

EFFECTIVENESS MEASURES FOR THE SAN DIEGO SEX OFFENDER CONTAINMENT MODEL

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EFFECTIVENESS MEASURES

INTRODUCTION AND METHODOLOGY

One of the goals of the San Diego Community Sex Offender Management Implementation Grant Proposal was identification of effectiveness measures of the San Diego County Containment Model that could be incorporated into a regional integrated automated information system. The San Diego Association of Governments has worked with the Sex Offender Management Council (SOMC) over the last year to accomplish the deliverables described in the grant proposal.

In order to ascertain how effective the containment model will be for managing sex offenders, SOMC wanted to identify effectiveness measures that would show the success of the system. These effectiveness measures could be used as benchmarks to demonstrate the success of the containment model. In addition, SOMC wanted to insure that such measures could be included into an automated information system so that when the containment model is evaluated the data needed will already be in an information system. Recently, SOMC approved a systems requirement document that outlines the data elements to be included in a sex offender information system. The systems requirement document is included in the appendix for the final report and outlines the three phases of the implementation of the information system. In this report the identified effectiveness measures are compared to the phases of the information system in order to assess that the system will capture all effectiveness measures.

Consensus on effectiveness measures was established in each of the eight SOMC committees (law enforcement, information technology, assessment and treatment, treatment evaluation and monitoring, victim advocacy, juvenile issues, supervision, and legal process) through the administration of a short survey and discussion of the results. The survey included four questions designed to help each respondent describe an effective sex offender management system in San Diego County and explain how they would know the system was working effectively (Appendix). The last two questions asked the committee members to identify outcomes and indicators of success. For all 8 committees there was a total 38 respondents. The number of respondents per committee ranged from two to eight.

A SANDAG staff member facilitated a discussion at each committee meeting concerning the responses for that committee. This provided the committees with an opportunity to disagree with responses, clarify concerns and effectiveness measures, include additional measures, and reach consensus as a group about the measures they proposed.

There were two types of effectiveness measure that were identified. The first was effectiveness measures that can be incorporated into an information system, as expected by SOMC. The second type was effectiveness measures that will have to be collected by other means. This report is organized in four sections to address the two types of effectiveness measures. The first three sections provide the effectiveness measures that could be incorporated into an information system and correlates them with the three phases of implementation described in the information system requirements document. The final section includes the remaining effectiveness measures.

EFFECTIVENESS MEASURES FOR PHASE I

It has been recommended by SOMC that Phase I of the information system should allow agencies to register their own sex offender registrants. This phase will also include some information to help manage the sex offender. The mug shot integration module was recommended as a portion of the first phase. This will allow agencies to use their own internal mug shot system to store images in order to assist other agencies in identifying sex offenders that they may come in contact with. An external data sources module was also recommended, which would allow for one-stop data warehouse for legacy information. Data would be collected regularly from outside sources such as, Automated Regional Justice Information System (ARJIS), County warrant information, and Records Index (RI). Users will also be able to create reports during this phase. Report queries will list offenders who may require closer supervision and map these results in a graphical map format. The query module will be capable of querying many fields, which will be developed by the system developer. Lastly, Phase I would include an alert and notification module that would alert users of important changes to offender records, possibly indicating a need for closer supervision. Users would be able to enroll themselves as a contact for an offender and thereby receive E-mail notifications about changes in offender information.

Tables 1 and 2 provide a list of effectiveness measures that could be captured by Phase I of the San Diego Regional Sex Offender Management System. Table 1 specifically identifies impact effectiveness measures, which evaluate the impact of the sex offender management system on clients. These include outcomes such as reducing recidivism, increasing the number of sex offenders who successfully complete probation, and decreasing the number of transient sex offenders. The proposed IT system will include many of the variables needed to evaluate the impact of the containment model. The system could benefit from specialized queries to access information pertaining to completion of probation requirements such as HIV/AIDS testing, DNA testing, and restitution and fine payments.

