

# Diversions and Reentry

## Cluster Level Evaluation Report

### I. CLUSTER OVERVIEW

**Evaluation Questions:**  
**What are the goals and objectives of the cluster? What is the cluster trying to accomplish and how?**

#### Goals and Objectives

The goal of the Diversion and Reentry cluster is to connect clients with appropriate services and employment opportunities so that they successfully reintegrate into their communities and break the cycle of recidivism. Additionally, programs seek to reduce and prevent recidivism among adult and minor parolees and probationers during the transition from prison to the community through intensive case management, linkages to supportive services and employment services.

#### Theory of Change

Research has shown that the transition from prison to the community represents a particularly vulnerable time for offenders. Because they leave prison with few resources, they can easily fall into the same social circles, habits, and behavior that led to their prior incarceration (Listwan et. al., 2006). A fifteen year study examining re-arrest rates among prisoners found that 67% of adults are re-arrested within three years, while 80% of minors are re-arrested within that same period (Bureau of Justice Statistics Study, 2002). Research has shown that supervision coupled with intensive services that address barriers related to housing, family supports, employment, substance use, physical/mental health, and education can ease offender’s transition into the community and reduce and prevent recidivism.

Reentry services typically begin while the client is still incarcerated and continue for up to a year post-release. They generally involve a continuum of services such as intensive case management, cognitive behavioral therapy, referral and connection to services, and employment placement/training and include an assessment of client’s level of risk, targeted interventions on changing anti-social thoughts, attitudes and values, and individualized/responsive service.

By providing a bridge of supports, services, and supervision as offenders make the transition back to their communities, they will be more likely to develop pro-social behaviors and alternative social networks and less likely to engage in criminal behavior. A report entitled “Violence in Oakland: A Public Health Crisis,” found that 48% of homicide suspects were under the jurisdiction of the criminal justice system (probation, parole or both) at the time of the incident, while 45% of victims were under the jurisdiction of the criminal justice system (2006). This report indicates that there is a strong correlate between previous criminal justice involvement and homicides.

### II. INPUTS

**Evaluation Questions:**  
**How much was spent on services? What data collection methods were used? Who was served?**

#### OMY Funding

\$1,958,700 funded six strategies:

\$288,400	Allen Temple IRE
\$168,650	Allen Temple Project Choice / Mentoring
\$605,950	Mentoring Center Pathways to

# Diversions and Reentry

## Cluster Level Evaluation Report

	Choice
\$168,650	Mentoring Center Project Choice
\$438,650	Volunteers of America Bay Area Project Choice
\$288,400	Youth Employment Program IRE

Programs in the cluster aimed to address the following client outcomes:

1. Decrease in new law violations;
2. Decrease in probation violations;
3. Improve peer and social supports;
4. Improve referral and access to services.

### Data Collection Methods

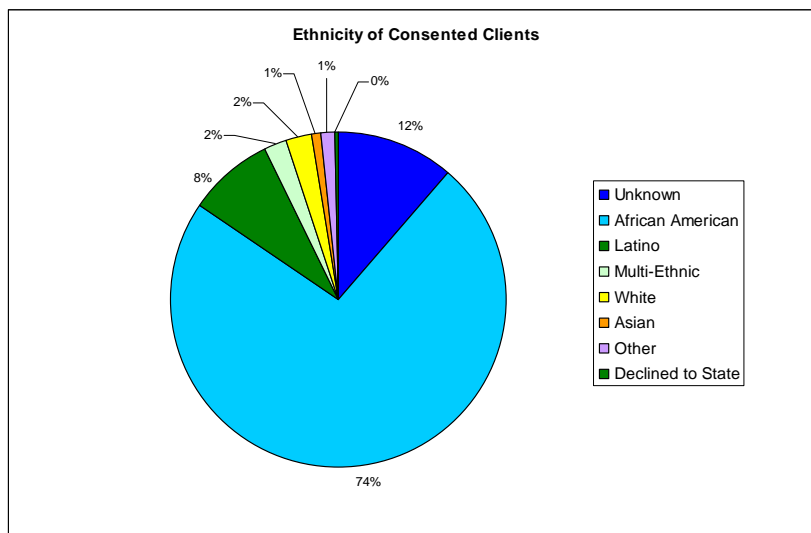
Overall, programs in this cluster reported few issues gaining consent from participants and documenting data. In addition to maintaining client information on CMS, programs in this cluster used Parole and Juvenile Probation records where appropriate, and case management notes to track and analyze client outcomes related to recidivism, program attendance and employment. Data collection methods were generally adequate to capture program activities.

