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SMOOTHING THE PATH
FROM PRISON TO HOME

A Roundtable Discussion on the
Lessons of Project Greenlight

Edited by
Brenner Brown
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Prison reentry is an important and extraordinarily complex national issue. This supplementary document provides context and analysis of research findings about Project Greenlight, an ambitious prison-based reentry demonstration project that the Vera Institute of Justice conducted at the Queensboro Correctional Facility in Queens, New York, from February 2002 to February 2003.

Drawing upon research literature and demonstrated best practices, Greenlight sought to reduce recidivism among soon-to-be-released men by working with corrections and parole staff to address a spectrum of reentry issues during the last 60 days in prison. In evaluating the pilot, however, Vera researchers found that arrest rates among Greenlight's 348 participants were significantly higher than those of two different comparison groups. After an independent peer review conducted by the U.S. Justice Department's National Institute of Justice found nothing in the research design or execution to account for this disappointing finding, Vera staff had to consider the possibility that the program itself was responsible for the negative outcomes.

In order to better understand what happened and to preempt any premature conclusions about the field of reentry based upon this single enterprise, in April 2005 Vera hosted a roundtable discussion of prominent researchers, expert practitioners, and former Greenlight and select Vera staff. [See box at right.] Their conversation about the program and the evaluation outcomes yielded three dominant concerns that could have factored into the Greenlight participants' higher rate of re-arrest: the program's design and implementation may have lacked sufficient cultural sensitivity, particularly in terms of race; Greenlight participants may have perceived some injustice in being assigned to the program, leading to low levels of commitment; and participants' heightened expectations may have been unmet upon release, leading to unanticipated negative behaviors.

The invited participants were:
- Eddie Ellis, chair, NuLeadership Policy Group, Medgar Evers College, City University of New York
- Martin Horn, commissioner, New York City Department of Correction
- Doris MacKenzie, professor of criminology and criminal justice at the University of Maryland, College Park
- Orlando Rodriguez, professor and chair of the Department of Sociology and Anthropology at Fordham University
- James Wilson, professor of sociology and anthropology, Fordham University, and lead investigator on the Greenlight evaluation.

In addition to Michael Jacobson, director of Vera, the following Vera staff participated:
- Mike Bobbitt, former Greenlight family counselor
- Megan Golden, director of planning, Vera
- Marta Nelson, former director, Greenlight
- Tim Ross, director of research, Vera
- Dan Wilhelm, director, State Sentencing and Corrections program, Vera

Building on these themes, the roundtable participants identified several lessons. These include: best practices should be adapted to be culturally competent and race-specific; pre-release programs require more than two months' time; participants need continuous support and some single institution must be accountable for the transition process; community-based service providers must be reliably able to meet released individuals' basic needs, including housing, employment, and substance abuse treatment; and there is a continuing need for research to better understand what works.

The text that follows, edited for ease of reading, represents highlights of the roundtable discussion. Michael Jacobson, Vera's director, moderated.

Michael Jacobson: We wanted to convene this group to coincide with the release of the Greenlight research report. Specifically, I wanted to do something to provide some context. I was concerned that the report itself, released in a vacuum, would be too easy for some people to very narrowly interpret the results. I at least wanted to release a discussion of the results for either future research or programming around reentry.

Marta Nelson: We started planning Greenlight in 1999, when "reentry" used to mean when a rocket came back to earth. We began by doing the study *The First Month Out,* where we followed a group of men and women leaving prison and some New York City jail folks in their first month after release to see their experiences.[1] At the time, preparation for release was extremely haphazard and there was a sense from the people we talked to that they would have liked to have been better prepared. Also, in New York City we have a relatively rich community of post-release services for people coming out, so we didn't see a need to create another program to do what they were already doing. Parole got involved because Parole was looking for a new role for its institutional parole officers. We really wanted to hit all the highlights of good pre-release programming and create a real menu of services for the folks to go through. And we did that.

Jim Wilson: The basic research program covered those elements which, either anecdotally or empirically, we have some basis for belief that they would improve offender integration into the community. In terms of looking at recidivism, we were looking at the four big measures: all arrests, serious felony arrest only, parole revocations, and re-incarcerations. Ultimately, Greenlight participants performed worse on all recidivism measures than both the TSP and the Upstate groups.[2] The question is, Why? We feel that our research design was fairly solid, so what we're left with is the potential for a negative impact of the intervention.

There are several issues about the intervention itself. The cognitive behavioral skills training—the Reasoning and Rehabilitation Program—clearly has a lot of support

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[1] *The First Month Out* can be downloaded from Vera's web site, http://www.vera.org/firstmonthout.
[2] Greenlight participants' outcomes were compared to those of two other groups. The Upstate comparison group was composed of individuals who remained in prison facilities in upstate New York until their release, presumably with no pre-release services. The second group, a control group, participated in the Transitional Services Program (TSP), a limited pre-release program run by the New York State Department of Corrections, also at the Queensboro Correctional Facility.

in terms of the literature.[3] But in this case, the program was restructured to a significant degree. It's typically offered over a four- to six-month period, but it was condensed so that Greenlight participants were involved on a daily basis over an eight-week period, and class sizes were increased significantly.

We're also posed with the notion of program-offender mismatch. Porporino and Fabiano indicate in the [Reasoning and Rehabilitation] program manual that during the initial periods of delivery, especially with high-risk offenders, you can engender a lot of resistance if the program is too short. You release individuals to the street who may be angry or frustrated and never get to the point where you reach that therapeutic effect.

The last potentially relevant concern is that there may have been implementation issues. For example, we used individual case managers in the program as controls, and what we see is that they appear to be largely responsible for the negative program effect: Those participants who were associated with particular case managers appear to have much worse outcomes than all the study participants that we followed.

Martin Horn: You followed the people who came through each case manager?

Tim Ross: Yes. But the two that Marta ranked in the middle for quality of service delivery, the outcomes of their case loads were similar to TSP's. While the managers Marta rated the best and the worst had by far the worst outcomes. We had hoped, from a research standpoint, that the two Marta considered weaker would have the worst outcomes. Then we could say, "When you have good case managers, they do better; when you have bad case managers, they do worse." Not the case.

Eddie Ellis: All the case managers were DOCS [New York State Department of Corrections] personnel?

Marta: No, there were two DOCS and two Parole officers.

Eddie: Did they have any prior training?

Marta: Yes, we trained them all in the programming, including the Reasoning and Rehabilitation Program. The people who created that program also changed it for us, by the way. They wanted to test what the intervention would be like if you did it in a shorter period of time with this group of people. So it wasn't like we took it and said, "Let's change it." We changed it with them.

Michael: The really interesting piece, at least for me—and a lot of lay people I would think—is that the results are not only not as good as TSP, but they're worse than no intervention, the Upstate sample.

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[3] The Reasoning and Rehabilitation program is a multifaceted cognitive-behavior program designed to teach juvenile and adult offenders cognitive skills and values. It was developed by Dr. Robert Ross of the University of Toronto, and by Canadian criminal justice practitioners Elizabeth Fabiano and Frank Porporino. It is widely used throughout the Canadian correctional system, as well as in a number of states in the United States.

Doris MacKenzie: Is there anything in the program that would cause participants to feel like they were required to do more things they didn't want to do, so they didn't see it as fair? Did they see the program as, "This is to my benefit," or as, "This is a lot; you really make me work"?

Jim: In the post-release interviews they expressed more positive perceptions about the program. In general, what they really appeared to like was the employment part. They expressed frustration with having to participate in the cognitive classes, and there was some expression of frustration with having to go to drug treatment classes when they didn't have a history of drug use. Other than that, I don't recall anything that really stood out. But there was some frustration expressed, yes, because they really were not given much of a choice about participating in the program.

Doris: Or enough choice.

Jim: If they refused participation in the program, they could presumably lose their good time and be sent back upstate to finish their sentences.

Marta: One person did that. No one else really thought of that as a choice. At the beginning of the program there was a huge amount of resistance because 50 people were shipped altogether and plopped down in Greenlight. It was supposed to be a trickle in, little by little. And so, you know, they were mad.

Marty: And that was part of the study sample?

Marta: Yes. The first two cohorts were extra experimental because they were just dropped in and we were still figuring the program out. That had probably more of a climate of injustice to it. But then it got to be business as usual.

Marty: I'm just reminded that in 1985 we tried to do a pre-release drug treatment program and a three-part evaluation. DOCS has this enormous difficulty getting programs like this up and running and moving inmates there in an orderly fashion that does not engender antagonism on the part of the individuals who are selected, or "ripped out" of wherever they are—Attica, Clinton, Great Meadow, wherever. They were cozy where they were: they had their own cell, they were living in the dorm, they had their little gig going—now they don't. If you go back and you read the reports from that project, you're going to find very similar results.

Eddie: As I read the study, I noticed that there was only one mention of the question of race—although 94 percent of the people involved were either Latino or African-American. The other thing that struck me as interesting is that it seems to me that programs based on best practices are very general, one-size-fits-all. I was wondering whether or not in the many parts of this program race or cultural competence were factored in?

Marta: In what way? In terms of talking about it, in terms of staff, or in terms of…?

Eddie: All of the above. In terms of talking about it, in terms of staff, in terms of how it was presented, in terms of the literature, in terms of the symbols, in terms of the pictures if there were any pictures.

Marta: Well, in terms of staff, the case managers were one Caribbean-American, two African Americans, and one Latino. For the Greenlight folks, the whites were in the minority. Race did come up in terms of how people ran the classes—because you're talking real life, it didn't get shied away from. But it wasn't on the curriculum as in, "We're going to talk about race today."

Mike Bobbitt: There was a tension in the earlier cycles about the recognition that although the staff overall was kind of diverse, it was white people who were really running this program. Those were the occasions to talk about using the methodology or the cognitive skills to address issues of race. But there was nothing woven into the curriculum per se to create those opportunities or to unpack, "What does that mean?"

Marta: And you think that changed?

Mike: I can't recall hearing it as much in the later cycles, but I do remember hearing it, and I remember it from the early going.

Orlando Rodriguez: The impression that I get reading the program evaluation is that this is a de facto evaluation of a *pilot* program because you had this early termination of Greenlight after only one year of operation.[4] The next thing you expect is that the researchers would get together with the planners and say, "This is what we find. Is this real or are there some program flaws?" You know? But it didn't happen.

Jim: That's absolutely correct. We had hoped to give the program approximately six months or so to settle down and get into a rhythm before we really started looking at individuals. We started tracking people early in hopes that we might be able to give some feedback to the program planners, but ultimately they became part of our sample because of the early termination of the program.

Orlando: And you don't have that much process data that could help you.

Jim: No, clearly we would like to have videotaped group sessions, we would have liked to have talked to the staff at the program on a regular basis, but we just did not have the resources. We did some limited process work in that we had individuals attend class sessions and talk to the staff to some extent, but there's just not a lot of information there that we can use to make any conclusions in terms of the program.

Marty: Can we go back to this whole issue of expectations? So you did a lot of referrals to community-based services. But we don't know what the Greenlight participants'

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[4] Project Greenlight was designed as a three-year demonstration program, but budget constraints led to the program being funded in its original form for only one year.

experiences were like when they connected with them after release. If you said, "We're going to send you to Project ABC and they're going to help you find a place to live," and then when they get there someone from Project ABC says, "Look, we haven't got any places for you. Come back tomorrow"—we don't really know what the impact of that was. I personally think it's a critical variable.

Marta: Yes, that's quite true.

Jim: We did know from some of our interviews that their contacts with housing services were not positive.

Marty: I think that's pretty important. If I come out and I'm all brushed up and dusted off, and I get a "Oh yeah? Come back tomorrow and we'll see what we can do," Boy, that's not what I expected.

Doris: Particularly when you've been through the more difficult program.

Eddie: How competent were the community-based groups?

Marta: It varied. You had the groups that come and do this all the time—you had the Fortune Society and the Osborne Association—and then you had some more specialized groups. Some of the presenters were excellent, some were not.

Marty: But the answer to Eddie's question has to be that we really don't know—there's no way of measuring.

Marta: Right.

Eddie: And in a lot of cases the empirical evidence is that they're not doing such a great job, right? The reports they turn in monthly look good. But if you talk to the people on the ground, they say, "I didn't get any help."

Marty: Or, "They referred me to somebody else."

Marta/Eddie: Right.

Michael: Can I just follow up on two quick points? First, the basis for so many of these cognitive therapy programs comes from Canadian researchers—I'm sure there must be someone in this country who also does this programming, I just don't know who they are. Does that programming get translated from the Canadian to the specifically American urban contexts?

Doris: That was my question too. Because this curriculum has been used in many other countries, but there's probably a similarity between Canada and many European countries that aren't like our urban inner-city.

Michael: That stuff is used all over the U.S., isn't it?

Marty: But no one's evaluated it.

Jim: There have been recommendations that, as you implement the program, you have to assess how well it fits with your population. But I have no idea how extensively that's been done.

Michael: My second question is, Let's assume people were mad—whatever that means—either from being dumped from wherever they were into this program or the program itself, or it raised their expectations and then post-release lowered them. Does it make sense that that anger and resentment shows itself in the form of increased felony arrests?

Eddie: I think it goes beyond that. The question of cultural competence is more than a question of sensitivity. Cultural competence comes when you have people who are culturally competent to deliver the material in a way that the student will receive it properly and act on it accordingly. It doesn't really matter if the instructors are African American or not—you can have African-American instructors who culturally are not competent. From reading the material, what I got was that we tried to do this on the cheap. We didn't really have a good initial training on that for people who were going to be involved in the program.

Michael: And can you see that if all that stuff is true, it could lead to not just more revocations but more felony arrests?

Eddie: If your expectation is that as a result of being involved in this project you're going to get some tools that are going to help you once you get out, and you get what you assume to be those tools and you go out and the tools don't work, your only recourse is to do what it is that you do best, which is what got you in in the first place. And that seems to be what happened.

Marty: Years ago, I read a study that concluded that parole violators were basically organizational rejects: Whether or not your parole officer cited you for a violation could be a function of whether or not you pissed him off. I just wonder whether teaching people to be assertive, thoughtful, persistent—things that we normally think are good traits to have in negotiating bureaucracies—is valuable if parole officers aren't ready to receive it.

Eddie: I know people who have had negative interactions with parole officers to the degree that they felt if they make one more report, they wouldn't walk out of the parole office. And those people decided that they would never report again: "They just catch me when they catch me." But that was a direct response to the interaction between them and the parole officer.

Marty: I think that the same behavior—especially on a misdemeanor level—that causes you to piss off your P.O. might also cause you to piss off a cop. Because now you've

decided, I'm gonna live in this world, I have rights, and I have learned new skills and how to deal with people in authority who I think are being unreasonable.

Marta: I think that's an interesting theory in terms of the skills that you're teaching clashing with the culture of parole and police officers. But there was another element to the Greenlight guys in that they had this release plan. There was a person at each parole office to whom we faxed the release plan. But you then have a parole officer who has this release plan that he didn't help create but that their bosses told them they're supposed to follow. Even if the parolee was incredibly well behaved, that parole officer is still kind of annoyed that he has to do this. And you might have had a case where the parolee wanted to talk about it—because some of them really got into the release plans.

Marty: I'm still not clear how that necessarily affects the felony or misdemeanor arrests, but it would certainly affect the revocation outcomes, and it would certainly affect the violations of parole initiated by the parole officer absent an arrest. On the other hand, if I've got my release plan and I'm planning to do good, and I get to a P.O. who basically brushes me off, as Eddie said, I might choose to abscond. And having absconded, I may just blow off the rest, and now I'm living on the street, and now I'm getting high. And once I get high, it's only a matter of time until I get arrested, right?

Doris: The research that I've seen that really supports that scenario is research about procedural justice. You're being required to do all this stuff and—whether it's because of a cultural thing or the demands placed on you that other people didn't have, or because the probation or parole agent wasn't fair to you—you come out saying, "The procedures aren't fair. I wasn't treated fairly." There is some research—limited—showing that this really does have an impact on behavior.

Marty: I think the interaction between parolee and parole officer after release is an important variable that's going to affect outcomes.

Dan Wilhelm: Marty, you've talked a couple of times now about the bureaucratic, or cultural, response that the parolee encounters. As I've been listening to the conversation, I've been trying to think, What's the value of this evaluation for people who are trying to either affect policy or influence specific programs?

Michael: Yes. One of the things we wanted to get here is some lessons learned.

Marty: I don't think Greenlight was a failure in any way. I think it really begs a whole host of new questions. You started this in what year, 1999?

Marta: Started planning it then. The project officially began in 2002.

Marty: We've learned a lot about reentry since then, right? Helping these individuals change the way in which they lead their lives is very hard. And to think you can swoop in and, in eight weeks with some sort of cognitive behavioral approach, change that is naïve.

That's the first thing. Secondly, I believe that the real work has to be done after release. And someone has to own the responsibility for helping Person A affect their transition.

One of the things that I would like to know more about is the interrelationship between sobriety and failure. I believe that all this stuff about criminogenic needs is interesting, but why should we expect that ex-inmates are going to deal with their criminogenic needs if they don't have a place to live, if they're dying to get high, and they can't afford to live because they don't have a job? So we have to attend to those basic human needs.

I think that another important lesson is that in-prison programs, without some very, very strong follow-up, are bound to fail. Making referrals is not enough. The program that they go to has to be expecting them— "I'm waiting for 'Joe' to show up"— and has to know what programming 'Joe' had beforehand, right? And it has to run with it. I think there were too many hands in the pot in Greenlight. There have to be a limited number of hands and the people all have to be singing from the same hymnal. And the other thing I would say is, All of the effective programming literature talks about the need to appropriately match needs with programming and risk. Therefore, low-risk people, we ought to just kiss 'em goodbye and give 'em a voucher for services after their release.

Eddie: I've got a question. I haven't read most of the literature, but I get the sense that this project was set up more as a study than as a service.

Marta: No, absolutely not. I mean, it may have been naïve, but we really did think that if you do more intensive preparation for release and you bring in this wealth of community groups that are out there, what's missing is they didn't know about them. Because that was something we would often see when we talked to people.

Orlando: The nagging thing for me is that Upstate group that did so well. Either there's something wonderful going on in the upstate correctional facilities or else they're just doing the normal thing. But there's something about what happened in Queensboro with these two programs, Greenlight and TSP, that created some worse effect.

Eddie: One of the things that I've heard about Queensboro is that it's not a place that people want to go to. I don't remember all of the reasons. But not withstanding the fact that it's closer to the city, if you've got six months or more to do on your sentence, you don't want to go to Queensboro.

Marty: It's oddly placed.

Eddie: And I understand the recreation facilities are not very good—they don't have a yard, for example. And all that kind of stuff is important. But I want to pick up on the point about the constraints of the project, particularly the financial constraints. One of the things I got from this evaluation is that if we're going to have effective post-release intervention it may require a greater level of commitment than what was spent in this particular instance. The other thing is that in addition to post-release continuity we need to have community-based operations that are viable and that can deliver on the

expectations that people have coming out of prison. I think also that pre-release programs need to have greater longevity. I think six months would be a minimum period of time, and optimally you would want to have at least a year working with someone before they got ready to go. Because by the time a person gets two months to the street, they've already decided in their mind what they're going to do. And Marty's point about providing the very bare minimum—the essential prerequisites for success—if we can't provide that in the initial stages then we're looking at some lost causes.

Doris: This is kind of a different topic, but is it maybe that the targets were wrong? A lot of our research points to the role of work and family bonds in reducing recidivism. But when I've evaluated correctional programs, what has ended up being effective are the individual change programs: education, vocational education, cognitive skills, drug treatment. So one of the problems could be that Reasoning and Rehabilitation didn't work with this group, so we really didn't see a change at the individual levels. Prior to getting a job you really have to get an education, or change your attitudes towards work. So the focus may have been on building those bonds and ties but the focus needs to be maybe on individual-level change.

Eddie: Yeah, yeah.

Doris: That, of course, isn't an eight-week program.

Eddie: Picking up on that, most of the programs that I see have been what we call "deficit model" programs. That is to say, they start with the deficits and ask, How do we tinker with those to modify them or whatever? But it seems to me that there is another approach that could really focus on building on the strengths that people have. In terms of program design, that should be uppermost in our minds. How do we capitalize on the individuals' strengths and begin to build on those as a kind of a segue to everything else?

Marta: I think we did some of that. Certainly the family program was meant to celebrate the fact that there were family members here, and have the families talk together about how they want to handle this transition. But we probably could have done a lot more.

Michael: One of the reasons we're having this discussion is because we did a fairly deep—and at the end of the day, probably pretty expensive—piece of research. We happen to know an unbelievable amount about what happened: the outcomes, the intra-measures, the design of the service delivery itself in terms of the randomness of who was assigned to the program. So what's at issue is not just good programming, but the research that you need to find out whether you're doing good programming. It's one thing to ask legislators or governors for a few million dollars to do an intelligent reentry program. But on top of that you really need to come up with a bunch of money to do this research.

Jim: Evaluations of this type of programming have traditionally been "black box" evaluations. You run a program and you look at the end to see whether or not people do better. Then you say, "Great, the program worked or it didn't work." But you have no

idea why. Anytime you're going to propose a new research project you really want to be able to tell people why a program worked. What we said at the very beginning of Greenlight was, "Okay, Marta and her staff are doing all these things. At the end, will we be able to say something like, 'You can dump this housing component because it doesn't matter. You can dump this cognitive behavioral stuff because it doesn't matter. It's all in the employment. Find everyone jobs and they're going to do fine.'" What's important when you're thinking about evaluations now is, What can you tell people about why a particular program works the way it does?