Table 1
IMPACT MEASURES CAPTURED BY PHASE 1
Sex Offender Management Council Committee Surveys, February 2003 – May 2003

Effectiveness Measures	Data elements from the Systems Requirements Document	Other data elements recommended
<ul style="list-style-type: none"> ▪ Decrease sexual re-offense. 	<ul style="list-style-type: none"> ▪ New sex offenses can be tracked through charge and conviction information that is included in the Records Index that will be uploaded to the new system. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Decrease number of offenders with outstanding warrants. 	<ul style="list-style-type: none"> ▪ County warrant information is included. ▪ Report can provide list of offenders with outstanding warrants. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Increase compliance with registration requirements. 	<ul style="list-style-type: none"> ▪ Report can be generated for offenders out of compliance (30, 60, and 90 day ranges). ▪ The system will provide an alert if an offender is out of compliance with registration 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Decrease number of transient sex offenders. 	<ul style="list-style-type: none"> ▪ A report can provide a list of transient sex offenders. 	<ul style="list-style-type: none"> ▪ No other recommendations.

The SOMC committees also identified effectiveness measures that related to the overall efficiency of the sex offender management system. These include issues such as interagency collaboration, accurate reporting of sex offenders residing in San Diego County, and consistency in sex offender management procedures and protocol across agencies. These process measures are included in Table 2.

Table 2
PROCESS MEASURES FOR PHASE I
Sex Offender Management Council Committee Surveys, February 2003 – April 2003

Effectiveness Measures	Data elements from the Systems Requirements Document	Other data elements recommended
<ul style="list-style-type: none"> ▪ Decrease the number of sex offenders who the DOJ reports as residing in San Diego County, yet cannot be located by local agencies. 	<ul style="list-style-type: none"> ▪ Special reports will allow users to see a list of sex offenders who are out of compliance with 290 registration requirements and map these offenders. ▪ A report could generate a list of transient offenders. ▪ A report would list offenders that could not be located or an address could not be verified. 	<ul style="list-style-type: none"> ▪ Add a field that allows the user to note that the sex offender is deceased or does not live in this jurisdiction.
<ul style="list-style-type: none"> ▪ Agencies in the containment model have up-to-date information about offender risk levels. 	<ul style="list-style-type: none"> ▪ The system will allow for the user to add alerts and notifications concerning increased risk such as, special enforcement required. Users can register as a contact for an offender and receive E-mailed notifications. ▪ The system will provide legacy information from ARJIS, converted VCIN data, County warrant information, CLETS/NCIC, and Records Index. 	<ul style="list-style-type: none"> ▪ Add a field that specifies the level of supervision for the sex offender.

EFFECTIVENESS MEASURES FOR PHASE II

The role of phase II will be to interface with outside sources such as ARJIS and Records Index (RI). This phase will allow a push of data to external databases. The goal of this phase is to update other databases with information that is captured in the San Diego Regional Sex Offender Management System. There is only one effectiveness measure that pertains to this phase of the system, which is to increase the accuracy of data in other related database systems. Since this phase includes a push from the Sex Offender Management System to outside sources, if the data in the Sex Offender Management System is accurate this push will increase the accuracy of other sources. The only effectiveness measure discussed by the committees was increased accuracy of data. This could be assessed through a comparison of computer data with case files.

EFFECTIVENESS MEASURES FOR PHASE III

Phase III includes three modules, supervision, treatment provider, and polygraph examiner. The supervision module will allow the Probation and Parole Departments to enter offender restrictions. In addition, Probation will be able to track offender compliance by evaluating treatment provider and polygraph examiner notes. In order to do this, both treatment providers and polygraph examiners will be able to input notes pertaining to cases they are involved with. Specifically, treatment providers will have the ability to input assessments, progress reports, polygraph results, history assessment, and recommendations and restrictions. The polygraph examiner could input summary information, set flags for those offenders requiring additional oversight by law enforcement, probation or parole, and set flags for offenders likely to re-offend. The emphasis of Phase III is on greater exchange of information regarding specific sex offenders between participants of the containment model team. Tables 3 and 4 show the impact and process effectiveness measures.

Table 3
IMPACT MEASURES CAPTURED BY PHASE III
Sex Offender Management Council Committee Surveys, February 2003 – April 2003

