



June 04		NIJ
Solicitation		
Evaluation of Projects Supported by Byrne Memorial Funds		

Notice:

You *must* submit your application using the Office of Justice Programs' automated Grants Management System. Paper applications will not be accepted. We suggest you begin the process as soon as possible. To start the process, go to <http://www.ojp.usdoj.gov/fundopps.htm>.

Deadline:

**8 p.m. eastern time
July 15, 2004**

SL 000670

U.S. Department of Justice
Office of Justice Programs
810 Seventh Street N.W.
Washington, DC 20531

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Evaluation of Projects Supported by Byrne Memorial Funds

I. Introduction

The National Institute of Justice (NIJ) is the research, development, and evaluation agency of the U.S. Department of Justice. NIJ provides objective, independent, evidence-based knowledge and tools to enhance the administration of justice and public safety. The Institute solicits proposals to inform its search for the knowledge and tools to guide policy and practice.

With this solicitation, NIJ is seeking proposals to evaluate a select group of projects supported by the Edward Byrne Memorial State and Local Assistance Program Discretionary Funds in fiscal year (FY) 2003. These programs are administered by the U.S. Department of Justice, Bureau of Justice Assistance (BJA). NIJ encourages the use of the most rigorous evaluation designs, particularly randomized controlled trials where appropriate, to assess project outcomes so that these evaluations will provide the greatest value to criminal justice audiences.

Due date: The due date is listed on the cover of this announcement and on the NIJ Web site at <http://www.ojp.usdoj.gov/nij/funding.htm>. Extensions to the deadline are generally not granted.

Page limit: The program narrative section of your proposal must not exceed 30 double-spaced pages in 12-point font with 1-inch margins. Tables, charts, figures, appendixes, and government forms do not count toward the 30-page limit.

Reasons for rejection: NIJ may reject applications that are incomplete, do not respond to the scope of the solicitation, do not comply with format requirements, or are submitted after the deadline. No additions to the original submission are allowed.

How to submit proposals to NIJ: Complete details about how to apply for funding are in "NIJ Guidelines for Submitting Applications," available on the NIJ Web site at <http://www.ojp.usdoj.gov/nij/funding.htm>.

II. Proposal Topics

In FY 2003, Congress appropriated \$650,914,000 for the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, including \$150,914,000 for discretionary programs administered by BJA. In preparation, NIJ performed evaluability assessments on several projects and selected three to be evaluated. The three are:

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- C The Fortune Society's Ex-Prisoner Reentry Program (Appendix A).
 - C The Phoenix (Arizona) Police Department's Homicide Clearance Initiative (Appendix B).
 - C The Washington County (Oregon) Transitional Services and Housing Program (Appendix C).

The primary audience for the evaluation consists of Federal program funders and State and local program developers. Evaluation designs must address three issues relevant to this audience:

1. Effectiveness: how well the project outcomes can be attributed to the project activities.
2. Transferability: key considerations for the project to be adopted.
3. Return on investment: whether the projects are cost effective or, wherever feasible, cost beneficial.

Designs that fail to address all three issues (effectiveness, transferability, and return on investment) will be regarded as deficient. NIJ will work with the grantee to develop appropriate program outcome measures relating to effectiveness, transferability, and return on investment of the programs being evaluated.

Applicants may propose to evaluate as many projects as they can manage effectively, but each evaluation must be submitted in a separate proposal. NIJ will assess each proposal on its individual merits. Recognizing that organizations may wish to propose the same personnel on more than one project, NIJ will negotiate key personnel issues for multiple awards to the same organization after technical peer reviews are completed.

NIJ's evaluability assessments of the three projects, which are appended to this solicitation, were prepared by external consultants who, in addition to gathering general project information, recommended various design options for outcome evaluations. NIJ's guidance differs in some instances. Read carefully the guidance to each evaluability assessment when you consider the scope and depth of your evaluation design. You are free to propose other designs by providing appropriate justification. Timetables and durations should be consistent with the objective of performing a rigorous and successful outcome evaluation.

NIJ will monitor grants intensively to maximize the likelihood of receiving sound outcome findings and to minimize expenditures. NIJ reserves the right to terminate an award if it believes there is little chance of completing a sound outcome evaluation.

After awards are made, NIJ will conduct a 2-day cluster meeting of the grantees in Washington, D.C. Budgets should reflect costs for this meeting and costs for producing a detailed evaluation design and workplan within 60 days of award.

In addition to drafts and final reports, applicants must submit a substantive annual report of interim findings that describes evaluation findings to date and provides feedback to project managers.

III. General Requirements and Guidance

This section describes the main requirements for submitting your proposal. Complete instructions are in “NIJ Guidelines for Submitting Applications,” available on the NIJ Web site at <http://www.ojp.usdoj.gov/nij/funding.htm>.

- A. Submit applications online:** Paper applications are not accepted. Applications must be submitted through the Office of Justice Programs’ online Grants Management System. NIJ suggests you begin the process early, especially if this is the first time you have used the system. To begin, go to <http://www.ojp.usdoj.gov/fundopps.htm>. There are three types of documents that can be uploaded to an application package: PDFs, Word Documents, and Text Documents.

- B. Relevance of the project for policy and practice:** Higher-quality proposals clearly explain the practical implications of the project. They connect technical expertise with policy and practice. To ensure that the project has strong relevance for policy and practice, some researchers and technologists collaborate with practitioners and policymakers. You may include letters showing support from practitioners, but they carry less weight than clear evidence that you understand why policymakers and practitioners would benefit from your work and how they would use it. While a partnership may affect State or local activities, it should also have broader implications for others across the country.

- C. Equal opportunity for all applicants:** It is OJP policy that faith-based and community organizations that statutorily qualify as eligible applicants under OJP programs are invited and encouraged to apply for awards. Faith-based and community organizations will be considered for an award on the same basis as any other eligible applicants and, if they receive awards, will be treated on an equal basis with nonfaith-based and community organization grantees in the administration of such awards. No eligible applicant or grantee will be discriminated against on the basis of its religious character or affiliation, religious name, or the religious composition of its board of directors or persons working in the organization.

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- D. Cofunding is not required:** You are not required to combine NIJ funds with other funds (for example, you do not need matching funds), but if you intend to use multiple funding sources to support your proposed effort, the budget you submit must show the other funds.
- E. Number of grants to be awarded:** NIJ's grant award process is highly competitive. The number of awards to be made depends on the availability of funds and the number and quality of applications received.
- F. When awards will be made:** The review and approval process takes about 6 months. Therefore, you should not propose to begin work until at least 6 months after the deadline on the cover of this solicitation. Also, you should not expect to receive notification of a decision for at least 6 months after that date. Lists of awards are updated regularly on NIJ's Web site at <http://www.ojp.usdoj.gov/nij/funding.htm>.
- G. Financial audits are required:** If your organization spends \$500,000 or more of Federal funds during the year, you will be required to submit an organization-wide financial and compliance audit report before any award is made. The audit must be performed in accordance with the U.S. General Accounting Office Government Accounting Standards and must conform to Chapter 19 of the Office of Justice Programs' *Financial Guide* (available at <http://www.ojp.usdoj.gov/FinGuide>). You may include the costs of complying with these audits in the proposed budget submitted as part of your application. Detailed information regarding the independent audit is available in Office of Management and Budget Circular A-133 (available at <http://www.whitehouse.gov/omb/circulars>).
- H. An environmental assessment may be required:** All award recipients must comply with the National Environmental Policy Act (NEPA). To ensure NEPA compliance, NIJ may require some award recipients to submit additional information.
- I. Protection of confidentiality:** Federal regulations require applicants for NIJ funding to outline specific procedures for protecting private information about individuals as part of the Privacy Certificate submitted with the application package. For complete details, see <http://www.ojp.usdoj.gov/nij/funding.htm>.
- J. New requirement—DUNS number:** Beginning October 1, 2003, a Dun and Bradstreet Data Universal Numbering System (DUNS) number must be included in every application for a new award or renewal of an award. The DUNS number will be required whether an applicant submits an application through the Office of Justice Programs' Grants Management System or using the government-wide electronic portal (<http://www.grants.gov>). **An application will not be considered complete until a valid DUNS number is provided by the applicant.** Individuals who would personally receive a grant or cooperative agreement from the Federal government are exempt from this requirement.

Applicants can receive a DUNS number at no cost by calling the dedicated toll-free DUNS number request line at 1-866-705-5711.

If you have questions, contact the Office of Justice Programs' Office of the Comptroller's Customer Service Center at 1-800-458-0786.

- K. Funds cannot be used to lobby:** Under the Anti-Lobbying Act (18 U.S.C. § 1913), grantees generally may not use funds to support the enactment, repeal, or modification of any law, regulation, or policy at any level of government. For the complete rules and regulations, see "NIJ Guidelines for Submitting Applications" at <http://www.ojp.usdoj.gov/nij/funding.htm> and OJP's *Financial Guide* at <http://www.ojp.usdoj.gov/FinGuide>.
- L. What will *not* be funded:** Only evaluations of the three projects described in the assessments in the appendix will be considered under this solicitation. NIJ will not review proposals to fund other research and evaluation projects. NIJ typically *does not* fund the provision of training or direct service.
- M. Cost of proposed work:** Approximately \$1.5 million is available for awards made through this solicitation. NIJ expects to make three awards depending on funds available and number of high-quality applications. If you propose a project that exceeds the amount of money available for this solicitation, we recommend that you divide the project into phases, stages, or tasks so that NIJ can consider making an award for a specific portion of the work. NIJ cannot guarantee that subsequent phases, stages, or tasks will be funded. Such additional funding depends on NIJ's resources and your satisfactory completion of each phase, stage, or task. Note: Deliverables (e.g., a final report) will be required at the end of each phase, stage, or task.
- N. Call for assistance:**
1. For technical guidance about using the Grants Management System, call the hotline at 1-888-549-9901.
 2. For questions about this solicitation, the research being solicited, or other NIJ funding opportunities, contact the U.S. Department of Justice Response Center at 1-800-421-6770.

IV. Selection Criteria

NIJ is firmly committed to the competitive process in awarding grants. All proposals are subjected to an independent peer-review panel evaluation. External peer-review panelists consider both technical and programmatic merits. Panelists are selected based on their expertise in subject areas pertinent to the proposals.

Peer-review panelists evaluate each proposal and give their assessments to NIJ. NIJ staff then recommend to the NIJ Director which proposals are most worthy of an award. The Director makes final award decisions.

Successful applicants must demonstrate the following:

A. Understanding of the problem and its importance.

B. Quality and technical merit.

1. Awareness of the state of current research or technology.
2. Soundness of methodology and analytic and technical approach.
3. Feasibility of proposed project and awareness of pitfalls.
4. Innovation and creativity (when appropriate).

