

Massachusetts Department of Correction
Carol Higgins O'Brien, Commissioner

FY15 *Gap* Analysis Report

Christopher Mitchell, Director Reentry and Programs Services

*Prepared by:
Reentry and Program Services 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.

The following analysis represents how successful MA DOC is at effecting positive behavioral change for its offender population by means of programming. This analysis 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 department 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, 2014 through June 30, 2015, a total of 1,392 male offenders were released to the street¹ from MA DOC custody that began this admission as a new court commitment². Seventy-five percent (n=1,042) of 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 Areas:

Chart 1: Assessed Offenders with a Substance Abuse Need

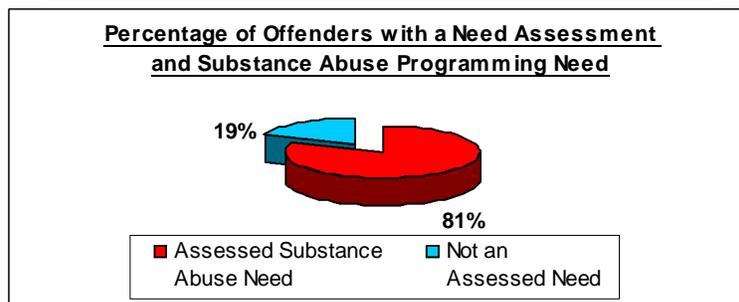


Chart 2: Assessed Offenders with a Criminal Thinking Need

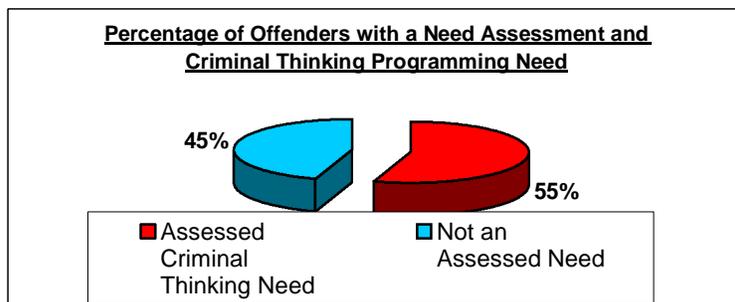
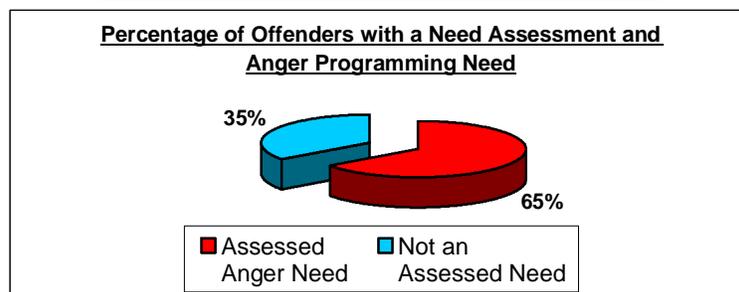


Chart 3: Assessed Offenders with an Anger Need



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.

Release Cohort Gap Analysis:

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. Therefore, 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 program 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)³

The **gap** is the percentage of offenders **who did not complete or participate** corresponding core programming to a need area prior to their release, **gap** = 100% - (% Completed Program + % Participated in Program)⁴.

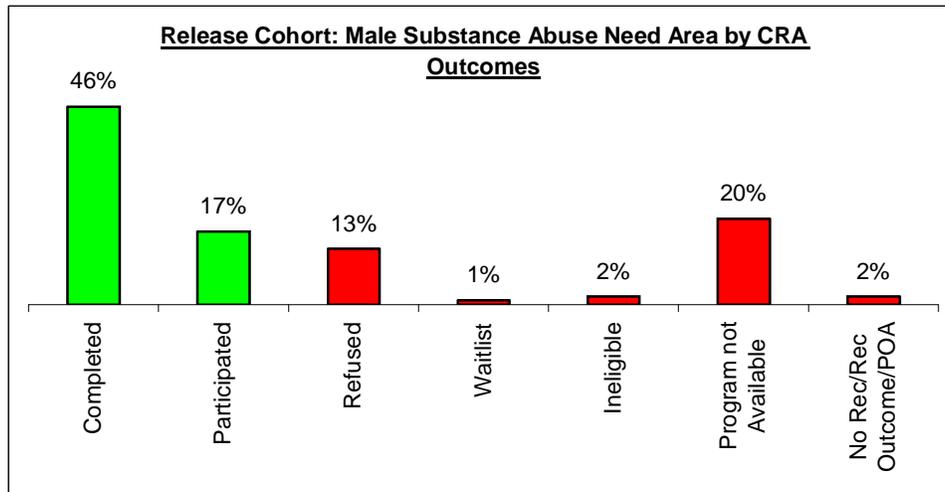
The total sum of eligible offenders is based upon the sum of offenders with a corresponding need (i.e., substance abuse, anger, or criminal thinking) and those with a program override entry⁵.

