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FY 2011 Second Chance Act Adult Offender Reentry Demonstration Projects: Evaluability Assessment of the Solano County (CA) Women's Reentry Achievement Program

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Evaluability Assessment of the FY 2011 Bureau of Justice Assistance Second Chance Act Adult Offender Reentry Demonstration Projects

Solano County (CA) Women's Reentry Achievement Program

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Glossary of Terms

BJA—Bureau of Justice Assistance
BT—Beyond Trauma
CBO—Community-Based Organization
CDCR—California Department of Corrections and Rehabilitation
CM—Case Manager
CO—Correctional Officer
DHSS—Department of Health and Social Services
EA—Evaluability Assessment
FACT—Forensic Assertive Community Treatment
HWR—Helping Women Recover
LS/CMI—Level of Service/Case Management Inventory
MIS—Management Information System
NCIC—National Crime Information Center
NIJ—National Institute of Justice
RTI—RTI International
SCA—Second Chance Act
SCJ—Solano County Jail
TTA—Training and Technical Assistance
UI—Urban Institute
WRAP—Women's Reentry Achievement Program
WRNA—Women's Risk and Need Assessment
YFS—Youth and Family Services

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Evaluability Assessment of the FY 2011 Bureau of Justice Assistance Second Chance Act Adult Offender Reentry Demonstration Projects

Solano County (CA) Women's Reentry Achievement Program

Evaluability Assessment Summary

In 2008, the Second Chance Act (SCA): Community Safety Through Recidivism Prevention was signed into law with the goal of increasing reentry programming for offenders released from state prisons and local jails. Programs funded through Title I of the SCA must create strategic, sustainable plans to facilitate the successful reentry of individuals leaving incarceration facilities. Other key requirements include collaboration among state and local criminal justice and social service systems (e.g., health, housing, child services, education, substance abuse and mental health treatment, victim services, and employment services) and data collection to measure specified performance outcomes (i.e., those related to recidivism and service provision). Further, the SCA states that program reentry plans should incorporate input from local nonprofit organizations, crime victims, and offenders' families. It also requires that grantee programs create reentry task forces—comprised of relevant agencies, service providers, nonprofit organizations, and community members—to use existing resources, collect data, and determine best practices for addressing the needs of the target population.

Consistent with the objectives of the Second Chance Act, the Bureau of Justice Assistance (BJA) funded 22 adult offender reentry demonstration grants in FY 2011. Eight FY 2011 SCA projects[1] were selected by BJA for this evaluability assessment (EA). These projects target adult offenders under state or local custody (and about to return to the community) for comprehensive reentry programing and services designed to promote successful reintegration and reduce recidivism. Intended to proactively address the multiple challenges facing former prisoners upon their return to the community, the grants may be used to provide an array of pre-and post-release services, including education and literacy programs, job placement, housing services, and mental health and substance abuse treatment. Risk and needs assessments, transition case planning, case management, and family involvement are key elements of grantees' SCA projects. The goals of the SCA projects are to measurably (1) increase reentry programming for returning prisoners and their families, (2) reduce recidivism and criminal involvement among program participants by 50 percent over five years, (3) reduce violations among program participants, and (4) improve reintegration outcomes, including reducing substance abuse and increasing employment and housing stability. (See Appendix A for the initiative's SCA logic model.)

[1] Boston Reentry Initiative (MA); Hudson County (NJ) Community Reintegration Project; Johnson County (KS) Reentry Project; Minnesota DOC Revocation Reduction Demonstration; Missouri DOC Second Chance in Action Initiative; New Haven (CT) Reentry Initiative; Ohio DOC Healthy Environments, Loving Parents (HELP) Initiative; and Solano County (CA) Women's Reentry Achievement Program (WRAP). In March 2013, the EA study expanded to include two additional FY 2011 sites: the Beaver County (PA) ChancesR program and Palm Beach County (FL) RESTORE Initiative.

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Evaluability Assessment Objectives and Activities

Evaluability assessment is crucial in determining if a project is a candidate for meaningful evaluation (Wholey, Hatry, and Newcomer 2004). At minimum, an evaluable program must have well-defined program goals, target populations, and eligibility criteria, as well as reliable and accessible performance data, and a defensible counterfactual (Barnow and The Lewin Group 1997). The current EA study, conducted by the Urban Institute (UI) in partnership with RTI International, is designed to determine what level of future evaluation activity is supportable in each of the eight[2] SCA sites and to identify the most appropriate research design and methods for each site. While most EAs seek to determine whether a program is evaluable, the EA study's funder, the National Institute of Justice (NIJ), is interested in some level of evaluation in *all* eight adult SCA sites; therefore, EA data collection must support more nuanced evaluation recommendations than "Evaluate: Yes or No." Specifically, the EA aims to answer two questions: Is the program evaluable? And if so, how, and at what level of effort?[3] Design options must address both the recommended level *and* type of evaluation, including the suggested mix of process, outcome, impact, and cost analyses.

The following criteria (Barnow and The Lewin Group 1997; Wholey et al. 2004) guided EA work in the eight SCA sites.

1. **Measurable outcomes.** Program goals must be clearly stated, consistently understood by staff and partner agencies, and translatable into measurable results.
2. **Defined program components and their hypothesized relationship to outcomes.** An underlying theoretical model and logic model must indicate how program components, both in-facility and community-based elements, contribute to outcomes.
3. **Case flow and attrition.** How clients enter the program, as well as when, how, and why they discharge (either successfully or unsuccessfully) from the program must be documented to inform sample size estimates, comparison group construction, and evaluation recruitment timelines.
4. **Precise target population and eligibility criteria.** The EA must document how eligible participants are defined in each SCA site and how closely projects and their partners adhere to delineated eligibility criteria, including when and why sites deviate from established parameters. Eligibility criteria must be well-defined and consistently applied to minimize selection bias that might arise from arbitrary enrollment rules.
5. **Intake procedures.** Related to items 3 and 4, it will be critical to map how potential participants are identified and referred to the program, including the point at which this referral occurs; this will have implications for planning random assignment procedures (i.e., what point in program operations should

[2] Eight sites were selected by BJA and NIJ for study, however, one site (Johnson County, KS) declined further participation in the grant program after the EA study began. In March 2013, NIJ and BJA, in conjunction with the EA, identified two additional sites—Beaver County (PA) and Palm Beach County (FL)—for the EA. Ultimately, the EA study conducted site visits to nine projects and compiled nine site-specific EA reports. A brief memorandum describing the Johnson County program was also compiled.

[3] If the program is not evaluable, we will indicate what would be required to bring it in line with evaluation requirements.

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random assignment occur) should the program warrant such rigor and for identifying appropriate comparison subjects if quasi-experimental alternative designs are necessary.

