	8-4
What Services Were Provided Through SB 618? .....	8-4
Program Impact .....	8-5
What Was the Impact of SB 618 on Offender Behavior? .....	8-5
What Was the Impact of SB 618 on Risk Reduction? .....	8-6
What Was the Level of Program Satisfaction Among Participants? .....	8-6
Lessons Learned .....	8-6
What Has Worked Well? .....	8-7
What Could Have Been Done Differently? .....	8-8
Recommendations for Local Consideration .....	8-9
Summary .....	8-12

### APPENDICES

Appendix A SB 618 Legislation .....	A-1
Appendix B SB 618 Participant Eligibility Criteria .....	B-1
Appendix C SB 618 Participant Flow Chart .....	C-1
Appendix D Participant Program Forms .....	D-1
Appendix E California Logic Model .....	E-1
Appendix F List of Data Elements.....	F-1
Appendix G References .....	G-1

# LIST OF TABLES

---

## EXECUTIVE SUMMARY

1	SB 618 Meets and Exceeds Many Program Delivery Goals.....	7
---	---	---

## CHAPTER 1 – INTRODUCTION AND PROJECT OVERVIEW

1.1	Program Partners and Their SB 618 Function .....	1-15
1.2	SB 618 Program Relies on Both Evidence-Based and Best Practices .....	1-16
1.3	Assessment Timing Design.....	1-19
1.4	SB 618 Services Compared to “Treatment as Usual” .....	1-29
1.5	SB 618 Development and Outreach Activities .....	1-31
1.6	SB 618 Program Milestones .....	1-32

## CHAPTER 2 – EVALUATION METHODOLOGY

2.1	Availability of Assessment Data.....	2-5
2.2	Dependent Variables and Statistical Analyses .....	2-17
2.3	SB 618 Cost-Effectiveness Analysis .....	2-20

## CHAPTER 3 – PROCESS EVALUATION: PROGRAM IMPLEMENTATION AND MANAGEMENT

3.1	Program Partners Cite Variety of Factors Having Positive Impact on Program Management.....	3-6
3.2	Key Staff Give Positive Views About Many Aspects of Program Management .....	3-6
3.3	Key Staff Generally Satisfied With Work Conditions But Some Continue To Feel Caseload Size Not Appropriate .....	3-7
3.4	Program Partners More Likely Than Key Staff to Feel Program Eligibility Criteria Appropriate for Now But Should be Changed in Future.....	3-9
3.5	Program Partners Perceive Room for Improvement in Most RJD Components .....	3-10
3.6	Program Partners See Room for Improvement in Mental Health and Medical/Dental Care at CIW .....	3-11
3.7	Program Partners Continue to Highly Rate Nearly All Community Components .....	3-12
3.8	Key Staff Rated Most RJD Components More Favorably in 2008 Than 2009 .....	3-12
3.9	Majority of Key Staff Continue to Highly Rate CIW Program Components .....	3-13
3.10	Majority of Key Staff Continue to Highly Rate Community Components.....	3-14
3.11	Program Partners and Key Staff Have Different Views Regarding the Value of Various Assessment Components.....	3-15
3.12	Rehabilitation Through Addressing Underlying Needs Seen as Top Priority of SB 618 by Program Partners and Key Staff .....	3-16
3.13	Key Staff Report Each SB 618 Role Has Multiple Missions .....	3-17

## LIST OF TABLES (CONT'D)

---

### CHAPTER 3 – PROCESS EVALUATION: PROGRAM IMPLEMENTATION AND MANAGEMENT (CONT'D)

3.14	Positive Modifications Outnumber Negative.....	3-18
3.15	Program Partners Report Good Working Relationships With One Another .....	3-20
3.16	Key Staff Believe Rehabilitation Works.....	3-25
3.17	Program Partners and Key Staff Agree Positive Client Outcomes is Program’s Top Accomplishment .....	3-26
3.18	Program Partners and Key Staff Agree That Prison Programming Remains a Top Challenge .....	3-27

### CHAPTER 4 – PROCESS EVALUATION RESULTS: SERVICE NEEDS AND DELIVERY

4.1	Defense Attorneys Perceive Young and Gang-Affiliated Offenders Most Likely to Decline SB 618.....	4-3
4.2	Refusal Group Less Likely to Have a Prior Criminal Involvement Two Years Prior to Program Offer Date .....	4-4
4.3	SB 618 Study Groups are Comparable on Age and Gender .....	4-6
4.4	SB 618 Study Groups Have a Lengthy Involvement in the Criminal Justice System Two Years Prior to Program Assignment.....	4-8
4.5	SB 618 Participants Served Longer Jail Time for Instant Offense Than the Comparison Group .....	4-9
4.6	SB 618 Participants at High Risk for Recidivism .....	4-13
4.7	More Than Half of SB 618 Participants Read at or Above High School Level at Intake .....	4-14
4.8	SB 618 Participants’ Life Skills Level at Intake Appropriate for Vocational Training .....	4-15
4.9	Majority of SB 618 Participants Report Drug Use in the 30 Days Prior to Intake.....	4-17
4.10	SB 618 Participants Most Likely to Report Close Relationships with Their Children .....	4-19
4.11	Drug Treatment is the Greatest Need for SB 618 Participants at Program Intake .....	4-21
4.12	SB 618 Participants’ Level of Need Assessed Within the Expected Timeframe.....	4-23
4.13	Nearly All SB 618 Participants Met With PCM While in Prison .....	4-26
4.14	CIW Participants Have Greater Number of PCM Contacts on Average During the First Three Months and Last Six Months of Prison Stay Than Those at RJD .....	4-27
4.15	Cable Technology and Sewing are Most Commonly Accessed Vocational Programs .....	4-30
4.16	One in Three or More Furthered Education Through GED Services and College Courses .....	4-32
4.17	SB 618 Participants in CIW With a Severe/Significant Need More Likely to Receive Substance Abuse Treatment and Education, While Those in RJD Participate in Vocational Programs.....	4-33

## LIST OF TABLES (CONT'D)

---

### CHAPTER 4 – PROCESS EVALUATION RESULTS: SERVICE NEEDS AND DELIVERY (CONT'D)

4.18	CCM and SB 618 Participants are in Regular Contact During First Six-Month Period After Prison Release.....	4-35
4.19	SB 618 Participants' Substance Abuse Needs Met More Often Than Other Needs Through CCM Services .....	4-38
4.20	Referrals to Drug Treatment and Employment Were Most Common.....	4-39

### CHAPTER 5 – IMPACT EVALUATION: EX-OFFENDER BEHAVIOR

5.1	Non-Violent/Non-Compliant Prison Violations Most Common Among Both Study Groups.....	5-3
5.2	Individuals in the Treatment Group Were Less Likely to Return to Prison Six Months Post-Prison Release .....	5-5

### CHAPTER 6 – IMPACT EVALUATION: RISK REDUCTION

6.1	Follow-Up Interview Respondent Characteristics Similar to Non-Respondents .....	6-2
6.2	Needs Related to Drug and Alcohol Use Improved Upon Community Reentry.....	6-4
6.3	Friends and Family Note Positive Behavior in Participants .....	6-4
6.4	Participants Report Their Friends Generally Avoid Anti-Social Activities .....	6-6

### CHAPTER 7 – IMPACT EVALUATION: PROGRAM SATISFACTION

7.1	Respondent Characteristics Similar to Non-Respondents .....	7-3
7.2	Respondents Indicate That Defense Attorneys Clearly Explain SB 618 .....	7-4
7.3	Respondents View Interactions With the Probation Officer as Positive.....	7-5
7.4	Respondents View Interactions With Multidisciplinary Team as Positive.....	7-6
7.5	Respondents View Interactions With Prison Case Manager as Positive .....	7-7
7.6	Respondents Provide Input in Life Plan Design While in Prison .....	7-9
7.7	Respondents Indicate Little Change in Life Plan During Prison Stay .....	7-10
7.8	In-Prison Substance Abuse, Vocational, and Education Programs Rated as Most Helpful.....	7-10
7.9	Participants Have Positive Opinions of In-Prison Programs .....	7-12
7.10	Friends and Family Members View Substance Abuse Services, Education, Vocational Training, and PCM in Prison as Most Helpful .....	7-13
7.11	Ability to Meet Needs Unclear Three Months After Prison Entry .....	7-14
7.12	Respondents View the SB 618 Prison Experience More Favorably Than Prior Prison Terms .....	7-16
7.13	Respondents View Interactions With CCM as Positive .....	7-18
7.14	CCM Most Helpful With Basic Needs, Providing Support, Follow-Up, and Job Leads.....	7-18
7.15	Respondents View Interactions With Vocational Specialist as Positive.....	7-19

# LIST OF TABLES (CONT'D)

---

## CHAPTER 7 – IMPACT EVALUATION: PROGRAM SATISFACTION (CONT'D)

- 7.16 Respondents Rate Community Services as Helpful ..... 7-21
- 7.17 Friends and Family Agree That Community Services are Helpful ..... 7-22
- 7.18 Participants Initially Uncertain About Ability of SB 618 to Make a Difference ..... 7-23
- 7.19 Areas for Improvement Include Information Flow and Employment ..... 7-27
- 7.20 Employment is the Primary Barrier to Realizing Positive Change ..... 7-28

# LIST OF FIGURES

---

## EXECUTIVE SUMMARY

1	Treatment Group Less Likely to be Returned to Prison and More Likely to be Employed.....	8
---	---	---

## CHAPTER 2 – EVALUATION METHODOLOGY

2.1	Study Group Identification Process.....	2-15
-----	---	------

## CHAPTER 3 – PROCESS EVALUATION: PROGRAM IMPLEMENTATION AND MANAGEMENT

3.1	CDCR Represents Majority of Program Partner and Key Staff Survey Respondents.....	3-3
3.2	Program Partners and Key Staff Agree Program Management Has Gone Well .....	3-5
3.3	Program Partners and Key Staff are Optimistic SB 618 Will Lead to Long-Term Change.....	3-22
3.4	Program Partners and Key Staff Agree SB 618 Services Address Issues of Gender and Culture.....	3-23
3.5	Key Staff Represent Ethnicities of Participants.....	3-24

## CHAPTER 4 – PROCESS EVALUATION RESULTS: PROGRAM ACCOMPLISHMENTS

4.1	Offender Screening and Study Group Assignment – February 2007 to November 2008.....	4-2
4.2	SB 618 Study Groups Most Commonly Convicted of Property and Drug Offenses .....	4-7
4.3	SB 618 Study Groups Most Often Convicted of Property and Drug Charges for the Instant Offense .....	4-9
4.4	Majority Paroled Under Medium Level Parole Supervision .....	4-10
4.5	Nearly All SB 618 Participants Have Severe/Significant Needs Related to Substance Abuse or Vocational Services .....	4-12
4.6	Almost Half of SB 618 Participants Have Previously Received Drug Treatment.....	4-18
4.7	Female SB 618 Participants More Likely to Report Prior Abuse .....	4-20
4.8	CIW Participants had Greater Average Number of Face-To-Face Contacts Per Month With PCM Regardless of RJD Switch to Social Workers .....	4-28
4.9	Two-Thirds or More Received In-Prison Employment Readiness Services Through CTS.....	4-31

## CHAPTER 5 – IMPACT EVALUATION: EX-OFFENDER BEHAVIOR

5.1	Nearly Three-Quarters of SB 618 Participants Were Crime-Free Six Months Post-Release.....	5-3
5.2	Most Offenders in Both Groups Were Without a Conviction Six Months Post-Release.....	5-4
5.3	Offenders Who Were Employed During the Six Months Post-Prison Release Were Less Likely to Recidivate .....	5-6
5.4	Days Until Arrest in Six-Month Post Period Employed Versus Unemployed .....	5-7

## LIST OF FIGURES (CONT'D)

---

### CHAPTER 6 – IMPACT EVALUATION: RISK REDUCTION

6.1	Positive Family Relationships .....	6-5
6.2	One in Two Participants Live in a House/Apartment Six Months Post-Release .....	6-7
6.3	High Satisfaction With Living Situation.....	6-8
6.4	Treatment Group More Likely to Have at Least One Job in Six Months Post-Release Than Comparison Group .....	6-9
6.5	Treatment Group Report Modest Satisfaction With Employment and Salary During First Six Months Post-Release.....	6-11
6.6	Combined Assessment Results Match Actual Jobs Obtained in the Community .....	6-12
6.7	Drug Use Similar Among Both Study Groups During Six Months Following Prison Release .....	6-13

### CHAPTER 7 – IMPACT EVALUATION: PROGRAM SATISFACTION

7.1	Respondents Report Initial Meeting With Probation Officer as Useful.....	7-5
7.2	Respondents Perceive Multidisciplinary Team Meetings as Useful.....	7-6
7.3	SB 618 Meets Needs by the Time of Prison Release .....	7-15
7.4	Respondents Indicate SB 618 Prison Experience More Positive Compared to Past.....	7-16
7.5	Almost All Respondents Would Recommend SB 618 to Others.....	7-25



## **EXECUTIVE SUMMARY**

# EXECUTIVE SUMMARY

---

## MAJOR FINDINGS

### Process Evaluation:

- ▶ Good communication and strong collaboration has been the key to successful program implementation.
- ▶ The typical SB 618 participant is a 35-year-old White or Black male in custody for a property-related crime with extensive prior involvement with the criminal justice system and in need of vocational training and substance abuse treatment.
- ▶ Participant needs are assessed within the expected timeframe, reducing time spent in the prison reception center and increasing time available for in-prison rehabilitative services.
- ▶ Over three-quarters (78%) of the treatment group participate in programming while in prison and over two-thirds (69%) receive services in the community during the six months following prison release.
- ▶ Almost all participants have contact with a Prison Case Manager (PCM), Community Case Manager (CCM), or vocational staff while in prison, and four in five participate in prison programs that match their individual needs.
- ▶ During the first six months of community reentry, almost all participants have regular contact with the CCM and this contact occurs during the critical three-day period after prison release for the majority (two-thirds) of participants.
- ▶ Program retention is high, with 91 percent of participants remaining in the program throughout their prison term and the same proportion successfully participating during the six months following prison release.

### Impact Evaluation:

- ▶ The treatment group is significantly less likely than the comparison group to be returned to prison within the first six months of community reentry.
- ▶ Treatment group participants are five times more likely to be employed six months post release compared to the comparison group, and employed individuals are less likely to have a new arrest in the same period.
- ▶ With respect to risk reduction, preliminary data suggest that SB 618 participation reduces substance use, as well as improves social supports, housing, and employment.
- ▶ Overall, treatment participants, as well as their friends and family members, have a favorable opinion of the program. In fact, the majority of participants would recommend SB 618 to others.

## INTRODUCTION

As historically high numbers of ex-offenders parole to California communities, the issue of reentry poses a significant problem to policymakers, public safety officials, and community leaders alike. Reentry is a key issue facing many communities because over the last 30 years, more individuals have been locked up than ever before, due in part to changes in many jurisdictions from indeterminate sentencing to determinate sentencing (which mandates specific sentence type and length for many crimes) (Austin, Clear, Duster, Greenberg, Irwin, McCoy, Mobley, Owen, & Page, 2007). As a result, by 2008, the United States had the highest incarceration rate in the world with 1 of every 100 adults behind bars (The Pew Center on the States, 2008). Without a commensurate expansion of prison infrastructure, prisons have become overcrowded.

At the same time that more offenders have been locked up for longer periods of time, many in-prison rehabilitation programs have been cut back or eliminated completely due to budget constraints. Thus, many of the issues these offenders entered prison with and which may have been related to their criminal activity (such as substance abuse and few vocational skills) have gone unaddressed during the confinement period, decreasing the chances of successful reintegration (Travis, Solomon, & Waul, 2001).

With researchers and policymakers across the country noting these trends and their implications for communities, there has been more attention paid to determining how this revolving door to prison can be closed for a greater number of individuals, thereby increasing public safety and ensuring best use of citizens' tax dollars. One program resulting from this focus is the Senate Bill (SB) 618 San Diego Prisoner Reentry Program. This

report describes this effort, outlines the research methodology used to evaluate the program's effectiveness, and presents preliminary findings from the evaluation.

### WHAT'S NEW

This third annual evaluation report expands upon previous reports by including the following:

- ▶ vignettes highlighting success stories;
- ▶ updated literature review to ensure study findings can be interpreted in terms of current knowledge in the field of corrections;
- ▶ updated description of the SB 618 program and the status of corrections in California;
- ▶ results from the third annual program partner and key staff surveys;
- ▶ analysis of assessment data;
- ▶ analysis of services received;
- ▶ first available outcome data based on prison rule violations and recidivism information, including multivariate analysis;
- ▶ data from a greater number of satisfaction surveys, as well as first analysis of friends/family survey results and data from follow-up interviews with participants; and
- ▶ updated lessons learned and practical implications based on the above information.

## WHAT IS SB 618?

SB 618 (Speier), effective as of January 2006, is one of several efforts across California to reduce recidivism and increase the probability of successful reentry by addressing concerns about the State's correctional system cited by the Little Hoover Commission in 2003 and 2007. Authored by the San Diego County District Attorney's (DA's) Office, SB 618 is based on best practices and the concept that providing tangible reentry support services will increase parolees' chances of successful reintegration into the community (as evidenced by increased completion of parole conditions and desistance from criminal activity). The ultimate goal is to produce law-abiding and self-sufficient members of the community and enhance public safety.

Although SB 618 allowed for the possibility of three California counties to implement a program, San Diego County was the first and, at the time of this report, the only jurisdiction authorized to create a multiagency plan and develop policies and programs to educate and rehabilitate non-violent felony offenders. The diverse group of program partners, led by the DA's Office, includes the California Department of Corrections and Rehabilitation (CDCR), San Diego County Probation Department, San Diego County Sheriff's Department (including a subcontract with Grossmont Union High School District to do educational assessments), San Diego County Public Defender's Office, San Diego County Defense Bar, San Diego County Superior Court, and University of California, San Diego.

### **SENATE BILL (SB) 618 ELIGIBILITY**

All participants are selected from the DA's felony prosecution caseload. The opportunity to enroll in the program is offered to both male and female nonviolent offenders as space is available. To be considered, the candidate must be in local custody (i.e., not out on bail) so the assessment process can be completed, be a legal resident of San Diego County, and agree (or "stipulate") to a prison sentence for the instant offense of 8 to 72 months. Those with prior convictions for great bodily injury or murder are excluded, as are arson and sex offender registrants. Candidates with prior violent convictions over five years old are evaluated on a case-by-case basis. All SB 618 participants are housed at either the Richard J. Donovan (RJD) Correctional Facility or the California Institution for Women (CIW) and, therefore, also must meet any housing restrictions at these facilities.

## PURPOSE OF EVALUATION

The Criminal Justice Research Division of SANDAG is conducting both a process and an impact evaluation of SB 618.

The purpose of the process evaluation is to determine if the program is implemented as planned, measure what system changes occur, and assess program operations. More specifically, research questions to be answered include the following.

- ▶ How was the program implemented and managed?
- ▶ How well did the partners work together to accomplish program goals?
- ▶ How many individuals were screened and agreed to participate in the program, and what were their characteristics?
- ▶ Were participants' needs adequately assessed and were gender-responsive and culturally-competent services provided to meet these needs during detention and after release?

The purpose of the impact evaluation is to determine whether participation in SB 618 improves reintegration and reduces recidivism (i.e., return to prison) and to identify the conditions under which the program is most likely to accomplish these goals. Additionally, the impact evaluation will determine whether the reentry program is cost effective relative to traditional procedures and whether positive change is realized in other areas of participants' lives (e.g., employment). The following research questions will be answered.

- ▶ What was the level of prison rule compliance for participants relative to the comparison group?
- ▶ Were there any improvements in program participant needs and family and/or social bonds over time?
- ▶ Was recidivism reduced among participants relative to the comparison group?
- ▶ Was the program cost effective?

To answer the impact evaluation questions, the most rigorous research design possible, given programmatic constraints, is being used and compares SB 618 participants to individuals who would have been eligible to receive services but were not approached to do so. To help mitigate possible confounding factors between the two groups, statistical techniques are being used to ensure equivalency so the effect of receiving SB 618 services can be isolated to determine if goals are met.

To answer these process and impact evaluation questions, data are being collected from both archival (e.g., program assessment data, service data, and criminal history records) and original sources (e.g., surveys with key staff, program partners, community members, participants, and friends/family, as well as follow-up interviews with participants). Additionally, the research team is monitoring other factors that could affect SB 618 participants, including changes at the State level (such as fiscal constraints and legislation that releases individuals from parole at earlier points in time), tracking staffing, and observing all key program activities.

## NEXT STEPS FOR EVALUATION

As the evaluation continues, a more complete assessment of program impact will be provided through the following:

- ▶ matching of study groups to ensure that research findings are not biased;
- ▶ larger number of cases out of custody long enough to conduct recidivism analysis;
- ▶ longer term outcomes (i.e., 12 months post-prison release); and
- ▶ cost-effectiveness analysis.

### SB 618 KEY COMPONENTS

Incorporating evidence-based practices, the local SB 618 program is unique compared to traditional California correctional practices in a number of ways, including the following.

- ▶ Participants' needs are assessed before the prison sentence begins and an individualized Life Plan is created by a multidisciplinary team comprised of program staff, in conjunction with the participant. The Life Plan is designed to be modified with participant input throughout the course of program delivery and is created to ensure services meet identified needs.
- ▶ Case management, both during prison and after release, is provided to ensure services meeting identified needs are accessed.
- ▶ Upon release, a Community Roundtable (comprised of the Community Case Manager, Parole Agent, and other individuals identified by the ex-offender) meets regularly to ensure reintegration challenges are addressed.

## PROCESS EVALUATION FINDINGS

### Program Implementation

According to the feedback provided through surveys with program partners (i.e., individuals who have been integral in planning and managing the SB 618 program, whether or not they have direct contact with SB 618 clients), key staff (i.e., individuals who have direct contact with program participants), and the community (i.e., members of the San Diego Reentry Roundtable and the San Diego County DA's Interfaith Advisory Board), it appears that while program implementation and management have included some challenges, especially in regard to recent budgetary constraints (e.g., elimination of most in-prison programming, high unemployment), both have been accomplished well and in line with the original program design. This success is demonstrated by the continued collaboration and communication among local team members that have been sustained over the past three years. Reflecting the willingness of program partners to implement the most effective strategies possible, several modifications were made to the program design including expansion to a second courthouse, as well as refinements to the screening and assessment process, prison case management at the Richard J. Donovan (RJD) Correctional Facility, multidisciplinary team (MDT) meetings, and Community Roundtable meetings. Program components that have been described as most effective have included: the Life Plan, the MDT, the prison programming in the California Institution for Women (CIW), and the Community Roundtable. Further, most of the program partners and key staff have expressed optimism that the program will result in long-term systems changes and has already contributed to a cultural shift that focuses more on rehabilitation.

With respect to program accomplishments, program partners and key staff have noticed positive outcomes in participants during the third year of program implementation, reflecting the larger number of participants released from prison who are working toward their Life Plan goals.

### Participant Characteristics and Needs

As part of the evaluation design, a total of 348 eligible individuals were assigned to the treatment group and 363 to the comparison group. The comparability of these groups was examined to discover any differences resulting from the lack of random assignment that could bias the study findings. The treatment and comparison groups were comparable to each other with respect to age, gender, and prior criminal history. These research findings indicate that SB 618 targets individuals shown in the corrections literature to be at high risk for continued criminal activity (i.e., drug or property offenders with lengthy criminal records) (National Research Council, 2008).

While there were differences related to ethnicity (with a larger proportion of Whites in the treatment group and fewer Hispanics), this difference will be controlled through a statistical matching process as the data become available to ensure that both groups are equivalent and eliminate any potential bias from study findings.

The typical SB 618 participant has the following characteristics.

- About 35 years of age.
- Around four in five are male.
- Three-quarters are White or Black.
- More than half are in custody for a property-related offense.
- Most had served time in jail or prison in the past.

- Almost nine in ten are assessed as high risk due to previous non-compliance and prior criminal involvement.
- Most are released from prison to medium level parole supervision and are required to participate in drug testing.
- Almost all are assessed as having severe or significant vocational or substance abuse needs.
- Literacy is not an issue for most, but two-thirds still have educational deficiencies.
- One-third have medical, mental health, or dental issues.
- Over half have criminogenic risks related to residential instability.

Consistent with other research findings (Bloom, Owen, & Covington, 2003), female participants were significantly more likely to report being a victim of abuse (i.e., emotional, physical, or sexual abuse). Based on assessed needs, SB 618 services should focus on vocational training, substance abuse treatment, and gender-responsive programming.

### Service Delivery

Service provision for SB 618 begins with the needs assessment process, completed in local custody (i.e., prior to sentencing) to facilitate provision of rehabilitative services during the prison stay. Based on data collected for the evaluation (Table 1), participants were assessed within the expected window, reducing the period spent in the prison reception center so that prison time could be used efficiently to begin the process of addressing needs prior to prison release. As a result, nearly all participants received some type of program services while in prison. However, the match between needs and services received was less consistent which is probably related to program availability as the following discussion describes.



**Table 1**  
**SB 618 MEETS AND EXCEEDS MANY PROGRAM DELIVERY GOALS**

	Goal	Reality
<b>In-Jail Assessments</b>		
ASI	14 days	12.09 days
CASAS	14 days	10.60 days
COMPAS	14 days	17.16 days
TABE	14 days	10.54 days
<b>In-Prison Vocational Assessments</b>		
Myers Briggs Type Indicator® (MBTI)	90 days	63.91 days
Occupational Information Network (O*NET) Abilities	90 days	61.31 days
O*NET Careers	90 days	64.46 days
O*NET Values	90 days	69.51 days
<b>Time in Reception Center</b>	30 days	41.53 days
<b>PCM Contacts</b>		
Within first three months	100%	68%
Six months prior to prison release	100%	83%
<b>CCM Contacts</b>		
In prison	100%	96%
Within three days after prison release	N/A	63%
Within six months after prison release	100%	99%
<b>In-Prison Services</b>		
Any service related to need(s)	N/A	80%
Education	100% of those with need	38%
Vocational Training	100% of those with need	48%
Substance Abuse	100% of those with need	56%
<b>Community Services/Referral</b>		
Any service related to need(s)	N/A	84%
Education	100% of those with need	42%
Vocational Training	100% of those with need	51%
Substance Abuse	100% of those with need	89%

*SOURCES: SB 618 Database and PCM and CCM Official Records, SANDAG SB 618 Third Annual Evaluation Report*

Overall, the majority participated in prison programs that matched their individual needs (i.e., 80% in custody and 84% in the community), though there was variation between the two prisons. Treatment participants at RJD with a need for vocational programming were significantly more likely than those at CIW to receive vocational programming in prison. However, participants at CIW with needs for substance abuse treatment and educational services were significantly more likely to participate in a

program to address these specific needs in prison (not shown). These differences may be due to how areas of need are prioritized and service availability. For example, CIW prioritizes education over vocational training needs. In addition, program availability has been an issue at RJD, with delays in starting up new vocational programs, limited educational services depending on participant housing assignments, and interruptions in Substance Abuse Programs (SAP).



With respect to services received in the community during the first six months following prison release, participants with substance abuse needs were most likely to be referred to and participate in substance abuse treatment. Employment, clothing, and housing needs were also commonly addressed during this period. Almost all of the treatment group had regular contact with the Community Case Manager (CCM) after release and this contact occurred during the critical three-day period after prison release for the majority (two-thirds) of participants. In addition, about four out of five participants received services from the Vocational Specialist.

Program retention was high, with 91 percent remaining in the program throughout the prison term and the same proportion continuing to participate throughout the six months following prison release. The primary reason for leaving the program while in prison or in the community was lack of compliance (e.g., rule violations in prison and parole violations or new offenses committed in the community).

## IMPACT EVALUATION FINDINGS

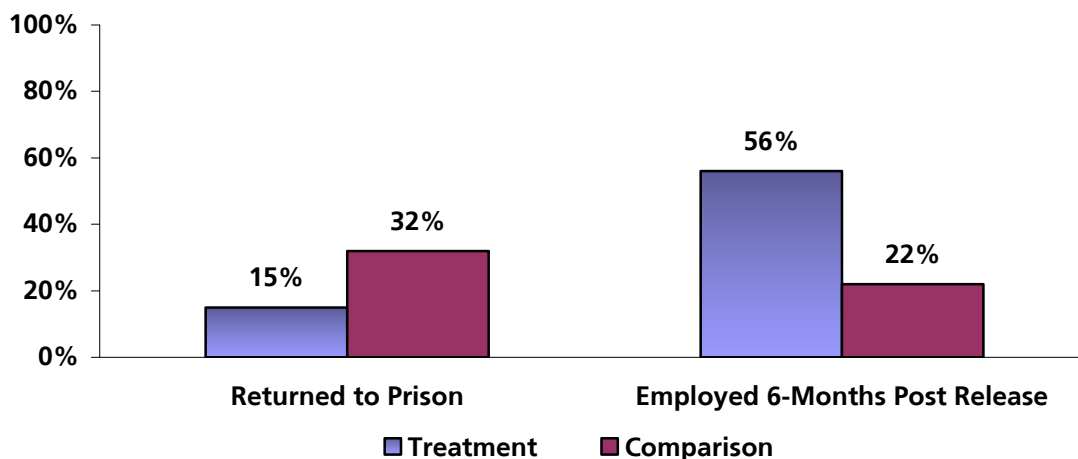
### Recidivism

To determine the impact of SB 618 on an ex-offender’s behavior, information is being collected regarding in-custody rule violations, as well as arrests, convictions, parole violations, and return to prison rates six months post-prison release.

Preliminary results reveal that the treatment group is significantly less likely (15%) than the comparison group (32%) to be returned to prison during the first six months of community reentry (Figure 1). Further, individuals who had been employed at least once during the six months post-release are less likely to be re-arrested (not shown). In addition, SB 618 participants are more likely than the comparison group to have been employed, highlighting the value of the workforce development aspect of the program.

Figure 1

### TREATMENT GROUP LESS LIKELY TO BE RETURNED TO PRISON AND MORE LIKELY TO BE EMPLOYED



SOURCES: San Diego County Sheriff’s Department and Parole Official Records, SANDAG SB 618 Third Annual Evaluation Report

## Risk Reduction

Addressing the needs of offenders (e.g., substance abuse, education, employment, and housing) has been found to facilitate the reentry process and relate directly to lowering recidivism rates. This process is referred to as risk reduction (Travis, Solomon, & Waul, 2001). For the treatment group, it appears that SB 618 is associated with risk reduction in terms of improved relationships with family members, secured stable housing, employment, and association with positive peer groups. Participants reported improved family relationships and association with peers not involved in anti-social activities. Over three-quarters of the treatment group were living in stable housing and over half were employed.

- receiving thorough information about the program from defense attorneys and probation officers;
- developing an individualized Life Plan that included personal input;
- participating in substance abuse treatment, education, and vocational programming while in prison;
- being motivated to change;
- interacting with CCMs and Vocational Specialists;
- participating in Community Roundtable meetings; and
- receiving services brokered through community-based agencies (e.g., education, housing, substance abuse treatment).

## Program Satisfaction

An important measure of program impact is participant satisfaction because the level of satisfaction can impact engagement in services and ultimately program effectiveness. Overall, treatment participants, as well as their friends and family members, had a favorable opinion of the program. In fact, the majority of participants would recommend the program to others. Specifically, aspects of SB 618 that appeared to have the strongest positive impact on participants included:

### ◆ SB 618 PARTICIPANT PRISON EXIT CSQ ◆

*"No one ever cared what happened to me in the past!... SB 618 is good support and gives positive inputs for a stable Life Plan (structure). Thank you so much!"*

## LESSONS LEARNED

The accomplishments and challenges experienced through the implementation of SB 618 have provided valuable lessons to guide others considering implementation of similar prisoner reentry programs.

### ▶ What Has Worked Well?

**Ensuring ongoing communication between program partners:** Since program inception, a culture of open communication has been fostered among program partners and key staff across agencies. Operational Procedures Committee meetings were first convened in November 2005 and have served as one vehicle for communication. These meetings are regularly attended by key individuals to discuss issues, brainstorm possible solutions, and come to agreement on the best course of action.

**Obtaining support throughout all organizations involved in partnership:** Findings from the process evaluation indicate that individuals who have direct contact with program participants (i.e., key staff) feel they can give input and communicate well with program management. Further, individuals who have been integral participants in planning and managing the SB 618 program (i.e., program partners) are committed to the program. This degree of support from all levels provides a foundation for successful program implementation and systems change.

**Remaining committed to instituting best practices, despite challenges and roadblocks that may occur along the way:** Although there have been a variety of constraints during the first three years of SB 618, program partners continue to pursue the goal of full implementation of all program components.

- Regarding duplicate screenings and assessments, the Medical and Mental Health Receivers and SB 618 program partners (including CDCR) continue to communicate in the hope of allowing local screenings to further reduce the length of time in the reception center.
- To increase the availability of in-custody programming, program partners have worked with the Division of Community Partnerships at RJD to implement Commercial Class B driver's license and food handler's certification programs.
- To increase access to services in the community for participants with co-occurring mental health and substance abuse issues, a Memorandum of Understanding (MOU) was initiated between UCSD and over 20 community-based agencies for in-patient and out-patient behavioral health services on a fee for service basis.

**Conducting thorough needs assessments:** As part of SB 618, assessments are conducted locally, beginning before a participant is transferred to the prison reception center. During program development, partners thoroughly discussed which assessments should be conducted and agreed that additional information would be useful regarding participants' substance use and vocational needs. The information gained from these assessments is used in the creation of each participant's Life Plan. As previously mentioned, key staff and program partners surveyed indicated that these assessments are effective. In addition, the relatively high proportion of participants receiving services matching their needs also suggests the effectiveness of these assessments.

**Utilizing an interdisciplinary team approach:** Research on prisoner reentry has highlighted the beneficial role of collaboration in the provision of services through partnerships across systems (La Vigne, Davies, Palmer, & Halberstadt, 2008). The primary method of collaboration used in the SB 618 program involves incorporating interdisciplinary team approaches at two key points in a participant's progress, both of which have received positive feedback from staff and participants. The first of these is the MDT meeting held prior to participants' sentencing to review eligibility and discuss screening and assessment results. These meetings are staffed by a Probation Officer, CCM, PCM, and a prison classification counselor. The second of these interdisciplinary forums, the Community Roundtable, is convened on an ongoing basis from the participants' release to their exit from the program. The Parole Agent, CCM, participant, and any other individuals significantly involved in the participant's reentry effort attend these meetings.

**Creating a timely information sharing mechanism:** One of the more behind-the-scenes successes of the program is the development of a Web-based data management system designed specifically for the local SB 618 program. With frequent input from program partners and key staff, the DA's Office Information Systems experts created a user-friendly database that captures data on each participant from screening/assessment through program exit. The database includes automation of the Life Plan to allow it to be updated online and shared among program staff, facilitating timely communication between all key staff working with each participant. The database also has proven crucial to

program partners, key staff, and the evaluators in monitoring program implementation.

▶ **What Could Have Been Done Differently?**

**Anticipate, to the greatest degree possible, the logistical needs and possible pitfalls for service delivery:** Due to a number of very real constraints prior to and after program implementation, in-custody vocational programming has not been available at the level that was desired or anticipated. As such, it would be beneficial for other jurisdictions to take stock of their existing programming resources and fully develop their capabilities prior to implementation or develop alternative strategies should barriers be more difficult to overcome than anticipated. Being proactive in this regard could help avoid time-consuming, bureaucratic hurdles delaying full implementation, as well as direct more realistic information regarding resources available to participants upon program entry.

**Consider that while existing resources may be easier to implement, they might not always be the most effective and can impact successful program implementation:** Originally, the role of PCM at CIW was filled by social workers and by educators at RJD. This staffing difference was debated early in the design stages of the program, with CIW staff emphasizing a history of using social workers for any type of case management. RJD staff felt their educational personnel were qualified to provide appropriate case management services and the program partners agreed to implement the program with this staffing difference in place. However, over the course of

program implementation, qualitative differences between the prisons' case management became more apparent and program partners concluded that the PCM role could be better suited to social work staff.

## RECOMMENDATIONS FOR LOCAL CONSIDERATION

While these preliminary findings from the process and impact evaluation highlight the many successes of the SB 618 program, areas for program improvement also have been identified through the research findings. The following new recommendations are provided for consideration as program partners continue to refine the program and maximize program effectiveness.

- ▶ **Maintain program fidelity across components:** This overall recommendation is a challenge given fiscal constraints. However, lack of program fidelity is a primary threat to program effectiveness. Program partners will want to maintain their commitment ensuring consistency with the program design based on best practices despite restricted funding to preserve positive program impact. Areas of particular concern are discussed in the following recommendations.
- ▶ **Establish a liaison between the local SB 618 program and CDCR headquarters:** With the loss of the SB 618 program manager and assistant program manager from CDCR's Office of Community Partnerships due to budget cuts, CDCR representation during Operational Procedures Committee meetings is restricted to local prison and parole staff. This lack of representation from CDCR headquarters impacts the ability of program partners to communicate the status of program

implementation up the chain of command and to address issues related to CDCR programming.

- ▶ **Expand program implementation to include all county courts within San Diego:** There is local interest in offering SB 618 services to all eligible offenders throughout San Diego County. Given the statewide policy changes that may reduce the quantity of felons sent to prison and assigned to parole supervision, this expansion may be necessary to ensure that the program remains at capacity.
- ▶ **Explore reasons why offenders refuse SB 618 services:** As the program is expanded to other courts within San Diego County, program partners may want to examine if refusal rates vary by jurisdiction to help determine the factors holding people back from getting needed assistance with the process of reintegrating into the community following release from prison.
- ▶ **Examine utility of vocational assessments:** Program partners rated the effectiveness of vocational assessments more highly than key staff. Further, the match between vocational assessments and actual jobs obtained varied across tools. As program partners grapple with fiscal constraints, while striving to maintain program fidelity, they may want to solicit additional feedback from staff to ensure that the most useful and relevant tools are being utilized.
- ▶ **Expand in-prison programming to focus on gaps highlighted by participant needs:** Data from the evaluation indicate a need to increase programs within the prison to meet the assessed needs of participants. Specifically, substance abuse treatment services and additional education programming are needed at RJD, as well as vocational training at both prisons, but

particularly at CIW. In this economically challenging time, continuing to coordinate with the Division of Community Partnerships within the prisons may be the best avenue for such expansion.

- ▶ **Improve program fidelity related to PCM services in RJD:** While modifications in the PCM component were made to improve consistency between the two prisons, service levels continue to be higher at CIW compared to RJD. Further, feedback from participants suggests that improvement is needed in getting people into programs quickly and making the prison system less complicated. The ability of PCMs to help participants navigate the prison system is directly related to having programs in prison, as well as adequate PCM staffing and supervision. Given the fiscal crisis in California, program partners will need to influence institutional priorities in order to positively impact this situation. The process of navigating across governmental systems (i.e., County versus State) is challenging and may not be easily accomplished in the short term.
- ▶ **Continue to refine the prison exit process:** Experts in reentry have concluded that the “moment of release” from prison, and specifically the first 72 hours, can be the most critical time for ex-offenders as they transition from a controlled environment to civilian life (Ball, Weisberg, & Dansky, 2008; Travis, Solomon, & Waul, 2001). Nearly two-thirds (63%) of the treatment group had contact with their CCM within three days of their prison release. Individuals transitioning directly into a residential treatment or sober living program are often not allowed outside contact for up to 30 days, so it is not expected that these participants will interact with the CCMs during this period. However, less than

half (44%) of those who did not transition directly into a residential drug treatment or sober living program were met at the prison gate by their CCM and transported to appropriate housing. When participants were asked about this process during follow-up interviews, 28 percent (20 participants) indicated that they were on their own immediately upon release from prison. Since the ability of CCMs to provide this service is directly related to accurate information regarding the date of prison release, program partners have spent considerable efforts to obtain accurate prison release date information. Based on these research findings, program partners may want to explore additional methods for facilitating this process.

- ▶ **Explore alternatives for substance abuse treatment and improve engagement in these services when accessed:** With fewer resources available for substance abuse treatment in prison and in the community due to statewide budgetary constraints, there is a need to develop creative methods for accessing substance abuse services (e.g., similar to how the gap has been filled related to behavioral health programming). In addition, engagement in this service upon program entry is particularly critical given the chronic nature of addiction.

In addition, the following recommendations shared in earlier annual reports remain relevant.

- ▶ **Ensure clear communication of program expectations with participants:** While feedback from participants indicated an overall positive view of SB 618, the importance of informing participants of how SB 618 works and building rapport from the beginning cannot be overemphasized, especially during times of changing



policies to accommodate budget constraints. In addition to providing information during MDTs, program partners have held forums with participants in prison and the community to obtain feedback (both positive and negative) about how the program is doing and provide updates regarding the status of services available in prison.

▶ **Implement a system of incentives:**

Consistent with the literature on the value of using incentives to reward positive behavior, as well as consequences for violations (National Research Council, 2008), program partners have considered developing a system of incentives and graduated sanctions to support treatment goals and facilitate program compliance. With respect to sanctions, California's Parole Violation Decision Making Instrument is used, which recommends an appropriate sanction level (i.e., least intensive, moderately intensive, or return to prison) for all parole violators in California. However, there is no clear system of incentives..

▶ **Implement cognitive-behavioral therapy:**

Studies have shown that recidivism is cost effectively reduced when dysfunctional thinking and patterns of behavior are identified and skills are developed to modify these negative behaviors (i.e., cognitive-behavioral therapy) (National Research Council, 2008). Efforts have been made by program partners to implement a cognitive-behavioral program within SB 618, with instructors trained in the Thinking for a Change curriculum (a cognitive-behavioral approach). Program partners anticipate that classes will begin in 2010 at RJD.

▶ **Emphasize vocational training over education services:**

Since assessment data suggest that SB 618 participants have a functional level of education and

possess significant life skills, their time in prison may be best used for vocational programming rather than educational services. Specifically, vocational training should provide job skills in industries with local job market growth where local employers are willing to hire ex-felons.

▶ **Enhance outreach to employers:** While the treatment group was significantly more likely than the comparison group to be employed, the average hourly rate for these individuals was still below the living wage for San Diego County. Employment outreach has not only included efforts to identify job leads, but also has focused on developing relationships with employers. Beginning in November 2009, outreach to employers also promoted the use of Work Opportunity Tax Credits for hiring ex-felons within one year of prison release. These efforts are consistent with feedback from participants indicating a need for more employment assistance specifically related to ex-offenders and the local job market. Program partners also may want to include community members already linked to the SB 618 program (i.e., the Reentry Roundtable and Interfaith Advisory Board) in this process. Further, program partners have discussed the idea of reaching out to labor unions in particular.

▶ **Extend efforts to integrate social supports:**

Research studies indicate that involving family members and positive peers in ex-offenders' reentry plans will improve their successful integration into the community (La Vigne, Davies, Palmer, & Halberstadt, 2008; La Vigne, Visher, & Castro, 2004). The assessment process at program entry indicates that participants have few considerably close relationships, suggesting a need for assistance in strengthening their support system within the community. While the SB 618 program design includes mechanisms for

facilitating this process (e.g., Community Roundtable meetings), the level of involvement has been relatively low suggesting an area for enhanced efforts. Outreach to the faith community may be helpful in the process, as almost all of the follow-up interview respondents who indicated involvement with a faith-based group reported that this relationship was supportive.

Partners should be commended for continuing to develop and implement best practices and encouraged to maintain their commitment to full implementation of the SB 618 program design to ensure maximum program effectiveness.

prison vocational services exacerbates the barriers to employment for offenders. The impact of these forces on outcomes and the process of how program partners attempt to fill these gaps will be examined.

## SUMMARY

Based on the preliminary research findings in this third annual evaluation report, the SB 618 Prisoner Reentry Program in San Diego has had many successes and program partners are committed to continuing to address new and on-going challenges to service delivery. The recommendations shared in this chapter are provided to assist local program partners as they continue to refine the program, as well as guide others interested in implementing similar reentry programs in other jurisdictions. Over the next year, the evaluation will continue to document the process of program implementation and further assess program impact. As the treatment and comparison groups have longer periods in the community following release from prison, more long-term outcome data will be available for a larger number of participants. Given California's fiscal crisis, particularly in the area of corrections, the continued results from the evaluation will be of particular interest. Most in-prison programs have been eliminated, some of which directly impact the ability of offenders to access services upon release from prison (i.e., substance abuse). Further, the lack of in-



# **CHAPTER 1**

## **INTRODUCTION AND PROJECT OVERVIEW**

## SUCCESS STORY: MOTIVATING SELF-TRANSFORMATION

Michael is a relatively young SB 618 participant (25 years old upon program entry), but has a lengthy history of incarceration and substance abuse. The SB 618 needs assessment process also revealed severe vocational and educational issues. Though Michael spent more time than average in the reception center, which delayed receiving the programs and services that he wanted while in prison, his Community Case Manager (CCM) made sure to meet with him at least once per week prior to his release in order to develop a plan for housing, employment, and drug treatment.

Initially, Michael expressed some trepidation toward the SB 618 program and its providers, but he opened up to his CCM after seeing his CCM's weekly dedication to him and his successful reentry. Michael and the CCM developed an honest relationship, which allowed them to create a plan that was tailored to Michael's personality, character, and past history with friends and associates. For example, the CCM assisted him in coordinating his pick-up from prison to minimize contact with negative social influences, arranged for housing at a sober living facility, and helped him develop a daily schedule for his first few days outside of prison.

Three months post-release, Michael remained very optimistic and for good reason. Within two-and-a-half months, he obtained employment, remained committed to his substance abuse treatment, and continued to comply with his conditions of parole. Michael's friendliness and positive demeanor may be best exemplified by his answer to whether he believes the SB 618 program will make a difference in his life. Specifically, Michael states that the program will make a difference "by... [me] giving the SB 618 program a chance, just like they're taking a chance on me!"



*NOTE: The name has been changed to protect the participant's privacy. Story based on life six months following prison release.*

# CHAPTER 1

## INTRODUCTION AND PROJECT OVERVIEW

---

### INTRODUCTION

As historically high numbers of ex-offenders parole to California communities, many of whom have issues related to substance abuse, education, employment, housing, and health, the issue of reentry poses a significant problem to policymakers, public safety officials, and community leaders. Along with this issue are concerns related to public safety, as many individuals return to custody in the immediate years following release. One of several efforts across California to reduce recidivism and increase the probability of successful reentry is Senate Bill (SB) 618. This law is based on the concept that providing tangible reentry support services will increase parolees' chances of successful reintegration into the community (i.e., successfully completing parole conditions and desistance to criminal behavior). As a result, parolees become law-abiding and self-sufficient members of the community and public safety is enhanced. This chapter describes this effort and relates it to the current status of reentry in California and the United States and what experts in the field know about both best practices and evidence-based practices<sup>1</sup> shown to be effective in reducing recidivism.

### LITERATURE REVIEW

#### Incarceration and Recidivism in California and the United States

During the 1980s and 1990s, the number of individuals under the supervision of the criminal justice system grew considerably. Specifically, between 1987 and 2007, the number of sentenced prisoners under the jurisdiction of state and federal correctional authorities across the United States increased from 585,084 to 1,596,127. The United States has the dubious distinction of having the highest rate (not absolute number) of incarceration in the world, with more than 2.3 million people (or one in every 100 adults) at the beginning of 2008 incarcerated at the federal, state, or local level (The Pew Center on the States, 2008). This trend is particularly evident in California, which by mid-year 2007 had surpassed Texas in having the highest number of adults under state or federal correctional jurisdiction, a pattern which held true by the end of 2008 (with 173,670 in California compared to 172,506 in Texas) (Sabol, West, & Cooper, 2009).

At year-end 2008, the growth rate in numbers of state and federal inmates fell to 0.8 percent, the smallest rate seen since 2000. Contributing to this trend were 20 states, including California, which reported a decline in the actual number of inmates under state jurisdiction and 28 states which reported a decrease in their rate of imprisonment (Sabol et al., 2009). Between 2007 and 2008, California saw a decrease not only in its institution population, but also in the number of individuals placed on parole. The state experienced a 3 percent decrease in the actual number of inmates in adult state correctional facilities between 2007 (176,059) and 2008 (171,085) and nearly 4,000 fewer

---

<sup>1</sup> Best practices are those that are generally regarded to be effective by professionals in a particular field; whereas, evidence-based practices are a subset of best practices which have been scientifically validated through research (Janetta, Elderbroom, Solomon, Cahill, Parthasarathy, & Burrell, 2009).

individuals (or 0.9%) under some form of CDCR jurisdiction between 2007 (320,155) and 2008 (316,229) (California Department of Corrections and Rehabilitation [CDCR], 2009a). CDCR's 2008 fourth quarter data show a total of 123,597 individuals released to parole across California, a nearly 3 percent decrease from the previous year, with 90 percent returning to the county of their last legal residence. According to CDCR (no date-a), approximately 34,000 (or 28%) parolees were described as returning to Region IV - San Diego/Southern California. Two questions arise from this information: Why did correctional institutions experience such high rates of population growth over the last few decades? And why are prison populations either growing at a slower rate or declining in some states?

### Reasons for Prison Population Growth

Experts offer differing opinions to explain why the United States prison population grew so rapidly over the past 20 years or so; specifically, whether it was a result of an increase in sentence length, more prison commits, or a combination of both (Bureau of Justice Assistance, 1998; Ditton & Wilson, 1999; Parent, Dunworth, McDonald, & Rhodes, 1997).

De-emphasizing rehabilitation and changes to traditional sentencing structures are credited for increased prison populations.

While some research has suggested that the effect sentencing reform had on prison populations may have been minimal (Zhang, Maxwell, & Vaughn, 2009), most studies generally concluded that the growth in prison populations began approximately 30 years ago with a groundswell of public intolerance to higher crime (National Institute of Corrections [NIC], no date). This public sentiment influenced changes to sentencing structures and a shift in corrections culture from rehabilitation to punishment, and also spurred significant changes to dispositional policies and existing sentencing practices. Specifically, indeterminate sentencing (in which judges are given broad discretion in meting out sentence terms) was coming under fire from both sides of the political spectrum (Austin, Clear, Duster, Greenberg, Irwin, McCoy, Mobley, Owen, & Page, 2007). Examples of new sentencing practices widely implemented during the 1980s and 1990s (and believed by many experts to be the reason for the rise in prison populations) include truth in sentencing (minimizes the discrepancy between an imposed sentence and actual time served), mandatory minimum sentencing (such as California's "three strikes" law requiring inmates to serve a minimum amount of time before being eligible for discretionary release), and determinate sentencing (shifting discretionary power over sentence length from parole to judges). At that time, many experts in the field believed that under indeterminate sentencing, prisoners were more motivated to obey prison rules and participate in rehabilitative programs in order to convince parole boards they were ready to be law-abiding citizens if granted release (NIC, no date). However, with the change to determinate sentencing in many states (including California in 1976), there was less incentive for good behavior, and as a greater number of individuals were incarcerated for longer periods of time, the increased cost of housing these individuals also resulted in a drastic paring down of rehabilitative programs (Austin et al., 2007; Travis, Solomon, & Waul, 2001).

These two related policy shifts (de-emphasizing rehabilitation and sentence reform) led to a third factor, namely a rise in the number of individuals returning to prison, either because of committing a new offense or a technical violation while under parole supervision. Research suggests that this trend may have had the greatest effect on increasing prison populations. In one analysis (Langan & Levin, 2002) utilizing 1994 discharge data from prisons in 15 states (including California), the

researchers found that within three years of release from prison, 68 percent were rearrested for a new offense, 47 percent were reconvicted for a new crime, and 52 percent were back in prison serving time for a new sentence or a technical violation. When Solomon, Kachnowski, and Bhati (2005) examined what type of supervision this sample of ex-offenders received and how it was related to being reincarcerated, they concluded that parole supervision had little effect on the largest group of released prisoners (males who were offenders of drug, property, or violent crimes), mandatory supervision was the least successful type of supervision, and discretionary release was only beneficial to select offenders, namely females, individuals with few prior arrests, public order offenders, and technical violators.

In California, where nearly all prisoners are placed under a Parole Agent's direct supervision through mandatory release (as opposed to discretionary supervision or unconditional release with no supervision), the range of interventions for parole violators may be more narrow than is desirable (as reflected by increasing parole revocation rates). For example, the percentage of parolees returning to prison in California grew from 25 percent in 1980 to 71 percent in 2000 (Little Hoover Commission, 2003), and around two-thirds of all prison commitments in California were returning parolees versus one-third nationally (Petersilia, 2006). Thus, while crime rates across the country are considerably lower than they were decades earlier (Petersilia, 2006), jurisdictions across the country are spending large amounts of money on a system that, in the long run, may not be in the best interest of public safety or the community in general.

In California, one of the earliest published reports on the ramifications of skyrocketing incarceration rates was authored by the Little Hoover Commission in 2003. This publication sent a clear message to State agencies that there was an urgent need to reverse the trend of the past several decades of locking offenders up and failing to address underlying factors that may have contributed or been related to their illegal activity. The Little Hoover Commission described four fundamental problems with California's system as it existed at the time: 1) prison stays were not being used to prepare prisoners for their eventual release; 2) available resources – particularly those in communities – were not being used to help parolees get a job and stay out of trouble; 3) when parolees did get into trouble, the vast majority went back to prison, even if drug treatment, short jail stays, or some other intervention would cost less and do more to help them refrain from crime; and 4) thousands of times each year, parole revocation was used in lieu of prosecution for parolees who were suspected of committing new serious crimes.

Four years later, these concerns were repeated with the release of a second report (Little Hoover Commission, 2007) that described the failing correctional system as “the largest and most immediate crisis facing policymakers” (p. i) and stated that “California's parole system remains a billion dollar failure.” In this follow-up report, the Little Hoover Commission acknowledged the ambitious efforts of Governor Schwarzenegger to rework the system but also noted that politics have continued to “trump good policy in correctional reform efforts” (p. i).

## Reasons for the Recent Deceleration and Decline of Prison Population Growth

### *Federal Legislation*

There are several factors possibly linked to the downward trend in prison population growth. These factors include an increased awareness of the issue by policy makers at various levels, which has resulted in shifts in corrections protocols and resource allocation. For example, in 2004, former U. S. President George W. Bush proposed a “four-year, \$300 million prisoner reentry initiative to expand job training and placement services, to provide transitional housing, and to help newly released prisoners get mentoring, including from faith-based groups.” Since then, the Prisoner Reentry Initiative has continued to be fully funded under the Obama Administration and is supported by a diverse group of federal partners (the U. S. Departments of Justice, Education, Health and Human Services, Housing and Urban Development, and Labor), reflecting that the issue of reentry crosses partisan boundaries and does not fall solely under the purview of the criminal justice system (Department of Justice [DOJ], 2008). Also passed by President Bush in 2004 was the Mental Illness Offender Treatment and Crime Reduction Act (MIOTCRA) designed to promote collaboration between the criminal justice and mental health systems, divert mentally ill offenders from jail and prison, and provide treatment to these individuals in order to reduce criminality (DOJ, 2008). More recently, the Second Chance Act of 2007, which then President Bush signed into law in April 2008, funded both state reentry programs and research to identify barriers to reentry, as well as authorized grants from the Department of Justice to fund community-based services for mentoring and other reentry support to adult and juvenile offenders. Funding allocations for the Second Chance Act increased from \$25 million in FY 2009 to \$100 million in FY 2010, indicating the expanded support of this initiative by the Obama Administration (Reentry Policy Council, 2010). Seeing a need for more systemic change in the correctional system, U. S. Senator Jim Webb introduced in March 2009 the National Criminal Justice Commission Act of 2009. This bill would authorize the creation of an expert commission to closely examine policies and procedures within the criminal justice system and make recommendations for improvements.

### *California Legislation and Budgetary Changes*

In response to the debate over parole effectiveness and the crisis of prison overcrowding, significant pieces of legislation were signed by Governor Schwarzenegger in 2007. The first of these, Senate Bill (SB) 1453, allows CDCR to discharge eligible offenders (non-serious and non-violent) from parole once they successfully complete 90 consecutive days of in-prison drug treatment followed by 150 consecutive days of residential drug treatment in the community. A formal evaluation of SB 1453 is being conducted by California State University, Long Beach to study the program’s effect on recidivism. Although sufficient longitudinal data are not yet available to accurately assess this variable, early results show that only five percent of parolees who completed SB 1453 conditions recidivated and were returned to custody (CDCR, 2009b). Although inmates continue to be deemed eligible for SB 1453, not all may have the opportunity to complete drug treatment inside prison walls. Due to California’s economic recession, CDCR has made \$250 million in cuts to prison programming, including the closure of eight substance abuse programs. The agency’s plan for streamlining programming includes shortening in-prison drug treatment to three months (compared to 6 to 36 months) and training long-term inmates to serve as substance abuse counselors (CDCR, 2010a).

Another piece of legislation enacted to reduce recidivism and prison overcrowding is Assembly Bill (AB) 900, which sets 13 “benchmarks” CDCR must reach before releasing over \$7 billion for the construction of additional prison and jail beds. As of this report, CDCR has completed 5 of the 13 benchmarks, including developing plans to streamline management and improve prison programming. In addition to allocating construction dollars, AB 900 also focuses on restructuring CDCR to emphasize rehabilitation to a greater degree. To help implement AB 900, the governor requested input from two strike teams (one focusing on construction efforts and one on rehabilitation reform). The Construction Strike Team recommended transferring prisoners to out-of-state prisons, constructing additional dorms within existing prisons, and building reentry facilities (CDCR, 2008); while the Rehabilitation Strike Team proposed four strategies for reviving prison programming that had been at best underutilized (i.e., substance abuse programming), and at worst, dismantled altogether (i.e., vocational training) over many years. These four strategies included: 1) focusing on case management in prison, incorporating assessment of prisoners at prison entry, and assignment to appropriate programming throughout their sentence; 2) training CDCR staff on the core tenets of rehabilitation; 3) implementing “New Start,” an evidence-based, prison-to-employment program; and 4) instituting parole reforms, such as improving the ways offenders’ risks and needs are identified at release and matching them with appropriate community resources (CDCR, 2007b). These recommendations ultimately became known as the California Logic Model (Appendix E), which serves to guide CDCR in providing evidence-based prison programming.

In January 2010, CDCR proposed significant amendments to the statute regulating the placement of offenders on parole supervision. Within these amendments, CDCR would be authorized to place certain eligible inmates and parolees on “non-revocable parole” (NRP), which is defined by CDCR (2010c) as:

*“...a form of unsupervised community release pursuant to the provisions of Penal Code section 3000.03, wherein the parolee is not subject to placement of a parole hold, revocation, or referral to the Board of Parole Hearings for violation of any condition of parole.”*

As of this report, CDCR’s proposal is still in the review process; therefore, it is too soon to know what effects this statutory change will have on the correctional systems or on SB 618, but the evaluation will monitor and report any changes in future reports.

### **What Works in Reducing Recidivism**

Although the trend of rising incarceration rates seems to be slowing in some states and reversing in others, significant numbers of prisoners are being released to communities every day. Specifically, CDCR estimates that nearly all (95%) of its prisoners are eventually released (CDCR, 2008). With that as a backdrop, it is crucial for communities to know how to prepare for the influx of high-need individuals. Although the research designs evaluating prisoner reentry programs vary in complexity, a large body of work offers direction regarding what should be provided to ex-offenders in order to reduce recidivism. Outlined below are both evidence-based and best practice recommendations for service provision in prison and in the community. Finally, a recap of the research shows how program partners can best collaborate. When San Diego stakeholders began envisioning the SB 618 program, they based its design on the literature regarding scientifically proven strategies (i.e., evidence-based practices) and those generally accepted as “best practices” in the field. The following section outlines the literature, which includes new findings to serve as a resource for SB 618 program partners as service delivery continues to evolve.



### *Service Provision*

Assessing an individual's needs and risks helps guide service provision both in prison and in the community. The following section describes some of the most common needs faced by ex-offenders (i.e., substance abuse, medical, mental health, education, employment and debt management, and housing) and summarizes the field's current understanding of evidence-based and best practices.

▶ Substance Abuse

The surge in the national incarceration rate was partially due to nearly seven million Americans having drug dependence issues. For example, of those incarcerated in United States prisons in 2004, 17 percent were in custody for committing crimes to get money for drugs (Mumola & Karberg, 2006). It stands to reason then, that if the demand for drugs could be reduced through substance abuse treatment both in prison and after release, public safety could be improved, and prison overcrowding alleviated.

In California, more than half (53%) of all prisoners in 2004 reported having a drug use issue (Mumola & Karberg, 2006). Based on this rate, it can be estimated that more than 90,000 California prisoners may be dealing with drug dependence. However, despite research that has found that the greatest benefits are realized when prisoners participate in prison drug treatment and aftercare services upon release (Andrews, 2006; CDCR, 2007a; Field & Karacki, 1992; Lipton, 1995; Matthews, Hubbard, & Latessa., 2001; Rosenfeld, Petersilia, & Visher, 2008; Taxman & Spinner, 1997), individuals may not always receive the treatment in prison they need. For example, national estimates showed that in 2004 only 40 percent of those with drug dependence participated in treatment during incarceration (Mumola & Karberg, 2006). In California's State prisons, that number is even lower, with approximately 10 percent of those needing drug treatment receiving it while incarcerated, due in large part to issues related to overcrowding (CDCR, no date-b).

Receiving drug treatment in custody and in the community is critical for successful reentry among drug-involved offenders.

The literature states that to implement evidence-based practices, supervision upon release from custody should be treatment-oriented rather than focused upon violation detection. For example, community-based drug treatment that includes drug testing should be provided with responses to noncompliance consisting of increased treatment rather than incarceration time (Aos, Miller, & Drake, 2006; Burke & Tonry, 2006; Gerstein, Datta, Ingels, Johnson, Rasinski, Schildhaus, Talley, Jordan, Phillips, Anderson, Condelli, & Collins, 1997; Rosenfeld et al., 2008). While in-prison drug treatment may reduce recidivism to some degree, treatment after release (combined with work release, mental health treatment, and aftercare) is more effective (Butzin, O'Connell, Martin, & Inciardi, 2006).



▶ Medical

Medical care inside prisons is in crisis in many states, including California.<sup>2</sup> This issue became increasingly urgent as the number of prisoners reporting medical problems began to increase (Maruschak, 2008); overcrowding forced prisoners to share close quarters, and the aging prison population became more prone to health issues. In the words of CDCR Chief Deputy Secretary Scott Kernan, “Housing inmates in nontraditional quarters presents serious safety concerns for both inmates and correctional staff. The overcrowding of CDCR facilities has led to increased numbers [of] infectious disease outbreaks and riots and disturbances system-wide” (CDCR, 2010d).<sup>3</sup>

Research shows that prisoners are at higher risk than the general population for physical health problems including chronic diseases such as hypertension and asthma, and also infectious diseases such as hepatitis, HIV/AIDS, and tuberculosis due to living in close quarters (Davis, Nicosia, Overton, Miyashiro, Derose, Fain, Turner, Steinberg, & Williams, 2009; Hammett, Roberts, & Kennedy, 2001). As mentioned earlier, many prisoners have a history of substance abuse, which has been directly and indirectly linked to health problems such as cardiovascular disease following the use of certain stimulants, and an increased risk for AIDS and hepatitis C from intravenous drug use (National Institute on Drug Abuse [NIDA], no date). When one considers that the mortality rate for ex-offenders is 3.5 times higher than the general population (Binswanger, Stern, Deyo, Heagerty, Cheadle, Elmore, & Koepsell, 2007), that prisons and jails are part of and not separate from communities, and that nearly all prisoners will come home at some point, it is clear that providing adequate medical care both in and outside of prison is important to the safety and well-being of the ex-offender, as well as the community at large.

In terms of best practices, research suggests that providing a continuum of medical care from prison to parole is most desirable, including utilizing community-based health care providers in custody to expand service options and increase the probability of aftercare (Reentry Policy Council, 2005); however, this ideal is not easily accomplished due in part to issues related to logistics (i.e., distance between prison and community care facilities, releasing prisoners at odd hours of the night when no immediate care is available) and to more systemic challenges (i.e., inability or unwillingness by prisons and/or community-based organizations to collaborate and exchange information and a lack of funding/resources). However, a few states have successfully traversed these barriers with marked reductions in recidivism, including Rhode Island (which established a model of collaboration between corrections and a local hospital using staff to begin discharge planning in prison and which serves as the releasee’s community medical provider after release)

Best practices suggest building collaborative relationships between corrections and local medical facilities to conduct pre-release healthcare planning.

<sup>2</sup> The California state prison medical system has been under federal jurisdiction since 2006 due to the state’s inability to provide prisoners with a constitutional standard of medical care (CDCR, 2006).

<sup>3</sup> The California Prison Health Care Services (CPHCS) reports that there has been an 18 percent drop in prisoner deaths since 2006. They credit this drop in part to filling medical staff positions and creating a database to streamline the state prison’s medical records system (Kelso, 2008).

and Massachusetts (where prisoners with serious medical concerns are linked to health care teams in their own ZIP Code with care by these teams beginning in prison and continuing post-release) (Hammett et al., 2001).

▶ **Mental Health**

A third issue, mental illness, often correlates to drug dependence and medical problems. For example, nearly three-quarters (74%) of all state prisoners in the United States with mental health issues also are coping with substance abuse. Across the United States, more than half (56%) of state prisoners had some type of mental health problem (as defined by having either a recent history or exhibiting symptoms of a mental illness), with the more common mental disorders being mania (43%), major depression (23%), and some form of psychosis (15%) (James & Glaze, 2006).

Mental health providers who serve prisoners face significant challenges in treating these individuals, including the propensity of the mentally ill prisoner to develop exaggerated adaptive behaviors to help them adjust to life in prison (i.e., being overly reluctant to provide information to staff and exhibiting an extremely intimidating demeanor) (Rotter, McQuiston, Broner, & Steinbacher, 2005). These behaviors can sometimes be misconstrued by treatment staff as noncompliance or as further symptoms of mental illness (Rotter et al., 2005).

Challenges to treating mentally ill offenders continue after an offender's release due to numerous systemic barriers, including lack of funding to house the mentally ill, lack of competitive salaries for competent and trained professional staff, and fragmentation among various service systems (e.g., health, substance abuse treatment, housing agencies), all of which impairs effective engagement and treatment of ex-offenders coping with a mental health condition and other day-to-day problems (Reentry Policy Council, 2005). According to best practices in this area, the greatest improvements can be realized when service delivery is coordinated, clients are included in the design of service plans, service providers are culturally competent, and case management is provided to ensure medication compliance (Byrne, Taxman, & Young, 2002; Reentry Policy Council, 2005). Other promising strategies that can be used by correctional officers to reduce recidivism among people with mental illness include building a relationship based on trust, firmness, and fairness; emphasizing problem solving to foster compliance rather than authoritarian communication and threats of negative consequences; and engaging in cross-agency collaboration and team building with treatment providers (Prins & Draper, 2009).

Best practices in reentry and mental health recommend coordination of services, case management, and allowing clients to provide input in the development of their service plan.

▶ **Education, Employment, and Debt Management**

Research suggests that recidivism can be reduced when inmates participate in educational programs (Hill, 2008; Steurer, Smith, & Tracy, 2001), receive vocational training, and find gainful employment after release (Aos et al., 2006; Baer, Bhati, Brooks, Castro, La Vigne, Mallik-Kane, Naser, Osborne, Roman, Rossman, Solomon, Visher, & Winterfield, 2006; La Vigne, 2008). Having a job that pays a decent wage can reduce the likelihood of turning to crime for financial support and, at the same time, alleviate the considerable debt many offenders accumulate during incarceration (e.g., fines, restitution, public cost recovery assessments, and child support)

(Levingston & Turetsky, 2007). However, many prison vocational programs, which were dismantled in the 1980s and 1990s, have not been fully replaced and many in-custody opportunities do not prepare these individuals for skilled, well-paying jobs after release (Bloom, 2006).

Many parolees struggle with low educational levels, spotty work experience, and face the reluctance by many employers to hire individuals with a felony record (Solomon, Johnson, Travis, & McBride, 2004). Some options for addressing these barriers have been tested in other jurisdictions and include having the judge set realistic orders and suspend debt obligations during incarceration; providing pre-release services that help offenders identify their debt and create payment plan strategies; making the hiring of ex-offenders more lucrative to the private sector by offering tax credits and other financial incentives; and eliminating the practice of asking job candidates whether they have a criminal background until *after* they have been screened and deemed qualified based on their skills and experience (Johnson, Fletcher, & Farley, no date; Levingston & Turetsky, 2007).

Education and vocational programming are critical to prepare ex-offenders for gainful employment in the community.

#### ► Housing

The first thing a parolee must do upon release is find a place to stay. Based on what we know about parolees and their likelihood of struggling with addiction, coping with physical and mental health issues, and having limitations in terms of education and employment, it stands to reason that finding safe, stable, and independent housing poses one of their most pressing challenges. In addition, many parolees have strained relationships with family and loved ones who are not willing to have the parolee return home (Travis et al., 2001). Besides these personal challenges, there are also external barriers that prevent parolees from finding secure and affordable housing. These include federal laws which may bar ex-offenders with certain drug offenses from public housing (Bishop, 2008). These federal laws may also serve to restrict family members, who reside in public housing, from allowing an ex-offender to live in the home. In addition, Housing and Urban Development's (HUD) definition of homelessness (i.e., those who were homeless prior to incarceration, or who were incarcerated for 30 days or less) prevents many parolees from qualifying for various homeless services (La Vigne, Solomon, Beckman, & Dedel, 2006). Finally, as more parolees are released with little or no formal parole supervision due to more jurisdictions adopting non-revocable parole policies, they will not have access to Parole Agents who might otherwise provide needed referrals and resources to find stable housing (Mellow & Dickinson, 2006).

Experts encourage reentry advocates to learn more about federal housing laws, which may not be as restrictive as commonly believed.

According to the National Housing Law Project, the intent of these federal rules and regulations may not be as restrictive as widely believed, allowing for case-by-case basis review. Reentry case managers are encouraged to learn more about the laws so they can be more effective in securing housing for ex-inmates. Another recommendation is that stakeholders collaborate at the local level to influence the planning process for low-income housing development to ensure the inclusion of reasonable admission policies or "set aside" units for people with criminal records and their families (Bishop, 2008).

## *Strategies and Services*

### Release Strategies

According to the 2008 Stanford Executive Sessions on Sentencing and Corrections, the first 72 hours after an individual's release from prison is a critical time period in which corrections and service providers must synchronize their efforts to avoid many of the common pitfalls associated with reentry (Ball, Weisberg, & Dansky, 2008). As such, these experts acknowledge that while CDCR is limited as to the location of release (i.e., the transportation hub nearest the prison), they encourage CDCR to improve a parolee's chances for success by adjusting the time of release to occur during daytime hours when service providers' offices are open and staffed, public transportation is most readily available, and it is most convenient for family and friends who are waiting for the parolee's arrival (Ball et al., 2008).

The first 72 hours following prison release are critical to ensuring successful reentry.

### Intervention Services

Research has provided examples of evidence-based and best practice approaches to delivering services to address an ex-offender's identified needs and maximize positive results. That is, interventions that encompass the following principles may be more successful than those that do not.