### Consent

Measure Y program participants were voluntarily asked to provide consent in order to share personal information for the purpose of evaluation. Of the 543 participants in Diversion and Reentry programs, 466 (86%) consented to sharing information. Twelve percent of participants withheld consent, and for 2% of participants, information pertaining to consent was not available. The demographic information presented below reflects only consenting participants.

### Demographic Characteristics of Clients

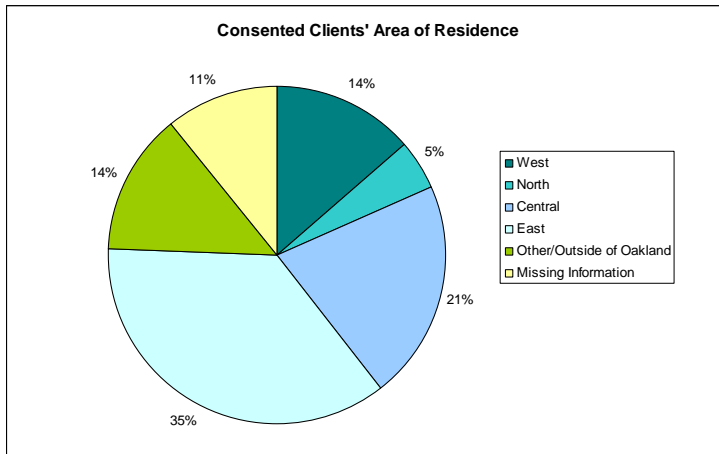
Program participants were predominantly male (>75%) and over the age of 17 (>85%). A high proportion of participants (>80%) spoke English in the home, and a small minority (3% reported) spoke Spanish.



Three-quarters of consenting participants were African American and 8% were Latino.

# Diversions and Reentry

## Cluster Level Evaluation Report



The Evaluation team split East Oakland into two areas, Central and East, in order to analyze data by OPD command area. Therefore, while Measure Y served participants from all parts of Oakland, the majority (56%) lived in East Oakland.

### Risk and Protective Factors

Self-reported risk factors and highest grade completed illustrate the risk and protective factors present for clients. Risk factors for Measure Y participants are limited to those listed in the CitySpan youth services Management Information System for programs in this cluster. Participants may have other risk factors in addition to these listed below.