6. **Ability to collect and maintain data.** An accurate management information system that includes data needed for the evaluation must be available. For impact evaluations, comparable data must exist (or be possible to create during the evaluation timeframe) for both treatment and comparison group subjects; site support for primary data collection must be evident.
7. **Presence of a clear counterfactual.** Impact evaluation designs also must consider appropriate comparison or control groups. Clearly documenting the services that are available to such individuals is therefore critical.

Likewise, the EA examined whether the program was mature and stable enough to warrant evaluation (Zedlewski and Murphy 2006); core program elements must be sufficiently fixed (static) to allow for meaningful evaluation.

The forthcoming Evaluation of the FY 2011 BJA SCA Adult Offender Reentry Demonstration Project, which also will be conducted by RTI and UI, entails a research design (subject to revisions based on the Evaluability Assessment of the sites selected by BJA and NIJ for further study) that envisions (1) process/implementation evaluation in all eight sites, (2) recidivism outcome (treatment group only) or impact evaluation (treatment and comparison groups) based on administrative records (secondary data) of arrest and incarceration, (3) more intensive impact evaluation that collects primary data (three waves of interviews) for both treatment and comparison groups, and, where feasible, uses random assignment to construct treatment and control groups, and (4) two different levels of cost analysis (cost studies 1 and 2), in which the sites selected for the intensive impact evaluation would also participate in a more intensive cost study given the ability to use the primary interview data to generate more information about benefits other than recidivism outcomes.

Cognizant of this design,[4] EA data collection activities consisted of

- **Review of program materials and documents,** including program and partner materials such as blank intake and assessment forms, orientation materials, program handbooks, redacted transition case plans, annual reports, and program logic models to document operations.
- **Analysis of BJA aggregate performance data** including process measures, recidivism outcomes, and other reintegration indicators that may underscore program performance.
- **Pre-visit phone interviews** with SCA coordinators and project directors in each site were conducted to outline EA objectives and obtain updated project information.

[4] UI and RTI partnered on both the EA work (Focus Area 1 of the evaluation solicitation) and the full evaluation (Focus Area 2), and proposed to use the same teams for both evaluation projects to facilitate critical efficiencies (knowledge, resources, execution, celerity) while building a solid knowledge base of the sites and their capacity for evaluation to the benefit of Focus Area 2 work.

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- **Site visits and semi-structured interviews** with policy-level stakeholders and program staff and partners to assess capacity and readiness for evaluation across multiple EA domains and to collect supplemental information on training and technical assistance (TTA) needs. Specifically, interviews with individual stakeholders at the policy-level within the criminal justice system tracked the SCA initiative's efforts, evolution, and adaptation over the earlier funding period, and the impact of the grant on cross-systems coordination, collaboration, and data exchange, as well as changes in policies and procedures. Semi-structured interviews with program and partner staff documented screening, assessment, case planning, transition planning, case flow, business-as-usual, and other critical program operations. Additional site visit activities included

    - **Review of program case files and administrative records** to determine data quality, verify the scope and content of client-level data routinely collected, and generate case flow and sample size estimates.
    - **Direct observation of program operations to determine logistics** that may inform subject recruitment and enrollment procedures for the full evaluation.

Drawing on the data collected from the above activities, this report (1) describes the SCA program including the implementation status of the site's SCA program operations, activities, and characteristics, including adherence to stated policies and protocols and fidelity to the SCA reentry model; (2) examines program maturity, stability, and readiness for evaluation; (3) describes "business as usual" and identifies defensible, viable comparison groups, where possible; (4) documents site capacity for evaluation, including data availability (sources, data format, and technological capabilities) and quality to support process, outcome, impact, and cost analyses; (5) examines the scope of any local evaluation efforts; and (6) concludes by presenting the range of viable study design options and evaluation recommendations.

A four-person UI/RTI EA team visited the Solano County Women's Reentry Achievement Program (WRAP) from January 16 to 18, meeting with local leadership (Department of Health and Social Services [DHSS]), jail administrators and other criminal justice stakeholders, community-based partners, etc.) and institutional staff and program partners throughout the county (Fairfield and Vallejo communities) to better understand project services and operation and to collect additional materials central to the EA. This report reflects the team's best understanding of the project at that time.

WRAP Project Summary

The Solano County Women's Reentry Achievement Program is an entirely new program seeded by FY 2011 SCA funding. The target population focuses on women currently in or recently confined to the Solano County jail who are assessed as medium or high risk for reoffending on the Women's Risk and Need Assessment (WRNA)[5] or the Level of

[5] The majority of women qualify based on the WRNA as only a small number of women come from probation referrals, where the LS/CMI is used to assess risk of reoffending.

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Service/Case Management Inventory (LS/CMI),[6] and who are returning to or currently living in Solano County. Focus groups and one-on-one interviews with women previously incarcerated in the Solano County jail informed the program's design.

Intensive case management that begins in jail and continues for six months post-release, coupled with gender-specific cognitive based therapies (*Helping Women Recover* and *Beyond Trauma*), peer mentoring, transitional housing, and assistance with basic needs (food, clothing, identification documents, eligibility, transportation, etc.) make up the program's core components.[7] Continuity of service is a core goal of the WRAP program, and as such most core program elements are offered in the jail and in the community with that goal in mind. Housing and employment are largely post-release services as are parenting classes.

WRAP uses a collaborative strategy to address the challenges faced by women transitioning from the Solano County jail to the community. Core partners include the Solano County Department of Health and Social Services (lead agency and umbrella organization for county mental health and substance abuse services), the Solano County Sherriff's Office, probation, the courts, the Office of the Public Defender, and two community-based providers, Youth and Family Services (YFS) and Mission Solano, with extensive reentry and housing expertise. YFS also has a long history of serving female offenders and their children. The SCA grant funds three case manager positions (two for YFS, one at Mission Solano), a data manager, stipends for peer mentors, and provision of basic necessity items.

There is a strong commitment to evaluation. A portion of SCA grant also funds a contract with University of California Los Angeles for evaluation assistance.

Implementation

The Solano County WRAP program enjoys broad support from an array of criminal justice and community stakeholders that includes the sheriff, jail administrator, and assistant director of the Department of Health and Social Services as well as the courts, probation, public defenders, and community-based providers. All of these entities are "at the table" and several have allocated resources in support of program operations.[8] The Solano Reentry Council, a community-based grassroots body, is recognized by the County's Board of Supervisors and is a primary vehicle for reentry planning in Solano County. Collaboration and support appears to be broad and solid.

The WRAP program is fully operational. Current operations generally mirror those initially proposed, although there have been some notable changes. Initially, the program planned to partner with both the Solano County jail and the California Department of

[6] The EA team learned through follow-up communication with the program in April 2013 that a concerted effort is now being made to assess women with both the WRNA and LS/CMI.