³ Incomplete program 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.

⁴ This formula differs from prior Gap Analysis Reports which included the percentage of offenders that participated in the gap; however, due to maintaining program fidelity the percentage of offenders that participated is excluded from GAP. For evidence based programs to have fidelity, every offender that participates will not complete the program.

⁵ 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.

Chart 4: Male Substance Abuse Need Area by Correctional Recovery Academy (CRA) Outcomes



➤ **CRA Program Outcomes:**

- 37% gap

➤ **Comparison to FY14:**

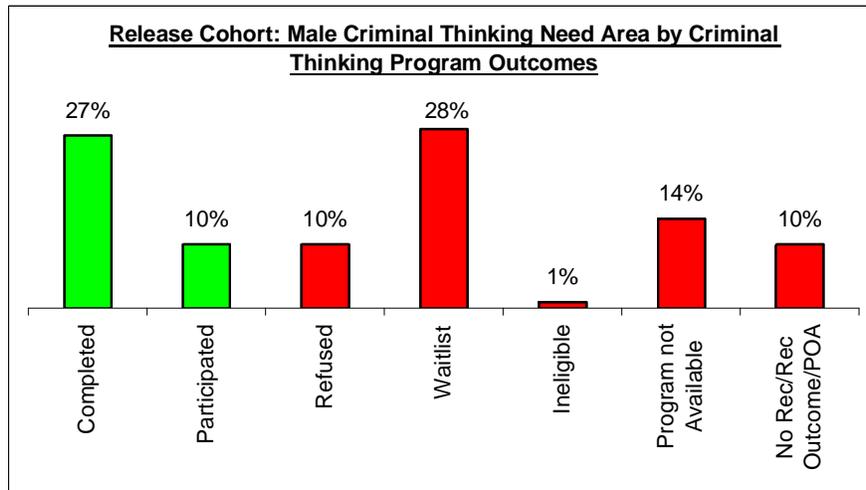
- 46% completion rate, ***increased 15%*** (FY14= 40%)
- 63% participated in programming ***increased 17%*** (FY14= 54%)
- 20% released without being housed in a facility that offered CRA programming, ***decreased 17%*** (FY14= 24%)
- 13% of eligible offenders refused to participate in programming, ***decreased 13%*** (FY14= 15%)

➤ **CRA Programming Strategies to Close the GAP:**

- Expanded programming capacity at MCI-Shirley minimum from 90 seats in FY14 to 168 seats in FY15
- Program Engagement Strategy at MCI-Norfolk⁶ implemented in January 2014
- Expanding programming to Old Colony Correctional Center for October 2015

⁶ The Program Engagement Strategy (PES) balances incentives and consequences as a means of decreasing program refusals and terminations. PES is a tool designed to empower staff to utilize their integrated case management skills to promote a culture of program compliance.