#### *Evidence-Based Practices*

- ▶ Interventions should be highly structured, involving multiple treatment components that are skill-oriented (e.g., development of social, academic, and employment skills) (Matthews et al., 2001; Sherman, Gottfredson, MacKenzie, Eck, Reuter, & Bushway, 1997). Specifically, the focus should be on criminogenic needs (i.e., crime-producing factors) (Andrews, 2006).
- ▶ Cognitive-behavioral therapy (CBT) has been found to have a larger impact on reducing recidivism than other treatment modalities, on average by 27 percent (Gaes, Flanagan, Motiuk, & Stewart, 1999; Lipsey & Landenberger, 2006). CBT programs should be used to replace anti-social associations and behaviors with pro-social ones by reinforcing clearly identified overt behavior. These programs should include structured social learning that teaches new skills while consistently reinforcing pro-social behaviors and attitudes; programs that address values, choice of peers, substance abuse, and anger; and family-based interventions that train families on appropriate behavioral techniques (Andrews, 2006; Aos et al., 2006; Latessa, no date; Lowenkamp & Latessa, 2005; Matthews et al., 2001; Reentry Policy Council, 2005; Sherman et al., 1997).
- ▶ Services outlined in the plan should be matched with learning style, motivation, aptitude, and needs identified through assessment (Andrews, 2006; Byrne, Taxman, & Young, 2002; Gendreau, 1996; Latessa, no date; Lowenkamp & Latessa, 2005; Lowenkamp, Latessa, & Holsinger, 2006; Matthews et al., 2001; Reentry Policy Council, 2005; Rosenfeld et al., 2008; Sherman et al., 1997).

Changing ex-offenders' cognitive processes is key to reducing recidivism.

- ▶ Cultural and gender compatibility between staff and the target population are important in order to facilitate cultural sensitivity and gender responsiveness (Campbell, 2005; Gendreau, 1996). To adequately meet the needs of female offenders and increase their chance for successful reentry, gender-specific programming should be provided that acknowledges the needs of female offenders are different than their male counterparts. Key components should include providing a safe environment and fostering dignity and respect, while addressing substance abuse, trauma, mental health, socioeconomic, and family reunification issues (Bloom, Owen, & Covington, 2003; Sydney, 2005).
- ▶ Contact between program participants and staff should be frequent, interpersonally sensitive, and constructive to maximize client motivation and appropriateness of services delivered (Gendreau, 1996; Matthews et al., 2001; Sherman et al., 1997).
- ▶ Program participation should be cultivated through positive reinforcement/incentives, with a structured hierarchy of sanctions for noncompliance that includes a 4:1 ratio of rewards to punishments; punishments that are meted out swiftly and consistently; and a process in which punishments are followed by instruction on pro-social alternatives (Gendreau, 1996; Byrne et al., 2002; Matthews et al., 2001; Reentry Policy Council, 2005; The Pew Center on the States, 2007).

#### *Best Practices*

- ▶ To ensure program compliance, clients' trust can be cultivated by including them in the formation of their service plan, applying rules consistently without bias, acknowledging participants' rights, treating participants with dignity and respect, communicating honestly, and considering participants' concerns in program delivery (Campbell, 2005).
- ▶ Informal social supports (e.g., family members, society, and peer groups) should be engaged in the pre-release decision-making process to ensure a seamless transition into a crime-free living environment (Backer, Guerra, Hesselbein, Lasker, & Petersilia, 2005; Burke & Tonry, 2006; Byrne et al., 2002; Matthews et al., 2001; Petersilia, 2007; Reentry Policy Council, 2005).
- ▶ Relapse prevention strategies should be incorporated, including planned and rehearsed pro-social responses to situations potentially resulting in relapse; anticipation of problem scenarios; practice of new pro-social behaviors; reinforcement of pro-social behavior by significant others; and availability of support following program completion to refresh pro-social responses when needed (Gendreau, 1996).
- ▶ For low-risk offenders, reentry plans should focus on returning them to the environments that made them low risk (Lowenkamp & Latessa, 2004). That is, strategies should build upon previously existing social supports and employment.
- ▶ With more than half (53%) of the nation's inmates being the parent of at least one minor child, correctional agencies should incorporate cross-systems reentry planning for imprisoned parents who will be reuniting with their child(ren) after release. These systems would include substance abuse and mental health treatment providers, as well as family and dependency courts (Glaze & Maruschak, 2008; Nickel, Garland, & Kane, 2009).

Research suggests that *how* services are provided is just as important as the type of intervention used.

### *Staffing and Collaborative Partners*

Finally, programs designed with components proven to effectively address reentry may still not succeed if issues related to unsuccessful partnerships and poor staffing exist. To reach the goal of reducing recidivism by improving the reentry process, partners must collaborate to develop a system of continuous care. With respect to these issues, the field offers the following practical guidelines.

Smooth collaboration and adequate staffing are critical to a program's success.

- ▶ Objectives and goals should be concrete, attainable, related to community needs, and shared by all partners (Backer et al., 2005).
- ▶ Membership in the partnership should be clearly defined and include an appropriate cross-section of the community of those directly affected (e.g., families of offenders, faith-based organizations, and victim advocacy groups). All members of the partnership should have the necessary skills and knowledge to participate in the collaboration (Backer et al., 2005) and be involved in all levels of implementation (e.g., policy development, operational practice, and staff decision-making) (Byrne et al., 2002).
- ▶ The ideal partnership should be based on mutual respect; trust; understanding; ability to compromise; flexibility; adaptability; clear leadership; and frequent, open communication that utilize both formal and informal methods (Backer et al., 2005).
- ▶ A full-time project director should provide strong leadership; and there should be detailed plans regarding frequency of meetings, agendas, decision-making processes, and responsibilities (Byrne et al., 2002).
- ▶ There should be sufficient resources and a favorable political/social climate (Backer et al., 2005; Byrne et al., 2002).
- ▶ Barriers to reentry that exist in the community should be identified, and support should be solicited from decision-makers who can advocate for far-reaching change and draft policies that eliminate or minimize roadblocks to parolees trying to make their way on the outside (Johnson, Fletcher, & Farley, no date).
- ▶ Staff recruitment, hiring, performance reviews, and professional development all should focus on the skills and motivation necessary to deliver services and match the needs of the target population (Matthews et al., 2001; Gendreau, 1996).
- ▶ Staff should have at least an undergraduate degree or equivalent training in theories, prediction, and treatment of criminal behavior. Three to six months of formal and on-the-job/internship training should be provided in applying behavioral interventions (Gendreau, 1996).



## PROJECT OVERVIEW

### Program Background

#### *SB 618 Legislation*

In response to California's growing crisis of recidivism and subsequent prison overcrowding, the San Diego County District Attorney's (DA) Office authored the SB 618 legislation in 2005. The bill was successfully steered through the legislature by State Senator Jackie Speier (D-San Francisco/San Mateo), passed into law in October 2005, and became effective January 1, 2006 (see Appendix A for a copy of the bill). This bill is based on the concept that providing tangible reentry support services will increase parolees' reintegration into the community and allowed for the possibility of three California counties to implement a program. San Diego County was the first authorized to create a multi-agency plan and develop policies and programs to educate and rehabilitate nonviolent felony offenders. As part of this plan, male offenders sentenced to Richard J. Donovan (RJD) Correctional Facility<sup>4</sup> and female offenders sentenced to the California Institution for Women (CIW)<sup>5</sup> would be eligible for the program. As of this report, there has been no expansion of the program outside of San Diego County; however, other jurisdictions in the state have expressed interest in replicating the San Diego SB 618 model. The local SB 618 program hosted representatives from three California counties, including San Bernardino County in August 2008, Riverside County in January 2009, and Napa County in February 2009. These representatives met with program partners and key staff to ask questions regarding the design and implementation processes and were able to observe various components of the program.

#### *Program Partners*

One of the many positive aspects of the SB 618 program is the unprecedented collaboration between local and state agencies. In December 2005, stakeholder meetings were coordinated by the DA's Office and representatives from CDCR to begin the task of developing a forward-thinking, evidence-based and best practices approach to reentry. Since that time, a core group of program partners – referred to as the Operational Procedures Committee – has met weekly to design, implement, and tailor the program and confront issues and challenges as they arise. In June 2006, the local SB 618 leadership submitted its multi-agency plan to the San Diego County Board of Supervisors, which unanimously approved it, paving the way for full implementation. Table 1.1 shows each of the SB 618 program partners and their function(s) within the program, including the DA's Office, Public Defender's Office, Defense Bar, Sheriff's Department, Probation Department, CDCR (Division of Community Partnerships, both prisons, and Parole), Grossmont Union High School District, University of California, San Diego (UCSD), and Comprehensive Training Systems, Inc. (CTS). Program partners also have negotiated working relationships with several agencies to facilitate wrap-around service provision for participants. These agencies include the San Diego County

Multi-agency collaboration is included in the design and implementation of the local SB 618 program.

<sup>4</sup> RJD is located approximately 24 miles south of downtown San Diego. According to CDCR statistics accessed on October 6, 2009, RJD had a total population of 4,745 and a design capacity of 2,208.

<sup>5</sup> CIW is the nearest women's facility, located approximately 90 miles northeast of downtown San Diego in Riverside County. According to CDCR statistics accessed on October 6, 2009, CIW had a total population of 2,635 and a design capacity of 1,026.

Department of Child Support Services, California Department of Motor Vehicles, Veterans' Affairs, Social Security Administration, and a private consumer credit counseling organization. Additionally, partners entered into a Memorandum of Understanding (MOU) with the California Department of Rehabilitation which agreed to dedicate one vocational counselor to assist SB 618 participants.

### Key Program Components

Research finds that wrap-around services are most effective when provided through a team process consisting of shared goals, objectives, and strategies for monitoring results based on successes (Walker, 2008). The San Diego SB 618 program has incorporated these evidence-based and best practices learned from national models (Table 1.2) by providing case management services to facilitate participants' successful reintegration into their family and community. This level of care begins with the administration of several standardized screenings and assessments prior to entering the prison reception center<sup>6</sup> to identify primary needs. Services are facilitated by a designated Prison Case Manager (PCM) and continue throughout the duration of participants' prison sentence. The PCM meets regularly with participants to ensure expedited access to programs (educational, vocational, and substance abuse treatment). The frequency of meetings between participants and PCMs varies throughout the prison term, similar to an hourglass, with weekly meetings in the beginning, fewer in the middle, and returning to a weekly basis six months prior to release.<sup>7</sup>

SB 618 relies on evidence-based and best practices, including pre-sentencing assessment, multidisciplinary input into service plans, and ongoing case management from prison to the community.

To prepare participants for reentry, the Community Case Manager (CCM) comes to the prison to conduct an intake assessment, review and make adjustments to participants' Life Plan (a formal and dynamic document that charts their needs and progress from assessment to program completion), and discuss steps for transitioning to the outside world. CCMs meet regularly with participants in their final months of incarceration to maintain a high level of motivation and to adjust reentry plans as needed. In addition, PCMs and CCMs meet as needed to discuss programming and staffing issues and troubleshoot resolutions. This process also involves the Parole Agent to ensure a smoother reentry transition for participants. Once released, participants continue to receive consistent care from the CCM, Vocational Specialist, and Community Roundtable (comprised of the participant, CCM, Parole Agent, Vocational Specialist, and other individuals deemed useful to successful reentry like a family member, friend, or sponsor).

---

<sup>6</sup> All arriving prisoners are processed at one of CDCR's 14 reception centers where they are screened before being assigned to one of the state's 33 prisons. Both RJD and CIW have a reception center within their facilities. See Chapter 4 for data regarding average time spent in the reception center for all prisoners, as well as for SB 618 participants.

<sup>7</sup> In addition to one-on-one meetings, CIW holds monthly PCM-led group meetings with all SB 618 participants to provide an opportunity to share information regarding the program and obtain updates on the progress of participants who have paroled into the community.



**Table 1.1**  
**PROGRAM PARTNERS AND THEIR SB 618 FUNCTION**

<p><b>CDCR - Division of Community Partnerships<sup>8</sup></b> Cooperates with staff from the DA's Office and Probation Department to provide leadership and oversee program activities.</p>
<p><b>San Diego County District Attorney's Office</b> Authored SB 618 legislation; coordinates committees to implement the program; provides leadership; pre-screens cases for eligibility; coordinates court process to facilitate program entry; developed and maintains SB 618 database; tracks new crimes committed by participants while still in program.</p>
<p><b>San Diego County Public Defender's Office</b> Facilitates resolution to legal issues unrelated to the current case and potentially impacting reentry.</p>
<p><b>San Diego County Defense Bar</b> Confirms offenders' eligibility and willingness to participate.</p>
<p><b>San Diego County Sheriff's Department</b> Administrator of local jail facilities; transports participants from jail to prison; conducts dental and mental health screenings.</p>
<p><b>San Diego County Probation Department</b> Serves as the local SB 618 fiscal agent; provides leadership; conducts pre-sentencing interviews utilizing Motivational Interviewing techniques; administers the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS)* and the Addiction Severity Index (ASI)*; coordinates and staffs the multidisciplinary team (MDT) meetings; and produces the Life Plan.</p>
<p><b>CDCR – Richard J. Donovan (RJD)</b> Prison for male offenders; conducts medical and mental health screenings; classifies all prisoners for housing status; provides prison case management and rehabilitative programs; administers the Test for Adult Basic Education (TABE)*; participates in the MDT.</p>
<p><b>CDCR – California Institution for Women (CIW)</b> Prison for female offenders; conducts medical screenings; classifies prisoners for housing status; provides prison case management and rehabilitative programs; administers the TABE*; participates in the MDT.</p>
<p><b>CDCR – Parole</b> Supervises participants post release; participates in the Community Roundtable; administers the COMPAS*; collaborates closely with the CCM to coordinate community services for participant.</p>
<p><b>Grossmont Union High School District Adult School</b> Correctional education services subcontractor with the Sheriff's Department; administers the TABE and Comprehensive Adult Student Assessment System (CASAS)*.</p>
<p><b>University of California, San Diego (UCSD)</b> Subcontractor providing community case management; prepares participant, family, and community for reentry; administers the ASI and COMPAS*; participates in the MDT and Community Roundtable; serves as SB 618 training coordinator.</p>
<p><b>Comprehensive Training Systems, Inc. (CTS)<sup>9</sup></b> Subcontractor providing vocational services (i.e., referrals to employers and employment placement) for participants with needs which are unmet through community services; administered pre-release vocational assessments (O*NET and Myers-Briggs Type Indicator<sup>®</sup>); participated in the MDT (as needed) and Community Roundtable; conducted outreach to employers.</p>

\* All standardized assessments are discussed in detail in Table 1.3.

SOURCE: SANDAG SB 618 Third Annual Evaluation Report

<sup>8</sup> The SB 618 Program Manager and Assistant Program Manager positions were eliminated in July 2009 due to budget cuts. As a result, there was minimal representation by CDCR Department of Community Partnerships at SB 618 meetings during the latter part of 2009.

<sup>9</sup> Due to budget cuts, program partners ended the contract with CTS, Inc., effective October 30, 2009. The plans to transition post-release vocational services is described later in this chapter.

**Table 1.2**  
**SB 618 PROGRAM RELIES ON BOTH EVIDENCE-BASED AND BEST PRACTICES**

- ▶ Program starts at signing of Letter of Intent (at Readiness Conference when plea is taken)
- ▶ Ongoing needs assessment conducted
- ▶ A multidisciplinary team approach is utilized
- ▶ Life Plan is created with input from the participant and builds on identified strengths
- ▶ Prison case management and community case management provide advocacy and brokerage both in prison and after release in the community
- ▶ Custody time is focused on rehabilitation
- ▶ Services are tailored to meet identified needs and risks
- ▶ Services include drug treatment, vocational training, and education
- ▶ Physical and mental health needs are addressed
- ▶ Intensive case management is provided during the first 72 hours after release from prison with emphasis on ensuring stable housing
- ▶ Treatment-oriented service provision continues after release from custody
- ▶ Emphasis is placed on high-quality staff contact with participants as frequently as needed
- ▶ Life Plan evolves with input from participants and individuals involved in their successful reentry
- ▶ Staff roles are clearly defined and collaboration and community are emphasized
- ▶ Services are gender responsive and culturally competent

*SOURCE: SANDAG SB 618 Third Annual Evaluation Report*

### ***Eligibility and Exclusion Criteria***

All SB 618 participants are culled from the DA's felony prosecution caseload<sup>10</sup> and all serve their prison sentences at either RJD or CIW. The opportunity to voluntarily enroll in the program is offered to both male and female nonviolent offenders. To be considered for the program, the candidate must be in local custody, a legal resident of San Diego County, and have previously agreed (or "stipulated") to a prison sentence of 8 to 72 months. Individuals with prior convictions for great bodily injury or murder are excluded, as are arson and sex offender registrants. Offenders with a violent conviction over five years old are evaluated on a case-by-case basis. The program is not offered after sentencing and participation in the SB 618 program does not affect the individual's prison sentence in any way. For more detailed information about eligibility criteria, see Appendix B.

---

<sup>10</sup> The DA prosecutes all felony and misdemeanor offenses occurring within the County of San Diego, with the exception of misdemeanors in the cities of San Diego and Poway.

### *Participant Enrollment Process*

In the first four months of the program (February to May 2007), all potential participants were obtained from the San Diego Superior Court's Downtown branch, the largest of the County's four courts. A detailed diagram outlining how individuals are identified, screened, and enrolled in SB 618 is provided in Appendix C. As written in the Public Entity Agreement, the program began accepting up to six participants per week and focused on one courthouse in order to facilitate program start-up. In May 2007, the program expanded to the East County branch in the City of El Cajon and increased to seven per week to make up for smaller than expected numbers during start-up. This increase, while only one per week, placed a strain on Probation and Sheriff's Department staff; and in January 2008 at the request of the Probation Department and with the agreement of all program partners, the number of intakes was returned to six participants per week. This decision was in response to Probation's staffing constraints and the fact that the program's initial low numbers had been offset by the eight months of increased intake. While the program partners are committed to expanding the San Diego SB 618 program to the other two County courthouses (North County and South Bay) and providing the program to all eligible offenders, these plans have yet to be finalized due to budget constraints.

### *Screening*

A cursory screening of candidates is conducted by a trained deputy district attorney (DDA) in order to identify individuals who are potentially eligible based on type of current offense, criminal history, and stipulated prison sentence of 8 to 72 months. When defendants decide to plead guilty and agree to the stipulated sentence, they express their agreement to participate by signing a Letter of Intent (LOI) and Release of Information Waiver (Appendix D) at the time the court takes the change of plea. At this point, a sentencing date is set for at least 20 court days from the date of the plea, during which time more formal screenings and assessments are conducted by the Sheriff's Department, Probation Department, and CDCR classification staff.<sup>11</sup> Specifically, within 14 days of court referral, four standardized assessments are conducted to determine the level of risk for substance abuse and recidivism and the need for life skills, basic education, and literacy training. The next section and Table 1.3 summarize the timing of these assessments, some of which go beyond what is traditionally completed when offenders are sentenced to prison. Along with the assessments, a probation officer conducts a thorough, pre-sentencing interview with participants to explore the facets of their criminal and personal history. At the sentencing hearing, the participant's defense attorney speaks directly with the participant to explain the sentencing terms, provide a general overview of SB 618 services, and ask the participant to sign the contract (Appendix D) between themselves and the program indicating what is expected of both the participant and the program throughout SB 618 participation.

---

<sup>11</sup> CDCR classification staff screens all prisoners to determine appropriate housing placement. For example, RJD does not accept offenders who are confined to a wheelchair because the prison is not equipped to meet these special needs. CIW is able to accommodate these special needs for females.

### *Assessment*

The following information provides details of the assessments utilized for the SB 618 program (also shown in Table 1.3) which demonstrates the partners' efforts to broaden the assessment of criminogenic risk factors.

- ▶ **Medical/Dental/Mental Health Screenings:** The program was designed for the Sheriff's Department to conduct screenings for medical, dental, and mental health issues in order to bypass lengthy stays in the reception center and streamline participants' entry into prison programming. However, as a result of lawsuits filed on behalf of California state prisoners, CDCR's medical system is under federal jurisdiction and administered by a court-appointed medical receiver. Consequently, medical screenings have never been conducted by the Sheriff, but rather upon entry in the prison reception center. In regard to the mental health screening, CDCR had been honoring the Sheriff's screening until August 2009, when the CDCR Regional Chief of Mental Health (responsible for overseeing quality assurance of mental health screening of male inmates) requested that the mental health screening process be duplicated upon an inmate's arrival at RJD's reception center. This process has not been ordered for female inmates; therefore, CIW does not duplicate the mental health screening process. Consistently throughout the program, the Sheriff's Department has conducted the dental screening, which has not been duplicated inside RJD or CIW reception.
- ▶ **Addiction Severity Index (ASI):**<sup>12</sup> The ASI is used to measure individual risks, needs, and improvements related to substance abuse, mental health, and trauma-related issues for SB 618 participants. The tool is administered by the Probation Department prior to imprisonment and by CCMs within 30 days of prison release and again at the end of drug treatment participation. This tool is not part of the traditional prison assessment process. Therefore, this assessment goes beyond treatment as usual.
- ▶ **Comprehensive Adult Student Assessment System (CASAS):**<sup>13</sup> Educational issues and life skills are assessed through a contract between the Sheriff's Department and the Grossmont Union High School District. This assessment goes beyond basic math and reading skills examined by the TABE (described below) to include listening, writing, and speaking skills. The CASAS also is used in the prison with inmates who have completed 15 hours of instruction and is typically administered each month in a group setting.

---

<sup>12</sup> Numerous studies have verified the validity and reliability of the ASI with different populations (Alterman, Brown, Zaballero, & McKay, 1994; Hendricks, Kaplan, Van Limbeek, & Geerlings, 1989; Hodgins & El-Guebaly, 1992; Kosten, Rounsaville, & Kleber, 1983; Leonhard, Mulvey, Gastfriend, & Schwartz, 2000; Stöffelmayr, Mavis, & Kasim, 1994), including prisoners (Amoureux, van den Hurk, Breteler, & Schippers 1994) and the homeless (Joyner, Wright, & Devine, 1996; Zanis, McLellan, Cnaan, & Randall, 1994).

<sup>13</sup> According to the CASAS Web site ([www.casas.org](http://www.casas.org)), the reliability and validity of the tool have been verified through "rigorous statistical procedures." SB 618 uses the CASAS 85R level C Reading Life and Work.

- ▶ **Correctional Offender Management Profiling for Alternative Sanctions (COMPAS):**<sup>14</sup> The COMPAS assesses criminogenic risk factors and is administered one-on-one to SB 618 participants by Probation prior to sentencing and by the CCM upon completion of the program. This timing provides an opportunity to examine changes over the course of the participant’s involvement in the program.
- ▶ **Test for Adult Basic Education (TABE):**<sup>15</sup> The TABE examines level of education and is administered with participants while in local jail by the Grossmont Union High School District. In the prison reception center, educational staff conduct the reading portion of the TABE to inmates in groups to determine reading level. Once an inmate enters the general population, staff conducts the full battery TABE as a pre-test. For inmates participating in educational classes, staff administers subsequent TABEs every six months to any prisoner with an initial score of 9.0 or lower (indicating a ninth grade reading level).
- ▶ **Vocational Assessments:** Participants receive assessments for vocational aptitudes, interests, and abilities using the Occupational Information Network (O\*NET) and Myers-Briggs Type Indicator® (MBTI) tools after prison entry. As with the ASI, vocational assessments are only available to SB 618 participants and go beyond treatment as usual.

**Table 1.3**  
**ASSESSMENT TIMING DESIGN**

Assessment	Pre	Mid	Post
Medical/Dental/Mental Health	Pre-MDT	None	None
ASI	Pre-MDT	30 days after prison release	Drug treatment exit
CASAS	Pre-MDT	Upon completion of 15 hours of instruction	Monthly thereafter
COMPAS	Pre-MDT	None	SB 618 exit
TABE	Pre-MDT	In prison	Every 6 months
O*NET <sup>16</sup> & Myers-Briggs Type Indicator® (MBTI)	In prison	None	None

*SOURCE: SANDAG SB 618 Third Annual Evaluation Report*

<sup>14</sup> Northpointe Institute for Public Management, Inc. (the company that designed the COMPAS) indicates that all risk factor items were developed using standard factor analytic and psychometric procedures. In addition, validation studies have been conducted across the nation supporting the predictive and construct validity and generalizability of COMPAS (Austin & McGinnis, 2004), including across gender and race/ethnicity (Brennan, Dieterich, & Ehret, 2009). However, one study has found variation across racial/ethnic groups (Fass, Heilbrun, DeMatteo, & Fretz, 2008).

<sup>15</sup> The TABE is a nationally-named test of adult basic education developed by CTB/McGraw-Hill. SB618 uses the TABE form 9.

<sup>16</sup> The specific O\*NET tools utilized for SB 618 focus on career interests, values, and abilities.

### *Multidisciplinary Team and Life Plan Development*

Research agrees that successful reentry is realized through the collaboration across systems, not only to provide leadership, but also in the delivery of services (La Vigne et al., 2008; Petersilia, 2004). One way that the SB 618 program incorporates best practices is by utilizing the MDT to discuss participants' eligibility and level of risk and need based on standardized assessments. The MDT is comprised of staff from Probation, CDCR (PCM and Classification Counselor), and UCSD. MDT meetings are held within 14 days of participants' referral to the program by the court and before they are sentenced. The objectives of the MDT meeting are to discuss the results of the screenings, assessments, and pre-sentencing interview; agree on the participant's suitability for the program; and create a course of action for services and case management. These meetings take place at one of two local jails (Las Colinas Detention Facility for females and George Bailey Detention Facility for males) and allow participants to meet the MDT members, ask questions and provide input, learn the results of their assessments, and get information about the program and their role in it.

Decisions regarding service delivery and programming are made by consensus with input from program staff and participants.

Unique to the SB 618 program is the creation of the Life Plan (Appendix D), a formal and dynamic document that charts participants' needs and progress from assessment to program completion. Information maintained in the Life Plan includes personal demographics, screening and assessment results, and case management notes entered by the PCM and CCM. The Life Plan also gives participants the chance to add their own comments. In April 2008, key staff refined the MDT system to bring participants into the process earlier in order to give them greater opportunity to identify their goals and provide input, as well as generate ownership for the Life Plan. For example, team members identify three core issues (education, vocation, and substance abuse) and then provide participants with information about services available in prison and in the community. At that point, they ask participants for their ideas on what services they feel would help them most in overcoming these issues. At no particular point in service delivery does any one program staff member make a stand-alone decision regarding participants' course of programming. Rather, decisions are made by consensus among program staff and participants. Three forums at which the Life Plan is formally discussed include prior to prison entry at the MDT meeting; during incarceration through discussions between the PCM and CCM; and post-release at the Community Roundtable meetings. The Life Plan is available to participants throughout their involvement in the program with the intention that it will be particularly useful as they reintegrate into their family and community.

### *Prison Services*

The SB 618 program was designed with an emphasis on giving participants an opportunity to engage in rehabilitative activities in prison. These activities include learning vocational skills, moving forward with education goals, and taking strides to overcome drug or alcohol addiction. The prison components of the SB 618 program, as originally designed, are described in detail below with additional information regarding how service delivery has been impacted by FY 2009-10 state level budget cuts. Regarding implementing a cognitive-behavioral treatment component in RJD prison, program partners have made progress by developing a CBT curriculum and are in the process of finalizing plans to implement the curriculum. The evaluation will continue to monitor the program's progress in this regard.

#### **PRISON CASE MANAGEMENT**

One of the unique features of the SB 618 design is ongoing case management during the participants' prison sentence. This component is believed to encourage participants to remain constructively engaged while serving their time. The role of the PCM is to advocate on behalf of the participants as they maneuver through the complex prison system and ensure that they are expedited into classes and programs relevant to their Life Plan objectives. In setting up this design, program partners believed the benefit of entering programs more quickly would be an enticement to program recruitment. SB 618 is designed for a PCM caseload ratio of 60 to 1. The program's initial goal was to hire additional PCMs as the number of participants increased to maintain this caseload size. However, budget cuts at the state level in FY 2009-10 may interfere with this original plan. More detail about current staffing at RJD can be found in Chapter 3.

The first step in any therapeutic relationship is engagement, or building rapport and trust between the helping professional and client. The PCM engages participants by identifying their goals in prison, as well as after release; formulating an in-prison programming plan; and providing more information about the SB 618 program. Although the program strives for consistency between the two prisons with regard to programming and staffing, there were initial differences regarding the professional background of PCMs at the two prisons,<sup>17</sup> which may account for the difference as far as when engagement begins. At RJD, PCMs typically begin the engagement process while participants are in the reception center awaiting final classification and housing placement. In contrast, CIW opted to begin the engagement process prior to prison entry by meeting privately with participants at the jail before the MDT meeting. At both prisons,

---

<sup>17</sup> RJD originally employed educational staff to serve as PCMs and CIW hired Licensed Clinical Social Workers (LCSW) for the PCM positions. However, over the course of program implementation, qualitative differences between the prisons' case management became more apparent and program partners felt it would be in the best interest of the program and participants to maintain consistency in the PCMs' professional backgrounds at both prisons. As a result, four LCSWs were hired at RJD in May 2008 to replace the existing educator PCMs.



once participants transition to permanent housing within the general population, PCMs meet regularly with participants to review and update the Life Plan and ensure that participants are expedited into appropriate programs. Chapter 4 of this report contains detailed analysis of the frequency of meetings between PCMs and participants at both prisons.

### **VOCATIONAL TRAINING**

Research shows that having a stable job that a parolee wants to keep will reduce the likelihood of recidivating (Rosenfeld et al., 2008). However, over the past few decades, many vocational training programs in California's prisons, including RJD, were dismantled as a result of overcrowding and the emphasis on "punishment" rather than "rehabilitation" (CDCR, 2007b). Since 2005, when CDCR shifted its focus to "rehabilitation," prisons have struggled to restore programs due to bureaucratic hurdles. For example, in 2002 RJD lost all 19 vocational programs due to overcrowding and found it necessary to remodel classrooms, install new equipment, meet safety standards, and recruit and hire new instructors in order to provide SB 618 participants with relevant vocational training. As a result of these efforts, RJD opened classes for welding in August 2007, machine shop in February 2008, cable technology in April 2008, and mill and cabinet making in January 2009. However, in late 2009, CDCR announced that RJD would close their mill and cabinet making class in January 2010 due to budget cuts.

Unlike RJD, CIW's vocational programs were not negatively impacted to the same degree, with Prison Industry Authority (PIA) training continuing in sewing and construction. In 2002, the PIA cosmetology program was cut due to funding and space constraints; but with SB 618 funds and additional CIW resources, the process of rebuilding a modular classroom to house the cosmetology program was implemented and construction is expected to be completed by March 2010. As of this report, CIW lost two vocational programs, including graphic arts and word processing, due to budget cuts.

### **EDUCATION**

Research shows that individuals involved in the justice system are less likely to have completed higher education compared to those with no history of incarceration (Harlow, 2003). For example, around two in five (41%) prisoners and one in three (33%) probationers have not completed high school or obtained a General Equivalency Diploma (GED), compared to 18 percent of the general population. In addition, dropping out of school has been found to be negatively associated with employment (prior to incarceration) and positively associated with recidivism (Harlow, 2003). However, the relationship between educational attainment and an increased propensity for criminal activity is not necessarily a simple one. It is important to note that individuals who recidivate usually have criminal histories that began at



an earlier age than non-recidivists; act out in more hostile and nonconformist ways; have suffered from abuse in the past; have mental health issues; and are often homeless, unemployed, and addicted to alcohol and other drugs. While not having the ability to read does not cause one to commit crime, it can be an important part in the equation (Newman, Lewis, & Beverstock, 1993).

With these findings in mind, it is clear that by improving prisoners' educational status, gains will be made to self-esteem and chances of obtaining gainful employment upon release.

Upon entering local custody, SB 618 participants are administered the TABE, which rates an individual's basic educational skills. Based on the TABE results,<sup>18</sup> SB 618 participants can enroll in level-appropriate classes, such as basic literacy, GED coursework, or college classes to give them a better foothold upon release. Starting in January 2008, cost savings in the CCM contract have been used each semester to purchase college textbooks for SB 618 participants at both prisons.

With an eye toward reducing prison overcrowding, in January 2010 CDCR proposed amending the California Code of Regulations governing inmate credit earning to allow inmates in local custody and state prison to receive day-for-day credits. If passed, these policy changes could affect an inmates' eligibility for education or vocational programs since they must have at least one year left to serve on their sentence before they can enroll. With greater time credits, fewer inmates will have enough time left on their sentence to meet these enrollment criteria.

**SUBSTANCE  
ABUSE  
TREATMENT**

According to Petersilia's 2006 report, *Understanding California Corrections*, 21 percent of California's prisoners are serving time for a drug-related offense, 43 percent have a "high need" for alcohol treatment, and 56 percent are facing a "high need" for drug treatment (compared to the national average of 49%). Based on these statistics, as well as data from the DA's caseload, local SB 618 leaders expected that the majority of program participants would have serious substance abuse issues. Prison Substance Abuse Programs (SAP) are administered by CDCR's Office of Substance Abuse Treatment Services (OSATS) (formerly the Division of Addiction and Recovery Services [DARS]).<sup>19</sup> According to CDCR, DARS administers both in-prison and community aftercare substance abuse treatment, which adheres to the therapeutic community model and provides gender-specific services for females. CDCR contracts with outside agencies at both RJD and CIW to provide in-prison substance abuse programs.

---

<sup>18</sup> The initial assessment examines reading comprehension. Reassessments are administered only to those with reading levels below 6.0. These reassessments examine reading comprehension and math.

<sup>19</sup> In February 2007, the California Office of the Inspector General issued a report to the governor outlining myriad problems within CDCR's OSAP. One result from this report was the restructuring and renaming of OSAP to DARS.

Despite the need of many inmates for drug treatment, the SAP program at RJD faced some challenges that interfered with participants' ability to receive treatment. For example, between July and October 2008, the SAP program was suspended due to breaches in security by contracted staff. As a result, CDCR gave the contractor the opportunity to remedy the problems that allowed such breaches to occur. Steps taken included the termination of 18 out of 36 contractor employees and improved screening and training for new employees. Then, on October 19, 2009, CDCR closed SAP at RJD due to budget cuts. In January 2010 at CIW, SAP was available only for inmates deemed by the court as civil addicts, but by April 2010, SAP was opened to eight SB 618 participants. Program partners are concerned that the lack of in-prison treatment at RJD will jeopardize male participants' recovery efforts and their ability to enter aftercare treatment funded by Substance Abuse Services Coordinating Agencies (SASCA).<sup>20</sup> SASCA funding requires that prisoners complete 90 uninterrupted days of SAP treatment immediately prior to release from prison in order to qualify for residential treatment services in the community.

Another loss of substance abuse treatment services occurred in September 2009 when CDCR announced the closure of all state Drug Treatment Furlough (DTF) programs, including the two DTF facilities in San Diego County (i.e., The Lighthouse for males and Freedom House for females). The DTF program had allowed eligible inmates (i.e., non-serious, non-violent, and non-sex offenders) to complete their sentence in a community-based residential substance abuse treatment program. In December 2009, SB 618 program partners entered into a MOU with The Lighthouse to provide "fee for treatment" for SB 618 male participants.

### *Post-Release Services*

As the number of parolees returning to the community soars, it is clear that neighborhood leaders and public safety officials have a vested interest in exploring strategies to reduce recidivism and promote a productive way of life for parolees. With this information in mind, SB 618 was designed to include a seamless transition of case management between prison and the community. In addition to being supervised by a Parole Agent, participants receive post-release case management and vocational services, as needed, by the CCM. Until October 2009, SB 618 subcontracted with CTS, Inc., to implement a vocational services component. This subcontractor's role was to conduct vocational assessments in prison and provide enhanced post-release vocational services on an as-needed basis to participants. However, due to budget cuts, this contract ended on October 30, 2009, and these services were folded into the

SB 618 includes case management in prison and in the community, and the multi-disciplinary collaboration continues after participants' release.

---

<sup>20</sup> SASCA is instrumental in placing parolees into community-based programs within the county to which they parole.

community case management component. The Parole Agent and CCM, as well as the participant and any other individuals (i.e., family, friends, sponsors, and clergy) deemed helpful to reentry efforts, meet regularly as the Community Roundtable. These post-release services are described in detail below.

### **COMMUNITY CASE MANAGEMENT**

Research reveals that community-based services which include intensive advocacy are more effective in reducing recidivism than institutional programs alone (Andrews, 2006; Matthews et al., 2001; Sherman et al., 1997). As such, UCSD's Center for Criminality and Addiction Research, Training and Application (CCARTA) provides community case management to all participants for 12 months after release, followed by six months of aftercare if needed. The role of the CCM is multi-pronged and includes pre-release discussions with the PCM, Parole Agent, and participant to review and revise the Life Plan as necessary. At this time, the CCM and participant discuss concrete plans for residential options immediately after release. This pre-release engagement strategy is rooted in the belief that by offering a helping hand on the other side of the prison door and creating a structured plan of action, participants will begin to see that successful reintegration can be a reality.

Furthermore, the CCM's role is to ensure a seamless transition by meeting participants at the prison gate and transporting them directly to the agreed-upon residential treatment facility. Paying mind to experts' claim that the first 72 hours after release are critical in a parolees' success (Ball et al., 2008), the CCM remains on call for 72 hours after the participants' release to answer any questions and continue the momentum of post-release engagement and motivation. Once in the community, participants meet with their CCM on a regular basis<sup>21</sup> to receive referrals and services, including monetary assistance ("stabilization funds") to offset costs such as clothing for work, public transportation passes, and other amenities as needed. CCMs also conduct the ASI and COMPAS in the community to allow for a pre-post analysis of these assessments. UCSD has ten full-time staff devoted to the project, including one Program Manager, one supervisor, six CCMs, one Vocational Specialist, and one administrative assistant.<sup>22</sup> As of this report, the CCM caseload is 45 to 1, although in light of significant cuts to the SB 618 budget, discussions are underway to determine whether an increase in the CCM caseload is manageable without sacrificing the quality of service provision. Partners from both UCSD and Parole are committed to developing a system of graduated sanctions and positive

---

<sup>21</sup> The frequency of meetings between CCMs and the participant depends on needs of the participant. For detailed information regarding the frequency of these meetings, see Chapter 4.

<sup>22</sup> This level of staffing reflects budget-related layoffs (i.e., two full-time CCMs and one full-time Housing Specialist) and the addition of a full-time Reentry Employment Coordinator to fill UCSD's role as vocational services provider as of October 2009.

reinforcements to motivate participants to stay on the right path. For example, the program utilizes the California Parole Violation Decision Making Instrument (PVDMI),<sup>23</sup> which recommends an appropriate sanction level (i.e., least intensive, moderately intensive, or return to prison) for all parole violators in California.

### **VOCATIONAL SERVICES**

The SB 618 program was designed to include a post-release Vocational Services component to conduct vocational assessments in prison and provide an array of employment services after release. Between September 2007 and October 2009, CTS subcontracted with Probation to provide these services through the use of Vocational Specialists. However, CTS's contract was terminated in October 2009 and vocational services are now provided under UCSD's CCM component. As such, the CCMs will continue to administer the O\*NET and MBTI assessments with participants 90 days prior to release from prison, meet with participants to interpret the results of these assessments, and conduct employment readiness workshops to teach skills in preparing resumes and interviewing. In addition, UCSD's newly hired Reentry Employment Coordinator will develop linkages with local employment service providers and felon-friendly employers

Beginning in November 2009, UCSD assumed responsibility for vocational linkages in the community. Specifically, there has been outreach to identify job leads with the San Diego Workforce Partnership, Diversity Solutions, and Urban Corps. In addition, educational opportunities through the San Diego County Office of Continuing Education and San Diego State University's Counseling Rehabilitation Program have been investigated. Finally, efforts have begun to educate potential employers on the availability of Work Opportunity Tax Credits through the California Employment Development Department for employing ex-felons within one year of prison release.

### **COMMUNITY ROUNDTABLE**

Another best practices approach is the inclusion of informal social supports in the participant's reentry plan (Backer et al., 2005; Byrne et al., 2002; Matthews et al., 2001; Petersilia, 2007; Reentry Policy Council, 2005). Specifically, research shows that the likelihood of a participant following through with their reentry plan increases when there is formal involvement by family members (Braithwaite, 2002). The SB 618 program has followed that guidance by developing the Community Roundtable, a multidisciplinary group which formalizes regular meetings among the participant, Parole Agent, and CCM to

---

<sup>23</sup> The PVDMI is a tool adopted by CDCR in 2009 to assess a parolee's risk for recidivism using the California Static Risk Assessment (CSRA). Appropriate sanctions for parole violations are determined using the CSRA results and the severity of the parole violation (based on a severity index).

discuss existing needs, review the Life Plan, and ensure that the participant is on the right path. In addition to the above-mentioned professionals, participants are encouraged to invite any individuals they feel are supportive of their success, including family, friends, sponsors, and clergy. The Community Roundtable is another example where decisions regarding the participant's Life Plan are made in concert with the participant and program staff.

The program held its first Community Roundtable in January 2008, approximately two months after the first participant was released from prison. Using feedback from participants and key staff, program partners took steps to refine the process to make sure it was as productive as possible. An example of the collaborative effort among SB 618 staff was the agreement reached between the CCMs and Parole Agents to hold Community Roundtables the fourth Tuesday of each month at the Parole Agent's office to ensure consistency in scheduling and maximize attendance by all key stakeholders. Since the main purpose of the Community Roundtable is to review the Life Plan and update participants' goals in the community, timely access to this information by all meeting attendees is critical. Transfer of paper copies of the Life Plan between members proved to be inefficient; however, with the automation of the Life Plan in the SB 618 database, the flow of information improved. In addition, to enhance the accessibility of the Community Roundtable meetings and increase participant attendance, program partners continue to explore alternative options for Community Roundtable meetings, such as conducting them in the community near the participant's residence.

**AFTERCARE** During the parole period (which is typically 13 months for those who successfully meet parole conditions), the parolee and Parole Agent agree upon appropriate aftercare services, such as drug treatment and employment training. However, due to high caseloads, most Parole Agents are limited in the extent of case management they can provide. In response, SB 618 was designed to augment parole services by providing one year of post-release case management to strengthen the safety net and facilitate successful reentry. After this one-year period, participants can continue to receive assistance and support for up to six additional months (i.e., the aftercare period), with CCMs checking in on them on an as-needed basis regarding progress.

Program partners have expressed concern that individuals who participate in SB 618 and are also eligible for SB 1453 (which allows early discharge from parole if certain conditions are met) may choose not to continue with the full 18 months of SB 618 services once they are discharged from parole. As expected, a number of SB 618 participants also have qualified for SB 1453, and although Chapter 5 of this report provides preliminary data for the treatment and comparison group members who have been discharged early from parole, the evaluation will continue to monitor any impact these outcomes may have on the program and participants.

**BEHAVIORAL  
HEALTH  
SERVICES**

One of the original features built into the SB 618 program was pre- and post-release behavioral health case management to focus on participants' substance use and mental health needs. This service component not only adheres to best practices (Osher, Steadman, & Barr, 2003), but is considered vital by program partners to serve the high number of SB 618 participants anticipated to be struggling with serious substance abuse and mental health issues.

Despite program partners' best efforts, the program has faced delays in implementing a behavioral health component due in large part to bureaucratic obstacles in procuring services. Some of the steps taken have included meeting with the Director of DARS in April 2008 to request authorization to issue a Request for Proposal for a broader range of substance abuse and mental health services. The partners stated their case for creating a treatment model for behavioral health services, which could free them from SASCA restrictions. The partners believe that a "one-size-fits-all" approach to treatment is not effective but that using various treatment modalities (i.e., therapeutic community, psycho-educational, and cognitive behavioral) to individualize treatment adheres to evidence-based practices. Unfortunately, the State explained that there were competing interests for community-based aftercare treatment bed space, straining an already bleak funding climate. Remaining steadfast in their commitment to offering a range of individualized behavioral health services to SB 618 participants, partners have developed Memoranda of Understandings (MOUs) between UCSD and over 20 community behavioral health service providers to allow participants to access treatment on a fee-for-service basis.

**Program Services Compared to “Treatment as Usual”**

While the previous discussion has highlighted what services are provided to SB 618 participants, the effect of the services cannot be easily understood without having a comparison group which receives “treatment as usual.” While more information is provided in Chapter 2 regarding the research design and how this comparison group was selected, Table 1.4 outlines the differences between services available to SB 618 participants and those receiving “treatment as usual” within the prison and parole systems. Specifically, while prisoners not in SB 618 complete a pre-sentence interview with Probation, have access to prison services, are eligible for parole supervision, and can access community services, they do not receive the full array of services previously described.

**Table 1.4  
SB 618 SERVICES COMPARED TO “TREATMENT AS USUAL”**

	SB 618	Treatment as Usual
<b>Prior to Entering Prison</b>		
Pre-sentencing interview with Probation	■	■
Screening and assessment	■	
Individualized Life Plan	■	
MDT meeting	■	
<b>In Prison</b>		
Prison case management	■	
Expedited entry into prison services	■	
Access to all prison services	■	■
Vocational assessment in prison	■	
<b>Post-Release</b>		
Community case management	■	
Parole supervision	■	■
Vocational services	■	
Community Roundtable	■	
Access to community services	■	■

SOURCE: SANDAG SB 618 Third Annual Evaluation Report

**PROGRAM IMPLEMENTATION AND MANAGEMENT**

**Development and Outreach**

As a prisoner reentry program utilizing a novel approach to service delivery, the SB 618 program has caught the attention of other stakeholders throughout California. Over the course of program implementation, the SB 618 leadership has conducted various professional development and outreach activities to share information about their challenges and accomplishments, as well as to solicit feedback from participants about what is or is not working.



As outlined in Table 1.5, a number of different entities have visited San Diego County to observe SB 618 program activities and participate in an Operational Procedures Committee meeting. Reasons for these site visits include interest in replicating the program model, monitoring the program's progress, and brainstorming ways to address gaps in behavioral health services. In addition, 14 local events were held or attended by program partners and/or key staff with the goal of further developing staff competencies, educating others about SB 618, or both. In an effort to learn what other evidence-based approaches to reentry are being tested by CDCR, program partners observed the Solano State Prison Proof Project in June 2009 to observe that prison's implementation of the California Logic Model, an evidence-based approach to providing rehabilitative programs in prison. (The full California Logic Model can be found in this report as Appendix E). In an attempt to educate the community about the issue of prison overcrowding, reentry, and details of the SB 618 program, various media outlets (i.e., radio and television) aired programs over the past two years, including a local television news special about the program and one of its participants.

### *Participant Forums*

To ensure that the SB 618 program continues to evolve, program partners have employed a method of self-evaluation by hosting group forums with participants at both prisons. The purpose of these gatherings is to allow participants to air grievances, offer feedback, and submit suggestions for what would work better. Program partners from the DA's Office, Probation, and UCSD have attended these forums on a regular basis, most recently in November 2009 at RJD where approximately 100 SB 618 participants attended and provided input. In addition to the prison forums, two community forums (July 2008 and September 2009) were held with participants receiving SB 618 post-release services. The program's willingness and ability to adjust to participant feedback was evident after the first forum in July 2008. At that time, participants expressed frustration over the cumbersome process involved in obtaining identification documents. As a result of this feedback, the CCMs made extra efforts by securing an agreement with the Department of Motor Vehicles to honor participants' parole identification card (which had not been done previously) and reduce the cost of a state identification card. Based on direct observation by research staff of the most recent forum held in September 2009, participants' feedback was mainly positive, with the majority of attendees voicing approval for the CCMs' ability to facilitate communication between participants and Parole, as well as the ongoing emotional support they provide throughout the post-release service period.



**Table 1.5**  
**SB 618 DEVELOPMENT AND OUTREACH ACTIVITIES**

<b>Site Visits</b>	
Legislative Analyst Office	Oct 2007
CDCR Reentry Advisory Committee	Feb 2008
CDCR Division of Addiction and Recovery Services	Apr 2008
San Bernardino County	Sep 2008
Riverside Community College District	Jan 2009
Napa County District Attorney's Office	Feb 2009
Berkeley Center for Justice	May 2009
<b>Trainings/Conferences</b>	
CDCR AB 900 Community Forums	Various 2007
Addiction Severity Index (ASI) Training	Oct 2007
San Diego Defense Bar Symposium	Oct 2007
International Community Corrections Association (ICCA) Annual Conference	Oct 2007
California State Association of Counties (CSAC) Criminal Justice Workshop	Nov 2007
Parole Agent Overview	Jan 2008
District Attorney's Office Symposium	Mar 2008
Making It Work Conference	May 2008
ICCA Annual Conference	Oct 2008
Motivational Interviewing	Feb/Mar 2009
Making it Work Conference	May 2009
Cognitive Behavioral Therapy	Jun 2009
Parole Agent/Community Case Manager Retreat	Aug 2009
American Bar Association Reentry Summit	Nov 2009
<b>Media</b>	
Series about SB 618 on local TV station	May 2008
Series about CDCR and reentry programs, including SB618, on local public radio station	Nov 2009
<b>Participant Forums</b>	
First RJD Forum	Oct 2007
First Community Forum	Jul 2008
Second RJD Forum	Nov 2008
First CIW Forum	Nov 2008
Second CIW Forum	Sep 2009
Second Community Forum	Sep 2009
Third RJD Forum	Oct 2009
<b>Community Events</b>	
Annual Holiday Party for SB 618 participants' children	Dec 2008
Annual Holiday Party for SB 618 participants' children	Dec 2009

SOURCE: SANDAG SB 618 Third Annual Evaluation Report

## Milestones

The SB 618 program was implemented in February 2007 with the enrollment of the first participant. Table 1.6 outlines key milestones from that time through October 2009 when the program celebrated the successful program completion of 35 participants and 20 in attendance at the event. Other accomplishments in 2009 focused on coalescing services by bolstering vocational programming at RJD and streamlining community services to help ease participant’s transition into the community.

**Table 1.6**  
**SB 618 PROGRAM MILESTONES**

SB 618 is signed into law by Governor Schwarzenegger	Oct 05
DA and CDCR coordinate ongoing meetings to finalize program design	Nov 05-Jun 06
San Diego County Board of Supervisors approves the Multi-agency Plan	Jun 06
SANDAG is selected as independent evaluator of SB 618	Sep 06
Presentation on SB 618 to local stakeholders at the executive level	Oct 06
Presentation on SB 618 to local community and service providers	Nov 06
First participant enrolls in program	Feb 07
Program officially begins with weekly intakes at Downtown Courthouse	Mar 07
Program expands to the El Cajon/East County Courthouse	May 07
SB 618 database is operational and program partners and key staff are trained to use the database	May 07
UCSD coordinates training for staff at CIW and RJD about SB 618 program elements	Jun 07
First participant signs Informed Consent formally enrolling him in the evaluation	Jul 07
First vocational program is re-established at RJD	Aug 07
One hundredth participant is enrolled in program	Aug 07
Vocational services contractor is hired	Sep 07
Training is held for Defense Bar	Sep 07
First participant is released from prison	Nov 07
First Community Roundtable is held	Jan 08
RJD implements second vocational program	Feb 08
Request for Program Expansion is submitted to State	Mar 08
RJD implements third vocational program	Apr 08
RJD hires four LCSWs to fill PCM role	May 08
Life Plan is automated in SB 618 database	May 08
San Diego County Probation receives the National Association of Counties Award for SB 618	Jun 08
SB 618 holds first Retreat	Jun 08
New modular classroom is installed at RJD allowing for expanded programming in prison	Jul 08
First “Achievement Ceremony” is held for 35 participants who successfully completed aftercare and 20 attend the ceremony	Oct 09
Employment Symposium held for local employers and presentation on SB 618 provided by program partners	Apr 09
Five hundredth participant is enrolled in program	June 09
Food Handler’s Certification class begins at RJD	Jul 09
Community partners hold first retreat	Sep 09
Class B Driver’s License class begins at RJD	Apr 09

SOURCE: SANDAG SB 618 Third Annual Evaluation Report

## Staffing Changes

In order to gauge the stability of the program's staffing and service delivery, the following describes changes made in SB 618 personnel, including both program partner participation and key staff transitions.

### *Program Partners*

Although vacancies among program partners did not affect service delivery, budget cuts at the state level resulted in the loss of the CDCR Program Manager and Assistant Program Manager in July 2009, which may have hampered direct communication and facilitation of policy changes between the local agencies and CDCR headquarters. Between September 2008 and October 2009, there were 26 program partners regularly attending weekly Operational Procedures Committee meetings, three of whom ended their participation during the past year due to budget cuts (CDCR Program Manager, CDCR Assistant Program Manager, and the director of CTS, Inc.). Also over the course of the past year, there were changes in representation by RJD management staff at Operational Procedures Committee meetings due to changes at the Associate Warden level.

### *Key Staff*

By the end of 2009, growth in program participant numbers resulted in a total of 29 key staff, 20 of whom remained with the program from the previous year. Despite the addition of 10 key staff to meet the demands of a growing program (3 Parole Agents, 2 Vocational Specialists, and 5 CCMs), eight staff left the program due to budget cuts (all 4 Vocational Specialists, 3 CCMs, and 1 Housing Specialist); one Probation Officer was promoted and transferred; and one PCM at RJD remained on extended medical leave. Two individuals were hired to replace vacant RJD PCM positions and one individual was hired by UCSD to perform the duties left vacant due to the termination of the contract with CTS, Inc. in October 2009. RJD experienced setbacks in maintaining full staffing of its four PCM positions and one PCM Coordinator position. These transitions have had a negative effect on the remaining PCMs with regard to caseload and quality of supervision. Chapter 3 of the report summarizes feedback from program partners and key staff regarding this issue; and Chapter 4 describes results from data collected to analyze the effects these staffing changes had on services received by participants.

## SUMMARY

In response to California's growing crisis of recidivism and subsequent prison overcrowding, the San Diego County District Attorney's Office sponsored and drafted SB 618, which was signed into law in October 2005 and became effective in January 2006. This legislation was designed to facilitate an ex-offender's successful reentry from prison to the community to prevent recidivism and protect public safety. While prison overcrowding continues to be an issue and more offenders are released into the community, the effectiveness of SB 618 remains of interest to policymakers as they strive to protect public safety. Founded on evidence-based and best practices, SB 618 provides an array of screenings and standardized assessments prior to the individual entering prison to identify risks and needs and match appropriate services to address those needs. Additionally, seamless case management, vocational assistance, and input from a multidisciplinary team are

incorporated. This chapter outlined the literature relevant to the design and implementation of SB 618 and described the program to give context to the findings from the process and impact evaluation.

## **CHAPTER 2**

# **EVALUATION METHODOLOGY**

## **SUCCESS STORY: ACHIEVING MENTAL HEALTH STABILITY**

Jennifer has a long history of mental health issues, including substance dependence. These issues prevented her from finding stable employment and maintaining stability in her life. The SB 618 needs assessment process revealed that Jennifer's successful reentry into the community would involve mental health and substance abuse treatment, as well as the need to achieve financial independence.

While in prison, Jennifer met with her Prison Case Manager (PCM) at least once per month, which facilitated Jennifer being able to attend the substance abuse program (SAP) and receive mental health treatment. After release, Jennifer had few personal resources related to housing, food, and employment. Her Community Case Manager (CCM) assisted her in moving to a sober living environment and finding mental health services and a legal advocate for obtaining Supplemental Security Income (SSI).

Jennifer's determination to stay out of prison and her hard work at maintaining sobriety, coupled with the services that SB 618 provides, has helped Jennifer stay on track for a successful reentry. The legal services that SB 618 provided literally paid off because Jennifer was able to obtain SSI, providing her with the financial support to continue her mental health and drug treatment, as well as pursue additional goals. Jennifer is attending vocational training so that she can secure stable employment. Moreover, she remains clean and sober and in compliance with her parole conditions.



*NOTE: The name has been changed to protect the participant's privacy. Story based on life six months following prison release.*

# CHAPTER 2

## EVALUATION METHODOLOGY

---

### INTRODUCTION

The California Department of Corrections and Rehabilitation (CDCR) believes that a formal evaluation of the SB 618 program is warranted to show other interested parties how the program was designed, implemented, and whether or not it worked for participants. Discussions were held throughout 2006 with various researchers to provide expertise in developing a research design and offer insights into best practices learned from other jurisdictions. The Criminal Justice Research Division of the San Diego Association of Governments (SANDAG) was a regular participant at these early meetings and, in September 2006, was selected to conduct the independent process and impact evaluation.

SANDAG has a rich 30-year history serving as the Clearinghouse for crime data analysis for the San Diego region. Over the years, SANDAG has conducted various reentry-related research studies with a variety of populations (e.g., programs for adults, juveniles, and mentally ill offenders); collaborated with the San Diego County District Attorney's Office on the Reentry Mapping Network, part of a cross-site project managed by the Urban Institute and funded by the Annie E. Casey Foundation; and served as an active member of the San Diego Reentry Roundtable<sup>1</sup> since its inception in 2003.

The process and impact evaluation<sup>2</sup> provides valid and reliable information to inform program staff and policymakers regarding what works to better meet the needs of non-violent ex-offenders returning to San Diego County. The evaluation also is documenting how limited resources can best be used in the interest of public safety. This chapter describes the methodology for the process and impact evaluation, including research questions, data sources and measures, and analysis plans. Appendix F presents a complete list of all data elements and their sources.

### RESEARCH OVERVIEW

The goals of the process evaluation are to describe program implementation and service delivery in order to highlight any systemic changes necessary to achieve this type of collaborative effort, as well as to determine if the program was implemented as designed. The goals of the impact evaluation are to determine if the program reduced recidivism (i.e., being returned to prison for a parole violation or new felony conviction) or resulted in other positive outcomes, as well as if it was cost effective. Multiple methodologies are being used to determine if the program is “producing the desired results... generating the greatest possible impact... and making the most efficient use of public funds” (Reentry Policy Council, 2005). The use of multiple methodologies addresses inherent weaknesses that would exist if only one method were relied upon (e.g., self-report,

---

<sup>1</sup> The Reentry Roundtable is a local collaborative comprised of approximately 200 community members, private and governmental agencies, and formerly incarcerated individuals. Meeting monthly, the Reentry Roundtable serves as a forum to share information, discuss ways to provide integrated services, review existing policies and procedures, and recommend necessary changes.

<sup>2</sup> SANDAG's research protocol was developed with input from the California Department of Corrections and Rehabilitation's (CDCR) Office of Research.

historical, etc.). As part of this impact evaluation, a research design<sup>3</sup> is used which involves comparing 320 participants who receive SB 618 services to 320 offenders who do not. Because random assignment to conditions was not possible (as discussed later in this chapter), potential bias will be minimized by statistically examining the two groups on characteristics predictive of recidivism to ensure that the groups are balanced.

## PROCESS EVALUATION

The purpose of the process evaluation is to determine if the program was implemented as planned based on the underlying theories of offender reentry; measure what systemic changes occurred; examine the extent to which the program built effective partnerships between criminal justice, behavioral health, and social services systems; and assess program operations (e.g., staffing and participants served). This information provides a basis for program improvements and facilitates replication. Since this reentry program is the first SB 618 demonstration site in California, this analysis is essential as the program may be expanded to other jurisdictions. In addition, the process evaluation identifies any problems occurring during implementation, the source of these problems, and potential solutions.

### Research Questions

Specifically, the process evaluation has two primary areas of focus: program implementation/management and service delivery. The research questions investigated in each area are as follows.<sup>4</sup>

#### *Program Implementation/Management:*

1. How did the program partners, key staff, and community members view program implementation and management?
2. Was the assessment process considered useful by staff? If not, how could it be improved?
3. Was the program implemented as designed? What modifications were made and why?
4. What was the nature of the partnerships that developed and what systemic changes resulted, if any? Were the roles of faith-based and community members in reentry enhanced? If so, how? If not, why?
5. What were staff views on rehabilitation? Were culturally-competent<sup>5</sup> and gender-responsive<sup>6</sup> services provided? If not, why?

---

<sup>3</sup> In order to protect the rights and welfare of the individuals under study, the research protocol for this project has been reviewed and approved by a local nonprofit, independent Institutional Review Board (IRB).

<sup>4</sup> Additional research questions were of interest (e.g., length of time to placement in in-prison programs); however, reliable data were not available from CDCR.

<sup>5</sup> The definition of “culturally-competent” is the set of behaviors, attributes, and policies enabling an agency (or individual) to work effectively in cross-cultural situations. This definition includes recognition that cultural differences exist, a commitment to providing services facilitated by multicultural staff, and a design that incorporates cultural differences (adapted from Elias, 2001).

<sup>6</sup> Gender-responsive is defined for this evaluation as services designed with the specific needs and issues of women in mind.



### *Service Delivery*

1. How many offenders were screened for eligibility, and how many were found to be eligible? What was the program participation refusal rate?
2. What were the characteristics of eligible participants, including level of criminal involvement?
3. What was participants' level of need at program entry?
4. Did timing decrease in terms of identifying participant needs and providing appropriate services (i.e., time normally spent at reception centers)?
5. What types of services were provided to participants in prison? What was the dosage/intensity? Did the services relate to the participants' needs identified during assessment? If not, why?
6. What services were participants referred to after release? Which post-release services were accessed? What was the dosage/intensity? Did these services relate to the needs identified during assessment? If not, why?
7. How many participants completed the program? What was the average length of participant participation, and what participant characteristics were predictive of completion? What was the program attrition rate in prison? For what reasons? What was the attrition rate upon release and during parole? For what reasons?

### **Data Sources and Measures**

The following presents each data source, the measures included, and the research questions addressed for the process evaluation.

#### *Meeting Attendance and Review of Meeting Minutes*

Minutes from Operational Procedures Committee meetings are reviewed to document the progress of SB 618 implementation, as well as programmatic changes and issues. This qualitative information provides a context for data collected as part of the process evaluation. Additionally, these meetings allow the research team to meet with SB 618 staff on a regular basis, with the frequency increasing as needed to ensure reliable ongoing communication. These meetings also provide an opportunity for research staff to review and ask questions, obtain other qualitative information, share evaluation findings, and address any concerns related to the evaluation. Using content analysis, notes and minutes from these meetings are reviewed to break down the information into manageable categories in order to examine trends and patterns that reveal representation at the meetings, implementation issues, challenges, solutions developed, and other elements critical to program success. This information is used primarily to address program implementation/management questions 1, 2, and 3.

### *Annual Key Staff and Program Partner Surveys*

All key staff members<sup>7</sup> and program partners<sup>8</sup> involved with the program are surveyed annually during the evaluation to obtain their input regarding the SB 618 program. These surveys are administered electronically using SurveyMonkey.com. Hard copies are supplied to any individuals without Internet access or who prefer this method. The list of potential respondents is developed each year with input from the Operational Procedures Committee to ensure that all relevant individuals are included.

The purpose of these surveys is to obtain feedback regarding the philosophy behind the program; challenges and successes of implementation, management, and administration; effectiveness of specific program components; and overall program impact, as well as lessons learned to share with others implementing similar programs. Additionally, key staff members give feedback on their interaction with program participants and/or program partners, the SB 618 working environment, and roles within the program. This information is used to address program implementation/management questions 1 through 5.

### *Community Survey*

During the third year of the evaluation, members of the community interested in prisoner reentry issues were solicited for input regarding the SB 618 program through a survey administered electronically. The survey timing allowed a sufficient start-up period upon which community members could base their opinions. Members of the San Diego Reentry Roundtable and the San Diego County District Attorney's Interfaith Advisory Board were chosen to represent the community due to their composition (i.e., community members) and focus of regular meetings (i.e., prisoner reentry).

The purpose of this survey was to obtain community perceptions regarding offender needs, the ability of SB 618 to address these needs, program implementation and management, program impact, and the nature of community involvement in the program. This information is used to address program implementation/management questions 1, 3, and 4.

### *Data Collection from Paper and Electronic Records*

In order to answer service delivery questions 1 through 7, official records regarding each participant are being examined. As part of the development of the SB 618 program, a comprehensive database was designed by the Information Technology staff at the District Attorney's (DA's) Office with input from all program partners. Through weekly downloads from a firewall-protected server, this database provides the numbers of eligible participants, program refusal rate, demographic information, and dates used to measure timing of services. Regarding timing of services, the following variables are compiled from the SB 618 database: date of conviction, date of SB 618 offer/readiness hearing, and date of exclusion. Date of reception center entry and date of transfer to general prison population are obtained from electronic data maintained by CDCR in order to assess the length of time in the reception center. The length of time to SB 618 exclusion is examined

---

<sup>7</sup> Key staff members are individuals who have direct contact with program participants.

<sup>8</sup> Program partners are defined as individuals who have been integral participants in planning and managing the SB 618 program, whether or not they have had direct contact with SB 618 clients.

for treatment cases as an additional illustration of the program implementation process. The monthly availability of the data allows research staff to notice and capture missing data early in the process, providing an opportunity to request missing information from program staff in a timely manner.

Services received in prison (documented by the Prison Case Manager [PCM])<sup>9</sup> and in the community (recorded by the Community Case Manager [CCM],<sup>10</sup> and the Vocational Specialist) for the treatment group are collected from paper files by the research team in collaboration with program staff.

***Review and Analysis of Intake Assessments and Reassessments***

As part of the evaluation, the research team is analyzing data collected for program purposes through the standardized assessment process (Table 2.1). All assessment information is obtained through the data files extracted weekly from the SB 618 database previously mentioned. Details regarding the assessed needs of participants are used to address study questions 3, 5, and 6 regarding service delivery. The assessments conducted as part of this process were previously described in Chapter 1.

**Table 2.1  
AVAILABILITY OF ASSESSMENT DATA**

Assessment	Group
Medical/Dental/Mental Health	Treatment group upon prison entry
Addiction Severity Index (ASI)	Treatment group over time
Comprehensive Adult Student Assessment System (CASAS)	Treatment group upon program entry
Correctional Offender Management Profiling for Alternative Sanctions (COMPAS)	Treatment group (pre-post)
Occupational Information Network (O*NET) & Myers-Briggs Type Indicator® (MBTI)	Treatment group upon program entry
Test for Adult Basic Education (TABE)	Treatment group upon program entry

*SOURCE: SANDAG SB 618 Third Annual Evaluation Report*

***In-Custody Client Satisfaction Questionnaires***

In summer 2007, program leaders felt it would be helpful to administer a satisfaction questionnaire within three months of participants’ entering prison to capture opinions while they are still fresh regarding the quality of services received from the DA, Defense, Sheriff, and Probation, as well as in prison. All participants are mailed a survey by the research team with a pre-addressed, stamped envelope to return to SANDAG. Questions on the survey focus on knowledge of the Life Plan, as

<sup>9</sup> Dosage/intensity for in-prison services is available for Prison Case Management contacts only.

<sup>10</sup> Dosage/intensity of community services is available for Community Case Management contacts and Community Roundtable meetings only.

well as interactions with defense attorneys, probation officers, the multidisciplinary team (MDT), and PCMs as related to the SB 618 program while in jail and during the first three months in prison. These surveys are being administered primarily to provide timely feedback to program partners and answer question 5 regarding service delivery.

### *Prison Exit Participant Satisfaction Questionnaires*

As all study participants are released from prison, a survey regarding satisfaction with the SB 618 program is distributed. The survey includes questions about the program services, the level of helpfulness of these programs, the positive and negative aspects of program participation, evaluation of staff, and prospects for the future. This survey focuses on in-custody programs (opinions regarding community programs are collected through follow-up interviews described below). To ensure anonymity and confidentiality of their responses, as well as encourage honesty, respondents are asked to complete and return the survey in a pre-addressed, stamped envelope via the U.S. Postal Service. The participant feedback collected from this survey instrument is used to address service delivery question 5.

### *Follow-Up Interviews with Participants*

As part of the research design, SB 618 treatment participants complete an Informed Consent prior to being involved in research activities. The consent asks for their willingness to participate in follow-up interviews 6 and 12 months after their release from prison. As an incentive to participate in these interviews, participants are offered a \$20 gift card to a local retail establishment. To ensure that research staff members are able to successfully locate the maximum number of participants for follow-up,<sup>11</sup> detailed contact information (street addresses, telephone numbers, e-mail addresses, etc.) are obtained regularly from the CCM and directly from the individual (at the time of consent) using a participant locator form. It is not uncommon with this population for contact information to change between program intake and prison release.<sup>12</sup> In order to ensure accurate and up-to-date contact information, the research team conducts a quality control process for each form two weeks prior to prison release. If it is determined that there is not adequate contact information, the PCM is notified so that additional information can be obtained from the participant prior to release. As the interview date approaches (6 and 12 months following prison release), the research team uses this information in order to contact the participant. If these leads result in “dead ends,” the CCM is contacted for updated information. In addition, a reminder postcard from the research team is given to participants by the CCM prior to the interview date so that they will anticipate and be prepared for the call from the research team. Further, numerous contact attempts are made to participants during weekdays, weeknights, and weekends.

All participants in the treatment group are selected for follow-up to maximize the number of follow-up interviews completed. Questions relevant to the process evaluation that are on the follow-up interview include opinions about services received through the SB 618 program, relationship with staff members, and service responsiveness. These qualitative data address program implementation question 4 and service delivery question 6.

---

<sup>11</sup> A sample size of 256, which is approximately 80 percent of the treatment group, was selected to ensure that basic univariate statistics will be available for analysis throughout the 12-month follow-up, while also taking into consideration attrition rates, the overall project budget, and other tasks to be accomplished.

<sup>12</sup> Participants are typically assigned to medium-level parole supervision (i.e., controlled supervision). It is not uncommon for individuals within this level of supervision to become a parolee at large (PAL), meaning that they cannot be located.

### *Family/Friend Satisfaction Questionnaires*

Program implementation/management question 1 and service delivery question 6 are further assessed based on input of a family member or friend actively involved in each participant's reentry process. These individuals are identified through a series of screening questions administered to participants during the follow-up interviews asking them to specify the names of individuals that they confide in and rely on for support. The individual listed most frequently across the screening questions is chosen for the family/friend questionnaire, and contact information is obtained from the participant. The survey, sent six months following the participant's prison release (with a pre-addressed, stamped envelope to return to SANDAG), includes questions regarding program components (e.g., case management, vocational training, substance abuse treatment, Community Roundtables, etc.) and the participant's rehabilitation. Prior to sending the survey, family members/friends are contacted by telephone to let them know that the survey will be coming in the mail, give a brief overview of the survey's purpose, provide assurance that all input will remain confidential, confirm primary language, and explain that a \$10 gift card to a local retail establishment will be provided as a "thank you" for their time and assistance when the completed survey is returned. A follow-up letter is sent (with a pre-addressed, stamped envelope to return to SANDAG), as an additional effort to increase the response rate, for any surveys not returned after sending the survey a second time. This letter verifies that the potential respondent is in contact with the SB 618 participant, offers to send another copy of the survey if needed, and inquires about reasons for lack of response. The surveys and follow-up letter are available in both English and Spanish. Since follow-up interviews are being conducted with every individual in the treatment group, this survey will be sent to one person associated with each participant as well.

### *Other Qualitative Efforts*

While not directly related to the research questions previously described, a number of other efforts are being undertaken to provide context for the data collected. These include conducting a literature and policy review, tracking staffing, and observing program activities.