[7] WRAP also offers Reading Legacies, a program that helps incarcerated women maintain a presence in the lives of their children by allowing women to record popular bedtime stories; the recording and companion bedtime story book are provided to the child.

[8] The sheriff, for example, reportedly plans to support WRAP pre-release case management services in the jail upon the grant's conclusion in September 2013. It is unclear to what degree, if any, post-release case management services might continue once SCA funding ends this fall.

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Corrections and Rehabilitation (CDCR) to serve women returning to Solano County communities from either prison or jail. The partnership with CDCR, however, did not materialize. The program also initially focused on women with children under the age of 18 but, according to project leadership, this proved too narrow. Presently, the program accepts pregnant women, those with biological children, those who serve in a parenting role to a partner's children, and those without children. Relatedly, while program eligibility guidelines suggest a focus on sentenced women assessed as medium and high risk for reoffending, in reality there is some work with both low-risk women (although how much is unclear as the numbers differ)[9] and women not yet sentenced, either to jail or probation.[10] Lastly, the program is moving toward dual assessment to inform decisions about program admission. Initially, the program relied primarily on the WRNA for risk/needs assessment information. Staff believes the gender-responsive WRNA does a better job as a primary assessment tool, but early data analysis suggests the LS/CMI does a better job predicting risk to reoffend. The goal now is for all WRAP women to be assessed with both the WRNA and the LS/CMI.

A total of 190 women have been served since January 2011, or roughly 7 women each month. Although this number constitutes the largest of the female-focused SCA reentry programs, it falls short of annual projections to serve 160 women each year. Staff attributes this shortfall to AB109, California's realignment initiative.[11] In turn, as jail admissions and lengths of stay increase due to AB109, there is less space for programming; this means multiple providers are often vying for the same space and inmates. Currently, WRAP case managers conduct 2.5 hours of in-reach in the jail one day a week. Thanks to the Sheriff's support of the program, WRAP case managers may meet with inmates on the weekend to conduct the WRNA assessment and program intake. Although case flow has reportedly picked up, it is unclear by how much or the potential impact this uptick in case flow may have going forward.

Given the project's current funding status, program leaders reported that program enrollment would conclude in February 2013, to ensure that all new WRAP participants are released and in the community by May 2013, and thus able to receive the full 180 days of program support post-release before the grant ends on September 30, 2013. Given current recruitment rates, it is reasonable to expect that another seven clients might be recruited for a total enrollment of nearly 200 participants. While the sheriff reportedly plans to support WRAP pre-release activities in the jail after the SCA grant concludes, it is unclear if and to what extent post-release services will be maintained. Without additional funding, post-release activities may be constricted.

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[9] Of the 189 women served by the program as of December 31, 2012, 128 had been assessed with the WRNA. According to some materials provided by the program, roughly 57 women scored as low risk; later figures provided in March 2013 indicate that just two women scored as low risk while assessment scores were missing for roughly 29 women.

[10] The program does not have a way to easily tally the number of women who enter prior to disposition or the number that enter post-sentence.

[11] Passed in August 2011, AB109 shifts incarceration from state to county systems, diverting non-violent, non-serious offenders to the custody of county jails in lieu of state prisons, and parole supervision of non-serious, non-violent offenders, and non-high-risk sex offenders who meet specific criteria, to the county level. Further, revoked state parolees will be sent to county jail instead of state prison for 180 days or less (Jannetta, J. and Buck Willison, J. et al. 2012; www.calrealignment.org).

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Program Logic

The Solano County WRAP program largely reflects the key elements of the SCA Prisoner Reentry Initiative Logic Model with respect to its overarching project goals, design, operations and implementation.

The WRAP program seeks to address the complex reentry challenges facing female offenders. DHSS and its partners chose to focus on female offenders in response to both a growing female offender population and the corresponding need to enhance reentry programming and services for women (DHSS proposal 2010: 1). As such, WRAP targets female offenders currently in or recently released from the custody of the Solano County jail, assessed as moderate to high risk to reoffend on the WRNA, and who reside or plan to reside in Solano County upon release. Most women also evidence mental health and substance abuse issues. The use of gender-specific evidence-based practices figure prominently in the program's design.

The primary goals of WRAP are to reduce reoffending by 25 percent by 2015, implement coordinated discharge and facilitate whole person care (DHSS proposal 2010: 18); improving public safety is also a goal. The program proposes to achieve these goals by:

- **Identifying and reducing the risk of recidivism,** through the use of validated, gender-specific risk/needs assessment; results guide reentry services and discharge planning and women are engaged in the program's core cognitive programs, Helping Women Recover and Beyond Trauma, which are provided both in the facility and in the community; women are also connected to peer mentors.
- **Improving employment outcomes,** through the provision of job readiness services through Roots of Success (green jobs) and the assistance of reentry case managers.
- **Improving education outcomes,** through the provision of GED classes, and for participants with high school diplomas or GEDs, linking them to college-level resources courses.
- **Increasing housing opportunities and enhancing housing stability post-release,** through the provision of transitional housing for female offenders and their children for up to three months post-release, and assistance securing stable housing.
- **Improving family functioning,** through the provision of parenting classes, housing that allows women and their children to live together in a supportive, structured environment, and through case management support.
- **Increasing access to mental health services,** through medication management and linking women with major mental illness to county mental health services including Forensic Assertive Community Treatment (FACT) teams.
- **Improve substance abuse outcomes,** by linking women to substance abuse treatment resources pre- and post-release.

The program's local evaluator tracks recidivism outcomes and is working with stakeholders to collect process measures and intermediate outcomes relevant to the program's pre- and post-release phases (e.g., number who begin Helping Women

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Recover in the jail and continue in the community, the number who complete both *Helping Women Recover* and *Beyond Trauma*, the number entering WRAP without a GED who obtain a GED during WRAP, the number who are estranged from their kids who reinitiate and maintain contact during their WRAP program experience) as well as additional measures of reintegration success (employment retention, stable housing, etc.).

WRAP leaders designed a logic model, presumably at the outset of the project period. Due to the changes discussed in the previous section on Implementation, the model is unlikely to reflect current operations. The WRAP logic model provided in Appendix B illustrates the logic outlined above and as articulated during our January 2013 visit.

Program Operations

As discussed in the prior section, the WRAP program targets female offenders currently or recently incarcerated in the Solano County jail, deemed to be of moderate to high risk for reoffending, and who will or do currently reside in Solano County. Most women also evidence mental health and substance abuse issues. Exhibit A outlines the key characteristics of WRAP which are discussed in more detail in the following sections.

Target Population, Selection, and Enrollment

The majority of WRAP participants enroll in the program while in the Solano County jail (i.e., while in custody, either pretrial or while serving a sentence). Sentenced women receive priority over those in the jail pretrial or for a supervision violation, although "un-sentenced" women may enroll in the program if space is available. Most women who enroll in WRAP in the jail self-refer. A small number are referred by the Office of the Public Defender, the courts, and probation.[12] The program's selection and enrollment processes are illustrated in a case flow diagram in Exhibit B.

