

Massachusetts Department of Correction
Carol Higgins O'Brien, Commissioner

FY14 *Gap* Analysis Report

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*Prepared by:
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Introduction:

The Massachusetts Department of Correction's (MA DOC) vision is to effect positive behavioral change in order to eliminate violence, victimization, and recidivism. Motivating and recommending offenders to participate and complete evidence based programs is one of the many strategies the MA DOC utilizes to effect positive behavioral change. In order for the MA DOC to make informed decisions and document progress towards this vision, a *gap* analysis was implemented for measuring and reporting offenders' participation in evidence based programs.

The *gap* analysis represents how successful MA DOC is at effecting positive behavioral change for its offender population by means of programming. This analysis is extremely beneficial as it captures our programming gaps, allows the MA DOC to make informed decisions to reduce the gaps, provides programming benchmarks for strategic planning, promotes transparency, and creates a roadmap for efficiently managing resources.

In regards to the MA DOC's programming processes, the MA DOC conducts a risk assessment on male, criminally sentenced offenders that are serving a minimum of one year and are not sentenced to life without parole. Offenders who score moderate-to-high risk to recidivate on their risk assessment are eligible for a needs assessment. An offender's needs assessment scores identify criminogenic need areas that should be addressed with corresponding programming prior to release in order to reduce the likelihood of recidivating.

Therefore, offenders with a substance abuse, anger, or criminal thinking need are recommended for the Correctional Recovery Academy (CRA) program, Violence Reduction Program, Criminal Thinking Program, respectively. This report will illustrate the MA DOC's progress towards promoting positive behavioral change by means of programming prior to an offender's release.

Part One, Post-Release Cohort:

From July 1, 2013 through June 30, 2014, 1,583 male offenders released to the street¹ from MA DOC custody who began their sentence as a new court commitment². Seventy-five percent (1,195) of these releases completed a needs assessment, and were recommended for programming based on their corresponding criminogenic need areas. The following analysis depicts this release cohort’s progress towards addressing their criminogenic needs prior to release back to their communities:

Need Area Breakdown:

Table 1: FY14 Male New Court Commitment Releases to the Street Identified Need Areas

FY 14 Male New Court Commitment Releases to the Street Identified Need Areas							
Release Month	# Released w / Needs Assessment	Substance Abuse		Criminal Thinking		Anger	
		N	%	N	%	N	%
Jul-13	99	83	84 %	54	55 %	69	70 %
Aug-13	115	83	72 %	57	50 %	67	58 %
Sep-13	93	75	81 %	51	55 %	58	62 %
Oct-13	100	74	74 %	54	54 %	61	61 %
Nov-13	103	75	73 %	60	58 %	56	54 %
Dec-13	103	85	83 %	54	52 %	63	61 %
Jan-14	79	65	82 %	36	46 %	49	62 %
Feb-14	93	73	78 %	49	53 %	49	53 %
Mar-14	102	77	75 %	47	46 %	56	55 %
Apr-14	117	88	75 %	65	56 %	71	61 %
May-14	96	72	75 %	51	53 %	61	64 %
Jun-14	95	73	77 %	44	46 %	62	65 %
Total	1,195	923	77 %	622	52 %	722	60 %

**Percentages are based on the number of offenders who completed a Needs Assessment.*

- 77% had a substance abuse need
- 52% had a criminal thinking need
- 60% had an anger need

¹ A release to street occurs when an inmate is released from the custody of the Massachusetts Department of Correction by way of parole or discharge to the street. Conditions warranting a release to street include: parole, good conduct discharge, and expiration of sentence.

² Individuals committed by the courts to the Massachusetts Department of Correction as a result of a criminal offense. Therefore, this analysis excludes offenders who were re-admitted and subsequently released.

Post-Release Cohort Gap Analysis Methodology:

Offenders may have multiple outcomes for a specific program due to being recommended for a program until it is completed. For example, an offender may initially refuse to participate in a program; however, on a subsequent program recommendation decide to enroll and go on to complete a program. Thus, a hierarchy of program outcomes has been established to measure the highest outcome level of participation an offender has achieved during their incarceration. Each offender’s highest outcome within the hierarchy is reflected in the following tables for each program.

Program Outcome Hierarchy:

- 1) Completed Program
- 2) Enrolled
- 3) Terminated Unsuccessfully
- 4) Refused to Participate
- 5) Accepted
- 6) Ineligible
- 7) Program not Available
- 8) No recommendation/No recommendation outcome/Pending override approval (POA)

The **gap** is the percentage of offenders **who did not complete** corresponding core programming to a need area prior to their release, **gap** = 100% - % Completed Program.