C. Impact of the proposed project.

4. Potential for significant advances in scientific or technical understanding of the problem.
5. Potential for significant advances in the field.
6. Relevance for improving the policy and practice of criminal justice and related agencies and improving public safety, security, and quality of life.
7. Affordability and cost-effectiveness of proposed end products, when applicable (e.g., purchase price and maintenance costs for a new technology or cost of training to use the technology).
8. Perceived potential for commercialization and/or implementation of a new technology (when applicable).

D. Capabilities, demonstrated productivity, and experience of applicants.

5. Qualifications and experience of proposed staff.
6. Demonstrated ability of proposed staff and organization to manage the effort.
7. Adequacy of the plan to manage the project, including how various tasks are subdivided and resources are used.

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8. Successful past performance on NIJ grants and contracts (when applicable).

E. Budget.

- F. Total cost of the project relative to the perceived benefit.
- G. Appropriateness of the budget relative to the level of effort.
- H. Use of existing resources to conserve costs.

F. Dissemination strategy.

1. Well-defined plan for the grant recipient to disseminate results to appropriate audiences, including researchers, practitioners, and policymakers.
2. Suggestions for print and electronic products NIJ might develop for practitioners and policymakers.

V. Requirements for Successful Applicants

If your proposal is funded, you will be required to submit several reports and other materials as follows:

- A. Final report:** The final report should be a comprehensive overview of the project and should include a detailed description of the project design, data, and methods; a full presentation of scientific findings; and a thorough discussion of the implications of the project findings for criminal justice practice and policy. It must contain an abstract of no more than 400 words and an executive summary of no more than 2,500 words.

A draft of the final report, abstract, and executive summary must be submitted 90 days before the end date of the grant. The draft report will be peer reviewed upon submission. The reviews will be forwarded to the principal investigator with suggestions for revisions. The principal investigator must then submit the revised final report, abstract, and executive summary by the end date of the grant. The abstract, executive summary, and final report must be submitted in both paper and electronic formats.

For evaluation studies, the report should include a section on measuring program performance. This section should outline the measures used to evaluate program effectiveness, modifications made to those measures as a result of the evaluation, and recommendations regarding these and other potential performance measures for similar programs. (This information will be particularly valuable to NIJ and other Federal program agencies in implementing performance measures for federally funded criminal justice programs.)

B. Interim reports: Grantees must submit quarterly financial reports, semi-annual progress reports, and a final progress report. Future awards and fund drawdowns may be withheld if reports are delinquent. Post-award reporting requirements are described in “NIJ Guidelines for Submitting Applications,” available at <http://www.ojp.usdoj.gov/nij/funding.htm>.

C. Materials concerning protection of confidential information and human subjects: Recipients of NIJ research funds must comply with Federal regulations concerning the protection of private information about individuals. Recipients also must comply with Federal regulations concerning protection of human subjects. In general, all research involving human subjects that is conducted or supported by NIJ funds must be reviewed and approved by an Institutional Review Board before Federal funds are expended for that research. NIJ may also ask grant recipients for additional information related to privacy and human subjects testing.

Additional general information regarding NIJ’s requirements for privacy and protection of human subjects appears in “NIJ Guidelines for Submitting Applications,” available at <http://www.ojp.usdoj.gov/nij/funding.htm>. Complete information about NIJ’s requirements can be found at <http://www.ojp.usdoj.gov/nij/humansubjects>.

D. Electronic data: Some grant recipients will be required to submit electronic data and supporting documentation, such as a codebook or dictionary, capable of being re-analyzed and used by other researchers. The materials must be submitted by the end date of the grant. Grant applicants should ensure that the proposed timeline and budget accommodate these requirements.

E. Performance guidelines: NIJ collects data to comply with the Government Performance and Results Act (GPRA), Public Law 103–62. Generally, these data are contained in a grantee’s final report (discussed in Section V of this solicitation), but NIJ may request additional information to facilitate future planning and to ensure accurate reporting to Congress and others on the measurable results of grants. For complete details, see “NIJ Guidelines for Submitting Applications,” available at <http://www.ojp.usdoj.gov/nij/funding.htm>.

Tips for Submitting Your Application

1. Begin the application process early—especially if you have never used the online Grants Management System before. NIJ will not accept applications received after the closing date and time listed on the cover. To start the process, go to <http://www.ojp.usdoj.gov/fundopps.htm>.
2. Be sure your application package includes—
 - Abstract of no more than 400 words.
 - Complete budget, including detailed worksheet and narrative.
 - Program narrative.
3. Review “NIJ Guidelines for Submitting Applications” for complete instructions, available at <http://www.ojp.usdoj.gov/nij/funding.htm>.
4. Although your proposal may budget for the purchase of equipment if the equipment is necessary to conduct the project, NIJ will not fund applications that are primarily to purchase equipment, materials, or supplies.
5. Call for help:
 - For technical guidance about the Grants Management System, call the hotline at 1-888-549-9901.
 - For questions about this solicitation, the research being solicited, or other NIJ funding opportunities, contact the U.S. Department of Justice Response Center at 1-800-421-6770.

View or print a copy of this document from the NIJ Web site (<http://www.ojp.usdoj.gov/nij/funding.htm>) or request one by calling NCJRS at 1-800-851-3420 or e-mailing askncjrs@ncjrs.org.

Appendix A:

The Fortune Society's Ex-Prisoner Reentry Program

Staff Contact: Stanley Richards
Deputy Executive Director of Programs
212-691-7554

NIJ GUIDANCE

NIJ has identified some key outcome variables and other parameters of interest for this project and has provided some guidance on possible evaluation designs. Applicants may depart from this guidance by providing appropriate rationale.

NIJ believes that the evaluation should compare the postrelease performance of a sample of offenders who participated in the Fortune Society's programs and services with a sample of offenders who did not. Recognizing that selection biases may be present because participation in the programs is voluntary, NIJ suggests that applicants consider multivariate modeling approaches that address selectivity issues, such as regression discontinuity designs or Heckman-type models. NIJ suggests a maximum project length of 3 years.

NIJ is interested in three broad questions regarding program outcomes:

- Does customized programming improve clients' self-sufficiency?
- Does the Society's no-drop policy, which permits clients to leave and return to services, significantly improve the chances of successful reintegration?
- Do participants demonstrate significantly lower levels of drug abuse and recidivism than similar nonparticipants?

NIJ expects this evaluation to cost no less than \$400,000. The total amount available for all evaluations in this solicitation is \$1,500,000.

SYNOPSIS

Project Title: The Fortune Society's Ex-Prisoner Reentry Project

Grant Number: 2003-F2759-NY-DD

Current Grant Period: September 1, 2003-August 31, 2004

Main Contact: Stanley Richards, Deputy Executive Director of Programs, 212-691-7554

Funding: Current grant is for \$794,800. The Fortune Society has received no previous funds for this project from the Bureau of Justice Assistance.

Project Summary: Ex-prisoners are a severely economically disadvantaged population who are heavily influenced by their incarceration experiences. Population-specific services are needed to help them build productive, crime-free lives. In 35 years of assisting ex-prisoners, the Fortune Society (Fortune) has found that without a solid base in the core service areas of counseling, education, and career development, too many clients will continue the self-destructive behaviors that result in crime and incarceration. To engage clients successfully, these core services must be available at the same agency with one continuum of care and should be implemented by professionals with similar cultural backgrounds and life experiences. With these funds, Fortune is broadening both the scope and intensity of its core programs.

Scope of Evaluation: The Fortune Society received funding to further enhance its core services of counseling, education, and career development. However, separating these services from the larger Fortune model would be difficult and ultimately not as informative as an evaluation of the model as a whole. The Fortune model adapts service options to meet the needs of individuals, rather than selecting individuals to meet service eligibility requirements. Previous research has already examined the effectiveness of the different intervention treatments offered as part of the Fortune model. An evaluation should seek to test the effectiveness of the approach as a whole.

Summary of Evaluability Assessment Activity: Staff from the Institute for Law and Justice (ILJ) reviewed the original grant proposal and the Fortune Society's Web site for additional information on the organization and its programs. A brief literature review was conducted to understand the current state of research in the area of prisoner reentry. On February 26, 2004, Randall Guynes and Deborah Spence of ILJ and Betty Chemers of the National Institute of Justice (NIJ) traveled to New York City to meet with key project personnel, discuss potential evaluation designs, and tour Fortune's headquarters. They met with Fortune's Deputy Executive Director of Programs and the Directors of Research, Counseling, Education, and Career Development.

Findings: The Fortune Society's model for providing reentry services to ex-offenders is worth evaluating for several reasons. First, the model provides access to a wide variety of services through a single organization, which is what research in reentry has called for in recent years. Second, it provides customized resource planning, so that the program can be designed to meet the needs of each offender. This allows Fortune to serve an extremely diverse clientele. Finally, the numbers of offenders released from prisons and jails each year, especially in States that no longer have parole systems, makes this research important for policymakers as they try to prevent costly recycling of offenders through the criminal justice system.

ANALYSIS

1. Brief Literature Review

What do we already know about projects like these? Would this evaluation add to what we know?

On average, 1,600 inmates are released from prisons and jails each day in this country, but little is known about the correlates of success and failure of their reintegration into the community (Petersilia, J., "Prisoner Reentry: Public Safety and Reintegration Challenges," *The Prison Journal* 81 (3) (2001): 360–375). Most offenders leave prison with minimal education, no savings, no immediate entitlement to unemployment benefits, and few employment prospects. Approximately 60 percent of former inmates are not employed in the regular labor market 1 year after release (California Department of Corrections, *Supervised Parole*, 1994: Sacramento, CA). Prisoners also have significantly more physical and mental health problems, suffer from higher rates of substance abuse, and are six times more likely to be infected with HIV than the general population (Petersilia, 2001).

A recent study categorized a number of successful reentry programs, using the Maryland Scale of Scientific Method to determine the effectiveness of program categories (Seiter, R., and K. Kadela, "Prisoner Reentry: What Works, What Does Not, and What is Promising," *Crime and Delinquency* 49 (3) (2003): 360–388). Results indicated that graduates of both vocational training and drug rehabilitation programs had lower rates of recidivism and parole violations. It also concluded that education programs effectively increase educational achievement scores, which improves the employability of ex-offenders, and that halfway-house programs effectively reduce the frequency and severity of future crimes. The study looked at each of these types of programs as separate entities, which is logical because most service providers focus on meeting just one of these needs.