In the jail, women learn about the WRAP program through fliers and other program materials available in each housing unit. Interested inmates complete a very brief screening form (WRAP jail application). The form records the inmate's name, date of birth, date of next court hearing or release date, the inmate's AB109 status, if she is pregnant, and the ages of any children she may have. WRAP case managers review the forms to identify eligible candidates then schedule individual meetings with those candidates to further screen for eligibility and to administer the WRNA.[13] The WRAP screening process takes about an hour and collects basic demographic information as well as the women's living arrangement at program entry (in custody or in community, and what type of housing), prior criminal justice involvement, drug use and treatment history, medical and mental health history including prior trauma, level of education, and employment history. The screening process also covers ID documents that may be needed and confirms the woman's plans to reside in Solano County after release.

[12] While many women in WRAP are on post-release supervision, few are referred in the community from probation.

[13] A risk/needs assessment is conducted on all women in the program, technically to establish eligibility and to inform pre-release planning; in reality, the program's case managers try to assist every woman, even low-risk women, although not at the same level of effort. Intensive case management services, for example, are reserved for women assessed as medium and high risk.

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Exhibit A. Women's Reentry Achievement Program Site Characteristics

SITE	Solano County (CA) Department of Human and Social Services (Lead agency) * New program
ENROLLMENT & CASEFLOW	* 189 women enrolled as of January 18, 2013 * April 2013 was to conclude enrollment to ensure cases receive six months of post-release services.
TARGET POPULATION & ELIGIBILITY CRITERIA	* Female offenders currently or recently incarcerated in the Solano County jail * Medium or high risk on WRNA or LS/CMI * Must return to/currently live in Solano County. (The majority of women qualify based on the WRNA as only a small number of women come from probation referrals, where the LS/CMI is used to assess risk of re-offending.)
PRE-RELEASE CORE COMPONENTS	* Duration varies, target is two months * WRNA risk/needs assessment * WRAP case management (YFS) with weekly progress meetings * FACT team service planning (pre-release for women with mental health issues only) * *Helping Women Recover* (CBT/recovery groups) * Women's Process Group (Solano Mental Health Services) * Roots of Success (green jobs) * Substance abuse and mental health treatment * GED and literacy * Parenting classes
POST-RELEASE CORE COMPONENTS	* Six months post-release * Intensive WRAP case management (YFS) * Identification documents * Eligibility benefits * *Helping Women Recover* and *Beyond Trauma* * Peer mentors * FACT teams * Assistance w/ basic needs (clothing, food, hygiene products, housing, transportation, etc.) * Transitional housing and case management services through Mission Solano
FEASIBILITY OF RANDOMIZED/ QUASI- DESIGN	QUASI-EXPERIMENTAL—Yes * Featuring comparison county/jurisdiction * Limited to criminal justice outcomes if no primary data collection * Random assignment may be opposed by defense counsel
LOCAL EVALUATION	YES—external evaluator * Program outcomes featuring a small comparison group (N=55); process component * Limited to criminal justice outcomes (arrests, returns to jail) * Received National Crime Information Center (NCIC) data to conduct more rigorous analysis
PROGRAM STABILITY	* Unclear if/how/to what extent post-release components will be sustained after SCA funding ends * Looking to add *Beyond Trauma* to core programming approach * Looking to expand program to serve women in CDCR facilities and to partner with CBOs already serving this population in these facilities
IMPLEMENTATION CHALLENGES	* Partnership with CDCR * Incremental nature of SCA grant funding * Divergence in WRNA and LS/CMI scoring * Implementation of *Helping Women Recover* (hard to deliver full curricula; working to strengthen) * Pre-release programming/services impacted by realignment

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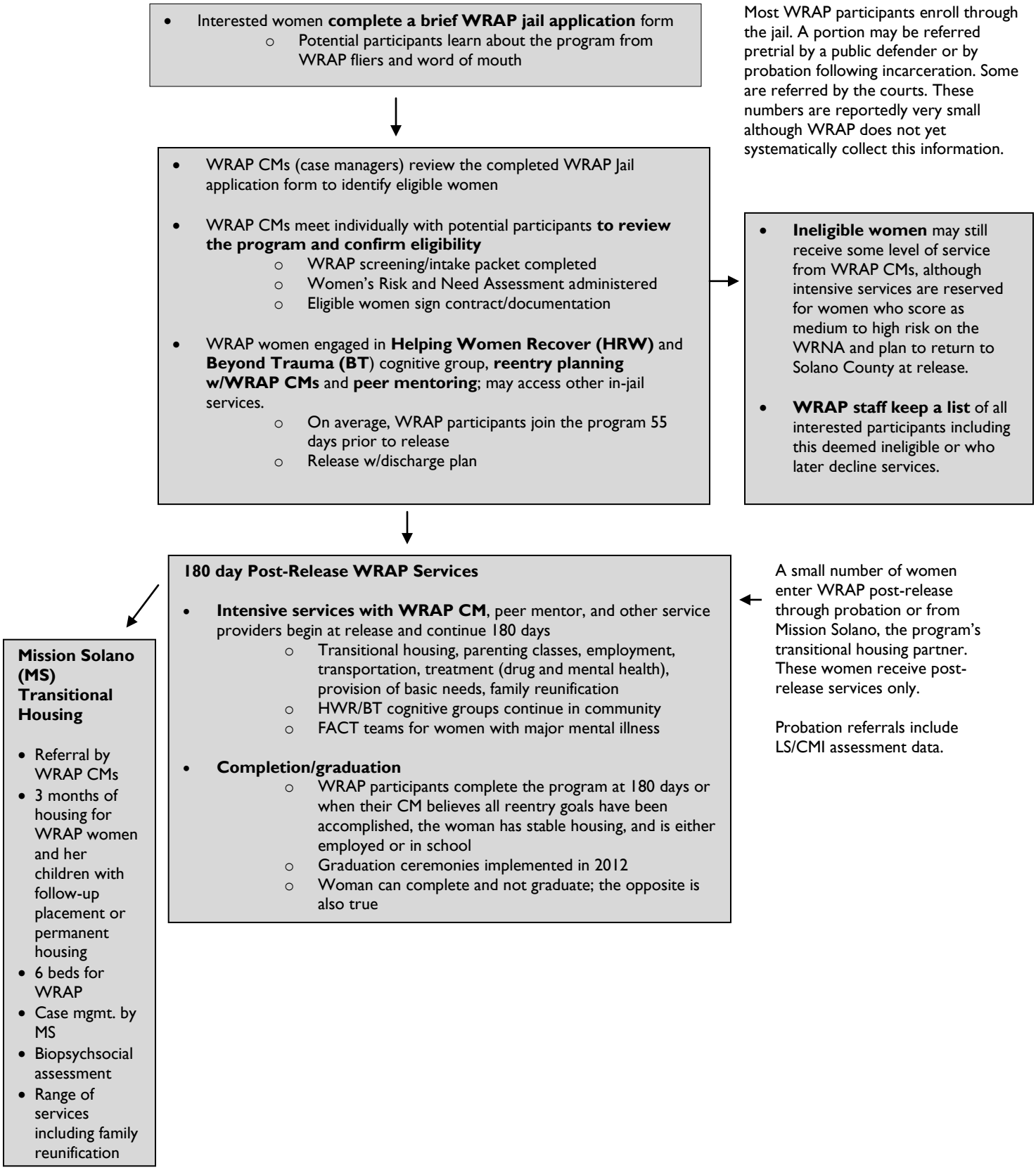
Exhibit B. WRAP Case Flow