Michael: This has been a really interesting discussion. We wanted to accompany this report with some sort of illuminating and critical discussion to wrap this project and its results in context. I think we've done that. So thanks a lot, everyone, for coming.

For more information about Project Greenlight, visit www.vera.org/greenlight, or email tross@vera.org.

SMOOTHING THE PATH
FROM PRISON TO HOME

An Evaluation of the Project Greenlight
Transitional Services Demonstration
Program

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Executive Summary

In partnership with the New York State Department of Correctional Services (DOCS) and the New York State Division of Parole, the Vera Institute of Justice developed a 60-day, in-prison, reentry program for men called Project Greenlight (Greenlight), which was delivered at the Queensboro Correctional Facility in Queens, New York. Greenlight was designed to be as affordable and as comprehensive as possible. Planners created the program design based on the literature on "what works" and common sense about what substantive areas need to be covered in a pre-release program. The program included job preparation training and counseling, substance abuse relapse prevention, practical skills, cognitive skills, family reunification, and homelessness prevention. It also produced a release plan for each participant that was jointly designed by inmate and program staff.

To evaluate Greenlight, Vera researchers compared three groups of inmates totaling 739 study participants. Two of the groups included people randomly assigned to either Greenlight (348 participants) or to a less ambitious program operated in the same facility by DOCS (278 participants). The third group ("Upstate") consisted of 113 people released directly from upstate prisons to New York City without specialized reentry programming. The three groups did not have any statistically significant differences in criminal history, education, or demographics.

Contrary to the expectations of program planners and research staff alike, Greenlight participants recidivated at *higher* rates than either of the comparison groups after one year post-release. Most of these differences were statistically significant and held across multiple measures of recidivism, including new arrests, new felony arrests, and revocation. Assignment to the Greenlight group remained significant in multivariate models. The Upstate group, which received no pre-release reentry programming, recidivated at the lowest rate.

These research results are as puzzling as they are unexpected. None of the non-programmatic reasons Vera researchers examined, such as variation in parole supervision and borough of residence, explain the differences in recidivism. Vera researchers identified several possible programmatic explanations, such as program design and implementation and the impact of the program on parolee expectations, but did not have enough information to explain the results definitively. It is always possible that factors that we did not measure, such as motivation to avoid criminal activity, might explain the results, but these factors are often correlated with the variables we did use.

This study raises strong cautions about the desirability of intensive short-term reentry programming. Other studies of longer and more expensive reentry programs with tighter links to community-based services show that reducing recidivism among people leaving prison is possible. The current findings suggest, however, that trying to save money by compacting reentry programming into a shorter time frame may be counterproductive. Like mentoring programs, a small dose of reentry programming may be worse than no programming at all.

To learn more about how the program produced these unanticipated results, the Vera Institute convened a roundtable of experts from corrections, academia, and the community. Highlights from their discussion are appended to our summary and technical reports.

Acknowledgments

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Introduction

This study reports findings of an evaluation of a prisoner reentry program operated by the Vera Institute of Justice. Planning for reentry has become a national issue: the number of people incarcerated in the United States has increased sixfold in the last three decades.[1] By the end of 2002, more than two million people were incarcerated. Based on present rates of incarceration, about one in eleven U.S. men will go to prison in their lifetimes, and that figure is far higher for men of color. At present rates, one in every three African American males will spend time in prison.[2] Virtually all people who enter prison eventually leave.[3]

In 2001, more than 630,000 people exited state or federal prison—more than the population of Boston, Denver, or New Orleans.[4] And millions more are affected—when people are released from prison, their neighborhoods, families and communities must adjust to their return. Some neighborhoods, especially in disadvantaged, minority communities in the inner cities, have a disproportionate number of people entering and returning from prison.[5] Families in these neighborhoods often suffer from high unemployment rates, a lack of appropriate housing, limited access to quality health care and other problems that make re-integrating people returning from prison that much harder.

According to recent statistics, five states (California, Florida, Illinois, New York, and Texas) accounted for almost half of all releases nationwide in 2001; 16 states accounted for 75 percent of those released from state prisons.[6] Most data indicate that the majority of offenders released nationwide return to "core counties" (counties that include the central city of a metropolitan area), and that the releases appear to be concentrated within certain neighborhoods in those counties.[7] Sixty-six percent of all people leaving prison return to inner-city metropolitan areas; and a disproportionate number return to a small number of inner city neighborhoods.[8]

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[1] "Facts about prisons and prisoners." The Sentencing Project, November 2004. Data aggregated from the Bureau of Justice Statistics. See http://www.sentencingproject.org/pdfs/5022.pdf.

[2] If recent incarceration rates remain unchanged, an estimated 9 percent of men (or one in eleven) will serve in prison in their lifetime. Bureau of Justice Statistics, www.ojp.usdoj.gov/bjs/crimoff.htm, accessed 12/4/2002.

[3] Estimates indicate that somewhere between 90 and 95 percent of those who are incarcerated will eventually return to the community. Travis, Jeremy, Amy Solomon, and Michelle Waul, *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry* (Washington, DC: Urban Institute, 2001); Petersilia, Joan, *When Prisoners Come Home: Parole and Prisoner Reentry* (New York: Oxford University Press, 2003).

[4] Harrison, Paige M., and Jennifer C. Karberg, *Prison and Jail Inmates at Midyear 2002*, BJS Bulletin, Washington, DC: USDOJ, NIJ, April 2003, NCJ 198877. Harrison, Paige M., and Allen J. Beck. *Prisoners in 2002*, BJS Bulletin, Washington, DC: USDOJ, NIJ, July 2003, NCJ 2002248.

[5] See, for example, Lynch, James, and William Sabol, *Prisoner Reentry in Perspective*, Crime Policy Report, vol. 3. Washington, DC: Urban Institute, 2001. Petersilia, Joan, and Jeremy Travis (eds.), From Prison to Society: Managing the Challenges of Prisoner Reentry, *Crime and Delinquency*, Special Issue 47 (3) (July 2001); Travis, Jeremy, Amy Solomon and Michelle Waul, *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*, Washington, DC: Urban Institute, June 2001

[6] Harrison and Karberg, *Prison and Jail Inmates*, 2003:6. Also see, Bureau of Justice Statistics, *Correctional Populations in the United States, 1998*, BJS Internet Report, NCJ 192929. Retrieved as *.pdf file on March 3, 2003 from http://www.ojp.usdoj.gov/bjs/pubalp2.htm#cpus; Lynch and Sabol, Prisoner Reentry in Perspective, 15.

[7] Lynch and Sabol, Prisoner Reentry. 2001:15. Also see, Gottfredson, Stephen D., and Ralph B. Taylor. "Community Contexts and Criminal Offenders." In *Communities and Crime Reduction*, T. Hope and M. Shaw

The number of ex-offenders who are re-arrested and re-incarcerated shows the need for more effective reentry practices. The largest national study to date found that 67.5 percent of offenders released in 1994 are arrested for a new felony or serious misdemeanor within three years; a slight increase from the 62.5 percent found by a similar study of prisoners released in 1983.[9] Half of all released felons returned to prison within three years—a quarter due to new convictions, and another quarter due to parole violations. Nationally, the proportion of people who return to prison for parole violations has been rising consistently since 1980 and parole violators are an increasing proportion of all prison admissions; parole violators accounted for more than one-third of all new admissions to state prison in 1999.[10]

Many people exiting prison come from marginalized segments of the population; they often lack resources such as stable family members and law-abiding friends who can support them socially or financially as they reenter society. Finding a safe and affordable place to live is often a major hurdle.[11] Further, ex-offenders seldom have the educational skills or employment background that would help to secure a job and rebuild their lives. They are often stigmatized by family members, friends, prospective employers, and others because they are ex-offenders. In addition, many people have issues with substance abuse that contribute to their struggles after release. Because roughly 80 percent of people leaving prisons are under parole supervision (either discretionary or mandatory), with its curfews, reporting requirements, travel limitations, and mandated programs, even one violation of any of these conditions can land a person back in prison.[12] On top of the numerous personal obstacles, there are also clearly defined institutional barriers encountered when they reenter society.[13] Successfully reintegrating ex-offenders into communities is a substantive task, and there are significant and far-reaching social, economic, and policy implications associated with the large-scale reentry of offenders that are not yet well understood.[14] Given the array of barriers to successful reintegration, and the fact that government

(eds.). London, England: Her Majesty's Stationary Office, 1985:62-82; Rose, Dina R., Todd R. Clear, and Judith Ryder, *Drugs, Incarceration and Neighborhood Life: The Impact of Reintegrating Offenders into the Community*. Prepared under NIJ Grant #1999-CE-VX-008;Travis, Solomon and Waul 2001.

[8] Lynch and Sabol, Prisoner Reentry in Perspective, 2001:15; Rose, Dina R., Todd R. Clear, and Judith A. Ryder, Drugs, *Incarceration and Neighborhood Life: The Impact of Reintegrating Offenders into the Community*, Washington, DC: USDOJ, 1999.

[9] Langan, P. A., and D. J. Levin. *Recidivism of Prisoners Released in 1994*. BJS Special Report, NCJ 193427. Washington, D.C.: USDOJ, 2002. Beck, A. J., and B. E. Shipley. *Recidivism of Prisoners Released in 1983*. BJS Special Report, NCJ 116261. Washington, D.C: USDOJ, 1989.

[10] Between 1990 and 1998 the proportion of parole violators among new prison inmates increased 54 percent. It should be noted that in all assessments of trends in state parole, California skews the national data substantially. For more detail, see Hughes, T. A., D. J. Wilson, and A. J. Beck. *Trends in State Parole, 1990-2000*. Bureau of Justice Statistics Special Report, NCJ 184735. Washington, DC: USDOJ, 2001.

[11] See Nino Rodriguez and Brenner Brown, *Preventing Homelessness Among People Leaving Prison*, New York: Vera Institute Justice, 2003.

[12] Hughes, et al., *Trends in State Parole*, 2001:1.

[13] For a discussion of institutional barriers, see Hirsch, Amy E., Sharon Dietrich, Rue Landau, Peter D. Schneider, Irv Ackelsberg, Judith Bernstein-Baker, Joseph Hohenstein, *Every Door Closed: Barriers Facing Parents With Criminal Records*. Retrieved March 3, 2003 http://www.clasp.org.

[14] See, for example, Hagan, John, and Ronit Dinovitzer, *Collateral Consequences of Imprisonment for Children, Communities, and Prisoners*, Crime and Justice: A Review of Research, vol. 26, Chicago: University of Chicago

and society pay an enormous cost when reintegration fails and people return to prison, policymakers, criminal justice agencies, and community-based organizations are focused today on the need to prepare prisoners for release and to help them successfully return to their communities.

The time immediately prior to and following an offender's release from incarceration is critical to successful reintegration, and focused transitional services programs may provide an opportunity to smooth the transition and significantly improve post-release outcomes.[15] A recent survey of state correctional systems indicates that 39 of 41 states have some sort of pre-release, reintegration, or transitional services programming.[16] These programs vary with respect to their duration, class hours and content, type of staffing, and degree of community participation. It is likely that many programs were developed without a research-based understanding of the transitional issues offenders face. Further, since two-thirds of the programs are voluntary and many have caps on enrollment. No one knows how many offenders actually receive these services, but the available evidence suggests that for most prison programs participation is relatively low.[17] Finally, there is little rigorous empirically-based research validating the efficacy of transitional services or other pre-release programs.[18]

In sum, the large numbers of people leaving prison are seriously challenged in their efforts to become part of a local community again, and their return entails serious consequences for both their families and neighborhoods.

Reentry Initiatives Nationwide

Reentry initiatives are not new; it is more that the changing policy implications associated with what have become historically high levels of incarceration have forced officials to focus on this issue. A handful of state and local jurisdictions around the country offer programs to ease transitions to the community from prison or jail. These programs take many forms, but only a

Press, 1999: 121-162; Petersilia, Joan, and Jeremy Travis (eds.), From Prison to Society: Managing the Challenges of Prisoner Reentry, *Crime and Delinquency*, Special Issue 47 (3) (July 2001); Travis, Jeremy, Amy Solomon and Michelle Waul, *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*, Washington, DC: Urban Institute, June 2001.

[15] See Nelson, Marta, Perry Deess and Charlotte Allen, *First Month Out: Post-Incarceration Experiences in New York City*, New York: Vera Institute, 1999; Petersilia and Travis, From Prison to Society; Travis, et al., From Prison to Home, esp. pp. 18-19.

[16] American Correctional Association, "Pre-Release/Reintegration: A Survey Summary," *Corrections Compendium*, August (2000): 7-15. Non-responding states were Alabama, Georgia, Hawaii, Iowa, Kentucky, Michigan, Oklahoma, Utah, and West Virginia. In addition, no response was received from the District of Columbia or the Federal Bureau of Prisons. California and Nebraska indicate no programming, although California does have a re-entry program that is not run by the Department of Corrections.

[17] Austin, James, "Prisoner Reentry: Current Trends, Practices and Issues," *Crime and Delinquency* 47 (3) (July 2001): 314-34; Camp, Camille, and George M. Camp (eds.), *The Corrections Yearbook, 1998: Adult Corrections*, Middletown, CT: Criminal Justice Institute, 1999.

[18] This is true of correctional interventions in general. See Sherman, Lawrence W., Denise Gottfredson, Doris MacKenzie, John Eck, Peter Reuter, and Shawn Bushaway, "Preventing Crime: What Works, What Doesn't, What's Promising?", Final Report for NIJ, grant number 96-MU-MU-0019, Washington, DC: USDOJ, 1997, NCJ 165366.; Gaes, Gerald, Timothy J. Flanagan, Laurence L. Motiuk, and Lynn Stewart, "Adult Correctional Treatment," Crime and Justice: A Review of Research, vol. 26, Chicago: University of Chicago Press, 1999: 361-426.

few have a long track record. Some are prison-based, some community-based, others make use of cooperative arrangements between departments of correction, parole, and probation, and private community-based services and initiatives to provide a continuum of services between prison and the community. In addition, the populations they are designed to serve are often quite diverse in terms of their background characteristics, offense history, and overall level of risk. Some programs are designed to address a single issue—focusing, for example, on substance abuse, vocational issues, educational deficits, or family issues, while others offer a combination of services that are often more comprehensive in nature. Single-focus programs can make an important difference, but assessments of these types of programs suggests that efforts to address multiple offender issues simultaneously are likely to have a greater impact.[19]

In Texas, for example, the departments of labor and correction jointly started a vocational development program in 1985 that is open to state inmates two years from release. Project RIO (Reintegration of Offenders) starts serving offenders while they are still in prison and offers job training and work experience. A program evaluation found that RIO's participants had higher rates of employment after release and lower rates of returning to prison when compared to prisoners who did not participate.[20] Chicago's Safer Foundation, a community-based provider of employment services for ex-offenders established in 1972, offers a multitude of programs such as basic education, life skills, and job placement.[21] Although emphasizing employment services, Safer works with "juvenile and adult probationers and parolees, community corrections residents and persons in the county jail" with the philosophy of providing "avenues for them to let go of the criminal life and buy into the mainstream; getting and keeping a job is a means to that end."[22]

Some jurisdictions take a longer range approach to transitional services by planning for reentry as soon as a person enters prison. Missouri takes this approach—the institutional regimen is designed to mirror the outside world as much as possible.[23] Prison work, recreation, and treatment schedules mimic a workday. Inmates interview for jobs in prison and, if they do well, advance to better paying jobs and other privileges.

New York State's Department of Correctional Services operates several programs that transfer inmates from across the state closer to their home community before release. Several work release facilities located in New York City help inmates in their transition back to the community. There are also interagency efforts to make sure that inmates have the necessary identification and paperwork completed before release to smooth their transition. For example, through a cooperative arrangement with New York State's Department of Correctional Services (DOCS) and Division of Parole, New York City's Human Resources Administration (HRA)

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[19] Gaes, et al., 1999. Also see National Institute on Drug Abuse. *Principles of Drug Addiction Treatment: A Research-Based Guide*. Washington, DC: National Institutes of Health, 1999.

[20] Finn, Peter. *Texas' Project RIO: Reintegration of Offenders*, NIJ Program Focus, NCJ 168637, Washington, D.C.: National Institute of Justice, 1998.

[21] Finn, Peter, *Chicago's Safer Foundation: A Road Back for Ex-Offenders*, NIJ Program Focus, NCJ 167575, 1998:91-94.

[22] Finn, Chicago's Safer Foundation, 1998:3-6.

[23] Schriro, D., and T. Clement. "Missouri's Parallel Universe: A Blueprint for Effective Prison Management." *Corrections Today* 63, no. 2 (2001): 140-143, 152.

works with inmates in their last months at a local correctional facility (Queensboro) to apply for Medicaid benefits. HRA also screens inmates to assess their need for substance abuse treatment and provides referrals to services as appropriate. The agency also works to pre-qualify inmates for employment services before release.

New York is also in the process of implementing a multiphase transitional services program that, similar to Missouri's, begins with admission to prison. The first phase in New York's transitional services program, a two-week introductory and planning period, identifies an inmate's goals and uses them to create an individual transitional program plan. In this phase, inmates apply for copies of their birth certificates and social security cards so that those copies will be waiting for them at release. The second phase consists of 320 hours of programming delivered by institutional staff that covers personal responsibility, maintaining ties with family and friends, life skills such as time management, and coping with prison life.

As part of the third and final phase, inmates bound for New York City are transferred to a prison in the borough of Queens. There, the Transitional Services Program (TSP) seeks connect prisoners to family members, potential employers, and community organizations that can offer them support.[24]

Empirical Evidence Supporting Correctional Interventions

In contrast to the "nothing works" philosophy of rehabilitation that dominated principles of correctional practice during the 1970s and 1980s, the current consensus is that rehabilitative efforts can and do have a positive impact in reducing offender recidivism.[25] Some intervention approaches, however, are better than others and certain treatment interventions may work better with different offender populations.[26] But few treatment-focused programs are rigorously evaluated and the impact evaluations of existing programs need to make use of strong inferential designs.[27] Meta-analytic reviews have quantitatively synthesized diverse literatures on correctional interventions. This work has challenged the "nothing works" philosophy and

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[24] DOCS. *Transitional Services Program Manual*. Albany, NY: DOCS, 2000.

[25] The "nothing works" conclusion was drawn from the work of Martinson (1974) and Lipton, Martinson and Wilks (1975). There is an increasing consensus that rehabilitative efforts can be effective—e.g., see Andrews, D. A. and J. Bonta, *The Psychology of Criminal Conduct*, Second Ed., Cincinnati, OH: Anderson, 1998; Andrews, D. A., I. Zinger, R. D. Hoge, J. Bonta, P. Gendreau and F. T. Cullen, "Does Correctional Treatment Work? A Clinically Relevant and Psychologically Informed Meta-Analysis", *Criminology* 28(3):369-404, 1990; Cullen, F. T. and P. Gendreau, "Assessing Correctional Rehabiliation: Policy, Practice and Prospects", Pp. 109-176 in *Policies, Processes and Decisions of the Criminal Justice System*, J. Horney (ed.), NCJ 182410, Washington, DC: USDOJ, 2000; MacKenzie, D. L., "Criminal Justice and Crime Prevention", *Preventing Crime: What Works, What Doesn't, What's Promising*. Pp. 9-1 – 9-76, NCJ 165366, Washington, DC: USDOJ, 1997.

[26] MacKenzie, Criminal Justice, 1997; Palmer, T., *The Re-Emergence of Correctional Intervention*, Newbury Park, CA: Sage, 1992.

[27] Gaes, G. G., T. J. Flanagan, L. L. Motiuk, and L. Stewart. "Adult Correctional Treatment", Pp. 361-426 in *Crime and Justice: A Review of Research*, Vol. 26, M. Tonry and J. Petersilia (eds.), Chicago, IL: University of Chicago Press, 1999; Sherman, L., D. Gottfredson, D. MacKenzie, J. Eck, P. Reuter, and S. Bushaway, *Preventing Crime: What Works, What Doesn't, What's Promising*, NCJ 165366, Washington, DC: USDOJ, 1997.

provides an empirical basis for understanding the positive impact of appropriate correctional treatment.[28]

The treatment literature identifies a group of theoretically sound and empirically-based principles that typify effective correctional treatment programs and which "represents the most coherent approach to treatment now available."[29] These principles can be generally categorized as follows: (1) treatment should address dynamic risk factors; (2) programs should employ cognitive-behavioral, skills-oriented, or multi-modal treatment approaches; (3) the intervention should focus on the needs of the participant with higher-risk offenders receiving more intensive services; and (4) the treatment intervention should be implemented appropriately and in a well-supported manner.[30]

Psychologically-oriented treatment approaches emphasize that intervention efforts must be focused on changeable characteristics that are associated engaging in delinquent or criminal behavior. Although static factors such as age, gender, ethnicity and criminal history are most commonly associated with recidivism, there are dynamic risk factors that are strongly correlated with recidivism and that can be targeted in treatment.[31] Dynamic risk factors are often identified as "criminogenic needs" and include pro-criminal or antisocial attitudes, cognitions, and behaviors, pro-criminal associates, weak problem-solving and self-regulation skills, poor socialization, family functioning and structure, unstable employment and weak educational skills. More successful programs attempt to change antisocial attitudes and feelings, reduce pro-criminal associations, promote family relationships, increase self-control and problem-solving skills, and reduce chemical dependencies.[32] Meta-analyses on treatment approaches that target dynamic risk factors, along with narrative reviews lend substantive support to the idea of targeting treatment to such risk factors.[33]

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[28] Cullen and Gendreau, Assessing Rehabilitation, 2000; Gaes, et al., Adult Correctional Treatment, 1999.

