CENTER FOR
CRIMINAL JUSTICE RESEARCH

PART OF THE INDIANA UNIVERSITY PUBLIC POLICY INSTITUTE

Evaluation of Indianapolis Comprehensive Anti-Gang Reentry Program, 2009-2010

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The Center for Criminal Justice Research

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EXECUTIVE SUMMARY

In 2006, the U.S. Department of Justice (DOJ) initiated the Comprehensive Anti-Gang Initiative (CAGI) to support law enforcement in combating violent gang crime and promoting prevention efforts that discouraged gang involvement. The initiative grew out of Project Safe Neighborhoods (PSN), a nationwide program aimed at reducing gun and gang crime through support of existing local programs. DOJ dedicated $30 million in grant funding to support new and expanded anti-gang prevention and enforcement efforts through CAGI. DOJ initially provided anti-gang resources to six cities. In April 2007, CAGI was expanded to include four additional sites, including Indianapolis, Indiana. CAGI provided $2.5 million in targeted grant funding for a three-year period to each selected city to implement a three-pronged strategy to reduce gang involvement and crime, which included initiatives in prevention/intervention, law enforcement, and reentry. Approximately $1 million was dedicated to support comprehensive gang prevention and intervention efforts with youth. An additional $1 million was targeted to law enforcement and $500,000 to support reentry initiatives. In July 2008, the Center for Criminal Justice Research (CCJR), part of the Indiana University Public Policy Institute, was engaged to serve as the research partner for CAGI. This report focuses on an assessment of the reentry initiatives for the CAGI grant to the city of Indianapolis through 2010.

The goal of the CAGI reentry program was to provide services to assist approximately 100 formerly incarcerated individuals with ties to gangs, who were returning to targeted zip codes within Marion County from an Indiana state correctional facility, to refrain from criminal activity and avoid gang involvement. However, shortly after the program was initiated, it became apparent that fully populating the program as originally proposed was not feasible. The number of potential participants that would be made available based upon age, zip code, release to probation, and gang-affiliated designation by the Indiana Department of Correction (IDOC) did not produce an adequate number of potential candidates. Program adjustments were made to expand eligibility. This included making arrangements for parolees to be the primary source of referrals, rather than offenders on probation as the CAGI proposal originally outlined. The original age range requirements were also expanded, from offenders ages 19 to 29 years to an upper limit of 35 years. Once the referral process and program eligibility guidelines were amended, potential CAGI participants were identified based on parole and probation staff recommendations that took into account age, target zip codes, and gang risk.

The goal of the CCJR reentry evaluation was to evaluate the impact of CAGI programming on offenders with gang affiliation or those considered at high risk of gang activity. The best approach to evaluate the impact of a program is random assignment of participants to a treatment and control group. The nature of the program precluded random assignment. Therefore, CCJR researchers pursued identification of a relevant comparison group of offenders. The generation of an appropriate comparison group of offenders not receiving program services presented somewhat of a challenge, however, through sustained efforts, CCJR was able to establish such a group for comparative analysis. CCJR requested assistance from the IDOC in developing a comparison group based on the following parameters:

male offenders ages 19 to 35 (at the time of release) released from IDOC to Marion County between January 1, 2009 and May 31, 2010. Using offender data provided by IDOC, CCJR researchers were able to create a one-to-one matched group based on offenders' race/ethnicity, age at release from IDOC, most serious current offense type, offense severity (felony level), and education level. CCJR also was able to obtain arrest and conviction data from the Justis system and compared outcomes on re-arrest and re-conviction between the two groups (CAGI and comparison).

Given the resources available for the overall CAGI evaluation (including assessments of the prevention/intervention and law enforcement initiatives) it was not possible to conduct formal process evaluations of each CAGI reentry provider. A formal process evaluation would involve assessing whether each program model was implemented as planned, whether the target population was reached, and the major challenges and successful strategies associated with each program implemented. Throughout the course of the project, CCJR engaged in sustained efforts to obtain primary and secondary data for analyses. CCJR researchers were heavily involved in assisting CAGI staff in identifying and collecting necessary participant-level data, including demographic indicators, criminal history, program intervention, results, and new offense data.

Highlights of key findings are included below:

- With respect to the target population served by the CAGI program, gang-related indicators demonstrate that the program served participants who either had a specific history of gang affiliation or were at high risk of gang involvement. Ninety percent of participants (62 out of 69) had a history of gang involvement, with specific gang affiliation provided. In addition, 46 had family or friends associated with gangs, 31 possessed gang tattoos, 12 had been observed wearing gang-specific clothing, and 10 were self-identified gang members.

- The most common type of prior offense among participants was cocaine possession (17 percent), followed by dealing cocaine (16 percent), and burglary or residential entry (14 percent). Only one participant was charged with criminal gang activity. A large share of CAGI participants (42 percent) had at least one conviction prior to the one for which they were currently on parole or probation. Roughly one-quarter had no prior convictions, while 28 percent had two or three prior convictions.

- Overall, 41 percent of participants (28 of 69) graduated from the CAGI program. Twenty-seven participants (39 percent) were terminated from the program. Nine participants were transferred to reentry court; three participants were transferred to alternate parole districts, and two withdrew following completion of required parole terms.

- Based on information collected by CAGI staff from providers, 35 percent of all participants were reportedly employed at the conclusion of the reentry program. Providers indicated they were unaware of the employment status of approximately 20 percent of participants, and 45 percent were unemployed.

- Although the raw percentages of arrests and convictions varied across the participant and comparison groups, there were no statistically significant differences in the likelihood or re-arrest or conviction. Thus, the two groups were statistically indistinguishable regardless of whether or not they participated in CAGI.

- Based on the Justis data collected, 53 of 68 (78 percent) of CAGI participants had a new arrest. Among the comparison group, two-thirds (46 out of 69) were re-arrested between release from IDOC and the date of data collection. Fifteen of CAGI participants were not arrested for new crimes compared with 23 individuals in the comparison group. Just over one-quarter of CAGI participants (18 out of 68) had one new arrest and 19 percent (13 out of 68) had two new arrests.
- The most common types of new crimes that CAGI participants were arrested for were traffic violations (59 percent), disorderly conduct/resisting law enforcement (29 percent), possession of cocaine or narcotic (27 percent), felony battery (24 percent), and theft/receiving stolen parts (21 percent). Felony battery charges were more common among CAGI participants than the comparison group (12 percent). Weapons violation arrests were also higher among CAGI participants (18 percent) than among the comparison group (4 percent).A slightly higher share of comparison group individuals (13 percent) were arrested for dealing in cocaine or narcotics than CAGI participants (9 percent).
- Fifty-seven percent (39 of 68) of CAGI participants were arrested for new felony charges and 14 of 68 (21 percent) on new misdemeanor charges. The overall rate of felony arrests was nearly identical among comparison group individuals—55 percent. However, more CAGI participants were arrested for A or B felonies than the comparison group (17 v. 12).
- A higher percentage of CAGI participants (35 percent) were convicted on felony charges than individuals from the comparison group (26 percent). Among CAGI participants, 13 (19 percent) were convicted at the misdemeanor level and 10 (15 percent) comparison group offenders were convicted at this level. Similarly, 12 percent of CAGI participant cases were dismissed and 7 percent of comparison group cases were dismissed.

The report also documents several important lessons learned:

- There were clear challenges associated with implementation of CAGI reentry initiatives. The specification of the five zip codes in the DOJ proposal proved to be overly restrictive in that an insufficient number of eligible participants could be identified from those areas. In addition, difficulties with identifying potential candidates with gang affiliation or at risk of gang involvement pre-release from IDOC and problems with populating the program with offenders on probation presented difficulties in fully populating the program early on.
- Data collection efforts by CCJR proved challenging. CCJR researchers were not involved in the project until after the grant was approved and had limited interaction with the project prior to the selection of providers. However, CCJR was able to establish a means for participant-level data collection with the Reentry Liaison to initiate the collection process. Personnel transitions both at the CAGI program staff level and among provider staff also posed significant challenges to comprehensive data collection. The Reentry Liaison was heavily engaged in collecting data for the evaluation component. Her abrupt departure and transitioning those responsibilities to other CAGI staff presented challenges in maintaining consistent data collection. Perhaps partly as a result of this, some data (e.g., court sanctions and incentives and housing) were not consistently collected.

- Transitions at the provider-level, such as the departure of Christamore House, also posed challenges with the need to identify a new primary provider and the attendant need to collect comprehensive data. This development along with a change in Forest Manor partners during the first year represent significant changes to the program and may have contributed in some way to less effectiveness in reducing recidivism among participants. In addition, provider and personnel transitions, while unavoidable, also presented challenges for comprehensive data collection as new staff were likely unaware of complete participant-level information such as services received and outcomes such as employment status at program conclusion.

- Although not part of the CCJR evaluation, in their subgrantee proposals providers proposed to collect several performance metrics. Providers also included numerical information regarding some of these metrics in semi-annual reports. However, given CAGI staff transitions and disruption in collecting participant-level data from the providers, it is not possible to verify this information and as such these data should be viewed with some caution. A requirement for subgrantees to include a detailed data collection plan and periodic monitoring and verification of information collected by the primary grantee agency (in this case the CAGI steering committee) would serve the providers well.

Based on the lessons learned from this program, CCJR researchers make the following recommendations:

- Ensure at the outset of programming that program parameters are defined so that an adequate number of offenders meet eligibility requirements. The original parameters and means for identifying potential participants' pre-release from IDOC, probation, and from specific zip codes proved overly restrictive and not feasible. This resulted in a great deal of time and effort to expand and redefine eligibility.

- Engage the research partner as early as possible in the research process, preferably as the grant proposal is being developed to allow for development of reliable data collection strategies prior to program implementation.

- Begin procurement of all necessary data early. Bringing the research partner on early would allow for identification of relevant data and data collection planning from the outset. CCJR researchers and CAGI staff were heavily involved in sustained efforts to establish a comparison group and obtain recidivism data from the Justis system from the beginning of the project. These efforts ultimately paid off. However, final arrest/conviction data were not obtained until July 2011.

- Attempt to ensure as much continuity in provider and program staff as possible. Staff transitions are to a certain degree inevitable, but these changes posed a significant challenge to the overall data collection efforts.