- ▶ **Literature and Policy Review:** In order to put the research findings in context, the literature regarding best practices in prisoner reentry programs is being summarized, both to demonstrate how the current program model relates to the knowledge of what works to reduce recidivism, as well as keep program partners informed about recent additions to this literature. In addition, statewide and local policy decisions (e.g., other legislation, such as SB 1453<sup>13</sup>) are documented and discussed to highlight elements potentially affecting outcomes.
- ▶ **Staffing Transition Review:** Successful program implementation is impacted by staffing stability. To examine the rate of staff turnover and longevity, records are maintained regarding length of time involved in the program for each individual in each position.
- ▶ **Observation of Program Activities:** A number of program activities are being observed by the research team including MDT meetings, Community Roundtable meetings, in-custody programs, and community services. Detailed notes from these observations are being examined using the same content analysis approach described for meeting minutes.

---

<sup>13</sup> SB 1453, which was enacted into law January 1, 2007, allows non-violent, nonserious offenders to be discharged from parole supervision upon successfully completing 90 days of substance abuse treatment in prison and 150 days of aftercare treatment in a CDCR-approved facility. If parolees do not successfully complete aftercare, they will remain under standard parole supervision.

### Analysis Plan

This process evaluation is based on data collected through key staff, program partner and community surveys, follow-up interviews with the treatment group, satisfaction questionnaires, intake assessments/reassessments, official records, meeting minutes, and notes from observations of program activities. Specifically, the process evaluation describes the theoretical framework, resources required and available, program components, sequence of activities, relationships between activities, and desired results. The purpose is to facilitate discussion and improve implementation through clarifying the connection between resources, program activities, and desired outcomes, as well as highlighting any necessary course corrections. The program description is modified as adjustments are made to the overall design. Further, the process evaluation validates this description to determine if service delivery goals are met with respect to reaching the intended population. In addition, the process evaluation follows best practices from the field using evaluation guidelines created by the Reentry Policy Council (2005), as well as standardized tools for assessing the program's consistency with the accepted principles of correctional intervention (e.g., the National Criminal Justice Treatment Practices Survey by Taxman, Young, & Fletcher [2007]).

With respect to content analysis, emergent coding is used in which categories are developed as the meeting minutes and notes are reviewed. This system ensures that no themes or issues are overlooked. Participant characteristics are examined using frequency distributions and cross-tabulations. When comparisons can be made (i.e., to the comparison group), difference of means tests for ratio level data (e.g., time in prison reception center) and Chi-square statistics for nominal measurement (e.g., the match between needs assessed and services delivered) are used to determine if differences are significant. Significant differences are determined using the .05 significance level unless otherwise indicated. That is, there is a 95 percent chance that the differences between the two groups are true.

### IMPACT EVALUATION

The purpose of the impact evaluation is to determine whether participation in SB 618 improved reintegration and reduced recidivism (i.e., increased desistance) and to identify the conditions under which the program was most likely to accomplish these goals. Additionally, the impact evaluation will determine whether the reentry program was cost effective relative to traditional release procedures. To determine what effect the program had on participants, the following impact evaluation questions are being investigated:

#### Research Questions

1. What were the number and level of rule violations committed by participants in prison? Did the treatment group exhibit fewer behavioral problems in prison than the comparison group?
2. Were there any improvements in program participant needs over time?
3. Was recidivism (being returned to prison for a parole violation or new felony conviction) reduced among the treatment group relative to the comparison group? Did participants have fewer parole violations post-release? Were violations less severe?

4. What improvements were made in participants' family and/or social bonds following release from prison?
5. Did participants make improvements in other areas of their life? Did the participants create or resume healthy attachments to outside social institutions post-release (e.g., employment, substance abuse services, medication management, housing, support groups, and spiritual)?
6. What was the participants' level of satisfaction with services received? What was the level of satisfaction among participants' family members/friends with services received?
7. What factors are associated with desistance from crime?
8. Was the program cost effective?

### **Data Sources and Measures**

#### ***Review and Analysis of Intake Assessments and Reassessments***

The assessments conducted by program staff help explain the needs of this population and answer the process evaluation questions previously described, and are used to understand change in need over time. These changes are assessed for the treatment group only and are based on the ASI and COMPAS. This information is used to answer impact evaluation questions 2 and 4.

#### ***Data Collection from Paper and Electronic Records***

As previously described, electronic data are maintained by program staff through the SB 618 database. This database and other electronic sources are being used to answer questions 1, 3, 4, 7, and 8 for the impact evaluation. Data related to services received during incarceration are being collected from the PCM files for the treatment group. Information regarding offender behavior<sup>14</sup> in custody is being documented based on information contained in CDCR Central files for the treatment and comparison groups. Details regarding parole violations for those who have been released from prison in both study groups are obtained from CDCR parole files. In order to monitor the criminal history and recidivism rates (i.e., desistance) of individuals in both study groups, contact with the criminal justice system prior to and following selection for the evaluation is being collected from a variety of sources. The Automated Regional Justice Information System (ARJIS) (a computer system for information sharing among local justice agencies) is the source for arrest information, and the DA's computer system is the source for conviction and sentencing information. Booking information (i.e., another arrest measure) and local custody time are obtained from the Sheriff's computer system, while time in State prison is provided by CDCR.

---

<sup>14</sup> Offender behavior will be based on the frequency of the following reports: rule violation (CDCR report #115), serious incident (CDCR report #837), and inmate appeal (CDCR report #602), as well as time lost due to serious incidents.



### *In-Custody and Prison Exit Participation Satisfaction Questionnaires*

As previously described in the process evaluation section, participants' input is solicited regarding the SB 618 program three months following prison entry, as well as at prison exit. This information will be used for the impact evaluation to explore changes in needs, in family and/or social bonds, in other areas of life over time, and in satisfaction with services received (i.e., to answer questions 2, 4, 5, and 6).

### *Follow-Up Interviews with Treatment Participants*

This research method was previously described in the process evaluation section. For the impact evaluation, the questions asked on the follow-up interview with the treatment group focus on current living situation, employment status, recent substance use, opinions about SB 618 in retrospect, and future prospects. These qualitative data will be utilized to provide another aspect to the effect of the program on participants that would otherwise be unavailable and will address impact evaluation questions 4, 5, and 6.

### *Family/Friend Satisfaction Questionnaires*

As previously described, family/friend satisfaction questionnaires are administered six months following release from prison. Data from the satisfaction questionnaires will be used to answer impact evaluation questions 5 and 6.

### *Cost Measures*

A key component of this project is determining if the additional costs related to implementing and managing the SB 618 program are justified in terms of reduced recidivism (or increased desistance from criminal activity) and increased community safety. To answer question 8, the research team is working with the program partners to compile the justice system information required to estimate the cost per successful offender for both SB 618 participants and non-participants, including costs for arrest, court processing, confinement, and parole supervision, as well as costs associated with program delivery.

### **Research Design**

To determine if SB 618 resulted in improved service delivery and reduced recidivism (or increased desistance), it is necessary to ask, "Compared to what?" For the current evaluation, four possible research designs were proposed. First, a true experimental, randomized design was proposed in which all eligible candidates who met program criteria and agreed to participate in this project would be randomly assigned to receive SB 618 services (the treatment group) or to receive "treatment as usual" (the comparison group). This research design would have been the strongest by ensuring that both study groups were equivalent starting out. In addition, if demand for the program was greater than capacity, it would have been more equitable; however, because this design requires flexibility that was not feasible in the number of assessments done per week (because every eligible person should be able to be in either study group and staffing levels permitted only six assessments per week), an experimental design was not possible.



A second design option, pseudo-random assignment, also was proposed that would have entailed SANDAG's preparing random assignment procedures for a certain number of participants per week (10 for example) based on a pipeline study (which would track how many offenders were eligible each week); however, this design option also required more flexibility than was possible given staffing constraints. That is, workload did not allow for catch-up in one week for a smaller number of cases in a previous week.

A third option, a quasi-experimental research design aimed at preventing selection bias, was proposed in which the first six eligible candidates each week who met program criteria and agreed to participate would be assigned to receive SB 618 treatment services (the treatment group). The remaining participants who were deemed eligible and also agreed to participate, but were not enrolled in the program because of lack of space (e.g., first six slots that week were already filled), would be placed into the comparison group to receive "treatment as usual." However, due to concerns from program staff that it was not ethical to ask people to participate in a program in which they do not have a chance of actually participating, it also was not an option.

Given these constraints, the only practical option was a quasi-experimental, nonequivalent study group design with possible selection bias. As such, the first six eligible participants per week willing to participate after July 1, 2007, were assigned to the treatment group. This date was chosen to allow sufficient time for the program to become fully operational. The comparison group consists of individuals who have been eligible since the program began (February 2007), but were never asked if they would have participated. Those offered the program but who declined to participate since February 2007 also are tracked. Study group selection continued until at least 320 individuals were assigned to the treatment and comparison groups.<sup>15</sup>

Since this research design does not include random assignment, individuals in the treatment group may differ systematically from those in the comparison group, potentially biasing the results of the impact evaluation (i.e., it is unknown if the comparison group would volunteer for the program if it were offered). In an effort to account for this self-selection bias, the research team and SB 618 program partners met to discuss variables to use in a propensity score matching model.<sup>16</sup> In order to have a valid propensity score matching model, variables that are related to why someone chose to participate (or not to participate) in the program need to be included. Ideally, the research team could solicit input directly from individuals declining to participate in the program, which is not feasible due to logistical and budgetary issues. The research team and SB 618 program partners discussed if there were any patterns (e.g., demographic, criminal history, or other) that influenced why someone chose to participate in the program or not. This discussion did not reveal any measurable factors influencing whether someone chose the program or not. Meeting attendees felt that participants and non-participants (i.e., individuals declining SB 618 services) did not systematically differ on demographic or criminal history characteristics; however, they did speculate

---

<sup>15</sup> This sample size was based on a power analysis, using a conservative measure of recidivism (50%) and a 20 percent estimated variance between the two study groups in recidivism (based on meta-analysis by Andrews, Zinger, Hoge, Bonta, Gendreau, and Cullen [1990] as summarized by Gendreau [1996]). Using a .05 threshold for significance (the alpha level), it is anticipated that 80 percent power will be achieved with the 320 target sample size each for the treatment and comparison groups. Statistical power is the probability one can detect a meaningful difference if one truly exists. This sample size will enable comparisons between the study groups (i.e., two sample tests), as well as examinations of changes over time to the treatment group only (i.e., pre-post, single sample tests).

<sup>16</sup> This technique matches participants with non-participants according to multiple determinants of program participation. Of all the potential comparison individuals, only those who are actually comparable to the treatment group are retained in the sample.

that the one factor potentially influencing whether someone participates or not could be their criminal system knowledge. This “system sophistication” would be hard to measure and could not be captured in a single variable. The group discussed possible proxy variables, but it was determined that there were not any that could be reliably documented. Prior criminal history was determined to be an inadequate measure because a large number of prior criminal offenses could be reflective of a drug addiction (e.g., property crimes to fund drug purchases) or an entrenched thief. Furthermore, the meeting attendees felt that program participants (or non-participants) were basing their participation choices on short-term reasons (i.e., what benefits they get in prison rather than after prison), suggesting that any unidentified self-selection bias may not be directly related to recidivism. For example, participants are not choosing the program because they want to make sure they do not re-offend in the future, but rather because they can receive benefits in prison that make their stay better. In addition to this process, the research team searched the literature for information regarding predictors of volunteerism related to criminal justice programs with similar results.

While the literature review and group discussion did not produce any measurable factors related to “volunteerism,” propensity score matching will be used to match factors predictive of recidivism and factors that could potentially be related to “volunteerism.” Ideally, these variables will be naturally balanced because there is no pattern of who chose or refused the program, even though the research team cannot account for hidden biases that only a random sample could accommodate.

The following variables (based on the recidivism literature and availability of valid and reliable measures) are included in this analysis to test for any hidden self-selection biases between the two study groups leading to an imbalance regarding factors that are related to recidivism:

- ▶ age;
- ▶ race/ethnicity; and
- ▶ recidivism risk based on the California Static Risk Assessment (CSRA) Score<sup>17</sup> (Rosenfeld, Petersilia, & Visher, 2008).

There are three possible ways to address an imbalance of the above variables (i.e., there are statistically significant differences between the two study groups): 1) regression analysis could be used to hold the imbalanced variables constant while checking for differences on the dependent variable (the factor being measured); 2) statistical matching techniques, such as propensity score matching, could be used to match similar cases between the two study groups and to remove dissimilar cases from the analysis and then run statistical tests; or 3) statistical matching and regression analysis can be used together. The methods used will depend upon the type of analysis required, the number of cases in each study group, and the number of imbalanced variables.

### Study Group Assignment Methods

This participatory program evaluation involves data collection by practitioners, as well as the research team. The responsibilities of program staff begin at study group selection. Cases are screened for SB 618 eligibility on an ongoing basis until the treatment group slots have been filled

---

<sup>17</sup> An actuarial risk prediction tool using available automated data developed for CDCR by Susan Turner at the University of California, Irvine.

each week.<sup>18</sup> Anyone identified as eligible after that point is added to the comparison group (i.e., the “not offered” group). That is, as additional eligible cases cross the desk of the deputy district attorney (DDA) assigned to the program, they are put in the comparison group. The intention was to complete this process in a systematic manner so that the pool from which these cases were pulled could be described; however, the system of processing non-violent felony cases is not centralized and there is no way to know all potential cases eligible for SB 618 until data have been entered into the DA’s Case Management System (CMS). To identify a larger number of cases for inclusion in the comparison group, a list of non-violent felony cases prosecuted in the Central and East County Divisions of the DA’s office was compiled quarterly from CMS. This list includes cases meeting the following criteria previously described in Chapter 1 and outlined in Appendix B:

- ▶ assigned to the Central or East County districts of the DA’s Office;
- ▶ not assigned to the following special divisions within the DA’s Office: Gangs, Sex Crimes, Family Protection, Cold Case, or Special Operations;
- ▶ readiness hearing date between March 2007 and November 2008;
- ▶ non-violent current offense as defined by Penal Code 667.5(c);
- ▶ not diverted to drug treatment;<sup>19</sup>
- ▶ sentence length of 8 to 72 months; and
- ▶ not sentenced to life in prison or death.

Each case file in this group is individually screened by the DDA assigned to SB 618 based on the following criteria:

- ▶ in custody throughout judicial process;
- ▶ legal residence in San Diego County;
- ▶ no prior convictions of great bodily injury or murder;
- ▶ prior violent felony convictions (defined by Penal Code 667.5(c)) over five years old are screened on a case-by-case basis;
- ▶ agree to a stipulated sentence;
- ▶ time to serve of no more than 36 months and no less than 4 months;
- ▶ no mental health or medical holds;
- ▶ no holds by another jurisdiction;
- ▶ no immigration holds;
- ▶ no arson registrants; and
- ▶ no sex offender registrants.

---

<sup>18</sup> Any participants deemed ineligible through the assessment process during the same week are replaced with another individual.

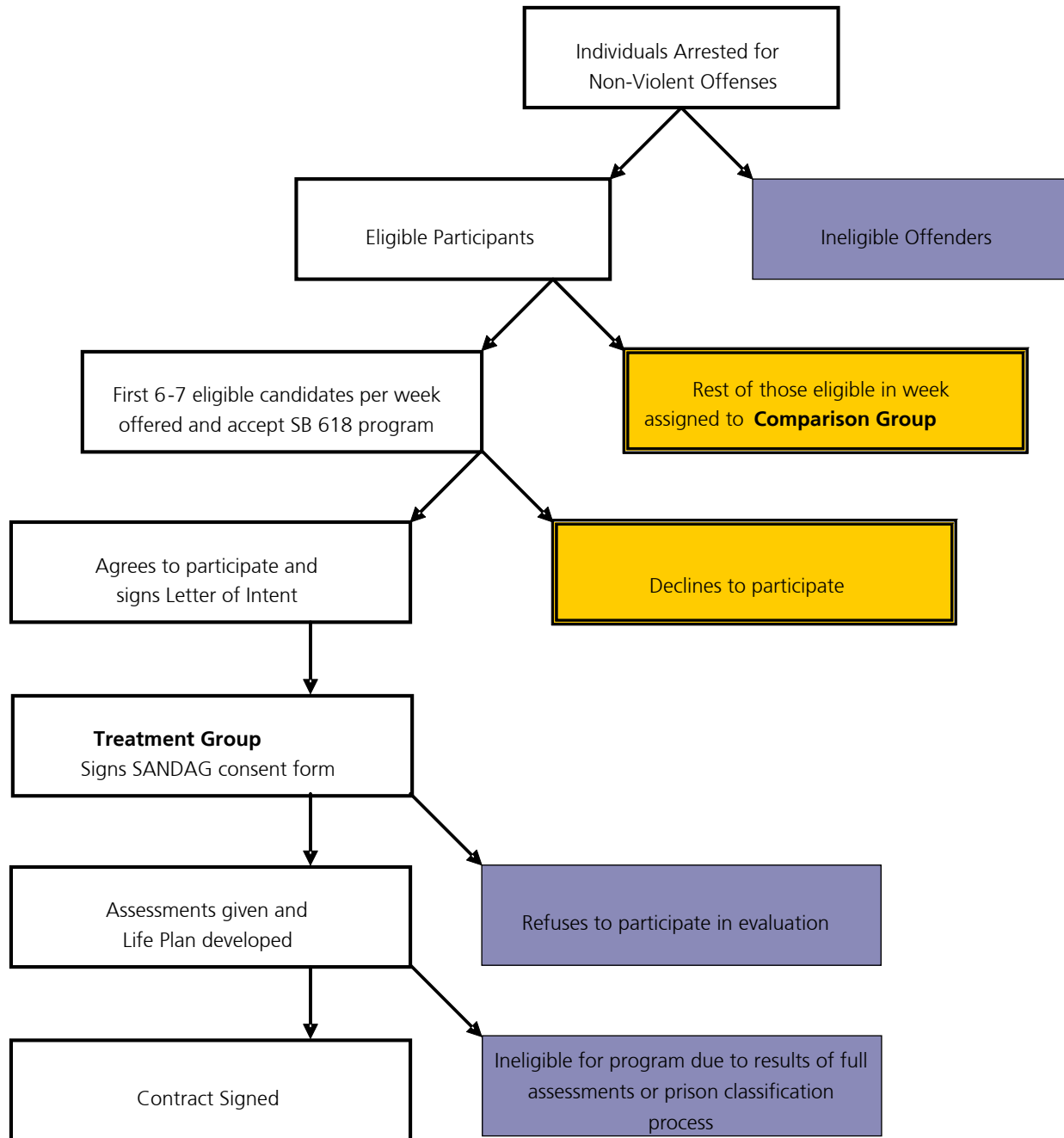
<sup>19</sup> Proposition 36 and PC 1000 are the two types of drug diversion in California.

All cases previously assigned to the program (i.e., signed the Letter of Intent) are kept in the treatment group.<sup>20</sup> The remaining cases meeting these criteria are added to the comparison group (i.e., the “not offered” group). Cases not meeting any one of these criteria are put in the ineligible group and not tracked as part of the evaluation. The selection process is shown in Figure 2.1.

---

<sup>20</sup> Upon prison entry, participants may be excluded from the program due to housing issues (e.g., HIV positive status for male participants), a previous history of maximum security housing (i.e., Level IV) in prison, prison gang affiliation, and extensive psychiatric needs and/or physical disabilities that preclude housing in areas of the prison eligible for SB 618 services.

**Figure 2.1**  
**STUDY GROUP IDENTIFICATION PROCESS**



SOURCE: SANDAG SB 618 Third Annual Evaluation Report

## Analysis Plan

Appendix Table F provides a detailed listing of all data elements and sources. Variables available for the treatment group only will be examined using a single-group, pre-test/post-test design (i.e., comparison of measures before and after program participation). The wide variety of measures used in this evaluation includes measures addressing many of the guidelines articulated by the Reentry Policy Council (2005). Specifically, some measures are linked to the goals of SB 618 (e.g., return to prison rates to examine the impact on recidivism) and some are specific to the program partners involved (e.g., ASI to examine the effectiveness of substance abuse services). Participant satisfaction also is measured and appropriate measures tailored to diverse groups (e.g., gender-responsiveness) are included.

### *Comparability of Groups*

As previously mentioned, before determining the impact of the reentry program, the treatment and comparison groups must be assessed for comparability. As previously explained, the two study groups will be checked for balance on variables identified as factors predictive of recidivism. This assessment will be accomplished through the use of frequency distributions and Chi-square statistics for nominal measurement<sup>21</sup> (i.e., race/ethnicity) and differences of means tests for ratio level data (i.e., age, CRSA score). These analyses will test the theory that there is no pattern of volunteerism for SB 618 potentially impacting recidivism. If the study groups are not balanced, statistical controlling and/or matching techniques will be used to adjust for differences.

### *Recidivism*

The overriding goal of SB 618 is to reduce recidivism. Therefore, using the study groups previously described, the first objective of the impact evaluation is to determine the effectiveness of the reentry program relative to traditional procedures in reducing recidivism (i.e., release from prison to parole with no reentry services) and to identify the correlates of participants' success or failure. To measure program effectiveness, the treatment group will be contrasted to the comparison group using multiple measures of recidivism/desistance/relapse and a variety of analytical techniques. The dependent variables and statistical analysis planned are presented in Table 2.2. Statistically significant results will be further examined to determine the extent of the relationship through measures of effect size.<sup>22</sup>

While the SB 618 program seeks to reduce return-to-prison rates, the additional measures of recidivism/desistance/relapse listed in Table 2.2 are included in this evaluation in order to provide a more complete picture of the impact of SB 618 on offender behavior in San Diego. This information will be obtained from official records (i.e., arrest records, court records, and results of drug tests administered by Parole). All criminal activity will be collected in six-month intervals to facilitate reporting of intermediate results rather than waiting until cases have been in the community for three years, as well as to ensure that prior criminal history is comparable to post-release behavior.

---

<sup>21</sup> Yes/no variables will be coded as one for "yes" and zero for "no" so that t-tests can be conducted to evaluate differences in proportions.

<sup>22</sup> While significance tests show if differences are "real" and not the result of chance, effect size measures the magnitude of the differences. That is, effect sizes will determine how effective SB 618 services are.

**Table 2.2**  
**DEPENDENT VARIABLES AND STATISTICAL ANALYSES**

Variable	Comparison	Significance Test	Effect Size/ Strength of Relationship Test
Drug test results (# positive for drug use)	Means	t-test	Cohen's d
Parole violation (PV)*	Means (proportions)	t-test	Cohen's d
Type of PV	Cross-tabulation	Chi-square	Cramer's Phi
Number of PVs	Means	t-test	Cohen's d
Days from release to PV	Means	t-test	Cohen's d
Arrest for misdemeanor*	Means (proportions)	t-test	Cohen's d
Type of misdemeanor arrest	Cross-tabulation	Chi-square	Cramer's Phi
Number of new misdemeanor arrests	Means	t-test	Cohen's d
Days from release to misdemeanor arrest	Means	t-test	Cohen's d
Arrest for felony*	Means (proportions)	t-test	Cohen's d
Type of felony arrest	Cross-tabulation	Chi-square	Cramer's Phi
Number of new felony arrests	Means	t-test	Cohen's d
Days from release to new felony arrest	Means	t-test	Cohen's d
Arrest for new felony drug crime*	Means (proportions)	t-test	Cohen's d
Arrest for new violent felony*	Means (proportions)	t-test	Cohen's d
Number of arrests without convictions	Means	t-test	Cohen's d
Misdemeanor conviction*	Means (proportions)	t-test	Cohen's d
Felony conviction*	Means (proportions)	t-test	Cohen's d
Jail sentence for new offense*	Means (proportions)	t-test	Cohen's d
Prison term for new offense*	Means (proportions)	t-test	Cohen's d
Sentence length (days)	Means	t-test	Cohen's d
Parole length (days)	Means	t-test	Cohen's d

\* yes = 1 / no = 0

SOURCE: SANDAG SB 618 Third Annual Evaluation Report

The following variables will be examined relative to recidivism/desistance/relapse using the statistics noted as the first step in isolating the effect of participation in SB 618 from other predictors of recidivism:

- ▶ age (means with t-tests);
- ▶ race/ethnicity (cross-tabulations with Chi-square statistic);
- ▶ gender (cross-tabulations with Chi-square statistic);
- ▶ employment status (cross-tabulations with Chi-square statistic);
- ▶ family situation (cross-tabulations with Chi-square statistic);
- ▶ living arrangements (cross-tabulations with Chi-square statistic);
- ▶ prior criminal history (cross-tabulations with Chi-square statistic and means with t-tests);
- ▶ history of substance abuse (cross-tabulations with Chi-square statistic); and
- ▶ assessment scores over time (COMPAS and ASI) (means with t-tests).

The analysis will begin with bivariate comparisons using the statistics previously mentioned. These comparisons will be followed with multivariate analysis (i.e., regression) in an attempt to isolate factors related to success. There are two goals of this regression analysis: 1) to determine which factors are predictive of success; and 2) to control for other factors that might account for recidivism/desistance/relapse differences in an attempt to isolate the impact of the SB 618 program in San Diego (i.e., whether SB 618 contributes to reduced recidivism or increased desistance from criminal activity). The type of regression analysis will depend upon the nature of the dependent variable. Logistic regression will be used to analyze the dichotomous dependent variables (i.e., yes/no), and ordinary least squares (OLS) regression will be used to analyze the interval level variables (e.g., days to first arrest post-release). The previously mentioned variables will be controlled for in the regression analysis in order to build a model of factors related to success and to determine if SB 618 participation lowers recidivism and improves desistance.

One factor that logistic regression does not handle well is time. Therefore, Kaplan-Meier survival analysis will be used to examine the impact of time on recidivism/desistance. The number of days until relapse or recidivism (“time to failure”) is the focus of this analysis. The advantage of survival analysis is that recidivism during the beginning of the evaluation period is treated differently than behavior at the end.

Using these techniques, it will be determined whether program participants have significantly lower levels of recidivism (or higher levels of desistance) than offenders in the comparison group and if program participants recidivate at a slower rate than offenders in the comparison group. Finally, the factors that predict recidivism among program participants will be identified. This final analysis will determine the types of offenders most likely to benefit from the SB 618 program and quantify the specific benefits of program participation.

### *Risk Reduction*

Another indicator of the SB 618 program’s success is a reduction in the number and type of risk factors for recidivism, such as unemployment, homelessness, lack of education or vocational opportunities, and weak connections with family members and support groups. Therefore, the second objective of the impact evaluation is to determine whether the program was effective in reducing risk factors for recidivism. To measure this relationship, a single-sample, pre-test/post-test design is used because this information is not available for the comparison group. The social circumstances for the treatment group will be compared over time using the previously mentioned analytical techniques measuring improvement (e.g., Chi-square statistics, difference of means tests, and measures of effect size). The dependent variables will include:

- ▶ changes in COMPAS scores from program entry to program completion;
- ▶ improvements in participants’ family and/or social bonds (yes/no) based on COMPAS;
- ▶ stable housing (yes/no);
- ▶ length of time (in days) to stable housing;
- ▶ new employment (yes/no);
- ▶ length of time (in days) to new employment; and
- ▶ changes in ASI scores over time.



Similar to the process evaluation, the .05 threshold of significance will be used.

### *Cost-Effectiveness Analysis*

The purpose of the cost-effectiveness analysis is to determine if the SB 618 program is a worthy investment for the taxpayers by weighing the program costs against the benefits (i.e., individuals not recidivating) relative to the traditional approach with no services specifically designed to address reentry issues. Cost-effectiveness analysis is often used when the monetary amount of the benefit would be the same for both the treatment and comparison groups. For example, in this case, the cost offset (the amount saved) from an individual not re-offending would likely be the same regardless of which group they were in.

The costs will be based on the “taxpayer” perspective, which means it will take into account only the costs incurred by local and state government. Treatment (assessment and services) and criminal justice costs (incarceration, including prison, probation, parole, arrests, and convictions) will be collected and analyzed as part of the cost-effectiveness analysis.<sup>23</sup> The cost-effectiveness analysis will measure the monetary cost differences between the treatment and comparison groups. Benefits will be measured based on successful cases (those not recidivating, measured as not returning to prison) within 18 months of release from prison. Previous analysis will determine the recidivism differences between the study groups. The cost-effectiveness will build upon this analysis by comparing cost per successful case (i.e., those not recidivating). This efficiency measure will help inform whether SB 618 is having the expected recidivism impact compared to the cost of providing the program. This cost will be calculated by dividing total cost by total number of successful cases (previous analysis will check for statistically significant differences). Sensitivity analysis also will be conducted, which varies key assumptions to test if the results are robust. The following impact measures will be examined: costs to the County, costs to the State, and average cost per successful individual (not recidivating) for both study groups. Table 2.3 summarizes the cost-effectiveness analysis plan. The end result will be an estimate of the benefit returned for each dollar spent on the SB 618 program to ensure efficient allocation and expenditure of funds.

---

<sup>23</sup> Start-up costs will be excluded from this study because they are not appropriate to add without also adding the start-up costs for the current system. Additionally, start-up costs were not part of the Public Entity Agreement and were minimal since local agencies used existing resources.

**Table 2.3**  
**SB 618 COST-EFFECTIVENESS ANALYSIS**

Group	Costs (\$)	Benefits (Cases)	Impact Measures
TREATMENT GROUP	<ul style="list-style-type: none"> <li>▶ Initial arrest and conviction</li> <li>▶ Reception center time</li> <li>▶ SB 618 assessments</li> <li>▶ SB 618 services (in prison and in community)</li> <li>▶ Incarceration</li> <li>▶ Parole</li> </ul>	<ul style="list-style-type: none"> <li>▶ Individuals not re-offending within 18 months of release</li> </ul>	<ul style="list-style-type: none"> <li>▶ Costs to County</li> <li>▶ Costs to State</li> <li>▶ Average cost per successful case</li> </ul>
COMPARISON GROUP	<ul style="list-style-type: none"> <li>▶ Initial arrest and conviction</li> <li>▶ Reception center time</li> <li>▶ Other services received in prison</li> <li>▶ Incarceration</li> <li>▶ Parole</li> </ul>	<ul style="list-style-type: none"> <li>▶ Individuals not re-offending within 18 months of release</li> </ul>	<ul style="list-style-type: none"> <li>▶ Costs to County</li> <li>▶ Costs to State</li> <li>▶ Average cost per successful case</li> </ul>

SOURCE: SANDAG SB 618 Third Annual Evaluation Report

## SUMMARY

The Criminal Justice Research Division of SANDAG is conducting a process and impact evaluation of the San Diego SB 618 program. As described in this chapter, this participatory evaluation involves a variety of methods, including: meeting attendance; review of meeting minutes; key staff, program partner, and community surveys; examination of participant characteristics and assessments; collection of recidivism data; follow-up interviews with SB 618 participants; participant and family/friend satisfaction questionnaires; and cost-effectiveness analysis. The information gleaned through this ongoing evaluation will help local policymakers identify areas for further improvement as the SB 618 program is potentially expanded both locally and statewide.

**CHAPTER 3**  
**PROCESS EVALUATION:**  
**PROGRAM IMPLEMENTATION AND**  
**MANAGEMENT**

## SUCCESS STORY: SURMOUNTING EMPLOYMENT LAYOFF

Sean has a substantial history of involvement in criminal activity, substance abuse, and gangs. The SB 618 assessment process revealed severe substance abuse and vocational issues, as well as significant challenges in basic educational skills based on the results of the Test for Adult Basic Education (TABE) and the Comprehensive Adult Student Assessment System (CASAS) assessments. Despite these obstacles, Sean was very enthusiastic about his involvement in the SB 618 program and the opportunity to take advantage of the guidance and support offered.

While in prison, Sean met at least twice per month with his Prison Case Manager (PCM) who assisted him in enrolling in the substance abuse program (SAP) and a vocational welding program. Sean was excited to participate in the welding program because he believed it would help him achieve one of his main goals of maintaining stable employment. In addition, SAP would help him achieve his other main goal of staying sober.

When he left prison, Sean had many conversations with his Community Case Manager (CCM) about his inclination toward negative thinking, low self-esteem, and fear of failure. Sean and his CCM even practiced modeling disappointing conversations because he identified these situations as triggers for drug use. Sean continued his welding studies outside of prison, and his CCM helped him obtain his birth certificate, California identification, and interview clothes, all of which were instrumental in helping Sean get a job in sheet metal fabrication.

Sean indicated that, despite his past, he feels “blessed,” particularly because of the opportunity to be part of the SB 618 program and the resources it provides to help establish a stable foundation on which to build a new life. After nine months of working, these resources would prove critical because Sean was laid off from his job. Instead of becoming discouraged, Sean considered working part-time and going back to school full-time. His CCM assisted him in setting up a meeting with an academic counselor at a local polytechnic school, and he will continue to explore positive options. Sean said that “anything [he] needed, [SB 618] fulfilled” and that he remains committed to recovery and stability.



*NOTE: The name has been changed to protect the participant's privacy. Story based on life six months following prison release.*

# CHAPTER 3

## PROCESS EVALUATION: PROGRAM IMPLEMENTATION AND MANAGEMENT

---

### INTRODUCTION

A key component of the process evaluation is to obtain feedback regarding various aspects of the program from staff tasked with program management (program partners) and the delivery of direct services (key staff), as well as community stakeholders to gain their perspective on the program. As such, surveys with all three groups were conducted to answer specific research questions (as outlined in Chapter 2) regarding program implementation and management (including issues relating to culture and gender), specific program components, partnerships and working relationships, adherence to the program model, success and challenges, and possible areas for improvement. Research staff also was involved in observing program activities, attending Senate Bill (SB) 618 meetings, and reviewing meeting minutes, with these activities adding context to the survey results. Before sharing the research findings, a brief overview of the research methods employed as part of this portion of the process evaluation is provided.

### MAJOR FINDINGS

- ▶ Nearly all program partners and key staff feel the SB 618 program is well managed, due in large part to good communication and collaboration.
- ▶ The majority of program partners would like to see SB 618 eligibility criteria expanded to include more high risk individuals.
- ▶ SB 618 components viewed as most effective by both program partners and key staff include the Life Plan, MDT, and CIW programming.
- ▶ Program partners and key staff believe SB 618 has already resulted in systems change, including a greater focus on rehabilitation.
- ▶ The realization of positive client outcomes is seen by program partners and key staff as the greatest program accomplishment in 2009.

### METHODOLOGY

Beginning in 2007, surveys were distributed each year to program partners and key staff to obtain their views about the program in general, as well as specific components. In addition, although not part of the original evaluation design, community members were surveyed at one point in time (2008) through the San Diego Reentry Roundtable and District Attorney's (DA's) Interfaith Advisory Board to gain their perspective on how the program had been implemented and managed.

This chapter presents the major themes that have emerged throughout these surveys and other activities (e.g., program observations). While the chapter focuses primarily on 2009 responses, it also highlights major changes that occurred over the past three years. Comparisons are also made across perspectives of each group when relevant. When interpreting the information, it is important to remember that the number of respondents is relatively small; therefore, actual numbers are presented when fewer than ten individuals answered the question and percentages are used when greater than ten replied.

## **SAMPLE DESCRIPTIONS**

### **Program Partners**

For all three survey years, an electronic version of the survey was distributed to individuals from a list created with input from the Operational Procedures Committee. Program partners are defined as “individuals who have been integral in planning and managing the SB 618 program (within the past year), whether or not they have had direct contact with SB 618 participants.” A total of 37 surveys was distributed in July 2009 and 24 were completed and returned, yielding a 65 percent response rate, somewhat lower than the first and second year (76% and 79%, respectively) (not shown).<sup>1</sup>

The composition of program partner respondents over the three survey years remained fairly consistent and reflected the Operational Procedures Committee.<sup>2</sup> The greatest representation in 2009 was by the California Department of Corrections and Rehabilitation (CDCR) (45%), including Parole, one of the two prisons, and headquarters administration; followed closely by local government agencies (41%) such as the Sheriff, Probation, DA’s office, and Public Defender; University of California, San Diego (UCSD) (9%); and the faith community (5%) (Figure 3.1).

Nearly three-quarters (70%) of respondents had been actively engaged with SB 618 for more than three years, 9 percent began their involvement in 2007 when the program was implemented, and 22 percent began their participation in 2008. In terms of education, most had a Bachelor’s Degree (43%), followed by an advanced degree (Master’s Degree, Ph.D., or professional license) (30%) (not shown).

### **Key Staff**

As with the program partner survey, an electronic version of the key staff survey was distributed during July 2009 to 26 individuals who were identified as working directly with SB 618 participants. A total of 19 surveys were returned yielding a 73 percent response rate (up from 68% in 2008 and down slightly from 78% in 2007) (not shown).<sup>3</sup> Of the 15 individuals who gave information about where they were employed, over half (60%) reported working at UCSD as a Community Case

---

<sup>1</sup> In 2009, 73 percent of program partners surveyed indicated they had also completed a survey in 2008 and 27 percent reported this was their first time providing feedback.

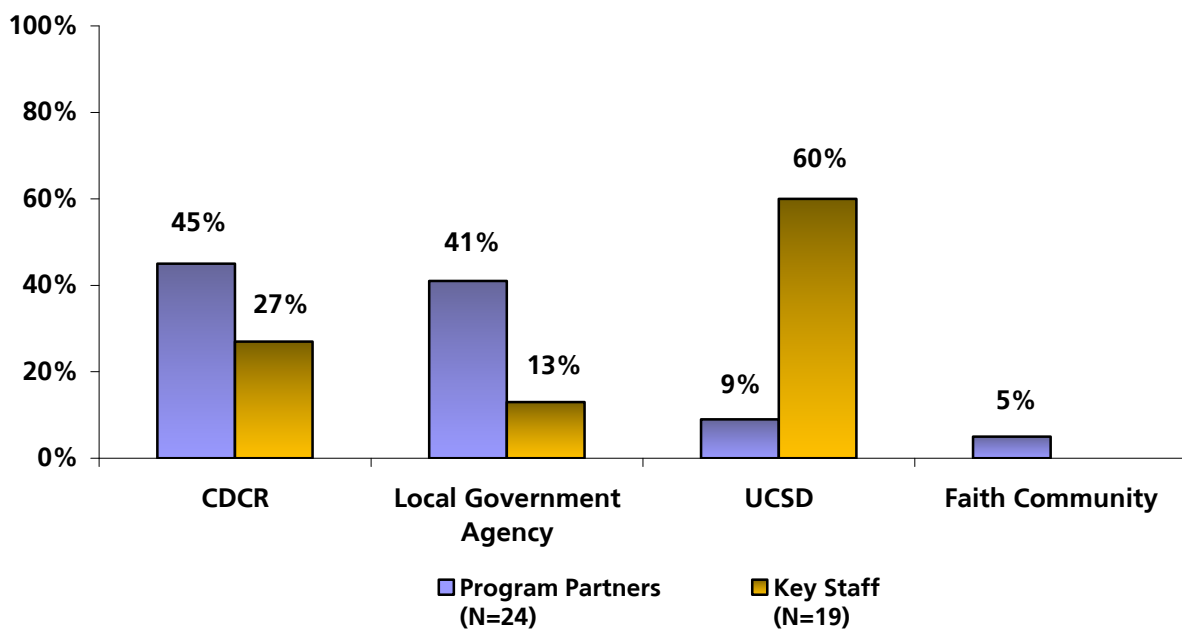
<sup>2</sup> Based on attendance recorded in the meeting minutes between August 2006 and August 2009, the following organizations were consistently represented at weekly meetings: CDCR (including Parole, two prisons, and administration) (7.7 attendees on average); DA’s Office (6.2); Probation (2.9); Sheriff’s Department (2.2); UCSD (1.3); and Comprehensive Training Systems, Inc. (CTS) (.7). Other groups periodically represented included the San Diego County Public Safety Group, Public Defender, faith- and other community-based organizations.

<sup>3</sup> More than half (56%) of key staff surveyed in 2009 indicated they had also completed a survey in 2008 and 44 percent reported this was their first time providing feedback.

Manager (CCM), followed by those employed by CDCR (27%) either as Prison Case Managers (PCMs) (20%) or Parole Agents (7%), and a local government agency (Probation Officer responsible for screening/assessment) (13%) (Figure 3.1). Of these same 15 individuals who identified their agency, the majority (53%) had been with the program since 2008 (not shown). It should be noted that the growth of the post-release case management component might explain why the majority of respondents joined the program between 2008 and 2009, as well as the overrepresentation of CCMs among survey respondents. This concentration of one program component being represented may affect the survey findings.

With regard to formal education and previous work experience, nearly all (93%) key staff reported having 16 years or more of education (60% a Master's Degree/professional licensure and 33% a Bachelor's Degree) and had previously worked with incarcerated individuals (88%) (for a median of 5.00 years, range 1 to 12) (not shown).

**Figure 3.1**  
**CDCR REPRESENTS MAJORITY OF PROGRAM PARTNER AND**  
**KEY STAFF SURVEY RESPONDENTS**



*NOTE: Cases with missing information not included.*

*SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

## HOW DID PROGRAM PARTNERS, KEY STAFF, AND COMMUNITY MEMBERS VIEW PROGRAM IMPLEMENTATION AND MANAGEMENT?

### Program Implementation

Questions regarding implementation were asked only in the first program partner and key staff surveys in 2007 to identify how well the program had been implemented according to both groups, and to note any factors that had aided or hindered implementation. These questions were not included in subsequent years as the initial implementation had been completed. According to the 2007 survey results, nearly all program partners (94%) and key staff (92%) felt that implementation had gone well and both groups credited the following factors:

- ▶ the willingness of program partners to collaborate, maintain open and regular communication, and do what was necessary to get the job done;
- ▶ strong leadership and staff; and
- ▶ flexibility in budgeting and programming (not shown).

With regard to factors possibly having a negative impact on program implementation, program partners and key staff agreed on the following:

- ▶ issues coordinating with CDCR;
- ▶ implementation occurred too quickly causing some issues to remain unaddressed; and
- ▶ lower-than-expected client numbers (not shown).

### Program Management

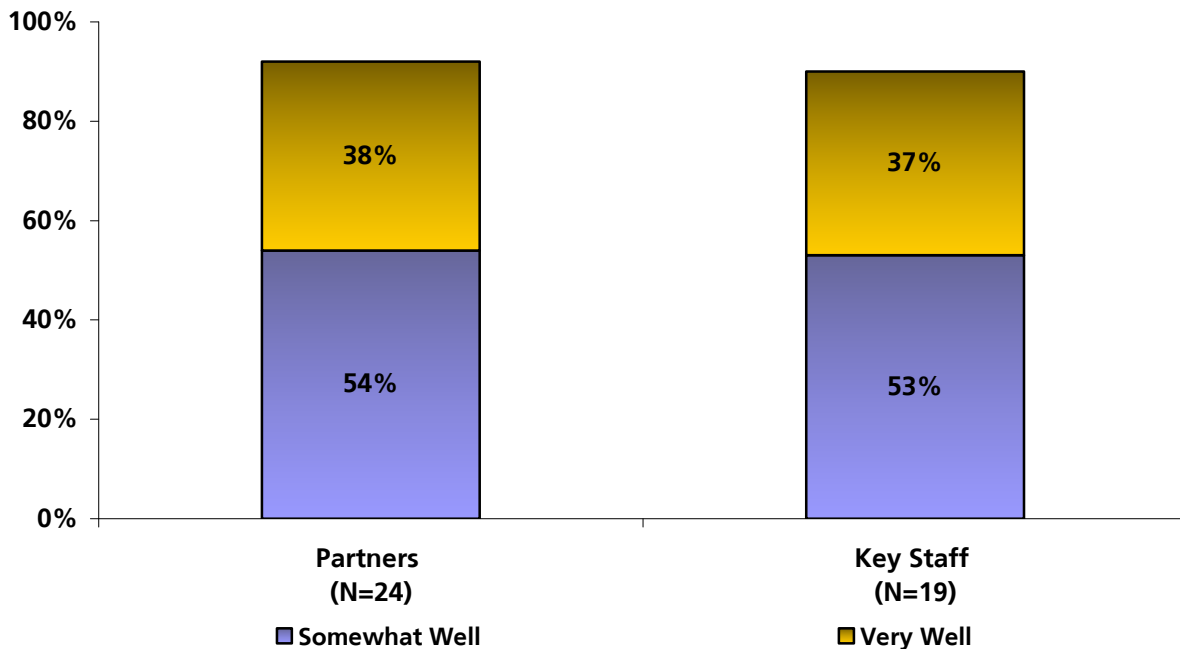
In all three survey years, program partners and key staff were asked to rate SB 618 program management, with both groups giving management consistently high ratings in all three years. As in 2007 and 2008, around nine in ten program partners and key staff in 2009 (Figure 3.2) reported that program management was going either “somewhat well” or “very well” (92%, 95%, and 89%, respectively for program partners and 90%, 94%, and 89%, respectively for key staff), reflecting little change across the three years.

Program partners and key staff continue to give high ratings to program management due in large part to good communication and collaboration.

Based on open-ended responses, both program partners (24%) and key staff (42%) most often cited effective communication and collaboration as contributing to successful management. In terms of areas needing improvement, there was some agreement between program partners and key staff that there were difficulties coordinating with CDCR (24% and 25%, respectively) (not shown).



**Figure 3.2**  
**PROGRAM PARTNERS AND KEY STAFF AGREE PROGRAM MANAGEMENT HAS GONE WELL**



NOTES: Cases with missing information not included. Percentages shown represent respondents who gave rating of "very well" or "somewhat well" on a four-point scale.

SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report

◆ PROGRAM PARTNER RESPONDING TO 2009 SURVEY ◆

*"I feel the program has been a successful cooperative effort with all program partners working as a team. Even when a disagreement occurs, they work together to resolve the issue."*

Program partners were asked to give examples of what they felt had positively impacted program management; and for the first time in all three survey years, more than one-third (35%) of program partners in 2009 specifically noted (based on open-ended responses) specific programmatic changes, such as more vocational programs at RJD, changes in PCM staffing at RJD, better access to post-release services, and greater administrative support from CDCR and RJD. Fewer program partners in 2009 than the previous two years specifically noted open communication, a willingness to collaborate, and strong leadership/staff, which may be due to the fact that they had already established a collaborative culture within the program, and thus were more focused on the programmatic improvements achieved in 2009 (Table 3.1).

**Table 3.1**  
**PROGRAM PARTNERS CITE VARIETY OF FACTORS**  
**HAVING POSITIVE IMPACT ON PROGRAM MANAGEMENT**

	2007	2008	2009
Changes in program components	0%	29%	35%
Open and regular communication	37%	53%	24%
Willingness to collaborate	44%	24%	18%
Strong leadership/staff	30%	12%	6%
Willingness to do what is necessary	4%	18%	6%
Clearly defined roles	4%	6%	6%
Stability in staffing	0%	12%	6%
Multidisciplinary approach	0%	0%	6%
<b>TOTAL</b>	<b>27</b>	<b>17</b>	<b>17</b>

*NOTES: Cases with missing information not included. Percentages based on multiple responses.*

*SOURCE: Program Partner 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

To further explore issues related to program management, key staff were asked to rate their level of agreement (on a five-point scale with 1 indicating “strongly agree” and 5 “strongly disagree”) regarding their perception of staff involvement and day-to-day operations. The responses given by key staff appear to indicate that they have positive views about many aspects of program management. Specifically, as shown in Table 3.2, three-quarters or more of key staff felt the program had long-term purpose and direction (88%), that a spirit of cooperation and collaboration is encouraged across roles (88%), that those involved in running SB 618 agreed on how to conduct business (76%), and that there was a shared vision for the program (76%). More than half agreed that the program’s approach to service delivery was consistent (59%) and that they had input into decisions that affected them (53%). Key staff were least likely to agree that participants’ input led to a change in how the program provided services (35%) and that the program was flexible (24%).

**Table 3.2**  
**KEY STAFF GIVE POSITIVE VIEWS ABOUT MANY ASPECTS OF PROGRAM MANAGEMENT**

Program has long-term purpose and direction	88%
Cooperation and collaboration encouraged across roles	88%
Agreement exists regarding how things are done	76%
Shared vision for the program	76%
Consistent approach to how business is done	59%
Most staff have input in decisions that affect them	53%
Participant feedback leads to change in program delivery	35%
Program is responsive and flexible	24%
<b>TOTAL</b>	<b>17</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “strongly agree” or “agree” on a five-point scale.*

*SOURCE: Key Staff 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

In another section of the survey, key staff members were asked if they had ever given their input to program management and, if so, how well their input was received. About three-quarters (72%) said they had given their input and nearly all said it had been received either “very well” or “somewhat well” (92%). When asked to rate the overall communication between SB 618 leadership and key staff, the percentage of those who rated it positively was higher in 2009 (89%) than in 2008 (69%) (not shown). This improvement may be related to the forum held in August 2009 at which all staff involved in post-release services and supervision (i.e., UCSD and Parole) met as a proactive attempt to strengthen collaboration related to working with participants in the community. The forum included a discussion of the key staff roles and expectations of one another, problem solving, and case management issues.

The majority of key staff feel they can give input and communicate well with program management.

Key staff were also asked to rate their level of agreement (on a five-point scale with 1 “strongly agree” and 5 “strongly disagree”) with positive or negative statements about their day-to-day work conditions, including program resources and practices, the quality of their work conditions, and how well job-related training had prepared them to fulfill their responsibilities. The results indicate that staff satisfaction in 2009 remained high with about two-thirds or more reporting they had a comfortable and safe work environment, adequate access to technology, were part of a team that communicated well, had confidence in the supervision they received, and felt appreciated by program management. Slightly more than half (53%) of key staff reported that the size of their caseload/workload was appropriate to work effectively with participants (Table 3.3). Worth noting is that six of the seven staff who felt caseloads were appropriate were CCMs, which may reflect the fact that UCSD was able to hire new CCMs as caseloads increased. Of the five staff who noted specifically that caseload size was still too high, three were PCMs (not shown).

**Table 3.3**  
**KEY STAFF GENERALLY SATISFIED WITH WORK CONDITIONS**  
**BUT SOME CONTINUE TO FEEL CASELOAD SIZE NOT APPROPRIATE**

Physical environment is comfortable and safe	94%
Adequate access to office technology	88%
Effective staff communication	76%
Confident in supervision provided	71%
Feel appreciated by management	65%
Caseload size is appropriate	53%
<b>TOTAL</b>	<b>17</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “strongly agree” or “agree” on a five-point scale.*

*SOURCE: Key Staff 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

While key staff reported being satisfied with their work environment, about two-thirds (65%) still felt there were issues regarding having adequate staff and resources. When asked to give specific examples of staff and resources that were needed, most of the open-ended responses pertained to caseload size, with 40 percent each recommending more PCMs at RJD and smaller caseloads overall (not shown).

Finally, nearly nine out of ten (88%) key staff said they had previously worked with the incarcerated population and all (100%) of these respondents felt that their previous experience had prepared them “very well” or “somewhat well” for their responsibilities with SB 618. In addition, all but one of the 16 respondents (94%) reported that they had received training through SB 618; and of those, the most well-received appeared to be case management training, which was given the highest rating, “very helpful,” by 80 percent of respondents and “helpful” by the other 20 percent. Other trainings and sessions rated positively by either all or nearly all staff included assessments (100%), motivational interviewing (93%), UCSD’s Making it Work Conference (92%), and using the SB 618 database (83%). Around four-fifths (81%) of respondents said they needed additional training in one or more of the following categories:

While nearly all key staff received training, about four in five would like additional training in topics pertinent to SB 618.

- ▶ gender-responsive service provision;
- ▶ information about SB 618 partner agencies;
- ▶ conducting needs assessments;
- ▶ case management;
- ▶ providing culturally-sensitive services;
- ▶ motivational interviewing; and
- ▶ using the SB 618 database (not shown).

When asked to note any “other” training topics that would be helpful, five individuals provided examples, including Cognitive-Behavioral Therapy (CBT),<sup>4</sup> prison gangs, the Parole Violation Decision Making Instrument (PVDMI), and housing resources (not shown).

As stated earlier in this chapter, in 2008, feedback was solicited from community members through the Reentry Roundtable and/or Interfaith Advisory Board. Nearly three-quarters (71%) of the community members surveyed reported that they thought SB 618 had been managed “very well” or “somewhat well.” When asked to explain their rating, 48 percent of the respondents indicated that they felt there was room to improve communication between the program and community (not shown). Program partners have taken steps to address these concerns by providing regular updates on SB 618 at monthly meetings of the Reentry Roundtable and Interfaith Advisory Board, and soliciting feedback on how program partners could improve lines of communication with community members.

Around one-fifth of community respondents provided examples of other factors that played a positive role in program management, including efforts to change the focus to rehabilitation; accomplishments were worthwhile given limited resources; adequate resources had been provided; interest in the program; and good decisions had been made. Those respondents who rated program management negatively felt there were issues regarding coordination; problems with in-custody program components; and not enough resources (not shown). Community members also were asked what they believed were the three greatest needs of returning ex-offenders and how well they thought the SB 618 program had addressed these issues. More than four out of five respondents (82%) felt that employment and housing were the greatest needs for returning

---

<sup>4</sup> In June 2009, the SB 618 program partners sponsored a one-day training on Cognitive-Behavioral Therapy for all key staff.

ex-offenders, followed by drug treatment (48%), reflecting agreement with the overarching goals of the SB 618 program. In addition, almost one in five (18%) felt that mental health treatment, healthcare, and transportation were important needs facing this population. Two-thirds (65%) of respondents felt that SB 618 had met these needs “very well” or “somewhat well,” based on a five-point scale. The seven individuals who explained why they thought needs had gone unmet felt that there were not enough resources available (4), the faith community had not been adequately included (2), the services were not culturally competent (1), a holistic approach had not been used (1), and the appropriate population had not been reached (1) (not shown).

**Program Eligibility**

Program partners are committed to expanding program eligibility to include more serious offenders and key staff support this idea.

Program partners and key staff were asked identical questions regarding whether they were familiar with the SB 618 eligibility criteria (described in Appendix B), and if so, whether they felt the criteria were appropriate, appropriate for now (but should be changed in the future), or not appropriate. Nearly all program partners and key staff said they were familiar with the criteria (91% and 94%, respectively), but as Table 3.4 shows, program partners and key staff differed about whether these criteria were appropriate or needed to be changed in the future (52% versus 20%). When respondents who said the criteria should be changed were asked to specify how, both program partners and key staff agreed that the pool of participants should be expanded by accepting higher risk individuals into the program (not shown).<sup>5</sup>

**Table 3.4**  
**PROGRAM PARTNERS MORE LIKELY THAN KEY STAFF TO FEEL PROGRAM ELIGIBILITY CRITERIA APPROPRIATE FOR NOW BUT SHOULD BE CHANGED IN FUTURE**

	Program Partners	Key Staff
Appropriate	38%	67%
Appropriate for now (but should be changed in future)	52%	20%
Inappropriate	10%	13%
<b>TOTAL</b>	<b>21</b>	<b>15</b>

*NOTE: Cases with missing information not included.*  
*SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

<sup>5</sup> Expansion of the program beyond non-violent offenders would require a change in the SB 618 legislation or alternate funding.

Program Components

After initial program implementation was completed, questions were added to the 2008 and 2009 surveys regarding key program components, including the Life Plan development process and the multi-disciplinary team (MDT) meetings; prison programming; and community services. Respondents were asked to rate these components on a variety of dimensions using a five-point scale with 1 indicating “very effective” and 5 “not at all effective.”

In both years, all or nearly all program partners positively rated both the Life Plan<sup>6</sup> (91% and 95%, respectively) and the MDT meetings<sup>7</sup> (90% and 100%, respectively) (not shown). As Table 3.5 shows, only one in-prison component at RJD was rated more favorably in 2009 than in 2008 (drug treatment) and all others were rated less favorably (education, vocational, mental health, prison case management, and medical/dental care). The less positive ratings may be due to the state grappling with budget cuts and mandatory furloughs and layoffs which affected programming at RJD. Worth noting is the change seen in the program partners’ perceptions of the substance abuse program from 2008, when fewer than half (44%) rated the program favorably, compared to 2009 when 80 percent rated it positively. One reason for this improved perception could be that the personnel problems which arose with the SAP contractor in 2008, causing the program to be closed temporarily, were resolved allowing the program to reopen with new staff. Although that particular problem reached closure, program partners must now confront the fact that CDCR entirely cut the RJD SAP program in October 2009.<sup>8</sup>

Program partners view the Life Plan, MDT process, CIW programming, and most community services as effective aspects of the SB 618 program.

**Table 3.5**  
**PROGRAM PARTNERS PERCEIVE ROOM FOR IMPROVEMENT IN MOST RJD COMPONENTS**

	2008	2009
Education	81%	67%
Vocational program	75%	60%
Mental health treatment	73%	44%
Prison Case Management	65%	47%
Medical/Dental care	58%	50%
Substance abuse treatment	44%	80%
<b>TOTAL</b>	<b>11 – 17</b>	<b>8 – 17</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “very effective” or “somewhat effective” on a five-point scale.*

*SOURCES: Program Partner 2008 and 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

<sup>6</sup> As described in Chapter 1, the Life Plan is a formal, dynamic document that charts participants’ needs and progress from assessment to program completion.

<sup>7</sup> As described in Chapter 1, the MDT meetings (comprised of staff from Probation, CDCR, and UCSD) meets within 14 days of participants’ referral by the court and before sentencing to discuss the results of the screenings, assessments, and pre-sentencing interview; agree on participants’ suitability for the program; and create a course of action for services and case management.

<sup>8</sup> At CIW, SAP was restricted to civil addicts in January 2010 and then opened to SB 618 participants in April 2010.

For CIW's in-custody components, some change was seen from 2008 to 2009. As Table 3.6 shows, while the majority of program partners still felt CIW's prison programs were either "very effective" or "effective," the results reflect that there is room for improvement in mental health treatment and medical/dental care at this facility.

**Table 3.6**  
**PROGRAM PARTNERS SEE ROOM FOR IMPROVEMENT IN MENTAL HEALTH AND MEDICAL/DENTAL CARE AT CIW**

	2008	2009
Education	100%	85%
Vocational program	100%	93%
Mental health treatment	100%	63%
Prison Case Management	100%	94%
Substance abuse treatment	87%	100%
Medical/Dental care	79%	60%
<b>TOTAL</b>	<b>13 – 17</b>	<b>5 – 16</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of "very effective" or "somewhat effective" on a five-point scale.*

*SOURCES: Program Partner 2008 and 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

◆ PROGRAM PARTNER RESPONDING TO 2009 SURVEY ◆

*"RJD prison case management [has been] short-staffed the entire fiscal year. It is not possible for the PCMs to be effective when they have caseloads of 80+ participants..."*

As more participants are released from prison and absorbed into SB 618's community components, questions were added to the 2008 and 2009 surveys regarding key post-release services. Program partners were asked to rate the effectiveness of these services using a five-point scale with 1 indicating "very effective" and 5 "not at all effective." The theme to emerge from program partners' ratings is that they continue to feel nearly all the community components are doing well, with the exception of the vocational services component. That is, this component was rated the least favorably in both 2008 and 2009 (62% and 44%, respectively), indicating that these services may need strengthening (Table 3.7). When the four individuals who gave poor ratings to any of these components were asked to provide suggestions for improvement, one each noted the need for more services in general, more accountability by the vocational services provider,<sup>9</sup> improvement to the Community Roundtable process, and to better match services to the identified need (not shown).

<sup>9</sup> Since the time of this survey, the contract with the vocational services provider ended and these services were absorbed by UCSD's community case management component.

**Table 3.7**  
**PROGRAM PARTNERS CONTINUE TO HIGHLY RATE NEARLY ALL COMMUNITY COMPONENTS**

	2008	2009
Community case management	86%	84%
Document assistance	81%	100%
Community Roundtable	81%	76%
Substance abuse treatment	76%	83%
Child support services	70%	76%
Housing assistance	67%	76%
Vocational program	62%	44%
<b>TOTAL</b>	<b>20 – 21</b>	<b>17 – 19</b>

NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “very effective” or “somewhat effective” on a five-point scale.

SOURCES: Program Partner 2008 and 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report

As with program partners, key staff were asked to rate the effectiveness of pre- and post-release program components. In 2009, all or nearly all key staff gave high ratings to both the Life Plan (94%) and MDT (100%), similar to responses provided by program partners (95% and 100%, respectively) (not shown). Key staff also were asked to rate program components at RJD and CIW separately, using the same five-point scale provided to program partners. Key staff respondents were more likely to rate all but two of RJD’s program components less favorably in 2009 than they had in 2008, with the greatest differences seen in prison case management, education, and vocational (Table 3.8). The decline in key staff ratings may reflect the budgetary issues faced by the prison system in 2009.

Most key staff feel that the Life Plan and MDT are two of the most effective program components.

**Table 3.8**  
**KEY STAFF RATED MOST RJD COMPONENTS MORE FAVORABLY IN 2008 THAN 2009**

	2008	2009
Prison case management	77%	50%
Education	77%	55%
Vocational program	69%	45%
Mental health treatment	50%	60%
Medical/Dental care	45%	40%
Substance abuse treatment	23%	45%
<b>TOTAL</b>	<b>10 – 13</b>	<b>10 – 12</b>

NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “very effective” or “somewhat effective” on a five-point scale.

SOURCES: Key Staff 2008 and 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report



As shown in Table 3.9, all or nearly all key staff in 2009 highly rated all CIW prison programs, reflecting some improvement from 2008, especially for mental health and medical/dental care, a finding that directly counters the program partners' less favorable ratings of these two components. When further probed for reasons they thought a program component was not as effective as it could be, three respondents offered a variety of responses, including poor staffing and/or leadership, the intervention itself was missing key components, and service providers' culture was not focused on rehabilitation (not shown).

**Table 3.9**  
**MAJORITY OF KEY STAFF CONTINUE TO HIGHLY RATE CIW PROGRAM COMPONENTS**

	2008	2009
Prison case management	100%	90%
Education	100%	88%
Vocational program	100%	88%
Substance abuse treatment	90%	89%
Mental health treatment	63%	86%
Medical/Dental care	50%	86%
<b>TOTAL</b>	<b>8 – 11</b>	<b>7 – 10</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of "very effective" or "somewhat effective" on a five-point scale.*

*SOURCES: Key Staff 2008 and 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

One of the impact evaluation questions for this project relates to whether participant needs are identified in a more timely fashion through SB 618 by facilitating the delivery of appropriate services. In advance of the analysis of these data for the impact evaluation, key staff were asked if they thought SB 618 participants were receiving priority placement in available prison programs and what the wait time, if any, was to enter these programs. These findings should be interpreted with the caveat that of the 19 key staff who returned a survey, 53 percent answered the question whether participants had to wait to enter programming; and of these, 70 percent were CCMs, an overrepresentation which may skew the results.<sup>10</sup> Most key staff surveyed felt that participants were receiving priority placement, either at both facilities (70%) or only at CIW (10%). When asked to indicate how long the waiting period was on average by program type, respondents said it was longer than three months for medical/dental care (7 of 7) (up from one month in 2008) and mental health care (2 of 5) (up from one month in 2008); and greater than one month for substance abuse treatment (5 of 7), vocational programs (4 of 6), and educational programs (3 of 5) (not shown).

Key staff members feel SB 618 participants receive priority for prison programming.

<sup>10</sup> To alleviate the PCM staffing shortage at RJD, two CCMs served as interim PCMs from January 2009 to July 2009, at which time they assumed a regular CCM caseload in the community. Having worked inside the prison for six months, it is possible these two individuals had more first-hand knowledge not typically available to other CCMs about whether participants were prioritized into programming.

In terms of how they perceived the effectiveness of SB 618 community program components, Table 3.10 shows that the majority of key staff in 2009 favorably rated all components except vocational services, as they did in 2008. The fact that both key staff and program partners seem to be aligned in their rating of the vocational component indicates an agreement that a stronger focus is needed to ensure this component improves.

**Table 3.10**  
**MAJORITY OF KEY STAFF CONTINUE TO HIGHLY RATE COMMUNITY COMPONENTS**

	2008	2009
Community case management	100%	88%
Document assistance	93%	94%
Substance abuse treatment	93%	88%
Community Roundtable	80%	80%
Child support services	69%	75%
Vocational program	62%	38%
Housing assistance	60%	81%
<b>TOTAL</b>	<b>13 – 15</b>	<b>15 – 16</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “very effective” or “somewhat effective” on a five-point scale.*

*SOURCES: Key Staff 2008 and 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

### WAS THE ASSESSMENT PROCESS CONSIDERED USEFUL? IF NOT, HOW COULD IT BE IMPROVED?

A key component of SB 618 is the identification of participant needs *prior* to service delivery and tailoring those services to best meet their needs. As such, a series of questions asked program partners and key staff to rate on a five-point scale (with 1 indicating “very effective” and 5 “not effective at all”) the effectiveness of the different assessment and screening tools used by the program.<sup>11</sup> Discussion about the validation methods used for these instruments can be found in Chapter 2 of this report.

As Table 3.11 shows, program partners and key staff agreed that the assessments and screening tools were generally effective. However, considerably more program partners than key staff were inclined to rate the vocational assessments favorably (Myers-Briggs Type Indicator® (MBTI) and the three Occupational Information Network (O\*NET) tools). This finding could be of interest to the program partners to solicit additional feedback from staff about these particular assessments and ensure that the most useful and relevant tools are being utilized. The key staff results should be viewed with the understanding that there was no representation by Comprehensive Training Systems, Inc. (CTS) staff who were directly involved with administering the vocational assessments.

<sup>11</sup> A thorough description of these assessments is provided in Chapter 1.

**Table 3.11  
PROGRAM PARTNERS AND KEY STAFF HAVE DIFFERENT VIEWS  
REGARDING THE VALUE OF VARIOUS ASSESSMENT COMPONENTS**

	Program Partners	Key Staff
ASI (Substance abuse)	95%	60%
TABE (Education)	94%	100%
COMPAS (Criminogenic risk)	90%	71%
CASAS (Life Skills)	89%	58%
Dental screening	88%	93%
Mental health assessment	82%	87%
Medical screening	73%	100%
<b>Vocational Assessments</b>		
Myers-Briggs Type Indicator® (MBTI)	94%	55%
O*NET Values	92%	45%
O*NET Abilities	92%	33%
O*NET Interests	92%	30%
<b>TOTAL</b>	<b>12 – 20</b>	<b>9 – 15</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of “very effective” or “somewhat effective” on a five-point scale.*

*SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

**WAS THE PROGRAM IMPLEMENTED AS DESIGNED? WHAT MODIFICATIONS WERE MADE AND WHY?**

As described elsewhere in this report, SB 618 is based on the concept that providing tangible reentry support services will increase parolees’ chances of successful reintegration into the community. Beginning in 2008, program partners and key staff were asked to describe what they perceived to be the top three correctional priorities for SB 618. The purpose of this question was to determine whether these perceptions continued to be in line with the original intent of the program and to measure the level of agreement between program partners and key staff. To further explore the consistency between the SB 618 design and its implementation, key staff were asked their opinions regarding the roles of staff involved in SB 618.

## Consistency with Design

### Program Priorities

Overall, while there was some variability in what the top three priorities were, there was consensus among program partners and key staff that the primary goal of the program was rehabilitation through meeting unmet needs, followed by protecting public safety and matching treatment to need, although program partners and key staff differed in their ranking of each (Table 3.12). These top three priorities selected by the majority of respondents are also the overarching goals of the SB 618 program, indicating that the original vision for the program is still shared three years later by both program partners and key staff.

**Table 3.12**  
**REHABILITATION THROUGH ADDRESSING UNDERLYING NEEDS**  
**SEEN AS TOP PRIORITY OF SB 618 BY PROGRAM PARTNERS AND KEY STAFF**

	Program Partners	Key Staff
Rehabilitation through addressing needs	79%	95%
Public safety protection	67%	37%
Matching treatment to need	54%	47%
Risk assessment	33%	32%
Effective use of resources	25%	37%
Offender accountability	25%	32%
Supervision and control	17%	16%
Deterrence through punishment	0%	5%
<b>TOTAL</b>	<b>24</b>	<b>19</b>

NOTES: Percentages based on multiple responses. Cases with missing information not included.

SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report

### ◀ KEY STAFF RESPONDING TO 2009 SURVEY ▶

*“Core partners share the same high level of commitment and compassion pertaining to the main objectives of this program. Partners not only have a thorough knowledge base of their particular scope of work, but also are able to envision and construct effective ways to interface with the other components and partners.”*

### Staff Roles

As Table 3.13 shows, there was general consensus regarding PCM and CCM roles. While those surveyed agreed that Parole Agents (and not other staff) had the key role of monitoring participant behavior to ensure public safety, half of respondents also thought the Parole Agent should link the participant to community resources. Of the eight respondents who believed that this activity was the Parole Agent’s role, six were CCMs and two

Key staff believe each staff member fulfills multiple roles in addressing participant needs.

were PCMs (not shown). Since no representative from Parole returned the survey, it cannot be determined whether a Parole Agent would agree with that assessment. However, the evolution of SB 618 has included discussions among program partners and key staff regarding whether Parole should incorporate a social model of supervision, rather than the traditional custodial model. Further, upcoming policy changes that are intended to drastically reduce the parole caseload may provide an opportunity for parole to implement this focus on rehabilitation for parolees remaining under active supervision.<sup>12</sup>

**Table 3.13**  
**KEY STAFF REPORT EACH SB 618 ROLE HAS MULTIPLE MISSIONS**

<b>Prison Case Managers should . . .</b>	
Monitor participants to ensure Life Plan compliance	88%
Have goal of changing behavior through a helping relationship	81%
Match the needs of participants to available resources	81%
Stress their counseling relationship with the participant	75%
Act as brokers for service to most efficiently use time	69%
<b>Community Case Managers should . . .</b>	
Link participants to community resources	100%
Identify participant problems and provide referrals	100%
Closely monitor participants to ensure public safety	19%
<b>Vocational Specialists should . . .</b>	
Match the needs of participants to available resources	80%
Closely monitor participants to ensure public safety	6%
<b>Parole Agents should . . .</b>	
Closely monitor participants to ensure public safety	100%
Link participants to community resources	50%
Match the needs of participants to available resources	44%
<b>TOTAL</b>	<b>15 -16</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “strongly agree” or “agree” on a five-point scale.*

*SOURCE: Key Staff 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

**Program Modifications**

With respect to program modifications, program partners were asked in all three survey years to identify modifications made to the program and whether they felt these changes had a beneficial or negative impact on program implementation. A common theme over time was that streamlining processes within the program were seen as positive modifications, possibly reflecting the program partners’ ability to collaborate and problem solve. In 2009, program partners reiterated two concerns stated previously in 2007, specifically that there continued to be delays in getting prison

<sup>12</sup> As of January 25, 2010, CDCR placed low-risk, non-violent offenders on “non-revocable parole,” whereby the parolee is not assigned to nor supervised by a specific Parole Agent. This change may result in Parole Agents having more time to link parolees remaining under active supervision to services; however, it is still too early to know whether this policy change will affect Parole’s model.

programs up and running as expected and the duplication of assessments in prison (Table 3.14). Program partners continue to meet with the Medical Receiver and the Special Master overseeing inmate mental health screening in the prisons to obtain approval to honor both medical and mental health screening at the County level to reduce, or ultimately eliminate, time in the reception center.