[29] See esp. Andrews, D. A., "The Psychology of Criminal Conduct and Effective Treatment", Pp. 35-62 in *What Works: Reducing Reoffending*, J. McGuire (ed.), New York: Wiley, 1995. Also see, Gaes, et al., Adult Correctional Treatment, 1999:363; also see Andrews, et al., Does Correctional Treatment Work, 1990; Cullen and Gendreau, Assessing Rehabilitation, 2000; Levrant, S, F. T. Cullen, B. Fulton, and J. F. Wozniak, "Reconsidering Restorative Justice: The Corruption of Benevolence Revisited?" *Crime and Delinquency* 45(1):3-27, 1999; MacKenzie, Criminal Justice, 1997.

[30] Multi-modal, in this instance, refers to treatment regimens that are structured to address multiple deficits. Attempting to address only substance abuse issues, for example, may not be as effective as addressing substance abuse issues in combination with deficits in educational skills and job readiness skills (see Gaes, et al., Adult Correctional Treatment, 1999:363-364; Andrews, et al., Does Correctional Treatment Work, 1990; MacKenzie, Criminal Justice, 1997.

[31] Gendreau, P., T. Little and C. Goggin, "A Meta-Analysis of the Predictors of Adult Offender Recidivism: What Works!" Criminology 34(4):575-607, 1996. Andrews and Bonta, Psychology, 1998; Gendreau, Little and Goggin, Meta-Analysis of the Predictors, 1996.

[32] Andrews and Bonta, Psychology, 1998:357, Table 13.3.

[33] Andrews, et al., Does Correctional Treatment Work, 1990; Lipsey, M. W., "What Do We Learn from 400 Research Studies on the Effectiveness of Treatment with Juvenile Delinquents?" Pp. 63-78 in *What Works: Reducing Reoffending*, J. McGuire (ed.), New York: Wiley, 1995; Pearson, F. S., and D. S. Lipton, "A Meta-Analytic Review of the Effectiveness of Corrections-Based Treatments for Drug Abuse." *The Prison Journal* 79(4):384-410, 1999; Cullen and Gendreau, Assessing Rehabilitation, 2000; Gaes, et al., Adult Correctional Treatment, 1999; Gendreau, P., and C. Goggin, "Correctional Treatment: Accomplishments and Realities." Pp. 271-

Meta-analytic research and narrative reviews also provide a substantive basis for programs that incorporate cognitive-behavioral, skill-oriented, multi-modal, or familial interventions.[34] In general, however, cognitive-behavioral treatment approaches have been identified as the interventions most often associated with reducing offender recidivism.[35] A review of the studies evaluating cognitive skills programs concludes that modest support exists for recidivism reductions in general offender populations, but that evidence exists for stronger positive results among certain offender subgroups.[36] Surprisingly few outcome studies exist.[37] Much of the meta-analytic (and evaluation) research focuses on juveniles, making evaluations of adult correctional treatment programs even more important.[38]

Although a number of studies show that cognitive-behavioral programming can be an effective part of an intervention, there are limitations to this research. A recent meta-analysis suggests that the strongest effects are achieved in demonstration programs, while much more modest (though still positive) effects are found in correctional intervention programs.[39] In addition, these studies show that juveniles are more responsive than adults--who have the smallest effects. Finally, there is no clear indication of which program elements are most important in reducing offender recidivism when such programs are implemented.[40]

The risk principle suggests that higher risk individuals should receive more intensive levels of treatment.[41] To implement this idea requires that participants be assessed for their risk for a specific outcome (e.g., recidivism or drug use). Empirical evidence generally supports the notion that higher-risk individuals benefit more from targeted treatment than lower-risk individuals and therefore emphasizes the necessity of appropriately identifying individuals who are higher-risk.[42] Some evidence, however, suggests that medium-risk offenders may be more suitable targets for programming than what are traditionally considered the "highest-risk" offenders.[43]

Treatment implementation and integrity should be consistent with the program's design. A program cannot be expected to be successful if it is poorly implemented, under-funded, or

279 in *Correctional Counseling and Rehabilitation*, P. Van Vourhis, M. Braswell, and D. Lester (eds.), Cincinnati, OH: Anderson, 1997; MacKenzie, Criminal Justice, 1997.

[34] Lipsey, What Do We Learn, 1995; Palmer, Re-Emergence, 1992; Gaes, G. G., "Correctional Treatment." Pp. 712-738 in *The Handbook of Crime and Punishment*, M. Tonry (ed.), New York, NY: Oxford University Press, 1998.

[35] For a review, see Gaes, et al., Adult Correctional Treatment, 1999; also see Andrews, et al., Does Correctional Treatment Work, 1990; Pearson and Lipton, A Meta-Analytic Review, 1999; Wilson, David B., Leana C. Allen, and Doris L. MacKenzie. "A Quantitative Review of Structured, Group-Oriented, Cognitive-Behavioral Programs for Offenders." 2004, forthcoming.

[36] Gaes, et al., Adult Correctional Treatment, 1999:375.

[37] Gaes, et al., Adult Correctional Treatment, 1999; also see Sherman et al., Preventing Crime, 1997.

[38] For exceptions, see Andrews, et al., Does Correctional Treatment Work, 1990; Pearson and Lipton, A Meta-Analytic Review, 1999; Lipsey, M. W., G. Chapman, and N. A. Landenberger, "Cognitive-Behavioral Programs for Offenders", *The Annals of the American Academy of Political and Social Sciences* 578(November 2001):144-157.

[39] Lipsey, Chapman and Nanaberger, Cognitive-Behavioral, 2001:154-155.

[40] Wilson, Allen and MacKenzie, 2004, forthcoming.

[41] Andrews, et al., Does Correctional Treatment Work, 1990; Gaes, et al., Adult Correctional Treatment, 1999; MacKenzie, Criminal Justice, 1997.

[42] Andrews, et al., Does Correctional Treatment Work, 1990; Gaes, et al., Adult Correctional Treatment, 1999; MacKenzie, Criminal Justice, 1997.

[43] Porporino and Fabiano, *Reasoning and Rehabilitation Program Manual*, 2000.

delivered by untrained, uncommitted, or unqualified staff.[44] Researcher involvement in the design and development of programs appears to contribute to larger treatment effects, primarily through enhancing program integrity.[45] An important caveat to note is that programs have often been shown to show better results in the demonstration phase than when implemented to scale.[46]

In addition to the above general principles, several other key facets are associated with effective treatment regimens.[47] Occupying a large percentage of an offender's time, incorporating relapse prevention techniques and training, and linking offenders to capable community service providers. There is also growing evidence that longer exposure to treatment is associated with better post-release outcomes.[48]

Project Greenlight Program Overview

The New York State Department of Correctional Services (DOCS) and the New York State Division of Parole, in conjunction with the Vera Institute of Justice, operated an institution-based transitional services demonstration program that was piloted in New York State's Queensboro correctional facility (hereafter referred to as Project Greenlight) and is the focus of this report.[49] The project was a Vera-developed demonstration program, and was largely implemented and operated by Vera demonstration staff.

Planners designed Project Greenlight to provide participants with intensive transitional services programming in the two prior to their release. The program drew extensively from the literature on "what works" in criminal justice interventions and attempted to improve post-release outcomes by (1) incorporating a multi-modal treatment regimen during incarceration and (2) providing links to community-based service providers and parole officers after release. Though research studies associated better outcomes, with longer exposure to programming, most jurisdictions have not found the resources to implement such programs. Vera and correction officials wanted to develop a short, intensive intervention that had the potential to serve a greater number of people at a lower cost. Since participants are admitted to the program every week, most program modules were delivered in a non-sequential manner, making it easy for new participants to join the ongoing curriculum.

The Greenlight program focused on the key issues offenders face as they prepared to transition from prison to the community.[50] First, the intervention included a cognitive-behavioral

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[44] Gaes, et al., Adult Correctional Treatment, 1999; MacKenzie, Criminal Justice, 1997.

[45] Lipsey, What Do We Learn, 1995

[46] Lipsey, Chapman and Landenberger, "Cognitive-Behavioral Programs", 2001.

[47] Levrant, et al., Reconsidering Restorative Justice, 1999; also see Gendreau, P., "The Principles of Effective Intervention with Offenders." Pp. 117-130 in *Choosing Correctional Options That Work*, A. T. Harland (ed.), Thousand Oaks, CA: Sage, 1996.

[48] NIDA, Principles of Drug Addiction Treatment: A Research-Based Guide, Washington, DC: NIH, 1999; NIDA, Therapeutic Community, NIDA Research Report, Inciardi, J. A., "A Corrections-Based Continuum of Effective Drug Abuse Treatment," NIJ Research Preview, Washington, DC: USDOJ, 1996.

[49] The program began in February 2002; budget constraints led to its cancellation in January 2003.

[50] See Appendix A and Charts A-1 and A-2 for a detailed description of the program components and participants' daily and weekly schedules.

component that focused on changing antisocial behaviors and thinking. Program developers worked closely with the developers of the Reasoning and Rehabilitation Program to adapt the intervention to a 60-day period.[51] This type of programming has consistently been shown to be most often associated with reductions in recidivism.[52]

A substantial portion of the intervention focused on addressing key measures such as housing, employment, drug relapse prevention and substance abuse awareness, linking inmates to community-based services, and facilitating relationships with field parole officers before release.[53] Inspired by research that demonstrated positive employment outcomes, the program also offered job readiness training, which included preparing for and conducting interviews, and guidance in workplace behavior.[54] Participants worked with the project's job developer, who helped them in their job search and lines up interviews. For participants with a history of substance abuse, the program provided relapse prevention and drug treatment readiness sessions. Program staff also worked with staff from New York City's Department of Homeless Services to divert offenders away from the shelter system at release.

Inmates also participated in sessions that focused on practical living skills. These sessions covered how to use public transportation, budgeting, time-management strategies, how to set up and use a bank account, and where to get emergency cash or non-cash assistance when money is scarce. This class had particular promise for those with lengthy periods of incarceration, and had little exposure to ATMs or Metrocards (used to access the public transportation system).

The program also aimed to help participants build social supports available upon release.[55] First, the project employed a community coordinator to build a network of community-service providers and connect participants with providers before release. A full-time family counselor and a part-time family specialist worked with offenders and their families to address potentially volatile issues before release. The program also introduced participants to parole officers and

[51] Ross, Robert, and Elizabeth Fabiano, *Time to Think: A Cognitive Model of Delinquency Prevention and Offender Rehabilitation*, Johnson City, TN: Institute of Social Sciences and Arts, 1985. Gaes, et al, Adult Correctional Treatment, indicate that the Cognitive Thinking Skills Program, the precursor of the Reasoning and Rehabilitation program, is the most widely adopted cognitive program, although it is still not widely evaluated.

[52] Gendreau, P., and R. R. Ross. "Effectiveness of Correctional Treatment: Bibliotherapy for Cynics." *Crime and Delinquency* 25 (1979):463-489; Gaes, et al., Adult Correctional Treatment, 1999; Lipsey, What do We Learn, 1995.

[53] See Appendix A for a complete description of the program and its operational guidelines as implemented in the Queensboro Correctional facility. Appendix A also includes two exhibits, the first illustrating the weekly schedule for the eight week intervention and the second illustrates a typical daily schedule.

[54] Piehl, A. M. "Economic Conditions, Work, and Crime." In *The Handbook of Crime and Punishment*, edited by M. Tonry. New York: Oxford University Press, 1998. Fagan, J., and R. B. Freeman. "Crime and Work." In *Crime and Justice: A Review of Research*, vol. 25, edited by M. Tonry. Chicago: University of Chicago Press, 1999; Fagan, J. "Legal and Illegal Work: Crime, Work, and Unemployment." In *The Urban Crisis: Linking Research to Action*, edited by B. A. Weisbrod and J. C. Worthy. Evanston, IL: Northwestern University Press, 1997; Finn, Texas' Project RIO, 1998. Finn, P. "Job Placement for Offenders in Relation to Recidivism." *Journal of Offender Rehabilitation* 28 ½ (1998):89-106.

[55] Finn, Job Placement, 1998; Hanlon, T. E., R. W. Bateman, and K. E. O'Grady. "The Relative Effects of Three Approaches to the Parole Supervision of Narcotic Addicts and Cocaine Abusers." *Prison Journal* 79, no. 2 (1999): 163-181.

parole supervision requirements to give them a better understanding of how they could avoid parole-related problems.

Finally, program designers aimed to enhance coordination between DOCS and the Division of Parole by hiring institutional parole officers and correction counselors to create release plans that met the needs of both agencies. Each inmate's work around employment, education, community resources, family, and substance abuse was captured in the detailed release plan—a step-by-step outline of what the participant planned to do in each area and the community organizations he aimed work with after release. Inmates worked on these plans with their case manager, who is also a correction counselor or an institutional parole officer. That case manager in turn can discuss areas or programs in the proposed release plan with the field parole officer who will supervise the person in the community. Case managers transmitted these plans to the field parole officers. Monitoring a parolee's progress on the release plan provided a framework for supervision—but not conditions of parole. The field parole officer could make changes as needed depending on changes in each person's circumstances after release.

The Greenlight program sought to improve a number of interim outcomes that would, hypothetically, influence subsequent recidivism. Program designers believed that the Greenlight program's emphasis on employment, for example, would lead to higher rates of employment and increased job stability after release. Diverting offenders from the shelter system would lead to more stable living situations. The program's focus on drug relapse and connecting participants to substance abuse treatment and counseling was expected to result in reduced drug use. The detailed release plan and the network of community supports participants established prior to release were expected to result in increased use of community services. The work on release planning hoped to reduce the number of parole revocations.

Project Greenlight was originally designed as a three-year demonstration program, but budget constraints led to the program being funded in its original form for only one year. In 2003, DOCS incorporated aspects of Greenlight into its own transitional services program. Our research covers only the first year of the program's evaluation, with all the advantages and drawbacks that entails.

Key Hypotheses

We have two key hypotheses regarding outcomes for program participants which we examine here.[56] The program is specifically focused on addressing those issues most commonly identified as impacting a participant's general well-being and quality of life after release. Helping participants locate stable housing, providing connections to either jobs, or employment services after release, helping re-establish relationships with their families or friends, connecting them to a variety of community-based services including self-help organizations, substance abuse services, mental or general health providers, and providing them with the basic skills to navigate

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[56] There are multiple ancillary hypotheses dealing with intermediate outcomes as well; more detail can be found in the Appendices.

in the community are all expected to facilitate their reintegration into the community. These are all interim outcomes that we examined in our post-release interviews with participants and to some extent, parole officers.

Improvements in these interim outcomes were expected to lead to lower levels of recidivism: rearrests, reconvictions, reincarcerations, and parole revocations. Our first hypothesis is:

> H1:   A structured multi-modal transitional services program, located in or near the community to which offenders will return, with links to community services and field parole supervision, will result in lower rates of arrests (total and felony).[57]

These same program elements were expected to reductions in parole revocations. In addition, the program's emphasis on connecting individuals to field parole officers before they are released, structuring the working relationships between parole and DOCS personnel, and providing release plans to parole officers were expected to improve participant perceptions of the process of parole supervision and to reduce the rate of revocations. Our second hypothesis is:

> H2:   A structured multi-modal transitional services program, located in or near the community to which offenders will return, with links to community services and field parole supervision, will result in lower rates of parole revocations.

We examine a number of the interim outcomes in the findings section and discuss the implications for our measures of recidivism.

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[57] We use arrest as our primary outcome measure for several reasons. Arrest has been argued to be the most valid outcome measure of recidivism (e.g., see Maltz, Michael. Recidivism. Orlando, FL: Academic Press, 1984). Second, the short one-year time frame for our study makes the use of other measures (reconviction) problematic; the processing time from arrest to conviction is often lengthy and is likely to be less useful as an outcome as a result.

Data and Methods

Overview of the Study Design[58]

Study design is crucial to any evaluation in that design strength is crucial to the conclusions that one can draw at the end. Thus, we describe in significant detail the strengths and relative weaknesses of our research design. It is also inherent in the research process that research projects encounter known or unknown obstacles along the way—this often requires adjusting the design in order to better maintain the integrity of the study design. We therefore also note difficulties we encountered and how we adjusted the design to attempt to deal with those difficulties.

Potential study participants were identified by the DOCS MIS/Classification section each month based on specific eligibility criteria. Although inmates were not required to participate in the research, they were required to participate in mandated programming per DOCS policy. Refusal to participate could result in sanctions including loss of good-time release. Eligible inmates were defined as conditional releases (CR) who were 75 to 105 days from release. The time to release is critical because inmates must have at least 60 days to participate in the program plus the time it takes to transfer from one facility to another. CR inmates were chosen because they could be identified with sufficient time remaining to participate in the eight-week program; CR inmates include individuals who had previously been denied release by the Board of Parole, and inmates determinately sentenced under the 1995 and 1998 New York State Sentencing Reform who were not eligible for discretionary release. Because Queensboro is a minimum-security institution, safety and security issues require that inmates not be assigned to the facility if any of the following conditions apply: conviction for a sex offense, vicious or callous violence, high institutional risk score, current disciplinary sanction, medical reasons, existing warrants, or ineligible current assignment (e.g., work release, shock incarceration). In addition, Queensboro is not structured as a male/female facility, and security and safety concerns dictate that all participants will be male. Finally, study participants were selected only if they had a conviction in one of New York City's five boroughs to increase the chances that the inmate would make use of NYC-based service providers that were brought into the facility.

Our evaluation is best described as using a "mixed" design, combining quasi-experimental and experimental elements. Although our intent was to follow only people who were eventually randomly assigned, early termination of the program led us to reconsider this decision. To include the quasi-experimental haphazardly assigned individuals during the first five months meant greater statistical power; by excluding them, the obvious trade-off was a loss of statistical power for a purely randomized design. In discussing this, we considered the haphazard assignment sufficiently strong so as to warrant the inclusion of those participants. We discuss these issues in more detail in the following paragraphs.

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[58] See Appendix B for more detail on study design, issues encountered, and data sources.

Our study participants are separated into three distinct groups and are defined in the following manner (See Exhibit 1 for program flow). "Potentially" eligible participants were to be transferred to the Queensboro facility based on DOCS transportation schedules and their time remaining until release. All individuals identified by DOCS as "potentially" eligible did not become part of our final sample until such time as they were assigned to a NYC parole office after release—those not assigned to a NYC parole office were removed from the final analyses. Those who were identified as eligible by DOCS, were not transferred to the pilot facility due to space limitations, and were ultimately released from an Upstate (not in New York City) institution constitute the first comparison group (hereafter referred to as Upstate—for Upstate releases).[59] To our knowledge, the Upstate group did not participate in any transitional services programming before release. Inmates transferred to Queensboro were assigned to either the intervention (hereafter referred to as GL or Greenlight) or the existing DOCS transitional services program (hereafter referred to as TSP).

All participants identified by DOCS and transferred to Queensboro between February and June 2002 were sequentially assigned to program slots on approximately a two-to-one basis, Greenlight to TSP with the following caveat. During the first few weeks, the intervention beds were filled with the first 52 participants. During the next two months while the initial intervention participants were in the eight-week program, all assignments were to the TSP program. About 100 participants were assigned to the TSP program during this period (a flow of about 50 potential participants per month). Once the first GL participants began leaving prison, we began the 2-to-1 assignment process on a daily basis. Thus, this assignment procedure to the two programs at Queensboro essentially constitutes a "haphazard assignment" procedure, albeit in a sequential manner.[60] Although not randomized, "haphazard assignment procedures…can be a source of stronger quasi-experiments" than other quasi-experimental designs.[61]

In terms of the haphazard assignment protocols, the institutional locator officer at Queensboro received a list of inmates each day who were to be transferred to Queensboro on the following day. Based on order of appearance on that list, individuals were sequentially assigned such that the first two with a "conditional release" designation were assigned to the intervention, the third to the TSP program, the fourth and fifth to the intervention, and so on as long as bed space existed to accommodate the assignments. A running list was maintained so that each subsequent day continued the assignment from the prior day—i.e., if the last assignment had only one person assigned to the intervention, the first person the next day was designated GL, the second person TSP, the third and fourth persons GL, and so on. Once individuals arrived at Queensboro, only those identified during intake as returning to New York City were assigned to

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[59] As a result, individual characteristics did not play a role in whether these individuals were transferred to Queensboro—their selection was based entirely on DOCS transportation schedules. It is possible however, that some of these had their transfers cancelled due to misbehavior although DOCS cannot identify for us whether this occurred for specific individuals.

[60] Shadish, William R., Thomas D. Cook, and Donald T. Campbell. *Experimental and Quasi-Experimental Designs for Generalized Causal Inference*. Boston: Houghton-Mifflin, 2002:303.

[61] Shadish, Cook and Campbell, *Experimental and Quasi-Experimental Designs*, 2002:302-303.

the Greenlight program. Individuals who indicated during the intake interview that they would not be returning to New York City were then assigned to the TSP program. Thus, if an individual was assigned to a program bed and during the program orientation it was discovered that this person was not returning to New York, they were removed from the program and placed in the TSP group. These removals were not "backfilled" from the existing TSP group, but new assignments were made as they entered the institution. As noted before, all participants identified as not returning to New York City were eventually removed from the analyses.