- Finally, ensure that data collection procedures for proposed metrics in subgrantee applications are fully-fleshed out and that proposed performance metrics are accurately reported in semi-annual and final subgrantee reports.

COMPREHENSIVE ANTI-GANG INITIATIVE (CAGI) BACKGROUND

In many areas across the United States, gangs and gang-related activity remain a primary concern for law enforcement agencies and the public in general. Over the last several years in Indianapolis, law enforcement officials report that gang-related incidents are on the rise (Ryckaert, 2006). In late 2009, Indianapolis Metropolitan Police Department (IMPD) officials indicated that 150 gang-related arrests had been made that year, compared with only seven in 2006. At that time, IMPD reported that over 300 different gangs were operating in Marion County (Ryckaert & Murray, 2009).

In early 2006, the U.S. Department of Justice (DOJ) initiated the Comprehensive Anti-Gang Initiative (CAGI). The program was designed to support law enforcement in combating violent gang crime, as well as promote prevention efforts that discouraged gang involvement. The initiative grew out of Project Safe Neighborhoods (PSN). Begun in 2001, PSN is a nationwide program aimed at reducing gun and gang crime through support of existing local programs. PSN resources have been directed to a variety of uses; for instance, to hire new federal and state prosecutors, deter juvenile gun crime, develop and promote community outreach efforts, provide training, and support gang violence reduction strategies. With announcement of the CAGI program, DOJ dedicated $30 million in grant funding to support new and expanded anti-gang prevention and enforcement efforts. The new funds were intended to allow local PSN task forces to combat gangs by building on the effective strategies and partnerships developed under PSN. In May 2006, DOJ provided anti-gang resources for prevention, enforcement, and offender reentry efforts to six sites across the nation. In April 2007, CAGI was expanded to include four additional sites, one of which was

Indianapolis.[1] CAGI provided $2.5 million in targeted grant funding for a three-year period to each of the ten sites to implement a three-pronged strategy in response to gangs, as summarized below (U.S. Department of Justice, 2006; 2008):

- Prevention – Approximately $1 million in grants was made available per community to support comprehensive prevention efforts focused on reducing youth-gang crime and violence by addressing the range of personal, family and community factors that contribute to juvenile delinquency and gang activity.

- Law Enforcement – The program made available approximately $1 million in grants per community to help support enforcement programs that focused law enforcement efforts on the most significant violent gang offenders.

- Prisoner Reentry – Approximately $500,000 was made available per community to create reentry assistance programs with faith-based and other community organizations that provided transitional housing, job readiness and placement assistance, and substance abuse and mental health treatment to prisoners re-entering society.

Through collaboration between the U.S. Attorney's Office for the Southern District of Indiana, the City of Indianapolis/Marion County, and the Indiana Criminal Justice Institute, a steering committee was formed to plan and execute activities for the three-pronged approached focusing on prevention, law enforcement, and reentry programs to diminish gang activity in Indianapolis. The CAGI Steering Committee was comprised of representatives from the Indianapolis Mayor's Office, the Indianapolis Metropolitan Police Department (IMPD), the Marion County

[1] The 10 sites include Los Angeles, California; Tampa, Florida; Cleveland, Ohio; Dallas/Ft. Worth, Texas; Milwaukee, Wisconsin.; Eastern District of Pennsylvania's 222 Corridor; Rochester, New York.; Oklahoma City, Oklahoma; Indianapolis, Indiana; and Raleigh-Durham, North Carolina.

Prosecutor's Office, community leaders, and members of the faith community. Three subcommittees also were created to oversee the three initiatives (prevention/intervention, law enforcement, and reentry).

In July 2008, the Center for Criminal Justice Research (CCJR), part of the Indiana University Public Policy Institute, was engaged to serve as the research partner for CAGI. From the outset of the partnership, CCJR researchers actively participated with the CAGI Steering Committee and CAGI program staff in program implementation and, specifically, in providing input on how to handle challenges regarding implementation and data needs across the three areas of the initiative. CCJR made sustained efforts in all three areas to assist CAGI staff and providers in identifying and gathering necessary data for evaluation of the program.

INDIANAPOLIS CAGI REENTRY PROGRAM IMPLEMENTATION

The goal of the CAGI reentry program was to provide services to assist formerly incarcerated individuals with ties to gangs to refrain from criminal activity and avoid gang involvement. The pool of potential program participants was ex-offenders returning to targeted zip codes within Marion County from an Indiana state correctional facility. As stated in the CAGI proposal (Indianapolis, Indiana Comprehensive Anti-Gang Initiative Proposal, submitted to DOJ, April 2007), funding was to support "reentry assistance programs for formerly incarcerated individuals who are identified as present gang members or are at risk for future gang involvement."

The DOJ proposal outlined an approach to preventing recidivism that would utilize faith-based and community organizations, pre-release assessment and services, intensive community-based supervision and comprehensive community support to facilitate reintegration. During the pre-release phase, probation officers would coordinate and conduct pre-release planning for returning offenders and provide linkage to community service providers. Probation officers would then work in partnership with CAGI staff and service providers to assign a mentor to each individual.[2] Post-release services would be provided by a collaborative community team, including the CAGI Grant Coordinator and Reentry Liaison, faith-based and community organizations, neighborhood groups, and staff of the Marion County Superior Court.

Per an agreement with the Executive Committee of the Courts, offenders participating in the initiative would report to a single court, experienced in dealing with reentry issues. The Marion County Reentry Court (Reentry Court) would coordinate efforts of the Probation Department, the CAGI Reentry Liaison, and community service providers to hold program participants accountable while in the program. This would be accomplished by all Marion County courts giving the Reentry Court jurisdiction over all individuals participating in the program. The Reentry Court would be able to ensure that all participants are consistently monitored and held accountable for their actions by one court. The Reentry Court would meet with all participants on a regular basis, enforce sanctions for negative behavior and rewards for positive behavior, and implement early termination of probation for successful participants. The probation officer will take the lead in supervising the individual, monitoring compliance with appointments with treatment and other providers of services, and communicating with the Reentry Liaison. The Reentry Liaison will be responsible for coordinating with providers, coordinating with probation to obtain pre- and post- release needs assessment, and identifying and recruiting participants by establishing relationship and communications protocol with assigned corrections facility.

As stated in the proposal, the committee set a goal of reaching 100 high-impact gang members throughout the three-year award period. Eligible participants included incarcerated individuals with ties to gangs. Gang involvement could have begun prior to conviction, or while incarcerated. In addition, those deemed at high risk of gang involvement post-release were also eligible for the program. The goal of the network of service agencies and individual providers was to offer a range of services to assist the returning person in a successful re-integration into the community. Funding these partnerships would establish or enhance services

[2]Based on information provided to CCJR researchers, none of the CAGI participants were assigned mentors as described in the proposal.

that provide transitional housing, job readiness and placement assistance, and treatment of substance abuse and mental health. Community support and services, delivered through direct payments to service providers and a voucher system, was to include housing, transportation, career services, addiction and mental health, employment, faith-based mentors, domestic violence, parenting, anger management, family counseling, cognitive behavioral skills, life skills training, and motivational interviewing.

Finally, as detailed in the CAGI proposal, the Reentry Liaison would be responsible for identifying participants and coordinating their preparation for return to the community. The proposal also stated that the design of the program would be based on providing services beginning six months prior to an offender's release and six months after release.[3] As a result of this timeline, it was anticipated that the first group of participants would not be released until the beginning of the second year of the grant and the final group of offenders would be released to the community around mid-November 2009, graduating from the program in mid-March 2010.

With respect to a geographic service area, the Steering Committee concentrated CAGI resources on areas defined as high crime areas in Marion County with elevated predispositions for gang activity, based upon the type of crimes committed (drug crimes, crimes involving guns or other weapons, and other crimes of violence) and investigations that documented gang activity. To begin identifying specific target areas for the DOJ proposal, the Prevention and Reentry subcommittees identified faith-based and community organizations and schools with which they could potentially partner. The subcommittees also considered the existence of Weed & Seed programs to identify their target area. Both subcommittees decided

Map 1: CAGI Indianapolis reentry initiative target zip codes
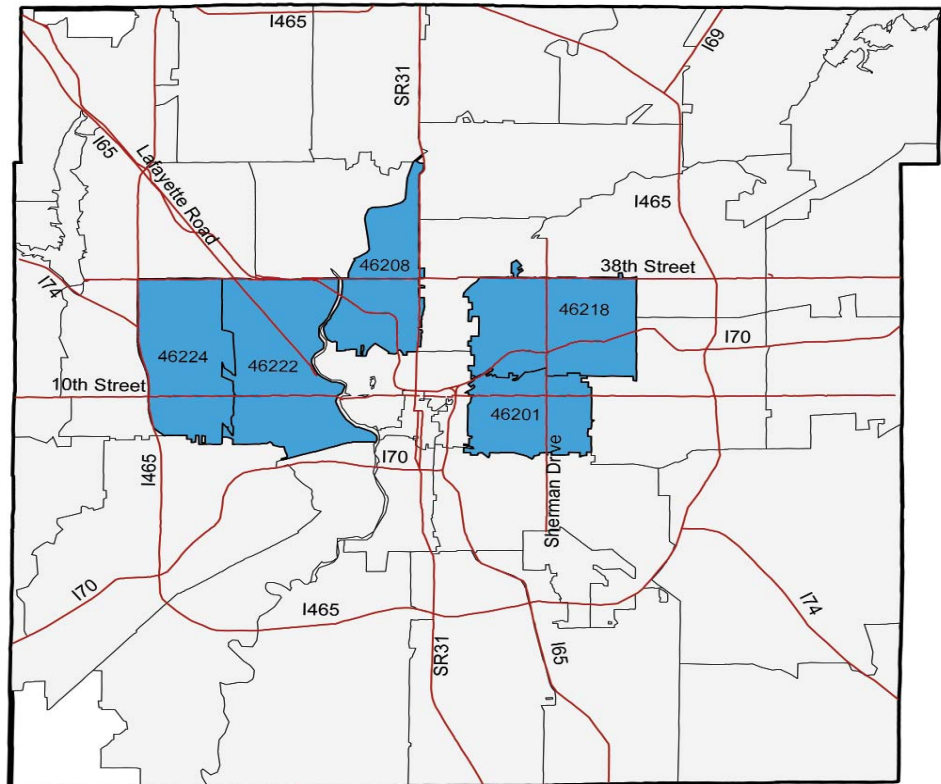
to set their boundaries, at the time of the CAGI proposal submission to DOJ, based on Indianapolis area zip codes 46201, 46208, 46218, 46222, and 46224, located on the east and west sides of the city (see Map 1).