**Table 3.14**  
**POSITIVE MODIFICATIONS OUTNUMBER NEGATIVE**

Positive	Negative
<p><b>2007</b></p> <ul style="list-style-type: none"> <li>▶ Expansion to second courthouse</li> <li>▶ Community housing specialist hired</li> <li>▶ Screening and assessment processes improved</li> <li>▶ Increased PCM contact with participants at RJD</li> <li>▶ Streamlining local processes by allowing more control</li> <li>▶ Linkage formed with Department of Child Support Services</li> <li>▶ Increased resources for community vocational services</li> </ul> <p><b>2008</b></p> <ul style="list-style-type: none"> <li>▶ Improved screening and assessment processes</li> <li>▶ Hiring LCSWs to serve as PCMs at RJD</li> <li>▶ Automation of the Life Plan</li> <li>▶ Community Roundtable and MDT processes improved</li> <li>▶ Increased resources for education component</li> <li>▶ Increased community involvement</li> <li>▶ Increased resources for community vocational services</li> </ul> <p><b>2009</b></p> <ul style="list-style-type: none"> <li>▶ Community Roundtables and MDT meetings improved</li> <li>▶ Increased resources for community services</li> <li>▶ Streamlining local processes</li> <li>▶ Having the support of individuals in positions of leadership</li> <li>▶ Increased resources for vocational services</li> </ul>	<p><b>2007</b></p> <ul style="list-style-type: none"> <li>▶ Duplication of medical screenings in prison</li> <li>▶ Elimination of the behavioral health services contract from the budget</li> <li>▶ Stricter rules by CDCR regarding classification and housing</li> <li>▶ Eligibility criteria that are too exclusive</li> <li>▶ PCMs meeting with the participant less often than originally planned</li> <li>▶ Delays in implementing prison vocational programs</li> <li>▶ Inclusion of mentally-ill offenders</li> </ul> <p><b>2008</b></p> <ul style="list-style-type: none"> <li>▶ None</li> </ul> <p><b>2009</b></p> <ul style="list-style-type: none"> <li>▶ Budget constraints</li> <li>▶ Duplication of medical screenings and mental health assessments in prison</li> <li>▶ Disruptions in programming at RJD not related to budget</li> </ul>

*SOURCES: Program Partner 2007, 2008, and 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

When program partners were asked specifically if there had been any changes to SB 618 funding that jeopardized the program, more program partners in 2009 (58%) than in 2008 (47%) felt that there had (not shown). This change is most likely due to the fiscal crisis that emerged in California in 2009. In terms of how changes in funding could have a negative effect, the responses in 2009 were similar to those given in 2008, specifically that it hampered staffing and programming, decreased the numbers potentially served, and reduced the breadth of community services available.

**WHAT WAS THE NATURE OF THE PARTNERSHIPS<sup>13</sup> THAT DEVELOPED AND WHAT SYSTEMIC CHANGES RESULTED, IF ANY? WERE ROLES OF COMMUNITY- AND FAITH-BASED ORGANIZATION MEMBERS ENHANCED? IF SO, HOW? IF NOT, WHY?**

**Communication and Collaboration**

To maintain cohesive partnerships, it is essential for stakeholders to communicate effectively. To gauge the interaction between program partners, key staff, and community members, each survey contained questions regarding the level of communication between these three groups, and whether the SB 618 program had the cooperation and support from community-based and faith-based organizations involved in prisoner reentry.

Consistent with other feedback that has been presented, when communication between program partners on a four-point scale (with 1 indicating “very good” and 4 “not good at all”), more than nine out of ten (95%) said it was “very good” or “good.” In addition, when asked if they thought communication had improved over the past year, 53 percent felt it had stayed the same; 42 percent said it had improved; and 5 percent said it had worsened. When asked to rate the level of data-sharing (about participants) among program partners, 86 percent felt data sharing was “good” or “very good.” Two individuals who felt there was room for improvement suggested fostering more open communication and keeping in mind that all program partners are working toward the same goal (not shown).

asked to rate the level of

Program partners and key staff agree that the program enjoys strong working relationships and that additional outreach to the community would be beneficial.

Another set of questions gave program partners the opportunity to rate their level of agreement with a number of statements on a five-point scale (with 1 indicating “strongly agree” and 5 “strongly disagree”) regarding how they perceived the working relationship among program partners and whether they felt they had cooperation and support from community- and faith-based organizations. As Table 3.15 shows, three-quarters or more of program partners agreed that they treat one another with respect, share information and decision-making, and are able to depend on one another, and included the community in the design and delivery of SB 618 services. Around two in three program partners each felt agency turf issues had been minimized (65%), that they were not suspicious of one another (65%), and that priorities were shared (61%); and over half felt they had sufficient access to leaders and decision-makers (57%) and enjoyed the cooperation and support of the faith-based community (55%). An example of positive collaboration among program partners is the collective decision-making process used in the event that a participant re-offends and is brought back to court. This process has resulted in an improved flow of communication between the DA’s Office, Parole Agent, and CCM to discuss what the best course of action should be for the participant based on his/her individualized needs.

<sup>13</sup> The nature of the partnership is based on a common understanding of goals and objectives, staff training, and staff continuity.

**Table 3.15**  
**PROGRAM PARTNERS REPORT GOOD WORKING RELATIONSHIPS WITH ONE ANOTHER**

Partners are generally respectful toward each other	91%
Community-based organizations included in design and delivery of services	91%
Decision-making shared among partners	82%
Partners see each other as dependable	77%
Information efficiently and effectively shared	73%
Community-based organizations cooperate and support partners	73%
Agency turf issues effectively minimized	65%
Partners are not suspicious of one another	65%
Partners share priority of serving participants	61%
Partners have access to key local and state decision-makers	57%
Faith community included in design and delivery of services	55%
<b>TOTAL</b>	<b>22 – 23</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of "strongly agree" or "agree" on a five-point scale.*

*SOURCE: Program Partner 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

Although key staff were not asked to rate as many elements of the working relationship among SB 618 partner agencies, they were asked to rate specifically the level of communication between these agencies. While they rated communication slightly lower than program partners, around two-thirds still felt communication was "very good" (26%) or "good" (42%), and more than one-quarter (28%) felt it had improved over the past year. When further asked if they thought there had been adequate community participation in SB 618, the responses of key staff in the most recent survey were less positive than they were a year ago, with half (50%) responding affirmatively, compared to 75 percent who felt this way in 2008 (not shown).

### Operational Procedures Committee

Interagency collaboration can be fostered when partners have a venue to openly discuss important issues and home in on effective solutions. Since February 2006, SB 618 program partners have met regularly as the Operational Procedures Committee to ensure smooth communication and collaboration. This group meets to discuss key issues in a timely fashion regarding program design, implementation, and how issues should be addressed. To determine how program partners perceive

Program partners feel meetings are used efficiently to create an open atmosphere where key stakeholders can resolve issues and enhance collaboration.

these meetings, in terms of their usefulness and ways in which they could be improved, a series of questions was asked each year on the program partner surveys.

In 2009, nearly three-quarters of program partners felt the Operational Procedures Committee met frequently enough (74%), with the rest reporting it met "too frequently" (26%). Nearly all of the respondents reported that the meetings were both efficient and effective (95%),



describing an open atmosphere (91%), where key stakeholders were represented (95%), and minutes, agendas, and other helpful materials were provided (100%) (not shown). When asked to describe attendance and participation at the Operational Procedures Committee, program partners gave the following feedback.

- ▶ The median number of program partners who regularly attended meetings was at its highest in 2007 at 3.70 per agency (range 1.00 to 11.00), decreasing in 2008 to 2.50 (range 0.00 to 7.00) and again in 2009 to 2.00 (range 0.00 to 6.00). This trend may suggest that roles have been better defined and internal processes at program partner agencies may have been improved in terms of information sharing. Attendance data from meeting minutes support the reduction in attendance between 2007 (when 18 program partners attended on average) and 2009 (when 15 program partners attended on average). This decrease might reflect budgetary constraints that prompted agencies to reduce the number of representatives at each meeting for cost efficiency; however, despite the reduction in attendees, the proportion of respondents rating communication as “very good” or “good” did not decline.
- ▶ In terms of their own attendance at these meetings, 85 percent said they attended “very frequently” or “somewhat frequently.”
- ▶ Only one respondent in the 2009 survey reported that their agency was not adequately represented at these meetings; and later in the year, a representative from this agency began regularly attending the weekly meetings (not shown).

◀ PROGRAM PARTNER RESPONDING TO 2009 SURVEY ▶

*“The weekly meetings between stakeholders ensure that everyone is working along the same pathway and provides an opportunity to ‘tweak’ anything or discuss and work out problems as they arise.”*

### Role of Community in SB 618

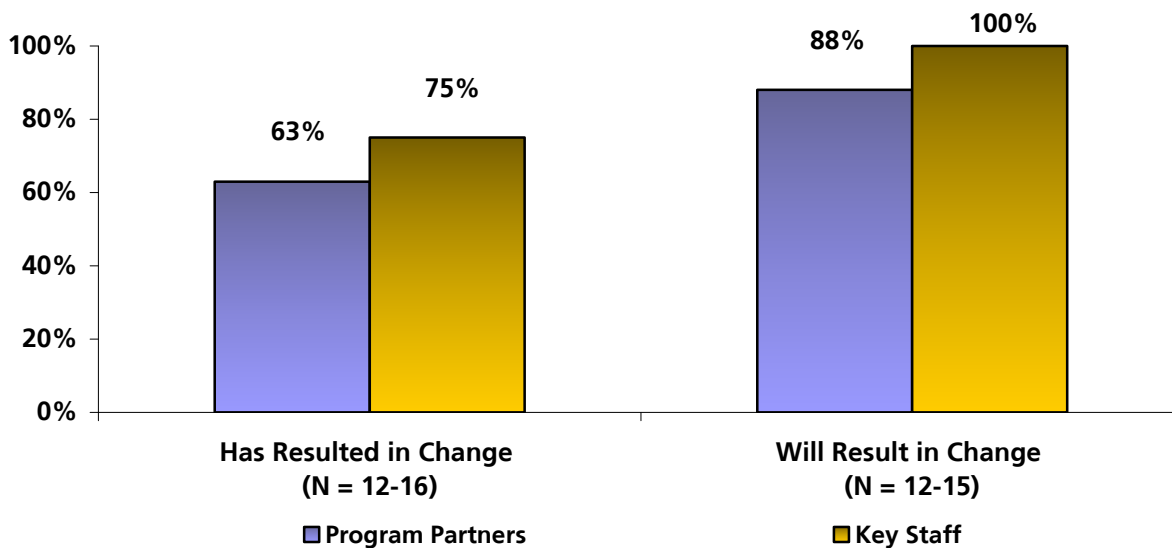
In 2008, the community survey included a number of questions regarding how well information had been shared and the community had been engaged in the SB 618 program. As the data reveals, most of the community members surveyed thought there had been efforts to include the community but that there were still opportunities for more outreach and engagement, a sentiment also expressed at that time by both program partners and key staff. Specifically, more than four in every five respondents felt that Reentry Roundtable members and Interfaith Advisory Board members had been kept up to date on the progress of SB 618 at least “somewhat well,” and in another series of questions, around two-thirds (65%) felt that both community and faith-based organizations supported (and cooperated with) SB 618. However, while almost three-quarters (71%) felt that the Reentry Roundtable had been included in the design and delivery of services to participants, only half (50%) agreed to the same degree as the question related to the Interfaith Advisory Board. In addition, when asked if they felt faith-based and other organizations were currently participating in program delivery to an adequate degree, around half (52%) said they were, and the other half (48%) said it was not adequate. When individuals described what barriers to community participation existed, a variety of perceptions were provided, including that there were not enough links and resources provided to engage the community, a lack of commitment from leadership, not enough communication, the belief that engaging the community would not make a difference, no follow-through, and a limit of contact only with those at higher levels (not shown).

### Long-Term Systemic Change

Sustainability of SB 618 is one of the program partners' key goals and one which will require long-term systems change. As such, program partners and key staff were asked two questions: whether progress the program had made to date would result in future long-term changes; and whether any long-term changes had already occurred as a result of the program. As Figure 3.3 shows, key staff were more likely than program partners to feel SB 618 would result in future systems changes (100% versus 88%, respectively) and that the progress made to date had already resulted in long-term change (75% versus 63%, respectively). Of interest is that both program partners and key staff offered the same examples of changes occurring thus far, including a shift to a rehabilitative focus and an increased emphasis on collaboration. Slightly fewer program partners in 2009 than 2008 felt SB 618 would result in long-term changes (88% versus 100%) or had already prompted long-term changes (63% versus 80%), possibly reflecting their concerns about budgetary constraints over the past year (not shown). One possible explanation for key staff's more positive responses could be that they may be more removed from the harsh realities of budgetary constraints and management decisions. In 2008, 71 percent of community members felt long-term systemic change would occur or had already happened. Also at that time, while 80 percent each of program partners and key staff thought change had already resulted, only 48 percent of community members agreed that it had (not shown).

Program partners and key staff agree that long-term systems changes that have already occurred include a shift to a more rehabilitative focus and an increase in the willingness to collaborate.

**Figure 3.3**  
**PROGRAM PARTNERS AND KEY STAFF ARE OPTIMISTIC SB 618 WILL LEAD TO LONG-TERM CHANGE**



NOTE: Cases with missing information not included.

SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report

◀ PROGRAM PARTNER RESPONDING TO 2009 SURVEY ▶

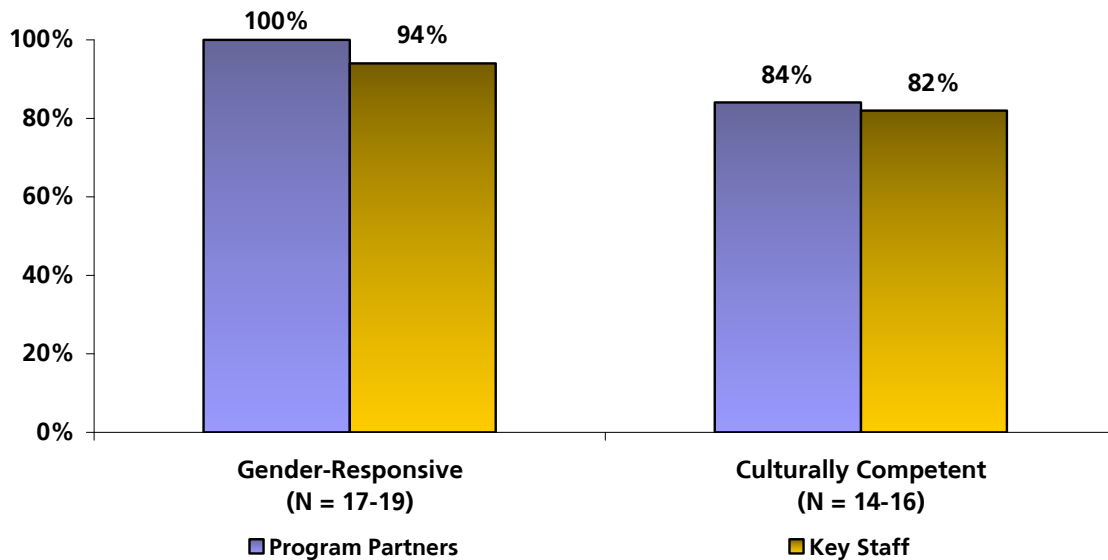
*"We are slowly starting to see a shift in rehabilitative thinking locally and at the state level."*

## WERE GENDER-RESPONSIVE<sup>14</sup> AND CULTURALLY-COMPETENT<sup>15</sup> SERVICES PROVIDED? AND WHAT WERE STAFF VIEWS ON REHABILITATION?

### Gender-Responsive and Culturally-Competent Services

Program partners and key staff were asked to rate on a five-point scale (with 1 indicating “very well” and 5 “not well at all”) how well the program was meeting the standards of best practice by providing gender-responsive and culturally-competent services. As Figure 3.4 shows, the two groups were in general agreement, with all program partners (100%) and nearly all key staff (94%) positively rating the program’s gender responsiveness, and more than four-fifths of program partners (84%) and key staff (82%) positively rating the program’s cultural competence. When asked for suggestions to improve in these two areas, three key staff mentioned continued education on how race/culture affects criminality, addressing racial politics within the prisons, and examining the initial screening phase to ensure no racial bias exists (not shown). In 2008, community members were asked for their opinion regarding how well SB 618 considered gender and cultural issues, with over two-thirds of the community members reporting that gender (65%) and cultural (74%) issues were addressed “very well” or “somewhat well” (not shown).

**Figure 3.4**  
**PROGRAM PARTNERS AND KEY STAFF AGREE SB 618**  
**SERVICES ADDRESS ISSUES OF GENDER AND CULTURE**



*NOTES : Cases with missing information not included. Percent shown represents respondents who gave rating of “very well” or “somewhat well” on a five-point scale.*

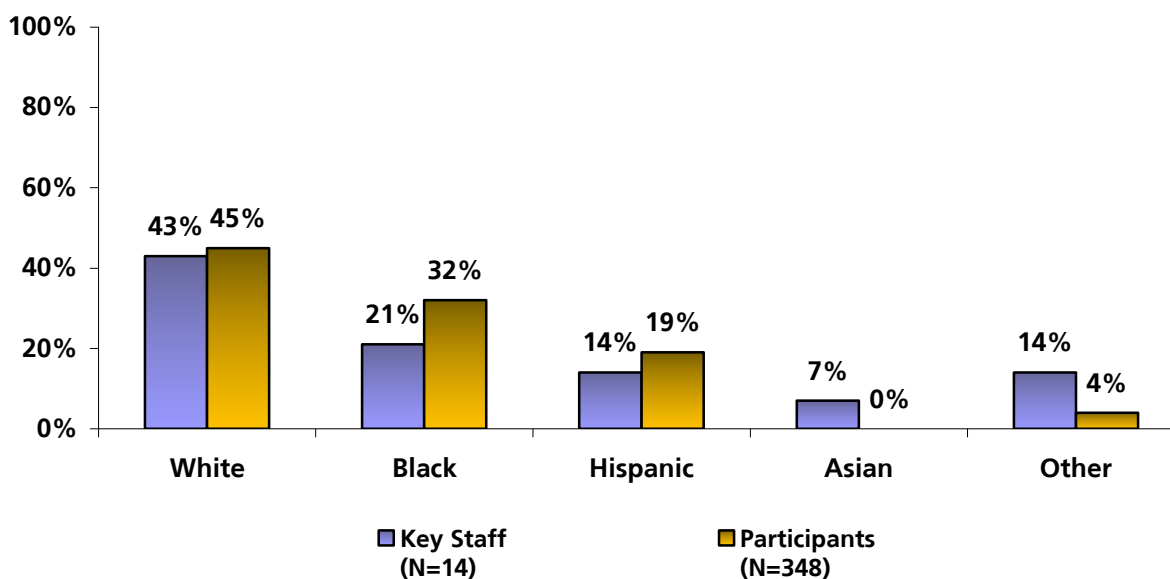
*SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

<sup>14</sup> “Gender-responsive” is defined for this evaluation as services designed with the specific needs of women in mind.

<sup>15</sup> “Cultural competence” is the set of behaviors, attributes, and policies enabling one to work effectively in cross-cultural situations. This definition includes recognition that cultural differences exist, a commitment to providing services facilitated by multicultural staff, and a design that incorporates cultural differences (adapted from Elias, 2001).

Demonstrating the program's efforts to provide culturally competent services, key staff were more likely to reflect the ethnic background of participants (Figure 3.5). Specifically, 43 percent of key staff were White, 21 percent Black, 14 percent Hispanic, 7 percent Asian, and 14 percent "other" (compared to 45%, 32%, 19%, 0%, and 4%, respectively, of participants). In terms of how program partners reflected the ethnic background of participants, the majority were white (81%), followed by Black (9%), Hispanic (5%), and those who identified as "other" (5%) (not shown).

**Figure 3.5**  
**KEY STAFF REPRESENT ETHNICITIES OF PARTICIPANTS**



*NOTE: Cases with missing information not included.*

*SOURCES: Key Staff 2009 Survey, SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

### Rehabilitation as Focus of Service Delivery

To explore whether key staff embrace SB 618's overall philosophy emphasizing rehabilitation, they were asked for their views on the importance of rehabilitation as a focus on service delivery. Respondents seemed to agree that treatment and support is needed by ex-offenders and that their rehabilitation is possible, indicating congruity with the program's overarching goal of increasing the system's focus on rehabilitation. In addition, the majority (around three-fourths or more) also thought the investment of time addressing a participant's personal issues was useful and that participants are willing to change (Table 3.16).

**Table 3.16**  
**KEY STAFF BELIEVE REHABILITATION WORKS**

Participants need intervention and treatment	100%
Trying to rehabilitate participants is not a hopeless task	100%
Participants need someone to believe in them	95%
Spending a lot of time addressing personal issues is not useless	79%
Participants are a product of their environment	74%
Participants are willing to change	74%
<b>TOTAL</b>	<b>19</b>

*NOTE: Percent shown represents respondents who gave rating of "strongly agree" or "agree" on a five-point scale.*

*SOURCE: Key Staff 2009 Survey, SANDAG SB 618 Third Annual Evaluation Report*

### WHAT WERE SOME OF THE PROGRAM'S ACCOMPLISHMENTS AND CHALLENGES? WHAT LESSONS HAVE BEEN LEARNED FROM IMPLEMENTATION?

Across the country, jurisdictions are taking a closer look at the issue of prisoner reentry and assessing what they can do to ensure safer communities by improving the process of how ex-offenders return home. As such, program partners and key staff surveyed in all three years were asked to describe the three greatest accomplishments and challenges the program has faced, as well as any valuable lessons they thought would be useful to other jurisdictions. Described below are the responses shared by program partners and key staff in the 2009 surveys, as well as any marked similarities between the two groups.

#### Accomplishments and Challenges

Program partners and key staff were asked identical questions regarding what they perceived to be the program's top three accomplishments and challenges (Table 3.17). Two new themes emerged in 2009 from the prior year based on program partner and key staff responses, including the realization of positive outcomes for clients (33% and 47%, respectively), which may reflect the program's progress as more participants are released from prison and continue to work toward their goals outlined in the Life Plan; and the improvement in community services and supervision (29% and 21%, respectively). Remaining among the top three accomplishments over the past year, according to both program partners and key staff, was the high level of communication and collaboration that had been created and maintained locally (29% and 42%, respectively). Examples of the efforts made on both these fronts include the scheduling of regular monthly meetings between Parole Agents and CCMs to discuss roles and expectations, as well as how to improve the processes of supervision and service provision. In addition, program partners representing Parole and the DA's Office initiated a meeting between the deputy district attorney in charge of SB 618 and the Parole Agents assigned to the program in an effort to streamline communication and decision-making with regard to parole violators.

**Table 3.17**  
**PROGRAM PARTNERS AND KEY STAFF AGREE POSITIVE CLIENT**  
**OUTCOMES IS PROGRAM'S TOP ACCOMPLISHMENT**

<b>Greatest Program Accomplishments</b>		
	<b>Program Partners</b>	<b>Key Staff</b>
Realizing positive outcomes for clients	33%	47%
High level of communication and collaboration	29%	42%
Improved community services and supervision	29%	21%
Program consistently operational since implementation	25%	5%
Implementation of case management (prison and community)	13%	11%
Utilization of a MDT and Life Plan	13%	11%
Implementation of programs in prison	8%	11%
Effective staff changes	4%	5%
Program implementation in general	4%	0%
Getting buy-in from stakeholders and line staff	4%	0%
Motivating clients to change	0%	11%
<b>TOTAL</b>	<b>24</b>	<b>19</b>

*NOTE: Cases with missing information not included.*

*SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

In terms of identifying the top three challenges to program implementation, program partners and key staff noted in 2009 as they did in 2008 issues regarding coordinating with CDCR, including providing prison programming. Aside from that particular issue, program partners identified somewhat different challenges than key staff, reflecting their different roles in the program. For example, program partners were more concerned about funding and maintaining the level of collaboration already established; while key staff focused on direct service concerns, such as securing adequate community services, providing individualized treatment to participants, and ensuring that there was knowledge of and support for the program by members of the community (Table 3.18).

**Table 3.18**  
**PROGRAM PARTNERS AND KEY STAFF AGREE THAT**  
**PRISON PROGRAMMING REMAINS A TOP CHALLENGE**

Greatest Program Challenges		
	Program Partners	Key Staff
Providing programs in prison	29%	26%
Having enough resources/funding	25%	16%
Local collaboration and coordination	25%	11%
Issues related to prison case management	21%	16%
Coordinating with CDCR	21%	5%
Inability to expand the program	13%	0%
Maintaining contact with parolees upon release	13%	0%
Conducting duplicate medical assessments	8%	0%
Getting buy-in from line staff	8%	0%
Lack of available services in the community	4%	32%
Providing individualized treatment	0%	21%
Lack of knowledge/support for program	0%	21%
Variability across facilities	0%	5%
Staying focused on goal of reducing recidivism	0%	5%
<b>TOTAL</b>	<b>24</b>	<b>19</b>

*NOTE: Cases with missing information not included.*  
*SOURCES: Program Partner and Key Staff 2009 Surveys, SANDAG SB 618 Third Annual Evaluation Report*

**Lessons Learned**

Both program partners and key staff members were asked to share any valuable lessons learned over the past year which could be useful to other jurisdictions, and eleven program partners and six key staff provided open-ended responses. One of the most commonly noted lessons learned in 2008 and again in 2009 by both program partners and key staff was the importance of ensuring good communication and collaboration. This response is the overarching theme into which other lessons most often noted in both years could be folded, such as:

- ▶ learning the language of each agency;
- ▶ getting upper management’s buy-in;
- ▶ persisting despite any setbacks and enjoying successes; and
- ▶ bringing the evaluator to the table at the program’s onset (not shown).

Other insights generated by program partners in 2009 included getting participants involved in the program’s development and maintaining a broad eligibility criteria to allow more individuals to take advantage of the services provided by the program. Key staff also had suggestions in 2009, including the importance of maintaining clear goals and objectives and to enhance the success of the program by observing what has and has not worked (not shown).

◀ PROGRAM PARTNER RESPONDING TO 2009 SURVEY ▶

*"It's essential to have at least one person at the institution to work out the day-to-day issues. It is also integral to have buy-in from CDCR headquarters. Someone must be pushing the important issues ahead for there to be any progress."*

**SUMMARY**

As part of the process evaluation, annual surveys have been conducted since 2007 with program partners (i.e., individuals represented on the SB 618 Operational Procedures Committee and involved in program implementation/management) and key staff (i.e., those who have direct contact with participants in a service capacity either in or out of custody). Additionally, in 2008, a survey was conducted with community members, including individuals involved in the Reentry Roundtable and Interfaith Advisory Board. In 2009, surveys were returned by 24 program partners and 19 key staff. According to the feedback provided through these surveys, it appears that while program implementation and management were not without some challenges, especially in regard to recent budgetary constraints, both were accomplished well and in line with the original program design. This success is reflected by the continued collaboration and communication among local team members that has been sustained over the past three years. In addition, the original community services designed for the program have proceeded as planned and have been enhanced through the development of new partnerships with outside agencies to provide additional community resources after release. From the time the program was implemented, modifications have been made, most of which were seen as positive in nature. Staff members were clear in noting that some components, such as the Life Plan, MDT, CIW's prison programming, and the community roundtable, were working better than others. However, most of the program partners and key staff at different levels were similarly optimistic that the program would result in long-term system changes and has already contributed to a cultural shift that focuses more on rehabilitation. Some issues identified as needing further attention include the potential for increasing participation from the community, and exploring new ways to ensure gender-responsiveness and cultural-competency.



**CHAPTER 4**  
**PROCESS EVALUATION RESULTS:**  
**SERVICE NEEDS AND DELIVERY**

## **SUCCESS STORY: REALIZING CAREER GOALS**

Kevin has a volatile prison history that includes violent tendencies, anger management issues, and many years of drug abuse. The SB 618 needs assessment process revealed severe drug issues and significant vocational needs. However, he possessed relatively high basic educational skills as indicated by the Test for Adult Basic Education (TABE) and the Comprehensive Adult Student Assessment System (CASAS).

While in prison, Kevin met at least four times per month with his Prison Case Manager (PCM) who assisted Kevin in joining the substance abuse program (SAP) and arranged for Kevin to receive vocational training in welding, which is of particular interest to him. In fact, he entered prison with the goal of becoming an underwater welder. When he left prison, Kevin received financial and housing services within hours of his release. He indicated that he was grateful to his PCM for caring about him as a person and for making the prison system less complicated.

Kevin immediately entered a residential drug treatment program after his release, and he credits his Community Case Manager (CCM) for arranging his treatment and housing. He also continued his vocational training in welding and looked forward to meeting with SB 618 staff so he could show them the progress that he continued to make throughout his schooling. He shared that all of the services he received, including financial assistance, obtaining identification, and receiving bus passes, were instrumental in contributing to his success.

In transitioning from prison into the community, Kevin recognized that some of the people around him continued to live the same lifestyle he is trying to leave behind. However, he gave them advice and concentrated on following his plan, particularly his plan to complete his education. Kevin achieved his goal of graduating from college with a degree in underwater welding and intends to pursue employment in the Gulf of Mexico as an underwater welding inspector. "Nothing is going to keep me from making positive changes in my life."



*NOTE: The name has been changed to protect the participant's privacy. Story based on life six months following prison release.*

# CHAPTER 4

## PROCESS EVALUATION RESULTS: SERVICE NEEDS AND DELIVERY

---

### INTRODUCTION

A key component of the process evaluation involves documenting program implementation related to identifying needs and service delivery. As part of this effort, data were compiled from program records and documented to address six of the research questions posed in Chapter 2. Specifically, information is provided about the flow of eligible offenders into either the treatment or comparison study groups; characteristics and needs of the two groups; prior involvement in criminal activity; and services received in prison and in the community, as well as treatment group attrition while in prison and during the first six months post-release. Information about the treatment group status at program exit will be provided in future reports after these individuals complete the program.

### HOW MANY OFFENDERS WERE SCREENED FOR ELIGIBILITY AND HOW MANY WERE FOUND TO BE ELIGIBLE?

As part of the evaluation design, program staff assigned a total of 348 eligible individuals to the treatment group and 363 to the comparison group. Between February 2007 (program inception) and November 2008, individuals were screened by the San Diego County District Attorney's (DA's) Office and eligible offenders, as defined in Appendix B, were given either an opportunity to receive program services or were not offered services and assigned to the comparison group.<sup>1</sup> Though the program

<sup>1</sup> As described in Chapter 1, the general selection process was to offer the program to the first six eligible individuals who were processed through the DA's office per week. Individuals processed after the six slots were filled were assigned to the comparison study group.

### MAJOR FINDINGS

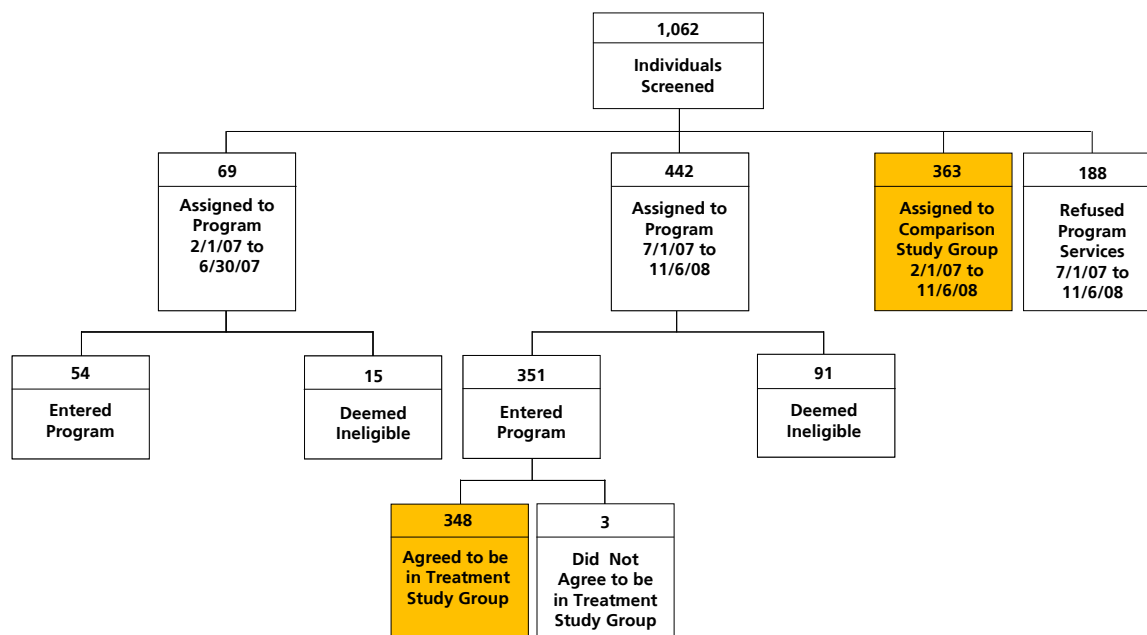
- ▶ At program entry, almost all treatment participants have a significant need for vocational training and substance abuse treatment, while around two-thirds also need educational assistance.
- ▶ The most common risk factors for recidivism among participants at program entry include residential instability (58%), substance abuse (56%), and associating with criminal peers (51%). In terms of factors associated with resiliency, most participants have family members with no criminal history.
- ▶ Program staff is successful in assessing participant need within the expected timeframe and reducing time spent in the prison reception center.
- ▶ Almost all participants have contact with a Prison Case Manager (PCM), Community Case Manager (CCM), or Vocational Specialist while in prison, and four in five participate in prison programs that match their individual needs or are employed in prison.
- ▶ The majority of participants receive services in the community from their CCM and/or vocational staff, including referrals to substance abuse services such as AA/NA (87%), inpatient drug treatment (60%), outpatient drug treatment (52%), and employment services (51%).
- ▶ Program attrition is relatively low with less than one in ten each dropping out in prison or post-release.

officially accepted the first participants in February 2007, sampling for the treatment group began on July 1, 2007, to enable the program to refine the enrollment process and allow program start-up prior to formal evaluation activities. Therefore, the 70 individuals who were assigned to the program between February and June 2007, and individuals assigned after November 2008, were not tracked as part of this evaluation. Between July 2007 and November 2008, a total of 348 individuals were eligible for SB 618, accepted the offer of SB 618 services, and agreed to participate in the program evaluation.<sup>2</sup> An average of 6.3 participants entered the program each week (range 1 to 10) during the period when individuals were accepted into the treatment group between July 2007 and November 2008.

Study groups consist of 348 treatment group and 363 comparison group members.

The comparison group was comprised of 363 individuals who were eligible since the inception of the program in February 2007 but could not enter the program because all available slots for the week were filled. Individuals refusing services also were tracked as part of the evaluation to determine if volunteerism was related to an individual’s level of success in the program.

**Figure 4.1**  
**OFFENDER SCREENING AND STUDY GROUP ASSIGNMENT**  
**FEBRUARY 2007 TO NOVEMBER 2008**



NOTE: Shaded boxes indicate study group individuals being tracked as part of the SB 618 program evaluation.

SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

<sup>2</sup> Two individuals from the treatment group who consented to participate in the program evaluation and one individual from the comparison group died while in prison. All have been removed from respective study groups and are not reflected in the total number of participants in this report.

WHAT WAS THE PROGRAM PARTICIPATION REFUSAL RATE?

Because participation in SB 618 is voluntary, it was of interest to consider how many individuals eligible for services decline them. As shown in Figure 4.1, during the time individuals were assigned to the treatment group (between July 2007 and November 2008), 188 individuals were offered program services and refused,<sup>3</sup> and as previously mentioned, 348 individuals agreed to participate in the treatment group. Around two in every three individuals (65%) who were offered the program accepted and one out of three declined (35%). Reasons for declining participation were not available because individuals who refused were not asked to provide reasons for doing so.<sup>4</sup> However, researchers conducted a survey with members of the criminal defense bar to get their perspective on possible reasons their clients refused program services. Fifty respondents had represented a client eligible for SB 618 at least once and more than one-third (36%) reported that clients “always” or “sometimes” declined SB 618 services. Based on responses from those surveys, perceived reasons for why some clients declined SB 618 included that clients did not believe they needed help (47%), had a lack of trust of authority figures (47%), and did not think the program would do any good (33%). Other reasons for declining included the desire to keep sentencing options open (4), avoidance of increased supervision/scrutiny (2), and concerns about being housed separately in prison (1) (not shown). Respondents also perceived that clients who were most likely to decline were between 18 and 25 years old and/or associated with a gang (44% each) (Table 4.1).

Two in three individuals offered the program accept. Those who do not accept have less prior involvement in the criminal justice system.

Table 4.1
DEFENSE ATTORNEYS PERCEIVE YOUNG AND GANG-AFFILIATED OFFENDERS MOST LIKELY TO DECLINE SB 618

Table with 2 columns: Reason for declining participation and Percentage. Rows include categories like 'Young (between 18 and 25)', 'Associated with or a member of a gang', and reasons for declining such as 'They don't think they need help or have any problems'.

NOTES: Cases with missing data not included. Percentages based on multiple responses.
SOURCE: SANDAG Defense Bar Survey, 2009; SANDAG SB 618 Third Annual Evaluation Report

3 Information was not available regarding factors (such as housing issues at the prison or prior prison gang membership) that may have later deemed individuals who refused to participate as ineligible for program services.
4 Because eligible individuals were offered the program by their defense attorney, it was not possible for program staff to coordinate with the large number of defense attorneys to get these data directly from their clients.

Analyses were conducted to compare the characteristics of the treatment group and the individuals who refused services to determine the comparability of the groups. Differences were examined between the treatment and refusal study groups to determine if volunteerism may have impacted the issue of comparability for the research design since the treatment group volunteered and the comparison group was never given the opportunity to volunteer.

Preliminary results show that the two groups were similar in terms of gender, race/ethnicity, and some measures of prior criminal justice system contact. However, individuals who refused services were significantly older than treatment participants (37.28 compared to 35.25, respectively), although the average age of each group did fall within the same age cohort (i.e., mid-thirties).<sup>5</sup> Interestingly, the finding that the refusal group was older than the treatment group was inconsistent with the profile presented by the defense attorneys.

Examination of criminal history in the two years prior to intake into SB 618 revealed mixed results in regard to the criminal backgrounds of individuals in the two groups. Specifically, significantly fewer individuals in the refusal group had a prior criminal involvement during the two years before the program offer date; however, of those individuals who had a prior history, the criminal backgrounds were similar to the treatment group. As Table 4.2 shows, the refusal group was significantly less likely to have a prior conviction (47%), or jail sentence (27%) than the treatment group (59%, and 36%, respectively). However, further analysis of just those individuals who had been convicted found the two groups to be similar in the intensity (i.e., the number of convictions) and level and type of charges (not shown). These findings suggest that the refusal group may have had less exposure to the criminal justice system and were less aware of the challenges associated with reentry.

**Table 4.2**  
**REFUSAL GROUP LESS LIKELY TO HAVE A PRIOR CRIMINAL INVOLVEMENT TWO YEARS PRIOR TO PROGRAM OFFER DATE\***

	Treatment	Refusal
<b>Prior Convictions</b>	59%	47%
<b>Prior Jail Sentence</b>	36%	27%
<b>TOTAL</b>	<b>348</b>	<b>188</b>

\* Differences significant at .05 level.

SOURCE: San Diego County Sheriff's Department, SANDAG SB 618  
Third Annual Evaluation Report

The remaining information presented in this chapter focuses on data available for the 348 treatment participants who consented to participate in the program evaluation and the 363 individuals who were not offered the program and assigned to the comparison group.

---

<sup>5</sup> As mentioned in Chapter 2, a significance level of .05 is used unless otherwise noted.

## WHAT WERE THE CHARACTERISTICS OF ELIGIBLE PARTICIPANTS, INCLUDING LEVEL OF CRIMINAL INVOLVEMENT?

Because random assignment to each group was not possible, preliminary analyses were conducted to determine if the treatment and comparison groups differed in any systematic way.<sup>6</sup> As Table 4.3 illustrates, the two study groups were comparable to each other with respect to age and gender. On average, individuals in the SB 618 program evaluation (treatment and comparison groups) were about 35 years of age and the majority (83%) were male.

However, there was a significant difference in terms of race/ethnicity, with a larger proportion of Whites (45%) and fewer Hispanics (19%) in the treatment group compared to the comparison group (37% and 23%, respectively). One possible explanation for this difference is that some of the treatment group were later deemed ineligible because of information not initially available (e.g., prison gang membership and housing issues) potentially changing the composition of that group. After the initial eligibility screening, no additional information about comparison group cases was available to determine if they had unknown issues that would later lead to ineligibility. The disparity in groups based on ethnicity may also be an issue of who was offered the opportunity to participate in SB 618, which might be related to eligibility criteria (i.e., Hispanics may be less likely to meet the eligibility criteria) or some other reason resulting in Hispanics being offered the program less often than Whites and/or Blacks. As described in Chapter 2, once data are made available to researchers, a statistical technique matching participants with non-participants according to multiple determinants of program participation will be performed so that only comparison individuals who are actually comparable to the treatment group will be retained in the sample.

The typical SB 618 participant has the following characteristics.

- About 35 years of age.
- Around four in five are male.
- Three-quarters are White or Black.
- More than half are in custody for a property-related offense.
- Most had served time in jail or prison in the past.
- Most are released from prison to medium level parole supervision and are required to participate in drug testing.

<sup>6</sup> As outlined in Chapter 2, the analysis plan includes accounting for any comparability issues between the treatment and comparison groups through risk as a primary variable. The California Department of Corrections and Rehabilitation (CDCR) is compiling this information and the matching process will occur as soon as the data are available.

**Table 4.3**  
**SB 618 STUDY GROUPS ARE COMPARABLE ON AGE AND GENDER**

	Treatment	Comparison
<b>Age</b>		
Mean	35.25	35.18
Range	19 - 65	20 - 70
Standard Deviation	9.98	9.60
<b>Gender</b>		
Male	83%	86%
Female	17%	14%
<b>Race/Ethnicity*</b>		
White	45%	37%
Black	32%	31%
Hispanic	19%	23%
Other	4%	8%
<b>TOTAL</b>	<b>348</b>	<b>363</b>

\* Differences significant at .05 level.

NOTES: Percentages may not equal 100 due to rounding.

SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

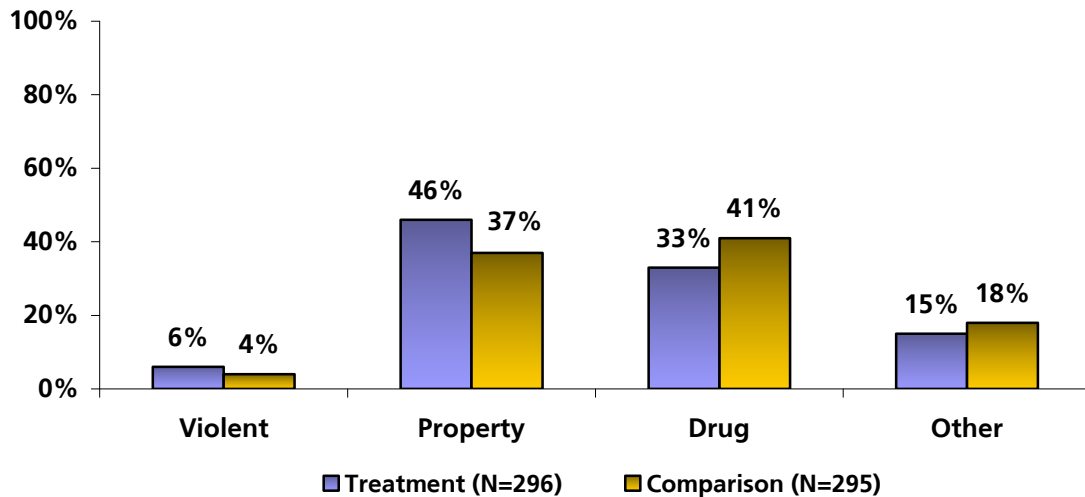
Data collected from San Diego County Sheriff’s Department official records clearly showed that the SB 618 treatment group and the comparison group had extensive involvement in the justice system during the two years prior to program assignment. Overall prior to the instant offense, the two groups were similar in their criminal history background. In the two years prior to SB 618 enrollment, more than half of the treatment (59%) and comparison (52%) groups were convicted for a new offense or violation of terms of supervision (not shown).

At the point of conviction, each group was comparable in the level and type of conviction charges. Approximately three-quarters (72% for the treatment group and 75% for the comparison group) of both study groups with a prior offense were found guilty at the felony level, followed by a misdemeanor conviction (27% and 24%, respectively), and less than one percent (.5% each) had an infraction as their high charge (not shown). Furthermore, there was no statistical difference between the two groups in the type of highest conviction offense. As Figure 4.2 shows, property (46% and 37%, respectively) and drug (33% and 41%, respectively) offenses were the most common prior high charges for the offenders, followed by other<sup>7</sup> (15% and 18%, respectively) and violent crimes (6% and 4%, respectively). The prior criminal history standards delineated in the SB 618 eligibility criteria consider convictions which may explain this consistency across the study groups.

<sup>7</sup> Other charge includes other misdemeanor and felony, probation violation, infraction, and violent exception. Violent exceptions are violent felonies that are not considered violent according to PC 667.5(c), the penal code delineating violence for enhanced prison sentences (e.g., three strikes) and the agreed upon standard for determining SB 618 eligibility.



**Figure 4.2**  
**SB 618 STUDY GROUPS MOST COMMONLY CONVICTED OF PROPERTY AND DRUG OFFENSES**



*NOTE: "Other" includes other misdemeanor and felony, probation violation, infraction, violent exception.*  
*SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report*

Further analysis revealed that the two groups were also similar in the degree of their involvement in the criminal justice system over the past two years. Of those who had been convicted of an offense in the two years prior to group assignment, one-half or more (62% of the treatment group and 51% of the comparison group) served time in jail and about one-third (31% of the treatment group and 38% of the comparison group) received a prison sentence. Both groups on average had spent time in jail once (1.22, *SD*=.45 and 1.21, *SD*=.43, respectively) and served one prison sentence (1.02, *SD*=.13 and 1.00, *SD*=0.00, respectively) (not shown). They also had approximately two prior convictions, spent over 200 days in jail, and had been sentenced to two years in prison (Table 4.4).

**Table 4.4**  
**SB 618 STUDY GROUPS HAVE A LENGTHY INVOLVEMENT IN THE CRIMINAL JUSTICE SYSTEM TWO YEARS PRIOR TO PROGRAM ASSIGNMENT**

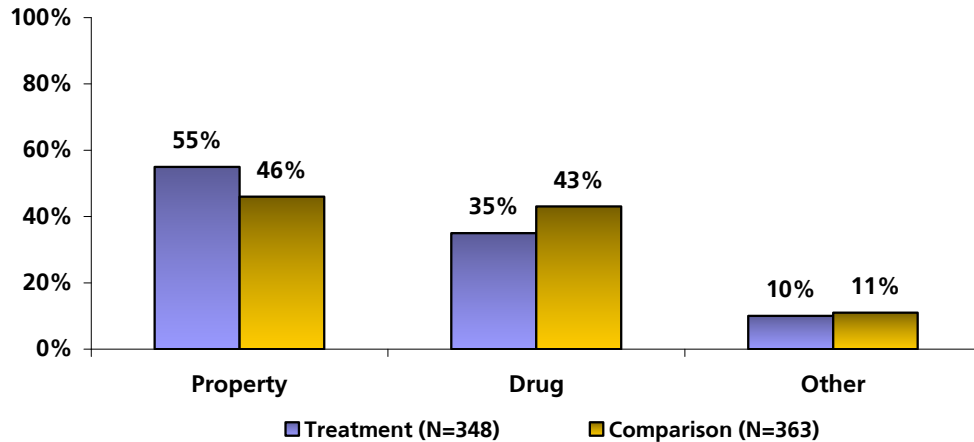
	Treatment	Comparison
<b>Convictions</b>		
Mean	1.87	1.79
Range	1-7	1-7
Standard Deviation	1.18	1.05
<b>TOTAL</b>	<b>204</b>	<b>188</b>
<b>Jail Days Served</b>		
Mean	262.68	225.77
Range	3-1,041	1-815
Standard Deviation	180.87	174.72
<b>TOTAL</b>	<b>127</b>	<b>96</b>
<b>Prison Days Sentenced</b>		
Mean	754.76	728.13
Range	480-1,940	240-2,190
Standard Deviation	324.27	370.40
<b>TOTAL</b>	<b>63</b>	<b>72</b>

*SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report*

Overall, the two study groups had a similar level and length of involvement in the justice system during the two years prior to program assignment. The extent of their past criminal involvement suggests that the study groups were at risk for having difficulty successfully reentering the community upon release and avoiding future criminal involvement. Therefore, these individuals were a good fit with the program's intended target group.

As anticipated, there were no differences between the two study groups in the conviction charges associated with the instant offense. All of the offenders were convicted of a felony-level offense (100%) (not shown) and the most common type of high charge was related to a property offense (55% for the treatment group and 46% for the comparison group), followed closely by a drug conviction (35% and 43%, respectively), and other (10% and 11%, respectively) charge (Figure 4.3).

**Figure 4.3**  
**SB 618 STUDY GROUPS MOST OFTEN CONVICTED OF PROPERTY AND DRUG CHARGES**  
**FOR THE INSTANT OFFENSE**



NOTE: "Other" includes other misdemeanor and felony, probation violation, infraction, violent exception.

SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report

While there were no differences between the groups with respect to convictions, analysis of the time incarcerated for the instant offense reveals a longer jail detention on average for the treatment group (82.90 days,  $SD=50.31$ ) compared to the comparison group (59.49 days,  $SD=44.49$ ). Given that the two groups are comparable in the level and type of conviction charge, this difference most likely reflects the time needed to conduct the SB 618 assessments prior to transfer to prison. Additionally, the average prison sentence for offenders in each study group is approximately two and a half years (932.50 days,  $SD=443.74$  and 890.00 days,  $SD=454.02$ , respectively) (Table 4.5).

**Table 4.5**  
**SB 618 PARTICIPANTS SERVED LONGER JAIL TIME FOR INSTANT OFFENSE**  
**THAN THE COMPARISON GROUP**

	Treatment	Comparison
<b>Jail Days Served*</b>		
Mean	82.90	59.49
Range	2 - 543	1 - 242
Standard Deviation	50.31	44.49
<b>TOTAL</b>	<b>347</b>	<b>362</b>
<b>Prison Days Sentenced</b>		
Mean	932.50	890.00
Range	240 - 2,190	240 - 2,400
Standard Deviation	432.37	454.02
<b>TOTAL</b>	<b>348</b>	<b>362</b>

\* Differences significant at .05 level.

NOTE: Cases with missing information not included.

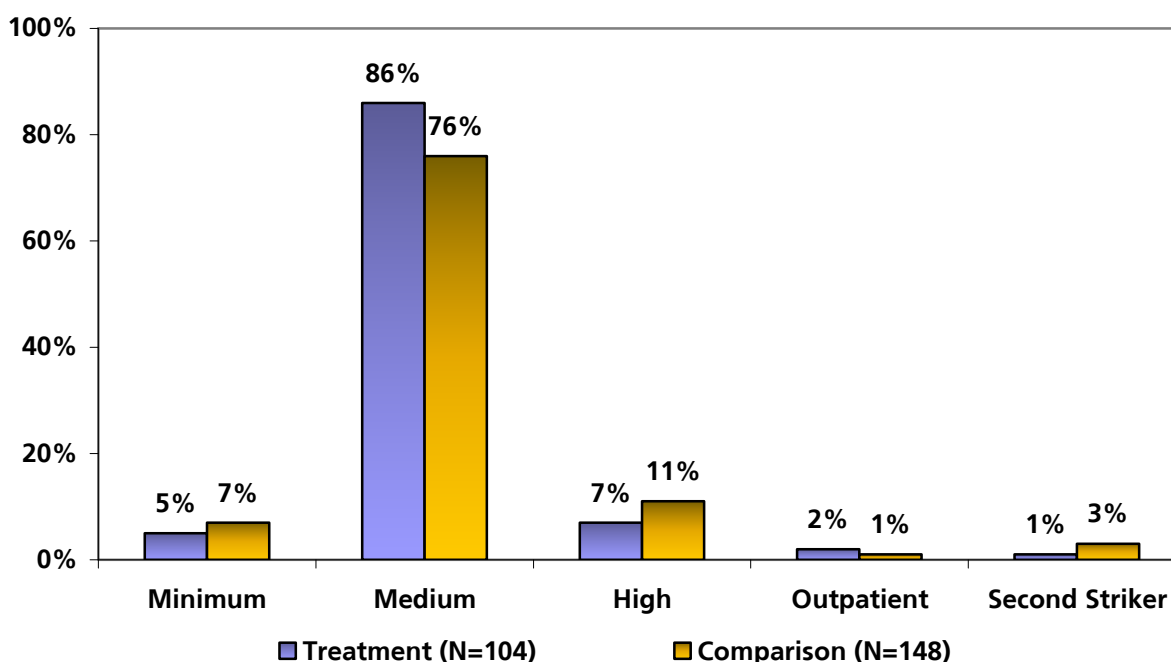
SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report

## Parole Supervision

Information about parole supervision was collected for the treatment and comparison groups to determine any differences in the intensity of parole supervision. Specific information about parole conditions and other parole information was collected and analyzed for 252 study group cases, including 104 treatment participants and 148 individuals in the comparison group. These cases include individuals who paroled for at least six months with available parole records.

A parolee's level of supervision is determined by an assessment of their risk level and their *entire* (cumulative) criminal history. The intensity of supervision increases as their risk level increases with higher risk offenders being assigned to a higher level of parole supervision. Upon release from prison, four out of five (80%) of the overall study groups were placed on "medium" level parole supervision and this level did not differ by treatment or comparison group. The second most commonly imposed level of supervision was "high" for just 7 percent of treatment participants and 11 percent of the comparison group (Figure 4.4).

**Figure 4.4**  
**MAJORITY PAROLED UNDER MEDIUM LEVEL PAROLE SUPERVISION**



*NOTE: Cases with missing information not included.*

*SOURCE: Parole Official Records, SANDAG SB 618 Third Annual Evaluation Report*

Almost all (99%) individuals in both study groups paroled with drug testing conditions (98% of treatment, and 100% of comparison). Around one in ten (12%) of the study group paroled (13% treatment and 10% comparison) were involved in Senate Bill 1453, a program that allows parolees to be discharged early if they complete in-prison drug treatment and residential treatment upon release.

**WHAT WAS PARTICIPANTS' LEVEL OF NEED AT PROGRAM ENTRY?**

As mentioned in Chapter 1, several assessments were administered to treatment participants while still housed in local jail to determine their level of need at program intake. Program staff utilized this information to match participant needs with appropriate program services. Assessment results that were available and help describe program participants are included in this chapter.<sup>8</sup> Additionally, some information from official prison and program files that helps describe the needs of the treatment group is included.

Assessment of treatment participants' needs reveals:

- almost all are assessed as having severe or significant vocational or substance abuse needs;
- literacy is not an issue for most, but two-thirds still have educational deficiencies;
- almost nine in ten are high risk due to previous non-compliance and prior criminal involvement;
- females are more likely than males to report being a victim of abuse (i.e., emotional, physical, or sexual); and
- many also needed help with housing, child support orders, and getting identification.

**Overall Participant Needs**

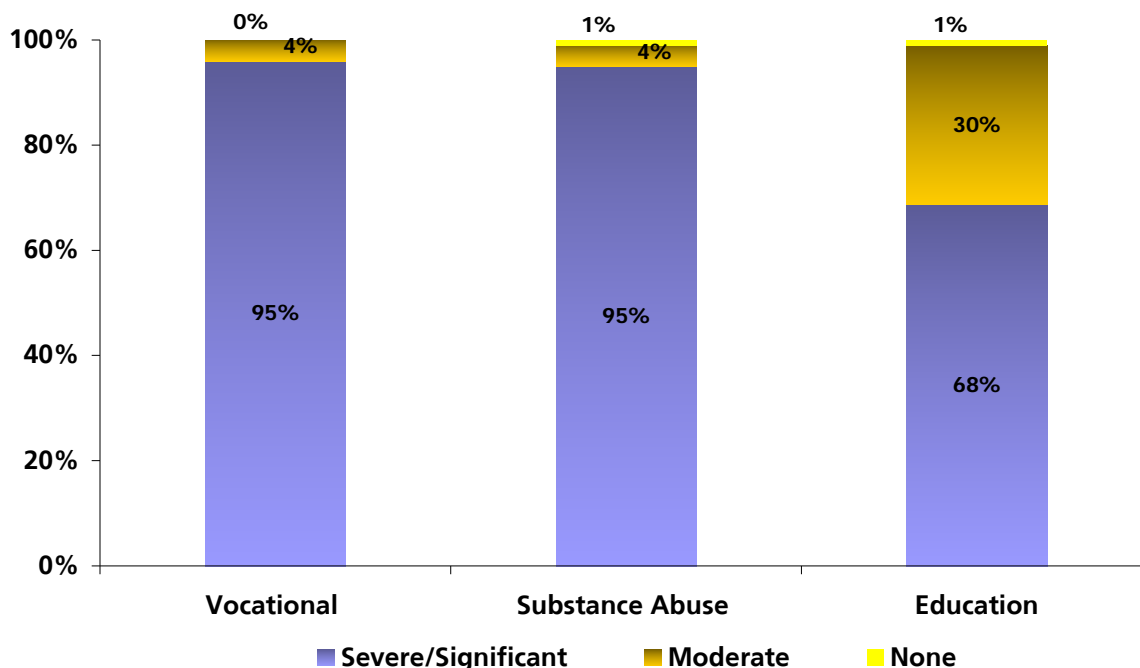
Research has identified key issues that frequently challenge ex-offenders in successfully transitioning from prison to the community. These issues include literacy, unemployment, drug and alcohol dependence, and physical and mental health problems (Travis, Solomon, & Waul, 2001). As part of SB 618, program staff was particularly interested in identifying participant needs as they related to the core program service elements that were critical to successful community reentry: substance abuse treatment, vocational training, and educational services. During the professional portion of the multidisciplinary team meeting (MDT) (prior to the team meeting with the participant), assessment results were reviewed and discussed and scores were assigned in each area that best reflect the information available. Scoring of these three areas ranged from "no need" to "moderate to severe/significant need." The results revealed that the majority of the treatment group were in severe/significant need of services in all three areas. Specifically, almost all (95%) had a severe/significant need for substance abuse treatment and vocational services and more than two out of three (68%) scored at the severe/significant level for educational services (Figure 4.5).

Most participants are in need of vocational training and substance abuse programming, while two-thirds have education needs.

Overall, almost two-thirds (63%) of the treatment group were in significant/severe need for services in all three areas (vocational, substance abuse, and education), 32 percent in at least two areas, 4 percent in only one area, and the remaining 1 percent (5 individuals) scored in the "no need" to "moderate need" range for services (not shown).

<sup>8</sup> Results from the Myers-Briggs Type Indicator® (MBTI) and the O\*NET are available. However, these assessments measure vocational preferences and job compatibility rather than need; therefore, these results are discussed in Chapter 6.

**Figure 4.5**  
**NEARLY ALL SB 618 PARTICIPANTS HAVE SEVERE/SIGNIFICANT NEEDS RELATED TO SUBSTANCE ABUSE OR VOCATIONAL SERVICES**



**TOTAL = 345-346**

*NOTE: Cases with missing information not included.*

*SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

### Criminogenic Risks and Needs

As mentioned in Chapter 1, the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) tool assesses criminogenic risks and needs, as well as protective factors of correctional populations. The tool was customized for program use and individuals were ranked on a scale from “low risk” to “high risk” in 20 areas. The COMPAS was administered to each treatment participant while in local jail to inform development of the Life Plan.

Main areas of risk for future criminality are in criminal involvement and history of non-compliance.

As Table 4.6 shows, more than four in five treatment participants fell into the high risk level for factors related to 1) history of non-compliance categorized by failure to appear, pass drug tests, and comply with sentencing conditions (85%); and 2) criminal involvement pertaining to number of prior arrests, incarcerations, and other interactions with the criminal justice system (82%). This finding was to be expected given the target population included criminal offenders and it was consistent with the extensive past criminal involvement of the treatment group as previously described. When considering the factors that are not directly related to an individual’s criminal behavior, treatment participants were most likely to be at high risk in the areas of residential instability (58%) and financial problems/poverty (45%).

The areas in which the treatment group had the largest proportion of individuals at low risk included current violence (89%) and history of violence (46%), which is consistent with the program’s criteria not to accept violent offenders. Additionally, two in five (43%) were at low risk for family criminality (e.g., had parents/guardians or siblings involved in the criminal justice system).

**Table 4.6**  
**SB 618 PARTICIPANTS AT HIGH RISK FOR RECIDIVISM**

	Risk Level		
	Low	Medium	High
<b>Overall Risk Potential</b>			
History of non-compliance	3%	12%	85%
Recidivism	5%	34%	60%
Violence	37%	46%	16%
<b>Criminogenic and Needs Factors</b>			
Criminal involvement	2%	16%	82%
Criminal opportunity	9%	29%	62%
Residential instability	22%	20%	58%
Criminal associates/peers	16%	32%	51%
Financial problems/poverty	26%	30%	45%
Social adjustment problems	16%	41%	43%
Social environment	24%	37%	39%
Criminal thinking/attitudes/cognitions	17%	48%	35%
Social isolation	30%	35%	35%
Leisure and recreation	26%	39%	34%
Criminal personality	22%	45%	33%
Family criminality	43%	24%	33%
Socialization failure	35%	36%	30%
History of violence	46%	30%	24%
Current violence	89%	7%	4%
<b>TOTAL</b>		<b>334-348</b>	

NOTE: Cases with missing information not included.

SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

Analyses were conducted to identify COMPAS factors that differed by gender. There were several areas where female treatment participants were *less* likely to be at high risk than their male counterparts, including criminal opportunity (e.g., spending time with high-risk individuals; entering into high-risk, high-crime opportunities; and having limited social ties) (48% versus 65%), criminal peers (33% versus 55%), and violence (i.e., calculated based on scores in the areas of history of violence and non-compliance, vocational educational problems, and age at first arrest and age at intake) (7% versus 18%). Another area where the two groups differed was residential instability, with females *more* likely than males to fall into the medium risk category (32% versus 17%) (not shown). These differences suggest that gender-responsive services for female SB 618 participants should focus on housing.

### Education and Life Skill Level

To gauge the treatment group’s level of skill and need relating to education, the Test of Adult Basic Education (TABE) was administered by staff from Grossmont Union High School District Adult School, which was contracted by the Sheriff’s Department to conduct vocational and educational assessments with jail inmates. To evaluate TABE results, raw scores were translated using a norm table to determine grade equivalency of the individual’s reading score (Table 4.7). For SB 618 purposes, a level of 9.0<sup>9</sup> on the reading comprehension portion of this test was identified as a critical point for determining placement into educational and vocational services in prison. Approximately two in five (40%) treatment participants scored at or below that level. Conversely, nearly one-third (31%) of participants scored at the 12.9 level, the highest possible grade on the test indicating that their reading comprehension scores were at or above high school level (not shown).

Treatment participants have educational and life skills sufficient for success in vocational programming.

**Table 4.7**  
**MORE THAN HALF OF SB 618 PARTICIPANTS READ AT OR ABOVE HIGH SCHOOL LEVEL AT INTAKE**

Percentile Rank	Grade Equivalency Range	Percent Scoring In Range
Above 75 <sup>th</sup> to 99 <sup>th</sup>	9.4 - 12.9	60%
Above 50 <sup>th</sup> to 75 <sup>th</sup>	6.2 - 9.0	24%
Above 25 <sup>th</sup> to 50 <sup>th</sup>	4.0 - 6.0	12%
At or Below 25 <sup>th</sup>	0.7 - 3.8	4%
<b>TOTAL</b>		<b>346</b>

*NOTE: Cases with missing information not included.*

*SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

<sup>9</sup> A reading score at this level indicates that the individual’s reading comprehension is at a ninth-grade level. A score of 9.0 falls into the 75th percentile; namely, three-quarters of the general adult population scores are below and one-quarter of scores are above that level.



The Comprehensive Adult Student Assessment System (CASAS) was a second tool used to evaluate program participants' level of reading and life skills. According to the program design, the CASAS is administered by the San Diego County Sheriff's Department staff to each participant prior to the MDT. CASAS scores indicate an individual's ability within a particular category and fall along a fixed metric scale that ranges from under 150 to over 260, with higher scores indicating greater proficiency. As Table 4.8 shows, approximately one-third of the treatment group scored in the category of Advanced Basic Skills (31%) or in the higher level categories of Adult Secondary (33%) and Advanced Adult Secondary (30%).<sup>10</sup>

These CASAS scores indicate that most (94%) of the treatment group possessed the skills needed to participate in vocational programming. Specifically, the description of an individual scoring at the level equivalent to Advanced Basic Skills is as follows:

*Can handle most routine reading, writing, and computational tasks related to their life roles. Can interpret routine charts, graphs, and labels; read and interpret a simple handbook for employees; interpret a payroll stub;...Can handle jobs and job training situations that involve following oral and simple written instructions and diagrams. Persons at the upper end of this score range are able to begin GED preparation (CASAS, no date).*

Since over half scored above the Advanced Basic Skill level on the CASAS, their skills exceed the above description.

**Table 4.8**  
**SB 618 PARTICIPANTS' LIFE SKILLS LEVEL AT INTAKE APPROPRIATE FOR VOCATIONAL TRAINING**

Category (Score Range)	Percent
Advanced Adult Secondary (245 and Higher)	30%
Adult Secondary (235-244)	33%
Advanced Basic Skills (220-234)	31%
Intermediate Basic Skills (210-219)	5%
Beginning Basic Skills (200-209)	1%
Beginning Literacy/Pre-Beginning (150-199)	0%
<b>TOTAL</b>	<b>347</b>

NOTE: Cases with missing information not included.  
SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

<sup>10</sup> CASAS scores increase from the Advanced Basic Skills level to the Adult Secondary and Advanced Adult Secondary levels as the individual's ability to interpret more complex information increases.

### Substance Use and Treatment

To identify program participant need in the area of alcohol and other drug use, program staff administered the Addiction Severity Index (ASI). Although this assessment includes questions on lifetime substance use history, analyses were restricted to past 30-day substance use to measure the level of need immediately preceding SB 618 program entry.<sup>11</sup>

Substance use is an issue for most participants, with over four in five reporting drug use in the past 30 days.

Analyses suggest that treatment participants had a significant level of need related to alcohol and other drug use. Specifically, when participants were asked about alcohol use, around one in three (37%) reported drinking alcohol to the point of intoxication<sup>12</sup> at some point in the past 30 days. Those who reported drinking to the point of intoxication had done so an average of 13.37 days ( $SD=10.80$ , range 1 to 30) during that same period.

Additional questions regarding other drug use revealed more than four out of five (87%) treatment participants had used alcohol to the point of intoxication or some other drug 30 days prior to assessment and half (50%) of the treatment group had used multiple drugs (not including alcohol) 30 days prior to program intake. As Table 4.9 shows, more than half of the treatment group reported using methamphetamine<sup>13</sup> (meth) or marijuana (54% and 51%, respectively). Those who reported meth use in the past 30 days used an average of 20.01 days ( $SD=10.55$ , range 1 to 30), and marijuana users reported using an average of 15.51 days ( $SD=11.54$ , range 1 to 30). Powder cocaine (24%) was the next drug most commonly reported, followed by heroin (18%). Analysis showed significant differences related to drug use. Specifically, males were more likely to report using at least one drug, as well as methamphetamine, in the past 30 days compared to their female counterparts (89% versus 76%, and 57% versus 41%, respectively). Females were significantly more likely than males to report using sedatives during that same timeframe (12% versus 5%, respectively).

---

<sup>11</sup> As mentioned in Chapter 1, the ASI is re-administered at prison exit and again at program exit to measure change in treatment participants over time. Preliminary analyses of matched pre-post assessments are included in Chapter 6.

<sup>12</sup> Drinking alcohol to the point of intoxication is defined as having five or more drinks of alcohol at one time.

<sup>13</sup> Although the term “amphetamines” includes several substances, such as amphetamine sulphate, dexamphetamine, and methamphetamine, in this report methamphetamine (meth) is used as a generic term to include all amphetamine-like substances because it is the most widely used amphetamine within San Diego County.

**Table 4.9**  
**MAJORITY OF SB 618 PARTICIPANTS REPORT DRUG USE IN THE 30 DAYS PRIOR TO INTAKE**

Substance Used	Percent
Any alcohol or drug use	87%
Methamphetamine	54%
Marijuana	51%
Multiple drugs	50%
Alcohol to intoxication	37%
Powder cocaine	24%
Heroin/opiates	18%
Other drug	8%
<b>TOTAL</b>	<b>317-319</b>

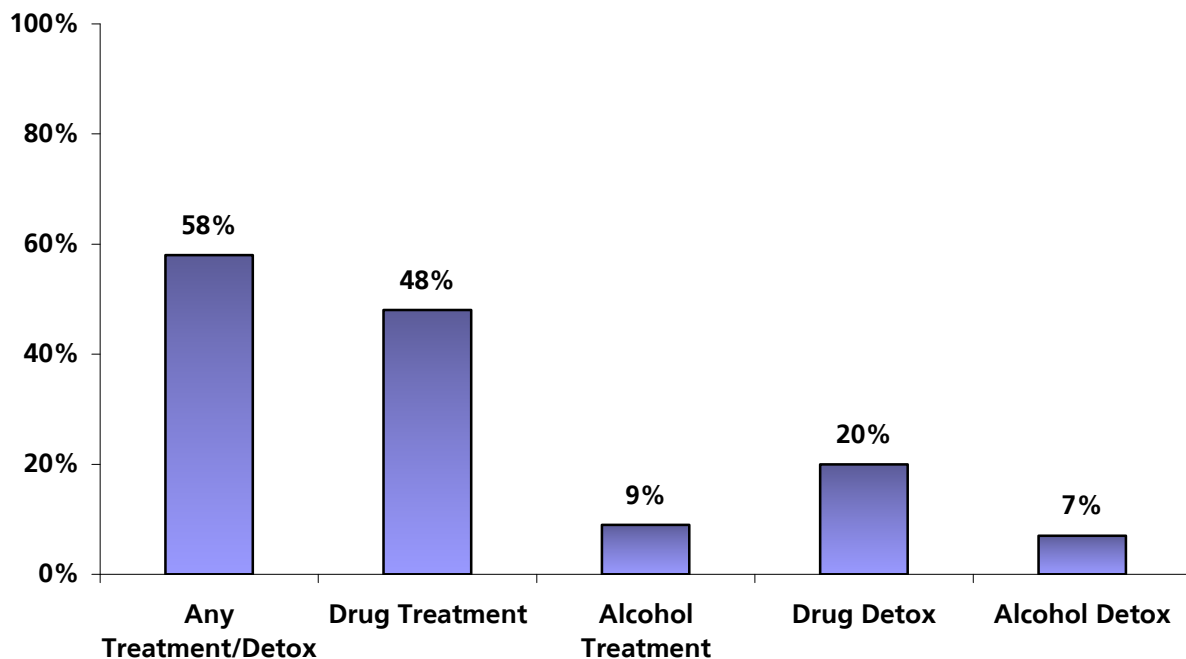
*NOTES: Percentages based on multiple responses. The other drug category includes barbiturates, hallucinogens, inhalants, methadone, and sedatives.*

*SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

Information about involvement in previous drug and alcohol treatment also is collected as part of the ASI. As Figure 4.6 shows, almost half (48%) of the treatment group had previously received drug treatment services, with an average of 2.75 prior treatment episodes ( $SD=2.75$ , ranging from 1 to 25 times) (not shown). A much smaller proportion (9%) had received alcohol treatment, with an average of 3.20 prior treatment episodes ( $SD=5.69$ , range 1 to 25 times).<sup>14</sup> Additionally, 20 percent had been in a detoxification program for drug abuse and 7 percent for alcohol. As discussed in Chapter 1, the literature is clear that individuals struggling with substance abuse are likely to relapse, and therefore recidivate, unless they receive appropriate aftercare. Further analysis showed that 58 percent of the treatment group who reported using drugs and/or alcohol (to the point of intoxication) in the past 30 days had previously received some type of drug and/or alcohol treatment (not shown).