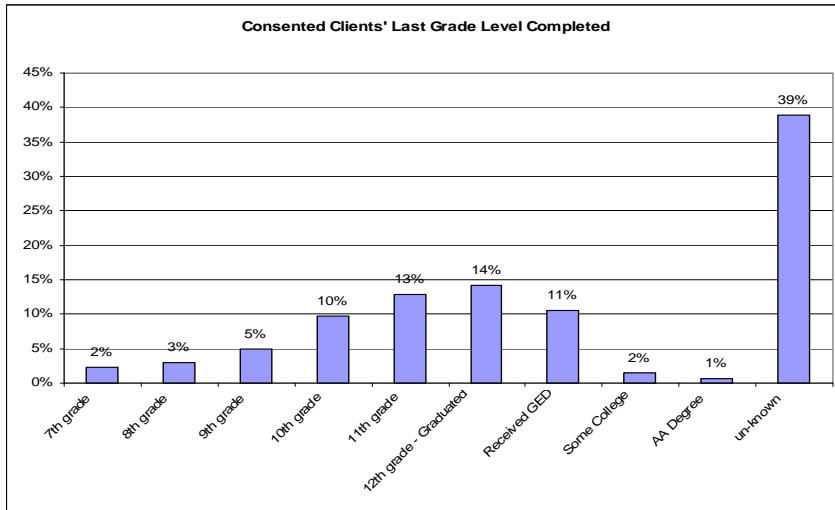
### Participant Risk Factors

Risk Factor	Number of Clients	% of Consented Clients
<b>Probation</b>	232	50%
<b>Parole</b>	182	39%
<b>Exposed to Violence</b>	117	25%
<b>Truant</b>	114	24%
<b>Sexually Exploited</b>	100	21%
<b>(none)</b>	13	3%
<b>Expelled</b>	1	0%
<b>Suspended</b>	1	0%

Nearly 90% of the participants had risk factors associated with being on probation or parole. Other common risk factors included, exposure to violence, truancy and sexual exploitation

# Diversion and Reentry

## Cluster Level Evaluation Report



Educational attainment levels were not reported for most clients served. For those who did report, the majority had completed at least 11<sup>th</sup> grade.

# Diversion and Reentry

## Cluster Level Evaluation Report

### III. ACTIVITIES

**Evaluation Questions:**  
**What service strategies were implemented? How much service was provided?**

#### Services Prior to Release

This strategy includes providing case management, peer counseling and support to adult and juvenile offenders prior to release from prison or Department of Juvenile Justice facilities. Key activities include:

- Intake assessments completed for all clients
- Intensive case management and supportive services, including Cognitive Behavioral Therapy, coaching and mentoring
- Case planning for reentry

#### Services after Release

This strategy includes providing intensive case management, job training, and placement to adults on probation or parole following release from prison. Key activities include:

- Intake assessments completed for all clients
- Intensive case management, case planning and/or supportive services, including Cognitive Behavioral Therapy, peer support, mentoring, and/or substance use treatment
- Subsidized job training/education and work experience
- Referral to appropriate supportive services to address housing, substance use, and/or mental/physical health needs.

#### Services Provided

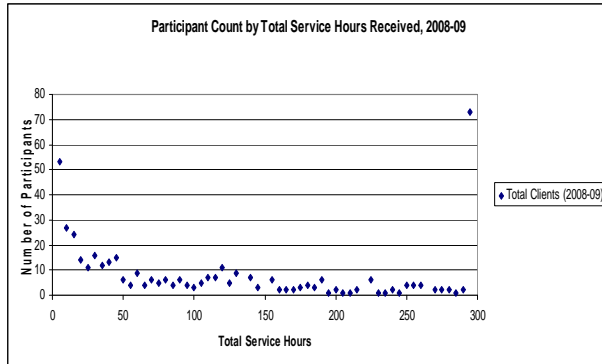
The chart below illustrates the total number of group and individual service hours participants within this cluster received and the average number of hours participants received by service type. Findings suggest that the majority of service hours were spent conducting group related activities, particularly job skills, life skills and basic education.

#### Units of service by Type of Service

Service Provided	Hours 2008 - 2009	Average Hours per Participant	% of Total Hours
<b>Group</b>	<b>65,933</b>	<b>62</b>	<b>74%</b>
Job Skills/Vocational Training	14,227	108	16%
Life Skills and Pre-employment Skills	13,316	56	15%
Basic Education Training	11,598	97	13%
Peer Support / Counseling	7,224	33	8%
Community Training	6,799	94	7%
Work Experience	6,084	107	7%
Social	1,796	45	2%
Other	1,592	28	2%
Violence Prevention/Anger Management/Conflict Resolution	1,471	36	2%
Mental Health	1,015	26	1%
Substance Abuse	665	33	1%
Outreach	122	4	0%
Street Outreach	24	6	0%
<b>Individual</b>	<b>24,827</b>	<b>28</b>	<b>26%</b>
Case Management	12,075	28	13%
Work Experience	10,722	97	11%
Mentoring	1,466	10	2%
Intensive Outreach	404	3	0%
Mental Health Services	160	3	0%
<b>Total</b>	<b>90,760</b>	<b>47</b>	

# Diversions and Reentry Cluster Level Evaluation Report

## Average Hours Served



Between 2008 and 2009, over 70 participants received 300 hours of services, and approximately 50 received almost no service hours. The remaining participants received a range of service hours in between, with a relatively large proportion receiving less than 50 hours.