Effectiveness Measures	Data elements from the Systems Requirements Document	Other data elements recommended
<ul style="list-style-type: none"> ▪ Decrease risk factors. 	<ul style="list-style-type: none"> ▪ Assessments included in treatment provider module. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Increased number of offenders who successfully complete treatment. 	<ul style="list-style-type: none"> ▪ Treatment provider module includes progress notes. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Decrease the number of deceptive polygraphs. 	<ul style="list-style-type: none"> ▪ Polygraph module will include summary information about tests. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Decrease positive drug tests. 	<ul style="list-style-type: none"> ▪ Case summaries in the supervision module may include results of drug tests. 	<ul style="list-style-type: none"> ▪ Query allows access to results of drug tests.
<ul style="list-style-type: none"> ▪ Increase in the number of sex offenders successfully completing probation. 	<ul style="list-style-type: none"> ▪ A supervision report can be generated. 	<ul style="list-style-type: none"> ▪ The supervision report should indicate if the sex offender completed probation and the status of completion
<ul style="list-style-type: none"> ▪ Increase compliance with technical conditions of probation. 	<ul style="list-style-type: none"> ▪ The system will provide an alert if offenders is out of compliance with registration. ▪ A report can be generated for a list of conditions. 	<ul style="list-style-type: none"> ▪ Queries to access compliance with HIV/AIDS testing and DNA tests.

The process measures that would be captured by Phase III include the ability to share information between containment model team members, creation of relapse plans for every sex offender, and standardization of sex offender management in terms of treatment and polygraph testing. Table 4 includes all of the process measures captured by Phase III.

Table 4
PROCESS MEASURES CAPUTED BY PHASE III
Sex Offender Management Council Committee Surveys, February 2003 – April 2003

Effectiveness Measures	Data elements from the Systems Requirements Document	Other data elements recommended
<ul style="list-style-type: none"> ▪ Increase ability to share information between containment model team members. 	<ul style="list-style-type: none"> ▪ Supervision, polygraph and treatment provider modules allow information to be shared with authorized recipients. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Clinical evaluations/ assessments for every sex offender. 	<ul style="list-style-type: none"> ▪ Progress notes and assessments included in treatment provider module. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Treatment providers would receive supervision information before first contact. 	<ul style="list-style-type: none"> ▪ Treatment providers can access the management system for the clients they serve. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ All sex offenders receive a risk factor assessment. 	<ul style="list-style-type: none"> ▪ Treatment providers can input assessments. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Relapse plan created for all offenders. 	<ul style="list-style-type: none"> ▪ Might be included in the treatment provider module. 	<ul style="list-style-type: none"> ▪ Include the relapse plan in the treatment provider module.
<ul style="list-style-type: none"> ▪ Treatment providers submit quarterly progress reports to probation. 	<ul style="list-style-type: none"> ▪ Progress notes will be available in the treatment provider. 	<ul style="list-style-type: none"> ▪ Provide a standardized electronic report for treatment providers.
<ul style="list-style-type: none"> ▪ Decrease unauthorized travel of sex offenders. 	<ul style="list-style-type: none"> ▪ Indicated in polygraph results and might be included in supervision case comments. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Increase surveillance of high-risk sex offenders. 	<ul style="list-style-type: none"> ▪ Surveillance activities may be included in case comments. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Increase accountability through actions taken when offender has deceptive polygraph. 	<ul style="list-style-type: none"> ▪ Polygraph module will include summary information about offender's compliance with supervision and treatment goals and includes test results. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ All sex offenders submit to required polygraphs. 	<ul style="list-style-type: none"> ▪ Polygraph module will include test summary information. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Increased filed contact with offenders. 	<ul style="list-style-type: none"> ▪ Contacts can be verified through case notes and contact logs. 	<ul style="list-style-type: none"> ▪ No other recommendations.
<ul style="list-style-type: none"> ▪ Swift consequences for violations. 	<ul style="list-style-type: none"> ▪ Probation case notes may include consequences. 	<ul style="list-style-type: none"> ▪ No other recommendations.