In July 2002, as the program went to its full capacity of 104, a trickle process random assignment procedure was instituted. In the six-month period between July and December, there were minor deviations (15 percent of assignments) from the assignment protocol. Although these deviations were higher than we would have liked, the overall integrity of the randomization procedure between July and December remained intact.[62] Our "mixed" study design therefore combines a haphazard sequential assignment process with a randomized assignment.

Although DOCS identified all *potential* participants, the final determination for study inclusion depended on assignment to a NYC parole office—information we did not receive until after release. Thus, a total of 677 *potential* participants were transferred to the pilot facility: 349 were assigned to the GL intervention, 328 were assigned to TSP (See Exhibit 1; also see Appendix B, Table B-3). A total of 128 participants were identified as part of the Upstate group (total number of *potential* participants=805).[63] However, we anticipated that we would lose a small proportion of individuals because although they may have been convicted in one of New York City's five boroughs, not all would return to the City. Eight percent of our overall sample did not return to the city (64 of 805). As a result of the program requirement to serve only NYC-bound participants where possible (and because program staff transferred at intake any inmates identified as not returning to New York to the TSP program), a greater proportion of those identified as TSP participants were in fact not coming back to NYC. In addition, there have been 2 known deaths and four individuals initially identified as returning to NYC who later transferred out-of-state—we were unable to acquire dates of death or transfer for any of the cases in order to censor them in the analyses. Therefore, after removing those 64 cases that did not return to NYC and deleting the six cases with unknown dates, our final sample size for each group was as follows: Greenlight N=344, TSP N=278, Upstate N=113 (Total N=735). Of the GL and TSP

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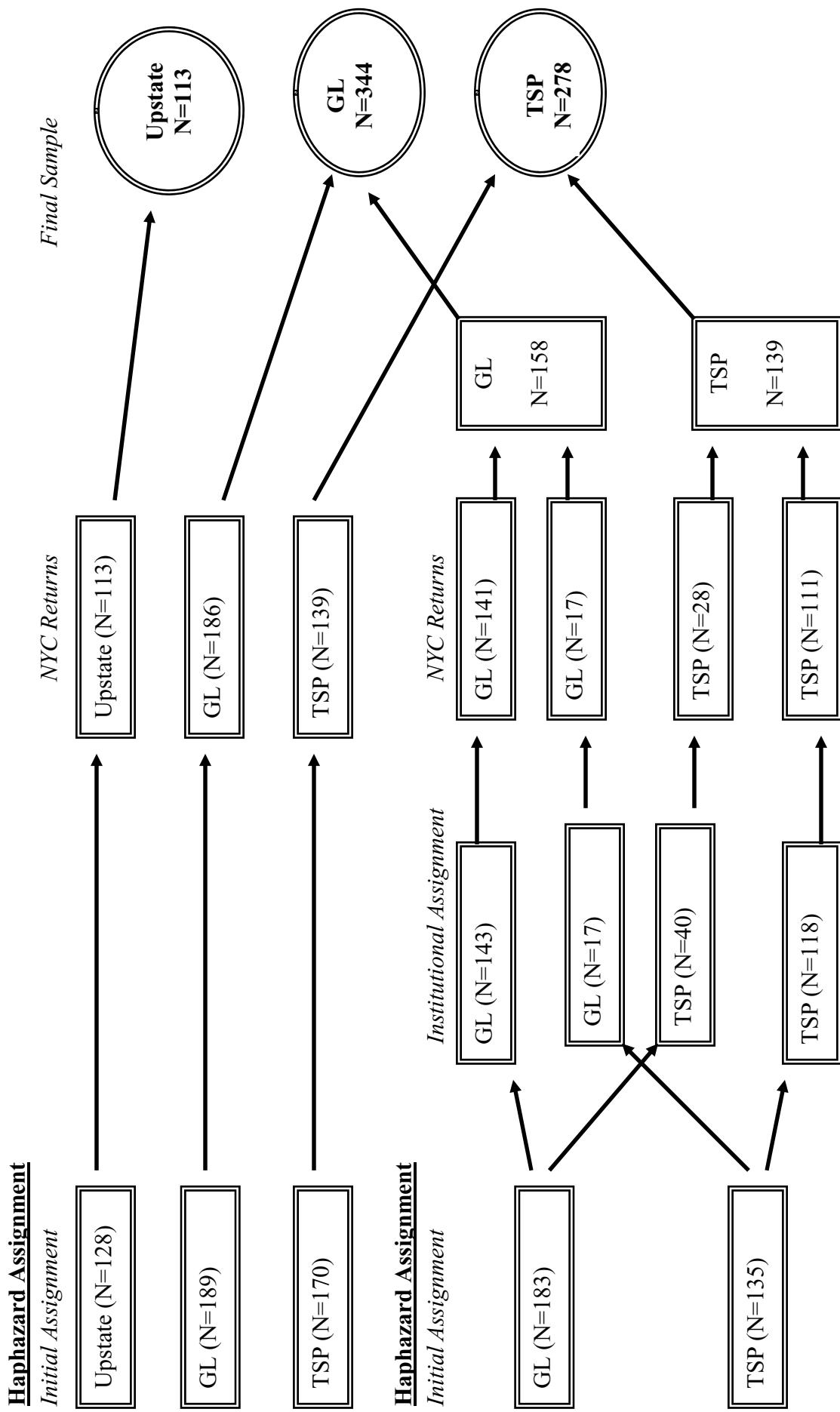
[62] Boruch, R. F. *Randomized Experiments for Planning and Evaluation: A Practical Guide*. Applied Social Research Methods Series, Vol. 44. Thousand Oaks, CA: Sage, 1997:106. Our trickle-process design assigned individuals on approximately a 2-for-1 basis of intervention to control. Deviations appear to occur most often when institutional personnel ignored the random assignment instructions and disproportionately filled empty beds on the intervention side when too many participants were released at once. There were also cases in which the institution did not notify us that the intervention side was full and intervention assignments were shifted to the control group. Thus, the availability of bed space (or lack of it) is entirely responsible for deviations from the assignment protocol. For considerably more detail on the assignment procedures and other aspects of the methodology, see Appendix B. Boruch suggests that up to a 15% deviation from treatment assignments may warrant further investigation—in this case, we have good data on why deviations occurred.

[63] We note again that identified participants are only potentially eligible until they have been identified as returning to New York City. Once they have been released to a NYC parole office they officially become part of our final sample.

cases, 325 were assigned under the haphazard assignment process (186 GL; 139 TSP) and 297 were assigned under the trickle-process random assignment procedure (158 GL; 139 TSP).

Exhibit 1. Program Flow—Project Greenlight Evaluation

Haphazard Assignment
Initial Assignment

		NYC Returns		*Final Sample*
Upstate (N=128)	→	Upstate (N=113)	→	**Upstate N=113**
GL (N=189)	→	GL (N=186)	→	**GL N=344**
TSP (N=170)	→	TSP (N=139)	→	**TSP N=278**

Haphazard Assignment
Initial Assignment

Institutional Assignment

NYC Returns

GL (N=183)
→ GL (N=143) → GL (N=141) → GL N=158

GL (N=17) → GL (N=17)

TSP (N=135)
→ TSP (N=40) → TSP (N=28)

TSP (N=118) → TSP (N=111) → TSP N=139

Data Sources

Data for this evaluation come from diverse sources. We obtained initial *background information* on participants from DOCS. The demographic and institutional data included the New York State criminal justice identification number (NYSIDS); dates of incarceration and release; intake scores on substance abuse; reading and math ability scores; arrest dates for the incarcerating offense; original commitment offense; date of birth; educational attainment; and race/ethnicity. In our analyses, we based commitment offense on data provided by DOCS. The New York State Division of Criminal Justice Services (DCJS) provided detailed information on criminal history in New York State. These data go back to 1970 and include arrest, conviction, and sentence disposition for each recorded offense. The DCJS data for each offense also include county of conviction, whether the offense involved a child victim, drugs, or a firearm, and multiple offense descriptors.

Information on recidivism outcomes included arrests and parole violations after returning to the community. Information on new offenses committed within New York State for a minimum of 12 months post-release came from a comprehensive statewide database kept by DCJS—this includes any new arrests or convictions in all of New York State, not just New York City. Each new offense contained the same information listed above for criminal history information. The Division of Parole provided violation information and data on drug tests conducted during parole supervision.

Interviews conducted with parolees *after release* gathered information on offender background characteristics and outcomes.[64] Research staff contacted GL and TSP participants during their last few weeks at Queensboro to gain their consent to participate in the research. The voluntary interviews were conducted face-to-face two to three months after release either at the participants' parole appointments or at a mutually convenient time and place. The interview instrument, derived from an instrument currently in use by the Urban Institute, focused on housing, employment, income, use of community-based services, perceptions of parole officers, and adherence to parole supervision requirements. Other questions focused on emotional and psychological states, family relationships, past and present drug use, neighborhood perceptions, and satisfaction with and perceived usefulness of transitional services programming. We augmented the interviews post-release interview summaries written by the interviewers and data collected from supervising parole officers from hardcopy case folders.

We used three approaches to locate this highly transient population. While administering consent forms at Queensboro, research staff asked participants to provide an extensive list of contact information. In addition, we arranged with the Division of Parole to conduct interviews at parole offices on individual reporting days for those participants we were unable to contact. Finally, for reincarcerated participants, the NYC Department of Correction allowed us to conduct interviews in their facilities—this included people rearrested or detained for parole violations.

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[64] Our interview instrument is attached as part of Appendix D.

This is especially important because in many studies, interviews are conducted with participants who remain in the community, but are unable to access those who have been reincarcerated. In all, 109 Greenlight and 48 TSP participants were interviewed after they were released. Appendix B (and Table B-4) provides more detail on methods used to contact parolees for interviews, response rates and the difficulties involved.

We also interviewed parole officers of participants we could not locate, and surveyed 19 of the 26 field officers assigned to supervise the Greenlight participants. In addition to their perceptions of the program, parole officers were also asked a short series of questions about employment, housing, and parole violations for a randomly selected group of GL and TSP participants.[65]

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[65] More detail from parole officer interviews is provided in the Appendices; program perceptions are summarized in Appendix A, methodological considerations in Appendix B, and summaries of the information on study participants in Appendix C. Instruments are included in Appendix D.

Findings

Data Analyses

In this section, we examine the evidence and available measures indicating the impact of the intervention on a variety of outcomes. We begin with demographic information and offense histories to identify any pre-existing differences between the three study groups that might account for differences in post-release outcomes. Next, we present information gained from interviews with parole officers about the study participants' performance on parole. Adherence to parole supervision requirements was assessed through parole officer ratings of participant performance on a seven-point scale where we asked the officer to rate adherence to (1) reporting requirements and (2) general requirements. We also examine parolee performance based on the number of times participants were cited for violating the conditions of parole in the first three months after release.

The following section discusses information gained from interviews with Greenlight and TSP participants. These interviews included participants' assessments of the usefulness of information contained in pre-release programs and proximate outcomes such as post-release contact with social services, employment, drug use, and family relations.

The last section reports arrest and revocation outcomes. Here we examine differences between the groups in new arrests, new felony arrests, and revocations for a minimum of one year after release from custody. Survival analysis is used to examine post-release failure and control variables are introduced through Cox proportional hazard models.[66] Life tables are generated for each group examining time-to-failure, survival curves are plotted, and tests of significance are shown for the survival trends using the Kaplan-Meier method.

Studies should typically examine multiple measures of recidivism—alternative measures of recidivism to arrest and parole revocations are usually new convictions and reimprisonment. In this study, parole revocations essentially constitute a measure of return to prison. While all parole revocations in New York State do not end in reincarceration, the Division of Parole is reporting only those cases that are returned to prison.[67] There were no reincarcerations of individuals who successfully completed parole supervision during our study period (that is, new convictions), although several individuals experienced new convictions while still under parole supervision. In short, all incidences of reimprisonment in our data were also associated with a parole revocation. Finally, we do not examine reconvictions in these data; in a short follow-up period such as we have here for one year after release, a process leading to a new conviction is

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[66] Luke, Douglas A., and Sharon M. Homan. "Time and Change: Using Survival Analysis in Clinical Assessment and Treatment Evaluation." *Psychological Assessment* 10(4): 360-378, 1998. Yamaguchi, Kazuo. *Event History Analysis*. Applied Social Research Methods Series, Vol. 28. Newbury Park, CA: Sage Publications, 1991.

[67] Other outcomes are possible but not reported to us. For example, a parolee may be revoked by the administrative law judge and then returned to an increased level of parole supervision.

time consuming. In our study, there were only 15 new convictions in the follow-up period for all groups.[68]

In our examination of arrest survival probabilities, we censor cases (as non-failure terminal events) that are revoked because those individuals are no longer at risk for arrest. In the examination of revocation survival probabilities, we censor cases (as non-failure terminal events) that successfully complete parole supervision because those individuals are no longer at risk for revocation. We do not censor arrests because arrests do not typically remove the individuals from the community for significant periods of time—that is, they are often still at risk for revocation (or rearrest).

Description of the Study Participants

Table 1 shows basic demographics (age, education, and race) for the 735 study participants broken down by study group. ANOVA indicates that Greenlight, TSP, and Upstate participants have very similar characteristics across the board. Trivial differences in mean age at release are noted across the three groups, as is true of educational levels and racial characteristics. Most people in the study group have less than a high school education and a majority are of African-American descent or Hispanic ethnicity.

Table 1. Group comparisons on basic demographic variables (ANOVA analysis).

Variables	GL	TSP	Upstate	Total	Sig.
Age at release	(N=344)	(N=278)	(N=113)	(N=735)	*ns*
Mean	33.6	33.4	32.5	33.4	
Std. Dev	9.5	9.5	9.1	9.4	
Education	(N=318)	(N=240)	(N=100)	(N=658)	*ns*
8 years or less	11.6%	11.7%	11.0%	11.6%	
9-11 years	49.7%	50.0%	48.0%	49.5%	
12 or more	38.7%	38.3%	41.0%	38.9%	
Missing	N=26 (7.6%)	N=38 (13.7%)	N=13 (11.5%)	N=77 (10.5%)	
*Race/Ethnicity**	(N=344)	(N=278)	(N=113)	(N=735)	*ns*
N-H White/Other	5.2%	7.6%	6.2%	6.3%	
N-H Black	57.6%	55.8%	53.1%	56.2%	
Hispanic	37.2%	36.7%	40.7%	37.6%	

*Racial/ethnic categories are non-Hispanic White/Other, non-Hispanic Black and Hispanic. Other is combined with White due to the very small percentage of cases in both categories.

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[68] New arrests and convictions are provided by the Division of Criminal Justice Services. Revocations are provided by the Division of Parole. Reimprisonment is confirmed by the Department of Correction.

Table 2 provides an overview of criminal histories of the study participants obtained from official records maintained by DCJS and DOCS.[69] Primary commitment offense categorizations are based on Uniform Crime Report codes provided by DOCS. DOCS data was used in this case because there was no missing information and we assumed that the commitment offense would be accurate based on DOCS records. We separated robbery as an offense because of its significance as a property *and* violent offense and the numbers of individuals in the category. Property offenses include burglary, larceny, motor vehicle theft, forgery, stolen property, fraud, and embezzlement. Violent offenses include homicide, rape, and assault.

As is shown, the three groups were closely matched on all variables—none of the group differences in the table rise to the .05 level of statistical significance. On average, Greenlight participants have slightly more prior arrests and convictions than TSP participants, who in turn have more arrests and convictions than Upstate participants.[70] In terms of the primary offense (commitment offense), the Upstate group is comprised of fewer drug offenders and more robbery offenders. In addition, data provided by DOCS shows that the Upstate group had more people who self-reported alcohol-only abuse and fewer individuals who reported abusing alcohol and drugs in combination.

Table 2. Criminal history and substance use indicators by program group (ANOVA analysis).*

Variables	GL (N=339)	TSP (N=274)	Upstate (N=112)	Total (N=725)	Sig.
Total Arrests					*ns*
Mean	8.65	7.81	6.67	8.02	
Std. Deviation	9.1	8.1	9.7	8.8	
Total Convictions					*ns*
Mean	5.94	5.31	4.33	5.45	
Std. Deviation	7.6	6.8	8.5	7.5	
Felony Arrests					*ns*
Mean	4.57	4.12	3.57	4.25	
Std. Deviation	4.7	3.9	4.3	4.4	
Felony Convictions					*ns*
Mean	1.76	1.72	1.53	1.71	
Std. Deviation	1.6	1.6	1.6	1.6	
Misdemeanor Arrests					*ns*
Mean	3.11	2.63	2.09	2.77	
Std. Deviation	5.7	5.2	7.4	5.8	
Misdemeanor Convictions					*ns*
Mean	4.18	3.59	2.80	3.75	
Std. Deviation	6.8	6.1	7.6	6.7	
Age at first arrest					*ns*

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[69] Criminal history information obtained from DCJS for 10 of the 735 participants is missing.

[70] Table C-1 presents a correlation matrix of key criminal history and demographic variables. As one would expect, there are relatively strong correlations between our criminal history measures. Tables C-2 and C-3 show proportional distribution of felonies and misdemeanors among study groups rather than simple means.

Mean	19.7	19.9	19.8	19.8	
Std. Deviation	5.0	5.3	4.6	5.1	
Primary Offense	N=344	N=278	N=113	N=735	*ns*
Robbery	29.1%	34.9%	37.2%	32.5%	
Violent	20.9%	15.5%	21.2%	18.9%	
Drug	22.7%	21.2%	13.3%	20.7%	
Property	15.1%	17.3%	15.0%	15.9%	
Other	12.2%	11.2%	13.3%	12.0%	
Substance abuse	N=324	N=269	N=108	N=701	*ns*
None	35.2%	37.5%	31.5%	35.5%	
Alcohol	8.6%	7.4%	15.7%	9.3%	
Drugs	33.3%	30.9%	34.3%	32.5%	
Alcohol and Drugs	22.8%	24.2%	18.5%	22.7%	
Missing	N=20 (5.8%)	N=9 (3.2%)	N=5 (4.4%)	N=34 (4.6%)	

*Note: For all arrest and conviction information and age at first arrest, there is missing criminal history data for 5 GL, 4 TSP, and 1 Upstate participants.

Interviews with Greenlight and TSP Parolees

We interviewed Greenlight and TSP participants after release in order to assess the impact of the program on different outcomes (more detailed information on the number of interviews completed is shown in Appendix Table B-4—the instrument itself is included in Appendix D). These interviews included information on perceptions of the programs. We first examined Greenlight and TSP responses on how helpful they found different aspects of their pre-release program. The results are displayed in Table 3. The table indicates that of 11 types of information asked about their pre-release programs, Greenlight participants were more positive than TSP participants in nine of the areas., Due in part to the small number of responses, these findings reached statistical significance on just two of the measures (information about gaining child custody and attending Alcoholics Anonymous and other support groups).[71]

Table 3. Proportion of Greenlight and TSP respondents who found aspects of pre-release programming helpful.

Interview response	Greenlight (n=85)	TSP (n=16)	Significance
Life skills	86%	88%	*ns*
Finding a place to live	58%	50%	*ns*
Finding a job	75%	73%	*ns*
Continuing education	81%	64%	*ns*
Gaining child custody	88%	43%	.03

[71] Although 109 GL and 48 TSP participants were interviewed, participants were not asked to answer this question if they responded "NO" to a prior question on whether they received pre-release programming at Queensboro. In addition, several respondents simply refused to answer the questions. It is significant in and of itself that such a small proportion of the TSP participants interviewed recognized that they were actually involved in pre-release programming while at Queensboro.

Drug/alcohol treatment	75%	65%	*ns*
AA & other support groups	77%	50%	.07
Health care	77%	77%	*ns*
Counseling	73%	64%	*ns*
Financial assistance	78%	60%	*ns*
Obtaining identification	85%	67%	*ns*

We hypothesized that if Greenlight had made a significant impact, we would see its effects on a series of proximate outcomes. These included referrals to social service agencies, post-release contacts with social services, better and more stable employment and housing outcomes, drug use, family relations, participation in community activities, and knowledge of parole conditions. We believed that if Greenlight were to have an impact on recidivism it would occur through the positive impact on practical outcomes such as employment and "pro-social" behaviors such as less drug use.

These outcomes and behaviors were also assessed during interviews with Greenlight and TSP participants. (Upstate participants were more difficult to locate after release and only three interviews were conducted—thus, we do not report on those data here.) However, the proportion of total parolees interviewed was low; 32 percent for the Greenlight group and 17 percent for the TSP group (See Appendix B). The success rates were better for Greenlight participants because we had more information on their post-release residential plans as a consequence of the greater ease in contacting them while still incarcerated. We also had greater ease in contacting them through their parole officers. Because the proportion of parolees interviewed was low, we were concerned that information collected on the interviews would not be representative of the entire Greenlight and TSP samples. We were particularly concerned that we would have less success trying to interview parolees who remained engaged in criminal careers. Therefore, we compared interviewed parolees and those not interviewed within the Greenlight and TSP groups on demographics, criminal history, and recidivism; the results are presented in Appendix Table C-4. The table does not suggest any significant differences between interviewed and not interviewed participants on any of the variables on which they were compared. This may be due in part to our efforts to contact individuals in the community as well as those rearrested or revoked and held in local facilities.[72]

As noted, we asked parolees multiple questions to assess social service referrals, post-release contacts with social services, drug use, family relations, knowledge of parole conditions, and opinions about being on parole. Survey items in each of these areas were condensed into additive scales which simply summed the number of items answered positively. Statistics on these scales

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[72] Although social scientists commonly assume that high response rates increase the validity of their findings, an emerging view that brings this assumption into question holds that low response rates can yield valid information and that under some conditions increased response rates can in fact lead to problematic results. See Feinberg, Barry. "Choosing a Method", and Schulman, Mark, "Fielding the Study", presented at AAPOR meetings, New York, NY, 6/22/2004.