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Women may also enroll in WRAP while in the community following a period of incarceration. These women are typically referred by probation or Mission Solano, the program's transitional housing partner. Women referred from probation will have been assessed as moderate to high risk using the LS/CMI while women referred from Mission Solano are assessed with the WRNA. Probationers receive case management services through Youth and Family Services, while Mission Solano's WRAP case manager will assist those women who connect to the program through that agency. Community referrals make up a small portion of all WRAP referrals.

Pre-release Processes and Core Components

The program strives to work with participants at least 60 days prior to release, and on average, WRAP participants receive 55 days of pre-release services. Pre-release services include: *Helping Women Recover* (HWR) and *Beyond Trauma* (BT) process groups; reentry planning/case management; *Reading Legacies*, an initiative that allows woman to read to their children, record it onto a DVD, and have it sent to the family (if the child's current guardian allows); and peer mentor support. WRAP participants may also attend 12-step groups or access more intensive drug treatment through Anka, the jail's alcohol and drug treatment provider. Participation in pre-release services is voluntary.

Reentry planning, *Helping Women Recover*, and peer mentoring make up the program's core pre-release components. All three may continue in the community post-release, as needed. Pre-release, YFS case managers work with participants to craft individualized reentry plans that identify viable post-release housing (this includes reviewing the clients housing plan and intervening if there are reasons why a client should not live with a specific friend or family member) and referrals for post-release services particularly mental health services and a short term prescription for medications. If necessary, case managers will pick up the offender at release to provide safe transportation to their next residence.

The peer mentor support component is facilitated by formerly incarcerated women who have made positive life choices and can relate to the women on a different level than the YFS case managers. Peer Mentors run "real talk" group sessions for WRAP and non-WRAP clients.

Helping Women Recover and *Beyond Trauma*, curricula designed for delivering to women in a custody setting, seemingly are delivered as one intervention that reportedly spans approximately 6 months (28 sessions total,[14] 17 for HWR, and 11 for BT). Although designed for twice-weekly sessions, limited program space in the jail has reduced the frequency of sessions to weekly. Both curricula use a cognitive behavioral approach to help women address issues of addiction, trauma, and victimization. A core feature of HWR is the participant journal or workbook. It contains summary materials, exercises to help apply or process the topics covered in each session, and spaces for participants to record their thoughts, reactions, and reflections. Inmates in the WRAP program are permitted to keep their journals with them in their housing unit—a unique exception to the jail's standard procedures. Doing so allows women to make the most of the journal and the process group.

[14] For more information on either curricula visit SAMHA's National Registry of Evidence-Based Programs and Practices at http://www.nrepp.samhsa.gov/ViewIntervention.aspx?id=181.

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Post-release Processes and Core Components

WRAP participants receive up to six months of services post-release including intensive case management and support, assistance with basic needs (obtaining IDs, food, clothing, help with resumes, children's items), transportation (bus passes and actual transportation courtesy of WRAP case managers), housing, parenting classes, assistance with job searches, and referrals for other services. Reuniting clients with family members or their children is also a component of the program, facilitated primarily by the WRAP case managers.

Additionally, clients who do not complete HWR in the jail may continue in the community through YFS.[15] Peer mentoring also continues in the community.

Clients in need of transitional housing may be referred to Mission Solano or linked to residential programs through Youth and Family Services, the parent agent for WRAP's in-jail case managers.[16] Mission Solano maintains six beds specifically for WRAP clients and their children (these beds are also available to women without children). Women may stay for up to three months although services may be extended as needed. Case management responsibility transfers from the WRAP YFS case manager to Mission Solano once the client is placed in Mission Solano housing. While the women's WRNA results are provided to Mission Solano, the MS case manager will conduct a biopsychosocial assessment at intake that explores mental health and substance abuse needs, family history, abuse and trauma, and other factors. This information, coupled with the WRNA results, guides the development of a treatment service plan. While in Mission Solano, WRAP clients attend HWR (this is also available to non-WRAP women) and parenting classes, and they receive assistance with job readiness, employment searches, and housing provision. Mission Solano case managers will also help clients navigate issues with Child Protective Services.

The transition planning process and post-release reentry plan is highly individualized to meet and respond to the client's individual risks and needs. Furthermore, consistent with the program's core objectives articulated earlier, clients receive a discharge plan at program exit that services as a roadmap so they are aware of next steps. YFS case managers maintain close contact with WRAP women in the community, conducting regular one-on-one meetings to evaluate progress and set client goals. They also facilitate WRAP groups in the community and often transport WRAP clients to and from critical services or appointments.

Lastly, post-release services may be extended beyond the stated six months. While decisions are reportedly made case by case, staff indicated that many clients are retained in their services beyond the program's official period post-release period.

Like pre-release services, participation in post-release services is generally voluntary.

Business as Usual

All Solano County inmates undergo physical and mental health screening at booking to flag immediate needs, as well as a security classification screening process to determine housing

[15] Most women do not complete the curriculum in jail. However, if a woman does complete HWR while still incarcerated, her status is set to "suspended" until she is released—at which time post-release services will begin.
[16] YFS case managers may refer clients to Mission Solano.

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placement within the jail. These data are recorded in the jail's management information system along with pertinent charge, sentence, movement, and release data. Presently, the jail's pretrial facility, where all the female population is held (pretrial and sentenced) does not screen for criminogenic risk or reoffending or conduct criminogenic risk/needs assessments using a validated assessment instrument such as the COMPAS (Correctional Offender Management Profiling for Alternative Sentencing), LSI-R (Level of Service Inventory-Revised), or some other common assessment tool.[17]

Female inmates may access a range of programming and services that includes residential drug treatment (group counseling), mental health evaluations and medication management, individual counseling through the Wright Institute,[18] GED/literacy assistance, case management services for homeless inmates provided by YFS, the Angry Heart trauma group, a weekly cognitive-based discussion group, NA/AA groups facilitated by community volunteers, and chaplaincy services. An inmate's housing security level determines access to services; those housed in minimum and medium security units typically can access any of these services (depending on program-specific eligibility criteria) while inmates assigned to maximum security generally have fairly limited access, if any. (WRAP case managers reportedly follow up with women housed in maximum security and will provide services post-release.) WRAP participants may receive any of these services in addition to those offered through the WRAP program.