Travis and Petersilia hypothesized that reentry management would be best if it were community based, with a focus on coordinating community resources to assist in successful reintegration of all offenders, whether they were on probation, parole, or pretrial release (Travis, J., and J. Petersilia, "Reentry Reconsidered: A New Look at an Old Question," *Crime and Delinquency* 47 (3) (2001): 291–313). They called for the creation of "a community-based intermediary working on criminal justice issues [that] could conceivably win the trust of the community and coalesce community capacity...to support the work of reintegration of returning prisoners. This new entity could broker the relationship between those institutions and the formal agencies of the justice system." (Travis and Petersilia, 2001)

Two additional components of the model are not well researched but may have major significance. First, the Fortune Society makes a point of hiring ex-offenders to enhance their credibility with offenders being released from incarceration. Second, Fortune operates with maximum openness. Consequently, the offender's entrance into the program 3 or 6 months after release may be significant to the success of some offenders.

With the expansion of its programs and partnerships with both public and private services in New York City over the last decade, the Fortune Society has appeared to answer the call for a community-based intermediary. Interestingly, as yet no effort has been made to evaluate the effectiveness of the Fortune model, although evaluations have looked at such individual components as its HIV/AIDS programming and Alternatives to Incarceration Program¹. An evaluation of the Fortune model would go beyond other reentry program evaluations, such as those reviewed by Seiter and Kadela, which focus on only one type of service. In the case of Fortune, the effect of the combination of services on future recidivism and successful community reintegration could be examined.

What audiences would benefit from this evaluation?

Service providers involved in reentry programming for ex-offenders, researchers and policymakers interested in the key components of successfully transitioning ex-offenders from prison to society, and State and local governments looking to reduce correctional budgets by reducing recidivism and the recycling of offenders through the criminal justice system could benefit from this evaluation. In particular, a demonstration of the success of the program (if that is the case) would be particularly instructive to policymakers on how best to design and fund reentry programs.

2. Grantee Level of Cooperation

Is grantee interested in being evaluated?

Fortune has expressed an interest in being evaluated by NIJ. It has successfully cooperated with external evaluators in the past on evaluations of health services, specifically its HIV/AIDS programs and services. Fortune believes its core programming makes a difference in how ex-prisoners live their lives outside prison or jail and welcomes the opportunity for an evaluation. It believes the program model is replicable in other jurisdictions and an evaluation could have an important impact on how reentry services are provided throughout the country.

Is there a local evaluation? If so, summarize methods and findings.

Currently there is no plan for a local evaluation of the program's impact. The Fortune Society, however, uses a case management system to monitor performance measures and produces basic reports of each component to provide regular feedback to many funders.

¹ The Fortune Society operates an Alternative to Incarceration (ATI) program for substance abusers who are facing sentences of 6 months or longer. Court advocates in each borough courthouse determine eligibility for participation in the program. The program lasts a minimum of 6 months, with longer terms at the judge's discretion. Because the ATI program has eligibility requirements for participation and sanctions for failure to complete program requirements, it has been separated from the main Fortune model and target populations for this evaluability assessment.

3. Background History

In 1967, a play about the horrors of prison life, *Fortune and Men's Eyes*, premiered off-Broadway. Shortly thereafter, ex-prisoners began appearing at the producer's office looking for support and resources. Eventually the producer, along with several of these ex-prisoners, began speaking publicly about prison experiences and the needs of recent releasees for help in making successful transitions back into society. Thus, the Fortune Society was born.

From the beginning, the Fortune Society's mission has been to—

- Help ex-offenders break patterns of behavior that are destructive to themselves, their families, and their communities.
- Provide practical tools and support to help pave the way for self-sufficiency.
- Educate the public about prisons, criminal justice issues, and the root causes of crime.

Over the years, as education and professional development programs within prisons and probation and parole services have declined and the needs of ex-offenders have changed, Fortune has added an extensive list of programs and services:

- An in-house school was started in 1972.
- An HIV/AIDS service component was added in the late 1980s.
- A women's and family services program was created in the 1990s.
- A residential facility known as The Fortune Academy, which provides emergency short- and long-term housing for clients, opened its doors in 2002.

4. Program Design

Target populations

The target population for this project is any ex-offender over the age of 16 who resides in one of the five boroughs of New York City. Approximately 130,000 ex-prisoners arrive in New York City each year, most with limited education and little or no work experience. There is no statute of limitations on eligibility. Ex-offenders who find themselves in need of career development training or substance abuse treatment 5 or 10 years after their release are as welcome as individuals straight from Rikers Island.

In recent years, Fortune's programs have served an average of 2,000 clients per year. About 800 are walk-ins to counseling services. A recent reduction in probation programs has resulted in an increase in referrals to Fortune. With 400 people seeking counseling

intake during the first quarter of this year, Fortune is on track to double its annual service numbers in 2004.

Project goals and objectives

The goals and objectives outlined in the grant proposal include the following:

<u>GOAL</u>	<u>OBJECTIVES</u>
Provide outreach and counseling services to prisoners and recent releases to engage them in needed services	<ul style="list-style-type: none"> • Complete a needs assessment of at least 350 walk-in ex-prisoners, including clients who may have received discharge planning services • Identify the crisis needs of at least 100 ex-prisoner clients
Provide education services that prepare recently released ex-prisoners for productive careers and lifelong learning	<ul style="list-style-type: none"> • Enroll at least 300 clients in at least one element of Fortune’s basic education services • Enroll at least 160 clients in the ESOL (English for Speakers of Other Languages) or Pre-GED training curriculum • Provide basic computer training to at least 90 clients
Provide career development services that prepare recently released ex-prisoners for the labor market and help them find employment	<ul style="list-style-type: none"> • Service the vocational needs of at least 380 ex-prisoner clients through a variety of training, referral, career counseling, job placement, and support services • Enroll at least 50 clients in a hard-skills computer training program (Microsoft certification)

Project activities that comprise the interventions

Three core activities are the focus of this grant and serve as the primary intervention tools:

- Counseling services (crisis intervention, individual and group counseling, referrals for services).
- Education (individual tutoring/classes in literacy, pre-GED and GED preparation, mathematics, ESOL, computers).
- Career development (soft-skills training, job search training, placement services, job retention and 2-year followup).

An evaluation in force, however, must view the entire list of services that Fortune offers to ex-offenders, including health services, court advocacy, and a residential program.

5. Program Logic Model

Describe the logic that connects project activities to project goals.

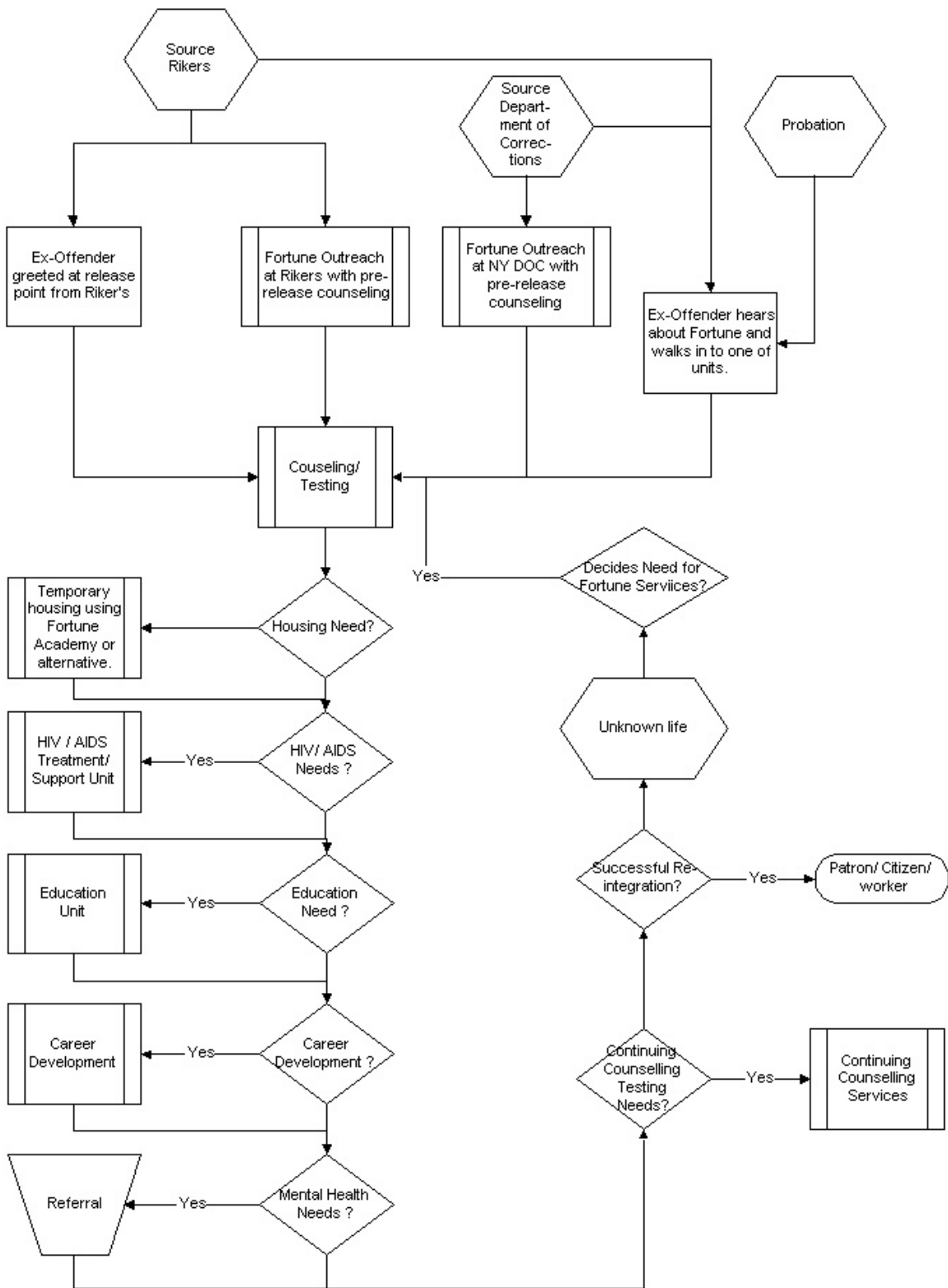
The Fortune model can be described as one in which the needs of persons coming out of incarceration (and in some cases community-based supervision) are assessed to assist them in conforming to law-abiding society. These needs may be as simple as short-term housing while contacts are established or as complex as needs for permanent housing, significant health care, or basic adult education and career development. The staff at Fortune attempts to ascertain these needs, provides counseling to ex-offenders in coping with their needs, fills the needs when possible, and refers ex-offenders to other organizations when necessary. The belief is that with these needs met, the ex-offender will not need to return to crime, thus reducing the numbers of offenders who recycle through the criminal justice system.

Fortune has added three significant contributions to the traditional reentry model:

- The system is totally open in time and reference (i.e., an ex-offender may take advantage of the system any time after release, not just on release).
- The system is extremely aggressive in its outreach to ex-offenders.
- The staff is significantly (currently a majority) composed of ex-offenders.