(means, standard deviations, and internal consistency) are presented in Appendix Table C-5. The interview also queried parolees about time spent working, time involved in community activities, and whether their first night out was spent on the street or in a shelter. Differences between Greenlight and TSP parolees are displayed in Table 4.

Table 4. Comparisons between Greenlight and TSP interviewees on post-release measures.

Measures	Value Range	Greenlight (N=116)	TSP (N=48)	Significance
# Service referrals	0 – 9	2.20	1.01	.001
# Service provider contacts	0 – 9	1.23	0.51	.001
Knowledge of parole conditions	0 – 9	8.31	8.16	.03
Opinions about parole supervision	0 – 1	0.78	0.65	*ns*
Family relations	0 – 1	0.80	0.83	*ns*
Times using drugs in past month	0-90	1.77	6.14	.02
Weeks employed	0-48	2.72	2.10	*ns*
Community/self-help activities/mth	0-55	11.44	10.98	*ns*
Spent first night on street/in shelter	0 - 100%	7%	4%	*ns*

The table shows that Greenlight participants self-reported receiving significantly more referrals than TSP participants to social services, including substance abuse treatment, employment interviews or training, housing, education, anger management, and family counseling. Greenlight participants reported an average of 2.20 service referrals compared to 1.01 for TSP participants.[73] These referrals resulted in significantly different reported rates of contact with service providers upon release from prison; Greenlight participants reported an average of 1.23 post-release contacts with providers compared to 0.51 for TSP participants.[74]

Table 4 also shows that Greenlight respondents differed from TSP respondents in their approach to parole supervision. The table indicates slight differences between Greenlight and TSP respondents in knowledge of conditions of parole. Greenlight respondents were aware of an average of 8.31 conditions asked about—including regular reporting; notifying parole of changes in residence or employment or if arrested; not associating with criminals; obeying all laws; not possessing firearms or drugs; observing a regular curfew; and seeking employment. This was significantly more than TSP respondents, who were aware of 8.16 conditions of parole.[75] GL respondents also differed from TSP participants in opinions about parole. Greenlight respondents were significantly more positive according to this scale that included questions about the value of parole and opinions about the parole officer.[76]

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[73] $t(158) = -3.84$, $p < .001$.
[74] $t(158) = -3.39$, $p < .001$.
[75] $t(158) = -2.24$, $p < .03$.
[76] $t(158) = -2.98$, $p < .01$.

Finally, Table 4 indicates that Greenlight respondents self-reported less drug use than their TSP counterparts. TSP respondents reported an average of 6.14 drug experiences in the month prior to the interview compared to just 1.77 for Greenlight participants.[77] Table 4 does not show any significant differences between Greenlight and TSP interviewees in the following measures:

- Family relations scale, which assesses the extent to which parolees relied on family members for advice, assistance, and support;
- Number of weeks worked since release;
- Number of days involved in various community and self-help activities (church, recreational club, organized sports, ex-offender groups, and self-help groups);
- Whether the respondent spent his first night out of prison in a homeless shelter.

In sum, Greenlight participants express slightly more positive views of the intervention and the program appears to have had an impact in several areas. But along several significant dimensions, we found no difference between the two groups on either the program perceptions or reported outcomes after release.

Interviews with Parole Officers

We completed fewer post-release interviews than we anticipated, so we asked parole officers a series of very basic questions about the performance and outcomes of parolees within the first three months after release.[78] The parole officer interviews enhanced our understanding of participant outcomes—especially for housing, employment, and adherence to parole supervision, but we expected parole officers to provide a more independent measure of these outcomes. To identify the parolees we wished to collect information about from the parole officers, we randomly sampled 45 percent of the GL (for a total N of 157) and TSP (for a total N of 107) study participants, choosing our sample size on the number of interviews it seemed reasonable to complete and simultaneously minimizing the burdens on the field parole officers we would be talking to. We completed interviews with parole officers for 66 percent of the GL participants (N=103) and 59 percent of the TSP participants (N=63).[79] We asked parole officers to assess how well the participants adhered to reporting and other parole requirements, whether they had lived in a shelter during the first three months after release, whether they had been employed during the same period, and to indicate the participants' current living situation.

We asked the first two questions in order to get a sense of whether the GL participants differed from the TSP participants from the parole officers' perspective. We expected that GL participants would receive more positive ratings because of the program's efforts to familiarize

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[77] $F[1,127] = 5.38$, $p < .02$. Although we do not present the data here, data obtained from the Division of Parole on random drug tests conducted after release and while still under parole supervision showed no inter-group differences on drug use.

[78] See the parole officer interview in Appendix E for more detail on the exact questions and response categories.

[79] We note that we do not have a large enough N to ensure adequate statistical power for these data.

them with parole policies and procedures. We asked questions on employment and shelter because these were outcome elements that the GL program was intended to impact. Moreover, these are post-release situations that parole officers should be familiar with since parolees are required both to seek and maintain employment as part of the general parole requirements and to notify their supervising officer of changes in their living situation. We asked parole officers to provide this information (and the current living situation) in the context of the first three months so that we might combine the parole officer reports with self-reports (interviews completed in the first three months) for more comprehensive outcome information.

Finally, we asked parole officers to provide information to us on the number of written citations of eight specific parole reporting requirements. The Division of Parole has 12 specific supervision requirements and a thirteenth for special conditions. All parolees are required to adhere to the first 12 and may be required to adhere to special conditions of parole (e.g., such as attending drug treatment). If a parolee does not adhere to specific requirements, they may be cited by the supervising officer for not doing so. If the parolee continues to break parole's supervision rules or commits a serious enough offense, parole may issue a violation warrant which results in a hearing in front of an administrative law judge. The judge may revoke parole and return the person to prison to complete his/her sentence.[80] In this case, we asked parole officers to indicate whether the parolee had been cited for any of eight different supervision requirements and if so, how many times. The results from the interviews with tests of mean differences are in Table 5.

Table 5. Parole Officer Assessments of Parolee Performance (Means and T-tests).

Variable	Means		T-statistic
	GL (N=103)	TSP (N=63)	
Outcomes			
Met Reporting Requirements	5.98	6.48	-1.949^{ns}
Met General Requirements	5.04	5.32	$-.828^{ns}$
Lived in Shelter	.10	.14	$-.755^{ns}$
Employed After Release	.33	.34	$-.366^{ns}$
Parole Supervision			
Contact PO at Release	.02	.03	$-.490^{ns}$
Make Office Reports	.33	.13	1.386^{ns}
Won't Leave Assignment Area	.10	.06	$.632^{ns}$
Notify PO of Changes	.06	.02	1.175^{ns}
Will Reply to PO Inquiries	.03	.08	$-.840^{ns}$
Will Notify PO of Arrest	.06	.11	-1.101^{ns}
No Criminal Acquaintances	.02	.05	$-.845^{ns}$
Will Obey the Law	.03	.11	-1.404^{ns}

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[80] The evidence may be found insufficient and the parolee returned to supervision. It is also the case that the parolee's status may be revoked, but outcomes other than prison may ensue, e.g., a return to parole supervision with more intensive supervision. We reiterate that in this study, revocation refers to reimprisonment.

None of the differences between the GL and TSP participants were statistically significant. The TSP group did slightly better in meeting reporting and general parole requirements Despite the positive perceptions of the parole officers about the strength of the release plan for employment services after release (see Appendix A), actual outcomes are similar to TSP participants with no release plan. Greenlight did not make a significant impact in any of these key elements. Data provided by the parole officers from case folders also showed no statistically significant differences. Results from the parole officer interviews were consistent with the interviews with program participants in finding no differences between the two groups.

Analysis of Recidivism Outcomes

Table 6 shows the raw group differences in outcomes (expressed as rates) a year after the last study participant had been released. Greenlight participants had more total arrests (44 percent of the intervention group experienced one or more misdemeanor or felony arrests) than the TSP (35 percent) or Upstate (32 percent) groups.[81] The table also shows that 24 percent of the Greenlight sample was rearrested on a felony charge compared to 19 percent of the TSP sample and 16 percent of the Upstate sample. Differences between groups were significant at the .05 level for total arrests, but not for felony arrests. GL participants had their parole revoked at a significantly higher rate than the two comparison groups and the TSP group at a higher rate than the Upstate group.

Table 6: Arrest and revocation outcomes for entire study period as of April 1, 2004.

Outcomes	GL	TSP	Upstate	Total	Significance
Any new arrest	44%	35%	32%	39%	.02
New felony arrests	24%	19%	16%	21%	*ns*
Revocations	29%	25%	17%	25%	.05

Table 7 presents parole outcomes. Approximately 30 percent of both the GL and TSP groups had been successfully discharged from parole supervision as of April 1, 2004. More than 50 percent of the Upstate group was still under parole supervision at study end. We think this is because a block of Upstate participants were identified toward the end of the study's recruitment phase, and less time had elapsed for them to complete parole supervision at the end of the study.

Table 7. Parole status at the end of study by program group for NYC returns.

Parole Status	Greenlight	TSP	Upstate

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[81] In cases of multiple arrests, we use the date of the first arrest. In the analysis of felony arrests, if a study participant experienced one or more misdemeanor arrests prior to a felony arrest, the date of the felony arrest is used.

Successful Discharge	109 (31.7%)	81 (29.1%)	27 (23.9%)
Non-Reporting/Warrant Issued	26 (7.6%)	28 (10.1%)	7 (6.2%)
Revoked	102 (29.7%)	69 (24.8%)	20 (17.0%)
Still Under Supervision	107 (31.1%)	100 (36.0%)	59 (52.2%)
Total	344	278	113

The raw rates presented in Table 6 do not account the time at risk. If the GL participants, for example, had more time in the community than the other two groups, one might expect higher rates of arrests or revocations. To compensate, we used survival analysis. Table 8 summarizes the results of life-tables generated using this approaches.[82]

Table 8. Summary of life-table cumulative survival probabilities by primary outcome by program group (N entering risk interval shown in parentheses).

	Greenlight		TSP		Upstate	
Total Arrests						
6 months	.828	(N=280)	.870	(N=235)	.856	(N=93)
12 months	.659	(N=211)	.758	(N=196)	.732	(N=77)
18 months	.527	(N= 71)	.596	(N= 63)	.661	(N=34)
Felony Arrests						
6 months	.917	(N=297)	.934	(N=245)	.928	(N=100)
12 months	.820	(N=238)	.870	(N=213)	.880	(N= 88)
18 months	.727	(N= 89)	.780	(N= 70)	.861	(N= 38)
Parole Revocations						
6 months	.902	(N=280)	.906	(N=235)	.926	(N=97)
12 months	.749	(N=215)	.790	(N=190)	.868	(N=84)
18 months	.632	(N= 60)	.714	(N= 50)	.794	(N=27)

Table 8 shows the cumulative proportion surviving at six, 12, and 18 months after release for each group. The cumulative proportion surviving "estimates the probability of surviving to [a specific time interval], or longer, without occurrence of the [failure] event", in this case, arrest or revocation.[83] The cell at 6 months for Greenlight, for example, indicates that 82.8 percent of Greenlight participants had not been arrested after six months. The cumulative survival provides comparable measures for our three groups when there may be different times at risk. Our primary

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[82] Complete life-tables with statistics are shown in Appendix C.
[83] See Luke and Homan, "Time and Change", Psychological Assessment, 1998: 365. Cumulative proportion surviving is given as $S`(t) = S`(t-1) ((n_{er} - n_{te}) / n_{er})$, $t > 0$, where n_{er} is the number exposed to risk for time period t, and n_{te} is the number of terminal events during time t.
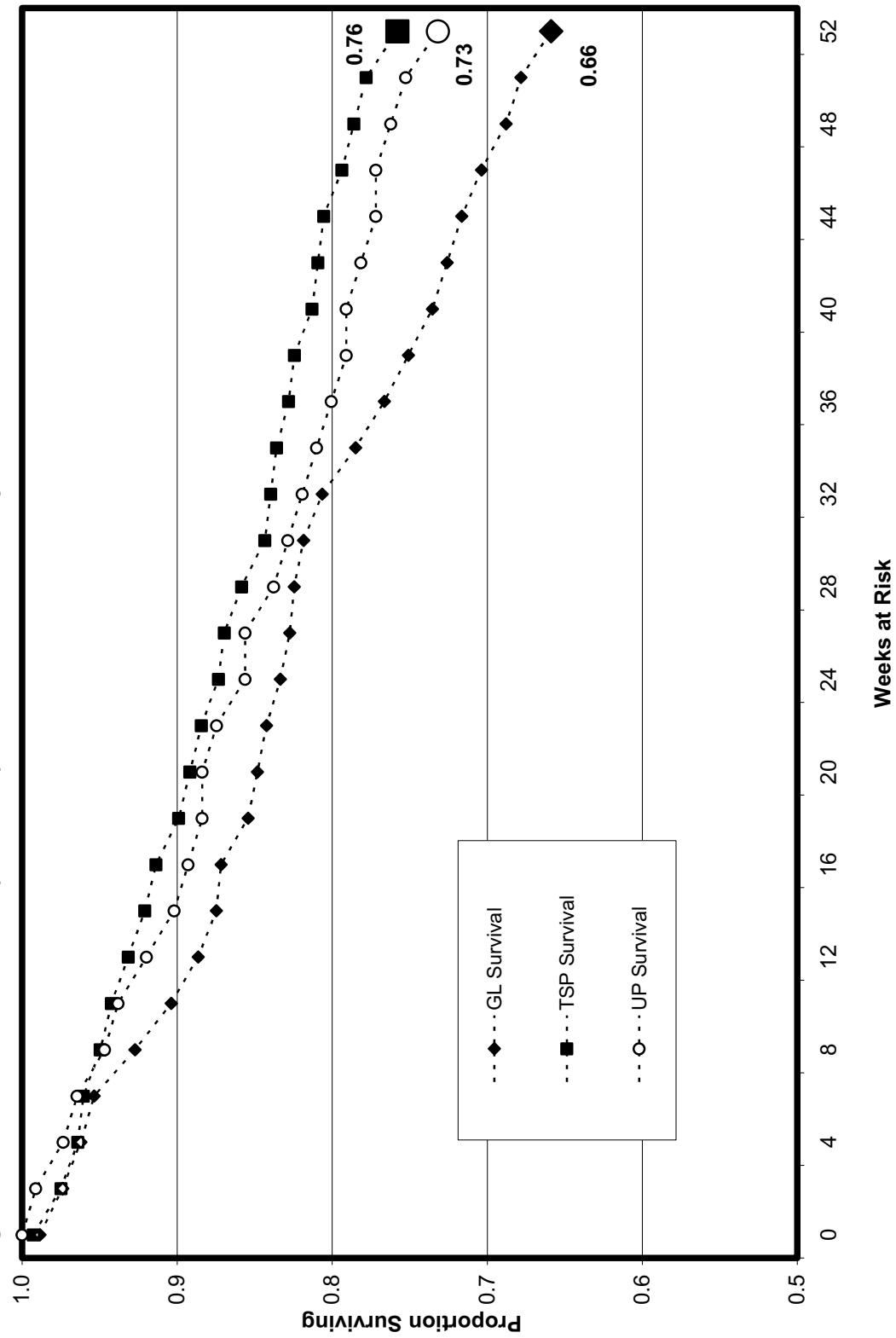
indicator is one year after release (12 months), although we also show the values for 18 months as well. In addition, we also include in the table the N for the number of cases entering the risk interval to provide a sense of sample sizes and numbers upon which the survival probabilities are based. Although we have data for a period of almost two years, the Ns beyond 18 months are too small to provide reliable estimates.

In almost every instance, we found that people who received in-facility re-entry programming recidivated more often than those that did not, and that the more intense the programming, the greater the recidivism. Focusing on the 12 month interval, for total arrests, the data show that 65.9 percent of the GL participants remain arrest free compared to 75.8 percent of the TSP group and 73.2 percent of the Upstate group. Thus, 10 percent more of the Greenlight participants experienced an arrest compared to the TSP group after 12 months. Only a portion of all these arrests involved felony charges, but the pattern remained the same. More GL participants were arrested on felony charges than the comparison groups, though the difference was not statistically significant. GL participants also experienced more parole revocations than the TSP group, and the TSP group more than the Upstate group.
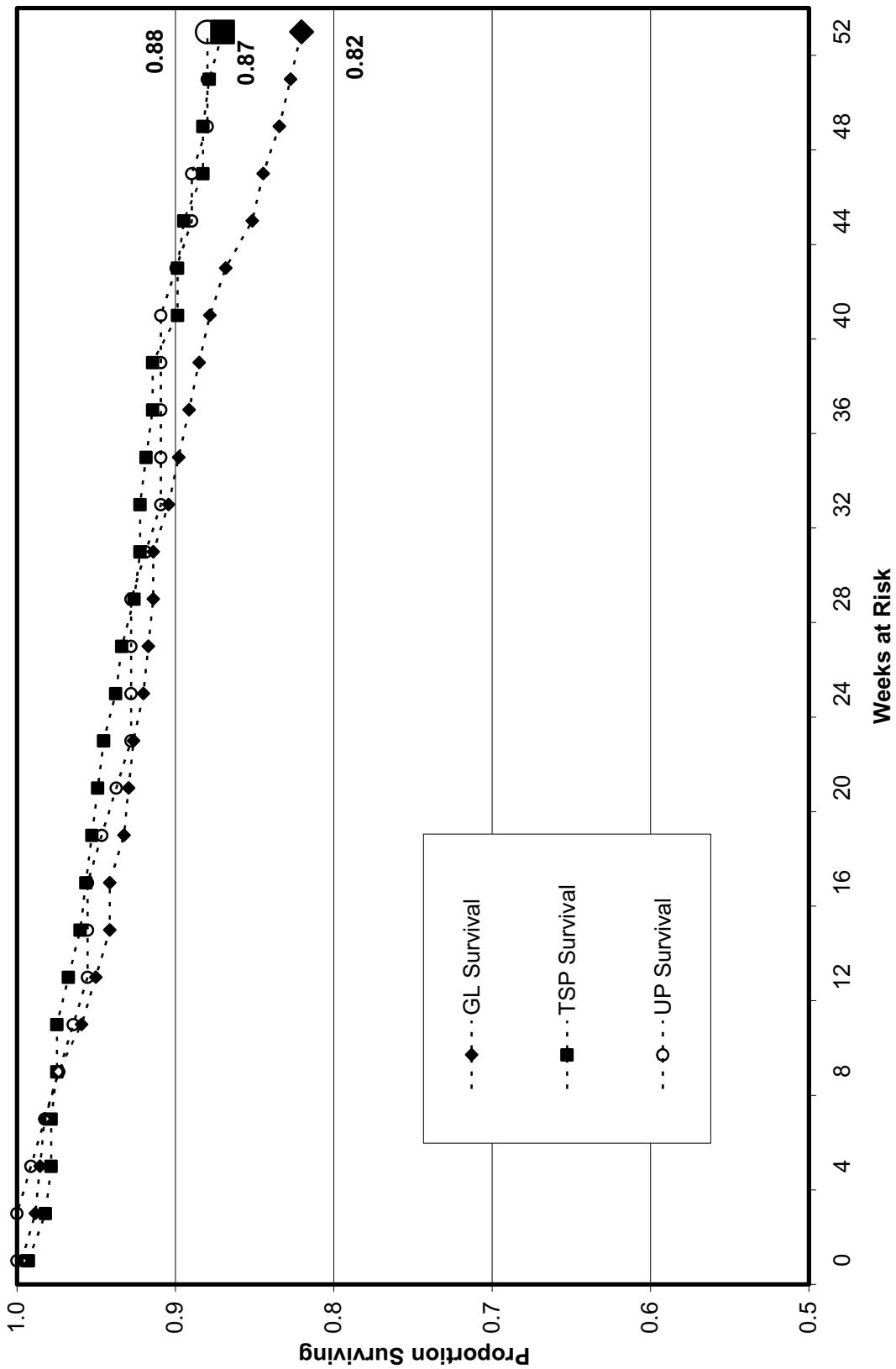
Figures 1, 2, and 3 provide a more detailed visual presentation of the survival curves for the first year (see Figures C-1 through C-7 for the entire follow-up period, including graphs of the hazard rates). The three groups are roughly similar in total arrests through the first eight weeks, but then the GL group starts to experience more arrests (see Figure 1). From weeks 12 to 32, the gap between the groups is stable, but for the rest of the year follow up the gap between GL and the comparison groups expands. At one year after release, the percentage not experiencing an arrest is labeled as the last data point. Figure 2 shows a similar trend with respect to felony arrests. The Upstate and TSP curves are almost identical—the difference in total arrests between these two groups is the result of misdemeanor arrests.

