

Massachusetts Department of Correction
Carol Higgins O'Brien, Commissioner

FY15
July-December *Gap* Analysis Report

Christopher Mitchell, Director Reentry and Programs Services

Prepared by:
*Reentry and Program Services Division in Collaboration with Strategic Research and
Planning Division*

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.

This *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.

The cornerstone of our program services is the Risk, Need, and Responsivity (RNR) framework. RNR is predicated on three core principles:

- i ***The Risk Principle*** asserts that criminal behavior can be reliably predicted, intensity of services should match the offenders' risk level and treatment should focus on the higher risk offenders
- i ***The Need Principle*** highlights the importance of addressing criminogenic needs in the design and delivery of treatment
- i ***The Responsivity Principle*** focuses on matching an offender's personality and learning style with appropriate program settings and approaches (Andrews, Zinger, Hoge, Bonta, Gendreau & Cullen, 1990; Andrews and Dowden, 2006).

In regards to the MA DOC's programming processes, a risk assessment is conducted 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 will then identify criminogenic need areas that should be addressed with corresponding programming prior to release in order to reduce the likelihood of recidivating.

Furthermore, offenders that do not complete a risk assessment or score low risk to recidivate on their risk assessment are not provided with a need assessment. These offenders are recommended for programming via program override entries, which are based on supportive

evidence (official version, drug screening, dialogue with the offender, etc). The risk principle supports this practice in which the higher risk population is targeted for programming.

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, 2014 through December 31, 2014, a total of 670 male offenders released to the street¹ from MA DOC custody that began their sentence as a new court commitment². Seventy-three percent of this release cohort completed a needs assessment, 20% were not eligible for a needs assessment due to scoring low risk to recidivate on their risk assessment, and approximately 7% either refused to complete an assessment or were serving less than one year, and were also not eligible for a needs assessment. 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: FY15 July-December Male New Court Commitment Releases to the Street Identified Need Areas

FY 15 July-December Releases to the Street Need Area Breakdowns								
			Substance Abuse		Criminal Thinking		Anger	
Release Month	# Releases	# w/ Needs Assessment	N	%	N	%	N	%
Jul-14	108	83	62	75%	49	59%	56	67%
Aug-14	115	85	70	82%	45	53%	53	62%
Sep-14	109	81	64	79%	45	56%	52	64%
Oct-14	134	88	79	90%	49	56%	56	64%
Nov-14	88	66	51	77%	37	56%	50	76%
Dec-14	116	88	74	84%	51	58%	55	63%
Total	670	491	400	81%	276	56%	322	66%

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

- 81% had a substance abuse need
- 56% had a criminal thinking need
- 65% had an anger need

¹ A release to the 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 the 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. Thus, 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. For example, an offender may initially refuse to participate in a program; however, on a subsequent program recommendation decide to enroll and proceed 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; i.e. **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																		
				Gap														
Month	Number of Releases	Total # Eligible	Completed Program	Enrolled	Terminated Unsuccessfully	Refused to Participate	Accepted to Waitlist	Ineligible	Program Not Available	No Rec/Rec Outcome/POA*								
Total	670	460	192 42%	22 5%	59 13%	67 15%	3 1%	12 3%	99 22%	6 1%								
Jul-14	108	77	30 39%	2 3%	13 17%	11 14%	1 1%	3 4%	16 21%	1 1%								
Aug-14	115	79	32 41%	3 4%	9 11%	12 15%	0 0%	3 4%	19 24%	1 1%								
Sep-14	109	75	38 51%	6 8%	4 5%	7 9%	0 0%	1 1%	17 23%	2 3%								
Oct-14	134	86	28 33%	4 5%	13 15%	14 16%	1 1%	5 6%	20 23%	1 1%								
Nov-14	88	60	24 40%	3 5%	11 18%	11 18%	0 0%	0 0%	11 18%	0 0%								
Dec-14	116	83	40 48%	4 5%	9 11%	12 14%	1 1%	0 0%	16 19%	1 1%								

* Reference Gap Analysis Report Definitions.