Post-release, female offenders may access the same range of services as WRAP women including transitional housing offered by YFS and Mission Solano. For offenders without a current home release plan, several housing options are available in Solano County but all have limited space. These include Rosewood House, Mission Solano, Chimea House for expectant mothers, and Genesis House. All serve WRAP and non-WRAP clients, however, some facilities have specific beds reserved for WRAP participants. At Rosewood House, an YFS facility, both WRAP clients and non-WRAP women participate in HWR groups and parenting classes, and receive assistance with housing plans. Facilitators of these two programs are partially supported by SCA money, and they dedicate a specific amount of hours each week to WRAP clients living at Rosewood.

Women in need of mental health services may access treatment and programming through the Department of Health and Social Services. Those with major mental illness may be served by the county's FACT. Described as an outpatient program for persons with major mental illnesses, DHSS anticipated placing a FACT team staff person in the jail to do assessments in order to link transitioning individuals to services post-release. Currently, however, YFS case managers refer their WRAP clients in need of intensive mental health services to FACT staff reported that they expect to incorporate the HWR/BT curriculum and the WRNA assessment tools but are not currently using either. FACT services are not exclusive to WRAP, and FACT staff reported that treatment programs are no different for WRAP than for non-WRAP clients.

[17] Sentenced male inmates housed in the jail's sentenced facility reportedly are assessed with the LS/CMI. Sentenced female inmates will be moved to this location when renovations are complete. It is unclear if they will receive the LS/CMI too.

[18] School of psychology located in Berkley, CA.

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Conditions of post-release supervision for WRAP women reportedly mirror those of non-WRAP women. Both may be subject to random urinalysis, expected to obtain and maintain employment, and maintain regular contact with their parole or probation officer.

Potential Comparison Groups

The WRAP program is the only evidence-based, gender-specific program for female inmates in the Solano County jail. The jail is the primary referral source for the WRAP program. The jail's average daily female population ranges from roughly 112 to 119 persons. By all accounts, the program enrolls the vast majority of women in the jail meeting the program's eligibility criteria. Furthermore, as discussed earlier, the program's case managers make every effort to extend services to every women who expresses interest in the program including those that may not qualify on the WRNA or due to security restrictions. WRAP databases have information on all women referred or self-referred to the program, including those that were not enrolled because they were assessed as low-risk. They do not have information on eligible women who did not self-refer, although program leadership thinks this number is small.

Given the reasons listed above, drawing a prospective comparison group in Solano County is unlikely. It may be possible, however, to identify a prospective comparison group in a nearby jurisdiction. WRAP leaders recommended San Mateo, Alameda, and Contra Costa counties as potential options. All neighbor Solano County, which may allow for some data collection efficiencies. Regardless, a critical next step would be to examine the jail populations in these counties, including the scope and nature of reentry processes (do any of these counties screen or assess for criminogenic risks and needs?) and services (do they offer a complement of services similar to WRAP?). A review of SCA grantees indicates that both San Mateo and Alameda counties receive SCA funding. It is not clear if SCA funding is used to target women in those counties and, in particular, women similar to those being targeted by Solano County.

An historical comparison group may also be a possibility, although less desirable. Jail data could be used to create a historical comparison group matched on risk level, but analysis would be limited to criminal justice outcomes.

Training and Technical Assistance

Early in the grant, WRAP leadership hosted two TTA events on the HWR curriculum for community partners and key stakeholders across the criminal justice system (e.g. sheriff's office staff, probation, public defenders) to ensure compliance and program fidelity. Attendance at the second session was greater than the first, which WRAP stakeholders attribute to the perceived success of the WRAP program. As a result, HWR is used across systems and within the community, and there is an awareness of gender-specific issues and approaches beyond the WRAP program. WRAP staff have both received and provided training during this program. All staff members that run group sessions have received training in the HWR/BT curriculum by Stephanie Covington. Additionally, the YFS case managers and the public defenders received training from experts at the University of Cincinnati on the WRNA assessment tool.

Each of these training events appeared to be coordinated directly by the leader agency.

Looking to the future, WRAP program leaders expressed an interest in conducting expanded outreach, education and training to other Solano County stakeholders, including the judiciary, to

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encourage participation in the program. Only one judge makes referrals to the program. Additionally, in the jail, correctional officer (CO) assignments frequently change. Each time a new CO is assigned to the women's housing unit, he or she must be trained on the purpose of the WRAP program and the YFS case manager pre-release activities that take place in the housing unit. With each new officer assigned, WRAP staff must reach out to and educate staff to encourage buy-in. This helps keep the program operating smoothly.

Additionally, EA researchers would recommend TTA in the following areas.

- **Secure data transfer.** Although not discussed with WRAP staff, the EA team would recommend training for the primary WRAP data manager and the YFS case managers on secure and efficient data transfer methods. Currently, data recorded in hard-copy case files are communicated verbally to the WRAP data manager through in-person meetings between these two parties.
- **Data collection.** Some technical assistance around data collection generally would be beneficial to both parties (WRAP data manager and YFS case managers).
- **Measurement and definitions.** The program lacks well-defined measures for completion and graduation, and would benefit from developing more objective markers of pre- and post-release progress and accomplishment that reflect the program's conceptual framework. The program should also track units of service to measure dosage.

Data Elements, Data Sources, Systems, and Strategies

WRAP Program Data

The WRAP program developed a data capture system (database) to collect and report the performance indicators required by BJA for the SCA grant. The program's data manager, an employee of Mission Solano, meets with all WRAP case managers quarterly to track and enter data on client services. The WRAP database contains basic demographic information; enrollment and assessment dates; assessment scores; program status and history, including program completion and discharges (and discharge reasons); service utilization by type of service received (e.g., mental health, substance abuse treatment, cognitive-based groups, employment, education, housing services, etc.) but not dosage; wage and other income data; and recidivism information. Data are available on every client enrolled in WRAP since the program's inception and stored in Excel spreadsheets.

WRAP data appear to be of high quality, in that the data contain few errors. The program's data manager performs routine quality checks and is meticulous about cross-checking data, resolving missing data issues, and obtaining correct information to replace bad data values. However, as stated above, service dosage is not tracked, so the data are not as detailed as they could be. Because of this, the data are of medium quality and utility overall.