## IV. OUTCOMES

### Evaluation Questions:

**Were services effective in impacting clients? Do service hours correlate to any positive outcomes? Are clients satisfied?**

### Service Impact

Participant surveys were administered to clients receiving ongoing services from a provider. Since some participants received services for a brief period of time, they were not likely included in this survey. The survey was a convenience sample of currently enrolled participants and may not reflect information about participants who received services before or after the survey was administered.

The following chart provides summary data on the clients who completed the survey:

### Demographics of Clients who responded to survey:

Number of respondents: 186

#### Enrollment:

- 4% of clients have been in the program less than 1 week
- 10% have been enrolled for 1 to 4 weeks
- 28% of clients surveyed have been enrolled for 1-3 months
- 14% of clients have been enrolled for 4-6 months
- 39% of clients that have been enrolled for more than 6 months
- 5% of clients surveyed did not answer

#### Attendance:

- 3% of clients surveyed rarely attend the program.
- 17% of clients surveyed attend cluster programming sometimes
- 33% of clients attend cluster programming often
- 41% of clients attended cluster programming all of the time
- 6% of clients surveyed did not answer

#### Race/Ethnicity:

- 70% identify as African American
- 9% identify as Latino/Hispanic
- 7% identify as White
- 6% identify as Asian/Pacific Islander
- 2% identify as Native American
- 3% identify as Other
- 32% of clients surveyed identified as multi-racial

#### Residence:

- 4% of clients surveyed live in North Oakland
- 10% of clients stated that they live in West Oakland
- 48% of clients surveyed stated that they live in East Oakland
- 12% of clients stated that they live in Central Oakland
- 4% of clients live in the Oakland Hills
- 19% do not live in Oakland
- 3% did not respond

#### Age:

- 22% of clients are under 18
- 22% of clients surveyed are 18-22
- 22% are 23-27
- 11% are 28-32
- 7% are 33-36
- 12% are older than 37
- 4% did not answer