These components add to the richness of the model. More traditional models allow ex-offenders little room to renew their efforts after failure. The openness of the Fortune program allows them to try to get themselves in order, no matter what kind of or how many failures they have had. The aggressive outreach system starts with prerelease programs in city jails and State prisons, includes an intake location at the dropoff point for people being released from Riker's Island, and is further enhanced by close working relationships with probation and parole officers.

The process model for Fortune is a never-ending loop because the Society never gives up on an ex-offender and will offer support and services for as long as a client needs. This process is graphically represented as follows:



Many reentry programs provide treatment to clients who prequalify to receive it, for example, a substance abuse treatment program for ex-offenders who have a history of substance abuse. Fortune, however, places no prequalifications on clients. Rather than developing a treatment program that serves a particular need and then finding a client that has that need, Fortune finds a client, establishes his/her needs, and then designs a customized treatment program. Through the extensive network of in-house and referral services, the treatment service plan for any particular client is infinitely variable.

Is the logic supportable by empirical evidence?

Yes. Fortune's model is essentially the composite design of what the correctional field believes to be the best practices of the past 30 years. Each component of the Fortune model has been studied, and the literature supports the efficacy of such efforts. More importantly, empirical studies of individual program components have frequently suggested that additional benefits could be gained by having multiple services available through a single source. This is what Fortune offers.

Are there apparent contradictions or conflicts between certain activities and the outcomes expected?

No. In fact, Fortune has appeared to remove the one contradiction that would be expected in a reentry program. In the Fortune program there is no failure. People can drop out and reenter the program as often as necessary, without formal sanctions. This is particularly important with regards to the substance abuse programs. Recovery is rarely a steady forward progression, and setbacks are to be expected. A program that imposes sanctions through the recovery process, or would disqualify a participant for failure, is in conflict with the recovery process; Fortune is not.

6. Implementation Issues

Is the project being implemented as planned?

At this time the Fortune program operates as described in its proposal. The staff positions created with grant funding have been filled, and the expansion of services provided (e.g., Microsoft certification training) have been implemented. However, it should be noted that the Fortune model is dynamic, and changes can be made as needs arise. For example, Fortune is considering adding a mental health component to its in-house services. Current challenges within its referral chain and the observation of a growing need for basic mental health services by its clients prompted the discussion.

At what stage of implementation is the project?

The Fortune model was fully operational prior to this grant; the grant has allowed the expansion of core staff and the addition of auxiliary services. The expansion is fully implemented at this time.

Describe staffing.

The Fortune Society has more than 100 staff and nearly twice that number of volunteers. Significant proportions of the employees are minorities, have experienced substance abuse, or are ex-offenders. Fortune believes that a professional staff with cultural backgrounds and life experiences similar to those of its ex-offender clients will work with those clients more successfully. Fortune has acted in accordance with its belief by hiring a number of its own graduates over the years.

Five new staff positions were created and filled with this grant: a GED coordinator, a soft-skills trainer, a job developer, a general counselor/case manager, and a program coordinator/outreach worker.

Describe the stability of the project over time.

The Fortune Society has been serving the needs of ex-offenders in New York City since 1968. Comprehensive counseling, education, and career development services have been a part of its efforts since the early 1990s. This project is very stable and is highly likely to remain so.

7. Evaluation Design

What aspects of the project could be evaluated for outcome? What would be the outcome measures?

The Fortune Society program addresses the ex-offender as a whole. The offender's specific needs, not the available interventions, define the program for that offender. In addition, the approach is based on openness. Any time an offender is willing to attempt change, Fortune will be there to facilitate that change.

The primary outcome, then, is the holistic result: does the ex-offender find a place in society with law-abiding behavior. Preventing recidivism is the essential outcome. The primary outcome measures are:

- Reconviction at several points in time. Rearrests may actually be tools to get the ex-offenders' attention, so they would not indicate success or failure in the Fortune model.
- The numbers of ex-offenders who enter the Fortune program later than immediately on release from incarceration and are successful.

What alternative evaluation designs would work (e.g., before/after or comparison group)? How could an appropriate comparison group be created? Are sample sizes statistically significant? Is random assignment possible?

The design needs to test the holistic approach rather than compare program components. The design could look at two or three of the largest cities in New York State. It would take releases from incarceration during a set time period and assume that the distribution of ex-offenders is the same for each city. Key sample groups are:

- Persons who are required to participate in a program (court or probation mandated) and the description of the program services.
- Persons who are not required to participate in a program but do so voluntarily and the description of the program services.
- Persons who enter a program but not immediately on release and the description of the program services.
- Persons who are not known to participate in any program on release.

The comparisons could be recidivism at 6-month and 1-, 2-, and 3-year intervals after release.

Although large cities outside New York State may initially seem to be better comparisons for New York City, using them would require controls for differing State laws. Keeping the comparisons within New York State ensures that sentences and probation and parole terms are statutorily the same for all samples.

What strengths and weaknesses do the designs have?

The primary strength of the design is that it tests whether the program is more successful than alternatives. It treats the program as a “black box” precisely because the details of the services should vary by participant according to the logic model.

The primary weakness involves the lack of detailed personal information on all the participants. If Fortune is successful with the open-door policy, then the program may include more individuals who would be unlikely to succeed in any program. Hence, the success rate may be deflated because Fortune takes high-risk clients who would not get into any other program.

How long in duration would the evaluation be?

The evaluation needs to be a minimum of 3 years. It is possible that the researchers could get release data starting 1, 2, or even 3 years in the past for two more sites and track them retroactively up through the present. This is possible because the model assumes that characteristics of offenders are randomly distributed at all sites.

What aspects of the project make an evaluation more difficult?

The major difficulty is that the evaluation depends on public and program data. Consequently, there is no control or method for persons who drop off the view of public records. By treating the model as a black box, it is assumed that these are the same in all sites; however, the lack of confirming data makes it uncertain.

8. Measurement Model

What specific outcome variables would be included?

The primary outcome measure would be recidivism defined as being reconvicted.

What specific activity measures would be included?

The key activity measures would be—

- Types of services received within the program.
- Successful completion of one or more program services.

9. Data

Can services delivered be identified?

In general, researchers should be able to identify services by type and purpose. More detail will usually not be possible but in a black box test, that should not be an issue.

Can target populations be tracked over time?

The recidivism of the target population can be tracked by State and national rap sheets. Fortune's experiences with tracking graduates of the career development program over a 2-year period suggest that population tracking over time is possible but challenging. A significant attrition rate would be expected.

Would an evaluator have to generate new or additional data?

Potentially. Fortune is in the process of implementing a new case management database system. Depending on what is collected in that system, additional data might be necessary.

10. Summary Remarks

Recommendations for evaluation.

Although the evaluation would be difficult, this project needs to be evaluated. For more than 30 years, correctional experts have argued that a “total” approach is necessary if ex-offenders are going to be successfully reintegrated into society. The Fortune Society has put many years of knowledge to test by attempting to put this model together. If it can be demonstrated to work, this test could prove many years of research.

Appendix B:

Phoenix (Arizona) Police Department's Homicide Clearance Initiative

Staff Contact: Lt. Mike Hobel
Major Crime Response Unit
602-262-6106

NIJ GUIDANCE

The National Institute of Justice (NIJ) has identified some key outcome variables and other parameters of interest for this project and has provided guidance on possible evaluation designs. Applicants may depart from this guidance by providing appropriate rationale.

NIJ believes that a quasi-experimental design is feasible, drawing comparisons in case outcomes between homicide investigation squads from the Phoenix Police Department that receive and do not receive evidence technicians to support investigations. NIJ suggests a maximum project length of 2 years.

NIJ is interested in three broad questions:

- Does the addition of evidence technicians to homicide investigation teams improve the quality, quantity, and timeliness of forensic evidence?
- Do homicide investigators have more time to interview witnesses and investigate other leads when evidence technicians are part of the investigation squad?
- Do homicide clearance rates increase when evidence technicians are part of the investigation?

NIJ expects the cost of this evaluation to be no less than \$150,000. The total amount available for all evaluations in this solicitation is \$1,500,000.

SYNOPSIS

Project Title: Creation of the Major Crimes Response Unit

Grant Number: 2003-DD-BX-1093

Current Grant Period: July 1, 2003-June 30, 2004

Main Contact: Lt. Mike Hobel, 602-262-6106, (e-mail) mike.hobel@phoenix.gov

Funding: This is a new grant with funding in the amount of \$496,750.

Project Summary: The Phoenix Police Department (PPD) received a grant from the Bureau of Justice Assistance to create a specialized team of evidence technicians (ETs)

who will be part of a homicide investigations unit. These ETs will be trained to process selected homicide crime scenes. Previously in the PPD, this work was done by experienced homicide investigators. The work of the ETs will free time for investigators to conduct more fieldwork.

Scope of Evaluation: The evaluation would use both test and comparison groups. It is possible to obtain before and after data on each group.

Summary of Evaluability Assessment Activity: A consultant reviewed materials related to the project, including the grant application, and conducted phone conversations with PPD research and planning staff and project staff. On February 19, 2004, the consultant and Ed Zedlewski, NIJ Senior Scientist, met with the project staff, which included the two sergeants who will manage the homicide investigation test teams that will include full-service evidence technicians. During this meeting, project details were reviewed, in-depth interviews were conducted with key project staff, and the crime lab was observed.

Finding: By collecting comprehensive and detailed time and activities data on crime scene investigations, this project could be evaluated using a test-control and before-after design. A comparison of homicide clearance rates would serve as the outcome measure.

ANALYSIS

1. Brief Literature Review

What do we already know about projects like these? Would this evaluation add to what we know?

Few studies have evaluated the impact of physical evidence and the role of crime scene evidence technicians on the outcome of homicide investigations. This evaluation would clearly update the field and add to what we know.

In 1973 the Stanford Research Institute (SRI) created the concept of burglary “solvability factors” (Greenberg et al., *Enhancement of the Investigative Function: Analysis and Conclusions*, Menlo Park, CA: Stanford Research Institute, 1973). Using burglary reports, the researchers classified and scored elements of crime information (e.g., time of occurrence, suspect description, and usable fingerprints from the scene). A high score meant that a case was solvable. The study highlighted the presence (or lack thereof) and use of physical evidence.

Dr. John Eck replicated the SRI model in 26 police agencies and found that it accurately predicted case outcomes about 85 percent of the time (Eck, John, *Managing Case Assignments: The Burglary Investigation Decision Model Replication*, Washington, DC: Police Executive Research Forum, 1979). Eck found that the evidence collected initially at the crime scene was more significant than followup investigative work.