Chart 5: Male Criminal Thinking Need Area by Criminal Thinking Program Outcomes

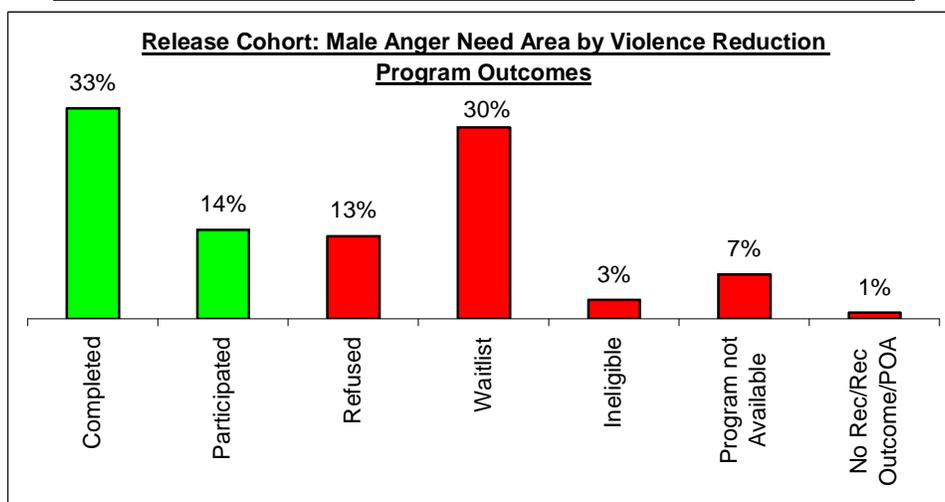


- **Criminal Thinking Program Outcomes:**
 - 63% gap

- **Comparison to FY14:**
 - 27% completion rate, **decreased 4%** (FY14= 28%)
 - 37% participated in programming **decreased 8%** (FY14= 40%)
 - 14% released without being housed in a facility that offered Criminal Thinking program, **decreased 22%** (FY14= 18%)
 - 10% of eligible offenders refused to participate in programming, **increased 150%** (FY14= 4%)

- **Criminal Thinking Programming Strategies to Close the GAP:**
 - Program Engagement Strategy at MCI-Norfolk implemented in January 2014
 - Implemented rolling admission to increase program utilization
 - Reviewing programming resources to apply programming at facilities with the greatest number of offenders with a criminal thinking need

Chart 6: Male Anger Need Area by Violence Reduction Program Outcomes



- **Violence Reduction Program Outcomes:**
 - *53% gap*

- **Comparison to FY14:**
 - *33%* completion rate, ***decreased 6%*** (FY14= 35%)
 - *47%* participated in programming ***increased 1%*** (FY14= 46%)
 - *7%* released without being housed in a facility that offered Violence Reduction program, ***decreased 36%*** (FY14= 11%)
 - *13%* of eligible offenders refused to participate in programming, ***increased 117%*** (FY14= 6%)

- **Violence Reduction Programming Strategies to Close the GAP:**
 - Program Engagement Strategy at MCI-Norfolk implemented in January 2014
 - Implemented rolling admission to increase program utilization
 - Reviewing programming resources to apply programming at facilities with the greatest number of offenders with a criminal thinking need

Criminal Thinking and Violence Reduction Program Waitlist:

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.

Active Cohort Gap Analysis:

The active cohort gap analysis was conducted to identify offenders in need of programming to forecast and reduce post release programming gap. As of July 1, 2015, 3,569 criminally sentenced males have a maximum release date within one to four years⁷. Sixty-eight percent (2,414) 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.

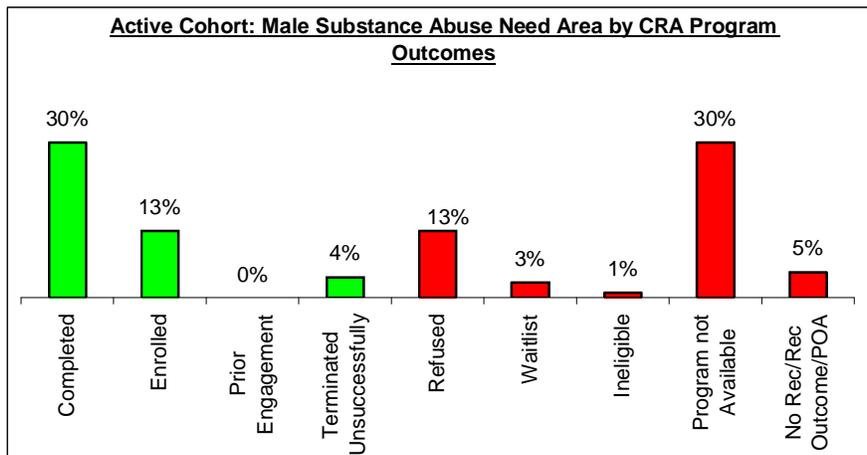
Active Cohort Gap Analysis Methodology:

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.

Gap = 100% - (% Completed Program + % Enrolled + % Terminated Unsuccessfully + % Prior Engagement).

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)⁸.