#### Gender:

- 14% are Female
- 82% are Male
- 4% did not answer

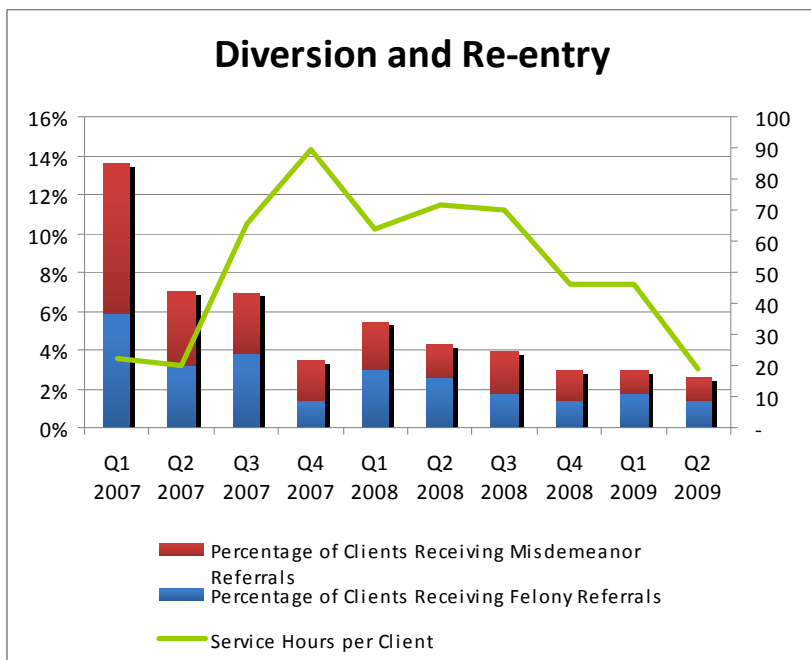
# Diversions and Reentry

## Cluster Level Evaluation Report

### Survey Results

	Strongly Agree	Agree	Neither Agree Nor Disagree	Disagree	Strongly Disagree	No Answer
<i>I make better choices</i>	38%	47%	8%	1%	1%	5%
<i>I have at least one friend or family member I can turn to for support<sup>1</sup></i>	55%	32%	5%	2%	1%	5%
<i>I attend school more regularly<sup>2</sup></i>	30%	39%	24%	4%	0%	3%
<i>I am doing better in my classes<sup>3</sup></i>	30%	35%	28%	0%	0%	7%
<i>I have decreased my use of alcohol and drugs</i>	44%	26%	19%	2%	2%	7%
<i>I have learned skills that will help me in the future</i>	44%	38%	12%	1%	0%	5%
<i>I take better care of myself</i>	46%	37%	10%	1%	0%	6%
<i>I feel hopeful about the future</i>	50%	38%	5%	2%	0%	5%
<i>I am better at controlling my anger</i>	41%	38%	12%	2%	1%	6%
<i>I am better at solving problems</i>	41%	37%	15%	1%	0%	6%

The table to the left describes the results of the client satisfaction survey. School related questions were only asked of youth. Survey outcomes suggest that participants tended to feel hopeful about the future and confident that they had at least one friend or family member that they could turn to for support.



The graph to the left describes the correlation between service hours and clients receiving misdemeanor and felony referrals.

In general, increases in service hours correlate to decreases in referrals.

In addition, the chart demonstrates a sharp decline in the number of misdemeanor and felony referrals from first quarter 2007 to second quarter 2009.



# Diversion and Reentry

## Cluster Level Evaluation Report

### Client Satisfaction

Survey respondents were largely satisfied with the services provided by the programs in the cluster. According to the data, more than 60% of the clients noted that staff treated them courteously and respectfully, helped them find other needed services, understood their situation and life experience, were supportive, facilitated the development of useful and realistic goals, and received services in a timely manner all or most of the time.

### Client Satisfaction

	All of the time	Most of the time	Some of the time	Rarely	Never	No Answer
<i>Staff treated me with courtesy and respect</i>	70%	16%	8%	2%	0%	4%
<i>The Staff helped me to find other services I needed</i>	47%	22%	18%	4%	3%	6%
<i>Staff understood my situation and life experience</i>	52%	21%	11%	6%	2%	8%
<i>Staff was supportive</i>	58%	22%	12%	2%	1%	5%
<i>I received services that were helpful</i>	48%	26%	16%	3%	1%	6%
<i>Staff helped me to develop some useful and realistic goals</i>	49%	28%	15%	3%	0%	5%
<i>I can go to staff for help when I need it</i>	61%	19%	9%	3%	1%	7%
<i>I received services in my primary language</i>	73%	10%	5%	2%	3%	7%
<i>I received services when I needed them</i>	49%	22%	19%	3%	2%	5%
<i>Overall, I am satisfied with the services I received</i>	58%	18%	15%	3%	1%	5%



# Diversion and Reentry

## Cluster Level Evaluation Report

### V. QUALITY

**Evaluation Questions:**  
**What were the overall strengths of programs in this cluster? What were the typical challenges shared by programs in this cluster?**

#### Strengths

This cluster was characterized by caring and committed staff who were very well informed about the challenges faced by their clients. Staff understood the needs of the clients and worked tirelessly to coach them toward better outcomes. Many clients are resourceful and entrepreneurial, though their talents have in some cases been directed toward unlawful activity.