The total sum of eligible offenders is based upon the sum of offenders with a corresponding need (i.e., substance abuse, anger, or criminal thinking) and those with a program override entry³.

Table 2: Male Substance Abuse Need Area by CRA Outcomes

Male Substance Abuse Need Area by CRA Outcomes																		
Month	Number of Male Releases	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Program Not Available		No Rec/Rec Outcome/POA*	
Total	1,583	1,080	428	40%	25	2%	131	12%	162	15%	9	1%	39	4%	260	24%	26	2%
Jul-13	134	95	39	41%	2	2%	14	15%	15	16%	1	1%	3	3%	19	20%	2	2%
Aug-13	155	107	35	33%	3	3%	16	15%	18	17%	1	1%	2	2%	29	27%	3	3%
Sep-13	127	84	39	46%	3	4%	12	14%	11	13%	1	1%	3	4%	13	15%	2	2%
Oct-13	142	87	31	36%	1	1%	10	11%	13	15%	0	0%	1	1%	28	32%	3	3%
Nov-13	129	88	39	44%	2	2%	9	10%	9	10%	1	1%	5	6%	17	19%	6	7%
Dec-13	137	95	40	42%	0	0%	13	14%	12	13%	0	0%	3	3%	26	27%	1	1%
Jan-14	107	75	37	49%	1	1%	4	5%	7	9%	0	0%	4	5%	22	29%	0	0%
Feb-14	121	82	27	33%	3	4%	7	9%	12	15%	1	1%	5	6%	23	28%	4	5%
Mar-14	131	93	29	31%	2	2%	12	13%	22	24%	2	2%	3	3%	23	25%	0	0%
Apr-14	140	97	41	42%	2	2%	10	10%	13	13%	0	0%	4	4%	24	25%	3	3%
May-14	135	90	40	44%	3	3%	5	6%	17	19%	1	1%	2	2%	21	23%	1	1%
Jun-14	125	87	31	36%	3	3%	19	22%	13	15%	1	1%	4	5%	15	17%	1	1%

* Reference Gap Analysis Report Definitions.

➤ CRA Program Outcomes:

- 60% **gap**
- 24% of eligible offenders released without ever being housed in a facility that offered CRA programming
- 15% of eligible offenders refused to participate in programming

³ Reference Gap Analysis Report Definitions.

Table 3: Male Criminal Thinking Need Area by Criminal Thinking Outcome

Male Criminal Thinking Need Area by Criminal Thinking Outcome																		
Month	Number of Male Releases	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Program Not Available		No Rec/Rec Outcome/POA	
Total	1,583	697	197	28%	16	2%	68	10%	31	4%	150	22%	28	4%	122	18%	85	12%
Jul-13	134	63	17	27%	0	0%	7	11%	1	2%	21	33%	2	3%	9	14%	6	10%
Aug-13	155	64	17	27%	2	3%	9	14%	0	0%	13	20%	4	6%	12	19%	7	11%
Sep-13	127	52	13	25%	0	0%	6	12%	1	2%	11	21%	0	0%	12	23%	9	17%
Oct-13	142	57	12	21%	1	2%	3	5%	5	9%	10	18%	2	4%	20	35%	4	7%
Nov-13	129	69	17	25%	2	3%	9	13%	3	4%	15	22%	1	1%	18	26%	4	6%
Dec-13	137	61	25	41%	0	0%	4	7%	1	2%	13	21%	2	3%	7	11%	9	15%
Jan-14	107	38	9	24%	2	5%	3	8%	0	0%	6	16%	2	5%	8	21%	8	21%
Feb-14	121	55	11	20%	1	2%	7	13%	3	5%	15	27%	2	4%	8	15%	8	15%
Mar-14	131	51	15	29%	3	6%	2	4%	6	12%	7	14%	0	0%	7	14%	11	22%
Apr-14	140	75	24	32%	1	1%	10	13%	6	8%	16	21%	1	1%	10	13%	7	9%
May-14	135	62	24	39%	0	0%	4	6%	2	3%	14	23%	4	6%	6	10%	8	13%
Jun-14	125	50	13	26%	4	8%	4	8%	3	6%	9	18%	8	16%	5	10%	4	8%