The landmark Rand criminal investigation study found that most police agencies in jurisdictions with populations greater than 100,000 had specialized crime scene personnel, who constituted less than 2 percent of sworn staff (Greenwood et al., *The Criminal Investigation Process, Observations and Analysis*, Santa Monica, CA: The Rand Corporation, 1975). The Rand study, which looked mostly at burglaries, concluded that more physical evidence was being collected from the field than could be used effectively and that more attention needed to be paid to processing and analyzing the evidence. The study also found that physical evidence contributed little to solving the crime; solutions were based mostly on victims' identification of perpetrators. Obviously, the study was done well before DNA evidence commonly was collected at crime scenes.

Peterson and colleagues reviewed the field in 1984 and made recommendations on the importance of crime scene evidence (Peterson et al., *Forensic Evidence and the Police: The Effects of Scientific Evidence on Criminal Investigations*, Washington, DC: U.S. Department of Justice, National Institute of Justice, 1984). However, the study did not focus on the skills and roles of crime scene technicians, just on the importance of collecting all available crime scene evidence.

In a 1999 study of homicide investigations in four major cities, Wellford and colleagues found that (a) interviewing friends, acquaintances, and neighbors; and (b) assigning three or more investigators to the case, were two of fifteen variables that were closely related to homicide case clearances (Wellford et al., *An Analysis of Variables Affecting the Clearance of Homicides: A Multistate Study*, Washington, DC: Justice Research and Statistics Association, 1999). The researchers developed an investigative instrument for the study to collect data related to the investigation and the crime scene. This instrument may be useful for the present evaluation.

A few recent studies have recognized the importance of trained and experienced crime scene evidence technicians. A National Institute of Justice Technical Working Group recommended that investigators at major crime scenes should "assess forensic needs and call forensic specialists to the scene for expertise and/or equipment." (*Crime Scene Evidence: A Guide for Law Enforcement*, Washington, DC: U.S. Department of Justice, National Institute of Justice, 2000). Most recently, Lovich and colleagues noted the importance of these specialists in light of the availability of DNA technology (Lovich et al., *National Forensic DNA Study Report*, Washington, DC: U.S. Department of Justice, National Institute of Justice, 2004).

What audiences would benefit from this evaluation?

Audiences interested in the evaluation of this project would include law enforcement policymakers and administrators, criminal investigators, and forensic science personnel. Federal funding agencies and academics would also find the information useful.

2. Grantee Level of Cooperation

Is grantee interested in being evaluated?

This grantee is interested in being evaluated. The Phoenix Police Chief feels that a positive evaluation would help them market the program, especially to the City Council. The chief indicated that the department's staff would cooperate with and support an outside evaluation.

Is there a local evaluation? If so, summarize methods and findings.

In the PPD's grant application, the department notes that it plans to conduct an internal evaluation or a comparative analysis of clearance rates.

3. Background History

In the past, PPD homicide investigators have handled all tasks associated with crime scene evidence identification, collection, and processing. The department's civilian evidence technicians' role has been limited to taking photos and lifting latent fingerprints at major crime scenes.

With the recent trend toward collecting DNA evidence, the time needed to process homicide crime scenes and analyze evidence has increased significantly. In addition, homicides in Phoenix increased from 183 in 2002 to 247 in 2003. At the same time, the homicide clearance rate dropped from 48 percent in 2002 to 42 percent in 2003. Ten years ago, the homicide clearance rate was 71 percent.

The first 48 to 72 hours are the most critical in investigating homicide cases. As time passes, evidence, leads, witnesses' memories, and the ability to identify and locate witnesses rapidly grow cold. Experienced investigators need to be freed from processing the crime scene to do important fieldwork and other followup investigative work. This grant project is designed to test this concept.

4. Program Design

Target populations

The target population is homicide cases in the city of Phoenix. In 2003, there were 247 reported cases. The project will target 25–30 percent of these cases for the new intervention.

Project goals and objectives

Project goals include—

- Reducing the amount of time project detectives spend on processing homicide scenes by 50 percent or more.
- Creating more time for quality followup investigations of selected homicides.
- Clearing more homicide cases.

Project activities that comprise the interventions

The main project activities include—

- Creating two crime scene response teams that include newly trained ETs to respond to selected homicides to work the crime scene (i.e., identify and collect evidence, take photos, diagram the scene, etc.).
- Using the ETs to collect, package, impound, and analyze the homicide evidence and prepare related reports.
- Using the ETs to prepare and present evidence and related reports to prosecutors and at trial (save investigators from spending this time in court).
- Using the laboratory technician to decrease the time it takes to receive evidence test results.
- Using the intelligence analyst to identify other homicide cases with similar patterns and methods of operation.

5. Program Logic Model

Describe the logic that connects project activities to project goals.

Homicide investigators spend a significant amount of time processing physical evidence at crime scenes. This involves identifying the evidence, collecting and labeling it, photographing it, and preparing detailed reports. The evidence is then processed through the crime laboratory for analysis and testing, which involves more specific reporting. Then the investigator must prepare and present the evidence for prosecution. Using ETs for these evidence-related activities frees investigators to conduct more immediate fieldwork at the scene and during the following days. By giving investigators more time for fieldwork, they can focus on identifying, interviewing, and gaining cooperation of witnesses.

Using trained ETs will free detective time for more and better investigative fieldwork, which will in turn lead to clearing more homicide cases. Adding the lab technician to the new response unit teams will improve relationships with the crime lab and reduce time spent on evidence analyses, and adding the intelligence analyst will increase the matching of homicide cases to past cases.

Is the logic supportable by empirical evidence?

No research directly supports the reliability of the project theories. However, some of the studies cited in the literature review above highlight the importance of the factors being tested.

Are there apparent contradictions or conflicts between certain activities and the outcomes expected?

No. The activities are well designed to produce the desired outcomes. Of course, the implementation makes all the difference. All ETs and investigators do not have the same enthusiasm, skills, intuition, etc. Some are better than others. This introduces an uncontrollable human bias.

6. Implementation Issues

Is the project being implemented as planned?

At the time of the site visit, the project was still in the planning stages. The project was targeted to start soon. The first activity involves selecting and training the ETs. It might be useful to make another visit in a couple of months to review the implementation after the ETs have begun to work cases.

At what stage of implementation are the sites?

The project is at the beginning stage.

Describe staffing.

Each homicide response team will include a sergeant, one to two experienced homicide investigators, and two ETs. The 2 teams will likely handle about 25 homicide cases over a 12-month period. In addition, a laboratory technician and an intelligence analyst will support both project teams.

Describe the stability of the project over time.

The project is just beginning. The two sergeants who will supervise the two project teams are experienced homicide investigators.

7. Evaluation Design

What aspects of the project could be evaluated for outcome? What would be the outcome measures?

It is possible to evaluate the outcome of the project in a fully implemented and carefully monitored setting. Outcome measures might include higher homicide clearance rates (by arrest and exception), especially more cases solved by arrest.

What alternative evaluation designs would work (e.g., before/after; comparison group)? How could an appropriate comparison group be created? Are sample sizes statistically significant? Is random assignment possible?

The best model for evaluation is the following:

- Test group versus comparison group: Compare the time and activities of the two test units against the seven or eight control units. The test groups would have the benefit of the ETs, while the control groups would continue to operate without any changes. Each test team might investigate 25 to 30 cases in 12 months. The control group, as a whole, would investigate about 180 cases.
- Before/after design: Compare the outcomes of the test group in terms of case clearances with the prior outcomes of the homicide section as a whole.
- To obtain a baseline for the control group on time by activity, it may only be necessary to gather data for about 6 weeks. Data will be needed on the amount of time spent collecting and labeling evidence at the scene, conducting fieldwork (canvassing outside the scene, interviewing witnesses, etc.), writing reports related to the scene, processing evidence (filling out forms), preparing for prosecution, and so forth.
- Data for the test group will need to be gathered for about 12 months.
- Other data that will need to be collected and compared includes elapsed time for analyses by type of evidence and clearances by type.

Random assignment is not possible in this project.

What strengths and weaknesses do the designs have?

The strength of the design is the sample size and built-in comparison groups. The main weakness is the variability of the ETs' and investigators' skills—some teams will have better ETs than others; some comparison group investigators will be better than others. Another common weakness of the design is the inability to control extraneous variables; that is, the evaluation design does not control the extent to which some cases will be

more difficult than others (e.g., involve undocumented aliens and uncooperative witnesses).

To make the design work, the project director will have to monitor extensively and carefully to ensure some level of consistency among groups. To maintain consistency, the teams cannot change personnel during the first year of implementation.

How long in duration would the evaluation be?

Ideally, the evaluation would last 12–18 months to have an adequate sample size.

What aspects of the project make an evaluation more difficult?

Monitoring to ensure consistency of implementation will be time consuming. It would also be useful if cases could be rated on a scale of complexity so “smoking gun” cases are not compared with cases involving no witnesses.

8. Measurement Model

What specific outcome variables would be included? What specific activity measures and implementation measures would be included?

It will be important for the evaluator to work with the program to make sure that outcome measures are defined, agreed upon, and measurable. Examples include the following:

Activity measures	Short-term outcomes	Long-term outcomes
Number of ETs trained	Four ETs will be selected and trained in homicide crime scene evidence collection	An increase in the quality and amount of evidence collected at homicide crime scenes
Number of homicide crime scenes responded to by ETs	Investigators will spend less time at the crime scene	Investigators will have more time for followup field work
Amount of evidence collected and impounded by ETs at homicide crime scenes	More evidence collected at homicide crime scenes by ETs	Higher quality evidence collected at homicide crime scenes by ETs
Reduction in amount of time for evidence analyses	More evidence test results available for case prosecution	More guilty pleas in homicide cases
Increase in investigator field and followup activities on homicide cases	More witnesses identified and interviewed	Greater witness cooperation in homicide cases
ET time frees investigator time at the scene of homicides	Investigators spend more immediate time on followup fieldwork	Homicide clearance rates increase

The evaluator will have to develop instruments that measure investigator's time by activity (e.g., time at scene, collecting/labeling evidence, writing reports, processing evidence, etc.) and elapsed time for evidence analyses, among other things.

9. Data

Can services delivered be identified?

The project director will have to implement comprehensive and sophisticated time and activity logs for cases. It would be efficient and helpful to explore keeping such tracking data on computerized databases instead of handwritten logs. The services of the ETs and investigators can be logged and tracked. The project director will also need to track the time elapsed for evidence analysis by type of evidence submitted and account for the time and activities of the laboratory technician and intelligence analyst and their contributions to the test cases.

Can target populations be tracked over time?

The target homicide test cases can be readily identified and tracked in contrast to the control group cases. The teams are on call 2 days a week. They respond to any homicides occurring on their watch. The project director will have to note any exceptions.

Would an evaluator have to generate new or additional data?