Chart 7: Active Cohort One to Four Years until Release Male Substance Abuse Need Area by CRA Outcomes

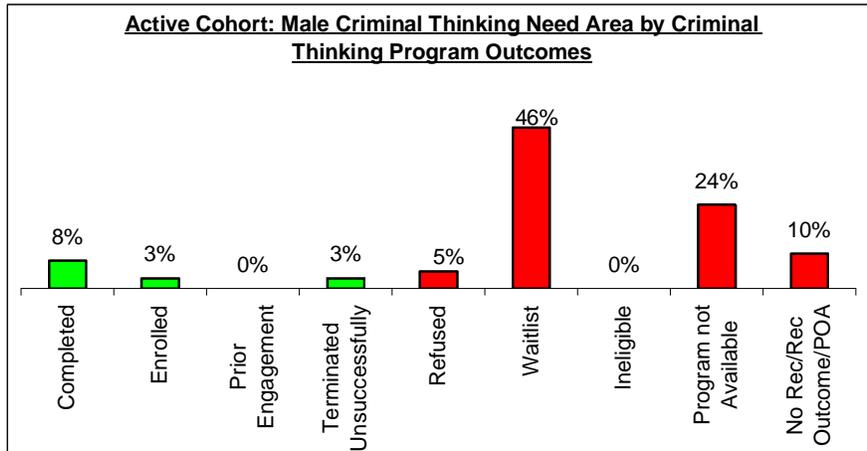


- CRA Program outcomes for offenders within one to four years of release:
 - **53% gap**
 - **13%** of offenders refused to participate in programming
 - **30%** of offenders are not currently housed at a facility that offers the CRA program

⁷ Offenders within less than one year to release are excluded due to program length, and likelihood offender is in lower security preparing for their release back to the street.

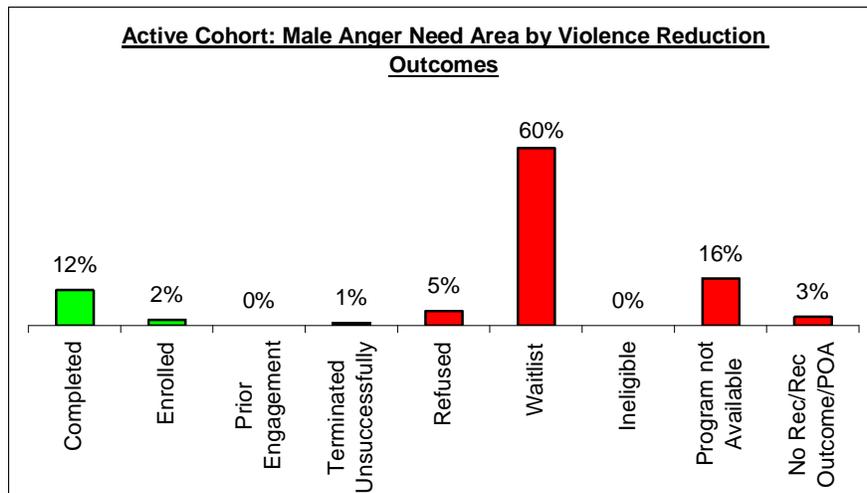
⁸ The active cohort gap analysis excludes offenders with a program override and is based solely on offenders with a need, due to override processes varying from facility to facility.

Chart 8: Active Cohort One to Four Years until Release Male Criminal Thinking Need Area by Criminal Thinking Program Outcomes



- Criminal Thinking Program outcomes for offenders within one to four years of release:
 - **86% gap**
 - **5%** of offenders refused to participate in programming
 - **24%** of offenders are not currently housed at a facility that offers the Criminal Thinking program
 - **46% of offenders are currently on a waitlist**

Chart 9: Active Cohort One to Four Years until Release Male Anger Need Area by Violence Reduction Program Outcomes



- Violence Reduction Program outcomes for offenders within one to four years of release:
 - **85% gap**
 - **5%** of offenders refused to participate in programming
 - **16%** of offenders are not currently housed at a facility that offers the Violence Reduction program
 - **60% of offenders are currently on a waitlist**

Conclusion:

The MA DOC is continuously working towards reducing programming gaps by implementing multiple strategies that will aid in this endeavor. Significant progress has been made over the course of the last fiscal year with reducing the substance abuse programming gap, in which the completion rate has *increased by 15%*. Furthermore, the Reentry and Program Services Performance Based Plan highlights the following programming goals.

- i Increase the percentage of releases to the street that were:
 - o Eligible for substance abuse programming and completed CRA prior to release to 70% by July 2017.
 - o Eligible for criminal thinking programming and completed criminal thinking prior to release to 40% by July 2017.
 - o Eligible for anger programming and 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 embracing a performance-based culture that is working towards meeting our vision:

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

GAP ANALYSIS REPORT INFORMATION

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.