- Criminal Thinking Outcomes:
 - 72% *gap*
 - 18% of eligible offenders released without ever being housed in a facility that offered Criminal Thinking
 - 4% of eligible offenders refused to participate in programming

Table 4: Male Anger Need Area by Violence Reduction Outcome

Male Anger Need Area by Violence Reduction Outcome																		
Month	Number of Male Releases	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Program Not Available		No Rec/Rec Outcome/POA	
TOTAL	1,583	842	291	35%	19	2%	72	9%	49	6%	276	33%	31	4%	93	11%	11	1%
Jul-13	134	80	20	25%	3	4%	8	10%	5	6%	31	39%	1	1%	10	13%	2	3%
Aug-13	155	78	30	38%	1	1%	3	4%	5	6%	27	35%	1	1%	11	14%	0	0%
Sep-13	127	64	25	39%	2	3%	2	3%	2	3%	24	38%	0	0%	7	11%	2	3%
Oct-13	142	65	25	38%	1	2%	2	3%	4	6%	23	35%	1	2%	9	14%	0	0%
Nov-13	129	72	27	38%	1	1%	7	10%	4	6%	20	28%	4	6%	9	13%	0	0%
Dec-13	137	75	24	32%	2	3%	10	13%	4	5%	29	39%	0	0%	5	7%	1	1%
Jan-14	107	52	13	25%	0	0%	6	12%	1	2%	23	44%	1	2%	8	15%	0	0%
Feb-14	121	60	19	32%	0	0%	4	7%	1	2%	22	37%	6	10%	7	12%	1	2%
Mar-14	131	71	29	41%	0	0%	9	13%	7	10%	16	23%	2	3%	8	11%	0	0%
Apr-14	140	82	29	35%	3	4%	10	12%	8	10%	22	27%	2	2%	6	7%	2	2%
May-14	135	72	27	38%	3	4%	7	10%	5	7%	16	22%	5	7%	7	10%	2	3%
Jun-14	125	71	23	32%	3	4%	4	6%	3	4%	23	32%	8	11%	6	8%	1	1%

- Violence Reduction Program Outcomes:
 - 65% *gap*
 - 11% of eligible offenders released without ever being housed in a facility that offered Violence Reduction
 - 6% of eligible offenders refused to participate in programming

Part Two, Active Cohort:

The active cohort gap analysis was conducted to identify offenders in need of programming in attempt to reduce the post release programming gap. As of July 1, 2014, 2,466 criminally sentenced males have a maximum release date within two years. Seventy-two percent (1,777) of these offenders completed a needs assessment, and were recommended for programming based on their criminogenic need areas. The following analysis illustrates this cohort’s progress towards addressing their criminogenic needs prior to release.

Active Cohort Gap Analysis Methodology:

Similar to the post-release gap analysis, offenders may have multiple outcomes for a specific program. In contrast to the post release gap analysis, the active cohort’s program outcomes are based on whether or not an offender completed a program. If an offender did not complete a program then their most recent outcome is reported. This methodology illustrates an offender’s current progress towards completing a program prior to release. The following data breakdowns represent the MA DOC’s progress towards addressing the criminogenic needs of its offender population prior to release.

The total sum of eligible offenders is based upon the sum of offenders with a corresponding need (i.e., substance abuse, anger, or criminal thinking) and those with a program override entry⁴.

Table 5: Two Years until Release Male Substance Abuse Need Area by CRA Outcomes

Two Years until Release: Male Substance Abuse Need Area by CRA Outcomes																			
Date	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Transferred		Program Not Available		No Rec/Rec Outcome/POA	
7/1/2014	1,574	506	32%	198	13%	62	4%	176	11%	44	3%	80	5%	6	0%	454	29%	48	3%

- CRA program outcomes for offenders within two years of release:
 - 68% **gap**
 - 11% of eligible offenders refused to participate in programming

Table 6: Two Years until Release Male Criminal Thinking Need Area by Criminal Thinking Outcomes

Two Years until Release: Male Criminal Thinking Need Area by Criminal Thinking Outcome																			
Date	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Transferred		Program Not Available		No Rec/Rec Outcome/POA	
7/1/2014	1,104	184	17%	10	1%	26	2%	63	6%	437	40%	26	2%	4	0%	222	20%	132	12%

- Criminal Thinking program outcomes for offenders within two years of release:
 - 83% **gap**
 - 6% of eligible offenders refused to participate in programming

⁴ Reference Gap Analysis Report Definitions.