<sup>14</sup> Specificity of treatment type (e.g., inpatient, outpatient) is not provided by the ASI.

**Figure 4.6**  
**ALMOST HALF OF SB 618 PARTICIPANTS HAVE PREVIOUSLY RECEIVED DRUG TREATMENT**



**TOTAL = 317-319**

*NOTES: Cases with missing information not included. Percentages based on multiple responses.*

*SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

### Family and Community Ties

Based on results of the ASI, in addition to alcohol and drug addiction at the time of intake, participants lacked positive family and social support. Part of the SB 618 goal of recovery and successful reintegration into the community is having strong support systems in place. To ensure participants have positive social support after being released from prison, the Community Case Manager (CCM) and Prison Case Manager (PCM) work with participants and their family and peers on building positive, strong relationships and encourage participants to affiliate with people who are supportive of their recovery. To explore family and social relationships, treatment participants were asked if they had close, long-lasting relationships with immediate family members, their partner or spouse, as well as with any of their friends. The scale for rating relationship closeness ranged from zero (“not at all”) to four (“extremely”).<sup>15</sup> Although no participants reported not having a close relationship at all, only one to five percent rated their relationship with anyone other than their own children (i.e., friends, spouse, or other family member) as considerably/extremely close (Table 4.10), suggesting that participants would benefit from assistance with strengthening their support systems in the community.

<sup>15</sup> For the purpose of this analysis, the categories of “considerably close” and “extremely close” were combined.

**Table 4.10**  
**SB 618 PARTICIPANTS MOST LIKELY TO REPORT CLOSE RELATIONSHIPS WITH THEIR CHILDREN**

	Rated Level of Closeness		
	Slightly	Moderately	Considerably/ Extremely
Mother	27%	72%	1%
Father	54%	44%	3%
Siblings	23%	72%	5%
Partner/Spouse	24%	74%	2%
Children	14%	49%	37%
Friends	25%	73%	2%
<b>TOTAL</b>		<b>314</b>	

*SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

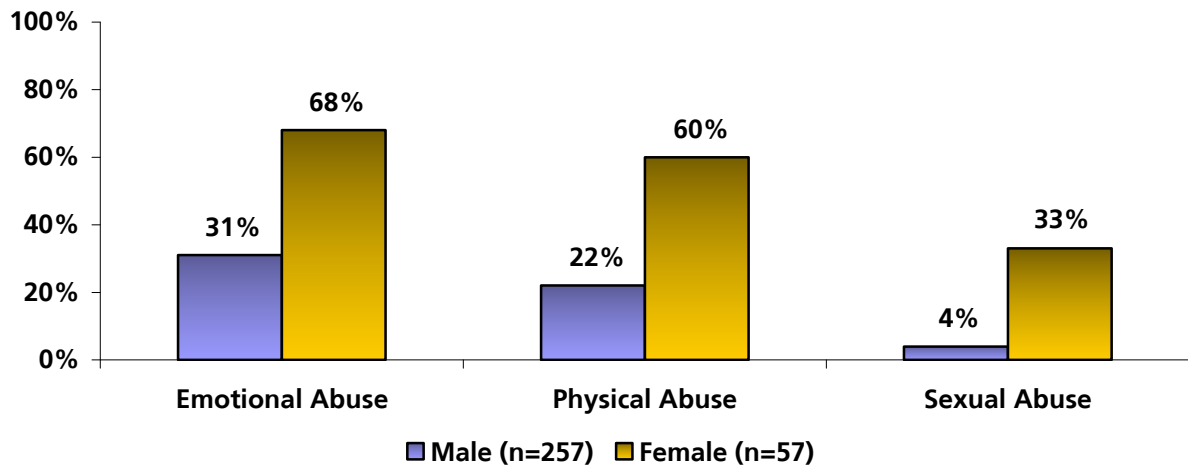
When looking at family relations by gender, males were significantly more likely to perceive being considerably/extremely close to their children compared to their female counterparts (41% and 20%, respectively) and females were significantly more likely than males to report being slightly close to their mother (42% versus 24%, respectively) (not shown).

### Emotional, Physical, and Sexual Abuse History

Although only information on past 30-day drug use is included in this report, lifetime information on physical, emotional, and sexual abuse reported by program participants is included due to the lifetime impact these experiences can have on an individual. Females were significantly more likely to report being a victim of abuse in all three areas. Specifically, more than half of females reported being victims of emotional (68%) and physical abuse (60%) at some point in their life. Although males also reported emotional and physical abuse, it was less prevalent than for females (31% and 22%, respectively). In addition, one-third (33%) of females reported being victims of sexual abuse compared to only four percent of their male counterparts (Figure 4.7). This disparity between female and male self-reporting of sexual abuse may be due to a tendency by males to underreport abuse, fearing that they would not be regarded as masculine or because they do not identify instances of abuse as such (Sorsoli, Kia-Keating, & Grossman, 2008).

SB 618 was designed to include gender-responsive services, especially as they relate to issues of abuse among female participants. To that end, the PCM and the Prison Case Management Coordinator (PCMC) at the California Institution for Women (CIW) have received special training by experts in the field of gender-responsive treatment to learn how to appropriately address the sensitive nature of sexual abuse. Based on the “relationship model” (Covington and Surrey, 1997) arguing that women change, grow, and heal through relationships and mutual connections with others, the PCMs at CIW hold monthly meetings in a safe, supportive, women-focused environment designed to encourage participants to come together, learn to trust staff and each other, exchange ideas and information, and form bonds of relationships. CIW also maintains a library of therapeutic material available as both professional references for staff, as well as a source of self-help reference for participants who have survived various types of trauma and abuse.

**Figure 4.7**  
**FEMALE SB 618 PARTICIPANTS MORE LIKELY TO REPORT PRIOR ABUSE**



NOTE: Percentages based on multiple responses.

SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

### Severity of Need for Intervention and Services

The severity index is another measure of behavior and service needs (i.e., medical, vocational, drug, alcohol, legal, family and social, and psychiatric services) based on self-report information collected through the ASI. This standardized scoring system is conducted to assess the severity of need in each area. The ASI generates scores of zero to nine (“0” indicating no need for treatment and “9” indicating treatment is needed to intervene in a life-threatening situation). Participants with a score between five and six would benefit from treatment. A score greater than six suggests a considerable problem, and treatment is necessary. The ratings are based upon the participant’s history and present condition in each area of interest. Analyses were conducted to measure what type of treatment or service was of greatest need at the time of program intake.

As Table 4.11 shows, drug treatment was the area of greatest need with four in five (82%) having a score of five or higher, followed by legal services (67%) (which is expected in an offender population such as this one), and vocational (63%). Around one-third had scores in the family/social services (30%) and alcohol treatment (27%) areas suggesting a need for these services as well.

**Table 4.11**  
**DRUG TREATMENT IS THE GREATEST NEED FOR SB 618 PARTICIPANTS AT PROGRAM INTAKE**

Service Provided	Percent in Need of Treatment*	ASI Average Severity Score
Drug treatment	82%	6.2
Legal services	67%	5.4
Vocational services	63%	4.7
Family/social services	30%	3.3
Alcohol treatment	27%	2.6
Psychiatric treatment	10%	1.4
Medical services	9%	1.5
<b>TOTAL</b>	<b>313</b>	

\* Severity score of 5 or higher.

NOTE: Cases with missing information not included.

SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

**Other Areas of Need**

The CCM documented information regarding the treatment group’s needs with respect to their family situation. Analyses revealed that around one in five (22%) of the treatment group parented at least one child 17 years old or younger. More than one-third (37%) of those who had children were ordered to pay child support. On average, these participants had 2.0 children (ranging from 1 to 10). Although more than half (61%) of those who had been ordered to pay child support were only ordered to pay for one child, the remaining 39 percent were ordered to pay child support for multiple children. By receiving vocational training through SB 618 and assistance in securing employment benefits, not only do the participants benefit by being able to comply with child support orders, but their children benefit through increased financial support as well (not shown).

Participants also need help with child support orders and obtaining identification.

One common obstacle faced by inmates being released into the community is obtaining valid identification necessary for everyday life, such as securing a place to live, employment, and getting a driver’s license. Part of the CCM’s role is to assist those participants who need to get identification cards. According to CCM records, of those participants where information was available, 68 percent of the treatment group needed a driver’s license upon prison exit (62 of 91 individuals), 62 percent needed a birth certificate (53 of 85), and 58 percent needed a social security card (45 of 77) (not shown).

**DID TIMING DECREASE IN TERMS OF IDENTIFYING PARTICIPANT NEEDS AND PROVIDING APPROPRIATE SERVICES (I.E., TIME NORMALLY SPENT AT RECEPTION CENTERS)?**

The goal of SB 618 is to efficiently utilize time in prison to address needs related to community reentry upon release. To most effectively identify individual needs, assessments were completed while participants were in local custody (prior to prison entry) to expedite admission into needed services upon prison entry. As a result of these goals, program partners were particularly interested in the number of days from the time a participant could be assessed to the time the assessments were completed.

Participants are assessed within the expected window so that prison time can be utilized efficiently.

Table 4.12 shows the percent assessed within the desired timeframe, as well as the average number of days that elapsed until the different assessments were completed. For those assessments that were conducted while the participants were in local jail, the time that elapsed from the date participants were offered and accepted SB 618 services to assessment was within the expected 14-day period for about three-quarters or more of the treatment group for the ASI, CASAS, and TABE (ranging from 71% to 78%). On average, it took between 10.54 and 12.09 days to complete these jail assessments. COMPAS assessments were less likely to be completed within the 14-day period because, in practice, there was typically a seven-day delay in probation staff receiving information that new participants were enrolled, at which time they scheduled a time to visit the participant to complete the assessment. As such, less than half (44%) of the treatment group completed their COMPAS within the 14-day period with the assessment being done approximately 17.16 days after the program was offered, which was only three days beyond the desired timeframe on average. Similarly to the jail assessments, about three in four or more (ranging from 73% to 77%) completed vocational assessments in prison within the 90-day target period. The number of days elapsing between the time participants were available to be assessed in prison and completion of vocational assessments ranged from 61.31 to 69.51 days on average (based on the date participants entered general population until their assessments were completed).



**Table 4.12**  
**SB 618 PARTICIPANTS’ LEVEL OF NEED ASSESSED WITHIN THE EXPECTED TIMEFRAME**

	Assessed Within 14-Day Target Period	Average Days to Assessment (Mean)	Standard Deviation
<b>In-Jail Assessments</b>			
ASI	71%	12.09	9.48
CASAS	78%	10.60	6.20
COMPAS	44%	17.16	18.00
TABE	77%	10.54	6.22
	Assessed Within 90-Day Target Period	Average Days to Assessment (Mean)	Standard Deviation
<b>In-Prison Vocational Assessments</b>			
Myers-Briggs Type Indicator® (MBTI)	77%	63.91	53.53
O*NET Abilities	77%	61.31	47.75
O*NET Interests	76%	64.46	55.63
O*NET Values	73%	69.51	57.33

NOTE: Cases with missing information not included.

SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

According to program staff, the main obstacle in completing assessments on time in the local jail facilities was housing. Specifically, when treatment participants were housed in certain areas (e.g., medical, administrative segregation), staff who administered assessments were not permitted to meet with them because of security issues. One reason for delays in completion of vocational assessments in prison was that Comprehensive Training Systems, Inc. (CTS) Vocational Specialists were contracted in September 2007 to begin providing services and some participants already were waiting to be assessed at that time. In fact, there was a significant difference in the average days until assessment between participants who were available for assessment before January 2008 (range 94.89 to 98.83 days) when CTS was initiating services and those available after that time (range 50.41 to 61.72 days) (not shown). An additional obstacle the Vocational Specialists faced, which delayed assessment completion, was participants not showing up to meet vocational staff during scheduled times, especially at the Richard J. Donovan (RJD) correctional facility. PCMs assisted the Vocational Specialists by ensuring that participants received information about scheduled assessment times and encouraged participants to show up on time. Through the remainder of the period that CTS provided services, this system seemed to help.

Biggest obstacles in completing assessment within expected timeframe are related to housing classification and time for program start-up.

Further analyses were conducted to determine if there were any differences in the amount of time that elapsed before assessments were completed based on gender or race/ethnicity. There were significant differences by gender, with the CASAS being conducted within a shorter timeframe for female participants compared to males (8.24 days, SD=6.37, range 1 to 41, versus 11.09 days, SD=6.07, range 0 to 42, respectively) as was the TABE (8.08 days, SD=6.31, range 1 to 41, versus 11.05 days, SD=6.09, range 0 to 42, respectively) (not shown). This difference is likely related to lockdowns and quarantine issues that limited accessibility to the male facility. Conversely, the

COMPAS was completed sooner after the SB 618 offer date for males (16.36 days,  $\underline{SD}$ =7.10, range 2 to 47, versus 21.15 days,  $\underline{SD}$ =40.46, range 0 to 322 for females) and this difference in timing was likely related to the MDTs being held less frequently at the female facility which is described later.

Part of the assessment process in jail included the convening of the MDT to discuss the participants' individualized Life Plan that detailed which services were needed. As explained in Chapter 1, these meetings are held after risks and needs assessments are administered in local custody. The results of these assessments influence the Life Plan discussed during the MDT meeting. The length of time required to complete these assessments is reflected in the length of time from enrollment to MDT as well. On average, the MDT meetings were held 20.27 ( $\underline{SD}$ =5.51, range 10 to 52) days from the time treatment participants were offered and agreed to participate in the program. This average also differed significantly by gender, with the time to MDT meetings being shorter for males (19.79 days,  $\underline{SD}$ =4.98, range 10 to 52), on average, in the treatment group than females (22.55 days,  $\underline{SD}$ =7.19, range 14 to 51) (not shown). This difference was most likely because MDT meetings were held less frequently at the female facility since there was less need as fewer females than males entered the program. MDT meetings were scheduled regularly every Thursday at the local facility for males and as needed on Fridays at the jail for females.

As a cost-saving measure, program efforts focused on reducing the time treatment participants spent in the reception center compared to prisoners not in SB 618. Program staff made positive progress toward this goal, as the average time treatment participants spent in reception was 41.53 days ( $\underline{SD}$ =29.33, range 13 to 331) which was significantly fewer days than the comparison group (75.45 days,  $\underline{SD}$ =50.82, range 16 to 350).

Overall, participants spend fewer days in the prison reception center than the comparison group which results in cost savings.

**WHAT TYPES OF SERVICES WERE PROVIDED TO PARTICIPANTS IN PRISON? WHAT WAS THE DOSAGE/INTENSITY? DID THE SERVICES RELATE TO THE PARTICIPANT’S NEEDS IDENTIFIED DURING ASSESSMENT? IF NOT, WHY?**

Data were collected from various program files to determine what services treatment participants received while in custody and analyses were conducted to determine how individual needs matched services received.<sup>16</sup> For the 198 individuals (156 males and 42 females) in the treatment group released from prison and on parole, the average number of days spent in prison was 304.6 (SD=120.05, range 50 to 695 days). There were no significant differences by gender in the time spent in the prison reception center (41.53 days, as mentioned previously) or general population with treatment participants spending an average of 260.2 days (SD= 123.83, range 0 to 631) in general population.

**In-Prison Case Management**

*PCM In-Custody Service*

Research shows that when a case manager in prison engages the soon-to-be-released prisoner in the development of their release plan, the individual tends to be more motivated to adhere to the terms outlined in the plan (La Vigne, Davies, Palmer, & Halberstadt, 2008). As described in Chapter 1, each program participant was assigned to a PCM at prison entry to broker in-prison services to meet their needs previously identified during the assessment process. Research staff collected information from PCM files regarding PCM-participant contacts, as well as services received by treatment participants.<sup>17</sup>

Service provision for the treatment group in prison includes the following activities.

- Two-thirds meet with the PCM during the first three months of prison entry and more than four in five meet with the PCM during the six months before prison release.
- Nearly all meet with the CCM and Vocational Specialist while in prison to plan for services in the community.
- Overall, 80 percent participate in prison programming.
- Nine in ten with a substance abuse need receive related services, along with about half with vocational needs, and two in five with an educational need.
- Gender differences related to services received in prison include females meeting more frequently with the PCM than male counterparts, males being more likely to participate in vocational training, and females participating more often in educational services.

<sup>16</sup> Information about participant’s satisfaction with in-prison program services is available in Chapter 7.

<sup>17</sup> Dosage/intensity for in-prison services is available for Prison Case Management contacts only and not for in-prison programming.

As part of the program design, PCMs were expected to attend MDT meetings for each participant and meet with participants during their prison stay. Table 4.13 shows the frequency of meetings between the PCM and treatment participants with respect to these program goals, as well as other face-to-face meetings that occurred prior to release (i.e., in jail, at the prison housing classification meeting, and at PCMC led groups). As designed, nearly all treatment participants met with a PCM in prison one or more times (93% of males at RJD and 100% of females at CIW [Table 4.13]). Male treatment participants at RJD were significantly less likely than females at CIW to have met with a PCM prior to prison entry in jail (1% versus 41%, respectively), or have PCM representation at their MDT meeting (75% versus 92%) or their classification meeting (26% versus 65%). These differences may be due at least in part to the staffing shortages that RJD experienced throughout the evaluation period. One service provided only at CIW includes the PCMC led groups which 89 percent of female treatment participants attended. During these group meetings, program participants share information regarding the program and updates on participants who have been released into the community.

**Table 4.13**  
**NEARLY ALL SB 618 PARTICIPANTS MET WITH PCM WHILE IN PRISON**

Contact Type	% Treatment Who Had Contact	
	RJD	CIW
Jail*	1%	41%
MDT*	75%	92%
Prison classification meeting*	26%	65%
In prison	93%	100%
PCMC led group	N/A	89%
<b>TOTAL</b>	<b>153</b>	<b>37</b>

\* Differences significant at .05 level.

NOTE: Cases with missing information not included.

SOURCE: PCM Official Records, SANDAG SB 618 Third Annual Evaluation Report

By design, the frequency of PCM meetings with participants varies throughout the prison term similar to an hourglass, with weekly meetings in the beginning, less in the middle, and weekly again six months prior to release. To explore the ability of the program to reach this goal, the number of contacts during the prison stay was analyzed for the first three months of imprisonment and for the last six months before prison release.

As Table 4.14 shows, nearly all (95%) female treatment participants had contact with their PCM within the first three months of prison entry whereas fewer than two in three (60%) of the males had contact during that same time period and this difference was significant. Additionally, females who had met with their PCM during that same time did so significantly more times per month on average than males (3.21 contacts compared to 1.35, respectively). Females and males were equally likely to have had one or more face-to-face contacts during the six months prior to release (84% of females had contact and 83% of males), though females had significantly more contacts than males (8.43 contacts compared to 3.15, respectively). Institutional differences were probably related to

these research findings. For example, SB 618 participants in general population at CIW could walk to the PCM offices at will, while inmates in the RJD had to request written permission first (i.e., through the prison “ducat” process). Another factor that likely impacted these differences was staffing shortages at RJD.

**Table 4.14**  
**CIW PARTICIPANTS HAVE GREATER NUMBER OF PCM CONTACTS ON AVERAGE DURING THE FIRST THREE AND LAST SIX MONTHS OF PRISON STAY THAN THOSE AT RJD**

Timeframe	RJD	CIW
Within first three months of prison entry		
Participant had PCM contact*	60%	95%
Average contacts per month*	1.35	3.21
Standard Deviation	0.83	1.16
Six months prior to release		
Participant had PCM contact	83%	84%
Average contacts per month*	0.90	2.90
Standard Deviation	0.61	1.65
<b>TOTAL</b>	<b>76-124</b>	<b>30-37</b>

\* Differences significant at .05 level.

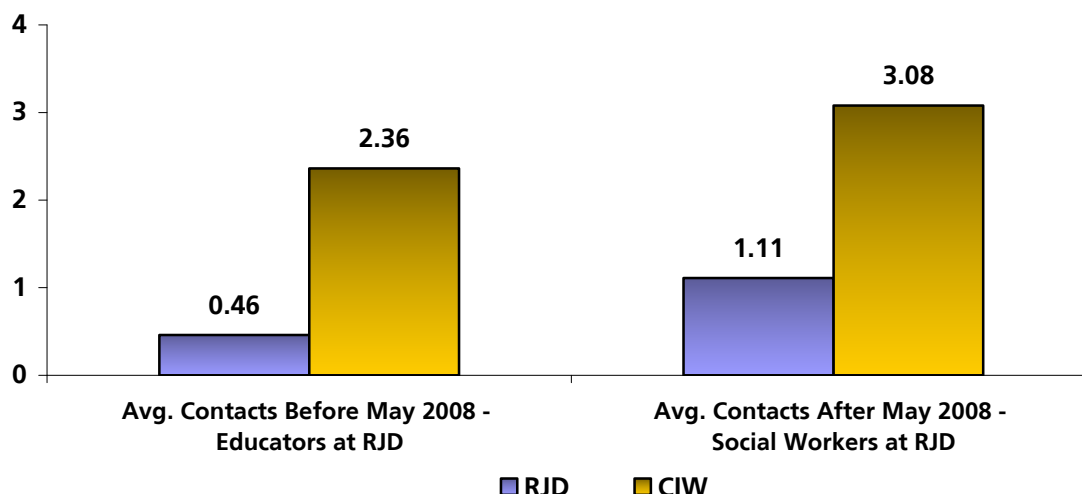
NOTE: Cases with missing information not included.

SOURCE: PCM Official Records, SANDAG SB 618 Third Annual Evaluation Report

At CIW, Licensed Clinical Social Workers (LCSW) filled the role of PCM. Initially, staff who had previously worked as educators performed PCM duties at RJD. By May 2008, RJD had also hired LCSWs to fulfill the PCM duties in place of the educators. Because of this shift in program staffing, program partners were interested in differences in service provision at RJD before and after May 2008. Overall, 10 percent of male treatment participants received PCM services from an educator only, 39 percent from a LCSW and an educator, and 52 percent from a LCSW only.

On average, females met with the PCM more frequently (21.84 contacts,  $SD=10.82$ , range 6 to 55), on average, than males (8.35,  $SD=5.90$ , range 1 to 29) (not shown) during their prison stay. To further examine the impact of the shift from educators to social workers, the average number of face-to-face contacts per month between PCMs and treatment participants were examined over time to see if there were any changes in the number of contacts after the switch to LCSWs at RJD (Figure 4.8). Findings revealed that female participants at CIW continued to have more frequent face-to-face contact with their PCM than did their male counterparts for all months except one (May 2009) (not shown). This difference may be related to staffing issues at RJD, as well as how the two prisons differ in relation to prisoner movement.

**Figure 4.8**  
**CIW PARTICIPANTS HAD GREATER AVERAGE NUMBER OF FACE-TO-FACE CONTACTS PER MONTH WITH PCM REGARDLESS OF RJD SWITCH TO SOCIAL WORKERS**



*NOTE: Cases with missing information not included.*

*SOURCE: PCM Official Records, SANDAG SB 618 Third Annual Evaluation Report*

### *CCM In-Custody Services*

According to the program design, each participant begins meeting with an assigned CCM approximately six months (or 180 days) prior to their release from prison. Of the 108 treatment participants who had been released from prison six months or more before this report period end date of July 31, 2009, information from CCM files was available for 103.<sup>18</sup> Analysis revealed that the treatment participants were first seen by the CCM 142.5 days ( $SD=39.42$ , range 26 to 234) prior to prison release on average (not shown). Some factors that would affect the CCM's ability to make the first contact with participants at the six-month mark include a participant not being in prison for at least six months (which was the case with nine treatment participants) and changing information about a participant's estimated release date. Since the CCM relies on the estimated prison release date provided by CDCR and it is not uncommon for that date to change based on various circumstances (including behavior in prison and prison capacity), the CCM contacts may not happen at the six-month mark as was the program design.

<sup>18</sup> Five individuals were dropped from the program for non-compliance more than six months before their prison release date and therefore were not available for CCM services.

During their time in prison, 96 percent of treatment participants met with their CCM to plan for service provision upon release. On average, CCMs met with treatment participants 6.3 times ( $SD=2.91$ , range 1 to 18) prior to release. During the prison stay, CCMs often meet with collateral contacts to provide comprehensive support for participants. CCMs made collateral contact on behalf of just over half (58%) of the treatment group while they were in prison. These collateral contacts were made with individuals such as probation officers, PCMs, Vocational Specialists, and friends and family members approximately 2.5 times ( $SD=2.43$ , range 1 to 12) (not shown).

## Prison Programs

### *Vocational Services*

The types of vocational programs available varied by prison, with RJD offering cable technology/fiber optics, machine shop, welding, and mill and cabinetry, as well as warehouse training through the Prison Industry Authority (PIA).<sup>19</sup> CIW offered PIA sewing, office services, word processing, graphic arts<sup>20</sup>, and PIA construction as part of the vocational services. According to program files, half (50%) of male participants and nearly one-third (30%) of females who were released by July 2009 participated in vocational training while in prison and this difference was statistically significant (not shown)<sup>21</sup>. (Information about how participation in vocational programming matched treatment participants need is provided later in this chapter.) About two-thirds (66%) of males who participated in vocational training were enrolled in the cable technology/fiber optics program, while females participated in sewing more often than other vocational training (45%) (Table 4.15). At RJD, participation in a specific vocational program was likely a factor of the program being most accessible to treatment participants because of their housing assignments<sup>22</sup> and not necessarily preference for the program.

---

<sup>19</sup> The PIA is a State-operated agency providing work assignments for inmates in State adult correctional institutions. PIA does not receive funding from the State and instead is self-supporting from the sale of its products and services.

<sup>20</sup> Based on data collected through this report period, no female treatment participants have participated in the graphic arts program at CIW.

<sup>21</sup> Four male treatment participants and one female are not included because they were not available to participate in vocational services during their time in prison.

<sup>22</sup> Housing assignments at RJD are assigned based on an inmate's security level. At RJD, cable technology/fiber optics and welding were available in Facility 5, which is the location where those inmates requiring minimum security are housed, and machine shop and mill and cabinetry were available in Facility 1, which is for inmates requiring level 3 security (higher than minimum security).

**Table 4.15**  
**CABLE TECHNOLOGY AND SEWING ARE MOST COMMONLY**  
**ACCESSED VOCATIONAL PROGRAMS**

<b>Vocational Services at RJD</b>	<b>Percent</b>
Cable Technology/Fiber Optics	66%
Machine Shop	18%
Welding	17%
Mill and Cabinetry	3%
Prison Industry Authority (PIA) Warehouse	3%
<b>TOTAL</b>	<b>77</b>
<b>Vocational Services at CIW</b>	<b>Percent</b>
Prison Industry Authority (PIA) Sewing	45%
Office Services	27%
Word Processing	27%
Prison Industry Authority (PIA) Construction	9%
<b>TOTAL</b>	<b>11</b>

*NOTES: Cases with missing information not included. Percentages based on multiple responses.*

*SOURCE: PCM Official Records, SANDAG SB 618 Third Annual Evaluation Report*

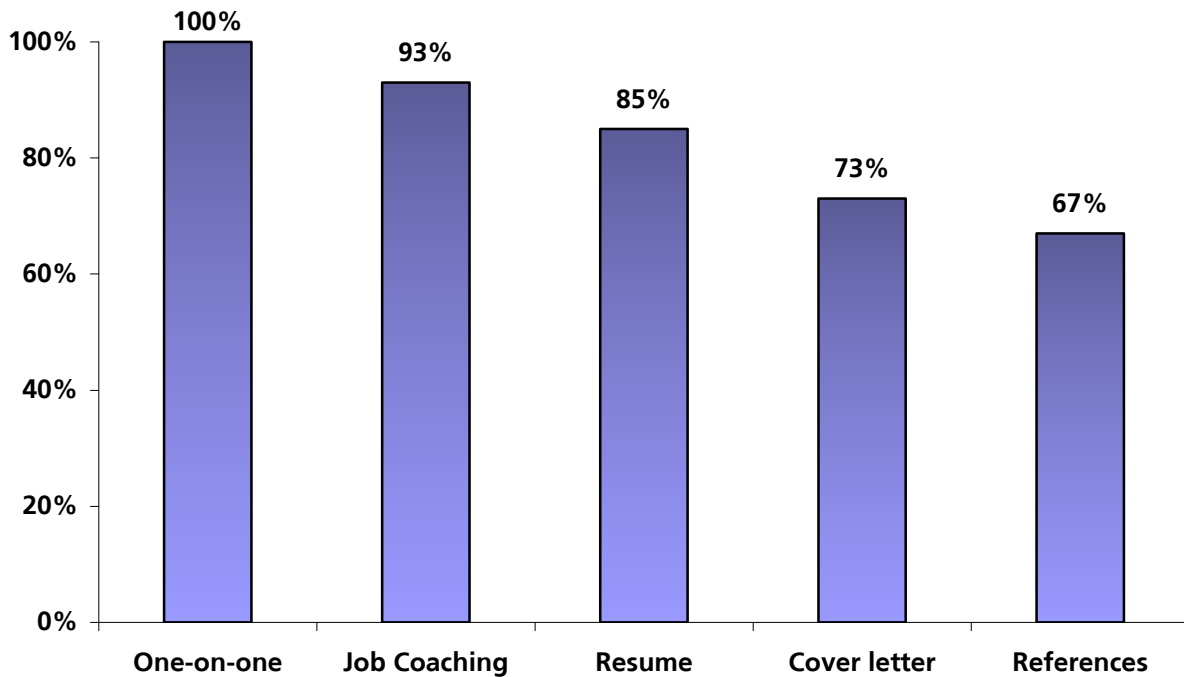
Based on level of need as determined at the MDT, vocational services were offered through CTS Vocational Specialists to program participants.<sup>23</sup> The Vocational Specialists offered services to treatment participants in prison to enhance soft vocational skills (e.g., employment readiness) as compared to the hard skills developed through the prisons' vocational programs.

Almost all (94%) treatment participants attended an employment readiness workshop while in custody. On average, participants received four ( $SD=1.24$ , range 1 to 6) services that covered different topics regarding employment preparation. All (100%) of the participants who received in custody services received one-on-one counseling (to discuss the labor market, resources available to them, and general employment and educational matters) and nearly all (93%) received job coaching. More than two-thirds received training on creating a resume, cover letter, and how to list references on a resume (85%, 73%, and 67%, respectively) (Figure 4.9). Of the seven participants that did not receive in-custody services, six were excluded from the program while incarcerated and one attended employment readiness training after being released from prison.

<sup>23</sup> CTS services and referrals were tracked, documented, and analyzed for 101 participants that had been released from prison for at least six months at the time of this report.



**Figure 4.9**  
**TWO-THIRDS OR MORE RECEIVED IN-PRISON EMPLOYMENT READINESS SERVICES THROUGH CTS**



**TOTAL = 101**

*NOTE: Cases with missing information not included.*

*SOURCE: CTS Official Records, SANDAG SB 618 Third Annual Evaluation Report*

### ***Substance Abuse Services***

As described in Chapter 1, substance abuse programming (SAP) was the only in-prison alcohol and drug service program available. Treatment participants who were involved in substance abuse services while in prison first participated in SAP and then may have become eligible to serve a portion of their sentence in drug treatment furlough (DTF). Just over half (54%) of the treatment group participated in SAP. One in four (25%) individuals who participated in SAP, were determined eligible and served the final portion of their sentence in DTF (not shown). DTF beds were never filled to maximum capacity as was the program goal. One common reason for this was that treatment participants in need of the service did not spend enough time in general population to participate for the required number of days in SAP to be determined eligible for DTF enrollment. Another factor was the interruption in SAP services during the evaluation period, as described in Chapter 1.

*Educational Services*

Since research findings suggest that participation in educational programs while in prison has been found to reduce recidivism (Steurer, Smith, & Tracy, 2001), educational needs were assessed and services were made available as part of the program design. Overall, nearly two in five (38%) treatment participants received educational services while in prison and this proportion did not differ by gender (not shown). Over half (56%) of RJD treatment participants received educational services in the form of college courses and about two in five (39%) did the same at CIW indicating that many participants had completed high school or their GED at a minimum (Table 4.16) which was consistent with TABE scores discussed previously. The second most accessed level of educational service for those at RJD was GED classes (33%) and this was the most frequently accessed educational curriculum by treatment participants at CIW (44%).

**Table 4.16**  
**ONE IN THREE OR MORE FURTHERED EDUCATION THROUGH**  
**GED SERVICES AND COLLEGE COURSES**

<b>Educational Services</b>	<b>RJD</b>	<b>CIW</b>
College Courses	56%	39%
GED	33%	44%
Bridge	7%	6%
Adult Basic Education	4%	28%
Independent Study	2%	17%
Literacy	2%	0%
<b>TOTAL</b>	<b>57</b>	<b>18</b>

*NOTES: Percentages based on multiple responses. Cases with missing information not included. Bridge is an educational type program in reception where homework is assigned to offer opportunity to work on skills independently; no instruction is given.*

*SOURCE: PCM Official Records, SANDAG SB 618 Third Annual Evaluation Report*

*Match of Assessed Need to In-Prison Services Received*

One of the goals of the PCM is to help inmates get involved in prison programs that will enhance their chance of successful reentry into the community. Four out of five (80%) treatment participants were involved in vocational, substance abuse, and/or educational services while in custody. Another five percent were employed while in prison.<sup>24</sup> Female treatment participants were significantly more likely to be involved in one of the above prison programs compared to males in the same

CIW participants with a need are more likely to receive substance abuse and education services while those in RJD are more likely to get vocational programming.

<sup>24</sup> The two females who were not involved in prison programming were employed while in prison. The remaining 30 treatment participants who did not participate in any programming or work while in prison were male. Seven of these males had been dropped from the program due to bad behavior or a new prison term which may have limited their availability to participate in programming and one refused services, citing poor health. Other reasons that treatment participants offered during follow-up interviews for not participating included not needing services, program waiting lists, PCM not helping them get into programs, not having enough time in prison to enroll, and lack of program availability.

group (95% compared to 76%, respectively)<sup>25</sup> (not shown). At CIW, all inmates are required to participate in programs while in custody and this is not the case at RJD, which may partially explain the gender difference in prison program participation.

To examine the relationship between assessed need and programming, analyses were conducted on treatment group assessment scores and the actual program received. Overall, the services that the treatment group received matched their need, though all those individuals with a need did not receive the necessary services. Male treatment participants at RJD with a severe or significant need for vocational programming were significantly more likely than their female counterparts at CIW (52% versus 31%) to receive vocational programming in prison (Table 4.17). However, females with a severe or significant need for substance abuse treatment and educational services were significantly more likely to participate in a program to address these specific needs while in prison compared to males with the same level of need (90% versus 48% for substance abuse treatment and 67% versus 41% for educational services). Differences by facility with respect to vocational and educational services may be due in part to differences in how need areas are prioritized and the availability of services. For example, CIW prioritizes education over vocational training needs. In addition, program availability has been an issue at RJD, with delays in starting up new vocational programs, limited educational services depending on participant housing assignments, and interruptions in SAP.

**Table 4.17**  
**SB 618 PARTICIPANTS IN CIW WITH A SEVERE/SIGNIFICANT NEED MORE LIKELY TO RECEIVE**  
**SUBSTANCE ABUSE TREATMENT AND EDUCATION,**  
**WHILE THOSE IN RJD PARTICIPATE IN VOCATIONAL PROGRAMS**

	Participation by Facility			
	RJD		CIW	
	Percent	Total	Percent	Total
<b>Vocational Programming</b>				
Severe/significant need*	52%	141	31%	32
Moderate need	57%	7	25%	4
No need	N/A	0	N/A	0
<b>Substance Abuse</b>				
Severe/significant need*	48%	145	90%	31
Moderate need	50%	2	80%	5
No need	100%	1	N/A	0
<b>Educational Services</b>				
Severe/significant need*	41%	103	67%	18
Moderate need	24%	45	32%	19
No need	0%	4	N/A	0

\* Differences significant at .05 level

NOTE: Cases with missing information not included.

SOURCE: SB 618 Database and PCM Official Records, SANDAG SB 618 Third Annual Evaluation Report

<sup>25</sup> Because not all prison programs were available during the entire reporting period from July 2007 to July 2009 as described in Chapter 1, analysis factored in the timing of when programs were operational for each treatment participant.

**WHAT SERVICES WERE PARTICIPANTS REFERRED TO AFTER RELEASE? WHICH POST-RELEASE SERVICES WERE ACCESSED? WHAT WAS THE DOSAGE/INTENSITY? DID THESE SERVICES RELATE TO THE NEEDS IDENTIFIED DURING ASSESSMENT? IF NOT, WHY?**

A key element of the program design is providing seamless services to program participants from prison to their release into the community through case management and assistance accessing needed services in the community. The following section describes the services treatment participants received in the community.<sup>26</sup> Upon prison release, 101 treatment participants<sup>27</sup> were available to receive services in the community.<sup>28</sup>

**CCM Post-Release Services**

Program participants continued to receive CCM services when they were released into the community until they completed the program (12 months post-release), finished aftercare services (up to 18 months post-release), declined further services, or dropped from the program. The CCM provided a range of services to program participants in the community, including post-release case management, coordination, and attendance at the Community Roundtable (CRT), stabilization funds, and referrals to aftercare services (e.g., substance abuse programs and mental health services).<sup>29</sup>

Services for treatment group in the community include the following.

- Substance abuse needs are most commonly met through referrals given by CCM and these services are accessed by the largest number of participants.
- Employment, clothing, and housing needs are also commonly addressed during this period.
- Almost all have regular contact with the CCM after release and this contact occurs during the critical three-day period after prison release for 63 percent.
- About four in five participants receive services from the Vocational Specialist.

As Table 4.18 shows, nearly all (99%) treatment participants had contact with their CCM either face-to-face, by telephone, text messages, or e-mail during the first six-month period after prison release.<sup>30</sup> The CCMs met face-to-face with treatment participants approximately 7.8 times ( $SD=3.78$ , range 1 to 28) and made other types of contact with 95 percent of the treatment group approximately 8.8 times ( $SD=8.12$ , range 1 to 36). The CCMs also contacted individuals that play supportive professional or personal roles in the successful community reentry of program participants.

Nearly two-thirds of participants have contact with CCM during critical three-day period after prison release.

<sup>26</sup> Information about participant's satisfaction with program services post-release is available in Chapter 7.

<sup>27</sup> Seven treatment participants were dropped from the program for non-compliance while in prison.

<sup>28</sup> An open-ended question on the follow-up interview asked if there were any services that were difficult to get in the community. Overall, services were accessible, with about three-quarters (76%) noting that services were not difficult to get. The 18 respondents who did find some services challenging to access specified the following areas: employment (5), basic necessities (e.g., food, clothing) and medical care (4 each), dental services and transportation (3 each), substance abuse treatment and medication management (2 each), and housing, financial assistance, obtaining identification documents, child support, and legal services (1 each).

<sup>29</sup> Dosage/intensity of community services is available for Community Case Management contacts and Community Roundtable meetings only.

<sup>30</sup> Efforts were made, though unsuccessful, to contact the one individual who did not have any face-to-face post-release contacts with the CCM.

**Table 4.18**  
**CCM AND SB 618 PARTICIPANTS ARE IN REGULAR CONTACT**  
**DURING FIRST SIX-MONTH PERIOD AFTER PRISON RELEASE**

Contacts	Type of Contact	
	Face-to-Face	Other
<b>Treatment Participants</b>		
Had contact	99%	84%
Average number of contacts	7.9	8.8
Range	1-28	1-36
Standard Deviation	3.78	7.87
<b>Other Professional Individuals</b>		
Had contact	55%	43%
Average number of contacts	2.0	5.5
Range	1-6	1-27
Standard Deviation	1.23	5.33
<b>Friends and Family</b>		
Had contact	5%	23%
Average number of contacts	1.0	3.1
Range	1-1	1-27
Standard Deviation	0.00	5.36
<b>TOTAL</b>	<b>100</b>	

NOTE: Cases with missing information not included.

SOURCE: CCM Official Records, SANDAG SB 618 Third Annual Evaluation Report

Experts in reentry have concluded that the “moment of release” from prison, and specifically the first 72 hours, can be the most critical time for ex-offenders as they transition from a controlled environment to civilian life (Ball, Weisberg, & Dansky, 2008; National Research Council, 2008; Travis, Solomon, & Waul, 2001). As such, part of the program design is for the CCM to be on-call 24 hours per day during that time. Nearly two-thirds (63%) of treatment participants accessed this service and had some type of contact with their CCM within three days of their prison release and about one-quarter (28%) had contact within the first 24 hours. On average, CCMs had their first contact of any type with treatment participants 7.6 days (*SD*=12.27, range 0 to 93) after prison release. Another service that CCMs provided involved meeting the participants at the prison gate upon release. Information obtained during follow-up interviews showed that 13 percent of the respondents specified that the CCM was the person meeting them at the prison upon release. About one-quarter of the respondents indicated that they were on their own upon release (28%)<sup>31</sup>, relied on family members for transportation (26%), or someone from a treatment or sober living facility picked them up (25%) (not shown).

<sup>31</sup> Information was not collected about why participants were on their own upon release (e.g., they received an offer to be picked up and refused, they were not offered the service, etc.), however, these data will be collected for future reports.

Additionally, 62 percent received an average of \$135.57 ( $SD$ = $\$83.20$ , range \$7.00 to \$321.64) funds through the CCM to pay for clothing for employment, identification (e.g., birth certificate or driver's license), and public transportation passes most often.<sup>32</sup>

Research studies indicate that the support of family members is key to reducing recidivism by providing financial and emotional support. Best practices conclude that involving family members in the ex-offender's reentry plan will improve their successful integration into the community (La Vigne, Davies, Palmer, & Halberstadt, 2008; La Vigne, Visher, & Castro, 2004). As an evidence-based program, SB 618 incorporated the CRT, which is a multidisciplinary forum formalizing regular meetings among the participant, parole agent, CCM, and other individuals selected by the participant who are supportive of their successful reentry. The Roundtable meets to discuss existing needs, review the Life Plan, and ensure that the participant is on the right path.

Based on the data maintained by the CCMs, 57 percent of the treatment participants attended a CRT within the first six months on parole. The remaining 43 percent had no CRT meeting during this timeframe and one possible explanation is that the process took time to develop. The average number of meetings held during this period was 1.52 ( $SD$ =1.05, range 1 to 6) per individual. By definition, at a minimum the parole agent and CCM must be present with the participant to qualify as a CRT. Other than these representatives, attendees included the Vocational Specialists (17%), drug treatment counselors (10%), other individuals (7%), and family members (3%). Other individuals included parole agents from the Office of Substance Abuse Treatment Services (OSATS)<sup>33</sup> and the early parole discharge program for substance abuse treatment participants (SB 1453), a parole intern, counselor, and staff member from the California Department of Rehabilitation (DOR)<sup>34</sup> (not shown).

Analyses were conducted to determine how well the referrals that the treatment participants received from CCMs matched their assessed needs.<sup>35</sup> As Table 4.19 shows, referrals provided by the CCMs matched the substance abuse needs of participants better than the vocational or educational needs. Though CCM services were not the primary source for meeting the vocational needs of treatment participants, about half of those individuals with a severe/significant (51%) or moderate (57%) need in that area did receive referrals matched to that dimension. (There were no significant differences on match of need and referral by gender.)

---

<sup>32</sup> Future reports will examine how receipt of funds matched treatment participants' financial need.

<sup>33</sup> Formerly known as the Division of Addiction and Recovery Services (DARS).

<sup>34</sup> DOR administers vocational rehabilitation programming to people with disabilities in California.

<sup>35</sup> Analyses of match of need to services accessed by participants will be presented in future reports as data are available for a larger number of participants and participants who have longer periods in the community following release from prison.

**Table 4.19**  
**SB 618 PARTICIPANTS’ SUBSTANCE ABUSE NEEDS MET MORE OFTEN THAN OTHER NEEDS**  
**THROUGH CCM SERVICES**

Level of Need	Percent Who Received Referral	Total
<b>Vocational Programming</b>		
Severe/significant need*	51%	92
Moderate need	57%	7
No need	0%	1
<b>Substance Abuse</b>		
Severe/significant need*	91%	92
Moderate need	60%	5
No need	33%	3
<b>Educational Services</b>		
Severe/significant need*	34%	59
Moderate need	21%	39
No need	100%	2

*\*Differences significant at .05 level.*

*NOTE: Cases with missing information not included.*

*SOURCE: CCM Official Records, SANDAG SB 618 Third Annual Evaluation Report*

Eighty-four percent (84%) of treatment participants, who received services post-release from CCMs, received one or more referrals to services in the community. The average number of referrals received by these individuals was 7.2 (SD=3.34, range 1 to 17) and the average number of services accessed was 4.7 (SD=3.66, range 1 to 12).

Table 4.20 shows detailed information about the percentage of treatment participants who were referred through the CCM and who accessed each type of service. The most common referrals received by treatment participants were to address substance use, including referrals to AA/NA (87%), residential drug treatment (57%),<sup>36</sup> and outpatient drug treatment (52%). Referrals to employment services (other than through CTS) were also common (received by 51%). Though the highest percentage of individuals accessing services (based on the number referred) were Supplemental Security Income/Social Security Disability Insurance (SSI/SSDI) (90%), Veteran’s Assistance (VA) (86%), and Department of Child Support Services (DCSS) (85%), the services accessed by the largest number of treatment participants included AA/NA (64% of those who received referrals or 46 individuals), clothing (87% or 33 individuals), inpatient drug treatment (63% or 32 individuals), housing (71% or 29 individuals), and employment services (62% or 26 individuals) (not shown).

<sup>36</sup> When participants are enrolled in a residential drug treatment program that is funded through the Substance Abuse Services Coordinating Agency (SASCA), CCMs do not make a referral. Information about the proportion of participants enrolled in SASCA funding will be included in future reports.

**Table 4.20**  
**REFERRALS TO DRUG TREATMENT AND EMPLOYMENT WERE MOST COMMON**

Type of Service	Referred	Accessed Service
Alcoholics Anonymous (AA)/Narcotics Anonymous (NA)	87%	64%
Residential/Inpatient Drug Treatment	57%	63%
Outpatient Drug Treatment	52%	28%
Employment (other than CTS)	51%	62%
Clothing	44%	87%
Housing services	44%	71%
Mental health services	40%	57%
Sober living	40%	43%
General Relief/Food Stamps	39%	64%
Vocational classes	34%	37%
Education	32%	36%
Food	30%	67%
Medical care	30%	61%
Department of Rehabilitation (DOR)	23%	38%
Department of Child Support Services (DCSS)	22%	85%
Dental services	19%	39%
Faith services	18%	65%
Legal	15%	57%
Supplemental Security Income/Social Security Disability Insurance (SSI/SSDI)	11%	90%
Credit counseling	11%	50%
Other	9%	57%
Veterans Assistance (VA)	8%	86%
<b>TOTAL</b>	<b>93</b>	<b>7-72</b>

*NOTES: Cases with missing information not included. The other category of services includes tattoo removal, parenting, childcare, and grief and loss support group.*

*SOURCE: CCM Official Records, SANDAG SB 618 Third Annual Evaluation Report*

### CTS Post-Release Services

The CTS contract included services in the community for any SB 618 participants as needed. Of the 101 treatment participants who were available for services, 82 percent continued to receive services from the CTS Vocational Specialists and 18 percent did not receive any services from the Vocational Specialists during the first six months after being released from prison.



Though information was not collected from CTS on the timing of contacts made in the community, anecdotal information about this was available through follow-up interviews six months following prison release. According to interview respondents, the first contact between the Vocational Specialist and the participant occurred about a week or so following release from prison (i.e., more than a week [45%] and 3 to 7 days [36%]). Additionally, about three-quarters (74%) of the interview respondents indicated that the Vocational Specialist helped develop a plan related to vocational training and/or employment (not shown).

Over half (58%) of the treatment group that continued service received the full range of services and slightly under half (42%) received limited services.<sup>37</sup> For the majority of the treatment participants who received limited services through CTS Vocational Specialists, the reason was that they were receiving services from another program (71%). Continued drug use was also a factor in the ability to provide the full range of services with 14 percent of participants receiving limited services because of drug use, the Vocational Specialists were unable to make contact with another 9 percent, and 6 percent had medical issues.

Four in five participants continue to receive some level of service from the Vocational Specialist.

According to the Vocational Specialists, the primary reason for not receiving any services was due to unavailability (61%). Specifically, 33 percent were re-incarcerated and the Vocational Specialists reported being unable to contact another 28 percent. The remaining participants did not receive services because they were in another treatment program (28%), declined services (6%), or did not have transportation (6%).

Of the 83 treatment participants who continued receiving services from the Vocational Specialist after being released from prison, all (100%) participated in the post-release employment readiness workshops which cover the same topics as those covered in the in-prison employment readiness workshop (mentioned previously) but in more detail. Although the Vocational Specialists offered in-house training<sup>38</sup> for certain trades, treatment participants were often referred to other vocational or educational programs that specialized in their specific area of interest. Specifically, nearly half (45%) of treatment participants were referred to another outside agency. Of those 37 treatment participants who received a referral to an outside agency, about two in five (43%) were referred to a vocational program. Almost all (94%) of these individuals had a severe need and 6 percent had a moderate need in this area. Thirteen percent (13%) of treatment participants followed through and enrolled into a vocational program with an outside agency. With respect to referrals to meet educational needs for those 37 individuals, nearly two-thirds (62%) were referred to an educational program and all had some level of educational need (74% at severe to significant need and 26% at moderate need). Slightly over one-third (35%) accessed the referral and enrolled into an educational program.

---

<sup>37</sup> A distinction is made by CTS Vocational Specialists between full service and limited service based on a participant's available time.

<sup>38</sup> Four individuals in the treatment group participated in in-house manufacturing training.

Treatment participants who continued services after prison release were offered a median number of 10.00 (SD=7.49, range 0 to 28) employment opportunity referrals by the Vocational Specialists resulting in a median number of 3.00 (SD=2.57, range 0 to 12) scheduled and completed interviews. They also were offered and accepted a median number of 1.00 (SD=.70, range 0 to 3) job.

## **WHAT WAS THE PROGRAM ATTRITION RATE? FOR WHAT REASONS?**

### **Prison Attrition**

Program staff was able to retain almost all (91%) of the 198 treatment participants who had been released from prison during this evaluation period. Just under one in ten (9%) dropped out of the program while in prison. The reasons for leaving the program included being excluded for non-compliance (12 individuals), voluntarily dropping out of the program (4), and dropping out through no fault of the participant (1). The majority (15 out of 17) of those who dropped out did so while being housed in general population, with the remaining two individuals leaving the program while housed in the reception center. The average number of days spent in prison before dropping from the program was 158.7 (SD=112.63, range 42 to 402). At this time, the sample size is too small to determine differences with respect to age, gender, or race/ethnicity though this analysis will be included in future reports if possible.

Program retention is high with about nine in ten remaining in the program throughout the prison term and the same proportion participating during the six months post release.

### **Community Attrition**

Just 9 percent of the 101 treatment participants who had been on parole for at least six months during this evaluation period dropped from the program while in the community. All (100%) of these treatment participants who left the program were kicked out of the program for non-compliance, including committing a new offense, violating parole, and/or receiving a new prison term. These treatment participants spent on average 109.6 days (SD=44.99, range 59 to 178) in the community before re-offending. Again, the sample size is too small to determine differences between those who dropped out of the program and those still involved.

## **SUMMARY**

For this third annual report, six process evaluation research questions related to the SB 618 program evaluation were addressed with available data. Based on information for 348 treatment group individuals and 363 comparison group individuals, it appeared the two study groups are comparable with respect to age and gender. The treatment group did consist of a smaller percent of Hispanics, and this difference will be controlled through statistical methods when outcomes are analyzed in future reports. Individuals in both study groups have extensive past criminal involvement during the two years prior to program participation and are comparable on most measures of past criminal history, including number and type of previous charges with one exception, that treatment participants spent more days in local custody for the instant offense.

Program services were determined based on assessed participant need. Nearly all treatment participants had a severe/significant need related to vocational and substance abuse and two-thirds had educational needs. With respect to risk factors for future criminality, in addition to scoring in the high need level in areas related directly to past criminal behavior (e.g., history of noncompliance and criminal involvement), more than half of treatment participants were at high risk for residential instability and vocational/educational problems. Further analyses of assessments administered with the treatment group at program entry were conducted and results suggest that treatment participants have a functional level of education and the life skills to successfully participate in vocational programming; however, these data also revealed that SB 618 participants have a high level of need in many areas, including vocational and substance use, education, and housing.

Nearly all participants received some type of program services while in prison, including meeting with their PCM, though the frequency of meetings was greater at CIW despite the PCM staff change at RJD from educator to social worker. Likewise, nearly all participants met with their CCM and the Vocational Specialist in prison as was the design of the program.

Four in five participated in prison programs that matched their individual needs or were employed in prison. Half of males and nearly one-third of females in prison received training in a vocational program and nearly all participants received training in soft employment skills (e.g., resume writing and interviewing skills) from the Vocational Specialist while in prison. Half received SAP and around one in four of those went on to participate in DTF. Additionally, slightly less than two in five received educational services in custody.

Nearly all had regular contact with CCM staff after release and about two-thirds of participants had some type of contact during the critical three-day period after prison release. Referrals given to participants during their first six months after release most commonly related to their substance abuse needs and these substance abuse programs were also the services accessed by the largest number of participants. Employment, clothing, and housing needs were also commonly addressed through referrals during this period. Additionally, four out of five participants received services from the vocational specialist during the six months after prison release. Future reports will examine information regarding the proportion of participants who followed through on referrals and accessed services in the community. Program attrition was relatively low with less than one in ten each dropping out in prison or post-release.

Information about program services received suggests that nearly all treatment participants received services in prison and post-release and that services were well matched to needs as identified during the assessment process. Additionally, program staff was successful in assessing client need within the expected timeframe for the majority of treatment participants and in reducing time spent in the prison reception center.

Program services were determined based on assessed participant need. Nearly all treatment participants had a severe/significant need related to vocational and substance abuse and two-thirds had educational needs. With respect to risk factors for future criminality, in addition to scoring in the high need level in areas related directly to past criminal behavior (e.g., history of noncompliance and criminal involvement), more than half of treatment participants were at high risk for residential instability and vocational/educational problems. Further analyses of assessments administered with the treatment group at program entry were conducted and results suggest that treatment participants have a functional level of education and the life skills to successfully participate in vocational programming; however, these data also revealed that SB 618 participants have a high level of need in many areas, including vocational and substance use, education, and housing.

Nearly all participants received some type of program services while in prison, including meeting with their PCM, though the frequency of meetings was greater at CIW despite the PCM staff change at RJD from educator to social worker. Likewise, nearly all participants met with their CCM and the Vocational Specialist in prison as was the design of the program.

Four in five participated in prison programs that matched their individual needs or were employed in prison. Half of males and nearly one-third of females in prison received training in a vocational program and nearly all participants received training in soft employment skills (e.g., resume writing and interviewing skills) from the Vocational Specialist while in prison. Half received SAP and around one in four of those went on to participate in DTF. Additionally, slightly less than two in five received educational services in custody.

Nearly all had regular contact with CCM staff after release and about two-thirds of participants had some type of contact during the critical three-day period after prison release. Referrals given to participants during their first six months after release most commonly related to their substance abuse needs and these substance abuse programs were also the services accessed by the largest number of participants. Employment, clothing, and housing needs were also commonly addressed through referrals during this period. Additionally, four out of five participants received services from the vocational specialist during the six months after prison release. Future reports will examine information regarding the proportion of participants who followed through on referrals and accessed services in the community. Program attrition was relatively low with less than one in ten each dropping out in prison or post-release.

Information about program services received suggests that nearly all treatment participants received services in prison and post-release and that services were well matched to needs as identified during the assessment process. Additionally, program staff was successful in assessing client need within the expected timeframe for the majority of treatment participants and in reducing time spent in the prison reception center.

**CHAPTER 5**  
**IMPACT EVALUATION: EX-OFFENDER**  
**BEHAVIOR**

## SUCCESS STORY: ACHIEVING FINANCIAL STABILITY

Charles has a criminal history that spans 20 years, moving in and out of jail and prison for most of that time and never successfully completing parole. He began the SB 618 program at the age of 35 after a theft conviction. The SB 618 needs assessment process revealed educational and mental health issues. Specifically, Charles dropped out of school in sixth grade and reads at the fifth grade level based on the Test for Adult Basic Education (TABE). Charles also requires medication to manage his mental health condition that he has been dealing with since the age of nine.

While in prison, Charles met regularly with his Prison Case Manager (PCM) who assisted Charles in taking educational classes as part of the Bridge to College reentry program and ensured that Charles received the mental health treatment that he required to live a stable life. Upon release from prison, he credited SB 618 with giving him a chance to improve his life both in and out of prison. He was particularly appreciative of his PCM caring about him as a person and making the prison system less complicated.

His transition from prison into the community began at the prison gate when SB 618 staff transported him to a housing facility specializing in the care of individuals with mental health issues, including medication management. Charles appreciated the daily phone contact and frequent visits by his Community Case Manager (CCM) during the first months following his release from prison. He shared that his sense of stability and support was particularly increased through his CCM facilitating the process for him to qualify for Supplemental Security Income (SSI) benefits, his first legal means of income. "If it weren't for her, I would not have made it...I am so thankful..."

Initially, Charles was very dependent on program staff, making as many as five calls a day to his CCM and/or his parole agent. However, one year after his release from prison, Charles is the most financially stable he has been in his life despite being unable to maintain employment due to his mental illness. In addition, he has complied with all parole conditions and never tested positive for drugs. "It is because of this program that I am...discharged from parole. I cannot say enough. Thank you."



*NOTE: The name has been changed to protect the participant's privacy. Story based on life 12 months following prison release.*

# CHAPTER 5

## IMPACT EVALUATION: EX-OFFENDER BEHAVIOR

---

### INTRODUCTION

Ultimately, the goal of SB 618 is to support ex-offenders successful transition back to the community to reduce the likelihood of their return to prison. With the budgetary challenges facing the State of California, and the recent scrutiny the state’s prison system has received, now, more than ever, solutions are being sought to stop the revolving prison door. This chapter examines preliminary outcomes related to criminal activity. In addition to documenting participants’ behavior while in custody, data pertaining to arrests, convictions, parole violations and return to prison six months post-release have also been gathered and analyzed. Initial analyses on possible factors predicting success are also presented. It is important to note that the majority of individuals in both groups had not yet been out of prison six months and are therefore not included in the analysis. Future reports will offer a more robust picture of the impact of SB 618 as more individuals exit prison and transition back to the community.

### MAJOR FINDINGS

- ▶ The majority of the treatment group did not have an arrest (72%) or new conviction (87%) six months following prison release.
- ▶ About two-thirds (69%) of the treatment group who had been out of prison six months had received at least one service in the community.
- ▶ The treatment group was significantly less likely to be returned to prison (15%) than the comparison group (32%). That is, based on odds ratios, the comparison group was almost three times as likely as the treatment group to be returned to prison.
- ▶ The treatment group (56%) was more likely to be employed six months post-release compared to the comparison group (22%) and those individuals who were employed were less like to be returned to prison within six months following community reentry.

### METHODOLOGY

To document changes in participants’ behavior and criminal activity, data were gathered from three sources: prison case files, official crime records, and state parole data. While the final report will have outcomes on the entire sample of individuals in the treatment and comparison groups (after they are matched on the key characteristics outlined in Chapter 2 to ensure that the groups are comparable), this report is limited to those individuals who had exited prison as of July 31, 2009, for in-custody data and those that had been out of prison for at least six months by this date for recidivism measures. As noted in Chapter 2, limitations do exist in some of the data available for analysis, which impacts the level of outcome analysis. Specifically, the intensity (i.e., quantity) of SB 618 services received while in prison is not available and precludes any discussion regarding program fidelity and the level of association between change in behavior and program participation. Additionally, because most of the individuals in the treatment group are still in the program, data are not available on the completion status of services received in the community, which again limits the conclusions that can be drawn between program participation and outcomes.



To help mitigate these issues, only individuals who have received some form of in-custody and out-of-custody SB 618 service are included in the analysis. Furthermore, because these are preliminary results, based only on a subset of the total sample, caution should be used when drawing any conclusions.

### **SAMPLE DESCRIPTION**

Although 348 individuals are in the treatment group and 363 in the comparison group, not all individuals had exited prison, received services in prison, and/or been out of prison for at least six months as of July 31, 2009. As such, the analyses presented here do not include all cases that will eventually be available. When taking into account all factors noted above, the in-prison behavior analysis included 146 (46%) out of 348 possible individuals in the treatment group and 218 (60%) out of 363 in the comparison group. The number of cases available for analysis at six months post-prison release is even smaller, with 75 (22%) treatment group cases and 166 (46%) in the comparison group. As the evaluation continues these numbers will increase, which will allow for a more robust analysis.

Given the small portion of the study groups reaching each of these milestones, any conclusions regarding the effectiveness of the program should be deferred until the entire sample from both groups is available for analysis. These preliminary outcomes offer the program staff an opportunity to review the implementation process as reflected in participants' behavior and make any needed adjustments.<sup>1</sup>

### **WHAT WERE THE NUMBER AND LEVEL OF RULE VIOLATIONS COMMITTED BY PARTICIPANTS IN PRISON? DID THE TREATMENT GROUP EXHIBIT FEWER BEHAVIORAL PROBLEMS IN PRISON THAN THE COMPARISON GROUP?**

In an effort to measure the impact SB 618 in-custody program involvement might have on an inmate's behavior, data were collected from prison case files documenting any rule violations while in custody. Preliminary analysis revealed no statistical difference between the two study groups in the proportion of inmates who had any documented prison violation, regardless of type (37% each) (not shown). Furthermore, examination of the types of violations showed that the most common violations were for non-violent, noncompliant behavior (e.g., failing to report to work on time, not meeting program expectations, disobeying orders). As Table 5.1 shows, approximately one-quarter of individuals in each group (26% of the treatment group and 24% of the comparison cases) had this type of violation documented in his/her file. Less than 10 percent of each group (8% and 9%, respectively) had been written up for a violent act while in prison (e.g., assaulting or threatening to assault a staff member or inmate, participating in a riot), an alcohol and other drug (AOD) related violation (9% each), damage to property (4% each), and/or other non-violent acts (0% and 1%, respectively).

---

<sup>1</sup> As mentioned in Chapter 2, a significance level of .05 is used unless otherwise noted.



**Table 5.1  
NON-VIOLENT/NON-COMPLIANT PRISON VIOLATIONS MOST COMMON  
AMONG BOTH STUDY GROUPS**

Prison Violation Type	Treatment Group	Comparison Group
Non-Violent/Non-Compliant	26%	24%
Violent Act	8%	9%
Alcohol or Other Drugs	9%	9%
Property Act	4%	4%
Other	0%	1%
<b>TOTAL</b>	<b>146</b>	<b>218</b>

SOURCE: CDCR Prison Official Records, SANDAG SB 618 Third Annual Evaluation Report

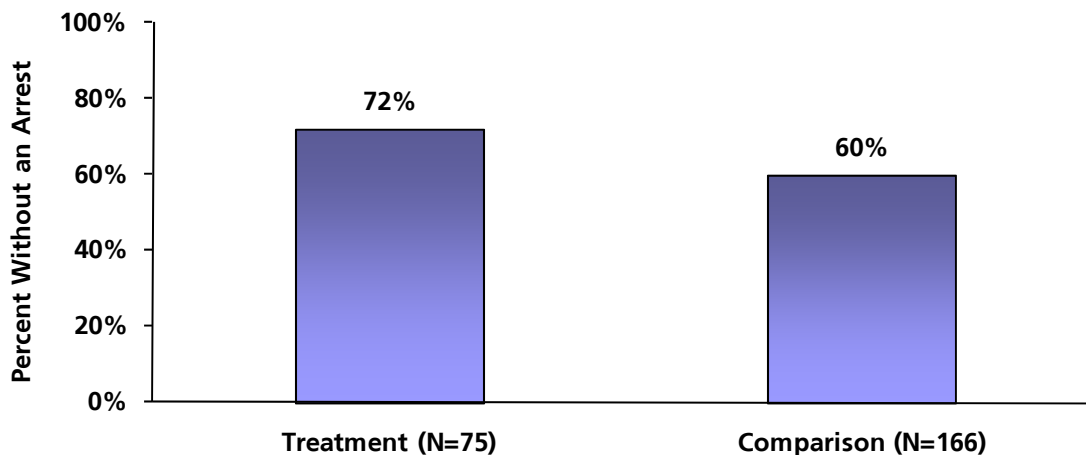
**WAS RECIDIVISM (BEING RETURNED TO PRISON FOR A PAROLE VIOLATION OR NEW FELONY CONVICTION) REDUCED AMONG THE TREATMENT GROUP RELATIVE TO THE COMPARISON GROUP? DID PARTICIPANTS HAVE FEWER PAROLE VIOLATIONS POST-RELEASE? WERE VIOLATIONS LESS SEVERE?**

**Re-Arrest**

The majority of individuals in both study groups remained crime-free during the six months post-prison release. Though the analysis of arrest data showed no significant difference between the groups in the percent arrested, a higher proportion of the treatment group remained crime-free. Specifically, nearly three-quarters (72%) of the treatment group were not re-arrested compared to 60 percent of the comparison group (Figure 5.1).

Nearly three-quarters of the treatment group did not have a new arrest six months post-prison release.

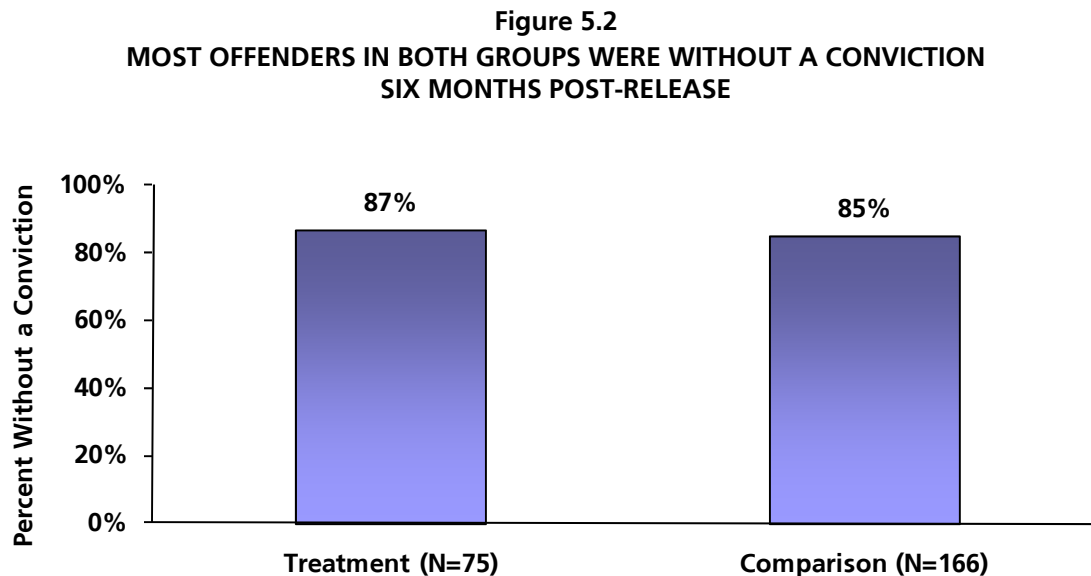
**Figure 5.1  
NEARLY THREE-QUARTERS OF SB 618 PARTICIPANTS WERE  
CRIME-FREE SIX MONTHS POST-RELEASE**



SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report

## Re-Conviction

Examination of conviction data showed that most of the individuals in both groups were conviction-free six months post-release from prison. Specifically, 87 percent of the treatment group and 85 percent of the comparison group were without a new conviction in the six-month post period (Figure 5.2).



SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report

## Parole Violations

Another measure of recidivism in this study is parole violations committed after release. Analysis revealed no differences between the two groups in regard to parole violations, with the majority of individuals in each group without a parole violation at six months post-release (76% of treatment and 68% of comparison). Of those individuals who did have a parole violation, the average number of violations was 1.67 ( $SD=.84$ ) for the treatment group and 1.26 ( $SD=.49$ ) for the comparison group. Furthermore, failure to appear or report was the most common reason for the violation in each group (72% treatment and 75% comparison), followed by an alcohol or drug violation (56% and 43%, respectively) (not shown).

## Returned to Prison

Because the primary goal of SB 618 is to reduce the rate of ex-offenders returning to prison, analyses were conducted on the percentage of those individuals who returned to prison either because of a new conviction or parole violation. Interestingly, the proportion who returned to prison as a result of a new conviction did not differ significantly between the two groups (7% treatment and 10% comparison) (Table 5.2). However, when parole violations were included in the reasons for returning to prison, significantly fewer individuals in the treatment

Individuals in the treatment group are less likely to be sent back to prison six months post-prison release compared to the comparison group.

group (15%) returned to prison six months post-release compared to individuals in the comparison group (32%). That is, based on odds ratios, the comparison group was 2.7 times more likely than the treatment group to be returned to prison. One possible explanation for this difference could be attributed to the graduated sanctions approach to supervision in SB 618. Specifically, when participants re-offend, the Parole Agent, Community Case Manager (CCM), and the deputy district attorney (DDA) coordinate to determine the most appropriate response. For example, rather than sending an individual back to prison on a drug violation, the individual is often ordered to participate in treatment instead.

**Table 5.2**  
**INDIVIDUALS IN THE TREATMENT GROUP WERE LESS LIKELY TO RETURN TO PRISON SIX MONTHS POST-PRISON RELEASE**

	Treatment	Comparison
Returned to prison on new conviction	7%	10%
Return to prison all*	15%	32%
<b>TOTAL</b>	<b>75</b>	<b>166</b>

\* Differences significant at .05 level.  
SOURCE: San Diego County Sheriff's Department, SANDAG SB 618 Third Annual Evaluation Report

**WHAT FACTORS WERE ASSOCIATED WITH DESISTENCE FROM CRIME?**

The goal of the following analysis was to determine if the SB 618 program impacted recidivism. Recidivism is defined as returning to prison for a new offense in the six-month post period for this analysis. For the purposes of this analysis, all individuals who had been released from prison for six months were included in the multivariate analysis to account for factors that might influence recidivism.

A logistic regression model was used to account for other factors, such as criminal history, that might relate to differences in recidivism. The model also identified any factors, such as employment, that might contribute to lower recidivism after release. The model included ten variables:

- ▶ participation in the SB 618 program (y/n);
- ▶ gender;
- ▶ age;
- ▶ ethnicity;
- ▶ employed at least once during six-month post period (y/n);
- ▶ total arrests in the pre period (i.e., two years prior to program entry);
- ▶ felony arrest in pre period (y/n);
- ▶ property arrest in the pre period (y/n);
- ▶ drug arrest in the pre period (y/n); and
- ▶ parole violation arrest in the pre period (y/n).