The evaluator will have to generate new or additional data because the detailed and comprehensive data listed above will all be new to this project.

Is there routine reporting of specific data from the local sites?

Detailed reports on crime scenes and homicide investigations are prepared routinely. The clearance data is routine. The time and activity data will be new.

10. Summary Remarks

Recommendations for evaluation.

This project will shed new light on the role of crime scene evidence collection and the time and activities of case investigators. Showing the benefit of trained civilians as crime scene evidence technicians will free sworn investigators for other immediate fieldwork that should prove beneficial in solving homicide cases. The project, as designed with detailed and comprehensive data collection, can be evaluated for outcomes. The causal relationship between using ETs and improving clearance rates will need to be monitored closely to explain the relationship.

To help readers understand more clearly what is involved in the job of a crime scene evidence technician, below is a detailed job description and qualifications from the Las Vegas Police Department.

LAS VEGAS METROPOLITAN POLICE DEPARTMENT

Revised June 2003

CRIME SCENE ANALYST I CRIME SCENE ANALYST II

Class specifications are intended to present a descriptive list of the range of duties performed by employees in the class. Specifications are not intended to reflect all duties performed in the job.

DEFINITION

To respond to crime scenes and perform a variety of investigative tasks to document the crime (including taking photographs, recovering evidence, and processing latent fingerprints) and to perform a variety of tasks relative to assigned areas of responsibility.

DISTINGUISHING CHARACTERISTICS

Crime Scene Analyst I: This is the entry level class in the Crime Scene Analyst series. This class is distinguished from the Crime Scene Analyst II by the performance of the more routine tasks and duties assigned to positions within the series. Crime Scene Analyst I positions may respond to the same crime scenes as a Crime Scene Analyst II; however, they receive direct instruction and supervision from higher level staff and provide assistance during the investigation. Since this class is typically used as a training class, employees may have limited or no directly related work experience.

Crime Scene Analyst II: This is the full journey-level class in the Crime Scene Analyst series. Employees in this class are distinguished from the Crime Scene Analyst I by the performance of the full range of duties assigned, including responding to more complex crime investigations and assisting at autopsies. Employees at this level receive only occasional instruction or assistance as new or unusual situations arise and are fully aware of the operating procedures and policies of the work unit. Positions in this class are flexibly staffed and filled by progression from level I. If hired at level I, employees are expected to progress to level II on successful completion of probation and an additional 1-year training period.

SUPERVISION RECEIVED AND EXERCISED

Crime Scene Analyst I

Receives immediate supervision from the Crime Scene Analyst Supervisor and higher level staff.

Crime Scene Analyst II

Receives general supervision from the Crime Scene Analyst Supervisor and higher level staff.

ESSENTIAL AND MARGINAL FUNCTION STATEMENTS: Essential and other important responsibilities and duties may include, but are not limited to, the following:

Essential Functions:

1. Conduct detailed inspections of crime scenes for the presence of evidence such as latent prints; footwear and tire impressions; firearms evidence; blood and other physiological fluids; controlled substances; and trace evidence such as hair, fibers, and gunshot residue.
2. Respond to the morgue to evaluate, photograph, fingerprint, and recover any trace or physical evidence (e.g., body tissue and fluid) from deceased persons.
3. Document crime scenes, including general and comparison photography, note taking, and sketching and diagramming crime scenes.
4. Evaluate potential latent print surfaces and conduct latent fingerprint processing using appropriate powders, chemicals, or photographic techniques as necessary.
5. Obtain finger, palm, and any other types of exemplars.
6. Photograph crime scenes, victims, autopsies, traffic accidents, property damage, stolen property, arson sites, arrestees, and deceased animals.
7. Collect and process evidence from various body areas of living and deceased persons.
8. Process collected evidence and maintain appropriate chain of custody to preserve crime scene evidence for presentation in court.
9. Complete detailed written reports related to evidence and property.
10. Maintain accurate records and logs of collected evidence and daily activities using computer programs.
11. Testify as an expert witness in civil and criminal courts, pretrial conferences, grand juries, and coroner's inquests.
12. Provide input to attorneys regarding submittal of photographs, physical evidence, and diagrams.
13. Ensure adherence to standard safety precautions when responding to toxic, biohazardous, and physically challenging scenes.
14. Determine appropriate safety wear to be utilized (e.g., protective masks, gloves, clothing, and eyewear).

15. Use forensic diagramming software to prepare technical, accurate computer-generated diagrams.
16. Clean and maintain equipment and work areas.
17. Provide fingerprint pattern interpretations as necessary.
18. Recover, unload, process, and impound firearms and other weapons using sound safety precautions.
19. Combine prepared chemicals in the lab and field as necessary to process scenes and/or evidence.
20. Exemplify the values of the department, both on and off duty.

Marginal Functions:

1. Stay abreast of new trends and innovations in crime scene investigation.
2. Perform related duties and responsibilities as required.
3. Qualify with department weapon.

QUALIFICATIONS

Crime Scene Analyst I

Knowledge of—

- Basic principles of chemistry, biology, anatomy, physiology, and related physical sciences.
- Mathematical concepts to perform geometric and trigonometric calculations.
- Basic drawing and sketching techniques.
- Basic photographic principles.
- Proper English usage, including spelling, punctuation, and grammar.

Ability to—

- Learn the operations, services, and activities of a crime scene investigation program.
- Learn the theory of fingerprinting and fingerprints.
- Learn methods and techniques of latent fingerprint processing using powders and chemicals.
- Learn departmental policies and procedures.
- Learn about statutes pertaining to crime scene investigations, fingerprinting, and photography.
- Follow safety precautions.
- Use a computer.
- Take observational notes and document actions taken.
- Transfer notes into report format.
- Operate various types of photographic equipment.
- Operate forensic equipment.

- Apply crime scene investigation theories and techniques in various field situations.
- Work in the absence of supervision.
- Make independent decisions.
- Apply deductive, logical reasoning.
- Work in extremely stressful situations.
- Testify in court and handle adversarial situations.
- Exemplify department values and demonstrate professionalism, compassion, and empathy.
- Communicate clearly and concisely orally.
- Communicate clearly and concisely in writing.
- Prepare clear and concise reports.
- Establish and maintain effective working relationships with victims, suspects, mentally challenged individuals, and law enforcement officials.
- Deal with hostile, uncooperative, and emotional suspects, victims, and witnesses.
- Maintain physical condition appropriate to the performance of assigned duties and responsibilities, which may include the following:
 - Walking, hiking, standing or sitting for extended periods of time.
 - Kneeling, crouching, crawling, bending, and twisting for extended periods of time.
 - Climbing ladders, fences, and walls and balancing while processing evidence.
 - Lifting, carrying, pushing/pulling, and reaching for equipment.
 - Demonstrating hand dexterity.
 - Working around extreme heights and in confined spaces, including motorhomes, aircraft, and watercraft.
 - Wearing half- and full-face respirators.
 - Operating assigned equipment.
- Maintain effective audiovisual discrimination and perception needed for—
 - Making visual and auditory observations with a large amount of background noise and finding small objects in poor lighting conditions and in the dark.
 - Communicating with others.
 - Reading and writing.
 - Operating assigned equipment and vehicles.
- Maintain mental capacity, which allows the capability to—
 - Make sound decisions.
 - Demonstrate intellectual capabilities.

Experience and Training Requirements

Experience:

None required.

Training:

Equivalent to an associate of science degree from an accredited community college with major coursework in biology; chemistry; forensic technology; forensic science; physical science; or a related field, including specialized training in crime scene investigation.

License or Certificate:

Possession of or ability to obtain the American Institute of Applied Science Forensic Science Certificate within 1 year from date of hire as a Crime Scene Analyst I.
Possession of or ability to obtain an appropriate and valid driver's license.

Crime Scene Analyst II

In addition to the qualifications for Crime Scene Analyst I:

Knowledge of—

- Firearms mechanics, handling, and safety.
- Pertinent Federal, State, and local laws, codes, and regulations.
- Operations, services, and activities of a crime scene investigation program.
- Methods and techniques of latent fingerprint processing using powders, chemicals, and the magna brush.
- Departmental policies and procedures.
- Statutes pertaining to crime scene investigations, fingerprinting, and photography.

Ability to—

- Organize and prioritize a crime scene investigation.
- Use and operate material and equipment used in crime investigations.

Experience and Training Requirements**Experience:**

Two years of crime scene investigation experience as a Crime Scene Analyst I with the Las Vegas Metropolitan Police Department and successful completion of training period.

Training:

Equivalent to an associate of science degree from an accredited community college with major coursework in biology; chemistry; forensic technology; forensic science; physical science; or a related field, including specialized training in crime scene investigation.

License or Certificate:

- Possession of or ability to obtain the American Institute of Applied Science Forensic Science Certificate within 1 year from date of hire as a Crime Scene Analyst I.
- Possession of or ability to obtain an appropriate, valid driver's license.

WORKING CONDITIONS**Environmental Conditions:**

Office environment and travel from site to site and exposure to human body fluids, hazardous chemicals, and inclement weather conditions.

Physical Conditions:

Essential and marginal functions may require maintaining physical condition necessary for moderate or light lifting; climbing, bending, or stooping; crawling in confined spaces; navigating heights; and standing for prolonged periods of time.

Appendix C:

Washington County (Oregon) Transitional Services and Housing

Staff Contact: Reed Ritchey
Assistant Director
Department of Community Corrections
503-846-3828

NIJ GUIDANCE

The National Institute of Justice (NIJ) has identified some key outcome variables and other parameters of interest for this project and has provided guidance on possible evaluation designs. Applicants may depart from this guidance by providing appropriate rationale.

NIJ believes the evaluation should consider the effects that an array of services—and in some cases transitional housing—provided through the Washington County Community Corrections Center has on offender performance in the community. NIJ recommends evaluating the project's outcomes through a quasi-experimental design, using persons under supervision in adjacent counties (Multnomah or Clackamas) as comparison subjects. NIJ suggests a maximum project length of 3 years.

NIJ is interested in three broad questions regarding program outcomes:

- Do the transitional services provide measurable improvements in self-sufficiency?
- Does the combination of transitional services and community supervision produce significant reductions in drug abuse and criminal offending?
- Are there differential effects depending on offender risk levels and general characteristics?

NIJ expects the evaluation to cost no less than \$300,000. The total amount available for all evaluations in this solicitation is \$1,500,000.

SYNOPSIS

Project Title: Support for Alcohol and Drug-Free Housing

Grant Number: 2003-DD-BX-1111

Current Grant Period: January 1, 2004–December 31, 2006

Main Contact: Reed Ritchey, Assistant Director, Department of Community Corrections, 503-846-3828

Funding: \$993,500

Project Summary: Washington County (Oregon) received grant funds to provide the necessary services to assist offenders in becoming self-sustaining members of the community. It fills the gap between residential treatment and self-sufficiency by adding mentoring, employment assistance, prosocial support, and drug-free housing. Funds are available for housing, mentors, case management, and employment assistance.