➤ **CRA Program Outcomes:**

- 58% **gap** (N=268), decreased 2% compared to FY14
- 22% of eligible offenders released without ever being housed in a facility that offered CRA programming, decreased 2% compared to FY14
- 15% of eligible offenders refused to participate in programming, same rate as FY14
- The MA DOC offers multiple substance abuse programs. The GAP analysis only considers the CRA Program due to it being our most intensive substance abuse program, and limitations associated with collecting data from the many

³ Reference Gap Analysis Report Definitions.

community based substance abuse providers who provide treatment as part of a supportive case management model prior to release and post release.

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

Male Criminal Thinking Need Area by Criminal Thinking Outcome																		
					Gap													
Month	Number of Releases	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Program Not Available		No Rec/Rec Outcome/POA	
Total	670	319	75	24%	6	2%	36	11%	28	9%	93	29%	13	4%	44	14%	24	8%
Jul-14	108	53	12	23%	0	0%	5	9%	5	9%	19	36%	5	9%	7	13%	0	0%
Aug-14	115	50	10	20%	1	2%	8	16%	3	6%	11	22%	1	2%	9	18%	7	14%
Sep-14	109	51	11	22%	0	0%	3	6%	4	8%	18	35%	1	2%	8	16%	6	12%
Oct-14	134	58	9	16%	2	3%	8	14%	6	10%	19	33%	4	7%	6	10%	4	7%
Nov-14	88	47	13	28%	0	0%	7	15%	4	9%	9	19%	1	2%	9	19%	4	9%
Dec-14	116	60	20	33%	3	5%	5	8%	6	10%	17	28%	1	2%	5	8%	3	5%

➤ Criminal Thinking Outcomes:

- 76% **gap** (N=244), increased 4% compared to FY14
- 14% of eligible offenders released without ever being housed in a facility that offered Criminal Thinking, decreased 4% compared to FY14
- 9% of eligible offenders refused to participate in programming, increased 5% compared to FY14

Table 4: Male Anger Need Area by Violence Reduction Outcomes

Male Anger Need Area by Violence Reduction Outcome																		
					Gap													
Month	Number of Releases	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Program Not Available		No Rec/Rec Outcome/POA	
TOTALS	670	377	116	31%	6	2%	49	13%	42	11%	120	32%	15	4%	25	7%	4	1%
Jul-14	108	62	17	27%	1	2%	5	8%	6	10%	25	40%	2	3%	6	10%	0	0%
Aug-14	115	60	16	27%	0	0%	6	10%	7	12%	24	40%	3	5%	3	5%	1	2%
Sep-14	109	63	18	29%	0	0%	7	11%	3	5%	27	43%	3	5%	5	8%	0	0%
Oct-14	134	69	22	32%	3	4%	14	20%	6	9%	15	22%	2	3%	6	9%	1	1%
Nov-14	88	55	16	29%	0	0%	12	22%	8	15%	12	22%	2	4%	4	7%	1	2%
Dec-14	116	68	27	40%	2	3%	5	7%	12	18%	17	25%	3	4%	1	1%	1	1%

➤ Violence Reduction Program Outcomes:

- 69% **gap** (N=261), increased 4% compared to FY14
- 7% of eligible offenders released without ever being housed in a facility that offered Violence Reduction, decreased 4% compared to FY14
- 11% of eligible offenders refused to participate in programming, increased by 5% compared to FY14

The Criminal Thinking and Violence Reduction Program both have a significant number of offenders who release to the street while on the waitlist to engage in the program. This large gap can be attributed to a lack of resources, which are a necessity when trying to meet the specific programming needs of the MADOC offender population.

Table 5: Male Sex Offenders by Sex Offender Treatment Program Outcomes

Male Sex Offenders by Sex Offender Treatment Program Outcome														
Month	Number of Releases	Total # Eligible	Participated In Program		Gap									
					Refused to Participate		Accepted to Waitlist		Ineligible		Program Not Available		No Rec/Rec Outcome/POA	
Total	670	88	46	52%	16	18%	1	1%	1	1%	20	23%	4	5%
Jul-14	108	15	5	33%	3	20%	0	0%	0	0%	6	40%	1	7%
Aug-14	115	15	10	67%	2	13%	1	7%	0	0%	2	13%	0	0%
Sep-14	109	11	6	55%	1	9%	0	0%	0	0%	3	27%	1	9%
Oct-14	134	19	13	68%	5	26%	0	0%	0	0%	1	5%	0	0%
Nov-14	88	7	5	71%	0	0%	0	0%	0	0%	2	29%	0	0%
Dec-14	116	21	7	33%	5	24%	0	0%	1	5%	6	29%	2	10%