Figure 3 presents life-table data on parole revocations. Despite the different mechanism involved in a revocation, the pattern for revocations mirrors that for arrests. Overall trends begin to show more pronounced group differences after about 28 weeks, with the TSP group ultimately falling between Upstate and GL in overall success.
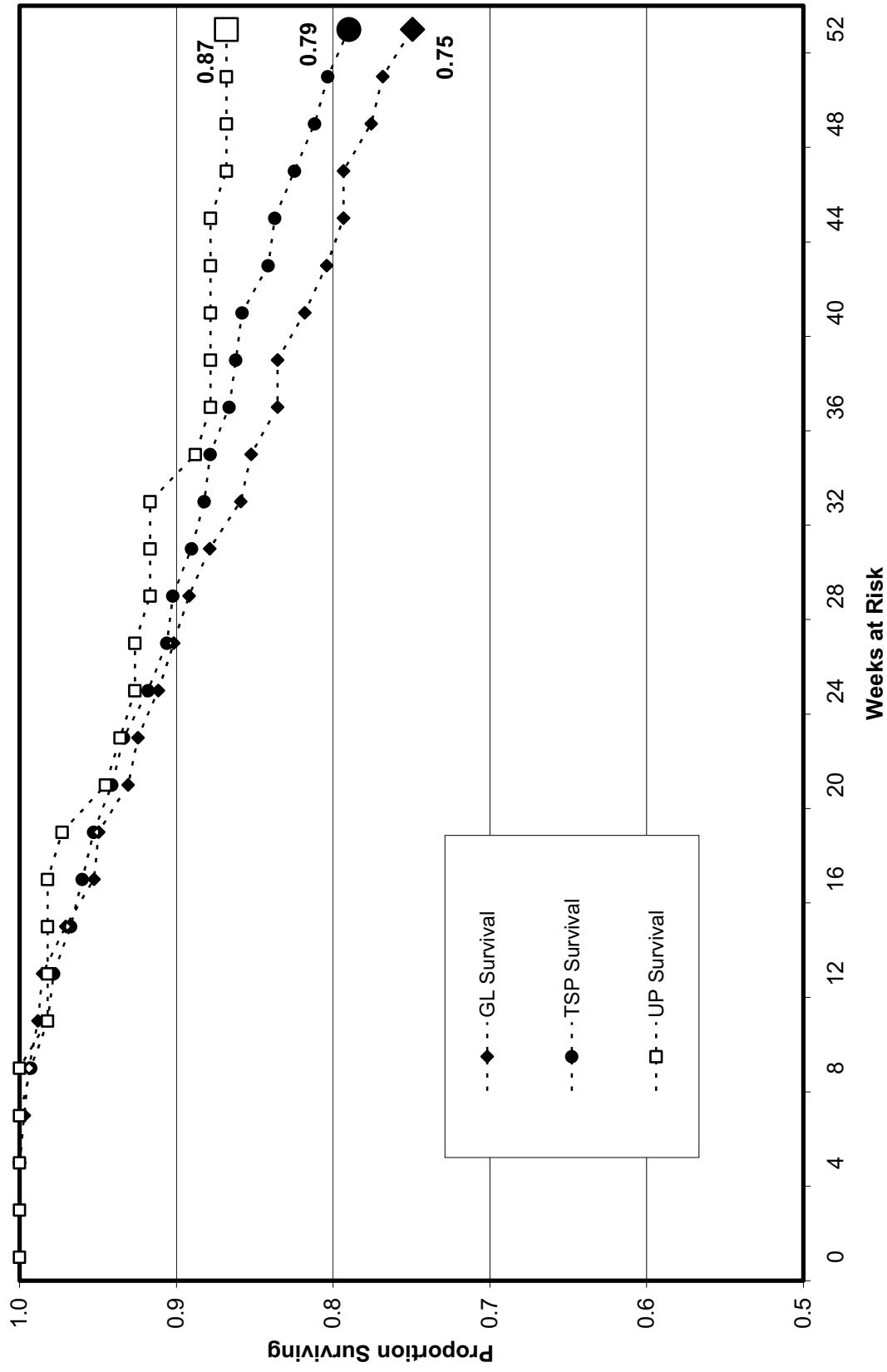
Figure 1. Cumulative survival (life table) for total arrests one year after release.

0.76
0.73
0.66

Proportion Surviving

Weeks at Risk

GL Survival
TSP Survival
UP Survival

Figure 2. Cumulative survival (life table) for felony arrests one year after release.

Figure 3. Cumulative survival (life table estimates) for parole revocations (reimprisonment) one-year after release.

Although Table 8 and Figures 1-3 are informative in illustrating overall group differences, it is important to assess whether these inter-group trends are substantively different.[84] Table 9 provides the results of Kaplan-Meier analysis for the group comparisons.[85] We show mean survival times, standard errors, and 95 percent confidence intervals (CI) in order to more meaningfully interpret the differences.[86] We used two statistics generated by the Kaplan-Meier method, the log-rank and the Breslow. These tests compare the number of terminal events to the expected number for each time interval in the study. The primary difference is the manner in which weights are applied to each interval. For the log-rank, each interval is equally weighted. Because the Breslow weights each interval by the number at risk during that interval, earlier observations tend to be weighted more. The Breslow that is based on the square root of the number at risk in a given interval. It is considered the more conservative statistic., and given the larger Ns in the risk intervals in the earlier part of the study, the more appropriate measure.

Table 9. Comparison of study group survival times, Kaplan-Meier method (GL is the primary comparison for statistics).

	Mean Survival Time (in weeks)	Standard Error	95% Confidence Interval	Log-Rank Statistic and Significance	Breslow Statistic and Significance
Total Arrests					
Greenlight	70.62	1.98	66.74, 74.49		
TSP	79.28	2.28	74.81, 83.75	4.75, .029	5.45, .019
Upstate	78.54	3.43	71.81, 85.27	4.28, .039	2.44, .118
Felony Arrests					
Greenlight	84.55	1.69	81.25, 87.86		
TSP	90.93	1.97	87.06, 94.80	1.99, .158	2.12, .146
Upstate	91.17	2.64	85.99, 96.34	4.15, .042	2.63, .105
Parole Revocations					
Greenlight	79.51	1.87	75.85, 83.16		
TSP	85.83	2.23	81.46, 90.20	1.07, .301	.79, .375
Upstate	88.84	2.91	83.14, 94.54	6.24, .013	4.87, .027

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[84] We do not present assessments of the differences between our two comparison groups. We discuss these differences at a later point in the paper.

[85] See Luke and Homan, "Time and Change", _Psychological Assessment_, 1998: 367, for more detail.

[86] A number of authors have pointed out the weaknesses inherent in simply relying upon significance tests without more fully understanding the data, e.g., Maltz, Michael. "Deviating from the Mean: The Declining Significance of Significance." _Journal of Research in Crime and Deliquency_ 31(4): 434-463.

The Breslow statistic indicates a statistically significant difference between Greenlight and TSP in total arrests and statistically significant differences between Greenlight and Upstate in parole revocations. Confidence intervals between GL and TSP for total arrests do not overlap, though there is a slight overlap between GL and Upstate. Slight overlap of the intervals occurs between GL and TSP for felony arrests, with substantively more correspondence between GL and Upstate. The trend is reversed for parole revocations, with only the slightest overlap between GL and Upstate. In this case, the confidence intervals are consistent with the Breslow tests of significance and reinforces our confidence in these results.

These data indicate significant differences at one year after release—a relatively short follow-up period. The log-rank statistics suggest that if the current trends continue their present course, a longer follow-up period will result in significant results between the GL and Upstate groups on total arrests and felony arrests. This does not preclude the possibility, however, of other significant differences emerging over a longer follow-up period for other comparisons.

Multivariate Analysis: Cox Proportional Hazards

The Kaplan-Meier tests and survival data do not control for other factors that might explain the results. Cox regression is a standard method for modeling time-to-event data in the presence of censored cases, while controlling for variables that might influence outcomes such as age at release, age at first arrest, education, ethnicity, prior arrests, drug use, and offense type. Though we did not find significant demographic or criminal history differences between the groups (see Tables 1 and 2), we conducted these analyses to increase the precision of the statistical tests. The results of these analyses are shown in Tables 10 through 15.

Each table shows three separate models: the first with standard demographic and criminal history covariates, the second includes a dummy for the intervention, and the third includes a four-category proxy variable for the intervention. Covariates were chosen based on widely recognized predictors of adult reoffending and available data.[87] Each model presents the unstandardized coefficients (*b*) and the exponentiated coefficient (*Exp (B)*; also known as the hazard ratio). The sign of the *b* coefficient indicates the direction of the effect on the hazard rate; a positive value means an increased hazard rate for the outcome of interest (for example, arrest), and a negative value means a reduction in the hazard and increased survival times. A straightforward interpretation of the *Exp (B)*, of 1.05 for prior arrests (see Table 10) indicates that a one unit increase in prior arrests (each additional arrest) results in a five percent increase in the hazard rate, or the rate of failure [(1.05 – 1.00)*100=5%].[88]

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[87] E.g., Gendreau, Paul, Tracy Little, and Claire Goggin. "A meta-analysis of the predictors of adult offender recidivism: What Works!" Criminology 34(4): 575-607. Our variables, however, are primarily what Gendreau, et al., and others, term static variables. We have no indicators, for example, of mutable characteristics such as offender motivation to change (dynamic predictors) that might explain the differences.

[88] See Luke and Homan, "Time and Change", *Psychological Assessment*, 1998:369, and Pampel, Fred C. *Logistic Regression*. Thousand Oaks, CA: Sage Publications, 2000:36-37, for more detail on the interpretation of the coefficients.

For all six tables, prior arrests are the most consistent predictor of an increased probability of failure. We specified multiple models using a variety of criminal history indicators, settling on prior arrests as our primary indicator. Age at release shows a consistent significant negative relationship with the various outcomes, indicating a higher probability of failure among younger study participants. Age at first arrest is seldom related to any of the recidivism measures (see Table 12 for an exception). Although this seems counterintuitive as the empirical evidence suggests that the earlier the involvement with the criminal justice system, the more likely one will engage in later criminal behavior, it seems likely that this is due to the limitations of the data we have available to us. DCJS primarily provides age at first *adult* arrest—i.e., those arrested at age 16 and older. Since many (or most) of these individuals are likely to have come into contact with the criminal justice at much earlier ages, perhaps as young as 10-12 years of age, and we are missing the bulk of juvenile arrests, our measure of age at first arrest is unlikely to be as influential as if it was truly a measure of *first* arrest.

In terms of a program effect, Model 2 in Table 10 shows that the addition of control variables does not mediate the negative effect of the intervention. Model 2 indicates that the intervention group shows a 41 percent increase in the hazard for arrest over the TSP comparison group. Model 3 presents an alternative view of the intervention effect. There is sufficient evidence within the literature that services delivered by poorly trained or even 'incompetent' staff can have detrimental effects for those receiving services. In an analysis of recidivism outcomes for juvenile offenders, for example, juveniles participating in sessions with therapists rated as 'not competent' or 'borderline', had significantly higher failure rates.[89] In this case, individual case managers associated with the GL intervention delivered all programming (except substance abuse awareness), including the cognitive-behavioral and practical skills, and worked one-on-one with the participant to develop a release plan. In essence, each participant was guided by a single case manager through the program. In Model 3, we treat each case manager as a proxy for the intervention program. We see that although all of the case managers are associated with poorer outcomes than the TSP group, two case managers in particular appear to be associated with a significant negative impact on intervention outcomes. Tests of the models in Table 10 using the log likelihood values indicate that the addition of the intervention variables in Models 2 and 3 result in significant model improvement.[90]

Table 10. Cox Regression of Demographic/Criminal History Variables on Total Arrests, Greenlight and TSP.

Variables	Model 1		Model 2		Model 3	
	b	*Exp (B)*	*b*	*Exp (B)*	*b*	*Exp (B)*

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[89] Barnoski, Robert. 2004. "Outcome Evaluation of Washington State's Research-Based Programs for Juvenile Offenders. Olympia, WA: Washington State Institute for Public Policy. Available at http://nicic.org/Library/019447.
[90] Differencing the -2LL values gives a chi-square value with an associated degrees of freedom that can be used in combination with a chi-square table to assess model improvement. See Pampel, *Logistic Regression*, Sage, 2000:45-48.

	b	Exp(B)	b	Exp(B)	b	Exp(B)
Age at release	-.04	.96***	-.04	.96***	-.04	.96***
Education	-.02	.98	-.02	.98	-.02	.98
Race/Ethnicity						
NH White/other	---	---	---	---	---	---
NH Black	.10	1.11	.05	1.05	.02	1.02
Hispanic	-.06	.94	-.12	.89	-.12	.89
Prior arrests	.05	1.05***	.05	1.05***	.05	1.05***
Primary offense						
Robbery	---	---	---	---	---	---
Violent	-.22	.80	-.27	.77	-.26	.77
Drugs	.51	1.66**	.49	1.63**	.50	1.65**
Property	.39	1.47*	.40	1.49*	.41	1.50*
Other	-.50	.61^	-.51	.60^	-.49	.61^
Substance abuse						
None	---	---	---	---	---	---
Alcohol only	.54	1.71*	.52	1.69*	.53	1.70*
Drugs	.14	1.15	.15	1.16	.15	1.16
Alcohol and drugs	.16	1.17	.15	1.16	.15	1.16
Age at first arrest	-.02	.98	-.02	.98	-.02	.98
Study Group			.34	1.41**		
Case Manager						
TSP					---	---
GLCaseMgr1					.21	1.23
GLCaseMgr2					.16	1.18
GLCaseMgr3					.45	1.57*
GLCaseMgr4					.52	1.68**
Model Chi-Square	99.92***		105.74***		110.68***	
-2 LL	2822.30		2815.48		2812.00	
Df	13		14		17	

^p<.10; *p<.05; **p<.01; ***p<.001; *b* is the unstandardized coefficient.

Table 11. Cox Regression of Demographic/Criminal History Variables on Felony Arrests, Greenlight and TSP.

Variables	Model 1		Model 2		Model 3	
	b	*Exp (B)*	*b*	*Exp (B)*	*b*	*Exp (B)*
Age at release	-.04	.96**	-.04	.96**	-.04	.96**
Education	.03	1.03	.03	1.03	-.03	1.04
Race/Ethnicity						
NH White/other	---	---	---	---	---	---
NH Black	.06	1.06	.02	1.02	.04	1.04
Hispanic	.02	1.02	-.03	.98	.03	1.03
Prior arrests	.04	1.04***	.04	1.04***	.04	1.04***
Primary offense						
Robbery	---	---	---	---	---	---
Violent	-.20	.82	-.23	.80	-.22	.80
Drugs	.45	1.57^	.45	1.58^	.47	1.61*
Property	.49	1.63^	.50	1.64^	.53	1.69*
Other	-.31	.74	-.32	.72	-.31	.73
Substance abuse						
None	---	---	---	---	---	---
Alcohol only	.31	1.36	.30	1.35	.33	1.40
Drugs	.36	1.42	.36	1.44^	.38	1.46^
Alcohol and drugs	.09	1.09	.08	1.08	.09	1.09
Age at first arrest	-.02	.99	-.02	.98	-.02	.99
Study Group			.26	1.30		
Case Manager						
TSP					---	---
GLCaseMgr1					.42	1.53^
GLCaseMgr2					-.01	.99
GLCaseMgr3					.28	1.32
GLCaseMgr4					.33	1.39
Model Chi-Square	39.95***		41.72***		43.69***	
-2 LL	1584.38		1582.18		1580.27	
Df	13		14		17	

^p<.10; *p<.05; **p<.01; ***p<.001; *b* is the unstandardized coefficient.

Table 12. Cox Regression of Demographic/Criminal History Variables on Parole Revocations, Greenlight and TSP.

Variables	Model 1		Model 2		Model 3	
	b	*Exp (B)*	*b*	*Exp (B)*	*b*	*Exp (B)*
Age at release	-.02	.98*	-.02	.98*	-.02	.98*
Education	-.03	.97	-.03	.97	-.02	.98
Race/Ethnicity						
NH White/other	---	---	---	---	---	---
NH Black	.00	1.00	-.03	.98	-.12	.89
Hispanic	-.42	.66	-.44	.64	-.53	.59
Prior arrests	.04	1.04***	.04	1.04***	.04	1.04***
Primary offense						
Robbery	---	---	---	---	---	---
Violent	-.14	.87	-.17	.85	-.11	.89
Drugs	.24	1.27	.24	1.27	.22	1.24
Property	.34	1.41	.35	1.42	.35	1.43
Other	.35	1.42	.34	1.40	.39	1.48
Substance abuse						
None	---	---	---	---	---	---
Alcohol only	.17	1.18	.16	1.17	.17	1.18
Drugs	.38	1.46*	.39	1.48*	.41	1.51*
Alcohol and drugs	.32	1.38	.33	1.39	.31	1.37
Age at first arrest	-.01	.99	-.01	.99	-.01	.99
Study Group			.21	1.23		
Case Manager						
TSP					---	---
GLCaseMgr1					-.18	.83
GLCaseMgr2					.25	1.29
GLCaseMgr3					.03	1.03
GLCaseMgr4					.54	1.72**
Model Chi-Square	48.81***		50.08***		58.47***	
-2 LL	1978.51		1976.78		1969.56	
Df	13		14		17	

^p<.10; *p<.05; **p<.01; ***p<.001; *b* is the unstandardized coefficient.

Table 13. Cox Regression of Demographic/Criminal History Variables on Total Arrests, Greenlight and Upstate (N=451).

Variables	Model 1		Model 2		Model 3	
	b	*Exp (B)*	*b*	*Exp (B)*	*b*	*Exp (B)*
Age at release	-.03	.97*	-.03	.97**	-.03	.97**
Education	-.03	.96	-.04	.96	-.04	.96
Race/Ethnicity						
NH White/other	---	---	---	---	---	---
NH Black	-.33	.72	-.35	.70	-.40	.67
Hispanic	-.46	.63	-.48	.62	-.50	.61
Prior arrests	.05	1.05***	.05	1.05***	.05	1.05***
Primary offense						
Robbery	---	---	---	---	---	---
Violent	-.31	.73	-.32	.72	-.30	.74
Drugs	.36	1.43^	.32	1.37	.35	1.42
Property	.42	1.51^	.40	1.49^	.43	1.53^
Other	-.15	.86	-.16	.85	-.12	.89
Substance abuse						
None	---	---	---	---	---	---
Alcohol only	.27	1.30	.34	1.40	.35	1.42
Drugs	.11	1.11	.16	1.17	.16	1.17
Alcohol and drugs	.28	1.32	.29	1.33	.27	1.31
Age at first arrest	-.06	.94**	-.06	.94**	-.06	.94**
Study Group			.37	1.45^		
Case Manager						
Upstate					---	---
GLCaseMgr1					.22	1.25
GLCaseMgr2					.21	1.23
GLCaseMgr3					.46	1.59^
GLCaseMgr4					.56	1.75*
Model Chi-Square	106.11***		107.36***		111.94***	
-2 LL	2003.35		1999.59		1996.01	
Df	13		14		17	

^p<.10; *p<.05; **p<.01; ***p<.001; *b* is the unstandardized coefficient.

Table 14. Cox Regression of Demographic/Criminal History Variables on Felony Arrests, Greenlight and Upstate (N=451).

Variables	Model 1		Model 2		Model 3	
	b	Exp (B)	b	Exp (B)	b	Exp (B)
Age at release	-.01	.99	-.02	.98	-.02	.98
Education	-.04	.96	-.03	.97	-.03	.97
Race/Ethnicity						
NH White/other	---	---	---	---	---	---
NH Black	-.48	.62	-.54	.58	-.53	.59
Hispanic	-.68	.51^	-.74	.48^	-.69	.50^
Prior arrests	.02	1.02*	.02	1.02**	.02	1.03**
Primary offense						
Robbery	---	---	---	---	---	---
Violent	-.24	.79	-.25	.78	-.23	.79
Drugs	.35	1.43	.32	1.37	.34	1.40
Property	.63	1.88*	.60	1.82^	.62	1.85*
Other	.04	1.04	.06	1.06	.09	1.10
Substance abuse						
None	---	---	---	---	---	---
Alcohol only	.14	1.15	.23	1.26	.27	1.32
Drugs	.41	1.50	.47	1.61^	.49	1.63^
Alcohol and drugs	.27	1.31	.27	1.31	.27	1.31
Age at first arrest	-.05	.95^	-.05	.95^	-.05	.95^
Study Group			.58	1.79*		
Case Manager						
Upstate					---	---
GLCaseMgr1					.71	2.04*
GLCaseMgr2					.37	1.45
GLCaseMgr3					.59	1.80^
GLCaseMgr4					.68	1.98*
Model Chi-Square	33.08**		36.31***		37.75**	
-2 LL	1102.42		1097.45		1096.04	
Df	13		14		17	

^p<.10; *p<.05; **p<.01; ***p<.001; *b* is the unstandardized coefficient.

Table 15. Cox Regression of Demographic/Criminal History Variables on Parole Revocations, Greenlight and Upstate (N=448).

Variables	Model 1		Model 2		Model 3	
	b	*Exp (B)*	*b*	*Exp (B)*	*b*	*Exp (B)*
Age at release	-.03	.97*	-.04	.97**	-.03	.97*
Education	-.09	.92	-.08	.93	-.06	.94
Race/Ethnicity						
NH White/other	---	---	---	---	---	---
NH Black	.24	1.27	.13	1.14	-.11	.99
Hispanic	-.24	.79	-.35	.71	-.47	.62
Prior arrests	.04	1.04***	.04	1.04***	.04	1.04***
Primary offense						
Robbery	---	---	---	---	---	---
Violent	-.18	.83	-.15	.86	-.07	.93
Drugs	.15	1.17	.14	1.15	.13	1.14
Property	.52	1.69^	.53	1.70^	.55	1.73^
Other	.24	1.28	.30	1.35	.38	1.46
Substance abuse						
None	---	---	---	---	---	---
Alcohol only	-.20	.82	-.08	.95	-.06	.94
Drugs	.15	1.16	.25	1.28	.28	1.32
Alcohol and drugs	.26	1.30	.31	1.37	.29	1.34
Age at first arrest	-.003	1.00	-.00	1.00	-.00	1.00
Study Group			.67	1.96**		
Case Manager						
Upstate					----	---
GLCaseMgr1					.27	1.31
GLCaseMgr2					.66	1.94*
GLCaseMgr3					.43	1.53
GLCaseMgr4					.96	2.62***
Model Chi-Square	49.17***		53.22***		60.92***	
-2 LL	1323.21		1315.41		1309.78	
Df	13		14		17	

^p<.10; *p<.05; **p<.01; ***p<.001; *b* is the unstandardized coefficient.