With regard to CAGI program staff, a Grant Coordinator (Andrew Fogle) was hired in August 2008 and worked with CCJR throughout the course of the project. Another staff member, Kerry Davis, was hired several months later as the Reentry Liaison through April 2010.

CAGI reentry providers

The reentry subcommittee was charged with identifying programs that could provide services to participants, as outlined in the CAGI proposal, including job readiness and placement assistance, life skills training, substance abuse treatment, mental health services, and transitional housing. On June 17, 2008, a call for proposals was issued for programs, including potential coalitions of providers, to offer services to reentry program participants. In the fall of 2008, the CAGI reentry initiative contracted with two primary providers (Forest Manor and Christamore House) to provide an array of service to program participants. Grants were awarded for two one-year cycles: September 30, 2008 through October 1, 2009, and September 30, 2009 through October 1, 2010.

Services offered by the providers are summarized in program descriptions below. The brief summaries of each program are based on content from provider proposals and CAGI staff knowledge of each program. It should be noted that the CCJR evaluation strategy did not directly address whether program specific goals and objectives as outlined in the providers' grant proposals were achieved.

Each provider's proposed metrics are included below.

Forest Manor Multi-Service Center (Forest Manor) served as the CAGI reentry Eastside provider. For most of the program period, Bethlehem House offered services for the Westside participants. Christamore House was the original Westside provider, but indicated that it was no longer interested in continuing as a provider under the program and officially withdrew in the summer of 2009. Bethlehem House was originally a subcontractor/partner with Christamore House. The other remaining partners, Jobs Partnership and Circle City Fatherhood, indicated that they wished to continue the Westside initiative with Bethlehem House as the lead agency. Following Christamore House's withdrawal, Bethlehem House formally contracted to provide CAGI services on the Westside in September 2009.

Bethlehem House
The Bethlehem House proposal included a description of its history of providing services to "indigent substance abusers and persons living with HIV or AIDS who face homelessness, mental illness, or a history of incarceration." Services that Bethlehem House offers include one-on-one counseling, substance abuse and community support groups, and transportation. In the proposal, Bethlehem House indicated that it would establish a program specifically designed to provide holistic services to 25 offenders at a time, in partnership with other programs, including Jobs Partnership and Circle City Fatherhood Coalition.

The proposal also included a brief description of services to be provided by subcontractors. Bethlehem House would work with transitional housing units to provide necessary housing to a maximum

of 25 participants. The contract for these services would not exceed $18,700. Jobs Partnership would provide employment training, placement, and retention services for 25 participants with service fees not to exceed $17,875. Bethlehem House would provide substance abuse counseling to participants for not more than $15,175. Circle City Fatherhood would offer fatherhood and anger management classes as well as legal counseling for not more than $9,000.

Bethlehem House's proposal included a brief description of an evaluation plan that would measure participant outcomes and program effectiveness. The data collection narrative regarding the proposed evaluation included a brief description of pre-program interviews and monthly staff meetings with collaborating agencies to ascertain participant progress. The proposal also included the following outcome targets:

- 25 individuals would participate in case management services

- 90 percent of that those enter the program would graduate from the Jobs Partnership training program

- 80 percent would secure full-time employment at a livable wage

- 75 percent would not recidivate with a new crime arrest, fail a urine test, or violate probation requirements while participating in the program

- 80 percent would report an increase in crisis management behavior.

As shown in Table 1, Christamore House was awarded $80,750 for the first year, and only expended two percent ($1,335) prior to withdrawing from the program. Bethlehem House was also awarded $80,750 and drew down $13,725 (17 percent) of the award by the end of the first contract period. In October 2009, the Steering Committee renewed Bethlehem House's grant for $80,705, which was completely expended.

Table 1: Grants awarded to CAGI reentry providers and funds expended

	2008-2009		2009-2010	
CAGI providers	**Awarded**	**Spent**	**Awarded**	**Spent**
Christamore	$80,750	$1,335	NA	NA
Bethelehem House	$80,750	$13,725	$80,750	$80,750
Forest Manor	$80,750	$78,749	$80,750	$63,031
Total	**$242,250**	**$93,809**	**$161,500**	**$143,781**

Source: Indiana Criminal Justice Institute fiscal grant reporting

Note: In the summer of 2009, Christamore House indicated that it was no longer interested in participating in the CAGI program. Bethlehem House had originally served as a subcontractor/partner with Christamore House and became the new primary provider.

Forest Manor

Forest Manor's proposal briefly outlined services that would be offered as part of a "One Stop Shop" with two partners—Keys to Work and PACE/OAR. Forest Manor would be responsible for the following:

- Work readiness training
- Food pantry
- Homeless prevention services
- Mental health/social re-integration (anger management classes, substance treatment, drug testing, and drug abuse counseling)
- Supportive services and barrier removal
- Transportation assistance
- Basic life skills

The proposal included a brief description of services the partners would offer. Keys to Work would be responsible for computer training, including proficiency in Microsoft software, office work ethics, communication skills, and time management. PACE/OAR would be responsible for job placement services, GED preparation and testing, housing assistance, and substance abuse treatment. Each provider—Forest Manor, Keys to Work, and PACE/OAR—would receive up to $26,917. The proposal did not include proposed outcomes or plans to evaluate the program.

Prior to the conclusion of the 2008-2009 grant, Forest Manor informed the CAGI reentry subcommittee that it wished to terminate relationships with its partners at the time—PACE/OAR and Keys to Work. The provider indicated that an effective working partnership had not been established with its partners, that it was not satisfied with the level of service provision offered, and proposed to absorb the education, job training and readiness, and life style services provided by these partners. It proposed to partner with the following new service providers:

- ACC/Tech for specializing in residential and apartment maintenance training
- Martin University for provision of GED preparation, testing, and GED special accommodations eligibility testing
- Vocational Colleges of America Barber and Beauty School (providing educational training and certification in the barbering trade)

PACE/OAR's former director had recently become the Direct of Reentry Services for the City of Indianapolis and also assumed the reentry subcommittee co-chair position. Forest Manor's request was approved by the Steering Committee and did permit the dropping of the 2008-2009 partners and the addition of new service providers.

Forest Manor and its partners were awarded a grant of $80,750 during the first year and nearly all (98 percent) of these funds were expended (Table 1). In the second year, the provider's contract was renewed for $80,750 (with new partners), with 78 percent ($63,031) of the grant expended.

EVALUATION STRATEGY

The goal of the CCJR reentry evaluation was to evaluate the impact of CAGI programming on offenders with gang ties or deemed to be at high risk of gang activity. The strongest research design to evaluate the impact of a program is random assignment of participants to a treatment or control group. The nature of the program precluded random assignment. In the absence of random assignment, one can evaluate the impact of a program through a comparison group design. In this approach, an appropriate comparison group not receiving CAGI programming is identified. The identification of a relevant comparison group of offenders not receiving program services with which to compare outcomes presented somewhat of a challenge. Details of comparison group selection and characteristics are discussed below.

Given the resources available for the overall CAGI evaluation (including assessments of the prevention/intervention and law enforcement initiatives) it was not possible to conduct formal process evaluations of each CAGI reentry provider, which would involve assessing whether each program model was implemented as planned, whether the target population was reached, and the major challenges and successful strategies associated with each program implemented. CCJR researchers did accompany CAGI staff to numerous meetings with providers throughout the course of the project, primarily regarding participant tracking. At those times, providers gave updates regarding program activities, highlights, and anecdotal accounts of program challenges and successes.

Data collection

Throughout the course of the project, CCJR engaged in sustained efforts to obtain primary and secondary data for analyses. CCJR researchers frequently met with and maintained regular contact with CAGI program staff to ascertain program implementation progress, remain abreast of changing developments, and become familiar with available data for analysis. CCJR assisted CAGI staff in outlining detailed tasks for data collection and desired data deliverables. Researchers participated in numerous CAGI meetings regarding specific program areas and attended monthly CAGI Steering Committee meetings and also initiated meetings, in particular following CAGI staff transition in early 2010, with remaining staff and committee co-chairs to apprise the latter of project status and assist CAGI staff to complete data collection activities.

To conduct a program evaluation, CCJR researchers required participant-level information including demographic indicators, criminal history, program intervention, results, and new offense data. CCJR researchers worked closely with CAGI staff to identify key variables and develop a mechanism to collect comprehensive participant-level information, including participant background information and progress through CAGI programs—services received, program compliance, and completion. Initially, this information was collected via a master spreadsheet referred to as the *CAGI Reentry Participant Information Tracking Log.* Following CAGI staff transition in early 2010, additional data were entered into a data entry tool designed by a consulting firm (Phelco), extracted and delivered to CCJR researchers. The data were gathered by CAGI staff from a number of sources, including parole and probation officers, offender pre-sentencing investigation (PSI) reports, CAGI reentry program providers and case managers, and the court. CAGI participant-level data regarding most recent incarcerations was provid-

ed by the Indiana Department of Correction (IDOC). IDOC also provided the project with a dataset of offenders released under similar parameters to the CAGI group from which to generate a comparison group.

Traditionally, reentry programs often address issues such as stable employment and housing that help ex-offenders make successful, post-release transitions to living in their respective communities. Unfortunately, participant-level information regarding employment history (pre-incarceration), and living arrangements/home stability were not consistently collected and therefore were unavailable for analysis. The Reentry Liaison had initiated this collection process, but staff transitions made completion impossible. With respect to drug screen data, numerous attempts were made by both CCJR researchers and CAGI staff to obtain these from both the court and the laboratory conducting the testing, but without success. In addition, information on sanctions and incentives from the court were originally to be collected, however, comprehensive and consistent data regarding this aspect of the program were unavailable to CCJR researchers.