Table 7: Two Years until Release Male Anger Need Area by Violence Reduction Outcomes

Two Years until Release: Male Anger Need Area by Violence Reduction Outcome																			
Date	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Transferred		Program Not Available		No Rec/Rec Outcome/POA	
7/1/2014	1,290	255	20%	37	3%	32	2%	78	6%	652	51%	17	1%	4	0%	183	14%	32	2%

- Violence Reduction program outcomes for offenders within six years of release:
 - 80% **gap**
 - 6% of eligible offenders refused to participate in programming

Conclusion:

The MA DOC strives to reduce the gap by continuously implementing multiple strategies that will aid in this endeavor. For example, the Reentry and Program Services Strategic Plan highlights program outcome projections and utilizes this report for benchmarks.

- i Increase the percentage of new court commitment releases to the street that were:
 - Eligible for substance abuse programming that completed CRA prior to release from 40% to 70% by July 2017.
 - Eligible for criminal thinking programming that completed criminal thinking prior to release from 28% to 33% by July 2017.
 - Eligible for anger programming that completed violence reduction prior to release from 35% to 40% by July 2017.

The following objectives will have a significant impact on reducing the gap and assisting the MA DOC in embracing a performance-based culture that is working towards meeting our vision.

Objectives to Reduce the Gap:

- Reduce the percentage of offenders that release without ever being housed in a facility that offers programming for a corresponding need area.
- Reduce the percentage of refusals to participate.
- Reduce the percentage of unsuccessful terminations.
- Improve program recommendation processes to ensure all necessary program recommendations are entered into the Department’s information system.

This brief was written and prepared by Reentry and Program Services Division. Special recognition to Courtney Eaves, Research Analyst, Daniel Feagans, Statistician, Eric Lockmer, Senior Research Analyst, and Hollie Matthews, Deputy Director Office of Strategic Planning & Research. Any comments or questions can be addressed by e-mail: mjmoniz@doc.state.ma.us. Copies of publications from the Office of Strategic Planning & Research can be found at <http://www.mass.gov/doc>.

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GAP ANALYSIS REPORT DEFINITIONS

Releases to the Street- The release of an inmate from custody of MA DOC by way of parole or discharge to the street. Conditions warranting a release to the street include: Parole, Good Conduct Discharge (GCD), and Expiration of Sentence.

New Court Commitment- Individuals committed by the courts to the Massachusetts Department of Correction (DOC) as a result of a criminal offense.

Risk Assessment- Tool utilized by the MA DOC to identify offenders who are moderate to high risk to reoffend and prioritize them for programming.

Need Assessment- Tool utilized by the MA DOC to place offenders in the appropriate programs that will aid in their reentry to society, and will most likely reduce the offender's chance of reoffending.

Program Override Entry- Occurs when an offender does not score moderate to high risk for a criminogenic need area based on their needs assessment, and a program recommendation is formulated by their Correctional Program Officer (CPO) due to evidence that the offender can benefit from participating in such a program.

Substance Abuse Need- Offenders with a score from 3 to 10 on their needs assessment for substance abuse need area.

Substance Abuse Total Number Eligible- The sum of offenders with a substance abuse need, and those with a program recommendation override.

Criminal Thinking Need- Offenders with a score from 6 to 10 on their needs assessment for criminal thinking need area.

Criminal Thinking Total Number Eligible- The sum of offenders with a criminal thinking need, and those with a program recommendation override.

Anger Need- Offenders with a score from 5 to 10 on their needs assessment for anger need area.

Anger Total Number Eligible- The sum of offenders with an anger need, and those with a program recommendation override.

Completed Program- Outcome issued when an offender satisfactorily completed the program.

Enrolled- Outcome issued when an offender participates in a program, but does not complete the program. The offender was either enrolled in the program upon transfer to another facility or released.

Terminated Unsuccessfully- Outcome issued when an offender participates in a program, but does not complete the program due to various circumstances.

Refused to Participate- Outcome issued when an offender refuses to participate in programming.

Accepted- Outcome issued when an offender accepts a program recommendation and is on the waitlist for programming.

Ineligible- Outcome issued when an offender has the need for corresponding programming, but is unable to participate in programming due to various reasons, such as length of time left to serve, and housing unit.

Program not Available- Outcome issued when an offender has the criminogenic need for programming; however, the program is not available at their facility.

Pending Override Approval (POA)/no recommendation outcome/no recommendation- These are incomplete recommendations, due to an offender obtaining an early release via parole, or being transferred before a recommendation can be completed at one's prior facility.