In addition, in the analysis of parole revocations we also tested several models (data not presented here) that included a time-dependent covariate for arrest after release.[91] In other words, we tested the assumption that time to arrest was predictive of time to parole revocation. Using a

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[91] For more detail on the use of time-dependent covariates, see Allison, Paul D. *Event History Analysis*. Thousand Oaks, CA: Sage Publications, 1984; Luke and Homan, "Time and Change", *Psychological Assessment*, 1998; Yamaguchi, *Event History Analysis*, 1991. for more detail on the use of time-dependent covariates.

simple dichotomous variable for arrest is inappropriate because arrest is time-dependent. That is, the dichotomous variable does not reflect the differing times at risk—those at risk longer have higher cumulative probabilities of an arrest. These analyses indicate that parole revocations are strongly related to arrests in the models testing the Greenlight and TSP comparisons and only slightly significant in the models for the Greenlight and Upstate comparisons. In general, the addition of the arrest variable as an additional control does not impact our findings other than to suggest its impact on revocations. We also modeled several analyses of parole revocations without an associated arrest (data not presented).[92] In these analyses, our dependent outcome was parole revocation which did not have an associated arrest. In all models tested, there were no significant differences between the Greenlight and two comparison groups.

There are at several other important points to make. Other factors might contribute to our finding that the program is associated with an increased probability of failure. One example is the expanding literature on the impact of neighborhood of residence for involvement in criminal offending.[93] Although we attempted to gather information on post-release residence, too few post-release interviews were conducted to have sufficient information on residence after release, and we were unable to collect the data from the Division of Parole's paper records. The 26 parole field office boundaries in New York metro area offer a very rough proxy, but including this variable in the Cox Regression models for total arrests, felony arrests, and parole revocations added little to the overall model fit (the X^2) and did not mediate the influence of study group in any way. It is possible that neighborhood effects might account for our findings, but by the same token, it is possible that including neighborhood effects might make group differences starker.

Finally, we also conducted several analyses examining those haphazardly versus those randomly assigned for the GL and TSP groups. The results of those analyses are shown in Appendix C, Figures C-8 and C-9 for total arrests (we do not show Cox Regressions or other outcomes). In sum, GL performs worse than TSP regardless of the assignment protocol. For those who were haphazardly assigned, failure rates after one year were slightly better than for those who were randomly assigned after the program had been operating for almost five months [Cumulative survival probabilities—life-table estimates, one-year outcomes: Haphazard Assignment (GL=70%; TSP=78%); Random Assignment (GL=61%; TSP=74%)]. It is both puzzling and significant that survival probabilities decreased for those who participated in the intervention program after it had already been operating for a period of time.

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[92] See Appendix C, Figure C-7, and Tables C-15 through C-17, for base comparisons.

[93] See, for example, Bursik, Robert J., and Harold G. Grasmick. *Neighborhoods and Crime: The Dimensions of Effective Community Control*. San Francisco, CA: Lexington Books.

Discussion and Conclusion

The results we obtained were unexpected and puzzling. We have evidence that Greenlight participants found some aspects of their pre-release programming more helpful than TSP participants and that Greenlight participants had more referrals, made more service contacts, and were more knowledgeable about conditions of parole than TSP participants. Yet, on both measures of new arrests and revocations, the pattern was the same: Greenlight participants did worse than TSP participants who, in turn, did worse than Upstate parolees. The positive intermediate impacts of the program did not translate to reductions in aggregate recidivism. We offer several theories that might explain these results, and discuss them in light of the limited data we have.

Flaws in assignment processes often explain results. It is possible that some form of systematic bias was introduced in the assignment for which we do not have adequate measures. If a larger proportion of offenders assigned to the TSP group, for example, were more motivated to change their behavior, this might account for our results. One of the weaknesses of our evaluation is the lack of measures for what have been termed "dynamic" risk factors, i.e., those individual-level variables that are specific targets of change. Intervention staff discontinued the LSI-R risk assessment instrument midway through the program and we were unable to administer the same instrument in a timely fashion to members of the TSP control group. This constrained our ability to assess inter-group measures on dynamic variables.

Based on what we know about the haphazard assignment process, we have no evidence of systematic bias from this process. There are no statistically significant differences between the groups in demographics or criminal histories.[94] About half of the Greenlight and TSP and all Upstate participants were assigned to treatments haphazardly, not randomly, but haphazardly assigned GL participants were arrested more frequently. If haphazard assignment created a bias, it was for Greenlight, not against.

Participants entered Greenlight or TSP based only on their processing sequence, and DOCS records indicate that this was the case. Assignment to the Upstate group was supposed to be based solely on transportation availability (or more specifically, lack of availability). However, we do not have documentation that would verify that transportation availability was the sole criterion used. If, for example, some potential parolees were sent to Queensboro because a DOCS official believed they were especially in need of the pre-release programming, then the Greenlight and TSP samples may have contained higher proportions of high-risk participants. A more likely possibility is that individuals may not have been transferred to Queensboro due to behavior problems—that is, they were not transferred because of institutional misconduct before being moved to the pilot facility and were removed from the transfer list at the institution—this

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[94] We tested for several potential differences in criminal histories, including charge level and type of crime, but did not detect any statistically significant differences.

would presumably lead to a higher-risk comparison group, an outcome at odds with the data we present.

Half of the Greenlight and TSP samples were randomly assigned, but there were minor deviations (15 percent) from the assignment protocol. These deviations were primarily due to breakdowns in communication about available bed space, leading to the assignment of individuals to the intervention when beds were not available, or too many available beds on the intervention side that the institution was compelled to fill. While not the laboratory ideal, this assignment process is common in criminal justice field tests.

Neighborhood effects might also explain inter-group differences. Greenlight participants might have returned to more criminogenic neighborhoods than TSP or Upstate parolees, and either through greater disadvantage, more criminal opportunities or a greater law enforcement presence, this influenced recidivism rates. But we have no evidence of differential assignment and our analysis of parole offices as proxies for neighborhood did not show a bias.

Other explanations of inter-group differences are based on the hypothesis that something about the treatments caused the observed results. For example, the "treatment" for Greenlight participants involved not only pre-release programming, but also assignment to one of a small group of parole officers chosen for the study. Parolees in the other groups were assigned to a broader pool of parole officers. If the Greenlight parole officers were more likely to find out about and report to the police crimes committed by their parolees, that might explain the observed differences in arrests. We think this explanation unlikely. If the Greenlight parole officers were "more strict," then the Greenlight participants should have more technical parole violations (independent of arrest). There are, however, no differences between the groups on this measure.

The last explanation is the most alarming: the pre-release programming itself resulted in higher rates of new crimes. This outcome would be contrary to the current consensus that cognitive-behavioral programming leads to at least a modest reduction in recidivism. While the bulk of the research literature supports this view of cognitive-behavioral programs, there have been reports of some negative outcomes, and such effects are not unheard of in the literature on crime prevention programs that intercede to try to prevent delinquent behavior among youth or intimate partner abuse among adults.[95]

Given the intensive nature of the program over a relatively short duration, the intervention may have provided a bonding opportunity among the participants that led to higher recidivism rates. Living together and isolated from other inmates and attending classes and other forms of programming all day long every day for eight weeks may provide the participants an opportunity to interact and share experiences that ultimately lead to greater criminal offending. This is a

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[95] See, for example, Pullen, Suzanne. *Evaluation of the Reasoning and Rehabilitation Cognitive Skills Development Program as Implemented in Juvenile ISP in Colorado*. Denver, CO: Colorado Division of Criminal Justice, 1996; see Porporino and Fabiano, Reasoning and Rehabilitation, T3 Associates, esp. Appendix D; McCord, Joan. "Cures That Harm: Unanticipated Outcomes of Crime Prevention Programs." *Annals of the American Academy of Political and Social Science* 587(May):16-30, 2003; also see Davis and Medina, 2000; Harrell, 1996.

weak explanation: there are other intensive programs (for example, boot camps) and isolated prison groups (for example, therapeutic communities) that do not produce similar outcomes.

Alternatively, the Greenlight program may have raised expectations to an unrealistic level about what life would be like on the outside. If Greenlight participants came to believe that finding jobs and housing would be relatively easy, the hard reality of returning to life on the outside might have created frustration and anger. These responses could lead to more criminal behavior. We have no data to support or refute this theory, but it does not fit well with Greenlight's programming—which sought to prepare people by examining the many challenges people leaving prison face. For example, the family counseling program explicitly sought to destroy the common fantasy that returning to family life would be an easy and fulfilling.

A more likely explanation may exist in the way that Greenlight implemented the cognitive behavioral program model. The demonstration program included the Reasoning and Rehabilitation cognitive-behavioral program, but structured the program in a fundamentally different way than in prior implementations and evaluations. Although developed with the program designers, the overall structure of the cognitive-behavioral program departed in many ways from the "optimal" program structure.[96] For example, developers of the program recommend class sizes for the cognitive skills component of eight to 13; Greenlight classes generally held 26 participants, double to triple what is generally considered ideal.[97] Given that the cognitive-behavioral component is dependent on an active and engaged learning environment with small class sizes, increasing the class size may be problematic for program delivery. The program was also restructured to fit the sequence into a two-month rather than four- to six-month design. These changes may have led to different program effects.

The issue may be less a matter of program design than a mismatch between the program and the targeted offender population. Although we do not have standardized measures of recidivism risk for the people in our study, based on criminal histories, this population fits a "high-risk" profile. A "conditional release" status indicates either poor behavior that led to denial of parole release or a level of offense seriousness that justified sentencing under New York State's determinate sentencing statutes. In either case, this type of intervention may have different effects for a high-risk group than for a low- or moderate-risk population

Finally, implementation issues might explain the results. Our resources allowed only for an outcome evaluation; we conducted relatively little process evaluation research. Furthermore, program staff did not report any glaring implementation problems.[98] We have little ability to comment on program integrity, or the actual quality of implementation. Our finding that specific case managers are associated with many of the negative program results is a concern. Whether more or better training might have resulted in better program delivery and subsequently better outcomes remains unknown. Although two of the case managers were primarily associated with

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[96] See Fabiano and Ross, *Reasoning and Rehabilitation Program Manual*.
[97] See Appendix A, Cognitive-Behavioral Sessions, for more detail on how the cognitive-behavioral model implemented at Queensboro differed from what Fabiano and Ross describe as the "optimal" program structure.
[98] These issues are addressed in more detail in Appendix A.

significant negative outcomes compared to the TSP group, results associated with the other case managers were still poor in comparison. It may also mean that the characteristics of case managers (Reasoning and Rehabilitation "tutors") as suggested by the program designers (for example, above average verbal and interpersonal skills, humility, enthusiasm, sensitivity to group dynamics, etc.) are extremely important as part of program implementation and program fidelity. It is also worth noting that although we did not find any significant differences between groups, there may have been some sort of assignment bias within the program under our assignment protocols, that led to some case managers being assigned more difficult or criminogenic participants, and this would account for the differences in recidivism by case manager.

Implementation issues could be the result what might be termed "start-up" problems. As noted previously, the program was not given a chance to iron out the problems that are inevitably associated with the start-up of any new program. These specifically might operate through confusion (among program staff and participants) concerning objectives and procedures, resistance to change, staff being less competent in delivering a new program, staff communicating their dissatisfaction (deliberately or inadvertently) to participants, or stress on resources associated with "novice implementation" among others."[99] We found, however, that intervention participants who went through the program after it had been operating for five months (those randomly assigned vs. haphazardly assigned) had poorer one-year arrest outcomes.

We also want to point out (as one reviewer reminded us) that although we have indicated the relevance of certain omitted variables as limitations of our analysis (e.g., dynamic risk factors, neighborhood effects), the explanatory power of these variables decreases in relation to the degree of statistical association with the variables we have included in our analyses. We know that dynamic risk factors are independent of static variables to some degree, but it is unclear how much. Those who may have had more extensive criminal histories, for example, may have been more likely to come from neighborhoods of greater disadvantage, or to express more anti-social attitudes and beliefs.

We do not have definitive evidence to explain our results. Given the available evidence, we believe that the causes are more likely found in the program design or implementation rather than in the assignment process: Program participants with the most extensive pre-release programming (Greenlight) had worse outcomes than people who had some pre-release programming (TSP) who, in turn had worse outcomes than people who had no pre-release programming. In drug research, this is called a dosage-response relationship. When the response increases monotonically with higher levels of a drug, it is considered evidence that it is indeed a drug and not other causes that is having the observed effect on outcomes. .

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[99] Frederick, Bruce. Personal communication. Frederick's point is well-taken about conducting impact evaluations during the initial stages, and worth re-emphasizing.

We have given a great deal of thought to the implications of our findings. Although there are numerous lessons to take away from both our evaluation and the program we examined, we focus our remaining discussion on those lessons that seem most important.

First, *our study should not be considered an indictment of rehabilitative programming*. In contrast to the famed "nothing works" philosophy that dominated corrections during the 1970s and 1980s, recent research findings are robust in their conclusion that rehabilitation can and should be a cornerstone of sound correctional policy. Much of the current work on rehabilitation continues to help define the parameters of effective treatment. Although we reiterate the point that there is no single program that appears to be appropriate for all offenders, there is substantial evidence that appropriate treatment does work when targeted to offenders with specific needs.

Second, the lack of a thorough implementation (or process) evaluation constrains our ability to identify programmatic issues that might be tied to the negative findings we report. We are certainly not the first to argue the importance of implementation evaluations to understand the results of outcome evaluations, but the limitations of the work reported here highlight again the necessity of including an implementation study with any impact evaluation.

At the outset of this evaluation, no one suspected that the results would turn out as they did. At this point, all we can do is speculate on the reason for the pattern of results that we obtained. But at a time when dollars are being poured into reentry programs, we believe that it is important that these findings be followed up with other research that can support or refute them and, if they are supported, offer more detailed reasons for the puzzling results. As noted criminologist Joan McCord stated, potential adverse consequences of interventions in criminal justice ought to be treated as seriously as they are in the pharmaceutical field: "Social programs deserve to be treated as serious attempts at intervention, with possibly toxic effects, so that a science of intervention can prosper."[100]

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[100] McCord, "Cures That Harm", 2003:17.

Appendix A. Project Greenlight Program Description

Introduction

The following program description is largely drawn directly from the operational guidelines for Project Greenlight and reflects changes in the program after the first six months of operation. The original operational guidelines for the program were jointly developed by the Vera Institute, the New York State Division of Parole, and the New York State Department of Correctional Services. All three agencies approved the guidelines to implement the program. The following description was provided by the Greenlight operations director and *modified but not developed by the research staff*. Its inclusion is intended to provide a descriptive overview of the project's structure and operation. This should be of significant interest to others interested in implementing similar programs and the difficulties inherent to that process.

Our evaluation is primarily an outcome evaluation although we made every effort to observe the program while in operation. Research staff visited the program at different intervals, observed different classes, and spoke with program staff. Limited funding prevented a full-blown process evaluation, but we spoke with DOCS personnel and Parole officers, program staff, contracted vendors, and community service providers and observed both the DOCS Transitional Services Program and the Greenlight Program in operation when time permitted. In some cases, the discussions with program staff and external agencies working with the program took the form of more formal interviews.

In addition, the Greenlight Program maintained a database on site (the PMA—Program Management Application) that collected information on participation in different types of classes, how often participants attended classes or other sessions, and other types of information such as counselor ratings of participant engagement or performance. Wherever possible, we use this data and our observations to assess program implementation in a strict sense (i.e., whether classes were implemented as stated in Exhibit A-1 and A-2) and whether or not there was compliance on the part of the participants.

In general, our observations and interviews suggest that the description of the program structure is generally consistent with actual implementation. There were, however, some indications that in the short time frame that the program operated, a number of obstacles were encountered. Some of these were successfully negotiated, but it is unclear that all were resolved. Given that the project was terminated after only 10 months of operation (rather than the full three years it was scheduled to operate), it is not surprising that program staff were unable to successfully resolve all program implementation issues. There are, however, other issues inherent to program implementation independent of program structure. Perhaps the most important of these is the issue of program integrity. The recognition that quality of program delivery (program integrity or fidelity) may be a significant source of variation in program outcomes has become prominent. *Thus, it is important to note that our limited process work does not allow us to adequately assess program integrity.* Our research observations of program implementation are addressed as part of the following program description.

As noted above, these limited observations do not allow us to accurately assess how well the program was delivered in terms of its fundamental integrity. Although we can often indicate whether or not the program structure was implemented as planned (e.g., whether participants attended classes, whether or not classes were held as intended), we were unable to complete the detailed process work to allow us to assess how well the program was delivered. Here, however, is an example of at least one prior evaluation of the same cognitive program applied in a different program context (and structured differently):

> "A review of video-taped sessions of program delivery revealed that the program delivered by JISP (Juvenile Intensive Supervision Probation) coaches barely met the standards of R&R [Reasoning and Rehabilitation] program developers. Findings from this review indicate that, while the *content* of the program was delivered, the *process* of actually imparting knowledge and skills to the offenders barely occurred. Several shortcomings were noted by the video tape evaluator, such as not linking crucial information, lack of lesson preparation, inability to explain concepts or explaining concepts incorrectly, inappropriate combination of program sessions, and failure to make the program relevant to adolescents."[101]

In the evaluation of the juvenile ISP, two scales were used to measure pre- and post-intervention attitude and cognitive change. One scale revealed small, generally positive improvements in eight of nine skill areas for intervention participants and three of nine areas for controls. In a somewhat more comprehensive battery, respondents registered a radically different pattern of change; intervention participants scored worse on 14 of 14 composite measures (statistically significant in six of 14) and grew worse for control participants in 12 of 14 for controls (statistically significant for 10 of the composite scores).[102] We highlight this issue to illustrate that although we deal with implementation on a very basic level, it is by no means more than that. We do not have the detailed information to make qualitative assessments of program integrity.

Program Staff

The staff was to operate as a multidisciplinary team to monitor inmates' progress and share expertise, information, and ideas between team members. Staffing for the project and each team member's specific duties were as follows:

- Correction Counselors (2 positions): DOCS counselors ran the cognitive-behavioral group sessions, facilitated groups on practical skills and job readiness, held individual

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[101] Pullen, Suzanne. Evaluation of the Reasoning and Rehabilitation Cognitive Skills Development Program as Implemented in Juvenile ISP in Colorado. NIJ Grant No. 93-IJ-CX-K017. Denver, CO: Colorado Division of Criminal Justice, 1996. The video tape evaluator in this case was one of the developers of the R&R program.
[102] We note that these data, like many other evaluations, are based on small sample sizes.

case management meetings every two weeks with a set caseload of 26 inmates each, and participated in team meetings.

- Institutional Parole Officers (IPOs—2 positions): in the course of performing their other duties, IPOs ran cognitive-behavioral sessions, facilitated groups on practical skills and job readiness, held individual case management meetings every two weeks with the same size caseload as DOCS counselors and participated in weekly team meetings.

- 1 Alcohol and Substance Abuse Treatment (ASAT) team (1 counselor and 1 program assistant—part time, approximately eight hours a week): both members of the ASAT team were Queensboro correctional staff. The counselor was a Certified Alcohol and Substance Abuse Counselor (CASAC). Both ran substance abuse groups.

- DOCS Correction Officers assigned to the housing unit: the officers were responsible for maintaining a secure environment, contributing to team meetings based on their observations and interactions with inmates, and working with other team members to forge the most appropriate policies and responses to inmate behavior.

- A Family Re-integration Specialist (part time): the specialist, an MSW, facilitated groups for inmates and participating families or other support providers.

- A Family Counselor: the counselor recruited participants and their family members to participate in the family reintegration program and co-facilitated the sessions.

- A Community Coordinator: the coordinator was to build a network of community groups to serve the variety of Greenlight participants' needs. This included preparing the groups' representatives to come into Queensboro to discuss their services with participants and monitoring those groups' performance. The difference between the community coordinator and existing DOCS and parole positions of the same nature was that the coordinator had the time, the flexible hours, and the mobility to go into the community to meet with groups, assess their operations, and report back. The coordinator's work was front-loaded. She worked full-time at the beginning of the demonstration to build a network of reliable providers that would come into the facility, and was to finish this task before the end of the demonstration when the the network would be turned over to DOCS and parole.

- A Job Developer: the job developer was contracted from a local employment agency that worked with difficult-to-place populations. The job developer met individually with inmates, worked towards getting them interviews and jobs, ran the job resource room, and participated in team meetings.

- An operations director: this position was to exist only during the demonstration project phase. The operations director was responsible for the day-to-day operation of the program, including scheduling classes, assigning participants to caseloads and classes, representing Project Greenlight at program committees where inmates were assigned to the program, and acting as the point of contact for day-to-day operational matters with Queensboro's deputy superintendent for programs, senior counselors, and the senior parole officer. The operations director also worked with parole and DOCS staff to revise

curricula and program delivery throughout the demonstration to arrive at a version ready to go to scale. Over the course of the demonstration, the operations director was to pass on these functions to existing DOCS and parole supervisory staff.