New arrest and conviction data were obtained from Marion County's Justis system. Obtaining the information required manually searching for each CAGI participant and comparison group member individually. Information was then recorded for each new arrest (excluding parole and probation violations) and any new convictions. Although each separate arrest incidence could have multiple charges, only the two most serious offenses were recorded for each arrest date. The date, nature of the charge at arrest, and its associated felony or misdemeanor level was recorded for each arrest incidence. Similar informa-

tion was recorded for each conviction. This procedure successfully identified all those with new arrests or convictions since beginning the CAGI program through July 1, 2011, with one exception. One CAGI participant was not able to be identified within the Justis system and is therefore excluded from the outcome tables.

Data analysis and reporting were to address the following information:

- Demographic characteristics, including age, race, and gang risk/involvement
- Criminal and incarceration history, including recent and most serious past offenses, felony charges, sentence information, and parole or probation release background and conditions
- Participant progress through CAGI reentry programs, including services received, program compliance, and completion
- Participant recidivism (re-arrests, charges, and convictions, including gang specific information when available, and technical violations) from the time of release from IDOC through July 1, 2011
- CAGI participant recidivism compared to a relevant comparison group

Challenges in program administration

A major challenge to the CAGI reentry initiative and to CCJR evaluation efforts was the issue of programs being sparsely populated during the first few months at the start of CAGI programming. As previously noted, the program was originally designed to serve 100 participants (50 on each side of the city) between the ages of 19 and 29, who were discharged from IDOC custody to the supervision of the Marion County Superior Court Probation Department. However, shortly after the program was initiated, it became apparent

that fully populating the program as originally proposed was not feasible.

The number of potential CAGI participants that would be deemed eligible (based on age, zip code, release to probation, and gang-affiliated designation by the IDOC) did not produce an adequate number of potential candidates from IDOC. To identify potential participants pre-release, IDOC Security Threat Group (STG) affiliation would need to be identified. A STG is a group of three or more individuals that engage in repeated disruptive or threatening behavior and/or have a common gang name and/or identifying symbols or signs. According to IDOC, a minimum of three STG indicators are required to designate gang affiliation. IDOC was unable to release STG information for any offender who had less than three identifiers. For example, a self-identified gang member without additional STG indicators would not be included on the list. In addition, presenting the program prior to release to probation became impractical since potential participants could come from prisons in the system that were located throughout the state, and individual release dates were often tentative due to several factors such as credits for time served.

Referral of potential candidates from probation also required permission of the offender, the offender's legal counsel, and the prosecutor to modify terms of probation. This proved overly burdensome, and as a result only eight participants were referred from probation during the entire CAGI programming period. To fully populate the program with gang involved or at-risk offenders, program eligibility was expanded to include offenders on parole. According to CAGI staff reporting, program staff coordinated meetings with the Director of Parole and Release Services for

the IDOC, the parole supervisor for Parole District 3 (Indianapolis area) and the chair of the Indiana Parole Board. An agreement was reached that would permit the Indiana Parole Board to recommend candidates for the initiative, and that upon successful completion of the program, the parolee would be eligible to be placed on non-reporting parole. This allowed a parole officer to recommend a parolee for the program and, if accepted and the parolee agreed, the Parole Board would make participation a part of his parole requirements.

Parole officers assigned to the Marion County Reentry Court in Superior Court, Criminal Division 14 were designated to oversee CAGI parole participants. With consent of both the IDOC Director of Parole and Release Services and the Parole District 3 supervisor, the parole officers were given the authority to transfer any potential candidate for the CAGI program into their respective caseloads once a parolee agreed to participate in the program. Transfer into the program only required that the parole officers request that the parolee's parole terms be modified by the Parole Board. Since the Parole Board could modify or change parole terms without any statutory or administrative conditions, modification was routinely granted when requested by the officers. Once parolees became eligible, both providers began to receive a larger number of participants.

The original age range requirements also were adjusted, with approval from the Steering Committee, to an upper limit of 35 years. Once the referral process and program eligibility guidelines were amended, potential CAGI participants were identified based on parole and probation (very limited) staff recommendations that took into account age, target zip

codes, and gang risk. The screening process also involved CAGI staff input (in consultation with parole and probation officers) when reviewing a potential candidate's appropriateness for program. Parole and probation officers were charged with identifying potential participant gang risk or affiliation. As reported by CAGI staff, parole and probation staff identified individual gang risk and/or involvement based primarily on their familiarity with offenders' criminal histories and an intimate knowledge of gang activity in CAGI neighborhoods, which repeatedly involved the same individuals committing gang-related crimes such as drug sales, weapons offenses, and burglary/robbery/theft.

Court processes and sanctions

The program was designed to provide reentry services to a total of 100 offenders over the course of the project—25 offenders each year per provider on the east and west sides of Indianapolis. As noted above, the program contracted with two primary providers capable of providing services to up to 25 offenders at a time. Program participants were also required to undergo periodic, random drug screening and to regularly attend the "Transitional Court Overseeing CAGI" (the Court). Judge Jose Salinas presided over this Court. Originally, participants were to be reviewed by the Court once a month with the providers regularly updating the Court on participant progress. Based upon the reentry court model, which held weekly hearings for its offenders, the Court requested that monthly court hearing dates be adjusted. It was agreed that the participants would attend court every two weeks at alternating provider locations and that the Court would meet with the providers, parole/probation officers, and CAGI staff prior to meeting with CAGI

participants. The Court hearing and staffing system was modified to have one group of participants attend Court on the first and third Monday of each month with staffing at that group's provider's offices. The other group attended Court the second and fourth Monday of each month with requisite staffing. As part of the Court process, incentives or sanctions were administered to participants. These were based primarily on adherence to program requirements as well as participant drug screen results (negative, positive, missed, or diluted). This information was critical to a comprehensive assessment of the program. However due to the abrupt departure of the Reentry Liaison (who was gathering this information) and despite attempts to gather Court information by remaining CAGI staff, this information was not comprehensively collected. CCJR also worked with CAGI staff to obtain drug screen results from the Court and laboratories responsible for testing, but without success.

Participant data

Between March 1, 2009 and May 31, 2010, 69 individuals were referred from parole (61) and probation (8) to the CAGI reentry program. These were the individuals that agreed to participate in the program. Other potential candidates were offered the program and CCJR attempted to have CAGI staff track this information in an effort to establish a potential comparison group. However, soon after the start of the program, this information was not systematically collected. Additionally, the identification process for potential participants became more fine-tuned and fewer offenders that were offered the program declined participation. As previously noted, eligibility for program participation was based on age (19 to 35 years of age),

residence in a target CAGI zip code, and risk of gang involvement. The following tables and discussion cover overall participant demographic information, gang risk and involvement, and criminal history, as well as current program status, program services received, and information regarding participant arrests since beginning the program.

Participant demographic attributes

The average age of participants at program entry was 26 years. In terms of age distribution among the participants, 48 percent were between 25 and 29 years old and 29 percent (20 out of 69) were ages 21 to 24 (see Table 2). Nine participants were 30 or older at the time of program entry, and seven were 20 or younger. The large majority (91 percent) of participants were African American, five were Caucasian, and one was Hispanic.

Participant-level data pertaining to educational attainment were provided by IDOC, as shown in Table 2. Overall, 52 percent of CAGI participants had a high school diploma or GED. One-third qualified for literacy/life skills or had a literacy level of grade 6 level or higher. Among both provider groups, the proportion of participants with a high school diploma or GED and literacy skills was similar to the overall share in these categories. Among Bethlehem House participants, 33 percent qualified for literacy/life skills or had a literacy level of grade 6 level or higher. Thirty-seven percent of Forest Manor participants reportedly had a similar literacy level.

Table 2: CAGI reentry participant demographic attributes

	All		Bethlehem House		Forest Manor	
Age	Count	%	Count	%	Count	%
20 or younger	7	10.1	5	19.2	2	4.7
21-24	20	29.0	5	19.2	15	34.9
25-29	33	47.8	14	53.8	19	44.2
30 or older	9	13.0	2	7.7	7	16.3
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**
Race/ethnicity	Count	%	Count	%	Count	%
African American/black	63	91.3	24	92.3	39	90.7
Caucasian/white	5	7.2	1	3.8	4	9.3
Hispanic	1	1.4	1	3.8	0	0.0
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**
Education (IDOC Academic Codes)	Count	%	Count	%	Count	%
Post secondary (A)	1	1.6	0	0.0	1	2.6
High School diploma or GED (B)	33	52.4	13	54.2	20	51.3
Literacy level grade 6 or higher (C)	10	15.9	5	20.8	5	12.8
Refused testing (F)	10	15.9	3	12.5	7	17.9
Qualified for literacy skills/life skills (G)	13	20.6	3	12.5	10	25.6
Unknown	2	3.2	2	8.3	0	0.0
Total participants	**69**	**109.5**	**26**	**108.3**	**43**	**110.3**

Source: CAGI Reentry Participant Information Tracking Log

Note: Age at CAGI program start date provided by CAGI staff.

Participant gang risk and involvement

Information regarding individual participant risk of gang involvement was gathered by CAGI staff from parole and probation officers. Parole and probation officers identified gang risk and/or involvement based primarily on offenders' criminal histories and their awareness of gang activity in identified neighborhoods (CAGI zip codes) that involved the same individuals in gang-related crimes associated with drugs, weapons, and burglary/robbery/theft. Other factors, including an offender's friends/family members' gang associations, tattoos and clothing, were also considered in parole and probation officer identification of gang involvement. As Table 3 demonstrates, 90 percent of participants (62 out of 69) had a history of gang involvement, with specific gang affiliation provided. In addition, 67 percent had family or friends associated with gangs, 45 percent possessed gang tattoos, 17 percent had

been observed wearing gang-specific clothing, and 15 percent were self-identified gang members. Eighty-six percent (37 out of 43) of Forest Manor participants reportedly had a history of specific gang involvement and 96 percent of Bethlehem House participants did. Table 3 also provides a list of specific gang affiliations. The most frequently mentioned gangs were *Gangster Disciples* (25 percent), followed by *Vice Lords* (15 percent), and *42nd and Post (Four Deuce)* (13 percent). As noted in the table, 22 percent were affiliated with "other" gangs, including *Aryan Nation, Gary (IN) Bronx, 38th Street, Bloods, Bronx Boys, Brown Pride/Sur 13, Crips, Haughville Syndicate, Hatian Mafia, Eastside Clips,* and *West Side Boyz*. Overall, these gang-related indicators demonstrate that the program served participants who either had a specific history of gang affiliation or were at high risk of gang involvement.