Table 4 Continued

Effectiveness Measures	Data elements from the Systems Requirements Document	Other data elements recommended
<ul style="list-style-type: none">▪ Increased accountability for positive drug tests	<ul style="list-style-type: none">▪ Case summaries in the supervision module may include actions taken when offender has a positive drug test	<ul style="list-style-type: none">▪ No other recommendations
<ul style="list-style-type: none">▪ Supervising officers regularly check on offenders' compliance with court orders	<ul style="list-style-type: none">▪ Case notes that would be included in the probation module would include all types of contact.	<ul style="list-style-type: none">▪ No other recommendations
<ul style="list-style-type: none">▪ Decrease the number of sex offenders who the DOJ reports as residing in San Diego County, yet cannot be located by local agencies.	<ul style="list-style-type: none">▪ Phase III allows supervision officer to flag they have verified the offender lives at given address▪ A flag can be set if the offender is out of state or known to be not living at the registered address	<ul style="list-style-type: none">▪ No other recommendations
<ul style="list-style-type: none">▪ Every sex offender on probation is condition to submit to a sex offender treatment evaluation and treatment if warranted	<ul style="list-style-type: none">▪ A report can be generated to list the conditions of probation.	<ul style="list-style-type: none">▪ No other recommendations.
<ul style="list-style-type: none">▪ Every sex offender on probation is conditioned to submit to polygraph.	<ul style="list-style-type: none">▪ Offender conditions of probation or parole can be generated by a report. These can be check to see if polygraph is included.	<ul style="list-style-type: none">▪ No other recommendations.
<ul style="list-style-type: none">▪ Transfer to mid-level only when requirements met.	<ul style="list-style-type: none">▪ Supervision report can be generated that would discuss supervision level	<ul style="list-style-type: none">▪ llow alert for supervision level change.▪ Include data element for current supervision level.

OTHER EFFECTIVENESS MEASURES

Through the survey, committee members provided several effectiveness measures that would need to be measured by a means other than the Sex Offender Management System. The remainder of this report provides effectiveness measures for portions of the containment model, such as public education and agency collaboration, that would need to be measured in another way, and recommendations on how to measure outcomes are presented.

Increasing Public Awareness

Concerns about public awareness and public education were addressed in a variety of ways. First, committee members wanted to ensure that people would be appropriately educated

about the various types of offenders, how to read the internet pin map that shows where sex offenders are registered as residing, what sex offender registration is and its limitations, and keeping family members safe. Secondly, it was important that resources for individuals who felt they might commit an offense and information on how to refer a family member to treatment are provided to community members. Lastly, committee members wanted all agencies involved in the containment model and community to understand the changes that are taking place with the management of sex offenders in San Diego County.

Each of the concerns about public awareness will be included in the community education curriculum that was created by SOMC. Committee members suggested that regular community forums would be a positive outcome for increasing public awareness. In addition, SANDAG recommends that these community forums are evaluated by using a questionnaire, administered before and after each community forum to measure the change in knowledge of participants and their satisfaction with the community forum. Likewise, representative attendance from community members, government, and non-profit agencies could be used as a measure of effectiveness. Not only did the committee members acknowledge that sufficient attendance at the community forums was a positive outcome, but also that those who attended should appropriately represent that community in terms of demographics and public service agencies. The questionnaire used to evaluate the community forum could also include this type of information for the respondent to provide.

In addition, SOMC is proposing a Web site to assist with public education efforts. The effectiveness of the Web site in reaching many individuals and the frequency of use can be measured by tracking the number of hits to the Web site.

An increase in the knowledge and use of resources for individuals concerned they may commit an offense can be measured by tracking inquiries made to treatment providers and victim advocacy agencies. In addition, the committees discussed public outreach opportunities to provide resources to citizens on a variety of issues. Committee members felt it may be helpful for agencies involved in the containment model to create a Web site providing information about sex offenders and the containment model or include links to resources and the San Diego County sex offender pin map produced by ARJIS. The success of public outreach efforts using the internet could be measured through software that counts the number of times a Web site is accessed by internet users.

Several trainings about the containment model will be provided by SOMC within the next few months to the agencies involved in the containment model. Attendance at these trainings is one measure to indicate agencies are educated about the new sex offender management system. In addition, an evaluation questionnaire could be administered to attendees to measure the knowledge attained and provide feedback about the presentation and content of the trainings.

Collaboration between Agencies Involved in the Containment Model

The committees agreed that collaboration would be vital to maintaining an effective system for managing sex offenders. In order for collaboration to occur, agencies and individuals would need to regularly communicate to each other what is happening with an offender and within their agencies. Such communication may be documented in case summaries by supervising officers and treatment providers, both of which are available in the third phase of the sex

offender management system. Collaboration between probation/parole and other agencies may also be included in case summaries.

SUMMARY

Currently, SOMC has obtained funding to establish the first phase of the sex offender management information system; however as discussed above, all three phases are essential for monitoring sex offenders and tracking effectiveness measures. The information system would provide a number of data to assist with an evaluation of the San Diego County Sex Offender Management System. Without this information system data would have to be collected from a variety of information systems at several agencies. This system could help capture data to evaluate effectiveness of both the outcomes and process of the San Diego County Sex Offender Management System.

APPENDIX