- Sex Offender Treatment Program Outcomes⁴:
 - 48% *gap* (N=42)
 - 23% of eligible offenders released without ever being housed in a facility that offered the Sex Offender Treatment Program
 - 18% of eligible offenders refused to participate in programming

Table 6: Male Offenders Admitted without a HS Diploma/GED that Earned a GED/HiSET

Male Offenders Admitted without a HS Diploma/GED that Earned a GED/HiSET				
Month	# Releases	# Admitted w/out HS Diploma or GED	# Earned GED/HiSET	% Earned GED
Jul-14	108	53	14	26%
Aug-14	115	58	12	21%
Sep-14	109	56	18	32%
Oct-14	134	51	12	24%
Nov-14	88	39	7	16%
Dec-14	116	52	12	23%
Total	670	309	75	24%

- GED/HiSET Program Outcomes⁵:
 - 24% of offenders admitted without a high school diploma or GED earned a GED or HiSET during their incarceration

⁴ This dataset was not included in the FY14 Gap Analysis Report, thus there is no comparison to the prior benchmark.

⁵ This dataset was not broken down by program outcome hierarchy due to the different levels of educational programming.

Need Area Gap by Releasing Security Level:

Table 7: Substance Abuse Gap by Release Month and Releasing Security Level

Substance Abuse Gap by Release Month and Releasing Security Level									
Release Month	Number of Male Releases	Total # Eligible	Gap	Pre-Release/ Minimum		Medium		Maximum	
Jul-14	116	83	47	14	30%	26	55%	7	15%
Aug-14	108	77	47	18	38%	21	45%	8	17%
Sep-14	115	79	37	12	32%	23	62%	2	5%
Oct-14	109	75	58	19	33%	27	47%	12	21%
Nov-14	134	86	36	11	31%	17	47%	8	22%
Dec-14	88	60	43	14	33%	22	51%	7	16%
Total	670	460	268	88	33%	136	51%	44	16%

Table 8: Criminal Thinking Gap by Release Month and Releasing Security Level

Criminal Thinking Gap by Release Month and Releasing Security Level									
Release Month	Number of Male Releases	Total # Eligible	Gap	Pre-Release/ Minimum		Medium		Maximum	
Jul-14	116	60	41	15	37%	21	51%	5	12%
Aug-14	108	53	40	13	33%	22	55%	5	13%
Sep-14	115	50	40	17	43%	23	58%	0	0%
Oct-14	109	51	49	12	24%	28	57%	9	18%
Nov-14	134	58	34	13	38%	17	50%	4	12%
Dec-14	88	47	40	13	33%	22	55%	5	13%
Total	670	319	244	83	34%	133	55%	28	11%

Table 9: Anger Gap by Release Month and Releasing Security Level

Anger Gap by Release Month and Releasing Security Level									
Release Month	Number of Male Releases	Total # Eligible	Gap	Pre-Release/ Minimum		Medium		Maximum	
Jul-14	116	68	45	17	38%	20	44%	8	18%
Aug-14	108	62	44	21	48%	20	45%	3	7%
Sep-14	115	60	45	21	47%	24	53%	0	0%
Oct-14	109	63	47	16	34%	21	45%	10	21%
Nov-14	134	69	39	11	28%	19	49%	9	23%
Dec-14	88	55	41	11	27%	25	61%	5	12%
Total	670	377	261	97	37%	129	49%	30	11%

Part Two, Active Cohort:

The active cohort gap analysis was conducted to identify offenders in need of programming in order to reduce the post-release programming gap. As of January 1, 2015, 1,838 criminally sentenced males have a maximum release date within the next two to three years. Offenders within one year of release are excluded from this analysis due to programming logistics, such as program length in which one may not have enough time to complete the program. Sixty-seven percent (N=1,237) of this cohort completed a needs assessment, 22% (N=409) scored low risk to recidivate on their risk assessment (not eligible for a need assessment), and approximately 10% (N=192) of offenders either refused the assessment, or the assessment was not completed at the time of this analysis. 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. The active cohort’s program outcomes are based on whether or not an offender completed a program and if an offender did not complete a program then their most recent outcome is reported (the program outcome hierarchy is not utilized in this analysis). This methodology illustrates an offender’s current progress towards completing a program prior to release. The following tables represent the MA DOC’s progress towards addressing the criminogenic needs of its offender population prior to release.