Table 3: CAGI reentry participant indicators of gang risk and involvement

	All		Bethlehem House		Forest Manor	
Indicators of gang risk/involvement	**Count**	**%**	**Count**	**%**	**Count**	**%**
History of gang involvement (specific gangs identified)	62	89.9	25	96.2	37	86.0
Family and/or friends associated with gangs	46	66.7	18	69.2	28	65.1
Tattoos	31	44.9	13	50.0	18	41.9
Gang clothing	12	17.4	3	11.5	9	20.9
Self-identified gang member	10	14.5	4	15.4	6	14.0
Total participants	**69**		**26**		**43**	
Specific gangs identified	**Count**	**%**	**Count**	**%**	**Count**	**%**
Gangster Disciples	17	24.6	11	42.3	6	14.0
Vice Lords	10	14.5	4	15.4	6	14.0
42nd and Post (Four Deuce)	9	13.0	1	3.8	8	18.6
Dirty Side Boyz	5	7.2	1	3.8	4	9.3
10th Street Hustler	3	4.3	0	0.0	3	7.0
34th Street	3	4.3	1	3.8	2	4.7
Other gangs	15	21.7	7	26.9	8	18.6
Gang name not indicated	7	10.1	1	3.8	6	14.0
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**

Source: CAGI Reentry Participant Information Tracking Log (compiled by CAGI staff from parole and probation officers)

Notes:
Multiple indicators of gang risk and involvement may have been identified per participant so percentages will not sum to 100.
"Other" gangs identified include *Aryan Nation, Gary (IN) Bronx, 38th Street, Bloods, Bronx Boys, Brown Pride/Sur 13, Crips, Haughville Syndicate, Hatian Mafia, Eastside Clips,* and *West Side Boyz.*

Participant prior offense history

As part of the overall data collection process, criminal and incarceration histories were requested from and provided by the IDOC. The participant-level information provided to CCJR researchers included the most recent offenses for which the participants were incarcerated, length of sentence, and prior convictions and offenses. As shown in Table 4, the majority of most recent incarcerations (78 percent) were for single charges with 22 percent having multiple charges listed. The most common recent offenses were cocaine possession (17 percent), followed by dealing cocaine (16 percent), and burglary or residential entry (14 percent). Only one participant was incarcerated for criminal gang activity. While the types of offenses were similarly distributed across provider groups, a much higher percentage of Bethlehem House participants were incar-cerated most recently for robbery (13 percent) or theft (9 percent) than Forest Manor participants (two or four, respectively). Among Forest Manor participants, 45 percent of recent offenses were drug-related, including 20 percent for possession of cocaine and 19 percent for dealing cocaine. Examples of "other" conviction offenses (14 percent) included criminal confinement, intimidation, neglect of dependent, and assisting a criminal. With regard to current offense severity, based on data provided from IDOC on partici-pants' most serious current offenses, 38 percent of participants had class B felonies. Thirty percent had class D felonies, slightly more than one-quarter had class C felonies, and 4 percent had class A felonies. As previously mentioned, the vast majority (88 percent) of program participants were parolees, and the remaining 12 percent were on probation.

Table 4: CAGI reentry participants' most recent incarcerations

	All		Bethlehem House		Forest Manor	
Most recent offenses	Count	%	Count	%	Count	%
Single charge	54	78.3	21	80.8	33	76.7
Multiple charges	15	21.7	5	19.2	10	23.3
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**
Types of offenses	Count	%	Count	%	Count	%
Possession of cocaine	15	17.4	4	12.5	11	20.4
Dealing cocaine	14	16.3	4	12.5	10	18.5
Burglary/residential entry	12	14.0	6	18.8	6	11.1
Weapons violation	7	8.1	4	12.5	3	5.6
Resisting law enforcement	6	7.0	2	6.3	4	7.4
Battery	6	7.0	2	6.3	4	7.4
Robbery	5	5.8	4	12.5	1	1.9
Theft	5	5.8	3	9.4	2	3.7
Criminal gang activity	1	1.2	1	3.1	0	0.0
Other	12	14.0	2	6.3	10	18.5
Other drug possession (e.g., marijuana)	3	3.5	0	0.0	3	5.6
Total number of offenses	**86**	**100.0**	**32**	**100.0**	**54**	**100.0**
Convictions (most serious offense)	Count	%	Count	%	Count	%
A felony	3	4.3	2	7.7	1	2.3
B felony	26	37.7	11	42.3	15	34.9
C felony	19	27.5	7	26.9	12	27.9
D felony	21	30.4	6	23.1	15	34.9
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**
Type of release	Count	%	Count	%	Count	%
Parole	61	88.4	23	88.5	38	88.4
Probation	8	11.6	3	11.5	5	11.6
Total participants	**69**	**100.0**	**26**	**100.0**	**43.0**	**100.0**

Source: Indiana Department of Correction

Based on participant criminal history information provided by IDOC, a large share of CAGI participants (42 percent) had at least one prior conviction (Table 5). Roughly one-quarter had no priors, while 28 percent had two or three prior conviction. A small number (4) had been convicted more than three times before the most recent conviction. The average number of prior convictions among the participants was 1.3. The majority of Bethlehem House participants had only one prior conviction, while 42 percent of those served by Forest Manor were convicted two or more times before the most recent incarcerations. The average length of sentence (most recent conviction) for the overall CAGI group was 4.5 years. Among Forest Manor participants, the average length of sentence was slightly higher (4.6 years) than among the Bethlehem House group (4.2 years).

Comparison group

The strongest research design to evaluate the impact of a program is random assignment of participants to a treatment and control group. The parameters for such groups would have been individuals released to CAGI providers and to providers that offered similar program services to those offered by CAGI providers. based on the CAGI program and included male offenders, ages 19 to 35 years of age (at the time of IDOC release) released to Marion County between January 1, 2009 and May 31, 2010, and to providers that offered similar program services to those offered by CAGI providers. However, random assignment was not possible in this case. The next best option is to identify a similar group for comparison. In an effort to establish a comparison group to evaluate the CAGI Reentry program, CCJR researchers and CAGI staff made numerous attempts between October 2009 and September 2010 to acquire data from the city's Marion County Reentry Service Provider Database that was being developed to include offender criminal history data and non-CAGI reentry program service information. The latter would have allowed CCJR researchers to essentially compare "apples to apples" and control for outcomes associated with those services, such as employment. Although CCJR researchers did eventually receive an

Table 5: Number of prior convictions for CAGI reentry participants

	All		Bethlehem House		Forest Manor	
Number of prior convictions	Count	%	Count	%	Count	%
No prior convictions	17	24.6	5	19.2	12	27.9
At least 1 prior conviction	29	42.0	16	61.5	13	30.2
2 or 3 prior convictions	19	27.5	4	15.4	15	34.9
More than 3 prior convictions	4	5.8	1	3.8	3	7.0
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**
Mean number of prior offenses	1.3		1.2		1.5	
Mean length of most recent sentence	4.5 years		4.2 years		4.6 years	

Source: Indiana Department of Correction

Note: Prior convictions refers to any convictions preceding the offense or offenses for which participants were on probation or parole.

extract from this database, preliminary analysis indicated that there were serious inconsistencies in the data. For example, not all CAGI reentry participants were able to be identified in the database.

Because efforts to identify an appropriate comparison group from the Marion County database proved unsuccessful, in December 2010, CCJR researchers approached IDOC with a request to generate a comparison group based on the following broad parameters: *male offenders ages 19 to 35 (at the time of release) released from IDOC to Marion County between January 1, 2009 and May 31, 2010.* IDOC was able to assist the project and provided a list of 1,080 offender releases based on these parameters that included demographic information (race/ethnicity, age at release, basic educational attainment information) and offense data, including

most serious offenses and felony level. It was not possible to obtain previous offenses as this would have required a manual search of IDOC's databases and would have been overly time-consuming for 1,080 offenders.

From the data provided by IDOC, CCJR researchers were able to generate a one-to-one matched comparison group based on offenders' race/ethnicity, age at release from IDOC, most serious current offense type, offense severity (felony level), and education level as reported by IDOC. Tables 6 and 7 present information on these parameters for the CAGI and comparison groups.

As Table 6 illustrates, using IDOC data, CCJR researchers were able to establish a comparison group that closely mirrored the CAGI group in terms of race/ethnicity. Although the distribution

Table 6: CAGI participant and comparison group profiles

	CAGI participants		Comparison group	
Race/ethnicity	**Count**	**%**	**Count**	**%**
African American/black	63	91.3	63	91.3
Caucasian/white	5	7.2	5	7.2
Hispanic	1	1.4	1	1.4
Total participants	**69**	**100.0**	**69**	**100**
Age at release from IDOC	**Count**	**%**	**Count**	**%**
20 or younger	7	10.1	3	4.3
21-24	23	33.3	28	40.6
25-29	29	42.0	30	43.5
30 or older	10	14.5	8	11.6
Total participants	**69**	**100.0**	**69**	**100.0**
Average age at release from IDOC	**25.8**		**26.0**	
Education (IDOC Academic Codes)	**Count**	**%**	**Count**	**%**
Post secondary (A)	1	1.4	2	2.9
High School diploma or GED (B)	33	47.8	30	43.5
Literacy level grade 6 or higher (C)	10	14.5	5	7.2
Refused testing (F)	0	0.0	3	4.3
Qualified for literacy skills/life skills (G)	10	14.5	9	13.0
Unknown	13	18.8	18	26.1
Unknown	2	2.9	2	2.9
Total participants	**69**	**100.0**	**69**	**100.0**

Source: Indiana Department of Correction

of age categories differed slightly, overall the average age at release from IDOC of both groups was nearly identical, 26 years. The two groups were also fairly well matched on education level, with 33 in the CAGI group and 30 in the comparison group reportedly having a high school diploma or GED. Twenty-nine percent in the CAGI group and 20 percent in the comparison group either had a literacy level at the sixth grade level or higher or qualified for literacy life skills.