Scope of Evaluation: The evaluation will examine the correlations between abstinence support, development of self-efficacy, and successful abstinence from drug and alcohol abuse and illegal activity.

Summary of Evaluability Assessment Activity: The Institute for Law and Justice (ILJ) reviewed the grant application before contacting the Washington County Community Corrections (WCCC) director. The ILJ contractor and an NIJ representative conducted a site visit on Tuesday, February 24, 2004. The site visit included meetings with the following individuals:

- John Hartner, Community Corrections Director.
- Reed Ritchey, Community Corrections Assistant Director and Project Director.
- Jeff Peters, Washington County Alcohol and Drug Program Coordinator.
- David Leslie, Executive Director, Ecumenical Ministries.
- Michael Morgester, Program Manager, Oregon Recovery Homes, Ecumenical Ministries of Oregon.
- Dr. Olga Parker, Clinical Director, Comprehensive Options for Drug Abuse.
- Rob Gates, Manager, Washington County Community Corrections Center.
- Doug Vanzant, Mentor, Community Corrections.

Service contracts, the 2003 Community Corrections Annual Plan, and leaflets that described the various programs were made available to ILJ. The individuals who were interviewed during the site visit provided followup information as requested.

Finding: Helping ex-offenders abstain from drug use and illegal activity and establish long-term stability in the community are the intended outcomes of this work. These outcomes are essential for increasing public safety, so an evaluation is recommended. This project introduces the effects of abstinence support on an individual's self-sufficiency, thus making this specific project unique to evaluate.

ANALYSIS

1. Brief Literature Review

What do we already know about projects like these? Would this evaluation add to what we know?

A literature search was conducted to discover any similar research that studied the effect of abstinence support, substance abuse treatment, and peer or mentor support on reducing criminal behavior. Research and evaluation has been conducted in each of these areas, but little of it studies the relationship between these variables or specifically focuses on what it takes to make a person assume responsibility for his/her life and become a contributing, law-abiding citizen.

Community support groups that use 12-step programs have existed for many years. Research and evaluation in this area traditionally has not met the rigor necessary for the outcomes to be accepted. Instilling a sense of community into offenders as a way to change behavior is a new concept that has not been evaluated. For the past 3–4 years, Dr. Jason and Dr. Ferrari from DePaul University have been focusing on these areas, specifically an outcome evaluation of Oxford Houses funded by the National Institute of Alcohol and Alcoholism and the National Institute on Drug Abuse. (Jason, L.A., M.I. Davis, J.R. Ferrari, and P.D. Bishop, "Oxford House: A Review of Research and Implications for Substance Abuse Recovery and Community Research," *Journal of Drug Education* 31(1): 1–27 (2001)).

Their study has 150 participants, of whom 75 are randomly assigned to Oxford House and 75 to regular care. They will assess the effects of communal living in a drug-free setting on sobriety, abstinence social support networks, employment outcomes, and illegal activity.

They are using an accelerated longitudinal design to examine the relationship between abstinence support (moderated) by social investment, development of self-efficacy, and successful abstention from substance use in a national sample of Oxford House residents. They will be following approximately 1,200 people who are residents of 151 Oxford Houses for 1 year, interviewing them at the beginning and every 3 months thereafter. They have developed a Sense of Community Measurement Scale, which they are using in their evaluation. This will allow them to determine a person's connection to his/her community and the subsequent effect on his/her behavior.

2. Grantee Level of Cooperation

Is grantee interested in being evaluated?

The executive director of Community Corrections has provided the leadership that has created a truly collaborative environment in the region. The partners in this project were

completely open and interested in an evaluation being conducted on the work that is being accomplished through this grant. This lays a foundation that would be conducive for data gathering and having people accessible for an evaluation.

Is there a local evaluation?

No local evaluation is scheduled for this project. Data is available and being collected. The program is just starting. If this project is selected for an evaluation, the evaluator can work with the parties involved to establish the evaluation framework and measures and a process for data collection.

3. Background History

WCCC's programs and services are based on the work of Dr. Don Andrews. Dr. Andrews's theory asserts that to be effective, programs need to address criminogenic factors: attitudes and beliefs, negative peer association, personality characteristics (impulsivity), chemical dependency, and criminal history. The department also embraces the 12-step philosophy that people are supported until they are ready to let go and accept that they need help.

Approximately 5 years ago, the WCCC director and management team began to reassess the effectiveness of their programs and approaches to working with offenders. They used several approaches. First, they reviewed more than 2,000 cases and compared clients who successfully completed probation with those who did not. They discovered a correlation between successful completion of probation with employment and a prosocial network. Second, the staff met with a group of ex-offenders who were successful in completing probation and asked them to identify what was most helpful to them. They said a person who wouldn't let them give up. Third, they asked probation officers for their opinions about what works. The officers said prosocial support and successful completion of substance abuse treatment.

The review revealed the lack of drug-free housing available in Washington County. As evidence of the support for the work of the County Corrections Department, the county commissioners were willing to assist in purchasing an empty apartment complex. This idea did not reach fruition for two reasons. One, county residents were not supportive and two, they learned Federal funding could not be used to purchase the building. This gave birth to the Oxford Houses. Oxford Houses are for individuals in recovery and share several characteristics. Each house is self-run by the people in the house and financially self-supporting, and it must expel any resident who returns to using drugs or alcohol.

Currently, 14 Oxford Houses operate in Washington County, with an average of 7 clients in each house. This grant provides the funds to open 12–15 additional Oxford Houses during the next 3 years.

4. Program Design

Target Populations

The target population is individuals who have failed at outpatient treatment and are unable to reenter the community successfully.

Project Goals and Objectives

The goals of the program are—

- Completion of supervision without a new conviction.
- Successful completion of substance abuse treatment.
- Active participation in recovery support groups.
- Increased employment and self-sufficiency.
- Development of new transitional and long-term supportive housing.

The objectives of the program are to—

- Provide mentoring services to high-risk offenders.
- Provide employment assistance.
- Work with offenders in developing and maintaining at least two prosocial support relationships.
- Offer substance abuse treatment.
- Develop a sense of community.
- Offer transitional and long-term housing for offenders needing abstinence support.

This program is designed around drug-free housing and supported by such services as community support groups, mentoring, employment assistance, and substance abuse treatment. People enter the program in one of three ways. Most enter through the county Community Corrections Center. Approximately 1,800 people go through the center each year. Most of them serve their time and then are released into the community. Some participants enter through one of the housing options funded under this program. Approximately 100 of the center's residents will participate in the center's 90-day residential drug treatment program. Staff works closely with program graduates to ensure that they transition to alcohol and drug-free housing, and many will take advantage of the

housing provided through this grant. The last group of individuals who enter the program comes directly from the community. They either self-select to live in one of the housing options or are referred by a family member, friend, counselor, or probation officer.

WCCC started its own residential substance abuse program. It lasts 3 months and operates out of the county Community Corrections Center. The program consists of family counseling, group and individual therapy, cognitive restructuring, Alcoholics Anonymous/Narcotics Anonymous (AA/NA) groups, and gender-specific groups. Psychiatric and mental health services are available within the facility. A mentor becomes involved in the second or third month and continues working with the offender after his/her release. The mentor assists the person in securing housing and employment as well as alcohol and drug treatment.

In addition, the county worked with the Recovery Association Program, who received funding from the Substance Abuse and Mental Health Services Administration to develop a volunteer group of mentors. The mentors are trained to assist people in building a bridge between recovery and treatment. An alumni group of mentors provides ongoing support and assistance.

Washington and Clackamas Counties fund Comprehensive Options for Drug Abuse (CODA). The goals of CODA, through the use of a case manager, are long-term employment and housing, development of a prosocial support system, and reduction in criminal behavior. A triage approach is used to manage cases among a probation officer and case manager and others involved with the case. The case manager is not a clinician. He/she provides the necessary support to assist the offender in seeking employment, working out living challenges, and getting and staying involved in community support groups and individual treatment.

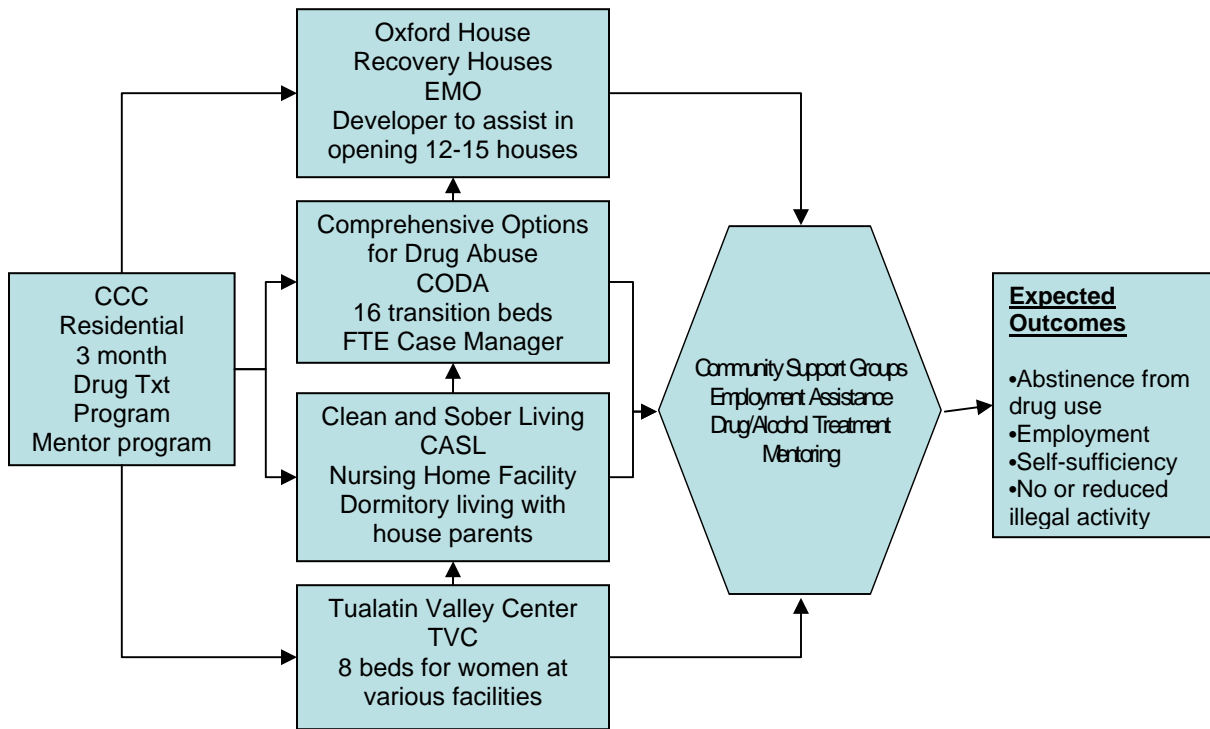
The Ecumenical Ministries Organization (EMO) provides the technical support and outreach for developing drug-free houses or Oxford Houses. Oxford Houses, founded in 1975, provide a democratic, self-help setting with others in recovery. They are self-sustaining because the residents are responsible for the maintenance costs associated with renting a home. The people involved in the program experience a sense of community while learning to live drug-free. The others in the house support them in their recovery. Washington County added the assistance of a mentor who also works with residents of the house during their reentry into the community. Oxford House, Inc. provides the necessary documents that outline the structure for opening and operating an Oxford House. EMO provides staff support to assist in setting up the house and resolving inevitable conflicts.