#### Challenges

The programs in this cluster must contend with trying to mitigate the challenges their clients face as they return to the community. This cluster's clients are challenged by the current downturn in the economy. Most clients lack basic formal sector employment skills and hence face limited employment, housing, and educational opportunities. Some clients also find themselves under considerable pressure to quickly make things right with loved ones (children, partners, parents). This may result in pressure to earn considerable amounts of money to compensate for the missed birthdays, holidays, and old debts. Some clients also face pressure from the Internal Revenue Service, Child Support Enforcement, and past creditors to catch up on old obligations. For some, the lure of streets and its promises of fast money are considerable. A fair portion of clients may also have suffered from the affects of

poverty and its related impacts, included inadequate schools, environmental toxins, and violent neighborhoods. Many programs reported that the pressure of supporting clients through this myriad of challenges often results in staff burnout.

### VI. RECOMMENDATIONS

1. The programs in this cluster should continue efforts to help clients adjust to community reentry, which include finding employment in a very challenging labor market. As identified by staff in several programs, it may be necessary to extend program length to ensure clients gain stronger footing in the community. For some programs, better coordination with collateral service providers (housing providers for example) may also be necessary to ensure basic needs are met.
2. Programs should expand their survey instruments and intake assessments to create pre/post tests that identify changes in clients' readiness to succeed in the community.
3. The programs working with adults stressed that preparing clients for careers with potential for growth was more important than preparing clients for jobs with limited growth potential. Few people can survive in the Bay Area on "entry-level" hourly pay rates. There must be a real potential for clients to learn valuable skills that will enable them to take on increasing responsibility within an organization.
4. The programs working with youth stressed that the bridges between juvenile justice stakeholders (local police agencies, the Court, the Probation Department, and CBOs) could

# Diversion and Reentry

## *Cluster Level Evaluation Report*

be strengthened and stabilized. Work to formalize relationships will likely pay dividends for program clients.

# Diversions and Reentry

## *Cluster Level Evaluation Report*

<b>MEASURE CLUSTER-LEVEL LOGIC MODEL: DIVERSION AND REENTRY</b>	
Measure Y Purpose:	Taken from Initiative Logic Model
Cluster Purpose:	To reduce and prevent recidivism among adult and minor parolees and probationers during the transition from prison to the community through intensive case management, linkages to supportive services and employment services.
Cluster Goals:	To connect clients with appropriate services and employment opportunities so that they successfully reintegrate into their communities and break the cycle of recidivism.
Impact:	65% of enrolled clients will demonstrate improved outcomes, evidenced by a decreased incidence of arrests, violations of parole or probation, and truancy, as well as increased employment and educational attainment levels.
Theory of Change:	Research has shown that the transition from prison to the community represents a particularly vulnerable time for offenders. Because they leave prison with few resources, they can easily fall into the same social circles, habits, and behavior that led to their prior incarceration (Listwan et. al., 2006). A fifteen year study examining re-arrest rates among prisoners found that 67% of adults are re-arrested within three years, while 80% of minors are re-arrested within that same period (Bureau of Justice Statistics Study, 2002). Research has shown that supervision coupled with intensive services that address barriers related to housing, family supports, employment, substance use, physical/mental health, and education can ease offender’s transition into the community and reduce and prevent recidivism. Reentry services typically begin while the client is still incarcerated and continue for up to a year post-release. They generally involve a continuum of services such as intensive case management, cognitive behavioral therapy, referral and connection to services, and employment placement/training and include an assessment of client’s level of risk, targeted interventions on changing anti-social thoughts, attitudes and values, and individualized/responsive service. By providing a bridge of supports, services, and supervision as offenders make the transition back to their communities, they will be more likely to develop alternative and pro-social behaviors and social networks and less likely to engage in criminal behavior. A report entitled “Violence in Oakland: A Public Health Crisis,” found that 48% of homicide suspects were under the jurisdiction of the criminal justice system (probation, parole or both) at the time of the incident, while 45% of victims were under the jurisdiction of the criminal justice system (2006). This report indicates that there is a strong correlate between previous criminal justice involvement and homicides.
Assumptions:	Interventions such as intensive case management, linkages to services, and employment services can provide former offenders with protective factors against recidivism during their reintegration into the community.