Based on IDOC data provided, CCJR also was able to generate a comparison group with an identical distribution of offense severity (felony conviction levels).

Three in each group were convicted on A felonies, 26 on B, 19 on C, and 21 on D felonies. Table 7 presents these data as well as the most serious offenses. Similarly, IDOC data allowed CCJR to match offense types on a one-to-one basis. Most serious offenses among 41 percent of individuals in each group were drug-related (15 in each for dealing cocaine and 13 for possession of cocaine). In cases when the offense was not identical, such as assisting a criminal, CCJR identified an offender from the comparison pool with a similar conviction (e.g., aid in cause offense) that matched closely on other variables (race/ethnicity, age, felony level, and educational attainment).

Table 7: CAGI participant and comparison group criminal history

	CAGI Participants		Comparison Group	
Convictions (most serious offense)	**Count**	**%**	**Count**	**%**
A felony	3	4.3	3	4.3
B felony	26	37.7	26	37.7
C Felony	19	27.5	19	27.5
D Felony	21	30.4	21	30.4
Total participants	**69**	**100.0**	**69**	**100.0**
Most serious offense	**Count**	**%**	**Count**	**%**
Dealing cocaine	15	21.7	15	21.7
Possession of cocaine	13	18.8	13	18.8
Burglary	6	8.7	6	8.7
Robbery	5	7.2	6	8.7
Domestic battery	4	5.8	4	5.8
Residential entry	3	4.3	3	4.3
Resisting law enforcement	3	4.3	2	2.9
Theft/receiving stolen property	3	4.3	3	4.3
Assisting a criminal	2	2.9		0.0
Aid in cause offense		0.0	2	2.9
Carrying handgun without a license	2	2.9	2	2.9
Possession of firearm within one mile of a school	2	2.9	2	2.9
Intimidation	2	2.9	3	4.3
Criminal confinement	1	1.4		0.0
Possession of marijuana	2	2.9	2	2.9
Aggravated battery	1	1.4	1	1.4
Conspiracy	1	1.4	1	1.4
Dealing marijuana	1	1.4	1	1.4
Forgery	1	1.4	1	1.4
Voluntary manslaughter	1	1.4	1	1.4
Neglect of dependent	1	1.4		0.0
Attempt to commit felony		0.0	1	1.4
Total participants	**69**	**100.0**	**69**	**100.0**

Source: Indiana Department of Correction

Program services

Overall, services offered by both primary providers included case management, work-readiness training, career counseling, job placement and follow-up, basic life skills training, transitional housing/homeless prevention, mental health counseling, and substance abuse services. Each primary provider also subcontracted some services.

The categories of services received by CAGI participants were created to mirror those in the Marion County Reentry Service Provider Database, in anticipation of CCJR researchers being able to compare CAGI participants to a comparison group of ex-offenders generated from this data source. As shown in Table 8, nearly three-quarters of CAGI reentry participants received mental health services and most who received this type of service were assigned to Forest Manor. Roughly one-half received job preparation services, 42 percent were offered job skills training, again both mainly from Forest Manor. Forty-eight percent of participants received substance abuse services, with the majority assigned to Bethlehem House. Bethlehem House also provided mentoring services to 18 of the 22 participants that received this type of service. Bethlehem House services were concentrated in social services—mental health, mentoring, and substance abuse services. Forest Manor services were concentrated in the areas of employment and mental health services.

Table 8: Program services delivered to CAGI participants, by primary provider

	All		Bethlehem House		Forest Manor	
	Count	%	Count	%	Count	%
Administrative						
Case Management	69	100.0	26	100.0	43	100.0
Education						
GED	5	7.2	1	3.8	4	9.3
Post high school	1	1.4	0	0.0	1	2.3
Employment						
Intake/assessment	1	1.4	0	0.0	1	2.3
Job preparation	33	47.8	3	11.5	30	69.8
Job skills training	29	42.0	3	11.5	26	60.5
Placement	10	14.5	3	11.5	7	16.3
Social Services						
Anger management	1	1.4	1	3.8	0	0.0
Mental health	50	72.5	10	38.5	40	93.0
Mentoring	22	31.9	18	69.2	4	9.3
Substance abuse	33	47.8	24	92.3	9	20.9
Housing services	3	4.3	1	3.8	2	4.7
Transportation	1	1.4	0	0.0	1	2.3
Total participants	**69**		**26**		**43**	

Source: CAGI Reentry Participant Information Tracking Log (compiled by CAGI staff)

Note: All participants assigned to each provider received case management services.

Table 9 presents program services delivered to CAGI participants by sub-providers as reported to CAGI staff. CCJR had some concerns regarding whether the participant-level information gathered was complete and comprehensive. As such, the results presented here should be viewed with this limitation in mind. Bethlehem House subcontracted with Circle City Fatherhood for a number of social services and Jobs Partnership for employment-based services. Fifty-eight percent of Bethlehem House participants received job preparation services through Jobs Partnership and roughly one-third received job skills training and placement services. Bethlehem House also relied on Circle City Fatherhood to provide mentoring services to the majority of participants. Forest Manor worked with Keys to Work and PACE/OAR in the first year and Martin University and ACC/Tech in the second year of programming. Based on information collected by CAGI staff, Forest Manor relied on subcontractors primarily for employment-related services, such as job preparation and job skills training.

Both providers also offered supplemental support to participants through the use of "barrier buster funds." CAGI staff reported that 19 of 26 participants at Bethlehem House were given bus passes, two received eye exams, one was offered housing services, and one participant received support for technical training. Barrier buster fund services used by Forest Manor appear to be concentrated among a few participants. Three received substance abuse treatment, one attended barber school, and one participant's driver's license reinstatement fees were covered by barrier buster funds. It should be noted, that due to provider staff transitions, the reporting of these services may be incomplete.

The collection of employment data is critical as studies have shown that this factor is key in reducing the likelihood of

Table 9: Program services delivered to CAGI participants, by subproviders

| | | | Bethlehem House | | | | Forest Manor | | | | | | |
| | | | Circle City Fatherhood | | Jobs Partnership | | Keys to Work | | PACE/OAR | | ACC/Tech | | Martin University | |
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Administrative														
Case management	2	2.9	0	0.0	1	3.8	0	0.0	1	2.3	0	0.0	0	0.0
Education														
GED	4	5.8	0	0.0	0	0.0	0	0.0	3	7.0	0	0.0	1	2.3
Employment														
Intake/assessment	3	4.3	0	0.0	0	0.0	0	0.0	3	7.0	0	0.0	0	0.0
Job preparation	36	52.2	0	0.0	15	57.7	8	18.6	13	30.2	0	0.0	0	0.0
Job skills training	29	42.0	0	0.0	8	30.8	11	25.6	9	20.9	1	2.3	0	0.0
Placement	12	17.4	0	0.0	9	34.6	0	0.0	3	7.0	0	0.0	0	0.0
Social Services														
Family issues	7	10.1	7	26.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Mentoring	21	30.4	21	80.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Financial literacy	9	13.0	1	3.8	8	30.8	0	0.0	0	0.0	0	0.0	0	0.0
Total participants	**69**		**26**		**26**		**43**		**43**		**43**		**43**	

Source: CAGI Reentry Participant Information Tracking Log (compiled by CAGI staff)

recidivism. However, as previously noted, CCJR had concerns about the comprehensive and complete collection of these data by CAGI staff via provider interviewers. As shown in Table 10, based on information collected by CAGI staff from providers, 35 percent of all participants were reportedly employed at the conclu-

sion of the reentry program. Providers indicated they were unaware of the employment status of approximately 20 percent of participants, and 45 percent were unemployed. Among the providers, the rate of reported employment was slightly higher for Forest Manor (37 percent) than Bethlehem House (31 percent).

Table 10: Employment status of offenders at end of CAGI programming

Employment Status	All		Bethlehem House		Forest Manor	
	Count	%	Count	%	Count	%
Employed	24	34.8	8	30.8	16	37.2
Unemployed	31	44.9	14	53.8	17	39.5
Unknown	14	20.3	4	15.4	10	23.3
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**

Source: CAGI Reentry Participant Information Tracking Log (compiled by CAGI staff)

RESULTS

Participant Program Status

As shown in Table 11, 28 participants (41 percent) graduated from the CAGI program. Graduation from the program required a participant to remain in compliance with the assigned providers' programs by keeping appointments, bi-weekly court appearances, maintaining negative drug screen results, and either actively seeking employment or securing a job. Twenty-seven participants (39 percent) were terminated from the program. The most common reasons for termination included re-arrest or repeated failure to comply with program requirements. Nine participants were transferred to Judge Salinas's reentry court for service provision that better fit their needs. A few participants were transferred to different parole districts during the course of the program, and two withdrew following completion of their required parole terms.

Most (62 percent) participants received services through the Forest Manor Multi-Service Center. Bethlehem House served as primary provider for 26 of all participants. Bethlehem House became the primary CAGI provider on the Westside after Christamore House (the original Westside provider) discontinued providing CAGI reentry services. As shown in Table 11, participant program status by provider did not vary greatly from the overall group. A slightly higher percentage graduated from Forest Manor.