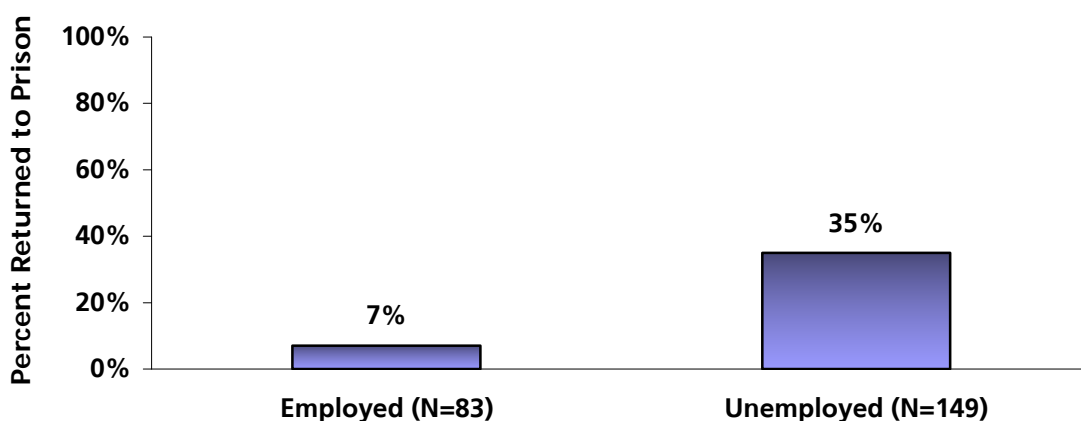
The results of the analysis showed an important relationship between SB 618 participation, employment, and recidivism. Having a job at least once in the post period decreases the odds of recidivism by 87 percent ( $\beta = .128, p < .05$ ). Further, individuals in the treatment group were almost five times more likely to have a job in the post period ( $\beta = 4.894, p < .05$ ) than those in the comparison group. At this point in the evaluation the analysis suggests that being employed, rather than group type (i.e., treatment versus comparison), is a primary protective factor against returning to prison. Specifically, individuals in the treatment group were less likely to return to prison compared to those in the comparison group when the analysis did *not* control for employment (i.e., did not include employment in the model). However, when the analysis *did* control for employment (e.g., included it in the model), this difference between the two groups disappeared, with no significant relationship between being in the treatment group and recidivism. These results indicate that employment is a driving factor to lower recidivism and that SB 618 participation can indirectly impact recidivism by reducing the risk factor of being unemployed. This relationship is discussed further in Chapter 6.

SB 618 participants are five times as likely to have a job six months following release compared to other ex-offenders.

Furthermore, the indirect relationship between SB 618 participation, employment, and reduced risk of recidivism is shown in Figure 5.3. That is, individuals with a job were less likely to be returned to prison in the post period than those who were not employed (7% versus 35%, respectively). Interestingly, the analysis also showed that having a parole violation arrest in the pre period also made one almost three times more likely to be returned to prison ( $\beta = 2.875, p < .05$ ). This research finding could be an indication of chronic non-compliance and will be explored further in future reports.

Individuals who were employed were less likely to be returned to prison within the six months following community reentry.

**Figure 5.3**  
**OFFENDERS WHO WERE EMPLOYED DURING THE SIX MONTHS POST-PRISON RELEASE WERE LESS LIKELY TO RECIDIVATE**



NOTES: Differences significant at .05 level. Cases with missing information not included.

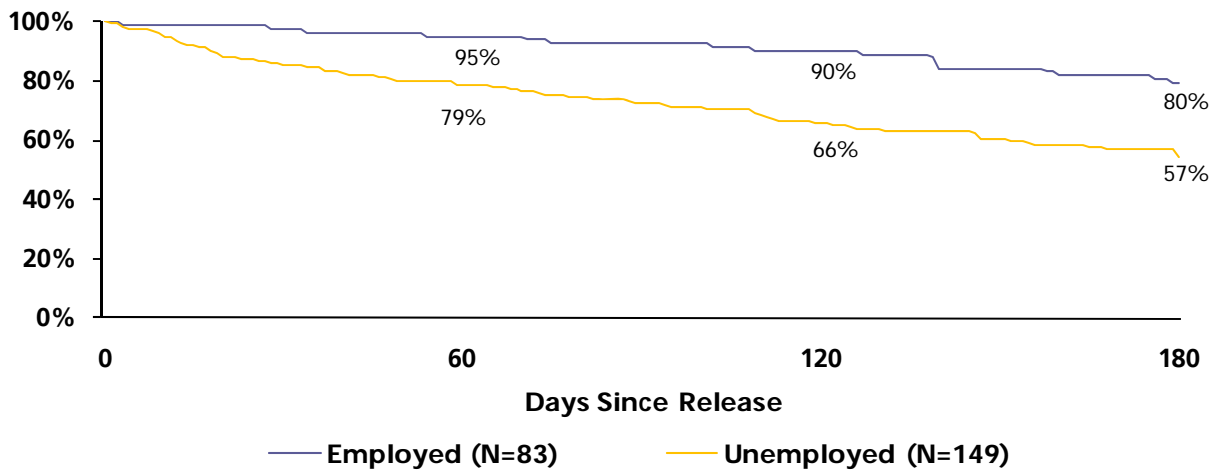
SOURCES: San Diego County Sheriff's Department and Parole Official Records, SANDAG SB 618 Third Annual Evaluation Report

Understanding when an individual is more likely to recidivate, in relation to the time released from prison, is not only helpful from a programmatic point of view (i.e., determining time and intensity of service provision), but from a fiscal perspective as well. That is, fewer days spent in prison equates to reduced cost to all systems involved. To assess this factor, a Kaplan-Meier survival analysis was used to explore differences in time to recidivate between the treatment and comparison groups, as well as differences between those with and without a job in the post period.

This analysis revealed no statistically significant differences in time to arrest in the six-month post period between the treatment and comparison groups. The average number of days until arrest was 148 for the treatment group and 141 for individuals in the comparison group (not shown).

However, as with the results of the regression analysis, there were significant differences by those with and without a job in the post period. The mean number of days until arrest for those who had not held a job in that time period was 134 days versus 168 days for those who held at least one job during the six months (not shown). As the survival plot illustrates in Figure 5.4, just about nine out of ten individuals who were employed (95% at 60 days and 90% at 120 days) had not been arrested compared to 79 percent and 66 percent of those without a job. At the end of the six-month period, 80% of individuals with employment were arrest-free compared to just over half (57%) of those not employed.

**Figure 5.4**  
**DAYS UNTIL ARREST IN SIX-MONTH POST PERIOD**  
**EMPLOYED VERSUS UNEMPLOYED**



SOURCES: San Diego County Sheriff's Department and Parole Official Records, SANDAG SB 618 Third Annual Evaluation Report

**SUMMARY**

A primary goal of SB 618 is to provide intensive services both in custody and in the community in an effort to reduce the likelihood of an ex-offender returning to prison. Not only is this a public safety issue, but also a cost-savings issue especially during these budget-tight times. To ascertain the impact of SB 618 on an ex-offender's behavior, data were gathered on in-custody rule violations, as well as arrests, convictions, and parole violations six months post-prison release. Because less than

half of the treatment group were eligible for inclusion in the in-custody and post-release analysis, the results should be viewed with caution and should be examined in the context of making any adjustments to the program implementation.

While not significant, almost three-quarters of treatment group individuals, who had received at least one service in the community, remained crime-free six months post-release compared to 60 percent of the comparison group. Conviction data showed that of the few people whose arrest resulted in a conviction, drug offenses were the most common type for the treatment group compared to “other” types for the comparison. As expected, multivariate and survival analysis revealed that individuals who had been employed at least once during the six months post-release were less likely to be re-arrested and returned to prison. In addition, SB 618 participants were more likely to have been employed, highlighting the value of the workforce development aspect of the program.

As the evaluation progresses, data for a larger sample will be available for analysis. In addition, as described in Chapter 2, the study groups will be matched to ensure that research findings are not biased. As a result, future reports will offer greater insight regarding the impact of SB 618.

**CHAPTER 6**  
**IMPACT EVALUATION: RISK REDUCTION**

## SUCCESS STORY: MOTIVATING SELF-TRANSFORMATION

Clarence has a 15-year criminal and substance abuse history, most of which involved repeated stays in jail and prison. The SB 618 needs assessment process revealed severe substance abuse and vocational issues, in addition to a lack of stable housing, no contact with his two children, and a lack of coping skills on which he could rely to prevent a drug relapse. Clarence was excited to be in the SB 618 program in order to change his life around, but was unsure that he could do it alone.

While in prison, Clarence met with his Prison Case Manager (PCM) at least three times per month who assisted him in enrolling in the Substance Abuse Program (SAP). Due to his dedication to staying sober, he completed his sentence in a drug treatment furlough (DTF) program. Upon release from DTF, Clarence's Community Case Manager (CCM) helped him obtain his California identification card, Social Security card, and receive medical coverage through the County Medical Services Program.

At prison exit, Clarence reported that his successful reentry would require having a good job, having his own place to live, and remaining sober. His path to recovery was not without struggle, however, as Clarence suffered a relapse. He immediately contacted his CCM who worked to place him in a detoxification program and then into a sober living program. Clarence took classes in welding and manufacturing and found work as a sandblaster at the shipyards only one month after completing his vocational classes.

Twelve months after his release, Clarence was employed in a well-paying job (receiving two raises since being hired), lived independently, and continued to remain sober. He summed up his experience by saying that SB 618 "helped [him] get to where [he] is today." With the help of SB 618, Clarence met the three goals he set out to achieve.



*NOTE: The name has been changed to protect the participant's privacy. Story based on life 12 months following prison release.*



# CHAPTER 6

## IMPACT EVALUATION: RISK REDUCTION

---

### INTRODUCTION

Addressing the needs of offenders (e.g., substance abuse, education, employment, and housing) has been found to facilitate the reentry process and relate directly to lowering recidivism rates. This process is referred to as risk reduction (Travis, Solomon, & Waul, 2001). With this information in mind, the impact assessment evaluates the results of SB 618 related to risk reduction, as well as recidivism. This chapter describes the impact of the program on social outcomes related to risk for continued criminal activity, including changes in needs, family and/or social bonds, housing stability, employment, and substance abuse issues. The majority of the information is available for the treatment group only. Whenever data are available for both the treatment and comparison groups, the analysis includes comparisons. Before discussing the research findings, the methodology is briefly described.

### METHODOLOGY

A variety of data collection methods were used to answer the questions related to risk reduction. Changes in needs were examined through a comparison of the Addiction Severity Index (ASI) administered upon program entry to the ASI conducted 30 days following prison release,<sup>1</sup> as well as based on perceptions of participants shared during follow-up interviews six months following prison release and input from friends and family members gleaned through satisfaction surveys administered at the same point in time. Follow-up interviews and friends/family surveys also provided information regarding changes in family and/or social bonds, housing, employment, and substance abuse issues. This information is augmented by data from official records regarding employment and drug test results. Chapter 2 provided more details regarding these research methods.

### MAJOR FINDINGS

- ▶ Participants' needs related to alcohol and other drug use decrease from program entry to release in the community.
- ▶ Family relationships improve during SB 618 program involvement, resulting in open communication and a high level of satisfaction with the relationships.
- ▶ Participants report that their friends are not involved in anti-social activities. That is, the majority indicated that their friends were employed and not involved in drug use, gangs, or other criminal activity.
- ▶ Over three-quarters (77%) of the treatment group secure stable housing within six months of release from prison, a key factor in preventing recidivism.
- ▶ Over half (56%) of the treatment group is employed during the six months following release from prison, a significantly higher proportion than for the comparison group (22%).

---

<sup>1</sup> As the evaluation progresses and more participants complete the program, changes in assessment data based on the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) will also be available.

## SAMPLE DESCRIPTION

To put the research findings in context, this section describes the characteristics of the groups completing the interviews and surveys.

### Follow-up Interviews

Follow-up interviews are conducted six months after release from prison with all treatment group participants who have signed an informed consent to participate in the research study.<sup>2</sup> Of the 108 treatment group participants who had been out of prison for at least six months (i.e., released from prison by January 31, 2009), 72 completed a follow-up interview by August 31, 2009, and 9 individuals were excluded due to inaccurate prison release dates, for a 73 percent response rate. This response rate is achieved through a number of efforts previously described in Chapter 2.<sup>3</sup>

The characteristics of participants completing follow-up interviews six months following prison release were compared to those not completing an interview (i.e., due to lack of response to repeated contact attempts or the inability to locate the potential respondent) in order to assess any potential bias in the interview results. As Table 6.1 shows, the two groups were similar with respect to gender, age, ethnicity, and highest conviction charge for the instant offense.<sup>4</sup>

**Table 6.1**  
**FOLLOW-UP INTERVIEW RESPONDENT CHARACTERISTICS SIMILAR TO NON-RESPONDENTS**

	Respondents	Non-Respondents
Age	35.29	33.70
Gender		
Male	76%	81%
Female	24%	19%
Race/Ethnicity		
White	42%	52%
Black	31%	26%
Hispanic	21%	19%
Other	7%	4%
Highest Conviction Charge		
Property	64%	78%
Drug	25%	19%
Other	11%	4%
<b>TOTAL</b>	<b>72</b>	<b>27</b>

*NOTE: Percentages may not equal 100 due to rounding.*

*SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report*

<sup>2</sup> These interviews included individuals still in the community, as well as those who re-offended and were in custody.

<sup>3</sup> Nine individuals could not be located and 16 individuals did not respond to repeated messages attempting to schedule interviews. An average of eight attempts were made to contact each person. Only two individuals refused to participate in the follow-up interview.

<sup>4</sup> As mentioned in Chapter 2, a significance level of .05 is used unless otherwise noted.

## Friends and Family Satisfaction Surveys

As part of the follow-up interview, the treatment group is asked a series of questions to identify individuals providing support in their lives. The research team uses this information to send a survey to the person listed most frequently to get their perspective on SB 618. Of the 72 treatment group participants completing a follow-up interview, 64 (89%) provided contact information<sup>5</sup> for a friend or family member. Of these individuals, 30 returned completed surveys by August 31, 2009, when analysis began (a 47% response rate). Respondents to this survey included family members (50%), significant others (20%), friends (23%), and counselors (7%); and about two-fifths (43%) currently lived with the participant. The average length of time acquainted with the participant was 18.95 years ( $SD=15.56$ , range 0.42 to 44.00). Though the likelihood that a friend or family member would return the survey may be related to the success of the participant, data from these surveys are included in this chapter to provide qualitative information regarding changes in participants and benefits of program participation not available from other sources.

## WERE THERE ANY IMPROVEMENTS IN PROGRAM PARTICIPANT NEEDS OVER TIME?

The primary measures regarding changes in need over time were based on the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) and ASI assessments. As described in Chapter 1, pre-test measures were collected as part of the pre-sentence assessment process for SB 618. All post-test measures were compiled upon SB 618 program completion. There was not a sufficient number of cases in the treatment group completing SB 618 for analysis at the time this report was prepared. However, the ASI was also administered 30 days following prison release to provide an intermediate measure of change in these critical factors related to reentry using differences in composite scores. Composite scores were calculated by giving equal weight to the dynamic elements assessed with the ASI (e.g., use in past 30 days, intensity of use over past 30 days, current need for treatment). Scores at each point in time are meaningful relative to each other only, not individually (McGahan, Griffith, Parente, & McLellan, 1986). A score of zero indicates no issues in the assessed area. Table 6.2 shows the average composite scores upon program entry compared to the same scores following release from prison. The difference between the average scores related to alcohol and other drug use indicates improvements over time (from 0.17 on average for alcohol use [range 0.00 to 1.00] and 0.23 for other drug use [range 0.00 to 5.00] each dropping to 0.05).

Participants' needs related to alcohol and other drug use decrease.

<sup>5</sup> Eight individuals could not identify a friend or family member appropriate to receive the survey.

**Table 6.2**  
**NEEDS RELATED TO DRUG AND ALCOHOL USE IMPROVED UPON COMMUNITY REENTRY**

	ASI Average Composite Score	
	Entry	30 Days Post-Prison Release
Alcohol Use	.17	.05
Other Drug Use	.23	.05
<b>TOTAL</b>		<b>76</b>

NOTES: Cases with missing information not included. Differences significant at .05 level.  
SOURCE: SB 618 Database, SANDAG SB 618 Third Annual Evaluation Report

Input from friends and family members regarding the ability of participants to cope following reentry into the community was solicited to qualitatively supplement the quantitative assessment data. Specifically, friends and family members were asked to rate how well the participant was doing six months following prison release on a four-point scale with one indicating “very well” and four indicating “not very well at all.” The results of these ratings are shown in Table 6.3. Two-thirds or more agreed that participants were staying out of trouble (97%), maintaining sobriety (93%), handling family obligations (90%), maintaining stable housing (89%), developing positive social relationships (86%), coping with stress (79%), meeting financial obligations (71%), and maintaining employment (68%).

**Table 6.3**  
**FRIENDS AND FAMILY NOTE POSITIVE BEHAVIOR IN PARTICIPANTS**

Staying out of trouble (not committing crimes)	97%
Staying clean and sober	93%
Handling family obligations	90%
Maintaining stable housing	89%
Developing positive social relationships	86%
Coping with stress	79%
Meeting financial obligations	71%
Keeping a job	68%
<b>TOTAL</b>	<b>28-29</b>

NOTES: Cases with missing information not included. Percent shown represents respondents who gave rating of “very well” or “somewhat well” on a four-point scale.  
SOURCE: Friends and Family Satisfaction Survey, SANDAG SB 618 Third Annual Evaluation Report

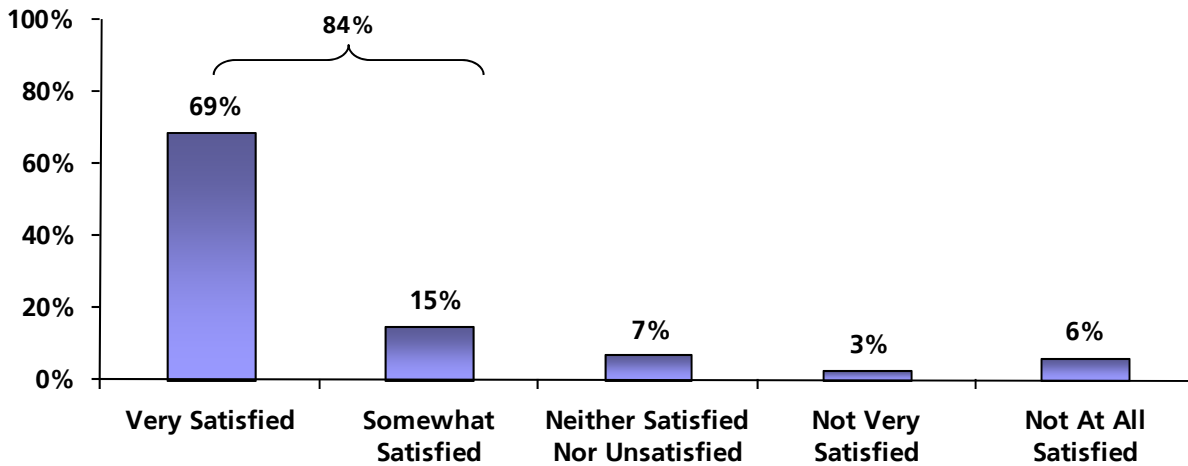
**WHAT IMPROVEMENTS WERE MADE IN PARTICIPANTS' FAMILY AND/OR SOCIAL BONDS FOLLOWING RELEASE FROM PRISON?**

Social supports (e.g., stable marriage/relationship, family support) have been identified as factors related to desistance from crime (National Research Council, 2008; Rosenfeld, Petersilia, & Visser, 2008), as well as reduced drug use and higher employment (Nelson, Deess, & Allen, 1999). To measure changes in social bonds, the follow-up interview included questions regarding relationships with family and friends, as well as involvement with a faith community.

Almost three-quarters (72%) of the respondents indicated that their relationship with their family was better than before they entered the SB 618 program, 24 percent said it was the same, and 4 percent believed it was worse (not shown).<sup>6</sup> The 67 individuals with a family were asked to rate their level of satisfaction with this relationship based on a five-point scale, with one indicating “very satisfied” and five indicating “not at all satisfied.” As Figure 6.1 shows, over four-fifths (84%) were at least “somewhat satisfied” with their family relationships.

Family relationships improve following SB 618 program entry, resulting in open communication and a high level of satisfaction with the relationships.

**Figure 6.1  
POSITIVE FAMILY RELATIONSHIPS**



TOTAL = 67

NOTE: Cases with missing information not included.

SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report

To examine the level of support from friends and family members, respondents to the follow-up interview were asked about the ability to talk honestly with these individuals. Almost everyone (99%) shared that they were able to talk honestly with an average of 6.85 family members and/or friends (SD=6.91, range 1 to 30). To examine the extent

Most participants indicate that their friends are not involved in anti-social activities.

<sup>6</sup> Four individuals could not rate the relationship because they had no family upon which to base an opinion.

to which SB 618 participants become supportive of one another, respondents were asked if they get support from other program participants and 40 percent indicated that they did (not shown). A follow-up question was included to explore the types of friends in the participants' support network. As Table 6.4 shows, three-quarters of the respondents indicated that their friends were employed (74%) and relatively few shared that their friends were involved in negative activities such as being incarcerated (18%), getting drunk (13%), committing illegal acts (11%), or using street drugs (7%). In addition, none of the respondents indicated that their friends were involved with gangs (0%).

**Table 6.4**  
**PARTICIPANTS REPORT THEIR FRIENDS GENERALLY AVOID ANTI-SOCIAL ACTIVITIES**

Employed, in school, or training full-time	74%
In prison or jail during the past year	18%
Frequently use alcohol to get drunk	13%
Involved in illegal activity	11%
Use street drugs	7%
Involved with gangs	0%
<b>TOTAL</b>	<b>65-70</b>

*NOTES: Cases with missing information not included. Percentage based on those indicating most or all friends engaging in the activity.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

The faith community has also been highlighted in the literature as a key player in preventing recidivism (Johnson, 2007; McRoberts, 2002). Based on information collected during follow-up interviews, 41 percent of respondents were currently actively involved in a faith community. About three-quarters (76%) of these 29 individuals had been involved for at least three months and attended services or faith-related events at least weekly (79%). Almost all (93%) of these 29 respondents indicated that participation in a faith community was supportive. Specifically, these participants shared that it helps maintain focus on positive behavior (52%), provides spiritual guidance (33%), and a support network (22%) involving open and honest communication (11%) with optimistic people (11%), motivation to stay out of trouble (11%), accepts one's past so one can move forward (7%), fills time (4%), and relieves stress (4%) (not shown).

## DID PARTICIPANTS MAKE IMPROVEMENTS IN OTHER AREAS OF THEIR LIFE?

### Housing

Data regarding stable housing was available for 95 participants released to the community for at least six months as of July 31, 2009, from records maintained by the Community Case Managers (CCMs). Over three-quarters (77%) of these individuals were in a stable living situation<sup>7</sup> (not shown). This level of housing stability is relatively high. For example, the Urban Institute's longitudinal study of prisoner reentry found that,

Over three-quarters of participants secure stable housing within six months of release from prison.

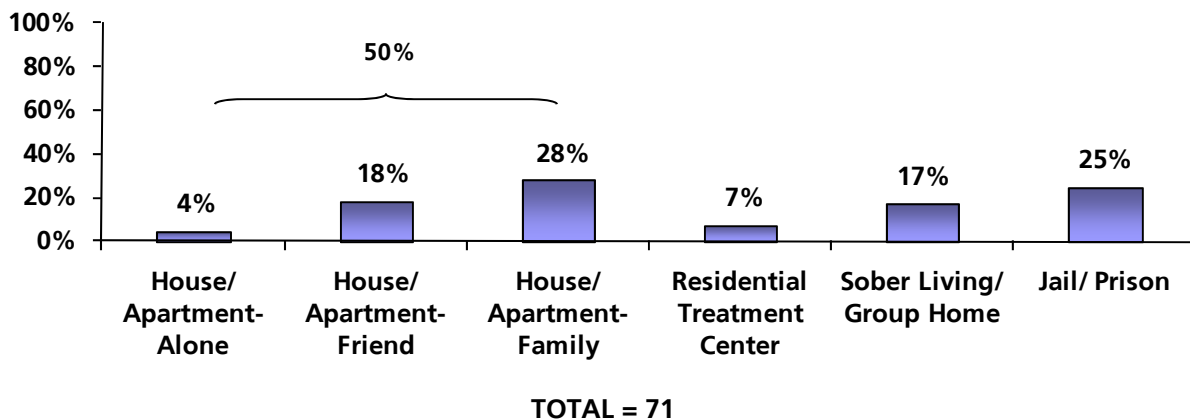
<sup>7</sup> Stable housing includes government supported and monitored accommodations, sober living, board and care, and residential treatment, as well as permanent housing (i.e., when an individual is responsible for paying rent/mortgage).

one year after prison release, about half (46%) of parolees considered their living arrangements temporary (Visher & Courtney, 2007). This stability was achieved immediately upon release for 70 percent of the participants according to CCM records. For the 22 individuals needing more time to achieve stability, the average number of days was 100.85 ( $SD=70.20$ , range 1 to 189).<sup>8</sup>

This housing stability was most likely related to housing referrals initiated while in custody. Specifically, about two-fifths (41%) of the treatment group were referred to housing assistance. This process began prior to leaving prison for 26 percent and almost three-quarters of these individuals (71%) used the referral. The relationship between stable housing and receiving referrals and following up on referrals was further explored revealing that individuals using the referrals provided prior to prison release were significantly more likely to achieve stable housing within six months of being in the community (86%) than those who did not follow-up (43%). This finding highlights the importance of identifying stable housing options while participants are in prison, rather than dealing with this issue after release.

The research findings related to housing are also supported by data collected directly from participants during follow-up interviews. Almost all SB 618 participants interviewed (92%) had a place to live upon release from prison. Of the six individuals who did not have a place to live, four “crashed” with a friend or family member and two lived on the streets. By the time of the interview, six months following release, no one was homeless (not shown). As Figure 6.2 shows, although one-quarter (25%) were in custody at the time of the interview, half (50%) were living in a house or apartment either with family (28%), with a friend (18%), or alone (4%).

**Figure 6.2**  
**ONE IN TWO PARTICIPANTS LIVE IN A HOUSE/APARTMENT SIX MONTHS POST-RELEASE**



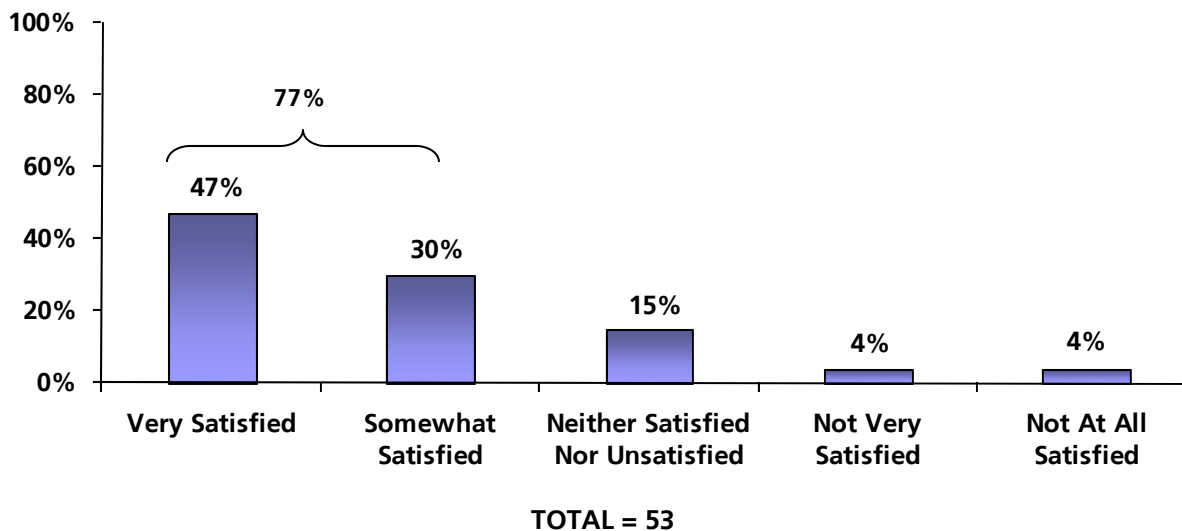
*NOTE: Cases with missing information not included.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

<sup>8</sup> The median was 137.50.

Of the 33 individuals who lived with someone, 58 percent lived with a relative, 45 percent with a friend or roommate, and 24 percent with a significant other (not shown). Satisfaction with these living arrangements (for those not in custody at the time of the interview) was high with over three-quarters (77%) indicating that they were somewhat or very satisfied (Figure 6.3). This high level of satisfaction may be related to housing stability.

**Figure 6.3**  
**HIGH SATISFACTION WITH LIVING SITUATION**



*NOTE: Cases with missing information not included.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

To examine residential stability, follow-up interview respondents were asked to specify the number of times they moved since their release from prison six months earlier. The majority (56%) were living in the same place where they initially lived following release. Of the 31 people who did move, the average number of times was 1.68 ( $SD=0.98$ , range 1 to 4). The most common reasons for these moves included wanting more independence (33%) and completing a program (26%) indicating that these moves are not necessarily negative (not shown).

### Employment

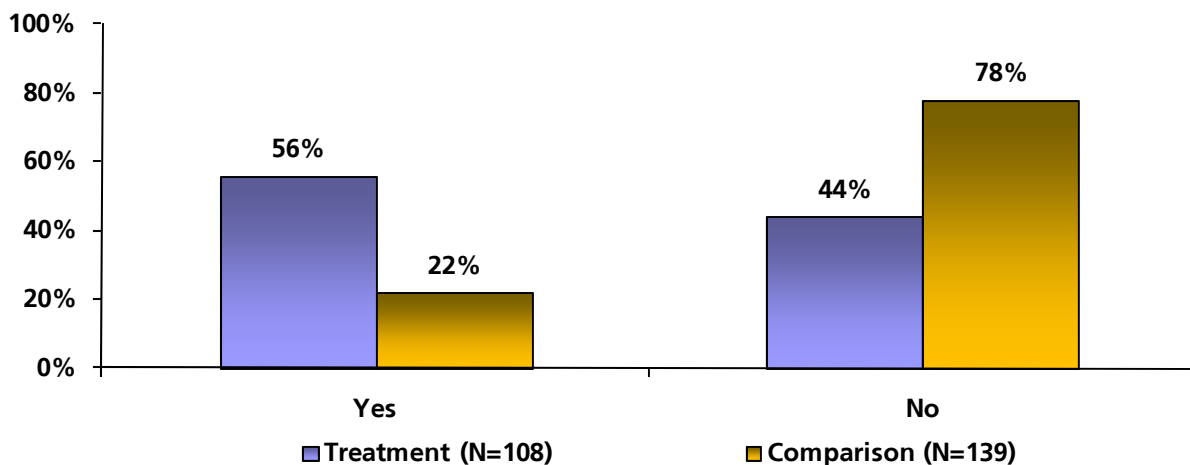
The relationship between employment and desistance from crime is related not only to income, but may also be tied to the social bonds also created (National Research Council, 2008). With respect to employment, data were collected from files maintained by the CCMs, the Vocational Specialists, and Parole. As Figure 6.4 shows, the treatment group was significantly more likely to be employed at some point during the first six months following prison release than the comparison group. Over half of the treatment group was employed at least once (56%) compared to

SB 618 participants are more likely to have a job six months following release compared to other ex-offenders.



22 percent of the comparison group.<sup>9</sup> The literature in corrections indicates that employment is more likely if offenders participate in vocational programming and abstain from drug use (Visher, Debus, & Yahner, 2008). Data regarding vocational programming participation was available for the treatment group only. Individuals in the treatment group receiving vocational programming in prison<sup>10</sup> were equally likely to have a job following prison release as those without vocational services, regardless of needs assessed related to vocational issues. Data regarding drug use was available for both study groups based on urinalysis tests administered by Parole. Those with no drug use in the first six months following prison release were equally likely to be employed as those with positive drug tests, which is consistent with an Urban Institute study finding that employment did not deter drug use (Visher, LaVigne, & Travis, 2004).

**Figure 6.4**  
**TREATMENT GROUP MORE LIKELY TO HAVE AT LEAST ONE JOB IN SIX MONTHS**  
**POST-RELEASE THAN COMPARISON GROUP**



NOTE: Cases with missing information not included.

SOURCES: CCM, Vocational Specialist, and Parole Records, SANDAG SB 618 Third Annual Evaluation Report

For the treatment group, additional information was available regarding full-time employment and wages based on CCM and Vocational Specialists' records. Of 52 treatment group cases employed at some point during the six months following prison release, about three-quarters were employed full-time (76%), with an average hourly wage of \$11.49 (SD=\$3.23, range \$7.13 to \$23.96).<sup>11</sup> While this average is higher than the \$9 median found in a longitudinal study of parolees in Illinois, Ohio, and Texas (Visher, Debus, & Yahner, 2008), it is lower than the local living wage. According to the San Diego Workforce Partnership (2008), the basic needs budget<sup>12</sup> for a single person in San Diego

<sup>9</sup> Lack of documentation in parole files for the comparison group may be impacting these results.

<sup>10</sup> Vocational programming in prison included courses in office services, word processing, welding, machine shop, cable technology, and cabinet making, as well as Prison Industries employment.

<sup>11</sup> The median hourly wage was \$10.30.

<sup>12</sup> A basic needs budget includes rent/utilities, food, transportation, healthcare, clothing/personal items, and taxes, with no money for entertainment, vacations or savings for education or retirement (San Diego Workforce Partnership, 2008).

is \$33,734 or about \$16 per hour. This research finding highlights the challenge of finding employment above a living wage in the current economic climate, which is beyond the scope of SB 618.

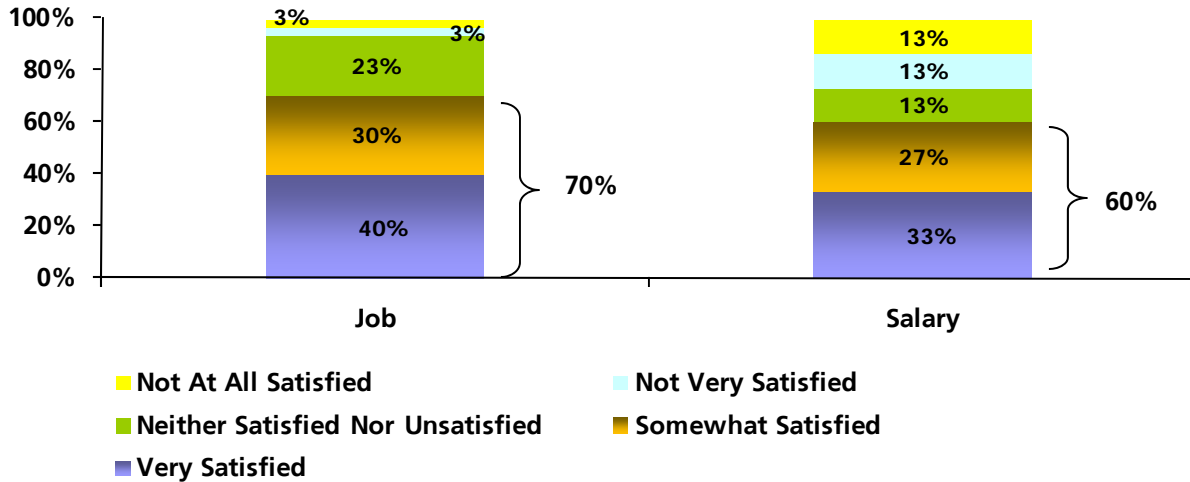
Given that these outcomes were for the first six months following release from prison, it is not surprising that time spent in these positions was relatively short, with an average of 3.40 months employed ( $SD=1.63$ , range 0.23 to 6.00), which is consistent with other studies regarding parolees (Visher, Debus, & Yahner, 2008).

The specific types of jobs obtained by participants during this period included construction (42%), food and beverage servers (20%), and sales (18%). According to the California Employment Development Department (no date-a), the top two occupations expected to have the most job openings in San Diego County from 2006 through 2016 are for salespeople and waiters, though they are relatively low-paying positions with a median hourly wage based on the first quarter of 2009 of \$12.12 for sales and \$9.91 for waiters (California Employment Development Department, Labor Market Information Division, no date-b).

The records maintained by the Vocational Specialists also documented whether treatment group participants were still employed six months after prison release and if they had any health benefits received through their employment. Of those employed at some point during the six-month follow-up period, over three-quarters (77%) were still employed at the end of that period and almost all of these individuals (94%) received health benefits. For the 13 individuals who ended or changed employment, reasons included finding a better job (5), being incarcerated (3), becoming disabled (2), quitting (2), being laid off (1), or being in a temporary position (1).

More details regarding employment were provided through the follow-up interviews. Following a screening question regarding employment status, the average hours worked per week for these 30 employed respondents was 37.87 ( $SD=15.84$ , range 10 to 80). Very few indicated that this position was the same one they had before prison (5 individuals or 17%) and over half (57%) took more than one month to find the job following prison release. The treatment group's level of satisfaction with the salary and position is shown in Figure 6.5. Over two-thirds were at least somewhat satisfied with their position (70%) and over half felt this way about their salary (60%). In addition, two-thirds (67%) planned to stay in their current position (not shown). While the relatively high level of satisfaction with employment is consistent with prior research (Visher, Debus, & Yahner, 2008), satisfaction with wages was slightly higher for the treatment group compared to the longitudinal study of parolees in Illinois, Ohio, and Texas where about half were satisfied with their salary (47% to 51%).

**Figure 6.5**  
**TREATMENT GROUP REPORT MODEST SATISFACTION WITH EMPLOYMENT AND SALARY**  
**DURING FIRST SIX MONTHS POST-RELEASE**



TOTAL = 30

NOTE: Cases with missing information not included.

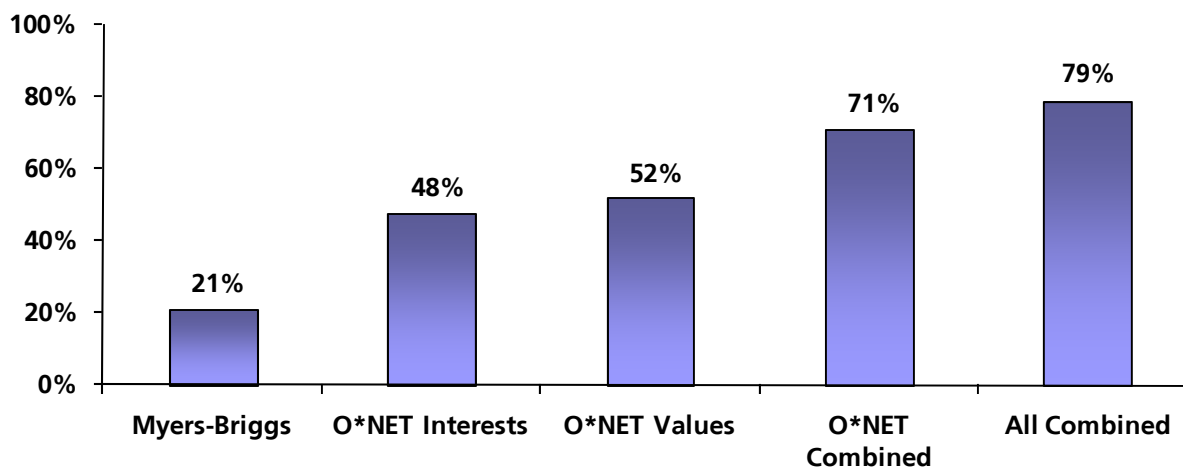
SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report

As previously discussed in Chapter 1, a series of vocational assessments (i.e., the Occupational Information Network [O\*NET] Values, Career Interests, and Abilities<sup>13</sup> and the Myers-Briggs Type Indicator® [MBTI]) are conducted with SB 618 participants while they are in prison, with the intent to use this information to guide participants in finding satisfying jobs when released into the community. In order to explore the value of these assessments, the results were compared to the actual jobs attained during the first six months in the community. As shown in Figure 6.6, O\*NET Interests and Values assessments contributed the most to identifying occupations that can be acquired in the community. That is, about half of those employed had jobs aligned with the results of the O\*NET Interests (48%) and Values (52%), compared to 21 percent of the Myers-Briggs. When the two O\*NET tools were combined, the proportion increased to 71 percent, and all three assessments together resulted in a 79 percent match to positions acquired. While this difference is statistically significant, the numbers are small and should be interpreted with caution. Further, the tight job market also may be impacting these results (i.e., the only jobs available may not be consistent with assessments). However, these data illustrate the importance of considering both career interests and values in the process of identifying satisfying careers, as discussed in the career assessment literature (Smith & Campbell, 2009).

The match between specific occupation recommended through the assessment process and job attained is highest when based on multiple assessments.

<sup>13</sup> The O\*NET Abilities tool assesses nine areas. Determination of occupation is based on the highest score across the nine areas. The data file available included only six areas. Any analysis would have been invalid and is therefore not included here.

Figure 6.6  
COMBINED ASSESSMENT RESULTS MATCH ACTUAL JOBS OBTAINED IN THE COMMUNITY



TOTAL = 52

NOTES: Cases with missing information not included. Difference between the O\*NET Combined and All Combined significant at .05 level.

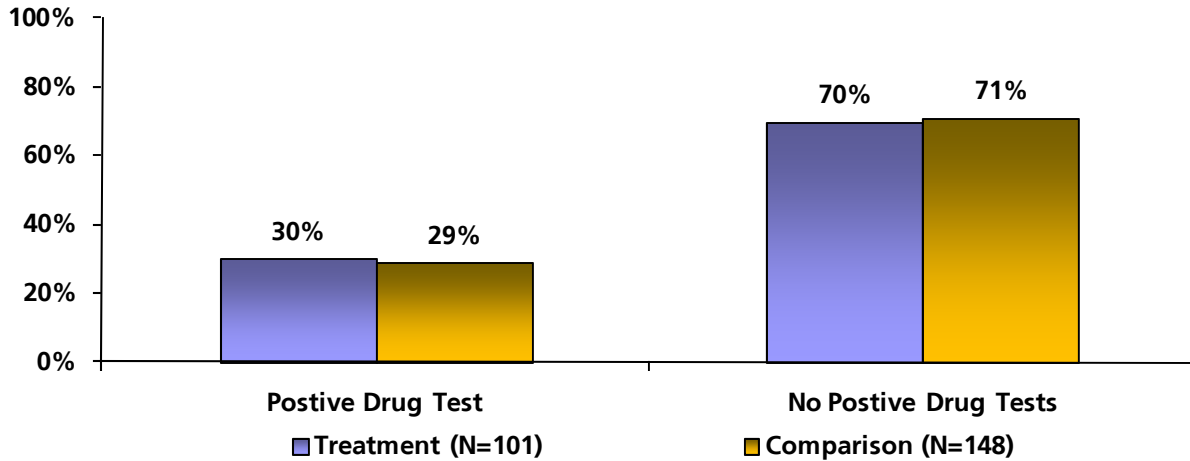
SOURCES: SB 618 Database and CCM and Vocational Specialists' Records, SANDAG SB 618 Third Annual Evaluation Report

### Substance Abuse

Measures regarding changes in substance abuse were obtained from parole records through drug urinalysis test results and self-report during follow-up interviews. Based on the results of urinalysis tests documented in parole records for treatment and comparison group cases with substance abuse issues (i.e., drug test orders), substance abuse was similar (Figure 6.7), reflecting the chronic nature of addiction. The level of alcohol and other drug use shared during follow-up interviews supported the findings based on drug test results, with 21 percent sharing that they drank more than five drinks in one day and about one-third (35%) indicating illicit drug use since release from prison. These findings are consistent with other reentry studies (La Vigne, Shollenberger, & Debus, 2009; Visser & Courtney, 2007). The types of drugs used during the six months immediately following prison release by these 25 respondents included methamphetamine (54%), marijuana (42%), crack (21%), and heroin (4%). However, most of these individuals indicated that they had not used any illegal drugs within the past 30 days (80%). For the five people sharing that they had used within the past 30 days, the average number of days used was 5.80 ( $SD=2.49$ , range 2.00 to 8.00).

About one-third of participants have positive drug tests during the six months following prison release, reflecting the chronic nature of addiction.

**Figure 6.7**  
**DRUG USE SIMILAR AMONG BOTH STUDY GROUPS**  
**DURING SIX MONTHS FOLLOWING PRISON RELEASE**



*NOTE: Cases with missing information not included.*

*SOURCES: Parole Records, SANDAG SB 618 Third Annual Evaluation Report*

As previously mentioned, qualitative information available through surveys with friends and family suggest improvements related to substance abuse. That is, 93 percent of the respondents rated the participant as doing at least somewhat well regarding “staying clean and sober.”

## SUMMARY

This chapter summarizes preliminary findings from the impact evaluation related to risk reduction. With respect to needs over time, the data indicate improvement over time. Specifically, issues related to substance abuse declined between program entry and reentry into the community. Further, input from friends and family members suggest that there are positive relationships with family members six months following prison release. Based on data from six-month follow-up interviews with the treatment group, it seems that participants are interacting with a circle of friends who do not engage in negative behavior. Further, a large proportion of the treatment group secured stable housing. Regarding employment, the treatment group was significantly more likely to be employed during the six months following prison release than the comparison group. While the data for the treatment group six months following prison release suggest improvements related to substance abuse, there was no significant difference between the treatment and comparison groups regarding the quantity of substance abuse detected. These results are relatively early in the process of reintegration in the community (i.e., based on the first six months following release from prison). As the evaluation progresses, more long-term data will be available, providing a more complete picture of the impact of SB 618.

**CHAPTER 7**  
**IMPACT EVALUATION: PROGRAM**  
**SATISFACTION**

## **SUCCESS STORY: RECONCILING WITH FAMILY**

José entered prison with a high school degree, two years of college, and 25 years of sales experience, which was interrupted by many prison stays. The SB 618 needs assessment process revealed a severe drug addiction and José acknowledged that substance abuse treatment was necessary for successful reentry. José's ultimate goal was to reunite with his family in Connecticut and in order to do so, José understood that he must stay clean and sober while on parole.

In prison, José's Prison Case Manager (PCM) assisted him in enrolling in the Substance Abuse Program (SAP) with which José was very satisfied. Upon release from prison, José met with his Community Case Manager (CCM) who helped him purchase work clothes, obtain bus passes, and find stable housing. Within four weeks of being released, José found full-time employment as a computer technician.

Noticing the progress José made during his transition from prison into the community, one person in his social support network shared that José was coping very well with stress and was happy with his job and ability to live independently. At 12 months post-release, José remains sober and employed. He also has taken the opportunity to improve his relationship with his family, including his children, and credits these improvements to SB 618 helping him stay clean and sober. With the help of SB 618, José is very close to achieving his goal of reuniting with his family on the East Coast.



*NOTE: The name has been changed to protect the participant's privacy. Story based on life 12 months following prison release.*

# CHAPTER 7

## IMPACT EVALUATION: PROGRAM SATISFACTION

---

### INTRODUCTION

An important measure of program impact is participant satisfaction. This information is of interest because the level of satisfaction can impact engagement in services and ultimately program effectiveness. This chapter examines satisfaction with services provided through SB 618 based on data collected through surveys and interviews with participants, as well as input from participants' friends and family members. Before discussing the research findings, the methodology is briefly described.

### METHODOLOGY

A variety of data collection methods was used to measure program satisfaction. Program participants were solicited for input at multiple points in time. First, satisfaction with the intake process was examined through a survey distributed three months after prison entry. Second, upon release to the community, participants were asked to complete another survey that addressed satisfaction with services in prison. Finally, follow-up interviews conducted six months following release from prison included questions regarding satisfaction with services in the community. At this same point in time, friends and family members were surveyed to obtain their perspective regarding the impact of SB 618. Chapter 2 provides more details regarding these research methods.

### SAMPLE DESCRIPTION

To put the research findings in context, this section briefly describes the characteristics of the groups completing the client satisfaction surveys (CSQs). The sample description for follow-up interviews and friends and family satisfaction surveys was previously described in Chapter 6.

### MAJOR FINDINGS

- ▶ Defense attorneys and probation officers provide useful information to participants.
- ▶ The multidisciplinary team (MDT) is rated favorably by participants.
- ▶ The Life Plan is seen as describing needs and including personal input.
- ▶ In-prison substance abuse treatment, education, and vocational programming are considered most helpful.
- ▶ The SB 618 prison experience is viewed by participants as more positive than prior prison terms, particularly due to the increased motivation to change.
- ▶ By the time treatment participants are released from prison, they believe that SB 618 could meet their needs.
- ▶ The community portion of SB 618 is rated favorably, as well as services brokered through community-based agencies.



The CSQs are mailed directly to all SB 618 participants who have signed an Informed Consent to participate in the research study. This treatment study group is referred to as treatment participants throughout this chapter. A letter is included to explain the purpose of the CSQ and assure the respondents that their information will remain confidential. A self-addressed, stamped envelope also is provided to help facilitate the prompt return of the completed questionnaire.<sup>1</sup> If there is no response to the first mailing within two weeks, a second packet is sent. The in-custody CSQ is mailed to treatment participants who have been in prison at least three months and the prison exit CSQ is sent as they are paroled.<sup>2</sup> As of August 31, 2009, 348 in-prison CSQs had been mailed with 255 returned, a 73 percent response rate. For the prison exit CSQs, 204 were mailed and 118 returned for a 58 percent response rate.<sup>3</sup>

Table 7.1 compares the characteristics of these CSQ respondents to those not completing the survey to determine if they differed in any systematic way. The CSQ respondents were similar to non-respondents with respect to race/ethnicity and highest conviction charge.<sup>4</sup> About two-fifths were White, about one-third Black, and one-fifth Hispanic. With respect to highest conviction charge, about half entered SB 618 due to property crime and one-third for drug-related offenses. However, there were two differences related to age and gender. First, older participants were more likely to return the in-prison CSQ than younger ones. Second, females were more likely than males to return the prison exit CSQ. Specifically, the average age was 36.32 for the in-prison CSQ group ( $SD=10.04$ , range 19 to 65), compared to 32.33 for non-respondents ( $SD=9.22$ , range 19 to 54), though they were in the same age cohort (i.e., mid-thirties). For the prison exit survey, 77 percent of the females surveyed responded, compared to 53 percent of males (not shown).

---

<sup>1</sup> Though incentives are provided for follow-up interviews (as described in Chapter 2), no incentives are offered for completing CSQs.

<sup>2</sup> Prison exit CSQs are mailed to respondents in prison about a month prior to release rather than during the initial days following release when these individuals are often under significant stress due to reentry into society, many of whom transition directly into residential substance abuse treatment where they are not allowed contact outside the facility for up to 30 days.

<sup>3</sup> Unavailable prison release dates resulted in not sending a prison exit CSQ to 12 participants. These cases are excluded from the response rate.

<sup>4</sup> As mentioned in Chapter 2, a significance level of .05 is used unless otherwise noted.

**Table 7.1  
RESPONDENT CHARACTERISTICS SIMILAR TO NON-RESPONDENTS**

	In-Prison CSQ		Prison Exit CSQ	
	Respondents	Non-Respondents	Respondents	Non-Respondents
<b>Age*</b>				
Mean	36.32	32.33	35.77	33.35
Range	19 – 65	19 – 64	19 – 61	19 – 59
Standard Deviation	10.04	9.22	9.02	9.65
<b>Gender**</b>				
Male	81%	87%	75%	90%
Female	19%	13%	25%	10%
<b>Race/Ethnicity</b>				
White	45%	44%	43%	49%
Black	32%	31%	32%	23%
Hispanic	19%	19%	18%	26%
Other	4%	5%	7%	2%
<b>Highest Conviction Charge</b>				
Property	56%	52%	58%	64%
Drug	36%	33%	31%	26%
Other	9%	15%	11%	10%
<b>TOTAL</b>	<b>255</b>	<b>93</b>	<b>118</b>	<b>86</b>

\* Differences significant at .05 level for in-prison CSQ.

\*\* Differences significant at .05 level for prison exit CSQ.

NOTE: Percentages may not equal 100 due to rounding.

SOURCES: SB 618 Database and San Diego County Sheriff’s Department, SANDAG SB 618 Third Annual Evaluation Report

**SATISFACTION WITH IN-CUSTODY SERVICES**

As previously mentioned, satisfaction with services provided while incarcerated was measured through two surveys. The in-prison CSQ, administered three months following prison entry, focused on the intake process (e.g., interactions with their defense attorney, probation, and multidisciplinary team [MDT]). The prison exit CSQ included questions about services received in prison and interactions with Prison Case Managers (PCMs). The results from these surveys are presented in the order of the SB 618 intake process.

**Defense Attorney**

As mentioned in Chapter 1, defense attorneys confirm their clients’ willingness to participate in the program. As Table 7.2 shows, two-thirds (64%) of respondents to the in-prison CSQ felt their defense attorney clearly explained the program. Of those who did not feel this way, most thought that their attorney could have spent more time explaining SB 618 (64%) and desired more information regarding what to expect from the program (57%). According to the San Diego County

Public Defender’s Office, there are approximately 450 to 500 criminal defense attorneys in San Diego County. To enable these attorneys to provide accurate information to participants and help alleviate any misunderstanding regarding program components, the Deputy District Attorney (DDA) in charge of case screening has provided periodic training to criminal defense attorneys (i.e., the defense bar) regarding program eligibility and program design, as well as submitted articles to the Criminal Defense Bar Association newsletter in San Diego. Though this outreach has been conducted throughout program implementation, many attorneys do not handle SB 618 cases regularly, which limits the ability for them to use what they learn on a regular basis and may explain why some participants do not feel adequately informed by their attorney.

**Table 7.2**  
**RESPONDENTS INDICATE THAT DEFENSE ATTORNEYS CLEARLY EXPLAIN SB 618**

<b>Do you feel the defense attorney explained the SB 618 program clearly to you?</b>	
Yes	64%
No	36%
<b>TOTAL</b>	<b>251</b>
<b>If no, what could the defense attorney have done better?*</b>	
Spent more time explaining the program	64%
Told me what to expect from the program	57%
Told me what I would be required to do if I participated	36%
Been more clear about how long it is	28%
Been clearer it wouldn’t change my sentence	24%
<b>TOTAL</b>	<b>89</b>

\* Percentages based on multiple responses.

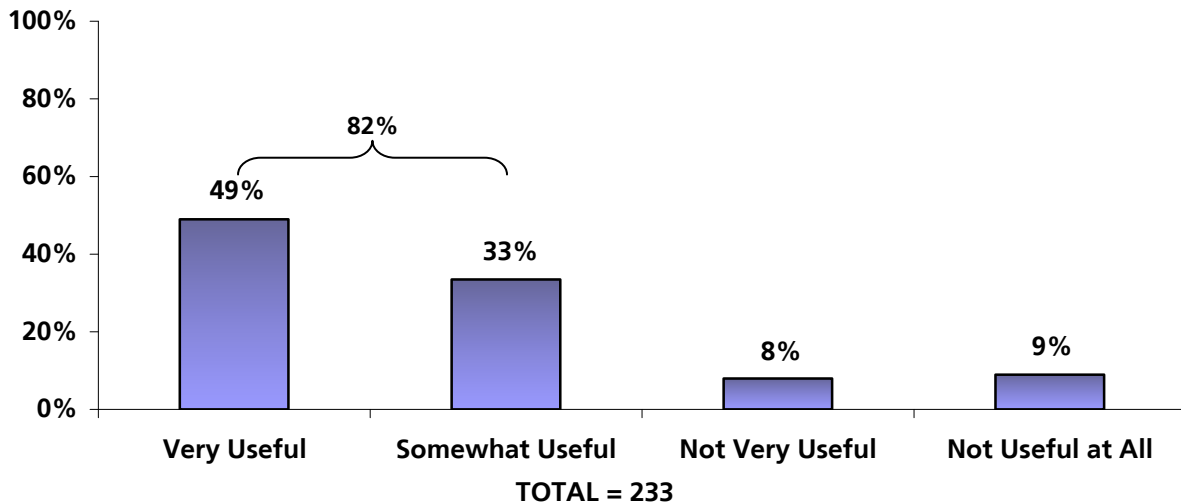
NOTE: Cases with missing information not included.

SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

### **Probation Officer**

The SB 618 intake process involves a meeting between the participant and a Probation Officer (PO) in jail prior to sentencing. As described in Chapter 1, during this meeting, the PO conducts a pre-sentence interview using motivational interviewing techniques to examine the risk factors for re-offending. Treatment participants were asked on the in-prison CSQ to rate the usefulness of this meeting on a four-point scale, with one indicating “very useful” and four “not useful at all.” As Figure 7.1 shows, over four-fifths (82%) of respondents felt meeting with the PO was at least somewhat useful (49% said “very useful” and 33% said “somewhat useful”).

**Figure 7.1**  
**RESPONDENTS REPORT INITIAL MEETING WITH PROBATION OFFICER AS USEFUL**



NOTE: Percentages do not equal 100 due to rounding.

SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

To further explore the interaction between the PO and SB 618 participants, in-prison CSQ respondents were asked to rate the PO regarding the statements shown in Table 7.3 on a four-point scale, with 1 indicating “strongly agree” and 4 “strongly disagree.” Overall, respondents viewed the interactions with the PO positively. Nearly all (95%) agreed that the PO treated them fairly and with respect, and over four-fifths were more motivated due to the help received from the PO (87%), felt that the PO was supportive (85%), and noted that the PO seemed to care about their future (85%). About two-thirds (68%) also believed that the PO was knowledgeable about the SB 618 program.

The majority of treatment participants feel respected and are motivated by the PO and MDT members.

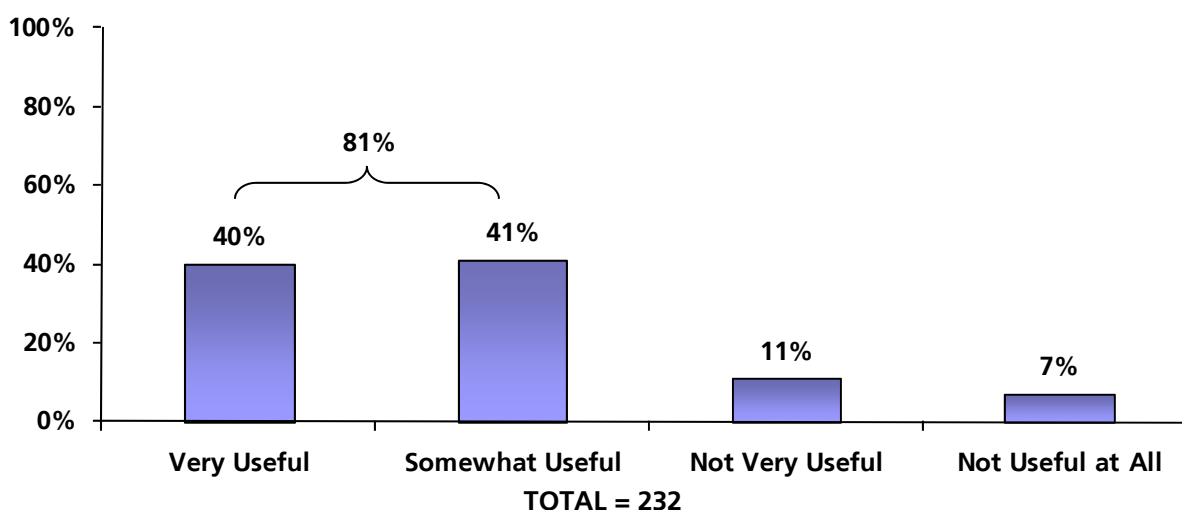
**Table 7.3**  
**RESPONDENTS VIEW INTERACTIONS WITH THE PROBATION OFFICER AS POSITIVE**

The Probation Officer...	
Treated me fairly and with respect	95%
Helped me feel more motivated	87%
Was supportive	85%
Seemed to care about my future	85%
Was knowledgeable about SB 618	68%
<b>TOTAL</b>	<b>218-241</b>

NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of “strongly agree” or “agree” on a four-point scale.

SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

**Figure 7.2**  
**RESPONDENTS PERCEIVE MULTIDISCIPLINARY TEAM MEETINGS AS USEFUL**



NOTES: Cases with missing information not included. Percentages do not equal 100 due to rounding.  
 SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

### Multidisciplinary Team

As described in Chapter 1, a MDT (comprised of the PO, PCM, Prison Classification Counselor, and Community Case Manager [CCM]) meets with participants while they are in local custody to discuss results from assessments and begin to design the Life Plan. Respondents to the in-prison survey were asked to rate the usefulness of this meeting. About four-fifths (81%) said the MDT was very or somewhat useful (Figure 7.2).

The same follow-up questions regarding interactions with the PO also were included about the MDT with similar results (Table 7.4). Nearly all (95%) of the surveyed participants felt they were treated fairly and with respect by the MDT members, 85 percent viewed the MDT as supportive and were motivated by the team, 84 percent believed that the MDT cared about their future, and about 74 percent perceived the MDT as knowledgeable about the program.

**Table 7.4**  
**RESPONDENTS VIEW INTERACTIONS WITH MULTIDISCIPLINARY TEAM AS POSITIVE**

The MDT...	Percentage
Treated me fairly and with respect	95%
Was supportive	85%
Helped me feel more motivated	85%
Seemed to care about my future	84%
Was knowledgeable about SB 618	74%
<b>TOTAL</b>	<b>219-235</b>

NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of "strongly agree" or "agree" on a four-point scale.

SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

**Prison Case Management**

As Chapter 1 described in detail, SB 618 includes prison case management in order to ensure expedited access to in-prison programs. The prison exit CSQ asked treatment participants for their opinions regarding the frequency of PCM contact, as well as to rate the interactions with their PCM. Almost three-quarters (72%) felt that PCM contact was often enough and around one-fourth (28%) preferred more frequent meetings (not shown). The details regarding average number of contacts was previously discussed in Chapter 4.

While most participants report positive feelings toward their PCM, many feel that prison case management is not as effective as it could be.

With respect to interactions with their PCM, respondents were asked to rate the statements listed in Table 7.5 on a five-point scale, with 1 indicating “never” and 5 “always.” In general, the treatment group had favorable views of the PCMs. About three-quarters believed that the PCM cared about them as individuals (75%) and took their needs and interests into account when placing the participant in programs (74%); almost two-thirds (62%) also reported that they had discussed the Life Plan with the PCM. However, the ability of the PCM to advocate for participants is less clear. Specifically, only half (50%) felt that they entered prison programs more quickly than non-SB 618 participants and less than half (44%) indicated that their PCM made the prison system less complicated. To explore possible reasons for these lower ratings, the ratings provided by respondents at the California Institution for Women (CIW) were compared to those for treatment participants at the Richard J. Donovan (RJD) Correctional Facility. Though a larger proportion of the treatment group in CIW consistently rated these statements more positively than individuals serving sentences in RJD, the differences are not statistically significant with one exception. Female treatment participants were significantly more likely to agree that their PCM makes the prison system less complex (69% compared to 35% of participants at RJD). Institutional constraints may be related to this difference (e.g., the challenges related to implementing vocational programs in RJD previously described in Chapter 1, the logistics of moving inmates to programming locations in the more restricted setting at RJD compared to the more open environment at CIW).

**Table 7.5  
RESPONDENTS VIEW INTERACTIONS WITH PRISON CASE MANAGER AS POSITIVE**

My PCM cared about me as a person	75%
My PCM did take my needs and interests into account when placing me in programs	74%
My PCM talked to me about my Life Plan	62%
I got into prison programs more quickly because of my PCM	50%
My PCM made the prison system less complicated	44%
<b>TOTAL</b>	<b>112-117</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of “always” or “often” on a five-point scale.*

*SOURCE: Client Prison Exit Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report*

## Life Plan

As previously described in Chapter 1, a Life Plan, based on each individual participant's needs, delineates the strategies designed to help the participant succeed in reentering society. This Life Plan is made available to participants throughout the SB 618 program. To explore the extent to which the Life Plan was made available to participants and incorporated their input, the in-prison and prison exit CSQs, friends and family surveys, and the follow-up interview included questions about the Life Plan.

Most participants feel that their input has been incorporated into their Life Plan.

Three-fifths (60%) of the respondents had received a copy of their Life Plan within the first three months of their prison stay (Table 7.6), increasing to 76 percent at exit. Additional analysis revealed that receiving a copy of the Life Plan within three months following prison entry was more likely if the defense attorney explained the program clearly (63% versus 44%) (not shown), suggesting that a clear understanding of the program early in the process enables participants to know about the Life Plan and ask for a copy of it if one is not received.

In addition, receiving a copy of the Life Plan early in the prison term was more likely if the participants were more motivated to change (63% compared to 29%) and if they believed that SB 618 was appropriate to their needs or might be (67% compared to those who felt SB 618 was inappropriate [21%]) (not shown), illustrating the importance of incorporating participants into the process of developing the Life Plan. Knowledge of Life Plan elements (signified by having a copy of it) may increase motivation to change and the belief that SB 618 is appropriate in meeting a participant's needs. Prisoners in CIW were more likely to report receiving a copy of the Life Plan than those at RJD (83% of those in CIW compared to 49% of prisoners in RJD) (not shown), which may be related to the less restrictive setting at CIW in which information sharing between the PCMs and participants is facilitated.

As Table 7.6 shows, of those with a copy of the Life Plan, over four-fifths felt it described their needs and goals at least somewhat well and the majority of treatment participants provided input on their Life Plan. Of those providing input, about three-fifths (61%) indicated that this input was used in the development of the plan within the first three months of the prison term, increasing to 81 percent by the time of prison release, suggesting that the PCMs and CCMs are listening to participants and updating the Life Plan accordingly as the prison release date approaches.

As previously described in Chapter 1, modifications to the MDT process were made in May 2008 to ensure that participants had the opportunity to provide input into their Life Plan as early in the process as possible. Analysis of the in-prison CSQ data indicated that this change had a positive impact, with significantly more individuals participating in the MDT after the programmatic change indicating that their input was used in developing the Life Plan compared to those surveyed prior to the MDT modification (not shown).

**Table 7.6**  
**RESPONDENTS PROVIDE INPUT IN LIFE PLAN DESIGN WHILE IN PRISON**

	In-Prison CSQ	Prison Exit CSQ
<b>Have you received a copy of your Life Plan?*</b>		
Yes	60%	76%
No	40%	24%
<b>TOTAL</b>	<b>108</b>	<b>96</b>
<b>If yes, how well do you think it describes your needs and goals?</b>		
Very well	31%	35%
Somewhat well	52%	54%
Not very well	8%	6%
Not well at all	9%	5%
<b>TOTAL</b>	<b>64</b>	<b>65</b>
<b>Did you give input on your Life Plan?</b>		
Yes	82%	87%
No	18%	13%
<b>TOTAL</b>	<b>50</b>	<b>93</b>
<b>If yes, was your input included in the Life Plan?*</b>		
Yes	61%	81%
No	5%	4%
Don't know	34%	15%
<b>TOTAL</b>	<b>41</b>	<b>74</b>

\* Differences significant at .05 level.

NOTE: Cases with missing information not included.

SOURCES: Client In-Prison and Prison Exit Satisfaction Questionnaires, SANDAG SB 618 Third Annual Evaluation Report

The follow-up interview administered six months following prison release also included questions regarding the Life Plan. At the time of these interviews, 82 percent of the treatment group knew about the Life Plan, 90 percent of whom indicated that they had provided input into it and 93 percent had received a copy of it. Of the 52 people providing input, 92 percent felt that their contributions had been included in the design of the Life Plan. Of those receiving a copy of it, over three-quarters (79%) had a copy six months following release from prison, all but one of whom believed that the plan described their goals well (not shown).

According to the SB 618 program design, the Life Plan is a “living” document that changes over time as the circumstances of the participant evolve. To examine this dynamic process, the prison exit CSQ and follow-up interview included questions regarding Life Plan modifications. Table 7.7 presents the results for the cases completing both a prison exit CSQ and follow-up interview six months following prison release. About one-third indicated that the Life Plan changed over time. The relatively low proportion reporting Life Plan changes suggests that the complexity of the issues outlined in the Life Plan (e.g., substance abuse, educational needs) requires time before the issues can be fully addressed and the plan changed. When the Life Plan was modified, about two-thirds (64%) reported that their input was used in making the changes, consistent with the SB 618 program design.



**Table 7.7**  
**RESPONDENTS INDICATE LITTLE CHANGE IN LIFE PLAN DURING PRISON STAY**

	Prison Exit CSQ	Follow-Up Interviews
<b>Did your Life Plan change?</b>		
Yes	28%	39%
No	72%	61%
<b>TOTAL</b>		<b>36</b>
<b>If yes, was your input used in making the changes?</b>		
Yes	86%	64%
No	14%	36%
<b>TOTAL</b>	<b>7</b>	<b>14</b>

NOTE: Cases with missing information not included.

SOURCES: Client Prison Exit Satisfaction Questionnaire and Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report

### Helpfulness of Prison Programs

The prison exit CSQ included questions regarding in-prison service participation. Those respondents indicating participation in each program were asked to rate the helpfulness of that program on a four-point scale, with one indicating “very helpful” and four “not helpful at all.” The responses to these questions are shown in Table 7.8. In general, treatment participants felt that the in-custody services were helpful. Drug Treatment Furlough (DTF) participation was viewed as helpful by 100 percent of the participants, vocational programming by 85 percent, and Substance Abuse Programs (SAP) and educational programs by 83 percent each. The majority of respondents provided positive ratings for medical and/or dental services (74%) and mental health services (64%).

In-prison substance abuse treatment, education, and vocational programming have the highest ratings in terms of helpfulness.

**Table 7.8**  
**IN-PRISON SUBSTANCE ABUSE, VOCATIONAL, AND EDUCATION PROGRAMS RATED AS MOST HELPFUL**

	Helpful	Not Helpful	Total
DTF*	100%	0%	<b>16</b>
Vocational	85%	15%	<b>65</b>
SAP	83%	17%	<b>87</b>
Education	83%	17%	<b>75</b>
Medical/Dental	74%	26%	<b>85</b>
Mental Health	64%	36%	<b>25</b>

\* Though this program is provided through organizations outside the prison, days participating in DTF are considered custody days.

NOTES: Cases with missing information not included. Helpful is based on respondents who gave a rating of “very helpful” and “helpful” on a four-point scale. Not Helpful is based on “not helpful” and “not helpful at all.”

SOURCE: Client Prison Exit Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

◆ SB 618 PARTICIPANT PRISON EXIT CSQ ◆

*"I feel [DTF] is definitely more personal in dealing with my issues."*

### Opinions of Prison Programs

Respondents participating in vocational programs and the two substance abuse treatment options (i.e., SAP and DTF)<sup>5</sup> were asked to rate a series of statements regarding their experiences with each program on a five-point scale, with one indicating "never" experiencing it and five "always." The percentages presented in Table 7.9 are based on respondents indicating that the statement is true "often" or "always," except as noted. For vocational programs, the treatment group felt that the equipment in the classroom was up-to-date, the instructors were knowledgeable, and the program will help in getting a job upon release (75% each). About two-thirds (66%) also viewed the vocational program as consistent with their career interests and abilities.

Views about DTF were more positive than for SAP. Though the data should be interpreted with caution because of the small sample size and the fact that participation in DTF is restricted to eligible offenders (i.e., based on classification criteria), the differences are worth consideration. While about four-fifths (81%) of the respondents participating in DTF felt able to be open and honest about their addiction, only 59 percent of those in SAP shared this view. Further, a higher proportion of DTF participants (75%) than SAP participants (44%) indicated that the model was a good fit for them. These differences may be due to the match between the learning styles of each SB 618 participant and the DTF and SAP program designs. With respect to having enough time in the program to facilitate recovery, relatively few SAP and DTF participants thought that they had enough time (14% and 8%, respectively).