Solano County Jail Data

The Solano County jail uses an automated Oracle-based management information system that has been in place since 1999. All information collected by jail staff is tracked in the jail management information system (MIS). The system assigns a unique identifier that links multiple jail stays for each individual. Data maintained in the jail MIS include demographics;

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current booking charges; local arrest history (including previous jail incarcerations since 1999); intake and classification assessment data, including health screening (health status, past history, mental health issues); security level; movement data; release type, including inmate releases to prison, another county, or a treatment program; most recent employment; and visitor log entries. Some program data, primarily attendance, are tracked in the jail system, and the jail's program director receives regular reports on various in-jail programming and services.

The jail MIS data are of medium quality. Service data are not necessarily tracked, and there are missing data issues typical of most jail data systems. However, jail analysts have been working to resolve missing data issues, particularly with more recent data. The data are easy to extract and extraction can be automated on a regular basis.

Notably, the jail management system will migrate to a new system in April 2014. The new system will enable tracking of additional elements that will not fit into the current system. Everything tracked in the current system will continue to be tracked in the new system, and no existing data will be lost in the transition.

Other Data Systems

EA researchers were unable to review or meet with individuals who work directly with other relevant data systems including probation, the courts, DHSS, and YFS. We understand, however, that the prosecutor's data system, probation and the courts are linked. Both DHSS (mental health and substance abuse utilization records) and YFS maintain automated databases. The ability to readily extract individual and aggregate data is unclear.

Data Linking

Each of these systems contains unique identifiers that may facilitate records linking. The WRAP database includes a unique identifier for WRAP clients as well as IDs to link WRAP clients to jail data, probation data, and NCIC data. It also includes Social Security number (SSN), which could be used to link WRAP data to DHSS or YFS data (e.g., service dosage).

Jail records data include SSN, CII (state identifier that can link to other systems throughout the state), inmate ID (to link multiple jail stays for the same individual), FBI number, driver's license number, and other identifiers.

Local Evaluation

The program's local evaluator tracks recidivism (both rearrests and returns to the Solano County jail) for participants. Outcomes for this group are compared to state CDRC rates to gauge success.[19] Currently, the program cites a 12-month post-release (from jail) recidivism rate of 21 percent; the recidivism rate for offenders in the California Department of Corrections and Rehabilitation is reportedly 46 percent.

Recently, the program's local evaluator obtained full criminal history data (NCIC data) for a sample of 130 WRAP clients. Analysis will examine and compare rates of pre-WRAP offending

[19] Early analyses also compared WRAP outcomes to a small comparison group—approximately 17 cases—as a point of reference, however, more information about the composition of that comparison group could not be obtained by EA researchers.

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with post-WRAP rates to provide a fuller picture of the program's potential affect. Both WRAP program leaders and the local evaluator indicated that they have been investigating the possibility of drawing a comparison group from a neighboring county (Alameda and San Mateo were named as possibilities). As discussed earlier in this report, drawing a contemporaneous comparison group from within Solano County seems infeasible.

The local evaluator reported that in addition to recidivism analyses, she is working with WRAP stakeholders to expand and improve the database to refine definitions and add markers to better capture client progress and outcomes.

Support for Additional Evaluation Activities

Both program leaders and staff are eager for evaluation. Some staff requested more comprehensive analysis that captures all the support provided as part of intensive case management. When asked about specific answers they would like from more in-depth evaluation, most stakeholders did not go beyond asking "is the program effective?"

Local evaluation is ongoing, and it is unclear when it may conclude. EA researchers believe, however, that additional evaluation efforts would build on and enhance, rather than duplicate, the local evaluation efforts.

Evaluability Assessment Recommendations

Given the current uncertainty about funding, it is difficult for the EA team to envision what might remain for evaluation after September 2013. Assuming the program receives supplemental funding in short order, we believe the WRAP program would be a viable candidate for *impact evaluation,* as well as *process and implementation evaluation*, the *recidivism outcome studies using administrative records* and *cost analysis*. Evaluation recommendations and considerations are summarized in Exhibit C.

The feasibility of including the WRAP program as an impact evaluation site, however, rests entirely on identifying a viable comparison group. Drawing a comparison group from a neighboring county—specifically Alameda, Contra Costa, or San Mateo—should be an immediate next step. Although a retrospective comparison group could be drawn from administrative data and matched on risk (using an algorithm to approximate risk indicators on which to match cases), only criminal justice outcomes could be analyzed.

The program's target population, sizable treatment group sample, and gender-specific approach to reentry merit additional study. An impact evaluation could yield actionable information on effective, replicable reentry strategies for female offenders. A process and outcome evaluation to document the delivery and examine the influence of the WRAP program's gender-specific approach and use of evidence-based curricula developed for female offenders and case management assistance (with basic needs) on program participant outcomes would yield actionable information of interest to the broader field.

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Exhibit C. Women's Reentry Achievement Program Evaluation Recommendations

SITE	Solano County (CA) Department of Human and Social Services (Lead agency)
PROS	* High commitment from local leaders * Use of EBPs; cross-training on core approaches * Case flow reportedly improving * Strong CM component pre-post release (YFS) * Jail data easy to extract * Criminal justice system data integrated/easy to link
CONS	* Low case flow * Assessment (WRNA) limited to WRAP clients - limits matching potential; LS/CMI just being implemented more broadly; may be able to approx. risk with jail data * Program data (units of service recorded by partners but hard to distinguish) * Pre-release service provision impacted by realignment * Completion and graduation criteria loosely defined, but working to strengthen * Comparison group options * If funding interrupted some aspects of the program are likely to be affected
LEVEL/TYPE OF EVALUATION RECOMMENDED	* Process/implementation * Recidivism outcome * Cost study 1 * Viable impact site * Other outcomes * Cost study 2 * Unique population targeted (female offenders)

Key Considerations

WRAP leadership reported that funding ends in September 2013 and that provision had been made to maintain pre-release case management services. The extent to which post-release components would be retained—specifically, the program's intensive case management, housing support, and assistance with basic needs—was unclear. As such, the program planned to halt recruitment in early spring to ensure all newly enrolled participants will be released in time to access a full 180 days of post-release support prior to the grant's conclusion in September 2013. Although staff does not anticipate making any changes to the program should additional funding be provided, the program was moving forward with its original vision to work also with CDRC offenders returning to Solano County. Specific details of that work, however, were still emerging.

Program-related concerns include

- Low case flow
- WRNA assessment limited to WRAP clients
- Program data lacks unit of service measure
- Pre-release service provision impacted by realignment
- Completion and graduation criteria loosely defined but working to strengthen
- Limited comparison group options

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Program-related strengths include

- Strong commitment and buy-in from local leaders and staff
- Use of evidence-based practices
- Case flow reportedly improving
- Strong case management approach pre- and post-release
- Jail data relatively easy to extract/good capacity to support evaluation
- Focus on female offenders
- Criminal justice data integrated/easy to link

Summary

Solano County's Women's Reentry Achievement Program uses a gender-responsive, evidence-based, offender-informed approach to address the barriers facing female offenders transitioning from jail to the community. It also constitutes one of the largest women's reentry programs, allowing for a relatively rigorous research design. Impact, outcome, process, and cost analyses will likely yield actionable information for practitioners, program developers, and policymakers regarding reentry for female offenders.