# Diversions and Reentry

## *Cluster Level Evaluation Report*

Key Strategies/Activities	Resources	Process Measures	Short-Term/Intermediate Outcomes (< 1 year) Sources of Data	Long-Term Outcomes (1-3 years) Sources of Data
<p>Provide case management, peer counseling and support to adult and juvenile offenders prior to release from prison or Department of Juvenile Justice facilities.</p> <ol style="list-style-type: none"> <li>1. Intake assessments completed for all clients.</li> <li>2. Intensive case management and supportive services, including Cognitive Behavioral Therapy, coaching and mentoring.</li> <li>3. Case planning for reentry.</li> </ol>	<ol style="list-style-type: none"> <li>1. Volunteers of America Project Choice \$438,650</li> <li>2. The Mentoring Center Project Choice \$168,650</li> <li>3. Allen Temple Intensive Reentry \$288,400</li> </ol> <p>Total Funding Allocated: \$895,700</p>	<p>Number of unduplicated clients served by each type of service (vocational classes, job placement-insert services)</p> <p>Cost per unit of service</p> <p>Number of units of services per client (dosage)</p> <p>Demographics of clients</p>	<ol style="list-style-type: none"> <li>1. Clients served will complete a case plan for reentry.</li> <li>2. Clients will participate in Cognitive Behavioral Therapy.</li> </ol>	<ol style="list-style-type: none"> <li>1. Clients will not violate probation at 1 year.</li> <li>2. Clients will not commit a new offense within 1 year.</li> <li>3. Clients will be employed at 1 year.</li> </ol>

# Diversions and Reentry

## *Cluster Level Evaluation Report*

Key Strategies/Activities	Resources	Process Measures	Short-Term/Intermediate Outcomes (< 1 year) Sources of Data	Long-Term Outcomes (1-3 years) Sources of Data
<p>Provide intensive case management, job training, and placement to adults on probation or parole following release from prison.</p> <ol style="list-style-type: none"> <li>1. Intake assessments completed for all clients.</li> <li>2. Intensive case management, case planning and/or supportive services, including Cognitive Behavioral Therapy, peer support, mentoring, and/or substance use treatment.</li> <li>3. Subsidized job training/education and work experience.</li> <li>4. Referral to appropriate supportive services to address housing, substance use, and/or mental/physical health needs</li> </ol>	<p>Provides funding for five programs:</p> <ol style="list-style-type: none"> <li>1. Volunteers of America Project Choice \$438,650</li> <li>2. Allen Temple Intensive Reentry \$288,400</li> <li>3. Allen Temple Project Choice \$168,650</li> <li>4. Youth Employment Partnership \$288,400.</li> <li>5. The Mentoring Center Pathways to Change \$605,950</li> </ol> <p>Total Funds Allocated: 1,790,050</p>	<p>Number of unduplicated clients served by each type of service (vocational classes, job placement-insert services)</p> <p>Cost per unit of service</p> <p>Number of units of services per client (dosage)</p> <p>Demographics of clients</p> <p>Length of stay in program (retention)</p>	<ol style="list-style-type: none"> <li>1. Clients served will be housed</li> <li>2. Participants served will be employed</li> <li>3. Participants will be reunified with family</li> <li>4. Participants will participate in substance abuse treatment services</li> </ol>	<ol style="list-style-type: none"> <li>1. Clients do not violate probation at 1 year.</li> <li>2. Clients do not commit a new offense within 1 year.</li> <li>3. Clients are employed at 1 year.</li> <li>4. Clients who are minors will experience a 25% reduction in school absences.</li> </ol>

# Diversion and Reentry

## *Cluster Level Evaluation Report*

<sup>1</sup> Surveys administered to adult participants asked the question as stated above, surveys administered to youth participants stated "I have at least caring adult I can turn to for support."

<sup>2</sup> Question was only asked to youth participants, n=46.

<sup>3</sup> Question was only asked to youth participants, n=46.