---

<sup>5</sup> SAP is offered within the prison walls and DTF is a program in the community, though individuals are still considered in custody during participation.

**Table 7.9**  
**PARTICIPANTS HAVE POSITIVE OPINIONS OF IN-PRISON PROGRAMS**

<b>Vocational</b>	
The vocational equipment was up to date	75%
The vocational instructor was knowledgeable in the subject	75%
The vocational program will help me get a job on the outside*	75%
The vocational programs matched my interests and abilities	66%
<b>TOTAL</b>	<b>60-65</b>
<b>SAP</b>	
I felt safe enough with SAP staff to be open and honest about my addiction	59%
The treatment model used in SAP was a good fit for me	44%
I had enough time in SAP to help me in my recovery	14%
<b>TOTAL</b>	<b>72-85</b>
<b>DTF**</b>	
I felt safe enough with DTF staff to be open and honest about my addiction	81%
The treatment model used in DTF was a good fit for me	75%
I had enough time in DTF to help me in my recovery	8%
<b>TOTAL</b>	<b>13-16</b>

\* Percentage based on those agreeing or strongly agreeing.

\*\* Though this program is provided through organizations outside the prison, days participating in DTF are considered custody days.

NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of "always" or "often" on a five-point scale (unless otherwise noted).

SOURCE: Client Prison Exit Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

◆ SB 618 PARTICIPANT PRISON EXIT CSQ ◆

*"It's actually a very good program. I think it has a lot of benefits to help inmates and parolees successfully do their time, and successfully re-enter and become completely successful in society. With the help of SB 618, I look forward to taking advantage of all their programs to help better myself."*

The friends and family survey also included questions about the extent to which services offered in prison through SB 618 were helpful. Table 7.10 shows the specific prison programs listed on the survey and the proportion of friends and family members indicating that the treatment participant found the service helpful. Over half of the 20 friends and family members (who were informed by the participant regarding helpful aspects of SB 618) specified substance abuse treatment in general (70%), education (60%), vocational training (55%), and prison case management (55%) as helpful. Friends and family members less frequently specified medical, dental, mental health treatment, and medication management as helpful, which may be related to the issues faced within the prisons statewide related to these services mentioned in Chapter 1.

**Table 7.10**  
**FRIENDS AND FAMILY MEMBERS VIEW SUBSTANCE ABUSE SERVICES, EDUCATION, VOCATIONAL TRAINING, AND PCM IN PRISON AS MOST HELPFUL**

Substance abuse services in general	70%
Education	60%
Vocational training	55%
Prison case management	55%
Medical services	35%
Dental services	30%
Mental health treatment	25%
Medication management	15%
<b>TOTAL</b>	<b>20</b>

NOTE: Cases with missing information not included.

SOURCE: Friends and Family Satisfaction Survey, SANDAG SB 618 Third Annual Evaluation Report

◆ SB 618 FRIENDS AND FAMILY CSQ ◆

*"I am grateful to... our local government for offering the SB 618 Program to law offenders such as my brother... Although my brother had been in and out of jail for 18+ years... it is in my humble and personal opinion that [without] the help of [SB 618], my brother would not be on the path to success today ... [he] is... managing his personal matters (i.e., full-time job, independent living, child support, etc.) with dignity and pride... The SB 618 Program has assisted [him] in becoming a valuable member to his family, and contributing member to his community... Thank you..."*

### Meeting Needs While in Prison

Respondents were asked a series of questions about SB 618 with respect to how the program meets their needs, if they believe it will make a difference in their life, and if they would recommend it to others. Some questions were included on both the in-prison and prison exit CSQs, while others were only asked at one point in time. As the following summary describes in detail, the ability of the program to meet the needs of participants was not always clear during the initial months of incarceration but became more obvious by the time of release back into the community.

By the end of the prison stay, most participants feel that SB 618 has met their needs.

Both the in-prison and prison exit CSQs included questions to examine if the program was appropriate to their needs. Since the in-prison survey was administered only three months after prison entry, respondents were asked to simply specify "yes," "no," "maybe/not sure," or "haven't received any services yet" (Table 7.11). Over one-third (37%) felt SB 618 was appropriate to their needs so far and for about another one-third (30%), three months into prison was too early to determine. Delays in service delivery for about one-fifth (21%) limited the formation of their opinions at the time the in-prison CSQ was completed. About one in ten (12%) indicated that the program did not meet their needs. Participants in CIW were significantly more likely to indicate that SB 618 was meeting their needs than those in RJD (not shown).

**Table 7.11**  
**ABILITY TO MEET NEEDS UNCLEAR THREE MONTHS AFTER PRISON ENTRY**

Has SB 618 been appropriate to your needs so far?	
Yes	37%
No	12%
Maybe/Not Sure Yet	30%
Haven't Received Services	21%
<b>TOTAL</b>	<b>247</b>

*NOTE: Cases with missing information not included.*

*SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report*

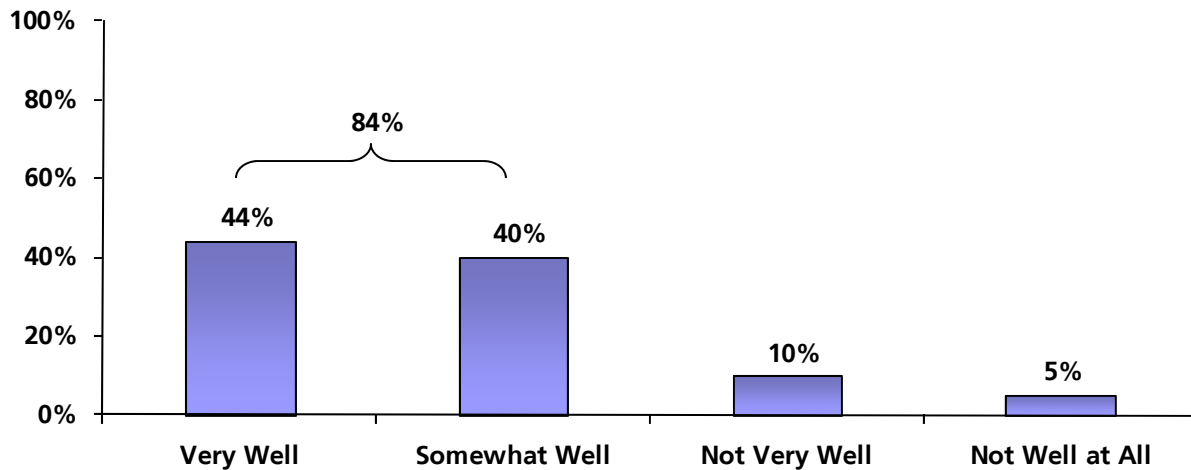
Additional analysis of in-prison survey results revealed that a number of other survey responses were significantly related to feeling that the program was appropriate to their needs, including:

- ▶ believing that SB 618 will make a difference (68% versus 0% of those who did not recognize the benefit of the program);
- ▶ feeling more motivated to change compared to prior prison terms (49% versus 14%);
- ▶ receiving clear explanations about SB 618 from their defense attorney (47% compared to 17%);
- ▶ feeling that MDT meetings were useful (46% compared to 5%);
- ▶ having received a copy of the Life Plan (45% versus 27%);
- ▶ viewing meetings with the PO as useful (45% compared to 5%); and
- ▶ being motivated by the MDT (42% versus 9%) (not shown).

These findings illustrate the importance of informing participants about how SB 618 works, building rapport, and motivating participants from the beginning of the program. Treatment participants with clear information from defense attorneys, a copy of the Life Plan, and useful interactions with the PO and MDT are more likely to understand the benefits of the program, suggesting the importance of staff training to ensure consistency in the way participants are treated and in the information provided to participants. Further, motivated individuals are more likely to realize the link between the program and their needs, highlighting the value of utilizing motivational interviewing techniques in interactions between staff and participants.

At prison exit, this question was changed to include a rating of how well the program met participants' needs while in prison on a four-point scale, with one indicating "very well" and four "not well at all" (Figure 7.3). Over four-fifths (84%) of the respondents indicated that the program met their needs at least somewhat well in prison (44% specifying very well and 40% somewhat well). These relatively high ratings shared at prison exit contrast to the uncertainty revealed through the in-prison surveys administered three months following prison entry, suggesting that the program was able to begin the process of meeting participant needs later during the prison stay.

**Figure 7.3**  
**SB 618 MEETS NEEDS BY THE TIME OF PRISON RELEASE**



**TOTAL = 115**

*NOTE: Percentages do not equal 100 due to rounding.*

*SOURCE: Client Prison Exit Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report*

### Comparison to Prior Prison Experiences

Almost three-quarters (72%) of the respondents to the in-prison CSQ indicated that they had served a prior prison term (not shown). Those with prior prison experience were asked to specify the differences between their current stay in prison and previous prison terms. The survey provided specific response choices, including four positive differences and three negative differences, as shown in Table 7.12. Overall, the majority felt this prison experience was more positive than previous ones, with over four-fifths (85%) sharing positive differences and only around one-third (38%) indicating negative differences.

Prison with SB 618 is considered more positive than prior prison experiences.

With respect to positive differences, 79 percent felt more motivated to change, 60 percent were more likely to attend in-prison services, and 57 percent each felt they were not wasting their time during this prison experience and noticed that more people were providing support. Negative differences included reduced optimism (18%), no differences at all (9%), and wasting time (8%).

**Table 7.12**  
**RESPONDENTS VIEW THE SB 618 PRISON EXPERIENCE MORE FAVORABLY**  
**THAN PRIOR PRISON TERMS**

<b>Positive differences</b>	85%
More motivated to change	79%
More motivated to attend programs/classes	60%
Not wasting time	57%
Have more people supporting me	57%
Other positive difference*	19%
<b>Negative differences</b>	38%
Less optimistic about future	18%
Nothing is different	9%
Wasting more time now	8%
Other negative difference**	10%
<b>TOTAL</b>	<b>181</b>

\* Other positive differences include hope, good foundation, professional staff, additional resources, education, vocational training, substance abuse treatment, employment, reuniting with family, stopping substance abuse, serving time closer to home, and having complaints addressed.

\*\* Other negative differences include broken promises, delayed or interrupted in-prison programs, overall dissatisfaction, forced participation in services, and need for more interaction.

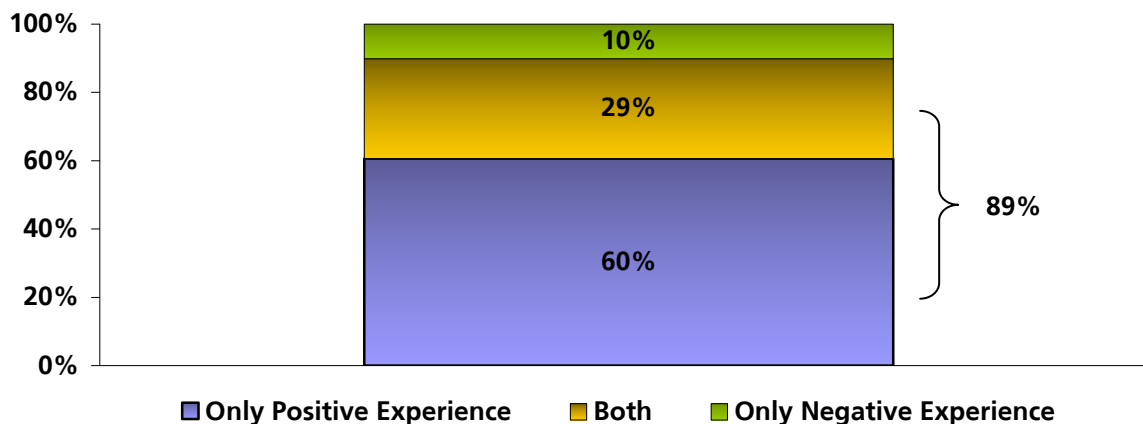
NOTES: Cases with missing information not included. Percentages based on multiple responses.

SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

◀ SB 618 PARTICIPANT IN PRISON ▶

*"I have more professional persons that are about me making a positive future for myself, which in turn motivates me to do well."*

**Figure 7.4**  
**RESPONDENTS INDICATE SB 618 PRISON EXPERIENCE MORE POSITIVE COMPARED TO PAST**



TOTAL = 172

NOTE: Cases with missing information not included.

SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

Since respondents could specify both positive and negative differences, the data were recoded to determine the proportion indicating only positive differences, only negative, or both. As Figure 7.4 shows, 89 percent of the respondents shared either all positive experiences or both positive and negative.

Analysis comparing perceptions across the two prisons (i.e., RJD and CIW) revealed that both groups were equally likely to share positive differences regarding this prison experience compared to prior ones, reflecting the positive impact of the SB 618 program design. However, participants in RJD were significantly more likely also to mention aspects that were more negative than in the past. This finding could be related to the previously described program implementation challenges at RJD.

Of the 22 friends/family members who knew the participant prior to this prison term and indicated that the participant had been in prison previously, all but one individual (95%) shared that the participant was more motivated to change this time (not shown).

## SATISFACTION WITH SERVICES IN THE COMMUNITY

### Community Case Management

Provision of community services officially begins when the CCMs meet with SB 618 participants about six months prior to prison release. During follow-up interviews, all (100%) respondents indicated that the CCM did meet with them while in custody, all but one of whom found these meetings somewhat or very helpful (99%). Once released into the community, all but one individual was contacted by the CCM. This interaction was generally viewed as positive, with 90 percent indicating that it was somewhat or very helpful (not shown). Similar to questions on the CSQs previously described, the follow-up interview respondents were asked to rate the CCM regarding a series of statements designed to examine the CCM-participant relationship on a five-point scale, with 1 indicating “strongly agree” and 5 “strongly disagree.” As Table 7.13 shows, almost all of the respondents agreed that the CCM did not discriminate (99%), treated participants fairly and with respect (99%), and was sensitive to cultural/ethnic background and gender (96%). In addition, the majority of respondents indicated that CCMs cared about the participants’ future (93%), were supportive (92%), provided motivation (89%), were knowledgeable about the program (86%), and brokered services effectively (86%).

CCM services are rated favorably by treatment participants.



**Table 7.13**  
**RESPONDENTS VIEW INTERACTIONS WITH CCM AS POSITIVE**

<b>The CCM...</b>	
Did not discriminate against me	99%
Treated me fairly and with respect	99%
Was sensitive to my cultural/ethnic background and gender	96%
Seemed to care about my future	93%
Was supportive	92%
Helped me feel more motivated	89%
Was knowledgeable about SB 618	86%
Was effective in getting me appropriate services	86%
<b>TOTAL</b>	<b>70-71</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of "strongly agree" or "agree" on a five-point scale.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

Overall, 93 percent of the respondents rated the CCM as somewhat or very helpful in addressing needs (not shown). The details regarding how the CCM was helpful were gathered through an open-ended question and are summarized in Table 7.14. Three-quarters (75%) of the respondents noted the provision of basic necessities as helpful, 42 percent appreciated the support provided by CCMs, and about one-third found the employment leads (38%) and follow-up (33%) helpful.

**Table 7.14**  
**CCM MOST HELPFUL WITH BASIC NEEDS, PROVIDING SUPPORT, FOLLOW-UP, AND JOB LEADS**

Basic needs (clothing, bus passes, etc.)	75%
Supportive	42%
Employment leads	38%
Follow-Up	33%
Link to treatment	22%
Facilitate education	14%
Link to housing	13%
Motivate	13%
Link to legal services	9%
Provide transportation	8%
Coordinate with parole	6%
General resources	6%
Coordinate with family	6%
Facilitate medical services	6%
Facilitate mental health services	3%
Link to sober living	3%
<b>TOTAL</b>	<b>64</b>

*NOTE: Cases with missing information not included.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

The five people not rating the CCM as helpful also were given the opportunity to specify why they gave this rating. These individuals wanted more follow-up (3), were dissatisfied with the use of stabilization funds<sup>6</sup> (2), and desired more contact with the CCM (1), more employment assistance (1), and more resources in general (1) (not shown).

**Vocational Specialist**

As previously described in Chapter 1, Comprehensive Training Systems, Inc. (CTS) provided vocational services from September 2007 through October 2009. Through this contract, Vocational Specialists conducted vocational assessments and workshops in prison, as well as assisted SB 618 participants with vocational services in the community. To examine the participants' views related to these services, the follow-up interviews included a series of questions regarding Vocational Specialists similar to the ones asked about the CCMs.

Services provided by vocational specialists are rated highly.

Contact with Vocational Specialists in prison was common, with 94 percent of the respondents sharing that they met one-on-one with them in prison, 88 percent of whom found these meetings somewhat or very helpful. Over three-quarters (77%) of the treatment participants interviewed indicated that they had attended vocational workshops, 87 percent of whom rated them as helpful (not shown).

Using the same series of statements to rate interactions with other SB 618 staff, follow-up interview respondents indicated that the work of Vocational Specialists was positive (Table 7.15). These ratings are based on all interactions with the Vocational Specialists, in prison and in the community. Specifically, treatment participants agreed that the Vocational Specialists treated them fairly and with respect (98%), did not discriminate (95%), were sensitive to cultural/ethnic background and gender (94%), cared about their future (91%), were supportive (88%), provided motivation (83%), were knowledgeable about the program (73%), and were effective in facilitating appropriate services (68%).

**Table 7.15**  
**RESPONDENTS VIEW INTERACTIONS WITH VOCATIONAL SPECIALIST AS POSITIVE**

<b>The Vocational Specialist...</b>	
treated me fairly and with respect	98%
did not discriminate against me	95%
was sensitive to my cultural/ethnic background and gender	94%
seemed to care about my future	91%
was supportive	88%
helped me feel more motivated	83%
was knowledgeable about SB 618	73%
was effective in getting me appropriate services	68%
<b>TOTAL</b>	<b>65-66</b>

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of "strongly agree" or "agree" on a five-point scale.*  
*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

<sup>6</sup> Up to \$500 per participant are available to offset costs for obtaining identification documents (e.g., driver's license), clothing for work, public transportation passes, and other items necessary for successful reentry.

Overall, the services of the Vocational Specialists were rated as somewhat or very helpful by 88 percent of the follow-up interview respondents. An open-ended follow-up question asked respondents to specify how the Vocational Specialist was helpful and respondents mentioned assistance with resume preparation (48%), employment leads (40%), follow-up (31%), and education (29%) (not shown).

For the eight individuals not rating the services provided by Vocational Specialists in custody and in the community as helpful, reasons for these ratings included the need for more assistance tailored to individual needs (4), concrete job leads (2), and linkages with employers willing to hire ex-offenders (2); an overemphasis exclusively on CTS vocational training programs (1); lack of match to employment (1) or educational status (1); lack of follow-up (1); and the fact that the respondent was still unemployed (1) (not shown).

### Community Roundtable

In an effort to involve social supports in the life of participants, the community portion of the program includes regular Community Roundtable meetings. The purpose of these meetings (previously described in Chapter 1) is to ensure that the participant is on the appropriate path by reviewing needs and progress regarding the Life Plan, and includes the CCM, parole agent, participant, and any other individuals actively involved in the participant's reentry into the community. Of the 44 follow-up interview respondents indicating that they had attended a Community Roundtable, 82 percent found the meetings somewhat or very helpful. Specifically, they appreciated the support (34%), resources (31%), advice (20%), contact with CRT attendees (17%), discussion regarding goals (14%), involvement of parole (11%), that someone listened to them (8%), consideration of personal perspective (8%), perspective of attendees (6%), inclusion of family members (6%), and motivation received (6%). The eight individuals indicating that these meetings were not helpful wanted more resources (4), preferred to deal with issues on their own (2), thought attendees were working at cross-purposes (2), and found attendees invasive (1). Suggestions for improvement included the need for more resources (5) and more time listening to the participant (3) (not shown).

Community Roundtable meetings are helpful by providing support, resources, and advice.

Though only five friends/family members responding to the satisfaction survey attended a Community Roundtable during the first six months following the release of the participant from prison, all of these individuals (100%) found the meetings helpful (not shown).

### Community Programs

SB 618 seeks to address the underlying needs of offenders upon release from prison as documented in the literature and described in Chapter 1 (e.g., substance abuse, medical, mental health, education, employment, and housing) in order to reduce recidivism and increase public safety by linking them to existing services in the community. As such, follow-up interview respondents were asked to rate the helpfulness of the various community service options. All (100%) of the respondents

Services in the community rated as most helpful include education, housing, transportation, and substance abuse treatment.

indicating that they received education and housing rated the services as somewhat or very helpful (Table 7.16). A majority of respondents also found the following services helpful: transportation (98%), substance abuse treatment (97%), obtaining identification documents (96%), basic necessities (93%), mental health treatment (89%), medication management (89%), vocational training (88%), employment referrals (86%), and financial assistance (86%). Less than 20 of the 72 follow-up interview respondents indicated that they had received help in the areas of education, mental health treatment, medication management, child support, legal services, physical health, and dental care. The ratings for these services should be interpreted with caution given the small number of individuals responding.

**Table 7.16**  
**RESPONDENTS RATE COMMUNITY SERVICES AS HELPFUL**

	Percent	Number Receiving Service
Education	100%	15
Housing	100%	23
Transportation	98%	53
Substance abuse treatment	97%	34
Obtaining identification (birth certificate, driver's license)	96%	47
Basic necessities (e.g., clothing)	93%	41
Mental health treatment	89%	9
Medication management	89%	9
Vocational training	88%	26
Employment referrals	86%	49
Financial assistance	86%	22
Child support	80%	15
Legal services	78%	9
Medical services	73%	11
Dental services	43%	7

*NOTES: Cases with missing information not included. Percent shown represents respondents who gave a rating of "very helpful" or "somewhat helpful" on a four-point scale.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

As previously mentioned, friends and family members were also asked to specify aspects of SB 618 that were helpful to the participant. Table 7.17 shows the list of community services included on the friends and family satisfaction survey. Consistent with input from the treatment participants, housing (64%), obtaining identification documents (55%), substance abuse treatment (50%), and basic necessities (50%) were among the services receiving the highest ratings.

**Table 7.17**  
**FRIENDS AND FAMILY AGREE THAT COMMUNITY SERVICES ARE HELPFUL**

Financial assistance	77%
Housing	64%
Obtaining identification (birth certificate, driver’s license)	55%
Substance abuse treatment	50%
Community case management	50%
Basic necessities (e.g., food, clothing)	50%
Employment referrals	45%
Vocational specialist services	41%
Child support	32%
Vocational training	27%
Mental health treatment	23%
Education	23%
Legal services	18%
Medical services	9%
Medication management	5%
Dental services	5%
<b>TOTAL</b>	<b>22</b>

*NOTE: Cases with missing information not included.*

*SOURCE: Friends and Family Satisfaction Survey, SANDAG SB 618 Third Annual Evaluation Report*

## OVERALL SATISFACTION

### Making a Difference

One goal of SB 618 is to change the lives of participants and a question on the in-prison survey asked if respondents thought the program would make such a difference. About half (51%) responded affirmatively and 43 percent said they were not sure yet (Table 7.18). To follow up, respondents were asked to specify how they thought SB 618 would make a difference. The most frequent reply focused on the resources in the community and the assistance related to reintegration into society (44%). Over one-third shared optimism and hope that lasting change would occur (35%). In addition, the support of program staff was recognized (31%), as well as the resources available for addressing needs (25%). Respondents also appreciated the emphasis on vocational needs (18%) (not shown). The following quotes illustrate this perspective regarding how the program will make a difference in the lives of participants.

- ▶ “It will offer me the chance at a fresh start with advantages instead of having nowhere to go or turn once out, except back to drugs or crime.”
- ▶ “My outlook on my future is not so vague. It's helping me to have at least a positive outlook towards my future.”
- ▶ “SB 618 will provide me with the tools that I’ll need in order to be productive and successful upon my release [from prison].”
- ▶ “Just because I really want to change my life, but I need help.”

- ▶ “No one ever cared what happened to me in the past!... SB 618 is good support and gives positive inputs for a stable Life Plan (structure). Thank you so much!”
- ▶ “I feel it offers hope in regards to post-release. You have something to look forward to instead of just \$200 at the gate and kicked back out into society without some sort of plan or goals.”
- ▶ “Just the fact that I have a plan when I get out and some accountability to my community case manager...”
- ▶ “At one point in my life, I had given up on having a higher education. But SB 618 has encouraged me to pursue a college degree. I am already half way through my first... semester.”
- ▶ “I’ve already been enrolled in college courses – something I’ve never thought about before! They support me when I’m ready to give up. Awesome staff.”
- ▶ “Giving me the strong support system that I need. Giving me back the positive tools I’ve lost in the long ride through life.”

**Table 7.18**  
**PARTICIPANTS INITIALLY UNCERTAIN ABOUT ABILITY OF SB 618 TO MAKE A DIFFERENCE**

Do you think the program will make a difference in your life?	
Yes	51%
No	6%
Not Sure Yet	43%
<b>TOTAL</b>	<b>250</b>
If yes, how?*	
Resources in the community/reintegration into society	44%
Hope to change	35%
Staff support	31%
Addressing needs in general	25%
Vocational needs addressed	18%
<b>TOTAL</b>	<b>123</b>

\* Percentages based on multiple responses.  
 NOTE: Cases with missing information not included.  
 SOURCE: Client In-Prison Satisfaction Questionnaire, SANDAG SB 618 Third Annual Evaluation Report

For the 16 treatment participants indicating that SB 618 would not make a difference, the primary reason cited involved being misled regarding program elements (56% or 9 respondents) and the lack of assistance while in-prison (38% or 6 individuals). As mentioned in previous chapters, one challenge to SB 618 implementation has been that budget constraints and prison overcrowding have led to in-prison services being dismantled, particularly at RJD. The process of re-establishing needed programs has been a challenge to SB 618 implementation, exacerbated by the California budget crisis. Program partners continue to work toward filling these gaps.

Findings consistently show the importance of providing clear information and a supportive environment to individuals.

Additional analysis was conducted to identify the factors related to a participant feeling that the program would make a difference. This analysis of data from the in-prison CSQ found that the following factors were significantly related to the view that SB 618 would make a difference:

- ▶ recognizing that SB 618 is appropriate to personal needs (93% of those who felt that the program was appropriate compared to 21% of those who did not feel this way);
- ▶ receiving clear explanations about SB 618 from their defense attorney (65% versus 27% of those not getting this information from their defense attorney);
- ▶ feeling more motivated than previous prison stays (65% compared to 19%);
- ▶ feeling that meetings with the PO were useful (62% compared to 15% of those with the opposite view);
- ▶ believing MDT meetings were useful (62% as opposed to 14% of those who thought the meetings were not useful);
- ▶ providing input into the design of the Life Plan (59% compared to 41%); and
- ▶ being motivated by the MDT (57% versus 21%) (not shown).

These findings reiterate the importance of clearly articulating the advantages of SB 618 participation and motivational interviewing, particularly during the first few months in prison, in order to engage participants in the program.

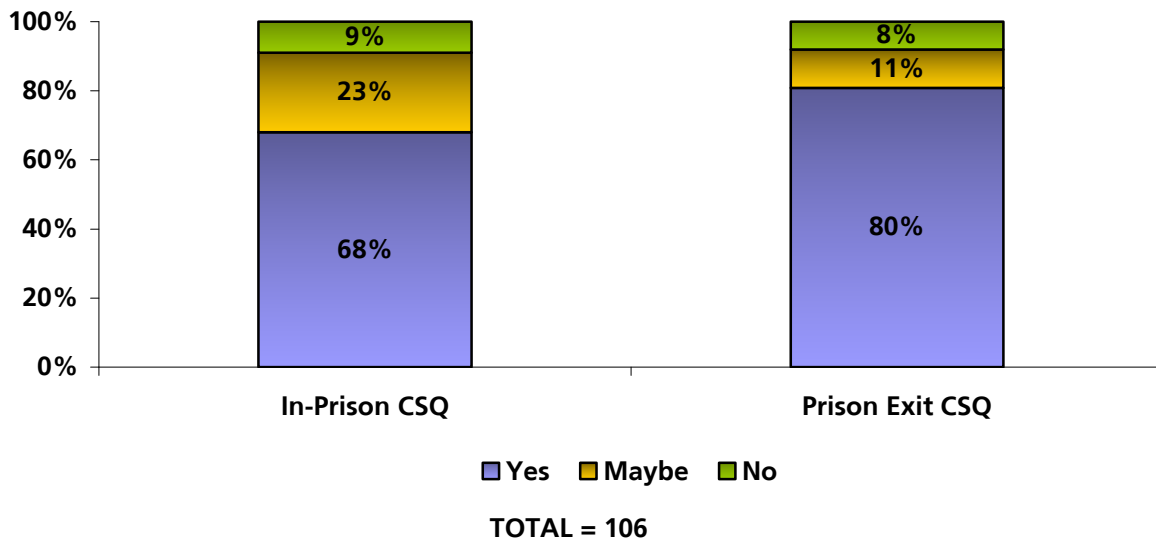
Six months following prison release, friends and family members were asked if they thought SB 618 had made or would make a difference in the lives of participants. While about one-quarter (26%) of the 35 respondents believed that it was too early to tell, 71 percent responded affirmatively. Friends and family members were also asked to rate the overall helpfulness of the SB 618 program at the time the survey was completed. Over four-fifths (85%) indicated that it had been at least somewhat helpful and 12 percent thought it was too early to tell (not shown).

### Recommending the SB 618 Program to Someone Else

Both the in-prison and prison exit CSQ asked if respondents would recommend SB 618 to someone else (Figure 7.5). After three months in prison, about two-thirds of participants (68%) reported they would recommend the program to others. This proportion rose to 80 percent at prison exit. For the 27 respondents to the in-prison CSQ indicating that they would *not* recommend the program, a follow-up question was asked regarding reasons why. The most common reasons were that no help was provided through SB 618 (50%) and that participants were misled regarding program components (46%), highlighting the importance of providing clear and complete information from the beginning of SB 618 participation.

By the end of the prison stay, treatment participants are ready to recommend SB 618 to others.

**Figure 7.5**  
**ALMOST ALL RESPONDENTS WOULD RECOMMEND SB 618 TO OTHERS**



*NOTES: Based on respondents completing both the in-prison and prison exit CSQs. Cases with missing information not included.*

*SOURCES: Client In-Prison and Prison Exit Satisfaction Questionnaires, SANDAG SB 618 Third Annual Evaluation Report*

Friends and family members also were asked if they would recommend SB 618 to someone who needed similar help and 71 percent said yes and 26 percent said maybe. Only one person said no, feeling that the program did not produce results (not shown).

### Overall Views at Prison Exit

Toward the end of the prison exit CSQ, respondents were asked to share their opinions through open-ended questions regarding the best and worst aspects of SB 618. Regarding the best parts of SB 618, answers echoed some of the responses to why SB 618 would make a difference. For example, about half (46%) appreciated the staff, one-quarter (24%) liked the vocational services, and one-fifth (20%) were thankful for aftercare (i.e., support following prison release). In addition, 16 percent appreciated the expedited entry into prison programs and serving prison time locally (not shown). The following quotes summarize these opinions.

According to treatment participants, the best things about SB 618 include the staff, vocational services, and aftercare.

- ▶ “That I had priority to get in vocational training by participating and that I have somebody talking to me about what I'm doing on a regular basis. It kept me close to home and made the whole transition from jail to prison more expedient than any other time I've gone through it.”



- ▶ “Being able to act on plans ahead of release date. I am already enrolled for college... and can begin two weeks after my release. Being able to work my steps with [my] Prison Case Manager because I trust her. Not getting a “cookie-cut” program throughout my stay, and feeling confident about [my] Life Plan being custom fit just for me.”
- ▶ “I think the genuine concern from the case manager has helped me. The assurance that if I need help when I get released, there will be a Community Case Manager to work with and vocational training. The more career success I am able to obtain, the more likely I am to stay free the rest of my life.”

Comments regarding the worst things about SB 618 focused primarily on issues previously discussed related to the lack of in-prison services (27%) and being misled about services available through the program (24%) (not shown).

The friends and family satisfaction survey also included an open-ended question regarding the positive aspects of the program. Specifically, respondents were asked to specify the three best things about SB 618. Overall, friends and family appreciated the emotional support (45%), employment assistance (36%), the boost to the participant’s self-esteem (24%), housing assistance (24%), and substance abuse treatment (21%) (not shown).

### Ideas for Program Improvement

Six months following release from prison, follow-up interviews with treatment participants and the friends and family satisfaction survey gave respondents the opportunity to share ideas for improving the program. Almost one-third (31%) of the respondents to the follow-up interview indicated that the program was fine as implemented with no suggestions to make the program better. For the 48 respondents suggesting improvement, Table 7.19 shows the ideas that were offered. The most frequent suggestions were related to providing more accurate information about program components (38%) and more relevant employment assistance (27%) as the following quotes illustrate.

Participants desire more accurate information about program components and employment assistance specifically related to ex-convicts and the local job market.

- ▶ “... just be honest with us about the program and communicate better within the program branches.”
- ▶ “Have more solid job leads. I am not expecting them to find a job for me but it has to be better than “Craigslist”... there will be thousands of applicants... They should set up trainings with skills and real job leads with actual contacts and better links.... ”
- ▶ “For the people who don’t know about employment, they need to have better services getting people jobs and not just training. [The] main problem with me is that I haven't worked since 2002... They need to have jobs available for people who come out of prison.”
- ▶ “...The fiber optics... I took that in prison and it was a waste of time. There are no jobs in that field...”

**Table 7.19**  
**AREAS FOR IMPROVEMENT INCLUDE INFORMATION FLOW AND EMPLOYMENT**

More accurate information	38%
Employment	27%
Follow-up	15%
Improved in-prison services	13%
Increased resources in the community	10%
More expedient procurement of identification (birth certificate, driver's license)	8%
Housing resources	6%
Additional funding for the program	6%
New program needs time to solidify	6%
Small caseloads	6%
More financial assistance (e.g., access to food stamps)	6%
More staff training	4%
Maintain quality staff	4%
More motivational techniques	2%
Insurance enabling staff to transport participants	2%
Increase fairness in allocation of resources	2%
<b>TOTAL</b>	<b>48</b>

*NOTE: Cases with missing information not included.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

Friends and family were asked to offer suggestions for areas that the program can improve through an open-ended question soliciting three specific ideas. Four individuals had none, emphasizing the positive aspects of SB 618. For the 25 friends and family members who did have suggestions, the responses focused on the need for specific employment linkages for participants immediately upon prison release (40%), more contacts with participants in order to be proactive regarding Life Plan progress (32%), and more assistance in finding affordable housing (24%).

### Challenges/Barriers

Another open-ended question on the follow-up interview asked respondents to share any challenges or barriers faced that limited their ability to make positive changes or progress during the six months following release from prison. Approximately one-third (35%) of the participants interviewed indicated that they had no barriers. However, for the 46 individuals specifying challenges, employment was the barrier most frequently shared (Table 7.20), highlighting the reluctance of employers to higher ex-offenders, particularly in the current economic climate. An examination of the barriers particularly for

Employment is the barrier faced most often by treatment participants.

participants who are not successful (i.e., have a new arrest, conviction, or prison term within the first six months following prison release) revealed that substance abuse, employment, and negative peers were the most frequently mentioned barriers to successful reentry, which emphasizes the role of substance abuse treatment, satisfying employment, and new social supports in reducing recidivism.

**Table 7.20**  
**EMPLOYMENT IS THE PRIMARY BARRIER TO REALIZING POSITIVE CHANGE**

Employment	44%
Handling financial obligations	15%
Substance abuse	15%
Criminal record	11%
Housing	9%
Complying with parole conditions	9%
Personal motivation	9%
Peer influence	9%
Obtaining documents	7%
Mental health	7%
Access to transit	7%
Physical health	7%
Lack of tools for job/trade	2%
Emotional stress	2%
<b>TOTAL</b>	<b>46</b>

*NOTE: Cases with missing information not included.*

*SOURCE: Six-Month Follow-Up Interviews, SANDAG SB 618 Third Annual Evaluation Report*

### Prospects for the Future

To examine long-term plans of treatment participants, the prison exit CSQ included an open-ended question asking them to specify what they will be doing one year following release from prison. Almost three-quarters (72%) believed that they would be employed; one-third (33%) indicated that they would be furthering their education; 23 percent planned to be off parole; 21 percent wanted to rebuild family relationships; 20 percent aimed to be clean and sober; 16 percent hoped to be financially self-sufficient; and 13 percent envisioned a productive life. The following quotes highlight these views.

SB 618 participants express hope for their future.

- ▶ “I see myself in a good-paying job using the skills I have learned in vocational training and on my way to discharging parole.”
- ▶ “In a year from now, I hope to have my own place, bank account, steady job, and working on a career by going to college. It’s not going to be easy, but by almost a year of success and the assistance of [the] SB 618 program, I should adapt quickly.”

- ▶ “Being clean and sober, off parole, and having a support group and a family and still going to meetings and keeping a steady job and a good relationship with my family and clean friends.”
- ▶ “Discharging my parole and working in a good job, staying positive, and productive in society.”

## SUMMARY

This chapter summarized preliminary findings from satisfaction surveys and follow-up interviews. Overall, treatment participants, as well as their friends and family members, had a favorable opinion of the program. Starting with the beginning of the process, pre-sentence, defense attorneys and probation officers provided useful information to participants. The Life Plan was seen as describing needs and including personal input. Participants acknowledged that PCMs care about them, but the ability to make the prison system less complicated and facilitate entry to prison programs was not noticed as frequently by survey respondents. For those participating in programs during incarceration, in-prison substance abuse treatment, education, and vocational programming were considered helpful. Overall, the prison experience related to the SB 618 program was viewed as more positive than prior prison terms particularly due to the increased motivation to change. By the time treatment participants were released from prison, initial uncertainty regarding the ability of SB 618 to meet their needs was overcome and the vast majority recognized the benefits of program participation. Assistance provided specifically through SB 618 (i.e., CCM, Vocational Specialists, and the Community Roundtable) were also rated favorably, as well as services brokered through community-based agencies (e.g., education, housing, substance abuse treatment). While the overall theme across participants, friends, and family members was positive, areas needing improvement were also revealed to assist program partners as they continue to manage the program in the future, particularly with respect to providing more accurate information regarding program components and employment assistance.

## **CHAPTER 8**

### **CONCLUSIONS**

## **SUCCESS STORY: FORGING NEW RELATIONSHIP WITH SON**

Richard has a long history of criminal and gang involvement illustrated by the numerous gang tattoos that cover his body. He began the SB 618 program after a theft conviction and also admitted to a long-standing drug addiction. Richard was particularly interested in joining SB 618 because his goal was to be reunited with his son and he expressed sincere interest in remaining sober and achieving financial independence.

While in prison, Richard met regularly with his Prison Case Manager (PCM) who assisted him in enrolling in the Substance Abuse Program (SAP). Meeting with his PCM and receiving drug treatment provided Richard with a sense of purpose and he was subsequently accepted into drug treatment furlough (DTF) where he completed his sentence.

Upon release, Richard felt that SAP and DTF were not only helpful, but actually crucial to his transition from incarceration into the community. The first time Richard met with his Community Case Manager (CCM) he became emotional and told the CCM that he wanted to change his life so he could be a father again. Richard continued drug treatment while on parole and was discharged after approximately five months. His CCM assisted him in obtaining his California driver's license and purchasing clothes for job interviews. He was able to travel to his interviews because of the bus passes he received through SB 618 and eventually obtained employment as a delivery driver for an elder-care residential facility. He has already received two raises and has full medical and dental coverage through his employer.

Richard's continued success after his release motivates his desire to help other SB 618 participants successfully reenter the community. Richard is also taking classes toward a General Equivalency Diploma (GED) and is setting an example for his brothers that people can change. Perhaps most importantly, Richard achieved his ultimate goal of reestablishing weekly contact with his son and "loves being a father."



*NOTE: The name has been changed to protect the participant's privacy. Story based on life 12 months following prison release.*

# CHAPTER 8

## CONCLUSIONS

---

### INTRODUCTION

In response to high incarceration rates with few rehabilitative programs offered in prison, the San Diego County District Attorney's (DA) Office authored Senate Bill (SB) 618, with the goal of reducing recidivism and increasing the probability of successful reentry for individuals leaving prison and returning to California communities. SB 618 is based on national knowledge of best practices in prisoner reentry and the concept that providing tangible reentry support services will increase parolees' chances of successful reintegration into the community. Information is provided in this third annual evaluation report regarding the program components, as well as details regarding the process and impact evaluation research design. Research findings also are described as related to the process of program implementation and accomplishments, as well as the impact of the program on recidivism, risk reduction, and program satisfaction. In this last chapter, these findings are summarized and "lessons learned" during the first three years of implementation outlined. Since the results in this report are presented relatively early in the process of reintegration in the community (i.e., based on the first six months following release from prison), the conclusions provided in this chapter focus on ideas for program refinement rather than program impact.

### MAJOR FINDINGS

- ▶ Good communication and collaboration have been instrumental in successful program implementation.
- ▶ Participant needs are assessed within the expected timeframe, reducing time spent in the prison reception center and increasing time available for in-prison rehabilitative services.
- ▶ With respect to risk reduction, preliminary data from the impact evaluation suggest that SB 618 participation may be reducing substance use, as well as improving social supports, housing, and employment.
- ▶ The treatment group is significantly less likely to be returned to prison within six months following prison release than the comparison group.
- ▶ Treatment group participants are five times more likely to be employed six-months post-release compared to the comparison group, and employed individuals are less likely to have a new arrest in the six months post-prison release.

### PROGRAM IMPLEMENTATION AND MANAGEMENT

Information regarding the process of program implementation and management provides valuable information to other jurisdictions interested in implementing similar prisoner reentry programs and to program partners as they continually strive to improve and enhance program components. The following discussion highlights successes worthy of replication, as well as challenges that may require additional attention and resources in the coming year.

### **How Was The Program Implemented And Managed?**

Based on surveys of program partners, key staff, and community members, as well as program observations, SB 618 program implementation and management has been successfully accomplished, particularly due to good communication and collaboration sustained since the program began. Program partners and staff highlighted the following components as being particularly effective:

- ▶ the Life Plan, which is based on assessed needs, includes input from participants, and outlines the strategy for community reintegration; and
- ▶ the multidisciplinary team (MDT), comprised of staff from Probation, the prison classification counselor, the Prison Case Manager (PCM), and the Community Case Manager (CCM), who meet with the participant to develop the Life Plan.

A primary challenge to implementation and management revealed through survey responses and program observations involved institutional constraints impacting coordination with the California Department of Corrections and Rehabilitation (CDCR), primarily with respect to duplication of assessments in prison and implementation of in-prison services.

### **Was The Program Implemented As Designed? What Modifications Were Made And Why?**

Implementation of SB 618 has been consistent with the original goals of the program, focusing on rehabilitation and public safety through meeting needs of participants revealed through the assessment process. Input from key staff indicated that the roles of staff have been in line with these goals. Specifically, parole agents focus on monitoring public safety, while PCMs and CCMs facilitate changing behavior through supporting and motivating participants, brokering services, and overseeing Life Plan progress.

The program has evolved over time and modifications have been generally viewed as positive in nature, including expansion to a second courthouse, as well as refinements to the screening and assessment process, prison case management at the Richard J. Donovan (RJD) Correctional Facility, MDT meetings, and Community Roundtable meetings. Further, strong collaboration enabled program partners to problem solve as issues arose. Still, while the amount of time in the prison reception center is shorter for participants relative to the comparison group, it is longer than desired, which is related to the duplication of assessments in prison. Program partners continue to work with CDCR, the court-appointed medical receiver, and CDCR's Regional Chief of Mental Health to resolve this issue.

### **How Well Did The Program Partners Work Together To Accomplish Program Goals?**

Consistent with the previous discussion regarding program management and modifications, program partners and key staff credit the level of communication and collaboration characteristic of the SB 618 partnership as central to the strong working relationship. Regular meetings with representatives from all partnering agencies (i.e., the Operational Procedures Committee) fostered this process by providing a venue to openly discuss important issues and brainstorm effective solutions in a timely manner. In addition, feedback from key staff (individuals who have direct



contact with program participants) indicated that they can give input and communicate well with program management. According to program partners and key staff, this collaborative environment initiated long-term systems changes, including a shift to a more rehabilitative focus and an increasing willingness to collaborate.

### **What Were Staff Views On Rehabilitation? Were Culturally-Competent And Gender-Responsive Services Provided?**

The consistency between staff philosophy and program design potentially impacts program delivery. Specifically, research regarding program fidelity (i.e., that the program is implemented as designed) has indicated that staff attitudes about rehabilitation is one important aspect of program integrity (Lowencamp, Latessa, & Smith, 2006). Based on responses to surveys administered to staff working directly with participants, key staff viewed rehabilitation of offenders as possible, which is congruent with the goals of the SB 618 program.

As SB 618 program elements were designed, program partners sought to ensure that services were culturally competent and gender responsive. For example with respect to cultural competency, Pan-Asian participants are referred to the Union of Pan-Asian Communities (UPAC) that provides mental health and substance abuse treatment. Further, efforts were made to hire staff reflecting the ethnic background of participants and program partners, key staff, and community members rated the program's cultural competency and gender responsiveness favorably. Regarding gender responsiveness, the PCMs at the California Institution for Women (CIW) have received special training by experts in the field of gender-responsive treatment to learn how to appropriately address the sensitive nature of sexual abuse. Based on the "relationship model" (Covington & Surrey, 1997) arguing that women change, grow, and heal through relationships and mutual connections with others, the PCMs at CIW hold monthly meetings in a safe, supportive, women-focused environment designed to encourage participants to come together, learn to trust staff and each other, exchange ideas and information, and form bonds of relationships.

### **Was The Assessment Process Considered Useful By Staff?**

A key element of SB 618 is the identification of participant needs *prior* to service delivery and tailoring services to meet assessed needs. The ability of this process to be successful is partially dependent upon the effectiveness of the assessment tools. Program partners and key staff agreed that the assessments were generally effective. However, program partners were more likely than key staff to indicate that vocational assessments were effective. An examination of the match between occupations recommended through the vocational assessments and actual positions attained revealed higher consistency using the Occupational Information Network (O\*NET) than Myers-Briggs Type Indicator® tools and the highest congruence was when multiple assessments were used. Program partners may want to consider the value of these vocational assessments as they continue to grapple with fiscal constraints.

## SERVICE DELIVERY

### What Were The Characteristics And Needs Of Participants?

As part of the evaluation design, a total of 348 eligible individuals were assigned to the treatment group and 363 to the comparison group. The comparability of these groups was examined to discover any differences resulting from the lack of random assignment that could bias the study findings. The treatment and comparison groups were comparable to each other with respect to age and gender, with most participants being about 35 years old and male (83%). There was a larger proportion of Whites (45%) and fewer Hispanics (19%) in the treatment group relative to the comparison group (37% and 23%, respectively). This difference will be controlled through a statistical matching process as the data become available to ensure that both groups are equivalent and eliminate any potential bias. With respect to criminal history, the two groups were comparable in the level and type of conviction charges both for offenses during the two years prior to program assignment and for the instant offense. These research findings indicate that SB 618 targets individuals shown in the corrections literature to be at high risk for continued criminal activity (i.e., drug or property offenders with lengthy criminal records) (National Research Council, 2008).

Through the assessment process at program entry, almost all of the treatment group was identified as having a significant need for vocational training and substance abuse treatment. Specifically, assessment of alcohol and drug use within 30 days prior to program entry indicated that the majority of SB 618 participants were in need of treatment, particularly for methamphetamine and marijuana use. Just over half of the treatment group reporting drug and/or alcohol use (to the point of intoxication) in the past 30 days had prior treatment experience. The treatment group had educational and life skills sufficient for success in vocational programming. Consistent with other research findings (Bloom, Owen, & Covington, 2003), female participants were significantly more likely to report being a victim of abuse (i.e., emotional, physical, and/or sexual abuse). These assessed needs suggest that SB 618 services should focus on vocational training, substance abuse treatment, and gender-responsive programming.

### What Services Were Provided Through SB 618?

Service provision for SB 618 begins with the needs assessment process, which is completed in local custody (i.e., prior to prison entry) so that time in prison can be utilized for participation in rehabilitative services. Based on data collected for the evaluation, participants were assessed within the expected window. As a result, nearly all participants received some type of program services while in prison. Specifically, nearly everyone in the treatment group met with the PCM though the frequency of meetings was greater at CIW compared to RJD. This difference was despite the PCM staff change at RJD from educator to social worker, which was consistent with CIW. Likewise, nearly all participants met with their CCM and Comprehensive Training Systems, Inc. (CTS) staff in prison as was the design of the program.

With respect to the match between needs assessed and services provided in prison, 80 percent of the treatment group participated in prison programs that matched their individual needs or were employed in prison. Half (50%) of males and nearly one-third (30%) of females in prison received training in a vocational program and nearly all (94%) participants received training in *soft* employment skills (e.g., resume writing and interviewing skills) from CTS while in prison. Over half

(54%) received Substance Abuse Programs (SAP) and one-quarter (25%) of those went on to participate in Drug Treatment Furlough (DTF), which is located in the community and considered part of the prison stay. Over one-third (38%) participated in educational programs (e.g., adult basic education, General Equivalency Diploma [GED], college courses).

For services received in the community during the first six months following prison release, participants with substance abuse needs were most likely to be referred to substance abuse treatment and these services were accessed by the largest number of participants. Employment, clothing, and housing needs were also commonly addressed during this period. Almost all of the treatment group had regular contact with the CCM after release and this contact occurred during the critical three-day period after prison release for 63 percent. In addition, about four out of five participants (82%) received services from the Vocational Specialist.

Program retention was high with 91 percent remaining in the program throughout the prison term and the same proportion successfully participating during the six months following prison release. The primary reason for leaving the program while in prison or in the community was due to lack of compliance (e.g., rule violations in prison and parole violations or new offenses in the community).

## **PROGRAM IMPACT**

### **What Was The Impact Of SB 618 On Offender Behavior?**

The ability of SB 618 to impact offender behavior is directly related to the proportion of participants receiving full program services. Of those on parole for six months or more, over three-quarters (78%) of the treatment group participated in programming while in prison and over two-thirds (69%) received services in the community during the six months following prison release.

The treatment group was significantly less likely (15%) than the comparison group (32%) to be returned to prison within the first six months of community reentry. In addition, the treatment group was significantly more likely than the comparison group to be employed and employment was significantly related to desistance from crime, highlighting the value of workforce development.

Further, 91 percent of the treatment group remained in the program. This high retention rate despite compliance issues suggests that program partners agree that the process of desistance from criminality is similar to behavior modification related to other activities (e.g., smoking and drug addiction), requiring several attempts over time (National Research Council, 2008). Therefore, longer periods of time between offenses or reduced severity in the types of crimes committed may indicate improved desistance. Though, based on outcomes for the first six months following prison release, there were no significant improvements for the treatment group relative to the comparison group related to the number of days following release to first arrest or the severity of offenses committed, these measures will continue to be examined as the evaluation progresses to determine if these results change as offenders are out of prison for longer periods of time (e.g., one year).

### **What Was The Impact Of SB 618 On Risk Reduction?**

With respect to social outcomes related to risk for recidivism, several improvements occurred for SB 618 participants, particularly as related to substance abuse, social supports, housing, and employment. Based on the Addiction Severity Index (ASI), alcohol and other drug use decreased for SB 618 participants from program entry to release in the community. Further, during interviews with the treatment group six months following prison release, the majority of participants indicated that their friends were not involved in anti-social activities and that family relationships had improved during program involvement, resulting in open communication and a high level of satisfaction with the relationships. With respect to housing, over three-quarters of the treatment group secured stable housing within six months of release from prison, which included government supported and monitored accommodations, sober living, board and care, residential treatment, and permanent housing (i.e., responsible for paying rent/mortgage). Finally, the treatment group was twice as likely as the comparison group to be employed at least once during the six months following prison release.

### **What Was The Level Of Program Satisfaction Among Participants?**

The impact evaluation included measures of participant satisfaction because the level of satisfaction can impact engagement in services and ultimately program effectiveness. Overall, SB 618 participants appreciated the services received through the program. This satisfaction began pre-sentence based on the useful information provided by defense attorneys and probation officers (POs). In addition, participants felt respected and motivated by POs and the MDT. Life Plans were viewed as accurately describing needs and inclusive of participant input. The prison experience associated with SB 618 participation was listed as more positive than previous prison stays, particularly due to increased motivation to change. Specifically, in-prison substance abuse treatment, education, and vocational programming were rated as helpful. By the time participants were released from prison, initial uncertainty regarding the ability of SB 618 to meet their needs was overcome and the vast majority recognized the benefits of program participation. The community portion of the program (i.e., Community Case Management, Vocational Specialists' services, and the Community Roundtable) was rated favorably, as were services brokered through community-based agencies.

Surveys and interviews with participants also revealed areas for program improvement. While most participants reported positive opinions regarding prison case management, many felt that this component was not as effective as it could be. The most frequent suggestions for program improvement included providing more accurate information regarding program components and employment assistance specifically related to ex-offenders and the local job market.

## **LESSONS LEARNED**

The accomplishments and challenges experienced through the implementation of SB 618 have provided valuable lessons to guide others considering implementation of similar prisoner reentry programs.

▶ **What Has Worked Well?**

**Ensuring ongoing communication between program partners:** Since program inception, a culture of open communication has been fostered among program partners and key staff across agencies. Operational Procedures Committee meetings were first convened in November 2005 and have served as one vehicle for communication. These meetings are regularly attended by key individuals to discuss issues, brainstorm possible solutions, and come to agreement on the best course of action.

**Obtaining support throughout all organizations involved in partnership:** Findings from the process evaluation indicate that individuals who have direct contact with program participants (i.e., key staff) feel they can give input and communicate well with program management. Further, individuals who have been integral participants in planning and managing the SB 618 program (i.e., program partners) are committed to the program. This degree of support from all levels provides a foundation for successful program implementation and systems change.

**Remaining committed to instituting best practices, despite challenges and roadblocks that may occur along the way:** Although there have been a variety of constraints during the first three years of SB 618, program partners continue to pursue the goal of full implementation of all program components.

- Regarding duplicate screenings and assessments, the Medical and Mental Health Receivers and SB 618 program partners (including CDCR) continue to communicate in the hope of allowing local screenings to further reduce the length of time in the reception center.
- To increase the availability of in-custody programming, program partners have worked with the Division of Community Partnerships at RJD to implement Commercial Class B driver's license and food handler's certification programs.
- To increase access to services in the community for participants with co-occurring mental health and substance abuse issues, a Memorandum of Understanding (MOU) was implemented between UCSD and over 20 community-based agencies for in-patient and out-patient behavioral health services on a fee for service basis.

**Conducting thorough needs assessments:** As part of SB 618, assessments are conducted locally, beginning before a participant is transferred to the prison reception center. During program development, partners thoroughly discussed which assessments should be conducted and agreed that additional information would be useful regarding participants' substance use and vocational needs. The information gained from these assessments is used in the creation of each participant's Life Plan. As previously mentioned, key staff and program partners surveyed indicated that these assessments are effective. In addition, the relatively high proportion of participants receiving services matching their needs also suggests the effectiveness of these assessments.

**Utilizing an interdisciplinary team approach:** Research on prisoner reentry has highlighted the beneficial role of collaboration in the provision of services through partnerships across systems (La Vigne, Davies, Palmer, & Halberstadt, 2008). The primary method of collaboration used in the SB 618 program involves incorporating interdisciplinary team approaches at two key points in a participant's progress, both of which have received positive feedback from staff and participants. The first of these is the MDT meeting held prior to participants' sentencing to review eligibility and discuss screening and assessment results. These meetings are staffed by a Probation Officer, CCM, PCM, and a prison classification counselor. The second of these interdisciplinary forums, the Community Roundtable, is convened on an ongoing basis from the participants' release to their exit from the program. The Parole Agent, CCM, participant, and any other individuals significantly involved in the participant's reentry effort attend these meetings.

**Creating a timely information sharing mechanism:** One of the more behind-the-scenes successes of the program is the development of a Web-based data management system designed specifically for the local SB 618 program. With frequent input from program partners and key staff, the DA's Office Information Systems experts created a user-friendly database that captures data on each participant from screening/assessment through program exit. The database includes automation of the Life Plan to allow it to be updated online and shared among program staff, facilitating timely communication between all key staff working with each participant. The database also has proven crucial to program partners, key staff, and the evaluators in monitoring program implementation.

▶ **What Could Have Been Done Differently?**

**Anticipate, to the greatest degree possible, the logistical needs and possible pitfalls for service delivery:** Due to a number of very real constraints prior to and after program implementation, in-custody vocational programming has not been available at the level that was desired or anticipated. As such, it would be beneficial for other jurisdictions to take stock of their existing programming resources and fully develop their capabilities prior to implementation or develop alternative strategies should barriers be more difficult to overcome than anticipated. Being proactive in this regard could help avoid time-consuming, bureaucratic hurdles delaying full implementation, as well as direct more realistic information regarding resources available to participants upon program entry.

**Consider that while existing resources may be easier to implement, they might not always be the most effective and can impact successful program implementation:** Originally, the role of PCM at CIW was filled by social workers and by educators at RJD. This staffing difference was debated early in the design stages of the program, with CIW staff emphasizing a history of using social workers for any type of case management. RJD staff felt their educational personnel were qualified to provide appropriate case management services and the program partners agreed to implement the program with this staffing difference in place. However, over the course of program implementation, qualitative differences between the case management provided at CIW and RJD became more apparent and program partners concluded that the PCM role (which includes advocating for the participant during their incarceration) could be better suited to social work staff.



## RECOMMENDATIONS FOR LOCAL CONSIDERATION

While these preliminary findings from the process and impact evaluation highlight the many successes of the SB 618 program, areas for program improvement also have been identified through the research findings. The following new recommendations are provided for consideration as program partners continue to refine the program and maximize program effectiveness.

- ▶ **Maintain program fidelity across components:** This overall recommendation is a challenge given fiscal constraints. However, lack of program fidelity is a primary threat to program effectiveness. Program partners will want to maintain their commitment to ensuring consistency with the program design based on best practices despite restricted funding to preserve program impact. Areas of particular concern are discussed in the following recommendations.
- ▶ **Establish a liaison between the local SB 618 program and CDCR headquarters:** With the loss of the SB 618 program manager and assistant program manager from CDCR's Office of Community Partnerships due to budget cuts, CDCR representation during Operational Procedures Committee meetings is restricted to local prison and parole staff. This lack of representation from CDCR headquarters impacts the ability of program partners to communicate the status of program implementation up the chain of command and to address issues related to CDCR programming.
- ▶ **Expand program implementation to include all county courts within San Diego:** There is local interest in offering SB 618 services to all eligible offenders throughout San Diego County. Given the statewide policy changes that may reduce the quantity of felons sent to prison and assigned to parole supervision, this expansion may be necessary to ensure that the program remains at capacity.
- ▶ **Explore reasons why offenders refuse SB 618 services:** As the program is expanded to other courts within San Diego County, program partners may want to examine if refusal rates vary by jurisdiction to help determine the factors holding people back from getting needed assistance with the process of reintegrating into the community following release from prison.
- ▶ **Examine utility of vocational assessments:** Program partners rated the effectiveness of vocational assessments more highly than key staff. Further, the match between vocational assessments and actual jobs obtained varied across tools. As program partners grapple with fiscal constraints, while striving to maintain program fidelity, they may want to solicit additional feedback from staff to ensure that the most useful and relevant tools are being utilized.
- ▶ **Expand in-prison programming to focus on gaps highlighted by participant needs:** Data from the evaluation indicate a need to increase programs within the prison to meet the assessed needs of participants. Specifically, substance abuse treatment services and additional education programming are needed at RJD, as well as vocational training at both prisons, but particularly at CIW. In this economically challenging time, continuing to coordinate with the Division of Community Partnerships within the prisons may be the best avenue for such expansion.

- ▶ **Improve program fidelity related to PCM services in RJD:** While modifications in the PCM component were made to improve consistency between the two prisons, service levels continue to be higher at CIW compared to RJD. Further, feedback from participants suggests that improvement is needed in getting people into programs quickly and making the prison system less complicated. The ability of PCMs to help participants navigate the prison system is directly related to having programs in prison, as well as adequate PCM staffing and supervision. Given the fiscal crisis in California, program partners will need to influence institutional priorities in order to positively impact this situation. The process of navigating across governmental systems (i.e., County versus State) is challenging and may not be easily accomplished in the short term.
- ▶ **Continue to refine the prison exit process:** Experts in reentry have concluded that the “moment of release” from prison, and specifically the first 72 hours, can be the most critical time for ex-offenders as they transition from a controlled environment to civilian life (Ball, Weisberg, & Dansky, 2008; Travis, Solomon, & Waul, 2001). Nearly two-thirds (63%) of the treatment group had contact with their CCM within three days of their prison release. Individuals transitioning directly into a residential treatment or sober living programs are often not allowed outside contact for up to 30 days, so it is not expected that these participants will interact with the CCMs during this period. However, less than half (44%), of those who did not transition directly into a residential drug treatment or sober living program were met at the prison gate by their CCM and transported to appropriate housing. When participants were asked about this process during follow-up interviews, 28 percent (20 participants) indicated that they were on their own immediately upon release from prison. Since the ability of CCMs to provide this service is directly related to accurate information regarding the date of prison release, program partners have spent considerable efforts to obtain accurate prison release date information. Based on these research findings, program partners may want to explore additional methods for facilitating this process.
- ▶ **Explore alternatives for substance abuse treatment and improve engagement in these services when accessed:** With fewer resources available for substance abuse treatment in prison and in the community due to statewide budgetary constraints, there is a need to develop creative methods for accessing substance abuse services (e.g., similar to how the gap has been filled related to behavioral health programming). In addition, engagement in this service upon program entry is particularly critical given the chronic nature of addiction.

In addition, the following recommendations shared in earlier annual reports remain relevant.

- ▶ **Ensure clear communication of program expectations with participants:** While feedback from participants indicated an overall positive view of SB 618, the importance of informing participants of how SB 618 works and building rapport from the beginning cannot be overemphasized, especially during times of changing policies to accommodate budget constraints. In addition to providing information during MDTs, program partners have held forums with participants in prison and the community to obtain feedback (both positive and negative) about how the program is doing and provide updates regarding the status of services available in prison.



- ▶ **Implement a system of incentives:** Consistent with the literature on the value of using incentives to reward positive behavior, as well as consequences for violations (National Research Council, 2008), program partners have considered developing a system of incentives and graduated sanctions to support treatment goals and facilitate program compliance. With respect to sanctions, California's Parole Violation Decision Making Instrument is used, which recommends an appropriate sanction level (i.e., least intensive, moderately intensive, or return to prison) for all parole violators in California. However, there is no clear system of incentives.
- ▶ **Implement cognitive-behavioral therapy:** Studies have shown that recidivism is cost effectively reduced when dysfunctional thinking and patterns of behavior are identified and skills are developed to modify these negative behaviors (i.e., cognitive-behavioral therapy) (National Research Council, 2008). Efforts have been made by program partners to implement a cognitive-behavioral program within SB 618, with instructors trained in the Thinking for a Change curriculum (a cognitive-behavioral approach). Program partners anticipate that classes will begin in 2010 at RJD.
- ▶ **Emphasize vocational training over education services:** Since assessment data suggest that SB 618 participants have a functional level of education and possess significant life skills, their time in prison may be best used for vocational programming rather than educational services. Specifically, vocational training should provide job skills in industries with local job market growth where local employers are willing to hire ex-felons.
- ▶ **Enhance outreach to employers:** While the treatment group was significantly more likely than the comparison group to be employed, the average hourly rate for these individuals was still below the living wage for San Diego County. Employment outreach has not only included efforts to identify job leads, but also has focused on developing relationships with employers. In April 2009, program partners participated in a Department of Rehabilitation Symposium for employers by presenting the advantages of employing SB 618 participants (e.g., support through case management). Beginning in November 2009, outreach to employers also promoted the use of Work Opportunity Tax Credits for hiring ex-felons within one year of prison release. These efforts are consistent with feedback from participants indicating a need for more employment assistance specifically related to ex-offenders and the local job market. Program partners also may want to include community members already linked to the SB 618 program (i.e., the Reentry Roundtable and Interfaith Advisory Board) in this process. Further, program partners have discussed the idea of reaching out to labor unions in particular.
- ▶ **Extend efforts to integrate social supports:** Research studies indicate that involving family members and positive peers in the ex-offenders' reentry plans will improve their successful integration into the community (La Vigne, Davies, Palmer, & Halberstadt, 2008; La Vigne, Visher, & Castro, 2004). The assessment process at program entry indicates that participants have few considerably close relationships, suggesting a need for assistance in strengthening their support system within the community. While the SB 618 program design includes mechanisms for facilitating this process (e.g., Community Roundtable meetings), the level of involvement has been relatively low suggesting an area for enhanced efforts. Outreach to the faith community may be helpful in the process, as almost all of the follow-up interview respondents who indicated involvement with a faith-based group reported that this relationship was supportive.

Partners should be commended for continuing to develop and implement best practices and encouraged to maintain their commitment to full implementation of the SB 618 program design to ensure maximum program effectiveness.

## SUMMARY

Based on the preliminary research findings in this third annual evaluation report, the SB 618 Prisoner Reentry Program in San Diego has had many successes, though there are areas for improvement. The recommendations shared in this chapter are provided to assist local program partners as they continue to refine the program, as well as guide others interested in implementing similar reentry programs in other jurisdictions. Over the next year, the evaluation will continue to document the process of program implementation and further assess program impact as the treatment and comparison groups have longer periods in the community following release from prison and more long-term outcome data will be available for a larger number of participants. Given California's fiscal crisis, particularly in the area of corrections, the continued results from the evaluation will be of particular interest. Most in-prison programs have been eliminated, some of which directly impact the ability of offenders to access services upon release from prison (i.e., substance abuse). Further, the lack of in-prison vocational services exacerbates the barriers to employment for offenders. The impact of these forces on outcomes and the process of how program partners attempt to fill these gaps will be examined.

### NEXT STEPS FOR EVALUATION

As the evaluation continues, a more complete assessment of program impact will be provided through the following:

- ▶ matching of study groups to ensure that research findings are not biased;
- ▶ larger number of cases out of custody long enough to conduct recidivism analysis;
- ▶ longer term outcomes (i.e., 12 months post-prison release); and
- ▶ cost-effectiveness analysis.

**APPENDIX A**  
**SB 618 LEGISLATION**

## Senate Bill No. 618

### CHAPTER 603

An act to add Section 1203.8 to the Penal Code, relating to sentencing.

[Approved by Governor October 6, 2005. Filed with  
Secretary of State October 6, 2005.]

#### LEGISLATIVE COUNSEL'S DIGEST

SB 618, Speier. Sentencing: programs.

Under existing law, the Legislature finds and declares that programs should be available for inmates, including educational programs that are designed to prepare nonviolent felony offenders for successful reintegration into the community. Under existing law, the Legislature encourages the development of policies and programs designed to educate and rehabilitate nonviolent felony offenders.

This bill would authorize a county to develop a multiagency plan to prepare and enhance nonviolent felony offenders' successful reentry into the community, and would require that plan be developed by, and have the concurrence of, the presiding judge, the chief probation officer, the district attorney, the local custodial agency, and the public defender, or their designees, for submission to the board of supervisors for its approval. The bill would further authorize the Department of Corrections and Rehabilitation to enter into an agreement with up to 3 counties to implement the above provisions and to provide funding for the purpose of the probation department carrying out its assessments, and would make specified findings and declarations in that regard.

*The people of the State of California do enact as follows:*

SECTION 1. (a) The Legislature finds and declares that the successful reintegration of parolees into society depends upon the proper assessment of the offenders' risks and needs prior to entry into the prison system and appropriate direction of offenders into facilities and programs that are available to address risks or needs.

(b) The Legislature recognizes that the transfer of the assessment function from the Department of Corrections and Rehabilitation to the community in which an offender committed his or her crime and to which the offender will likely be paroled may represent an effective and efficient means to perform an assessment.

(c) The Legislature encourages the participation of the Department of Corrections and Rehabilitation and interested counties to develop and implement plans to transfer assessment functions to local probation departments and courts, with the goal of improving public safety in the

community and to better enable parolees to become contributing members of society.

SEC. 2. Section 1203.8 is added to the Penal Code, to read:

1203.8. (a) A county may develop a multiagency plan to prepare and enhance nonviolent felony offenders' successful reentry into the community. The plan shall be developed by, and have the concurrence of, the presiding judge, the chief probation officer, the district attorney, the local custodial agency, and the public defender, or their designees, and shall be submitted to the board of supervisors for its approval. The plan shall provide that when a report prepared pursuant to Section 1203.10 recommends a state prison commitment, the report shall also include, but not be limited to, the offender's treatment, literacy, and vocational needs. Any sentence imposed pursuant to this section shall include a recommendation for completion while in state prison, all relevant programs to address those needs identified in the assessment.

(b) The Department of Corrections and Rehabilitation is authorized to enter into an agreement with up to three counties to implement subdivision (a) and to provide funding for the purpose of the probation department carrying out the assessment. The Department of Corrections and Rehabilitation, to the extent feasible, shall provide to the offender all programs pursuant to the court's recommendation.

**APPENDIX B**  
**SB 618 PARTICIPANT ELIGIBILITY CRITERIA**



## SB 618 PARTICIPANT ELIGIBILITY CRITERIA

---

### **Individuals must meet the following criteria to participate:**

- 1) Time to serve of 8 to 72 months;
- 2) Individuals must be in local custody; and
- 3) Individual's county of last legal residence (CLLR) must be San Diego.

### **The following will result in program ineligibility:<sup>1</sup>**

- 1) Parole Violators Returned to Custody (PVRTC) based solely on the actions of the Board of Prison Terms;
- 2) Individuals who qualify for participation in Proposition 36;
- 3) Individuals with a current violent felony pursuant to PC 667.5 (c);
- 4) Individuals with registration requirements pursuant to PC 290 (Sex Offender);
- 5) Individuals with registration pursuant to PC 457.1 (Arson);
- 6) Individuals who are convicted of any crime wherein the victim suffered death or permanent disability or Great Bodily Injury.
- 7) Individuals with a Security Housing Unit (SHU) placement for violent acts in the last year (SHU is a more secure housing within the prison);
- 8) Individuals with Protective Housing Unit (PHU) placement for safety concerns within the last year;
- 9) Individuals with documented Prison Gang affiliation pursuant to CDCR regulations;
- 10) Individuals with felony holds in another jurisdiction (may take the inmate after serving sentence in CDCR; thus interfering with attendance in San Diego County aftercare);
- 11) Individuals with United States Immigration and Naturalization Service holds; and/or
- 12) Individuals assigned, by CDCR regulations, a Classification Score of Level IV (52 points or more).

---

<sup>1</sup> Reasons 7 through 12 which result in an individual being deemed ineligible for SB 618 program participation are pursuant to California Code of Regulations, Title 15: Section 3040.1.