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Appendix A.

Second Chance Act Logic Model

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Second Chance Act Prisoner Reentry Initiative Logic Model

Goal(s): *Increase Public Safety and Reduce Recidivism by 50 percent over 5 years*

INPUTS	ACTIVITIES	OUTCOMES	OUTCOME MEASURES	LONG TERM OUTCOMES/IMPACT*
■ Support of the Chief Executive officer of the state, unit of local government, territory, or Indian Tribe ■ Extensive description of the role of state corrections departments, community corrections agencies, juvenile justice systems, and/or local jail systems – that will ensure successful reentry ■ Extensive evidence of collaboration with state and local government agencies, as well as stakeholder groups. ■ Analysis plan for: statutory, regulatory, rules-based, and practice-based hurdles to reintegration of offenders ■ Target Population (TP): High-Risk Offenders ■ Risk and Needs Assessments ■ Reentry Task Force membership ■ 5-year Reentry Strategic Plan ◊ Plan to follow and track TP	■ Develop and coordinate a Reentry Task Force ■ Administer validated assessment tools to assess the risk factors and needs of returning inmates ■ Establish pre-release planning procedures ■ Provide offenders with educational, literacy, and vocational services ■ Provide substance abuse, mental health, and health treatment and services ■ Provide coordinated supervision and comprehensive services for offenders upon release from prison or jail ■ Connect inmates with their children and families ■ Provide victim appropriate services	■ A reduction in recidivism rates for the target population ■ Reduction in crime ■ Increased employment opportunities	Number of new offenders added to the TP this quarter Total number of TP in the initiative Number of TP released this quarter Total number of TP released since the beginning of the initiative Number of TP resentenced to prison with a new conviction this quarter Total Number of TP resentenced to prison with a new conviction since the beginning of the initiative Total number of crimes reported during this quarter Total population for the area that the TP is returning to (i.e., statewide, county, city, neighborhood) Number of TP who found employment this quarter Total Number of TP who are employed Number of TP who have enrolled in an educational program this quarter	■ Increase public safety ■ Reduce Recidivism by 50 percent over 5 years

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◊ Sustainability Plan ◊ Plan to collect and provide data for performance measures ■ Pre- and post-release programming ■ Mentors ■ Provide a 50 percent match [only 25 percent can be in-kind]	■ Deliver continuous and appropriate drug treatment, medical care, job training and placement, educational services, and housing opportunities ■ Examine ways to pool resources and funding streams to promote lower recidivism rates ■ Collect and provide data to meet performance measurement requirements	■ Increased education opportunities ■ Reduction in violations of conditions of supervised release ■ Increased payment of child support ■ Increased housing opportunities ■ Increased participation in substance abuse services ■ Increased participation in mental health services	Total number of TP who are currently enrolled in an educational program Number of TP who have violated the conditions of their release this quarter Total number of TP who have violated the conditions of their release Total number of TP that are required to pay child support Number of TP who paid their child support this quarter Number of target population who found housing this quarter Total number of TP who have housing Number of TP who were assessed as needing substance abuse services this quarter Total number of TP who have been assessed as needing substance abuse services Number of TP who enrolled in a substance abuse program this quarter Total number of TP enrolled in a substance abuse program Number of TP who were assessed as needing mental health services this quarter Total number of TP who have been assessed as needing mental health services Number of TP who enrolled in a mental health program this quarter Total number of TP enrolled in a mental health program	

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		■ Reduction in drug abuse ■ Reduction in alcohol abuse	Total number of TP re-assessed regarding substance use during the reporting period Total number of TP re-assessed as having *reduced* their substance use during this reporting period Total number of TP re-assessed regarding alcohol use during the reporting period Total number of TP re-assessed as having *reduced* their alcohol use during this reporting period	

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Appendix B.

Solano County Women's Achievement Reentry Program (WRAP) Logic Model

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Appendix B. Solano County Women's Reentry Achievement Program Logic Model

(Italics indicate features unique to the program)

INPUTS

Solano County Board of Supervisors and County Administrator

Solano County Reentry Council

WRAP Direct Staff

- WRAP Project Coordinator
- WRAP YFS case managers
- WRAP MS case manager
- Peer mentors (YFS)
- Admin Support

Core Partners

- Health and Social Services
- Solano County Sheriff's Office
- Solano Cty Probation Dept.
- Youth and Family Services
- Mission Solano
- Public Defender's Office
- Courts
- Training by UCinn and S. Covington

Key Elements

- Risk Assessment (WRNA, LS/CMI)
- Medium to high-risk female target population (TP)
- Intensive pre-and post-release case management
- Mental health treatment
- Substance abuse treatment
- Basic needs assistance
- Family reunification

ACTIVITIES

PRE-RELEASE

- *Participant screening*
- *WRNA risk/needs assessment*
- *WRAP case management (YFS) w/ weekly progress meetings*
- FACT team service planning (women with MH issues)
- Helping Women Recover and Beyond Trauma (CBT/recovery groups)
- Women's Process Group (Solano Mental Health Services)
- Roots of Success (green jobs)
- Substance abuse and mental health treatment
- GED and literacy
- Parenting classes
- Job readiness and vocational training

POST-RELEASE

- *180-day intensive WRAP CM (YFS)*
- ID documents
- Eligibility benefits
- Helping Women Recover/ Beyond Trauma
- Peer Mentors
- FACT teams
- *Assistance w/ basic needs (clothing, food, hygiene products, housing, transportation, etc.)*
- Transitional housing, CM services, transportation and child care through Mission Solano
- Transitional housing and CBT through local halfway houses

OUTPUTS

- Rate of eligible participant enrollment
- Enroll 189 women as of 1/2013 returning to Solano County
- Post-release housing, mental health services, drug treatment, and employment/vocational services
- Client benefits (SSI, SSDI, Medi-Cal, TANF)
- Probation/parole compliance
- Establishing stable housing and employment
- Family reunification

OUTCOME MEASURES

- Reduced recidivism among TP by 25 percent by 2015
  - Reduce reincarcerations
  - Reduce revocations
- Enhanced public safety
- Increased employment /educational/vocational opportunities
  - Full-time job secured and retained
  - Enrolled in school full-time
- Program completion rate
- Reduction in substance abuse
- Increased housing stability
- Improved parenting
- Increase family/pro-social supports/ social stability
- Reduced relapse/drug use
- Reduction in crime
- Reduction in violations
- Increased mental health/functioning