Participant and comparison group recidivism

With assistance from IDOC, CCJR researchers established a group comprised of offenders with similar demographic traits and criminal histories. Table 12 presents results of data collected from the Justis system regarding new arrests among CAGI participants and comparison group individuals. These data do not include parole or

Table 11: CAGI reentry participant program status by primary service provider

	All		Bethlehem House		Forest Manor	
Program Status	Count	%	Count	%	Count	%
Graduated	28	40.6	10	38.5	18	41.9
Terminated	27	39.1	11	42.3	16	37.2
Transferred to Reentry Court	9	13.0	4	15.4	5	11.6
Transferred to alternate parole district	3	4.3	0	0.0	3	7.0
Withdrew from program following completion of required parole term	2	2.9	1	3.8	1	2.3
Total participants	**69**	**100.0**	**26**	**100.0**	**43**	**100.0**

Source: CAGI Reentry Participant Information Tracking Log (compiled by CAGI staff)

Table 12: CAGI reentry participant and comparison groups with new arrest

	CAGI participants		Comparison group		Total	
New Arrest	Count	%	Count	%	Count	%
No	15	22.1	23	33.3	38	27.7
Yes	53	77.9	46	66.7	99	72.3
Total	**68***	**100.0**	**69**	**100.0**	**137**	**100.0**

Source: Justis Database

Notes: Difference in likelihood of arrest not statistically significant at $p < .05$ in z-score test of proportions.
Does not include parole or probation violations only arrests for new crimes.
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.

probation violations, only arrests for new crimes. Based on the data collected, 53 of 68 (78 percent) of CAGI participants had a new arrest. Among the comparison group, two-thirds (46 out of 69) were re-arrested between release from IDOC and the date of data collection (July 1, 2011). There was no statistically significant difference between in the two groups in the likelihood of re-arrest. It should be noted that CCJR did not collect or receive any information on reentry services that might have been consumed by individuals in the comparison group.

Types of crimes

The most common types of new crimes that CAGI participants were arrested for were traffic violations (59 percent), disorderly conduct/resisting law enforcement (29 percent), possession of cocaine or narcotics (27 percent), felony battery (24 percent), and theft/receiving stolen parts (21 percent) (Table 13). Battery charges at the felony level were more common among CAGI participants than the comparison group (12 percent). Weapons violation arrests were also higher among CAGI par-

Table 13: Types of crimes for CAGI participant and comparison group new arrests

New crime	CAGI participants		Comparison group		Total	
	Count	%	Count	%	Count	%
Traffic violation	40	58.8	30	43.5	70	51.1
Disorderly conduct/resisting law enforcement	20	29.4	17	24.6	37	27.0
Possession of cocaine or narcotic (felony)	18	26.5	15	21.7	33	24.1
Battery (felony)	16	23.5	8	11.6	24	17.5
Theft/receiving stolen parts	14	20.6	12	17.4	26	19.0
Battery (misdemeanor)	13	19.1	16	23.2	29	21.2
Weapons violation	12	17.6	3	4.3	15	10.9
Criminal trespass/burglary/residential entry	10	14.7	10	14.5	20	14.6
Possession of other drug (misdemeanor)	8	11.8	10	14.5	18	13.1
Dealing in cocaine or narcotic (felony)	6	8.8	9	13.0	15	10.9
Possession of other drug (felony)	6	8.8	6	8.7	12	8.8
Intimidation/criminal confinement	6	8.8	4	5.8	10	7.3
Criminal recklessness/criminal mischief	5	7.4	4	5.8	9	6.6
Public intoxication	3	4.4	8	11.6	11	8.0
Robbery	3	4.4	5	7.2	8	5.8
Dealing in other drugs	1	1.5	2	2.9	3	2.2
Other	14	20.6	10	14.5	24	17.5
Total	**68***		**69**		**137**	

Source: Justis Database

Notes: Includes only two most serious offenses as determined at time of new arrest.
Does not include parole or probation violations only arrests for new crimes.
Felony or misdemeanor refers to the class of offense as listed at time of arrest, which may have later been changed by the prosecutor.
"Other" types of crimes include computer trespass, assisting a criminal, criminal conversion, criminal deviate conduct, escape, false reporting or informing, invasion of privacy, neglect of a dependent child, obstruction of justice, patronizing a prostitute, refusal to provide, strangulation, unlawful use of body armor, and visiting a common nuisance.
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.

ticipants (18 percent) than among the comparison group (4 percent). A slightly higher share of comparison group individuals (13 percent) were arrested for dealing cocaine or narcotics than CAGI participants (9 percent). A higher percent of comparison group offenders (12 percent) were also arrested for public intoxication than CAGI individuals (4 percent). None of these proportional differences were statistically significant.

As shown in Table 14, the mean number of new arrests was higher for CAGI participants (1.96) than among the comparison group (1.65), but this was not a statistically significant difference. Fifteen of CAGI participants were not arrested for new crimes during the period between release from IDOC and July 1, 2011, compared with 23 individuals in the comparison group. Just over one-quarter of CAGI participants (18 out of 68) had one new arrest and 19 percent (13 out of 68) had two new arrests. Twenty CAGI participants had three to five new arrests compared with 18 among the comparison group. Both sets included two individuals with six or more new arrests. While CAGI participants had a higher rate of re-arrest overall, the distribution in terms of number of new arrests does not differ greatly between the two groups, and the differences were not statistically meaningful.

Table 14: Number of separate new arrests for CAGI reentry participants and comparison group

Number of new arrests	CAGI participants		Comparison group		Total	
	Count	%	Count	%	Count	%
0	15	22.1	23	33.3	38	27.7
1	18	26.5	15	21.7	33	24.1
2	13	19.1	11	15.9	24	17.5
3 to 5	20	29.4	18	26.1	38	27.7
6 or more	2	2.9	2	2.9	4	2.9
Total	**68***	**100.0**	**69**	**100.0**	**137**	**100.0**
Mean	**1.96**		**1.65**			

Source: Justis Database

Notes: Difference in mean number of arrests not statistically significant at .05 level in independent sample t-test.
The number of new arrests refers to the number of separate arrest dates rather than the number of charges.
Does not include parole or probation violations only arrests for new crimes.
Includes only two most serious offenses as determined at time of new arrest.
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.

Table 15 presents the level of most serious offenses at re-arrest among CAGI participants and the comparison group. Fifty-seven percent (39 of 68) of CAGI participants were arrested on new felony charges and 14 of 68 (21 percent) on new misdemeanor charges. The overall rate of felony arrests was nearly identical among comparison group individuals—55 percent. However, 17 CAGI participants were arrested on A or B felonies compared with 12 from the comparison group. With regard to misdemeanor level arrests, 14 (21 percent) of CAGI participants and 12 percent (8 out of 69) comparison group offenders were charged at that level. The majority in both groups were arrested at the misdemeanor A level. However, the group differences were not significant in a statistical sense.

Table 16 presents new arrests among CAGI participants by program graduation status and provider. Among those that graduated from Bethlehem House, 78 percent were arrested, and 81 percent of non-graduates were arrested. The same proportion of Forest Manor graduates (78 percent) were arrested, and a slightly lower percentage percent of non-graduates (76 percent) that received services from this provider were arrested. The difference in the likelihood of arrest by provider for graduates was not statistically significant.

Table 15: Level of most serious offense at re-arrest

New arrest level	CAGI participants		Comparison group		Total	
	Count	%	Count	%	Count	%
A felony	7	10.3	5	7.2	12	8.8
B felony	10	14.7	7	10.1	17	12.4
C felony	6	8.8	4	5.8	10	7.3
D felony	16	23.5	22	31.9	38	27.7
A misdemeanor	12	17.6	7	10.1	19	13.9
B misdemeanor	1	1.5	1	1.4	2	1.5
C misdemeanor	1	1.5	0	0.0	1	0.7
No new arrest	15	22.1	23	33.3	38	27.7
Total	**68***	**100.0**	**69**	**100.0**	**137**	**100.0**
Average number of felonies	**1.49**		**1.25**			

Source: Justis Database

Notes: Felony or misdemeanor refers to the class of offense as listed at time of arrest, which may have later been changed by the prosecutor.
Does not include parole or probation violations only arrests for new crimes.
Includes only two most serious offenses as determined at time of new arrest.
Mean number of felonies not statistically significantly different between CAGI participants and comparison group in an independent sample t-test at .05 level
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.

The percent of CAGI participants and comparison group members with new convictions or cases pending are presented in Table 17. Two-thirds of CAGI participants had a new conviction or case pending against them. A slightly lower percentage of the comparison group (58 percent) had a pending case or new conviction. The difference in the likelihood of no new conviction between CAGI participants and individuals in the comparison group was not statistically significant.

Table 16: New arrests for CAGI participants by program completion and reentry provider

| | Graduated | New arrest | | | | Total |
| | | No | | Yes | | |
		Count	%	Count	%	Count
	Yes	2	22.2	7	77.8	14
Bethlehem House	No	3	18.8	13	81.2	11
	Total	5	20.0	20	80.0	25*

| | Graduated | No | | Yes | | Total |
		Count	%	Count	%	Count
	Yes	4	22.2	14	77.8	13
Forest Manor	No	6	24	19	76.0	30
	Total	10	23.3	33	76.7	43

Source: Justis Database

Notes: "No" for graduated refers to termination, transfer to another parole district, transfer to reentry, or withdrawal due to completion of parole term.
Does not include parole or probation violations only arrests for new crimes.
Difference in likelihood of arrest by provider for graduates not statistically significant at p <.05 in z-score test of proportions.
*One CAGI participant was unable to be located in the Justis database and is therefore not included in this table.

Table 17: Percent of CAGI reentry participants and comparison group with new convictions or cases pending

| | CAGI participants | | Comparison group | | Total | |
New conviction	Count	%	Count	%	Count	%
No	23	33.8	29	42.0	52	38.0
Yes / pending	45	66.2	40	58.0	85	62.0
Total	**68***	**100.0**	**69**	**100.0**	**137**	**100.0**

Source: Justis Database

Notes: Difference in likelihood of having no new conviction between CAGI reentry participants and comparison group not statistically significant at p <.05 in z-score test of proportions.
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.

Table 18 presents the level of most serious convictions as well as pending and dismissed cases. Thirty-five percent (24 out of 68) CAGI participants were convicted on felony charges and 18 of 69 (26 percent) individuals from the comparison group were convicted at the felony level. Among CAGI participants, 13 (19 percent) were convicted at the misdemeanor level and 10 (15 percent) comparison group offenders were convicted at this level. Twelve percent (8 out of 68) of cases among CAGI participants and 17 percent (12 out of 69) of comparison group members were pending at the time of data collection. Similarly, 12 percent of CAGI participant cases were dismissed and seven percent of comparison group cases were dismissed. The average number of cases among the CAGI participants was 3.28 and 2.98 among the comparison group members. The mean number of cases per individual was not statistically different between the two groups.