5. Program Logic Model

Describe the logic that connects project activities to project goals.

Exhibit 1 depicts the logic model for this project.

Exhibit 1: Program Logic Model



Is the logic supportable by empirical evidence?

Each of the program components is supported by empirical evidence. Examining the relationship between the components is beginning to be tested.

Are there apparent contradictions or conflicts between certain activities and the outcomes expected?

One of the intriguing elements of this program is the opportunity to examine the relationship between traditional substance abuse treatment and 12-step recovery groups. Are they compatible? To what degree do they overlap in their effectiveness? How do they manage slips and how will the programs address that?

6. Implementation Issues

Is the project being implemented as planned?

The project is being implemented as planned. This grant provides funding for a continuum of programs and services for serious drug offenders who are reentering the community. Some of the funds are used to expand current services while other funds are used to offer missing services, such as rent subsidies and employment counseling. With

these funds, the project has been able to expand its mentoring program that allows for the mentor to work with someone after he or she is released from jail.

Describe staffing.

There is adequate staffing for the funded areas. The only area that may prove to be a challenge is limited resources for detoxification services. Some funds are available, but they are inadequate when hospitalization is needed. Effort is being made to address this limitation.

Describe the stability of the project over time?

The groundwork for the project was completed over the past few years, so one can be confident in the stability of the project.

7. Evaluation Design

What aspects of the project could be evaluated for outcome?

The evaluation can examine the relationship between abstinence support (mentors and prosocial relationships), employment, drug treatment, and living environment on self-sufficiency, reduction in or elimination of illegal activity, and drug-free behavior.

The evaluation can explore the correlations between these variables to determine if some variables are more critical than others in assisting ex-offenders in becoming productive members of the community.

What would the outcome measures be?

The outcome measures would be abstinence from drug use, sustained employment, self-sufficiency, and no or reduced illegal activity.

What alternative evaluation designs would work (e.g., before/after or comparison group)?

A comparative analysis could be designed for this project. A social network analysis is another approach.

How could an appropriate comparison group be created?

If the focus of the evaluation is on the effects of abstinence support through drug-free housing coupled with supporting services, then a comparison could be made within Washington County by separating the offenders by the type of housing they are placed in upon release.

A comparative analysis could be conducted between Washington County and a comparable county that uses a different approach to reentry of offenders with drug or alcohol abuse problems. Multnomah County, which includes Portland, Oregon's largest city, is next to Washington County and offers a variety of approaches to reentry. Clackamas County, another neighboring county, is comparable in size and offers another approach to working with drug-addicted and alcoholic offenders.

Are sample sizes statistically significant?

It appears that Washington County has enough individuals from which to draw their samples. Staff estimates that approximately 1,800 people receive transition services annually. This population could be considered the base sample for this study. WCCC staff reports that approximately 100 people entered the 90-day residential drug treatment program in 2003, and they anticipate similar numbers for 2004. They predict the following numbers will enter drug-free housing in the coming year:

- Case-based management, 35–40 individuals.
- Housing subsidy only for men, 25 individuals.
- Housing subsidy only for women, 20 individuals.
- Oxford Houses, 20–30 individuals.

The 1,800 people who were released from the Community Corrections Center could be assessed to determine if they meet the criteria for the population to be used in the evaluation.

Is random assignment possible?

Separating offenders by drug-free housing categories (Oxford, CODA, therapeutic communities, etc.) allows for a way to separate and conduct a random sample.

Recommended Approach

The major premise behind this project is that alcohol and drug-free housing coupled with abstinence support and employment can increase an offender's self-efficacy, resulting in no or reduced illegal activity. This is similar to what is already being assessed by DePaul University. In addition to their current evaluations, Drs. Jason and Ferrari are hoping to get funding to conduct a study that will examine how Oxford Houses and therapeutic communities promote long-term abstinence from substance abuse and decrease recidivism of criminal activity among individuals who have recently been released from prisons. Another reason for this recommendation is because of the lower costs associated with Oxford Houses. Therapeutic residential treatment communities have been the standard placement for offenders with serious substance abuse problems. They are valued by the criminal justice system but are very costly. As stated earlier, Oxford Houses are

self-sustaining. It is recommended that the evaluation of this project be coordinated with, if not conducted by, DePaul University. A sole source contract may be justified.

It is recommended that an instrument like the Sense of Community Inventory developed by Dr. Jason and Dr. Ferrari be used in this study. In addition to the interviews, data would be gathered regarding illegal behavior (if any), housing status, employment status, the number of community support meetings attended, involvement in drug treatment, and the number of sustained prosocial relationships. The evaluation should examine the correlations between these variables with the individual's success in remaining drug-free and becoming a positive contributor to the community.

Alternate Approach

Conducting a social network analysis on those who are involved with the Oxford Houses is another approach. Oxford Houses are based on social control theory, which asserts that pressure from peers or social relationships will moderate behavior. A social network analysis would provide the arena to explore this further and provide specific information regarding the impact and importance of peer support, mentors, and supervision. It could also begin to identify conditions that may arise from a social control theory that exists in a bureaucratic environment that leans toward a rational theory approach. This approach asserts that people make decisions based on the available information and what is in their best interest. Case planning with offenders could change significantly if it is proven that behavior can be modified more effectively using social rather than legal pressure.

What strengths and weaknesses do the designs have?

The strength of the comparative analysis design is that client characteristics are similar so the confidence in the findings can be associated with specific variables or groups of variables. The other strength is that it can be replicated at other sites, providing for cross-site comparisons.

The weakness of the comparative analysis is the requirement for very specific and well-defined terms and outcomes so people are measuring the same thing. This requires early discussions to ensure a shared understanding of the definitions and ongoing monitoring of data collection to make sure the definitions are honored.

The strength of the social network analysis is that it focuses specifically on the number and depth of the relationships for those involved in the program. This allows for an examination of perceptions and how they correspond with the results.

The weakness of the social network analysis is that it does not allow for a natural cross-site comparison because the outcomes can be affected by extraneous events in the community in which the project is located.

How long in duration would the evaluation be?

It is recommended that the evaluation period include data for at least 1 year after the individuals either successfully complete probation or are terminated. This would require an initial interview to establish a baseline, with followup interviews occurring every 3 months. The interviews would focus on the individuals' perceptions of their progress in becoming self-sufficient and the reasons for changes in those perceptions.

What aspects of the project make an evaluation more difficult?

The biggest challenge facing this evaluation is that it provides no clear delineation or track that an offender may follow once released from the residential drug treatment program. It appears placement may be on a "space available" basis. This could be an informal random sample because people would have the same chance of being placed in any one of the housing possibilities. It is recommended that the evaluator explore this further.

Self-sufficiency is one of the outcomes the project hopes to achieve through the proposed program. Obtaining housing can be out of an individual's control if he/she is denied access because of his/her status as an ex-offender. This would need to be flagged in the data collection process to ensure accuracy of the findings.

Abstaining from using drugs and alcohol when one is an addict is a feat for anyone. It is expected that people may have some slips in their recovery. It is recommended that the standards of performance be discussed and established so that all individuals are treated in similar ways to reduce differences in outcomes based on probation or case managers' personal approaches to managing individuals.

8. Measurement Model

What specific outcome variable would be included? What specific activity measures and implementation measures would be included?

One of the most important activities associated with this evaluation will be that the individuals involved agree on the definition of terms to allow for easy comparisons across programs and placements. Some examples of proposed measures are:

Activity measures	Short-term outcomes	Long-term outcomes
Number of people enrolling in treatment on reentry	Number of people completing treatment	Number of people remaining clean and sober
Number of people attending community support meetings on reentry	Two or more prosocial contacts at end of probation	Two or more prosocial contacts 1 year after completion of probation
Number of people employed on reentry	Number of people who are employed at end of probation	Number of people who are employed 1 year after completion of probation
Number of people who obtain an acceptable residence on reentry	Number of people who are self-sustaining at the end of probation	Number of people who are self-sustaining 1 year after completion of probation
Criminal activity	Criminal behavior while on probation	Criminal behavior 1 year after completion of probation
Sense of community	Degree to which a person feels connected to the community at end of probation	Degree to which a person feels connected to the community 1 year after completion of probation

9. Data

Comment on the quality and availability of project-generated data to support these measures.

Data is available and there is full support from the partnering agencies to provide the data. This community is very responsive and, with direction from the evaluator, involved agencies would collect the data requested.

Can services delivered be identified?

Yes.

Can target populations be tracked over time?

Community corrections keep data on all the offenders on supervision. Employment or enrollment in school are typical supervision requirements and are monitored by probation officers. The information system at the prosecuting attorney's office can track data regarding arrests and sentences. The case manager for the CODA program can track data regarding treatment measures.

Would an evaluator have to generate new or additional data?

A tracking system would need to be created by the evaluator for employment and community support meeting data. The evaluator would also be responsible for followup interviews with offenders throughout the evaluation.

10. Summary Remarks

Recommendations for evaluation

It is essential that the evaluation stay focused on the examination of the relationships between abstinence support (mentors and prosocial relationships), employment, drug treatment, and living environment on self-sufficiency, reduction in or elimination of illegal activity, and drug-free behavior. The evaluation should explore the correlations among these variables to determine if some are more critical than others in assisting ex-offenders in becoming productive members of the community. In addition, Oxford Houses can offer a potentially cost-effective strategy that can assist individuals in becoming self-sufficient members of the community.

Evaluating the effect of abstinence social support on changing addictive behavior can add to what is already known regarding “what works” in treating offenders. It could prove to be a means of integrating offenders back into the community so they feel part of it and want to contribute to it.

The agencies and individuals involved with this project in Washington County have adopted a collaborative approach to working with an offender that is based on the belief that they can make a difference in the lives of offenders and will work together to do this. They have created an environment that is ripe for evaluation.

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