Table 10: Two-Three Years until Release Male Substance Abuse Need Area by CRA Outcomes

Male Substance Abuse Need Area by CRA Outcomes																			
Date	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Transferred/ Prior Release Engagement		Program Not Available		No Rec/Rec Outcome/POA	
1/1/2015	1,068	326	31%	156	15%	30	3%	123	12%	49	5%	19	2%	1	0%	321	30%	43	4%

- CRA program outcomes for offenders within two-three years of release:
 - 69% *gap*
 - 12% of eligible offenders refused to participate in programming

Table 11: Two-Three Years until Release Male Criminal Thinking Need Area by Criminal Thinking Outcomes

Male Criminal Thinking Need Area by Criminal Thinking Outcomes																			
Date	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Transferred/ Prior Release Engagement		Program Not Available		No Rec /Rec Outcome/POA	
1/1/2015	742	75	10%	6	1%	11	1%	40	5%	353	48%	8	1%	1	0%	136	18%	112	15%

- Criminal Thinking program outcomes for offenders within two-three years of release:
 - 90% *gap*
 - 5% of eligible offenders refused to participate in programming

Table 12: Two-Three Years until Release Male Anger Need Area by Violence Reduction Outcomes

Male Anger Need Area by Violence Reduction Outcomes																			
Date	Total # Eligible	Completed Program		Enrolled		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible		Transferred/Prior Release Engagement		Program Not Available		No Rec/Rec Outcome/POA	
1/1/2015	887	97	11%	12	1%	6	1%	44	5%	537	61%	8	1%	2	0%	129	15%	52	6%

- Violence Reduction program outcomes for offenders within two-three years of release:
 - 89% *gap*
 - 5% 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.

- 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 to 70% by July 2017.
 - Eligible for criminal thinking programming that completed criminal thinking prior to release to 33% by July 2017.
 - Eligible for anger programming that completed violence reduction prior to release to 40% by July 2017.

The following objectives will have a significant impact on reducing the gap and assisting the MA DOC in implementing 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 without effecting program fidelity.
- Improve program recommendation processes to ensure all necessary program recommendations are entered into the Department’s information system.

Additionally, the MA DOC recognizes the importance of supportive case management services to assist offenders as they transition from prison to the community. The department has initiated a dialogue with many community based providers who currently facilitate supportive case management services in an attempt to enhance data collection, analysis processes, and to more comprehensively define gaps in this report.

GAP ANALYSIS REPORT DEFINITIONS

Risk Assessment- Tool utilized by the MA DOC to identify offenders who are moderate to high risk to re-offend 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.

Gap- The percentage of offenders who did not complete corresponding core programming to a need area prior to their release; i.e. *gap* = 100% - % Completed Program.

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 completes the program (need considered met, upon completion of program within this analysis).

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.

Transferred/Prior Release Engagement- Outcome issued when an offender transfers to another facility or releases while enrolled in a program.

Program not Available- Outcome issued when an offender has the criminogenic need for programming and 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.

BIBLIOGRAPHY

Andrews, D A., Bonta, J., Cullen, F T., Gendreau, P., Hoge, R D., & Zinger, I. (1990). *Does Correctional Treatment Work? A Clinically Relevant and Psychologically Informed Meta-Analysis*. *Criminology*, 28.

Andrew, D.A., & Dowden, C. (2006). *Risk principle of Case Classification in Correctional Treatment: A Meta Analytic Investigation*. *International Journal of Offender Therapy and Comparative Criminology*, 50.

This brief was written and prepared by Reentry and Program Services Division. Special recognition to Lorraine Oliveri, Administrative Assistant, Daniel Feagans, Statistician, and Hollie Matthews, Deputy Director Office of Strategic Planning & Research. Any comments or questions can be addressed by e-mail: mjmoniz@massmail.state.ma.us

Copies of publications from the Office of Strategic Planning & Research can be found at <http://www.mass.gov/doc>.

Publication No. 15-014-DOC-01, 10 pgs.–February, 2015

Authorized by: Gary Lambert, Assistant Secretary for Operational Services.