As shown in Table 19, the rate of new felony convictions or cases pending was slightly higher among the comparison group (44 percent) than CAGI participants (40 percent). Sixty percent of CAGI individuals did not have a new felony conviction or case pending against them, compared to 57 percent of the comparison group did not. There was no statistically significant difference in the likelihood of having no new felony convictions between CAGI participants and the comparison group.

Table 18: Level of most serious new conviction

Outcome/conviction level	CAGI participants		Comparison group		Total	
	Count	%	Count	%	Count	%
A felony	1	1.5	2	2.9	3	2.2
B felony	6	8.8	3	4.3	9	6.6
C felony	6	8.8	1	1.4	7	5.1
D felony	11	16.2	12	17.4	23	16.8
A misdemeanor	10	14.7	7	10.1	17	12.4
B misdemeanor	3	4.4	1	1.4	4	2.9
C misdemeanor	0	0.0	2	2.9	2	1.5
Pending	8	11.8	12	17.4	20	14.6
Dismissed	8	11.8	6	8.7	14	10.2
No new case	15	22.1	23	33.3	38	27.7
Total	**68***	**100.0**	**69**	**100.0**	**137**	**100.0**
Average number of cases**	**3.28**		**2.98**			

Source: Justis Database

Notes: Does not include parole or probation violations only arrests for new crimes.
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.
**Mean number of separate cases in Justis system per individual not statistically significantly different between CAGI participants and comparison group in an independent sample t-test at .05 level.

Table 19: Percent of CAGI reentry participants and comparison group with new felony convictions or cases pending

New felony conviction	CAGI participants		Comparison group		Total	
	Count	%	Count	%	Count	%
No	41	60.3	39	56.5	80	58.4
Yes / pending	27	39.7	30	43.5	57	41.6
Total	**68***	**100.0**	**69**	**100.0**	**137**	**100.0**

Source: Justis Database

Notes: Difference in likelihood of having no new felony conviction between CAGI reentry participants and comparison group not statistically significant at p <.05 in z-score test of proportions.
*One CAGI participant was unable to be located in the Justis database and therefore is not included in these tables.

Provider reported outcomes

CCJR researchers obtained copies of semi-annual progress reports submitted by Bethlehem House and Forest Manor to ICJI. It appears that only one of four required reports for the two-year programming period were submitted by each provider. For its final semi-annual progress report (ending July 20, 2010), Forest Manor included anecdotal accounts of problems encountered, such as with the original service partners, and perceived successes. The provider also reported that (among 22 participants for the reporting period) 77 percent of participants successfully completed the program, 71 percent were successfully employed, 100 percent completed job readiness training, and 3 participants enrolled in occupational/vocation training. Reporting by Bethlehem House was very brief and mostly anecdotal. The provider indicated that 68 percent of participants were able to gain employment, while 55 percent were able to secure and maintain employment, and 30 percent engaged in other programming to supplement primary provider services. This information should be viewed with some caution as it is not possible to verify, and suggests a need to ensure the required submission of sub-grantee reports.

With respect to the target population served by the CAGI program, gang indicators demonstrate that the program served participants who either had a specific history of gang affiliation or were at high risk of gang involvement. Based on information solely provided by probation and parole officers, 90 percent of participants (62 out of 69) had a history of gang involvement, with specific gang affiliation provided. In addition, 46 had family or friends associated with gangs, 31 possessed gang tattoos, 12 had been observed wearing gang-specific clothing, and 10 were self-identified gang members.

The most common type of prior offenses among participants were for cocaine possession (17 percent), followed by dealing cocaine (16 percent), and burglary or residential entry (14 percent). Only one participant was charged with criminal gang activity. A large share of CAGI participants (42 percent) had at least one prior conviction. Roughly one-quarter had no prior offenses, while 28 percent had two or three prior convictions.

Overall, 41 percent of participants (28 of 69) graduated from the CAGI program. Twenty-seven participants (39 percent) were terminated from the program. Nine participants were transferred to reentry court; three participants were transferred to alternate parole districts, and two withdrew following completion of required parole terms.

Based on information collected by CAGI staff from providers, 35 percent of all participants were reportedly employed at the conclusion of reentry program. Providers indicated 45 percent were unemployed but they were unaware of the employment status of approximately 20 percent of participants.

Based on the Justis data collected, 53 of 68 (78 percent) of CAGI participants had a new arrest. Among the comparison group, two-thirds (46 out of 69) were re-arrested between release from IDOC and the date of data collection. Fifteen of CAGI participants were not arrested for new crimes compared with 23 individuals in the comparison group. Just over one-quarter of CAGI participants (18 out of 68) had one new arrest and 19 percent (13 out of 68) had two new arrests. There were no statistically significant differences in the likelihood of re-arrest between the CAGI and comparison groups.

The most common types of new crimes that CAGI participants were arrested for were traffic violations (59 percent), disorderly conduct/resisting law enforcement (29 percent), possession of cocaine or narcotics (27 percent), felony battery 24 percent), and theft/receiving stolen parts (21 percent). Battery charges at the felony level were more common among CAGI participants than the comparison group (12 percent). Weapons violation arrests were also higher among CAGI participants (18 percent) than among the comparison group (4 percent). A slightly higher share of comparison group individuals (13 percent) were arrested for dealing cocaine or narcotics than CAGI participants (9 percent). The average number of cases was 3.28 for the CAGI group and 2.98 among the comparison group. However, the mean number of cases per individual was not statistically different between the two groups.

Fifty-seven percent (39 of 68) of CAGI participants were arrested for new felony charges and 14 of 68 (21 percent) on new misdemeanor charges. The overall rate of felony arrests was nearly identical among comparison group individuals—55 per-

cent. However, 17 CAGI participants were arrested for A or B felonies compared with 12 from the comparison group. The mean number of felonies was not statistically significantly different between the two groups.

A higher percentage of CAGI participants (35 percent) were convicted on felony charges than individuals from the comparison group (26 percent). Among CAGI participants, 13 (19 percent) were convicted at the misdemeanor level and 10 (15 percent) comparison group offenders were convicted at this level. Similarly, 12 percent of CAGI participant cases were dismissed and 7 percent of comparison group cases were dismissed.

Based on CCJR analysis, there were no statistically significant differences in the likelihood of re-arrest or conviction between the CAGI and comparison groups. There were clear challenges to the implementation of the CAGI reentry program, including changes in primary providers as well as sub-contractors. The lack of continuity in service provision could have impacted overall CAGI participant outcomes. However, in the absence of any data regarding services received by individuals in the comparison group, caution should be taken in drawing conclusions regarding re-arrest and conviction outcomes.

There were clear challenges associated with implementation of CAGI reentry initiatives. The specification of the five zip codes in the application to DOJ proved to be overly restrictive. In addition, the issues with identifying potential candidates with gang affiliation or at risk of gang involvement pre-release from IDOC and problems with populating the program with offenders on probation presented difficulties in fully populating the program early on.

Data collection efforts by CCJR were also problematic. CCJR researchers were not involved in the project until after the grant was approved and had limited interaction with the project prior to the selection of providers. However, CCJR researchers were able to establish a means for participant-level data collection with the Reentry Liaison to initiate the collection process. Personnel transitions both at the CAGI program staff level and among provider staff also posed significant challenges to comprehensive data collection. The Reentry Liaison was heavily engaged in collecting data for the evaluation component. Her abrupt departure and transitioning those responsibilities to other CAGI staff meant that some data (e.g., court sanctions and incentives) were not consistently collected.

Establishing a comparison group also proved to be difficult for CCJR. Only after repeated attempts over the course of more than one year, were researchers able to generate a group, with the assistance of IDOC, based on CAGI program parameters and participant factors for comparison. CCJR researchers then used re-arrest and conviction data gathered from the Justis system to compare CAGI participant outcomes with the comparison group. Given the lack of information regarding which members of the comparison group, if any, received services and the nature of those services, it is difficult to fully evaluate the CAGI program and draw conclusions. If the comparison group received services similar to CAGI reentry participants, then one might expect no differences in arrest and conviction rates across the two groups. Therefore, the lack of differences between the two groups could partly be explained by the two groups receiving the same services or because the program was not as effective as envisioned but the data do not permit us to examine this question.

Transitions at the provider-level, with the departure of Christamore House, also posed challenges with the need to identify a new primary provider and the attendant need to collect comprehensive data. Provider and personnel transitions, while unavoidable, also presented problems for comprehensive data collection as new staff were likely unaware of complete participant-level information such as services received and outcomes such as employment status at program conclusion. Christamore House dropping out from CAGI service provision and the additional change in Forest Manor partners from PACE/OAR and Keys to Work to new partners were significant changes that may have contributed to why the program wasn't effective overall in reducing recidivism.

Although not part of the CCJR evaluation, based on their proposals, providers offered a number of performance metrics to be collected. Providers also included numerical information regarding these metrics in semi-annual reports. However, given CAGI staff transitions and disruption in collecting participant-level data from the providers, it is not possible to verify this information and, as such, these data should be viewed with some caution. A requirement for subgrantees to include a detailed data collection plan and the monitoring and verification of information collected would serve the providers well.

RECOMMENDATIONS

Based on the lessons learned from this program, CCJR researchers make the following recommendations:

- Ensure at the outset of programming that parameters are defined in such a way that enough offenders will meet eligibility requirements. As noted above, the original parameters and means for identifying potential participants proved overly restrictive and not feasible. This resulted in a great deal of time and effort needed to expand and redefine eligibility.

- Engage the research partner as early as possible in the research process, preferably as the grant proposal is being developed so that data collection strategies can be worked out in advance of program implementation.

- Begin procurement of necessary data early. CCJR researchers and CAGI staff were heavily involved in sustained efforts to establish a comparison group and obtain recidivism data from the Justis system from the outset. These efforts ultimately paid off, but reliable recidivism data were not available until the summer of 2011.

- Try to ensure as much continuity in provider and program staff as possible. Staff transitions are in some ways inevitable, but they posed a serious challenge to the data collection efforts described here.

- In addition, ensure that data collection procedures for proposed metrics in subgrantee applications are described fully and that proposed performance metrics are accurately reported in semi-annual and final subgrantee reports.

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