Correctional Recovery Academy (CRA) - is an intensive skill-based residential substance abuse treatment program located at four institutions with a capacity of 528 beds. The CRA targets substance abuse and relapse prevention. The program utilizes rolling admissions and combines the elements of a therapeutic community's social learning approach with an advanced cognitive behavioral curriculum. *This component of treatment is available at MCI-Concord, MCI Norfolk, MCI Shirley Medium and MCI Shirley Minimum.*

Criminal Thinking Program- is designed to focus on altering the pro-criminal thinking patterns that have been identified as separating those who are serious repeat offenders from those who are not. The program focuses specifically on criminal sentiments and how to develop pro-social alternatives for them. The program assists the offender in developing pro-social alternatives to past activities and associates. *This program is available at MCI-Concord, MCI-Norfolk, MCI-Shirley Medium, MCI-Shirley Minimum, and Souza Baranowski Correctional Center.*

Violence Reduction Program- targets cognitions that contribute to violent behavior. The goals of the program are to decrease violent behavior and the likelihood of institutional disturbances. During the program inmates identify the specific cognitions which have led to their violent behavior. Once identified, they are taught pro-social strategies and skills to diminish the likelihood of continued violence. The program is facilitated by staff two to three times per week. *This program is available at MCI Concord, Souza Baranowski Correctional Center, MCI-Plymouth, MCI Norfolk, MCI-Shirley Medium, MCI-Shirley Minimum, Old Colony Correctional Center Minimum Unit and Pondville Correctional Center.*

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.

Waitlist- 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, or housing unit.

Prior 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; however, the program is not available at their facility.

Pending Override Approval (POA)/no recommendation outcome/no recommendation- Incomplete program 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.

DATA APPENDIX

Table 1: Release Cohort Male Substance Abuse Need Area by CRA Outcomes

Male Substance Abuse Need Area by CRA Outcomes																
Month	Number of Releases	Total # Eligible	Completed Program				GAP									
							Participated	Refused to Participate	Accepted to Waitlist	Ineligible	Program Not Available	No Rec/Rec Outcome/POA*				
Total	1,392	951	441	46%	162	17%	120	13%	5	1%	16	2%	192	20%	15	2%
Jul-14	108	74	30	41%	15	20%	10	14%	1	1%	1	1%	16	22%	1	1%
Aug-14	116	77	32	42%	12	16%	12	16%	0	0%	1	1%	19	25%	1	1%
Sep-14	109	75	39	52%	10	13%	7	9%	0	0%	0	0%	17	23%	2	3%
Oct-14	133	83	27	33%	17	20%	14	17%	1	1%	3	4%	20	24%	1	1%
Nov-14	89	60	24	40%	14	23%	11	18%	0	0%	0	0%	11	18%	0	0%
Dec-14	115	81	41	51%	11	14%	11	14%	1	1%	0	0%	16	20%	1	1%
Jan-15	124	79	36	46%	13	16%	13	16%	0	0%	1	1%	15	19%	1	1%
Feb-15	98	69	31	45%	16	23%	9	13%	0	0%	1	1%	9	13%	3	4%
Mar-15	110	81	41	51%	10	12%	11	14%	0	0%	3	4%	16	20%	0	0%
Apr-15	141	101	47	47%	12	12%	12	12%	0	0%	3	3%	25	25%	2	2%
May-15	129	86	45	52%	16	19%	6	7%	0	0%	2	2%	14	16%	3	3%
Jun-15	120	85	48	56%	16	19%	4	5%	2	2%	1	1%	14	16%	0	0%

Table 2: Release Cohort Male Criminal Thinking Need Area by Criminal Thinking Program Outcomes

Male Criminal Thinking Need Area by Criminal Thinking Outcome																
Month	Number of Releases	Total # Eligible	Completed Program				GAP									
							Participated	Refused to Participate	Accepted to Waitlist	Ineligible	Program Not Available	No Rec/Rec Outcome/POA				
Total	1,392	647	172	27%	65	10%	67	10%	183	28%	8	1%	89	14%	63	10%
Jul-14	108	52	12	23%	5	10%	5	10%	19	37%	4	8%	7	13%	0	0%
Aug-14	116	50	11	22%	8	16%	3	6%	11	22%	1	2%	9	18%	7	14%
Sep-14	109	50	12	24%	2	4%	4	8%	18	36%	0	0%	8	16%	6	12%
Oct-14	133	56	10	18%	9	16%	6	11%	19	34%	2	4%	6	11%	4	7%
Nov-14	89	47	13	28%	7	15%	4	9%	9	19%	1	2%	9	19%	4	9%
Dec-14	115	59	20	34%	8	14%	6	10%	17	29%	0	0%	5	8%	3	5%
Jan-15	124	56	15	27%	7	13%	10	18%	12	21%	0	0%	7	13%	5	9%
Feb-15	98	45	15	33%	6	13%	3	7%	10	22%	0	0%	5	11%	6	13%
Mar-15	110	56	13	23%	4	7%	7	13%	17	30%	0	0%	7	13%	8	14%
Apr-15	141	64	15	23%	2	3%	9	14%	16	25%	0	0%	11	17%	11	17%
May-15	129	63	15	24%	3	5%	8	13%	23	37%	0	0%	8	13%	6	10%
Jun-15	120	49	21	43%	4	8%	2	4%	12	24%	0	0%	7	14%	3	6%