**The following may result in program ineligibility:**

- 1) Individuals with a prior conviction for PC 667.5(c) over five years old will be screened for participation on a case-by-case review.
- 2) Individuals with special program needs pursuant to CDCR regulations; these special program needs may include, but are not limited to, permanent wheelchair use, deafness, blindness, HIV/AIDS, Sensitive Needs Yard (i.e., enemy concerns) (pursuant to California Code of Regulations, Title 15: Section 3040.1);

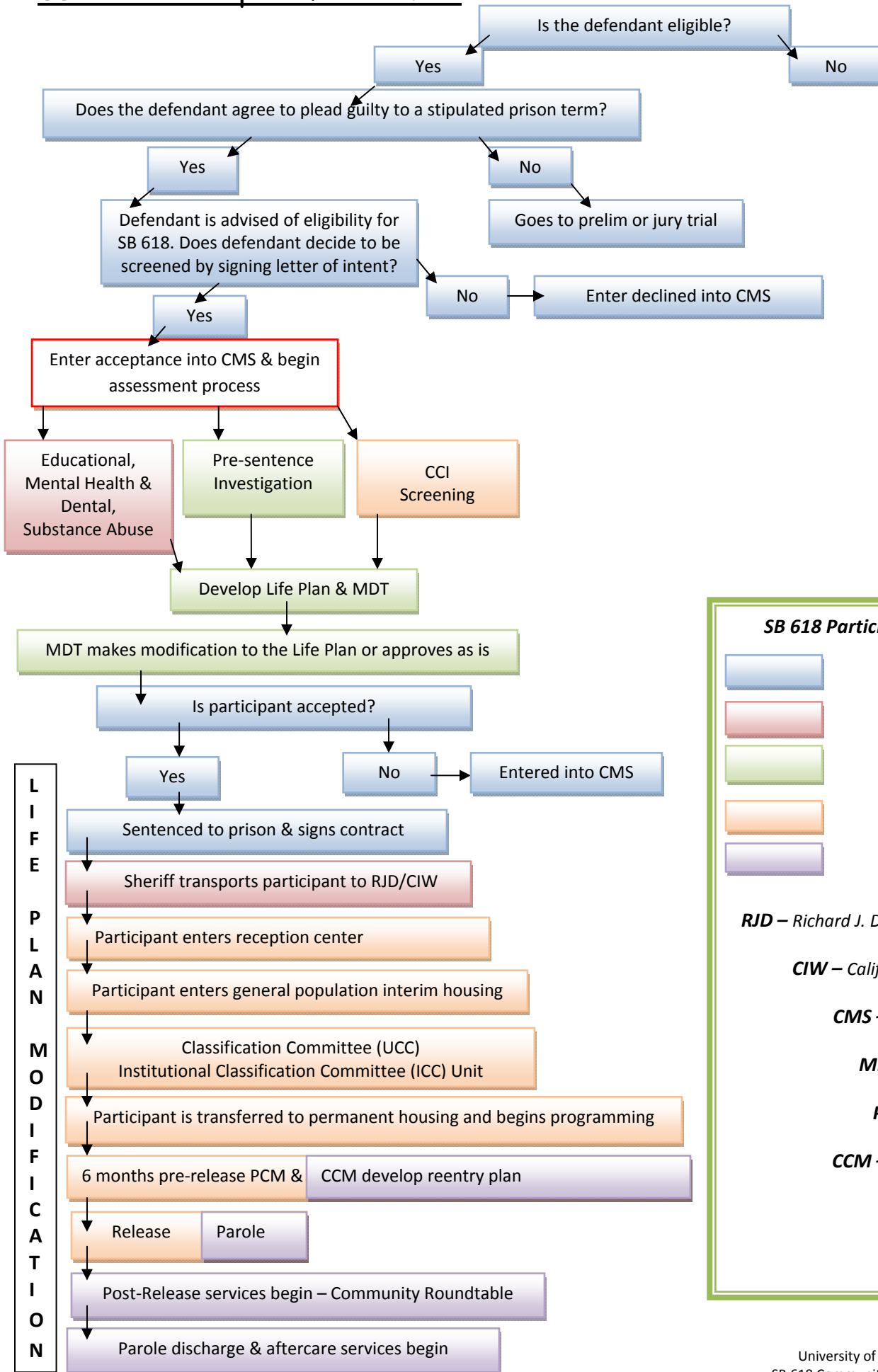
**The following factors do not impact eligibility:**

- 1) Individuals who have been out of custody for a violent offense at least five years without committing another violent crime before committing the current offense;
- 2) Individuals who are repeat offenders;
- 3) Individuals who are Probation Violators; and/or
- 4) Parole Violators with a New Term (PVWNT).

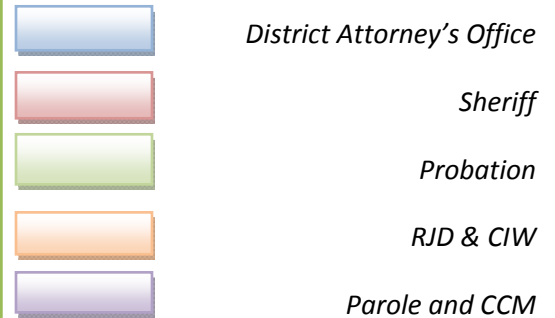


**APPENDIX C**  
**SB 618 PARTICIPANT FLOW CHART**

# SB 618 Participant Flow Chart



## SB 618 Participant Flow Chart Key



**RJD** – Richard J. Donovan Correctional Facility

**CIW** – California Institution for Women

**CMS** – Case Management System

**MDT** – Multidisciplinary Team

**PCM** – Prison Case Manager

**CCM** – Community Case Manager

**CCI** – Correctional Officer I

L  
I  
F  
E  
  
P  
L  
A  
N  
  
M  
O  
D  
I  
F  
I  
C  
A  
T  
I  
O  
N

**APPENDIX D**  
**PARTICIPANT PROGRAM FORMS**

**San Diego County (SB 618) Reentry Program**  
**LETTER OF INTENT**

Name: \_\_\_\_\_

Case No: \_\_\_\_\_

I have been informed that I am eligible to be screened for possible acceptance into the San Diego County (SB 618) Reentry program. I understand that I am receiving a stipulated prison sentence.

I am aware of the following benefits of participating in the program at the Richard J. Donovan Correctional Facility or the California Institute for Women:

- Priority for prison resources
- Education services
- Employment opportunities
- Other potential pre-release services

Additionally, I am aware of the following potential post-release resources:

- Job readiness
- Counseling
- Case manager support
- Legal Aid
- Tattoo removal
- Housing
- Family reunification
- Educational services
- Child support guidance
- Financial planning
- Health services
- Transportation Assistance

I understand that I need to be screened for participation in this program. ***I may or may not be selected to participate.*** I will cooperate with the screening. If I am accepted into the Reentry Program, I will sign a contract which outlines the specific requirements of the program.

Violation of any of the rules and regulations of the Reentry Program, prison or parole may result in termination from the Reentry Program. Violations committed after my release from prison on parole could result in a return to prison. Some of the general requirements I must follow include:

- Random drug testing.
- Take all prescribed medications.
- Not violate any law or possess any weapons.
- Follow the course of conduct prescribed by the reentry team and parole agent relating to my ability to work, obtain treatment, housing, and education.

Having all this in mind, I would like to be screened for acceptance into the Reentry Program.

\_\_\_\_\_  
Signature of Defendant

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Defendant's Attorney

\_\_\_\_\_  
Date

**I authorize (releasing party):**

Name San Diego County Sheriff's Dept.  
Authorized CDCR Staff,  
RJD or CIW Prison Case Manager,  
San Diego County Probation Department,  
UCSD Community Case Manager  
Address P.O. Box 939062  
City/State San Diego, CA 92193-9062

**To disclose to (receiving party):**

Name SANDAG, Authorized CDCR Staff,  
RJD or CIW Prison Case Manager,  
San Diego County Probation Department,  
San Diego County Sheriff's Department,  
UCSD Community Case Manager,  
CDCR Parole Agent

By paper, oral, and electronic means any and all of my medical records, assessments, test results, statements and criminal case history, listed below, including but not limited to:

- MEDICAL** injuries, illnesses, conditions
- MENTAL** illnesses, conditions
- Vocational, COMPAS, Literacy Assessments
- HIV** test results
- ALCOHOL/DRUG** abuse

PURPOSE for release:  Continuity of care  Other: SB618 Compliance

SPECIFIC records to release:  HIV test results  Other: Any other test(s), examinations

**NOTICE:** I understand that the medical information used or disclosed pursuant to this authorization may be subject to re-disclosure by the recipient and no longer protected by federal privacy regulations (HIPAA). I further understand that the Sheriff's Department may not condition treatment on whether I sign this authorization. California law prohibits the person receiving my health information from making further disclosure of it unless another authorization for such disclosure is obtained or unless such disclosure is specifically required or permitted by law.

**REVOCATION:** I may revoke this authorization at any time by notifying the issuing party in writing.

**COPY:** I authorize the use of a facsimile or photocopy of this form. I may receive a copy of this authorization. (Initial here for copy): \_\_\_\_\_ Copy given:  Yes  No

\_\_\_\_\_  
Social Security Number

\_\_\_\_\_  
AKA

\_\_\_\_\_  
CDC Number

\_\_\_\_\_  
Patient's Signature

\_\_\_\_\_  
Date of Birth

\_\_\_\_\_  
Date

\_\_\_\_\_  
Patient's Name (Please Print)

Send via FAX to: (858) 974-5992 Attn: Chief, Medical Records, San Diego County Sheriff Department. For additional forms, call (858) 974-5968.

## **Benefits of Joining the SB 618 Re-Entry Programs**

By agreeing to the attached contract and becoming an SB 618 Program participant you will gain some of the following:

- While in prison, you may receive the following resources:
- Designated housing
- Priority for prison programs/services [e.g. vocational training, SAP (Substance Abuse Program), life skills, PIA (Prison Industries Authority) placement, work]
- Educational services (e.g. high school diploma, A.A. degree, college credit)
- Placement at RJD or CIW
- SB 618 Certificate Programs
- Other pre-release services such as help obtaining an ID, driver's license, birth certificate, social security, etc.

After release, you may receive the following resources to help you reenter into a community:

- Job readiness and placement assistance (e.g. soft skills training, occupational support, etc.)
- Family reunification services
- Counseling (e.g. substance abuse, mental health, faith-based support, mentoring, 12-step)
- Educational services
- Case manager support
- Child support guidance
- Legal aid
- Budget planning
- Clothing
- Tattoo Removal
- Health Services
- Appropriate housing
- Transportation assistance
- Eligibility processing for public peer-support services

## San Diego SB 618 Reentry Program

### PARTICIPANT CONTRACT

Name: \_\_\_\_\_

Case No.: \_\_\_\_\_

In addition to the rules and regulations governing your incarceration and parole, the following describe the obligations and benefits of participating in the San Diego Reentry program.

I understand that...

... the validity of this contract is conditioned upon my eligibility for the SB 618 Reentry Program. If at any time after the execution of this agreement and in any phase of the SB 618 Reentry Program, it is discovered that I am, in fact, ineligible to participate in the program, I may be immediately terminated from the program. \_\_\_\_\_

... I am entitled to participate in SB 618 for up to eighteen months (or otherwise determined by my SB 618 team) post-release, which includes a Continuing Care component consisting of six months. \_\_\_\_\_

... during the entire course of the SB 618 Reentry Program, I will be required to attend roundtable sessions, treatment sessions, have regular and frequent contact with my case manager, submit to random drug testing, remain clean and sober, and law-abiding. I agree to abide by the rules and regulations imposed by the SB 618 Reentry Team and/or parole agent. I understand that if I do not abide by these rules and regulations, I may be sanctioned or terminated from the program. \_\_\_\_\_

... sanctions during incarceration may include assignment to another institution, may affect credit earning status, increased drug testing, loss of privileges and resources, removal from program and such other sanctions deemed appropriate by the SB 618 Reentry team. \_\_\_\_\_

... post-release sanctions may include more frequent drug testing, more frequent supervision, loss of privileges and resources, community service and such other sanctions deemed appropriate by the SB 618 Reentry team. \_\_\_\_\_

... I will be tested for the presence of drugs and alcohol in my system on a random basis according to procedures established by the California Department of Corrections and Rehabilitation, the SB 618 Reentry team, and/or treatment provider or case manager. I understand that I will be given a location and time to report for my drug test. I understand that it is my responsibility to report to the assigned location at the time given for the test. I understand that if I am late for a test, or miss a test, it will be considered positive and I may be sanctioned. \_\_\_\_\_

... substituting, altering or trying in any way to change my body fluids for purposes of testing will be grounds for immediate termination from the SB 618 Reentry Program. \_\_\_\_\_

I will not possess drugs (including marijuana), or drug paraphernalia. I will not associate with people who use or possess drugs, nor will I be present while drugs are being used by others. I may also be asked to abstain from the use of alcohol and association with alcohol. \_\_\_\_\_

... I may not possess any weapons while I am participating in the SB 618 Reentry Program. I will dispose of any and all weapons in my possession, and disclose the presence of any weapons possessed by anyone else in my household. Failure to dispose and/or disclose may result in termination from the SB 618 Reentry Program and possible prosecution for illegal possession of any weapon. \_\_\_\_\_

I agree to inform any law enforcement officer who contacts me that I am an SB 618 Reentry Program participant and to report any law-enforcement contact to my parole agent and case manager. \_\_\_\_\_

... I may not work as a confidential informant with any law enforcement agency while I am an SB 618 Reentry Program participant, nor may I be made or encouraged to work as a confidential informant as a condition of my full participation in the SB 618 Reentry Program. \_\_\_\_\_

If I am a recovering addict and/or alcoholic, I will inform all treating physicians and may not take narcotic or addictive medications or drugs. If a treating physician deems necessary to treat me with narcotic or addictive medications or drugs, I must disclose this to my treatment provider, parole agent and case manager. \_\_\_\_\_

. . . SB 618 case managers will work to place me in programs best suited for my success and subject to availability and agree that I will not leave any SB 618 referred program without prior approval from my treatment provider, parole agent or case manager and the SB 618 Reentry team. \_\_\_\_\_

. . . my full participation in my reentry plan may include residential placement, vocational training, education, and/or anger management, parenting or relationship counseling. I understand that I may be asked to sign a contract for each reentry program. I will abide by the rules and regulations of my assigned programs. \_\_\_\_\_

. . . successfully completing the SB 618 Reentry Program makes me eligible to participate in a graduation ceremony. \_\_\_\_\_

. . . during the early phases of reentry, I may be precluded from working or from gaining employment. I further understand that within the time directed by the SB 618 Reentry team, I will seek employment, job training and/or further education as approved by the SB 618 Reentry team, and that failure to do so may result in sanctions or termination. \_\_\_\_\_

. . . I have the right to submit grievances, and that I will be given a full and fair hearing in this regard. \_\_\_\_\_

I agree to keep the SB 618 Reentry team, treatment provider or case manager and parole agent advised of my current address and phone number at all times and whenever changed. My place of residence is subject to SB 618 Reentry team approval. \_\_\_\_\_

I agree to disclose all SB 618 program-related assessments and all associated records, including Confidential Substance Abuse Information during my participation in the SB 618 program. I understand that any information obtained from this release will be kept apart from the Court file. \_\_\_\_\_

. . . termination from or failure to complete the SB 618 Reentry Program cannot be a basis for withdrawing my previously entered guilty plea. \_\_\_\_\_

. . . that the successful completion of the SB 618 Reentry Program may be independent of my parole term. \_\_\_\_\_

. . . participation in the SB 618 Reentry Program is a privilege, not a right, and that it is a unique opportunity to obtain information, skills, services, and associations to help me change my life and fulfill my potential. I promise to give SB 618 my honest and best efforts. \_\_\_\_\_

I reviewed this contract with the participant.

\_\_\_\_\_  
SB 618 Probation Officer

\_\_\_\_\_  
Date

I have read the above contract and I understand what I have read. I am willing to enter into this agreement with the Senate Bill 618 Reentry Program.

\_\_\_\_\_  
Participant's Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Attorney for Participant

\_\_\_\_\_  
Date



**DUTIES AND RESPONSIBILITIES OF THE SB 618 REENTRY TEAM**

In consideration of the promises made by the above-referenced participant, the SB 618 Reentry team (by and through its individual members) does herein promise:

- To closely monitor Participant’s progress and sobriety in order to provide structure and incentives to remain motivated, drug and alcohol free;
- To assess, evaluate, and guide Participant into and through appropriate programs for successful reentry;
- To coordinate and provide services which will assist participant in meeting needs, obtaining guidance, and fulfilling one’s potential;
- To consider each case on individual merits and circumstances, while remaining consistent within guidelines;
- To hold all Participants accountable for their own behavior, and to respond in a therapeutically appropriate manner;
- To treat Participants with due dignity and respect, and to listen with an open mind;
- To keep team members current and trained in all facets of maintaining the highest caliber and most enduringly successful SB 618 Reentry Program;
- To encourage graduates to return to the SB 618 Reentry Program (after completion) to mentor new participants and demonstrate what can be accomplished by honestly working this program.
- To participate in SB 618 Reentry team meetings: weekly for the first month, bi-weekly the next 3 months, and monthly for the last 8 to 12 months.

\_\_\_\_\_  
Parole Agent’s Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
SB 618 Community Case Manager

\_\_\_\_\_  
Date

## SB618 REENTRY LIFE PLAN

Section 1: Personal Information				
<b>1. Full Name</b>				
Last:	First:	Middle:	Suffix:	
<b>2. Aliases/Other Names:</b>				
<b>3. Date of Birth:</b>	<b>4. Place of Birth:</b> (City/County/State/Country)		<b>5. Probation ID:</b>	
<b>6. Untied States Citizen if Born Outside the United States</b> <input type="checkbox"/> Yes <input type="checkbox"/> No If No, Resident Alien with Proper Documentation? <input type="checkbox"/> Yes <input type="checkbox"/> No If Yes, Resident Alien Card #				
<b>7. Sex</b>	<b>8. Height</b>	<b>9. Weight</b>	<b>10. Hair</b>	<b>11. Eyes</b>
<b>12. Primary Language:</b>		<b>13. Other Languages Spoken with Fluency:</b>		
<b>14. Address at Time of Arrest</b>				
Number/Street:			Apt/Unit:	
City:	State:	Zip:	Phone:	
<b>15. Address Where you Expect to Reside Upon Release:</b> <input type="checkbox"/> Unknown <input type="checkbox"/> Same as Above				
Number/Street:			Apt/Unit:	
City:	State:	Zip:	Phone:	
<b>16. Mailing Address, if Different from Above</b>				
Number/Street:				
City:	State:	Zip:	Phone:	
<b>17. Emergency Contact Information</b>				
Name		Relationship:		
Number/Street:			Apt/Unit:	
City:	State:	Zip:	Phone:	
<b>18. With Whom do you Expect to Live?</b>				
Name:		Relationship:		
Name:		Relationship:		
Name:		Relationship:		
Section 2: Court Case Information				
<b>19. Court Case No.:</b>	<b>20. Court (Dept. &amp; Judge):</b>	<b>21. SB618 Probation Officer:</b>		
<b>22. Sentencing Date:</b>	<b>23. CDCR # (current only)</b>	<b>24. CII #:</b>		
<b>25. Conviction (Status and Description):</b>				
<b>26. Stipulated Sentence:</b>	<b>27. Victim Restitution Amount Ordered:</b>	<b>28. Earliest Projected Release Date</b>		

**Section 3: Employment History**

From: (mm/yy)	To: (mm/yy)	Salary:	Employer's Name	Position

**Section 4: Educational/Vocational Training**

From: (mm/yy)	To: (mm/yy)	Institution	Highest Level Attained	Degree/Certification

## SB618 REENTRY LIFE PLAN

### Section 5: Relatives and Significant Others

1. Relationship Status:  
 Single                       Married, Year?:                       Divorced, Year?  
 Separated, How Long?       Domestic Partner, How Long?       Widowed, Year?

2.  Spouse     Significant Other     Domestic Partner     N/A

Name: \_\_\_\_\_ Relationship: \_\_\_\_\_

Number/Street: \_\_\_\_\_ Apt/Unit: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_ Phone: \_\_\_\_\_

#### 3. Closet Relative/Friend Not Living in Residence (but living in San Diego County)

Name: \_\_\_\_\_ Relationship: \_\_\_\_\_

Number/Street: \_\_\_\_\_ Apt/Unit: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_ Phone: \_\_\_\_\_

#### Children:

Name:	Sex	DOB	Lives With (Name/Location)	Child Support		
				Paid	Rec'd	Ordered

#### Siblings

Name:	Sex	DOB	Address	Occupation

Notes: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**Section 6: Community Support/Resources (i.e. Churches, Prof. Orgs, AA/NA Sponsors)**

Resource Type	Name

Notes:


**Section 7: Government Support/Resources**

Resource Type	Name
SSI	<input type="checkbox"/>
Welfare	<input type="checkbox"/>
Medical	<input type="checkbox"/>
	<input type="checkbox"/>
	<input type="checkbox"/>
	<input type="checkbox"/>

Notes:


## SB618 REENTRY LIFE PLAN

Section 8: Needs, Risks and Strengths						
Risk Level	Area of Concern (COMPAS)	Strength	Assessment Tool	Score		
	Criminal Involvement	<input type="checkbox"/>	CASAS			
	History of Non-Compliance	<input type="checkbox"/>	ASI – Alcohol Severity			
	History of Violence	<input type="checkbox"/>	ASI – Drug Severity			
	Current Violence	<input type="checkbox"/>	IDEAS			
	Criminal Associates/Peers	<input type="checkbox"/>	Myers-Briggs			
	Financial Problems/Poverty	<input type="checkbox"/>	TABE Reading Level			
	Vocational/Educational Problems	<input type="checkbox"/>				
	Criminal Thinking	<input type="checkbox"/>	<b>Needs</b>	High	Med	Low
	Family Criminality	<input type="checkbox"/>	Substance Abuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Social Environment	<input type="checkbox"/>	Education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Leisure and Recreation	<input type="checkbox"/>	Vocational	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Residential Instability	<input type="checkbox"/>				
	Social Adjustment Problems	<input type="checkbox"/>				
	Socialization Failure	<input type="checkbox"/>				
	Criminal Opportunity	<input type="checkbox"/>				
	Criminal Personality	<input type="checkbox"/>				
	Social Isolation	<input type="checkbox"/>				
		<input type="checkbox"/>				
		<input type="checkbox"/>				
		<input type="checkbox"/>				

Other Needs Areas:		Gender Responsive Areas	
<input type="checkbox"/>	Area of Concern	<input type="checkbox"/>	Area of Concern
<input type="checkbox"/>	Transportation	<input type="checkbox"/>	Medical
<input type="checkbox"/>	Family	<input type="checkbox"/>	Trauma
<input type="checkbox"/>	Reunification	<input type="checkbox"/>	Vocational/Financial
<input type="checkbox"/>	Spirituality	<input type="checkbox"/>	Parenting/Child Care
<input type="checkbox"/>	Mental Illness	<input type="checkbox"/>	Legal Protection
<input type="checkbox"/>	Housing	<input type="checkbox"/>	
<input type="checkbox"/>	Financial	<input type="checkbox"/>	

**Section 9: Recommended Steps to Address Risks**

<b>Substance Abuse:</b>	<b>Risk Score</b>	
-------------------------	-------------------	--

Goal:	
-------	--

Issue:	
--------	--

**In Prison/Community Corrections Program:**

Goal:	
-------	--

Issue:	
--------	--

Task:	
-------	--

Program:	Referral Date:	Completion Date:	Code:
----------	----------------	------------------	-------

**Reentry:**

**Reassessment Score:**

Goal:	
-------	--

Issue:	
--------	--

Task:	
-------	--

Program:	Referral Date:	Completion Date:	Code:
----------	----------------	------------------	-------

**Reassessment Results:**

Goal:	
-------	--

Issue:	
--------	--

Task:	
-------	--

Program:	Referral Date:	Completion Date:	Code:
----------	----------------	------------------	-------

**Notes:**

Date	Name	

## SB618 REENTRY LIFE PLAN

### Section 9: Recommended Steps to Address Risks (cont.)

<b>Vocational:</b>							<b>Risk Score</b>	
Goal:								
Issue:								
<b>In Prison/Community Corrections Program:</b>								
Goal:								
Issue:								
Task:								
Program:			Referral Date:			Completion Date:		Code:
<b>Reentry:</b>					<b>Reassessment Score:</b>			
Goal:								
Issue:								
Task:								
Program:			Referral Date:			Completion Date:		Code:
<b>Reassessment Results:</b>								
Goal:								
Issue:								
Task:								
Program:			Referral Date:			Completion Date:		Code:
<b>Notes:</b>								
Date	Name							



**Section 9: Recommended Steps to Address Risks (cont.)**

**Educational:** \_\_\_\_\_ **Risk Score** \_\_\_\_\_

Goal: \_\_\_\_\_

Issue: \_\_\_\_\_

**In Prison/FRCCC/Community Corrections Program:**

Goal: \_\_\_\_\_

Issue: \_\_\_\_\_

Task: \_\_\_\_\_

Program: \_\_\_\_\_ Referral Date: \_\_\_\_\_ Completion Date: \_\_\_\_\_ Code: \_\_\_\_\_

**Reentry:** \_\_\_\_\_ **Reassessment Score:** \_\_\_\_\_

Goal: \_\_\_\_\_

Issue: \_\_\_\_\_

Task: \_\_\_\_\_

Program: \_\_\_\_\_ Referral Date: \_\_\_\_\_ Completion Date: \_\_\_\_\_ Code: \_\_\_\_\_

**Reassessment Results:** \_\_\_\_\_

Goal: \_\_\_\_\_

Issue: \_\_\_\_\_

Task: \_\_\_\_\_

Program: \_\_\_\_\_ Referral Date: \_\_\_\_\_ Completion Date: \_\_\_\_\_ Code: \_\_\_\_\_

**Notes:**

Date	Name	

## SB618 REENTRY LIFE PLAN

<b>Section 10: Case Notes</b>				
-------------------------------	--	--	--	--

Mental Health Specialist	Date		Name	
Educational/Vocational Specialist	Date		Name	
Medical Comments	Date		Name	
Dental Comments	Date		Name	
Probation Officer	Date		Name	
Classification Agent Comments	Date		Name	

**Section 10: Case Notes (Cont.)**

PC Manager Comments	Date		Name	

Parole Agent Comments	Date		Name	

CC Manager Comments	Date		Name	

Participant Comments	Date		Name	

**APPENDIX E**  
**CALIFORNIA LOGIC MODEL**



## **The California Logic Model – *Evidence-based rehabilitation for offender success***

The California Logic Model is a detailed, sequential description of how California will apply evidence-based principles and practices to effectively deliver a core set of effective rehabilitation programs. Research shows that to achieve positive outcomes, correctional agencies must provide rehabilitative programs to the right inmates, at the right time, and in a manner consistent with evidence-based programming design.

### **Background:**

The Public Safety and Offender Rehabilitation Services Act of 2007 (Assembly Bill 900), signed into law by the Governor on May 3, 2007, is a major effort to reform California's prison system by reducing prison overcrowding and increasing rehabilitative programming. In June 2007, the Expert Panel on Adult Offender and Recidivism Reduction Programming (Expert Panel), recommended the California Logic Model as this state's approach to integrating evidence-based principles into its rehabilitation programming. The Governor's Rehabilitation Strike Team (RST) provided guidelines on how to implement the Expert Panel proposals.

### **Steps and evidence-based principles underlying California Logic Model:**

#### **1. Assess High Risk.**

Assess offender risk level and target offenders who pose the highest risk for re-offending. Give the highest programming priority to those with high and moderate risk to reoffend. Research shows that high and moderate risk to reoffend prisoners and parolees achieve the greatest gains in recidivism reduction.

#### **2. Assess Needs.**

Administer assessment battery to identify the offender's criminogenic needs/dynamic risk factors.\* Research has demonstrated that varied combinations of these seven criminogenic needs (dynamic risk factors) drive criminal behavior in male offenders:

- Educational-vocational-financial deficits and achievement skills
- Anti-social attitudes and beliefs

## The California Logic Model

- Anti-social and pro-criminal associates and isolation
- Temperament and impulsiveness (weak self-control) factors
- Familial-marital-dysfunctional relationship (lack of nurturance-caring and/or monitoring-supervision)
- Alcohol and other drug disorders, and
- Deviant sexual preferences and arousal patterns.

### **3. Develop a behavior management plan.**

Utilize risk, need, and responsivity assessment results to inform the development of an individualized case plan guiding the types and levels of services required to address needs. This plan is an integral step in matching the right offender to the right program in the right order. The behavior management plan links the assessment process to rehabilitation programming and ensures continuity of rehabilitation programs and services between the prison, parole system, and other community-based providers.

### **4. Deliver programs.**

Deliver Cognitive Behavioral Programs, offering varying levels of dosage (duration and intensity). Deliver in prison and in the community a core set of programs that addressed the six major offender programming area needs (for high or moderate risk-to-reoffend inmates):

- Academic, Vocational, and Financial
- Alcohol and other Drugs
- Aggression, Hostility, Anger, and Violence
- Criminal Thinking, Behaviors, and Associations
- Family, Marital, and Relationships; and
- Sex Offending.

Provide low risk offenders with rehabilitation programs that focus on work, life skills and personal growth rather than rehabilitation treatment programs. Research shows that that intensive rehabilitation treatment programs for low-risk offenders have a minimal reduction or even an increase in recidivism.

## The California Logic Model

### **5. Measure Progress**

Conduct periodic assessments to evaluate progress, update treatment plans, measure treatment gains, and determine appropriateness for program completion. Evidence-based rehabilitation programming that works includes determining whether or not the programming being delivered is achieving its stated objectives. This requires correctional agencies to collect programming data from every program delivered and every offender assigned to programming in an automated, systematic, and consistent fashion. This also means that every program that correctional agencies deliver to their adult offender populations (in prison and the community) must have clearly defined outcomes.

### **6. Prep for Re-entry**

Develop a formal re-entry plan prior to program completion to ensure a continuum of care. Assist with obtaining ID and benefits needed to secure employment and receive services in the community. Individuals are at higher risk to return to prison shortly after their releases. Research indicates that when offenders participate in treatment in the community after treatment in prison, the results are likely to be two to three times greater than if the person participated only in prison-based programs. Therefore, the Expert Panel recommended that CDCR continue to develop and strengthen its formal partnerships with community stakeholders and develop a formal re-entry plan for offenders with high and moderate risk-to-reoffend scores and provide intensive transition services.

### **7. Reintegrate**

Provide aftercare and facilitate a successful re-entry through collaboration with community providers. The Expert Panel recommended that CDCR require that all of its programs and services delivered in the community, including parole supervision, include those activities that will keep offenders from re-offending. These activities include: reducing offender criminogenic needs, helping offenders stay sober, assisting them with finding housing and jobs, and reducing the criminal toxicity of offender neighborhoods.

### **8. Follow-Up**

Track offenders and collect outcome data at set intervals following discharge. Outcomes to be tracked include recidivism, substance abuse, family adjustment, employment, and housing status. Research demonstrates the importance of

## The California Logic Model

community and familial supports as sources of informal social controls.

### **Current status of California Logic Model implementation:**

Implementation of the California Logic Model is being phased in through the “proof project” which is testing California’s newly designed rehabilitation programming in a demonstration site that includes a reception center, a prison, a secure community reentry facility and a parole region. The “proof project” is being conducted at Deuel Vocational Institute (DVI) in Tracy (reception center); California State Prison, Solano; Northern California Reentry Facility (serving San Joaquin, Calaveras, and Amador counties); and Parole Region I (parole site serving parolees from San Joaquin, Calaveras, and Amador counties). Lessons learned from this project will inform and benefit the statewide rehabilitation programming implementation.

#### Sources:

*Report to the California Legislature: A Roadmap for Effective Offender Programming in California*, Expert Panel on Adult Offender Recidivism Reduction Programming, June 2007.

*Meeting the Challenges of Rehabilitation in California’s Prison and Parole System*, Governor’s Rehabilitation Strike Team, December 2007.

*Report on Expenditure of AB 900 Rehabilitation Funding*, Legislative Report, CDCR, January 2008.

\*The concept of criminogenic needs means that research shows that the offender population has a higher prevalence of these behaviors than does the general population. Therefore, the presence of these needs in a person may very well indicate a tendency toward criminal activity. Female offenders have additional needs that correctional programming should address, including treatment of abuse, violence, trauma, family relationships, substance abuse, and co-occurring disorders. (Expert Panel)



CALIFORNIA DEPARTMENT *of*  
**CORRECTIONS AND  
REHABILITATION**

**Adult Rehabilitation**

www.**CDCR**.ca.gov/rehabilitation



**APPENDIX F**  
**LIST OF DATA ELEMENTS**

**DATA ELEMENTS/VARIABLES**

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
<b>Demographics</b>				
Gender	DA Database	DA Database	DA Database	DA Database
Ethnicity	DA Database	DA Database	DA Database	DA Database
Age/Date of Birth	DA Database	DA Database	DA Database	DA Database
Parenthood Status	DA Database	N/A	N/A	N/A
Number of Children	DA Database	N/A	N/A	N/A
<b>Financial</b>				
Employment Status (post-prison release)	CCM & CTS files	CDCR-Parole	N/A	N/A
Child Support				
Ordered (yes/no)	DA Database	N/A	N/A	N/A
Paid (yes/no)	DA Database	N/A	N/A	N/A
Received (yes/no)	DA Database	N/A	N/A	N/A
<b>Prior Criminal History</b>				
Number of Convictions				
Felony	DA	DA	DA	N/A
Misdemeanor	DA	DA	DA	N/A
Highest conviction charge				
Level: Felony/misdemeanor/other	DA	DA	DA	N/A
Type: Violent/property/drug/other	DA	DA	DA	N/A
Total days in local custody	Sheriff's Data	Sheriff's Data	Sheriff's Data	N/A
Total days in prison	CDCR	CDCR	CDCR	N/A
Instant Offense	Sheriff's Data	Sheriff's Data	Sheriff's Data	N/A
Level: Felony/misdemeanor/other	Sheriff's Data	Sheriff's Data	Sheriff's Data	N/A
Type: Violent/property/drug/other	Sheriff's Data	Sheriff's Data	Sheriff's Data	N/A
<b>SB 618 Program Entry/Readiness Hearing</b>	DA Database	DA Database	DA Database	DA Database
<b>Date</b>				
<b>Reception Center Entry Date</b>	CDCR	CDCR	N/A	N/A

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
<b>Custody Days</b> (entry & exit dates)				
Local custody	Sheriff's Data	Sheriff's Data	N/A	N/A
RJD	CDCR	CDCR	N/A	N/A
CIW	CDCR	CDCR	N/A	N/A
<b>Level of Parole Supervision</b>	CDCR-Parole	CDCR-Parole	N/A	N/A
<b>Parole Conditions</b>	CDCR-Parole	CDCR-Parole	N/A	N/A
<b>Parole Days</b> (start and end dates)	CDCR	CDCR	N/A	N/A
<b>Program Participation End Date</b>	DA Database	N/A	N/A	N/A
<b>Status Upon Program Completion/Removal</b>	DA Database	N/A	N/A	N/A
<b>Initial Assessments</b>				
CSRA Score	CDCR	CDCR	CDCR	N/A
COMPAS				
Violence	DA Database	N/A	N/A	N/A
Recidivism	DA Database	N/A	N/A	N/A
Criminal Involvement	DA Database	N/A	N/A	N/A
History of Non-Compliance	DA Database	N/A	N/A	N/A
History of Violence	DA Database	N/A	N/A	N/A
Current Violence	DA Database	N/A	N/A	N/A
Criminal Associates/Peers	DA Database	N/A	N/A	N/A
Substance Abuse	DA Database	N/A	N/A	N/A
Financial Problems/Poverty	DA Database	N/A	N/A	N/A
Vocational/Educational Problems	DA Database	N/A	N/A	N/A
Criminal Thinking/Attitudes/Cognitions	DA Database	N/A	N/A	N/A
Family Criminality	DA Database	N/A	N/A	N/A
Social Environment	DA Database	N/A	N/A	N/A
Leisure & Recreation	DA Database	N/A	N/A	N/A
Residential Instability	DA Database	N/A	N/A	N/A
Social Adjustment Problems	DA Database	N/A	N/A	N/A

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
Socialization Failure	DA Database	N/A	N/A	N/A
Criminal Opportunity	DA Database	N/A	N/A	N/A
Criminal Personality	DA Database	N/A	N/A	N/A
Social Isolation	DA Database	N/A	N/A	N/A
Dental Assessment	CDCR C Files	CDCR C Files	N/A	N/A
Education				
CASAS (Life Skills)	DA Database	N/A	N/A	N/A
TABE (Reading Level)	DA Database	N/A	N/A	N/A
Medical Assessment	CDCR C Files	CDCR C Files	N/A	N/A
Mental Health Assessment	CDCR C Files	CDCR C Files	N/A	N/A
ASI (Substance Abuse)				
Medical severity	DA Database	N/A	N/A	N/A
Vocational severity	DA Database	N/A	N/A	N/A
Drug severity	DA Database	N/A	N/A	N/A
Alcohol severity	DA Database	N/A	N/A	N/A
Legal severity	DA Database	N/A	N/A	N/A
Family and social severity	DA Database	N/A	N/A	N/A
Psychiatric severity	DA Database	N/A	N/A	N/A
Vocational (Occupational Information Network (O*NET) & Myers Briggs Type Indicator® (MBTI))	DA Database	N/A	N/A	N/A
<b>Needs Upon Program Entry</b>				
Substance Abuse	DA Database	N/A	N/A	N/A
Education	DA Database	N/A	N/A	N/A
Vocation	DA Database	N/A	N/A	N/A
<b>Exit Assessments</b>				
COMPAS				
Violence	DA Database	N/A	N/A	N/A
Recidivism	DA Database	N/A	N/A	N/A
Criminal Involvement	DA Database	N/A	N/A	N/A
History of Non-Compliance	DA Database	N/A	N/A	N/A

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
History of Violence	DA Database	N/A	N/A	N/A
Current Violence	DA Database	N/A	N/A	N/A
Criminal Associates/Peers	DA Database	N/A	N/A	N/A
Substance Abuse	DA Database	N/A	N/A	N/A
Financial Problems/Poverty	DA Database	N/A	N/A	N/A
Vocational/Educational Problems	DA Database	N/A	N/A	N/A
Criminal Thinking	DA Database	N/A	N/A	N/A
Family Criminality	DA Database	N/A	N/A	N/A
Social Environment	DA Database	N/A	N/A	N/A
Leisure & Recreation	DA Database	N/A	N/A	N/A
Residential Instability	DA Database	N/A	N/A	N/A
Social Adjustment Problems	DA Database	N/A	N/A	N/A
Socialization Failure	DA Database	N/A	N/A	N/A
Criminal Opportunity	DA Database	N/A	N/A	N/A
Criminal Personality	DA Database	N/A	N/A	N/A
Social Isolation	DA Database	N/A	N/A	N/A
<b>ASI (Substance Abuse)</b>				
Medical severity	DA Database	N/A	N/A	N/A
Vocational severity	DA Database	N/A	N/A	N/A
Drug severity	DA Database	N/A	N/A	N/A
Alcohol severity	DA Database	N/A	N/A	N/A
Legal severity	DA Database	N/A	N/A	N/A
Family and social severity	DA Database	N/A	N/A	N/A
Psychiatric severity	DA Database	N/A	N/A	N/A
<b>Services in Custody</b>				
Prison Case Manager (PCM) Contacts	PCM files	N/A	N/A	N/A
Education	PCM files	N/A	N/A	N/A
Substance Abuse Program (SAP)	PCM files	N/A	N/A	N/A
Drug Treatment Furlough (DTF)	PCM files & DA Database	N/A	N/A	N/A
Vocational Training	PCM files & CTS Files	N/A	N/A	N/A
Community Case Manager (CCM) Contacts	CCM files	N/A	N/A	N/A

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
<b>Behavior in Custody</b>				
Violation	CDCR C Files	CDCR C Files	N/A	N/A
Disciplinary action	CDCR C Files	CDCR C Files	N/A	N/A
<b>Services in Community</b>				
CCM In-Person Contacts	CCM files	N/A	N/A	N/A
CCM Other Type Contacts (e.g., telephone and e-mail)	CCM files	N/A	N/A	N/A
Community Roundtable Participation	CCM files	N/A	N/A	N/A
Child Support	CCM files	CDCR-Parole		
Dental	CCM files	CDCR-Parole	N/A	N/A
Education	CCM files & CTS files	CDCR-Parole	N/A	N/A
Faith-Based Services	CCM files	CDCR-Parole		
Financial	CCM files	CDCR-Parole	N/A	N/A
Housing	CCM files	CDCR-Parole	N/A	N/A
Legal	CCM files	CDCR-Parole	N/A	N/A
Medical Treatment	CCM files	CDCR-Parole	N/A	N/A
Mental Health Treatment	CCM files	CDCR-Parole	N/A	N/A
Substance Abuse Treatment				
Outpatient	CCM files	CDCR-Parole	N/A	N/A
Residential	CCM files	CDCR-Parole	N/A	N/A
Sober Living	CCM files	CDCR-Parole	N/A	N/A
Self-help (AA/NA)	CCM files	CDCR-Parole	N/A	N/A
Employment		CDCR-Parole		
Full-time	CCM & CTS files	N/A	N/A	N/A
Part-time	CCM & CTS files	N/A	N/A	N/A
Vocational Training	CCM & CTS files	CDCR-Parole	N/A	N/A
<b>Behavior in Community</b>				
Absconding	CDCR, Sheriff's, DA	CDCR, Sheriff's, DA	N/A	N/A
Date of first felony arrest following release	CDCR, Sheriff's, DA	CDCR, Sheriff's, DA	N/A	N/A

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
Date of first misdemeanor arrest following release	CDCR, Sheriff's, DA	CDCR, Sheriff's, DA	N/A	N/A
Number of Arrests			N/A	
Felony	ARJIS & Sheriff's Data	ARJIS & Sheriff's Data	N/A	N/A
Misdemeanor	ARJIS & Sheriff's Data	ARJIS & Sheriff's Data	N/A	N/A
Highest arrest charge				
Level: Felony/misdemeanor/other	ARJIS & Sheriff's Data	ARJIS & Sheriff's Data	N/A	N/A
Type: Violent/property/drug/other	ARJIS & Sheriff's Data	ARJIS & Sheriff's Data	N/A	N/A
Number of Convictions				
Felony	Sheriff's & DA Data	Sheriff's & DA Data	N/A	N/A
Misdemeanor	Sheriff's & DA Data	Sheriff's & DA Data	N/A	N/A
Highest conviction charge				
Level: Felony/misdemeanor/other	Sheriff's & DA Data	Sheriff's & DA Data	N/A	N/A
Type: Violent/property/drug/other	Sheriff's & DA Data	Sheriff's & DA Data	N/A	N/A
Sentence (yes/no)				
Local custody (jail)	Sheriff's & DA Data	Sheriff's & DA Data	N/A	N/A
Prison	CDCR, Sheriff's, DA	CDCR, Sheriff's, DA	N/A	N/A
Length of sentence (days)				
Total days in local custody	Sheriff's	Sheriff's	N/A	N/A
Total days in prison	CDCR	CDCR	N/A	N/A
Parole Violations				
Date of first following release	CDCR - Parole	CDCR - Parole	N/A	N/A
Number	CDCR - Parole	CDCR - Parole	N/A	N/A
Type	CDCR - Parole	CDCR - Parole	N/A	N/A
<b>Follow-up Interview Data</b>				
6 months following release	Participant	N/A	N/A	N/A
12 months following release	Participant	N/A	N/A	N/A

	<b>SOURCE BY SAMPLE TYPE</b>			
	<b>Treatment</b>	<b>Comparison</b>	<b>Declined</b>	<b>Ineligible</b>
<b>Client Locator Information</b>				
Locator information at program assignment	Participant	N/A	N/A	N/A
Locator information at regular intervals post-release	CCM	N/A	N/A	N/A
<b>Satisfaction Questionnaire Data</b>				
3 months	Participant	N/A	N/A	N/A
Prison exit	Participant	N/A	N/A	N/A
6 months following release	Family/Friend	N/A	N/A	N/A
<b>Program Partner Survey</b>	Program Partners	N/A	N/A	N/A
<b>Key Staff Survey</b>	Key Staff	N/A	N/A	N/A
<b>Community Survey</b>	Members of San Diego Reentry Roundtable and Interfaith Advisory Board	N/A	N/A	N/A



## **APPENDIX G REFERENCES**

## REFERENCES

---

- Alterman, A. I., Brown, L. S., Zaballero, A., & McKay, J. R. (1994). Interviewer severity ratings and composite scores of the ASI: A further look. *Drug and Alcohol Dependence, 34*(3), 201-209.
- Amoureux, M. P. S. R., van den Hurk, A. A., Breteler, M. H. M., & Schippers, G. M. (1994). The addiction severity index in penitentiaries. *International Journal of Offender Therapy & Comparative Criminology, 38*(4), 309-318.
- Andrews, D. A. (2006). The Principles of Effective Correctional Programs. In E. J. Latessa & A. M. Holsinger (Eds.), *Correctional Contexts: Contemporary and Classical Readings* (pp. 250-259). Los Angeles, CA: Roxbury Publishing Company.
- Andrews, D. A., Zinger, I., Hoge, R. D., Bonta, J., Gendreau, P., & Cullen, F. T. (1990). Does correctional treatment work? A clinically relevant and psychologically informed meta-analysis. *Criminology, 28*(3), 369-404.
- Aos, S., Miller, M., & Drake, E. (2006). *Evidence-based adult corrections programs: What works and what does not*. Olympia, WA: Washington State Institute for Public Policy.
- Austin, J., Clear, T., Duster, T., Greenberg, D. F., Irwin, J., McCoy, C., Mobley, A., Owen, B., & Page, J. (2007). *Unlocking America: Why and how to reduce America's prison population*. Washington, DC: The JFA Institute.
- Austin, J. & McGinnis, K. (2004). *Classification of high-risk and special management prisoners: A national assessment of current practices*. Washington, DC: National Institute of Corrections.
- Backer, T. E., Guerra, N., Hesselbein, F., Lasker, R. D., & Petersilia, J. (2005). *Blueprint for building evidence-based community partnerships in corrections*. Unpublished manuscript.
- Baer, D., Bhati, A., Brooks, L., Castro, J., La Vigne, N., Mallik-Kane, K., Naser, R., Osborne, J., Roman, J., Rossman, S., Solomon, A., Visher, C., & Winterfield, L. (2006). *Understanding the challenges of prisoner reentry: Research findings from the Urban Institute's prisoner reentry portfolio*. Washington, DC: Urban Institute.
- Ball, D., Weisberg, R., & Dansky, K. (2008). *The first 72 hours of re-entry: Seizing the moment of release*. Stanford, CA: The Stanford Executive Session on Sentencing and Corrections.
- Binswanger, I. A., Stern, M. F., Deyo, R. A., Heagerty, P. J., Cheadle, A., Elmore, J. G., & Koepsell, T. D. (2007). Release from prison: A high risk of death for former inmates. *The New England Journal of Medicine, 356*(2), 157-166.
- Bishop, C. (2008). *An affordable home on re-entry: Federally assisted housing and previously incarcerated individuals*. Oakland, CA: National Housing Law Project.

- Bloom, B., Owen, B., & Covington, S. (2003). *Gender responsive strategies: Research, practice, and guiding principles for women offenders*. Washington, DC: National Institute of Corrections.
- Bloom, D. (2006). *Employment-focused programs for ex-prisoners: What have we learned, what are we learning, and where should we go from here?* New York, NY: MDRC.
- Braithwaite, J. (2002). *Restorative justice and responsive regulation*. New York, NY: Oxford University Press.
- Brennan, T., Dieterich, W., & Ehret, B. (2009). Evaluating the predictive validity of the compas risk and needs assessment system. *Criminal Justice and Behavior*, 36(1), 21-40.
- Bureau of Justice Assistance. (1998). *Mental health courts program*. Retrieved September 28, 2008 from <http://www.ojp.usdoj.gov/BJA/grant/mentalhealth.html>
- Burke, P. & Tonry, M. (2006). *Successful transition and reentry for safer communities: A call to action for parole*. Silver Spring, MD: Center for Effective Public Policy.
- Butzin, C. A., O'Connell, D. J., Martin, S. S., & Inciardi, J. A. (2006). Effect of drug treatment during work release on new arrests and incarcerations. *Journal of Criminal Justice*, 34, 557-565.
- Byrne, J. M., Taxman, F. S., & Young, D. (2002). *Emerging roles and responsibilities in the reentry partnership initiative: New ways of doing business* (US DOJ Publication No. 196441). Washington, DC: U.S. Department of Justice.
- California Department of Corrections and Rehabilitation. (2010a). *Fact sheet: Adult rehabilitation program reductions due to fiscal year 2009-2010 state budget*. Retrieved February 25, 2010 from [http://www.cdcr.ca.gov/Divisions\\_Boards/Adult\\_Programs/docs/Fact\\_Sheet.pdf](http://www.cdcr.ca.gov/Divisions_Boards/Adult_Programs/docs/Fact_Sheet.pdf)
- California Department of Corrections and Rehabilitation. (2010b). *AB 900 benchmarks*. Retrieved February 25, 2010 from [http://www.cdcr.ca.gov/News/AB\\_900\\_Achievements/AB900\\_Benchmarks\\_Overview.pdf](http://www.cdcr.ca.gov/News/AB_900_Achievements/AB900_Benchmarks_Overview.pdf)
- California Department of Corrections and Rehabilitation. (2010c). *Non-revocable parole*. Retrieved January 20, 2010 from [http://www.cdcr.ca.gov/Parole/Non\\_revocable\\_Parole/NRP.html](http://www.cdcr.ca.gov/Parole/Non_revocable_Parole/NRP.html)
- California Department of Corrections and Rehabilitation. (2010d). *Expert panel on adult offender reentry and recidivism reduction programs*. Retrieved March 24, 2010 from [http://www.cdcr.ca.gov/News/docs/Expert\\_Rpt/ExpertPanelRpt\\_Part1.pdf](http://www.cdcr.ca.gov/News/docs/Expert_Rpt/ExpertPanelRpt_Part1.pdf)
- California Department of Corrections and Rehabilitation. (2009a). *Corrections/moving forward*. Retrieved February 25, 2010 from [http://www.cdcr.ca.gov/News/2009\\_Press\\_Releases/docs/CDCR\\_Annual\\_Report.pdf](http://www.cdcr.ca.gov/News/2009_Press_Releases/docs/CDCR_Annual_Report.pdf)
- California Department of Corrections and Rehabilitation. (2009b). *A report to the joint legislative budget committee and state auditor*. Retrieved March 4, 2010 from <http://www.cdcr.ca.gov/DARS/docs/SB%201453%20Final%20approved%20by%20the%20Governor%206-18-09.pdf>
- California Department of Corrections and Rehabilitation. (2008). *Prison Reforms: Achieving Results*. Retrieved March 4, 2010 from [http://www.cdcr.ca.gov/News/docs/AB900\\_Achievements\\_040908.pdf](http://www.cdcr.ca.gov/News/docs/AB900_Achievements_040908.pdf)

- California Department of Corrections and Rehabilitation. (2007a). *Meeting the challenges of rehabilitation in California's prison and parole system: A Report from Governor Schwarzenegger's rehabilitation strike team*. Retrieved March 11, 2010 from <http://ucicorrections.seweb.uci.edu/files/Rehabilitation%20Strike%20Team%20Report.pdf>
- California Department of Corrections and Rehabilitation. (2007b). *Expert Panel on adult offender reentry and recidivism reduction programs*. Retrieved October 14, 2008 from [http://www.cdcr.ca.gov/News/docs/Expert\\_Rpt/ExpertPanelRpt\\_PartII.pdf](http://www.cdcr.ca.gov/News/docs/Expert_Rpt/ExpertPanelRpt_PartII.pdf)
- California Department of Corrections and Rehabilitation. (2006). *Judge Grants Receiver's Request to Raise Salaries for Prison Medical Staff*. Retrieved May 14, 2010 from [http://www.cdcr.ca.gov/News/2006\\_Press\\_Releases/press20061017.html](http://www.cdcr.ca.gov/News/2006_Press_Releases/press20061017.html)
- California Department of Corrections and Rehabilitation. (no date-a). *Fall 2007 adult population projections, 2008-2013*. Retrieved March 4, 2010 from [http://www.cdcr.ca.gov/Reports\\_Research/Offender\\_Information\\_Services\\_Branch/Projections/F07pub.pdf](http://www.cdcr.ca.gov/Reports_Research/Offender_Information_Services_Branch/Projections/F07pub.pdf)
- California Department of Corrections and Rehabilitation. (no date-b). *Weekly institution/camp population detail midnight December 5, 2007*. Retrieved February 25, 2010 from [http://www.cdcr.ca.gov/Reports\\_Research/Offender\\_Information\\_Services\\_Branch/WeeklyWed/TPOP1A/TPOP1Ad071205.pdf](http://www.cdcr.ca.gov/Reports_Research/Offender_Information_Services_Branch/WeeklyWed/TPOP1A/TPOP1Ad071205.pdf)
- California Employment Development Department, Labor Market Information Division (no date-a). *2006-2016 occupations with the most job openings San Diego-Carlsbad-San Marcos metropolitan statistical area (San Diego county)*. Retrieved January 4, 2010 from [http://www.calmis.ca.gov/file/occproj/sand\\$occmst.xls](http://www.calmis.ca.gov/file/occproj/sand$occmst.xls)
- California Employment Development Department, Labor Market Information Division (no date-b). *Occupational employment (May 2008) and wage (2009 - 1<sup>st</sup> Quarter) data occupational employment statistics (OES) survey results (sorted by MSA code)*. Retrieved January 4, 2010 from [http://www.calmis.ca.gov/file/occup\\$/oeswages/sand\\$oes.xls](http://www.calmis.ca.gov/file/occup$/oeswages/sand$oes.xls)
- Campbell, R. (2005). *Can perceptions of fairness affect outcomes for justice?* Retrieved March 4, 2010 from <http://www.vera.org/download?file=321/JC%2B12-2.pdf>
- Comprehensive Adult Student Assessment System (CASAS). (no date). *Skill level descriptors for ABE*. Retrieved March 26, 2010 from <https://www.casas.org/home/index.cfm?fuseaction=home.showContent&MapID=24>
- Covington, S., & Surrey, J. (1997). The Relational Model of Women's Psychological Development: Implications for Substance Abuse. In S. Wilsnack & R. Wilsnack (Eds.), *Gender and Alcohol: Individual and Social Perspectives* (pp. 335-351). New Brunswick, N.J.: Rutgers Center of Alcohol Studies.
- Davis, L. M., Nicosia, N., Overton, A., Miyashiro, L., Derose, K. P., Fain, T., Turner, S., Steinberg, P., & Williams, E. (2009). *Understanding the public health implications of prisoner reentry in California*. Retrieved March 4, 2010 from [http://www.rand.org/pubs/technical\\_reports/2009/RAND\\_TR687.pdf](http://www.rand.org/pubs/technical_reports/2009/RAND_TR687.pdf)
- Department of Justice. (2008). *Reentry*. Retrieved September 28, 2008 from <http://www.reentry.gov/>

- Ditton, P. & Wilson, D. (1999). *Truth in sentencing in state prisons* (NCJ Publication No. 170032). Washington, DC: Bureau of Justice Statistics.
- Elias, D. (2001, January). *A working definition of cultural competency*. Paper presented at the Seventh Annual Nonprofit Executive Series, Seattle, WA.
- Fass, T.L., Heilbrun, K., DeMatteo, D., & Fretz, R.(2008). The LSI-R and the compas: Validation data on two risk-needs tools. *Criminal Justice and Behavior, 35*, 1095-1108
- Field, G. & Karacki, M. (1992). *Outcome study of the parole transition release project*. Salem, OR: Oregon Department of Corrections.
- Gaes, G. G., Flanagan, T. J., Motiuk, L. L., & Stewart, L. (1999). Adult correctional treatment. In M. Tonry & J. Petersilia (Eds.), *Prisons* (pp. 361-426). Chicago, IL: The University of Chicago Press.
- Gendreau, P. (1996). The principles of effective interventions with offenders. In A.T. Harland (Ed.), *Choosing correctional options that work: Defining the demand and evaluating the supply* (pp. 117-130). Thousand Oaks, CA: Sage Publications.
- Gerstein, D. R., Datta, A. R., Ingels, J. S., Johnson, R. A., Rasinski, K. A., Schildhaus, S., Talley, K., Jordan, K., Phillips, D. B., Anderson, D. W., Condelli, W. G., & Collins, J. S. (1997). *NTIES: National treatment improvement evaluation study*. Rockville, MD: Center for Substance Abuse Treatment, Substance Abuse and Mental Health Services Administration.
- Glaze, L. E. & Maruschak, L. M. (2008). *Parents in prison and their minor children* (NCJ Publication No. 222984). Washington, DC: Bureau of Justice Statistics.
- Hammett, T. D., Roberts, C., & Kennedy, S. (2001). Health-related issues in prisoner reentry. *Crime & Delinquency, 47*, 390-409.
- Harlow, C. W. (2003). *Education and correctional populations* (NCJ Publication No. 195670). Washington, DC: Bureau of Justice Statistics.
- Hendricks, V. M., Kaplan, C. D., Van Limbeek, J., & Geerlings, P. (1989). The addiction severity index: Reliability and validity in a Dutch addict population. *Journal of Substance Abuse Treatment, 6*(2), 133-141.
- Hill, E. G. (2008). *From cellblocks to classrooms: Reforming inmate education to improve public safety*. Sacramento, CA: Legislative Analyst's Office.
- Hodgins, D. C. & El-Guebaly, N. (1992). More data on the addiction severity index: Reliability and validity. *Journal of Nervous and Mental Disease, 180*(3), 197-201.
- James, D. J. & Glaze, L. E. (2006). *Mental health problems of prison and jail inmates* (NCJ Publication No. 213600). Washington, DC: Bureau of Justice Statistics.
- Janetta, J., Elderbroom, B., Solomon, A., Cahill, M., Parthasarathy, B., & Burrell, W.D. (2009). *An Evolving Field: Findings from the 2008 Parole Practices Survey*. Washington, DC: Urban Institute Justice Policy Center and Department of Justice's Bureau of Justice Assistance.

- Johnson, B. R. (2007). *Thinking about the role of religion in crime prevention, prisoner reentry, and aftercare*. Baylor, TX: Institute for Studies of Religion.
- Johnson, L. E., Fletcher, R. C., & Farley, C. (no date). *From options to action: A roadmap for city leaders to connect formerly incarcerated individuals to work*. Retrieved March 4, 2010  
[http://www.ppv.org/ppv/publications/assets/235\\_publication.pdf](http://www.ppv.org/ppv/publications/assets/235_publication.pdf)
- Joyner, L. M., Wright, J. D., & Devine, J. A. (1996). Reliability and validity of the addiction severity index among homeless substance misusers. *Substance Use and Misuse, 31(6)*, 729-751.
- Kelso, J. C. (2008). *The Receiver's Corner: Steady progress is evident*. Retrieved March 4, 2010 from  
[http://www.cprinc.org/docs/newsletter/newsletter\\_v1i3\\_20081006.pdf](http://www.cprinc.org/docs/newsletter/newsletter_v1i3_20081006.pdf)
- Kosten, T. R., Rounsaville, B. J., & Kleber, H. D. (1983). Concurrent validity of the addiction severity index. *Journal of Nervous and Mental Disorders, 17(10)*, 606-610.
- La Vigne, N. (2008). *Aid reintegration of ex-prisoners*. Retrieved March 4, 2010 from  
[http://www.urban.org/UploadedPDF/901161\\_aid\\_reintegration.pdf](http://www.urban.org/UploadedPDF/901161_aid_reintegration.pdf)
- La Vigne, N. G., Shollenberger, T. L., & Debus, S. A. (2009). *One year out: Tracking the experience of male prisoners returning to Houston, Texas*. Washington, DC: Urban Institute Justice Policy Center.
- La Vigne, N. G., Davies, E., Palmer, T., & Halberstadt, R. (2008). *Release planning for successful reentry: A guide for corrections, service providers, and community groups*. Washington, DC: Urban Institute Justice Policy Center.
- La Vigne, N. G., Solomon, A., Beckman, K., & Dedel, K. (2006). *Prisoner Reentry and Community Policing: Strategies for Enhancing Public Safety*. Washington, DC: Urban Institute and Department of Justice's Office of Community Oriented Policing Services.
- La Vigne, N. G., Visher, C., & Castro, J. (2004). *Chicago prisoners' experiences returning home*. Washington, DC: Urban Institute.
- Langan, P. A., & Levin, D. J. (2002). *Recidivism of prisoners released in 1994* (NCJ Publication No. 193427). Washington, DC: Bureau of Justice Statistics.
- Latessa, E. J. (no date). *From theory to practice: What works in reducing recidivism? State of crime and justice in Ohio 2003*. Columbus, OH: Ohio Office of Criminal Justice Services.
- Leonhard, C., Mulvey, K., Gastfriend, D. R., & Schwartz, M. (2000). The addiction severity index: A field study of internal consistency and validity. *Journal of Substance Abuse Treatment, 18(2)*, 129-135.
- Levingston, K. D. & Turetsky, V. (2007). Clearinghouse review: What's a civil lawyer to do? *Journal of Poverty Law and Policy, 41(3)*, 187-197.
- Lipsey, M. W. & Landenberger, N. A. (2006). Cognitive-behavioral interventions. In B. C. Welsh & D. P. Farrington (Eds.), *Preventing Crime: What Works for Children, Offenders, Victims, and Places* (pp. 57-71). Dordrecht, The Netherlands: Springer.

- Lipton, D. S. (1995, November). *The effectiveness of treatment for drug abusers under criminal justice supervision*. Paper presented at the Conference on Criminal Justice and Evaluation, Washington, DC.
- Little Hoover Commission. (2007). *Solving California's corrections crisis: Time is running out*. Sacramento, CA: Alpert, M. E.
- Little Hoover Commission. (2003). *Back to the community: Safe and sound parole policies*. Retrieved March 4, 2010 from <http://www.lhc.ca.gov/studies/172/execsum172.pdf>
- Lowenkamp, C. T., Latessa, E. J., & Smith, P. (2006). Does correctional program quality really matter? The impact of adhering to the principles of effective intervention. *Criminology & Public Policy*, 5(3), 575-594.
- Lowenkamp, C. T. & Latessa, E. J. (2005). Developing successful reentry programs: Lessons learned from the "What works" research. *Corrections Today*, April, 72-77.
- Lowenkamp, C. T. & Latessa, E. J. (2004). *Understanding the risk principle: How and why correctional interventions can harm low-risk offenders*. Washington, DC: National Institute of Corrections.
- Lowenkamp, C. T., Latessa, E. J., & Holsinger, A. M. (2006). The risk principle in action: What have we learned from 13,676 offenders and 97 correctional programs? *Crime & Delinquency*, 52(1), 77-93.
- Maruschak, L. (2008). *Medical problems of prisoners* (NCJ Publication No. 221740). Washington, DC: Bureau of Justice Statistics.
- Matthews, B., Hubbard, D. J., & Latessa, E. J. (2001). Making the next step: Using evaluability assessment to improve correctional programming. *The Prison Journal*, 81 (4), 454-472.
- McGahan, P. L., Griffith, J. A., Parente, R., & McLellan, A. T. (1986). *Addiction severity index: Composite scores manual*. Retrieved March 4, 2010 from <http://www.tresearch.org/resources/compscores/CompositeManual.pdf>
- McRoberts, O. M. (2002). *Religion, reform, community: Examining the idea of church-based prisoner reentry*. Chicago, IL: The Urban Institute.
- Mellow, J. & Dickinson, J. M. (2006). *The role of prerelease handbooks for prisoner reentry*. Retrieved February 25, 2010 from [http://www.uscourts.gov/fedprob/June\\_2006/handbook.html](http://www.uscourts.gov/fedprob/June_2006/handbook.html)
- Mumola, C. J. & Karberg, J. C. (2006). *Special Report: Drug Use and Dependence, State and Federal Prisoners, 2004*. Washington, DC: Bureau of Justice Statistics.
- National Institute of Corrections. (no date). *Transition from prison to community initiative*. Retrieved March 4, 2010 from <http://www.nicic.org/pubs/2002/017520.pdf>
- National Institute on Drug Abuse. (no date). *Drug abuse and addiction: One of America's most challenging public health problems*. Retrieved October 13, 2008 from <http://www.drugabuse.gov/about/welcome/aboutdrugabuse/magnitude>



- National Research Council. (2008). *Parole, desistance from crime, and community integration*. Washington, DC: The National Academies Press.
- Nelson, M., Deess, P., & Allen, C. (1999). *The first month out: Post-incarceration experiences in New York City*. New York, NY: Vera Institute of Justice.
- Newman, A. P., Lewis, W., & Beverstock, C. (1993). *Prison literacy: Implications for program and assessment policy*. Retrieved March 4, 2010 from <http://library.nald.ca/research/item/294>
- Nickel, J., Garland, C., & Kane, L. (2009). *Children of incarcerated parents: An action plan for federal policymakers*. New York, NY: Council of State Governments Justice Center.
- Osher, F., Steadman, H.J., & Barr, H. (2003). A best practice approach to community reentry from jails for inmates with co-occurring disorders: The APIC model. *Crime & Delinquency*, 49(1), 79-96.
- Parent, D., Dunworth, T., McDonald, D., & Rhodes, W. (1997). *Key legislative issues in criminal justice: Transferring serious juvenile offenders to adult courts*. Washington, DC: U.S. Department of Justice, Office of Justice Programs.
- Petersilia, J. (2007). *What works in community corrections: Interview with Pew Public Safety Performance Project*. Retrieved March 4, 2010 from <http://www.pewpublicsafety.org/pdfs/Petersilia%20Community%20Corrections%20Q&A.PDF>
- Petersilia, J. (2006). *Understanding California Corrections*. Berkeley, CA: California Policy Research Center, University of California.
- Petersilia, J. (2004). What works in prisoner reentry? Reviewing and questioning the evidence. *Federal Probation*, Vol. 68, Retrieved March 16, 2010 [http://www.uscourts.gov/fedprob/September\\_2004/whatworks.html](http://www.uscourts.gov/fedprob/September_2004/whatworks.html)
- Prins, S. J. & Draper, L. (2009). *Improving outcomes for people with mental illnesses under community corrections supervision: A guide to research-informed policy and practice*. New York, NY: Council of State Governments Justice Center.
- Reentry Policy Council (2010). *Second chance act*. Retrieved March 16, 2010 from [http://www.reentrypolicy.org/government\\_affairs/second\\_chance\\_act](http://www.reentrypolicy.org/government_affairs/second_chance_act)
- Reentry Policy Council (2005). *Report of the re-entry policy council: Charting the safe and successful return of prisoners to the community*. New York, NY: Council of State Governments.
- Rosenfeld, R., Petersilia, J., & Visher, C. (2008, June). *The first days after release can make a difference*. Retrieved March 11, 2010 from <http://www.ncjrs.gov/pdffiles1/nij/222983.pdf>
- Rotter, M., McQuiston, H., Broner, H., & Steinbacher, M. (2005). The impact of the "incarceration culture" on reentry for adults with mental illness: A training and group treatment model. *Psychiatric Services*, 56(3), 265-267.
- Sabol, W. J., West, J. C., & Cooper, M. (2009). *Prisoners in 2008*. Retrieved February 25, 2010 from <http://bjs.ojp.usdoj.gov/content/pub/pdf/p08.pdf>



- San Diego Workforce Partnership. (2008). *A path to prosperity revisited: Education, opportunity, and the cost of living*. Retrieved March 3, 2010 from <http://www.sandiegowork.com/pdf/Imi/Path-to-Prosperity-Revisited-2008.pdf>
- Sherman, L. W., Gottfredson, D. C., MacKenzie, D. L., Eck, J., Reuter, P., & Bushway, S. D. (1997). *Preventing crime: What works, what doesn't, what's promising. A report to the United States Congress*. (NCJ Publication No. 171676). Washington, DC: U.S. Department of Justice.
- Smith, T. J. & Campbell, C. C. (2009). The relationship between occupational interests and values. *Journal of Career Assessment, 17*(1), 39-55.
- Solomon, A. L., Johnson, K. D., Travis, J., & McBride, E. C. (2004). *From prison to work: The employment dimensions of prisoner reentry*. Washington, DC: Urban Institute Justice Policy Center.
- Solomon, A. L., Kachnowski, V., & Bhati, A. (2005). *Does parole work? Analyzing the impact of post prison supervision on re-arrest options*. Washington, DC: Urban Institute.
- Sorsoli, L., Kia-Keating, M., & Grossman, F. K. (2008). "I keep that hush-hush": Male survivors of sexual abuse and the challenges of disclosure. *Journal of Counseling Psychology, 55*(3), 333-345.
- Steurer, S. J., Smith, L., & Tracy, A. (2001). *Three state recidivism study*. Lanham, MD: Correctional Education Association.
- Stöffelmayer, B. E., Mavis, B. E., & Kasim, R. M. (1994). The longitudinal stability of the addiction severity index. *Journal of Substance Abuse Treatment, 11*(4), 373-378.
- Sydney, L. (2005). *Supervision of women defendants and offenders in the community: Gender responsive strategies for women offenders* (NIC Publication No. 020419). Washington, DC: National Institute of Corrections.
- Taxman, F. S., Young, D., & Fletcher, B. (2007). The national criminal justice treatment practices survey: Multi-level survey methods and procedures. *Journal of Substance Abuse Treatment, 32*, 225-238.
- Taxman, F. S. & Spinner, D. L. (1997). *Jail addiction services: 24-month follow-up study of a jail-based treatment program in Montgomery County, MD*. College Park, MD: University of Maryland.
- The Pew Center on the States. (2008). *One in 100: Behind bars in America 2008*. Retrieved March 4, 2010 from [http://www.pewcenteronthestates.org/uploadedFiles/8015PCTS\\_Prison08\\_FINAL\\_2-1-1\\_FORWEB.pdf](http://www.pewcenteronthestates.org/uploadedFiles/8015PCTS_Prison08_FINAL_2-1-1_FORWEB.pdf)
- The Pew Center on the States (2007). *When offenders break the rules: Smart responses to parole and probation violations*. Retrieved March 4, 2010 from <http://www.pewpublicsafety.org/pdfs/Condition%20Violators%20Briefing.pdf>
- Travis, J., Solomon, A. L., & Waul, M. (2001). *From prison to home: The dimensions and consequences of prisoner reentry*. Washington, DC: Urban Institute Justice Policy Center.
- Visher, C., Debus, S., & Yahner, J. (2008). *Employment after prison: A longitudinal study of releasees in three states*. Washington, DC: Urban Institute Justice Policy Center.

- Visher, C. A. & Courtney, S. M. (2007). *One year out: Experiences of prisoners returning to Cleveland*. Washington, DC: Urban Institute Justice Policy Center.
- Visher, C., LaVigne, N., & Travis, J. (2004). *Returning Home: Understanding the Challenges of Prisoner Reentry, Maryland Pilot Study: Findings from Baltimore*. Washington, DC: Urban Institute Justice Policy Center.
- Walker, J. S. (2008). *How, and why, does wraparound work: A theory of change*. Portland, OR: National Wraparound Initiative, Portland State University.
- Zanis, D. A., McLellan, A. T., Cnaan, R. A., & Randall, M. (1994). Reliability and validity of the addiction severity index with a homeless sample. *Journal of Substance Abuse Treatment, 11(6)*, 541-548.
- Zhang, Y., Maxwell, C. D., & Vaughn, M. S. (2009). The impact of state sentencing policies on the U.S. prison population. *Journal of Criminal Justice, 37*, 190-199.