Table 3: Release Cohort Male Anger Need Area by Violence Reduction Program Outcomes

Male Anger Need Area by Anger Outcomes																
Month	Number of Releases	Total # Eligible	Completed Program				GAP									
							Participated	Refused to Participate	Accepted to Waitlist	Ineligible	Program Not Available	No Rec/Rec Outcome/POA*				
Total	1,392	783	257	33%	112	14%	99	13%	236	30%	21	3%	54	7%	4	1%
Jul-14	108	62	18	29%	5	8%	6	10%	25	40%	2	3%	6	10%	0	0%
Aug-14	116	60	16	27%	6	10%	7	12%	24	40%	3	5%	3	5%	1	2%
Sep-14	109	63	18	29%	7	11%	3	5%	27	43%	3	5%	5	8%	0	0%
Oct-14	133	69	22	32%	17	25%	6	9%	15	22%	2	3%	6	9%	1	1%
Nov-14	89	55	16	29%	12	22%	8	15%	12	22%	2	4%	4	7%	1	2%
Dec-14	115	65	28	43%	7	11%	12	18%	16	25%	1	2%	1	2%	0	0%
Jan-15	124	70	17	24%	14	20%	12	17%	18	26%	0	0%	8	11%	1	1%
Feb-15	98	57	22	39%	10	18%	2	4%	19	33%	1	2%	3	5%	0	0%
Mar-15	110	60	20	33%	10	17%	10	17%	14	23%	0	0%	6	10%	0	0%
Apr-15	141	78	26	33%	7	9%	16	21%	23	29%	1	1%	5	6%	0	0%
May-15	129	74	25	34%	10	14%	9	12%	22	30%	4	5%	4	5%	0	0%
Jun-15	120	70	29	41%	7	10%	8	11%	21	30%	2	3%	3	4%	0	0%

**Table 4: Active Cohort One to Four Years until Release
Male Substance Abuse Need Area by CRA Outcomes**

Male Substance Abuse Need Area																				
Month	Male Population 1-4 yrs max release date	# with Need	Completed Program		Enrolled		Prior Engagement		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible	Program Not Available	No Rec/Rec Outcome/POA			
Total	3,569	1,830	553	30%	247	13%	2	0%	75	4%	231	13%	54	3%	18	1%	556	30%	94	5%

**Table 5: Active Cohort One to Four Years until Release
Male Criminal Thinking Need Area by Criminal Thinking Program Outcomes**

Male Criminal Thinking Need Area																				
Month	Male Population 1-4 yrs max release date	# with Need	Completed Program		Enrolled		Prior Engagement		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible	Program Not Available	No Rec /Rec Outcome/POA			
Total	3,569	1,353	114	8%	42	3%	2	0%	45	3%	61	5%	627	46%	3	0%	326	24%	133	10%

**Table 6: Active Cohort One to Four Years until Release
Male Anger Need Area by Violence Reduction Program Outcomes**

Male Anger Need Area																				
Month	Male Population 1-4 yrs max release date	# with Need	Completed Program		Enrolled		Prior Engagement		Terminated Unsuccessfully		Refused to Participate		Accepted to Waitlist		Ineligible	Program Not Available	No Rec/Rec Outcome/POA			
TOTAL	3,569	1,620	191	12%	37	2%	2	0%	24	1%	77	5%	979	60%	3	0%	253	16%	54	3%

This brief was written and prepared by Reentry and Program Services Division. Any comments or questions can be addressed by e-mail: Kelly.Paquin@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. 16-246-DOC-01, 13 pgs.–September, 2015
Authorized by: Gary Lambert, Assistant Secretary for Operational Services.