- A Project Director: this position was to exist only during the demonstration phase. The project director was responsible for the overall operation of the program. The director acted as a liaison to DOCS and Parole senior management, and was responsible for funding and contractual issues. The director monitored, analyzed, and evaluated the achievement of program objectives and standards. The director acted as primary liaison to Vera research staff.
- A Project Assistant: this position was to exist only during the demonstration phase. The project assistant assisted the operations director and project director with their tasks, and filled in for absent facilitators in groups.
- Field Parole Officers who supervise the inmates once they were released: each parole bureau in the five boroughs of New York City was to have a parole officer (26 field offices and 26 field officers) to take all Project Greenlight participants in addition to members of the two control groups (as well as other parolees to make up a standard size caseload). They were to communicate with Greenlight parole officers and correction counselors about the participants and their release plans before and after release and to report on participants' progress.

Staff Development. Vera staff, together with DOCS and parole training staff, presented the job readiness and job development, relapse prevention, substance abuse awareness, and practical skills curricula to the correction counselors and parole officers who facilitated these groups. The developer of the cognitive-behavioral curriculum, the Cognitive Thinking Skills Program, trained project staff in delivering the curriculum and was to provide ongoing support and follow-up training. Part of this training included a train-the-trainer component so that project staff could train other agency staff in the curriculum and techniques. Staff had ongoing sessions with the community coordinator to learn about new community resources. The correction officers were introduced to the goals and philosophy of the project. Refresher sessions on the project's curriculum for existing staff members and new sessions for new staff occurred throughout the demonstration.

Staff Supervision. Correction officers, counselors, and institutional parole officers, who delivered much of the programming, already functioned within an established management structure in their agencies. While they worked with and were supported by the operations director and project director, who were Vera employees, they were not supervised by program staff. They continued to report to their senior correction counselor and senior parole officer at Queensboro.

Given this, DOCS, Parole and Vera developed a process to deal with operational and performance issues affecting the project. The program facilitator and Vera's project director

raised any concerns and suggestions as they arose through the DOCS and Parole chain of command. At the same time, Parole and DOCS line staff were encouraged to bring any concerns through the same chain of command. In addition, the Queensboro deputy superintendent for programs and a Parole designate met frequently with the operations director and/or the project director to discuss project operations and resolve any problems.

Program Operations and Elements

Program Participation

Mandating Program Participation. Inmates selected for the program were required to participate to keep their conditional release date. This was in keeping with DOCS policy regarding conditional release: inmates are required to participate in any assigned programming to earn such release.[103] Refusal and/or unsatisfactory participation or disciplinary sanctions led to a review by the DOCS Time Allowance Committee, in accordance with existing DOCS rules.

Transfer to Queensboro, Orientation, and Assessment. Intervention participants were transferred to the north side of the sixth floor of the Queensboro Correctional Facility in Long Island City (Queens), New York, arriving approximately 60 to 90 days before their scheduled conditional release date. Inmates arrived Monday through Friday and began participating in a one-week Greenlight orientation on the following Monday. The orientation introduced participants to each of the program elements and to the staff.

Assessments and the Release Plan. Program staff long maintained that one of the key differentiating aspects of the Greenlight program was the construction of the detailed release plan which provided a step-by-step outline of what participants needed to do after they were released. During the first weeks of the project each inmate was individually assessed. The initial protocol called for the correction counselor or facility parole officer to whom the inmate is assigned (the "case manager") to administer a Level of Service Inventory – Revised (LSI-R) assessment.[104] Program staff began the program using this instrument along with an internally developed intake instrument and the Socrates 8D (a substance abuse assessment instrument). After the first five months, program staff stopped administering the LSI-R because it was

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[103] It is worth noting here that although DOCS policy requires inmates to participate in the program, they are not required to participate in the research component. This is discussed in more detail in the section on methodology.
[104] The LSI-R is a well-validated risk and needs assessment instrument (see Andrews, Don, and James Bonta. 2000. *Level of Service Inventory Revised—User's Manual.* Toronto, Ontario, Canada: Multi-Health Systems, for a review of the relevant research on the LSI-R). Traditional risk assessment scales based solely on demographic information and data from official records are often weakly to moderately correlated with recidivism measures. Scales that incorporate psycho-social, social functioning, or other instrumental characteristics appear to have more validity as risk assessment instruments. See, for example, Klein, Stephen P., and Michael N. Caggiano. *The Prevalence, Predictability, and Policy Implications of Recidivism.* NIJ Grant # 83-BJ-CX-0011. Santa Monica, CA: Rand, 1986; Andrews and Bonta, LSI-R: User's Manual, 2000:1-3.

deemed too time-consuming to administer. Program staff also felt that the LSI-R was redundant because the information they needed to construct inmate release plans was being collected in the other instruments and in materials in each inmate's correction guidance folder, such as certificates from completed programming, an employment profile, and notes from previous counselors and institutional parole officers.

The failure to follow through with the LSI-R is a significant drawback to our study and the demonstration project. Based on our conversations with state officials, one of the key interests in designing the reentry project was the general utility of a well-validated assessment instrument in both addressing offender needs and risk after release, especially given the strong evidence on the relationship between criminogenic factors and criminal recidivism. There is substantial evidence that the variables tapped by the LSI-R ("criminogenic" risk factors) are significantly related to offender recidivism.[105] Although the information for needs assessment was collected through other intake measures, the LSI-R is a well validated needs/risk assessment instrument which differentiates individuals not only on their need for services, but also on their risk for recidivism. In order to use the LSI-R assessment information collected by program staff, research staff had conducted initial discussions with DOCS to administer the LSI-R to control group inmates at Queensboro when administering research consent forms. This pursuit was dropped when it was discovered that program staff had dropped the LSI-R. It is unclear how well the intake instruments substituted by program staff fulfill either of the risk or need assessment function. And although data from the program-developed intake instruments were available to assess intervention group risk in our quantitative analyses, we had no comparable measures for our control groups.

Daily Skill-Building

The project's programming had three principal elements: (1) providing daily skill-building in the areas of employment, substance abuse prevention, and practical and cognitive skills; (2) cultivating a network of community-based support; and (3) involving government agencies beyond the criminal justice system. Exhibit A-1 (at the end of Appendix A) lays out how these three elements (tracked along the left side of the exhibit) unfold over an inmate's stay and also provides a visual reference for the remaining discussion.

Every day and in structured settings, project staff offered inmates the information and tools they needed to find and hold a job, avoid drug and alcohol relapse, and make good decisions in all areas of their life after release. Over time, project staff adjusted the content and the approach to providing daily programming. Because inmates arrived at and were discharged from Queensboro every day, the project was structured to take rolling admissions. Programming was designed to be non-sequential and classes were designed to accommodate people working at different levels.

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[105] See Andrews and Bonta, *Psychology of Criminal Conduct*, 1998.

Job Preparation and Development

The job preparation and development aspect of the program was delivered in two phases. First, inmates completed a four-week, non-sequential course on job readiness, covering such areas as job searching, preparing for and going on interviews, and workplace behavior. A new topic was covered each week in a way that did not depend on prior information but that incorporated ideas that some inmates had learned in previous weeks and others would be introduced to later. Participants could move through the topics in any order.

After four weeks of group sessions, inmates entered the second phase of the employment program: working individually with the project's job developer to find work. The job developer staffed a job resource room to which inmates reported in groups during the second half of their stay at Queensboro. Over the course of four weeks in the room, every inmate was supposed to have had several opportunities to speak individually with the job developer. The job developer guided individuals in their own job search, as well as lined up interviews for participants considered "job ready." The job developer also invited employers to come into the facility to present information about their company and the kind of people they were looking to hire. Vera contracted with a job development organization in New York City that had experience successfully working with ex-offenders. By contracting with the organization, Vera gained the expertise of the job developer as well as the commitment, expertise, and supervision of the contracted agency.

Research staff interviewed program staff and the job developer who was contracted to provide employment help to the Greenlight program. As noted, the program contracted with an outside for-profit vendor designed to provide no-cost employment services to ex-offenders, substance abusers, and people with physical disabilities. The agency had experience doing assessment and testing to help people make informed career choices, and they have relationships with over one thousand mainstream companies. They largely recruited for food service, maintenance, security, customer service, driving, retail, and clerical positions.

The contracting company was very interested in the Greenlight program because it was an opportunity for them to expand their services and client base. As part of the developmental work, the contractor further developed relationships with outside companies with whom the contractor had worked previously. Inmate needs were also assessed in the employment-job development process; in some cases, participants were referred to various job placement/training agencies, such as Employment Initiative, Grant Associates, and/or the Osborne Association.[106] Referrals were generally based on the perceived degree of assistance needed by the participant. Someone who needed more help and case management would be sent to Strive, an agency that provided more of a classroom setting. If the participant had difficulty reading, he might have been referred to VESID (New York State Office of Vocational and Educational Services for Individuals with Disabilities), which provides vocational and educational training.

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[106] See, for example, http://www.osborneny.org/;

Participants met with the job developer four times during their time in the Greenlight Program. There were, therefore, four milestones to the program. First, when the inmates were being oriented into Project Greenlight in the first week, they were given an introduction to the job development program. It was presented as an optional part of the program, but the benefits of participating in the employment component were explained in detail. Individuals who wished to participate could volunteer and sign up to be contacted later.

The second meeting was a 15 to 30 minute individual assessment with each inmate. This provided an opportunity to assess their needs and strengths and weaknesses in terms of skills. The third session was scheduled in a group setting with anywhere from three to six inmates for a one-hour session. During this time, the central focus was on the structure of job interviews; all the participants engaged in mock interviews and role playing as if in a real interview. As part of the process, the participants would critique themselves and each other and provide feedback on their strengths and weaknesses.

A "resource room" was set up at the Queensboro facility for the final meeting. If the inmates had skills with computers, for example, they would type up resumes. During this time, a workshop was also conducted on how to use the newspaper to find a job and on how to keep a job. As their exit date neared, participants met one-on-one with the job developer to go over their resume, help them focus their resumes based on particular types of jobs, provide get referrals to various job placement agencies, and try to set up actual interviews with various companies before the inmate was released. Finally, if the inmate needed appropriate clothing for a job interview, they were given referrals to places that give out free clothing, such as churches.

There were however, multiple issues with implementing the employment component. A representative started working with Greenlight participants in March 2002, putting in 17 hours a week in the prison every week from Monday through Thursday. Because there were 102 Greenlight program participants at any given time (once the program was at capacity), one of the biggest initial obstacles was how to work with those 102 participants in only 17 hours per week. This presented a logistical problem which was only partially resolved over time as the contract representative began working with study participants.

Although the job developer had access to the participants for only four weeks, in many cases he would only be able to meet with them in the two weeks before they were released due to conflicts in their Greenlight class schedules. The general perception was that there was insufficient time as it was and in the cases in which some participants did not get to the employment component until two weeks before release, it was difficult to complete the needs assessment and subsequent sessions in a useful manner. Although they attempted to work around this particular problem, it continued as a major obstacle throughout the course of the program.

The job developer indicated that if he could have changed one thing about his role within Project Greenlight, he would have done it full-time rather than part-time, because he feels that he did not get enough time with the participants. He also indicated that available resources to teach the inmates how to use the Internet would have been a big help (Internet access is prohibited to inmates in institutional settings). Finally, although speakers from different referral agencies did

come into the institution, he felt he was never able to offer them any substantive human resources exposure.

The job developer did indicate, however, that the inmates were <u>very</u> receptive to him. He thought this was primarily because he spoke truthfully to them, and they liked that he didn't work for Vera or DOCS; according to him, inmates expressed a lot of resentment towards both organizations. He also felt that inmates were a little more respectful of him than the rest of the Greenlight staff because they knew that they needed jobs but did not feel that sitting in a class and learning life skills and cognitive-behavior would get them where they wanted. The developer indicated that he worked hard to make inmates realize that what they were learning in class would also be helpful. He put a lot of effort into developing a rapport with them, so as to build inmates' trust in him.

Working relationships within the institution, especially with Greenlight staff were generally described as excellent. The job developer met with the Greenlight staff on a weekly basis to discuss individual cases with them. This helped Greenlight staff determine which other kinds of referrals to give to the inmates. Drawing primarily upon our interview with the job developer, the main strength of the job development program and Greenlight overall was that all the people involved had strong working relationships. The coordination between the family counselor, the community coordinator, and the job developer was extremely functional in helping the inmates have practical plans and expectations after release. These services allowed the inmates to deal with the realities of securing a place to live, finding work, and establishing good ties with family members.

Substance Abuse Readiness and Relapse Prevention

For inmates with a history of substance abuse—the vast majority—the project offered one of two approaches depending on their score on the SOCRATES (an instrument that measures a person's willingness to acknowledge their substance abuse and their readiness to change). Those who did not believe that they have a problem with drugs or alcohol took part in groups designed to educate them about the effects of substance use and to prepare them to enter a treatment program after release. Those who acknowledged their abuse and who expressed some willingness to consider other options went to a relapse prevention group in which each person designed a relapse prevention plan, and prepared to enter treatment upon release.[107]

Data from the Department of Correctional Services indicates that approximately 70 percent of all study participants had some form of substance abuse problem upon admission to prison (using the MAST I and II—Michigan Alcohol Screening Test), a figure consistent with national averages. Post-release interviews with study participants suggest that inmates without a history of substance use were required to participate in one of the two types of sessions. Study participants often expressed a great deal of frustration at being required to sit through drug

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[107] Both programs are drawn from Terence Gorski et al., *Relapse Prevention and the Substance Abusing Criminal Offender*. Washington, DC: Dept. of Health and Human Services, 1993.

education when they had no history of substance use. This was a concern for research staff in that the question was raised as to whether forcing individuals to participate in programming for which they have no need (as opposed to coercive programming for which they do have a need) can engender resistance to programming and lead to counterproductive outcomes.

Cognitive-Behavioral Sessions

An inmate's daily life and work in the project was anchored by a mandatory program of cognitive-behavioral sessions, using the Reasoning and Rehabilitation curriculum.[108] An evaluation of the program (under its title in Canada, the Cognitive Skills Program), the largest study of any cognitive-behavioral treatment of offenders to date, suggests a reduction in recidivism (a statistically significant six percent), depending strongly on the original commitment offense. The program was found to have a stronger effect on violent, sex, and drug offenders than on robbery and non-violent property offenders.[109] In general, the evidence suggests that cognitive skills programs have been the interventions most consistently associated with reductions in recidivism overall.[110]

The Reasoning and Rehabilitation sessions, similar to other cognitive skills programs, teach pro-social cognitive skills like effective problem solving, the ability to consider consequences, and accepting delayed gratification.[111] They also teach a number of social skills such as asking for help, expressing complaints in a non-aggressive manner, and responding to failure. The curriculum, led by a correction counselor or parole officer as facilitator, was meant to be very interactive and involve exercises and role-plays designed to get participants to learn new skills together.

The cognitive-behavioral component was one of the most interesting aspects of the Greenlight model in that its implementation was radically different from the recommended, or "optimal," program structure that is typically evaluated.[112] As noted, cognitive-behavioral skills training has substantial empirical support in the literature for achieving small to moderate, but robust, reductions in post-release recidivism measures. Suffice it to say that there is now general agreement that such cognitive-behavioral programming, *when effectively implemented*, can produce reductions in recidivism.

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[108] Ross, Robert R., and Elizabeth. Fabiano. *Time to Think: A Cognitive Model of Delinquency Prevention and Offender Rehabilitation*. Johnson City, TN: Institute of Social Sciences and Arts, 1985.
[109] Gaes, Gerald G., Timothy J. Flanagan, Laurence L. Motiuk, and Lynn Stewart. "Adult Correctional Treatment." Pp. 361-426 in *Crime and Justice: A Review of Research*, Vol. 26., M. Tonry and J. Petersilia (eds.). Chicago, IL: University of Chicago Press, 1999:379.
[110] See, for example, Andrews 1995; Gaes, et al., 1999; Cullen and Gendreau, 2000; Palmer 1996; Gendreau 1996; Losel 1995.
[111] Other cognitive skills programs are readily available that may require less modification for the largely urban populations imprisoned in the U.S.—see for example, the "Thinking for a Change" curricula, endorsed by the National Institute of Corrections, and available in the public domain at http://www.nicic.org.
[112] Although we review some of the basic elements here, see Porporino and Fabiano, *Reasoning and Rehabilitation*, 2000, for more detail on "optimal" program structure.

The issue of program structure may have important implications for our findings in that we are unaware of evaluations of the program in which it was implemented in a manner that diverged greatly from that generally recommended by program developers. Virtually all evaluations which show positive (or no) intervention effects are based on the recommended implementation model. This is important in that it is generally conceded that we know little about how well cognitive skills programs function to reduce recidivism when implemented other than typically suggested.[113] Given the importance of this issue, we briefly review how the Greenlight model diverged from the "optimal" program model.

Reasoning and Rehabilitation Program Structure. Porporino and Fabiano (2000) devote several sections of their program overview to program structure and implementation issues (Chapters 6, 7, and 8), focusing on program delivery, how training sessions are to be conducted and other standard implementation issues such as sustaining program integrity, training of tutors, offender selection, etc.. While it is important to note that they strongly emphasize that the program is NOT "therapy," much of their focus on delivery and implementation is consistent with therapeutic techniques and depends on effective staff delivery and engagement. A quick overview of these issues is warranted because implementation appears to be a fundamental, but often ignored, key to program effectiveness, and may constitute the best reason for why we are seeing the results we are seeing.[114]

1. Group Composition: Porporino and Fabiano indicate that "the ideal group size for cognitive training is from six to about 10 participants" (p. 40) with eight as the optimal number. We take it as axiomatic that program efficacy is based on an engaged group; it is difficult to imagine, therefore, that the Greenlight program, which had 26 participants per class, could keep all the group members engaged to the point that they would benefit from the sessions. Small group sizes allow for the group members to interact and for the instructor to keep those participants engaged in the process. Larger groups are likely to dilute those effects. In addition, it is a standard understanding in social psychology that group size can significantly impact group dynamics.

2. Program Delivery: Porporino and Fabiano indicate that the 38 sessions can be delivered in varying sessions, but that the optimal delivery is 2-3 times per week, and that delivering more frequently (as was the case with Greenlight, see Exhibit A-1), "…could be expected to interfere with application or practice of skills as they are learned and could create confusion, lapses of attention, or content overload for offenders (p. 40)."

3. Cognitive Skills "Tutors": Crucial program implementation is tied to effective tutors delivering the program. Although they emphasize the notion that the program is meant for delivery by line staff and require no special technical qualifications or credentials, they do note that staff should have specific abilities and personal characteristics (e.g., empathy, sensitivity, strong interpersonal skills, successful experience in managing

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[113] See Porporino and Fabiano, *Reasoning and Rehabilitation*, 2000.

[114] Porporino and Fabiano, *Reasoning and Rehabilitation*, 2000; Gendreau, Goggin and Smith, 1999.

groups of poorly motivated individuals, humility, and a thorough understanding of the social-cognitive model).

4. Training of "Tutors": The program manual notes that "Tutors need to complete an intensive training workshop before they can appreciate the many subtleties for optimal style and methods of delivery." Tutor preparation should consist of at least *two weeks* of formal "Tutor certification instruction" which includes practicing delivery techniques in a role-play classroom setting, feedback on delivery style, and understanding of program objectives. Following training, new trainees should be monitored through videotaping of some of their program methods." Greenlight staff went through a far shorter 3-day "train-the-trainer" session. This would raise questions about how effective the staff could be, given the emphasis of the program developers on this point.

5. Targeting Services to Offenders: This is a significant issue from the research literature—broad-based intervention programs have less of an impact than programs that target specific services to offender needs. In this instance, the Greenlight program can be viewed as a broad-based program since all program participants were delivered the same services. Targeting services to the offenders who need them seems to produce the best results. This is one of the key rationales underlying an assessment instrument in the early stages. Offenders who are identified as "low-risk" are not likely to benefit from services—they are already at low risk of reoffending and there seems to be little that can be done to further reduce their risk. Although much of the literature has speculated over the last decade that "high-risk" offenders may benefit most, the evidence is somewhat mixed; there are some indications that "medium-risk" offenders may benefit most— higher-risk offenders have been shown in some cases to be more resistant and need longer programs. There is certainly evidence, however, that "high-risk" offenders can be targets for programming; it is simply that short-term programs such as Greenlight may not be of sufficient length to make a real impact for more serious offenders.[115]

Although Greenlight program staff worked with the developers of the Reasoning and Rehabilitation program to adapt the intervention to the 8-week time-frame, the key point is that there are significant deviations from the optimal program model that raises serious questions about the efficacy of the program.

Practical Skills

Inmates participated in a series of discussions, role-plays, and other exercises designed to help them learn basic skills needed to negotiate living in New York City—skills that were not necessary or reinforced in prison.[116] The sessions covered how to use public transportation,

[115] There is very little evidence that short-term interventions can produce significant results to begin with; most of the evidence with criminal justice populations (especially drug offenders) suggests that longer is better, but that there may be declining returns after about 12 months (e.g., Lipsey, 1990 (cited in Andrews, 1995).

[116] Skills-oriented programs, along with cognitive-behavioral and other multi-modal approaches, have been shown to produce the best effects in reducing recidivism (Loesel, Friedrich. "The Efficacy of Correctional Treatment: A Review and Synthesis of Meta-Evaluations." Pp. 79-114 in J. McGuire (ed.), *What Works: Reducing Reoffending*. New York, NY: John Wiley and Sons.

particularly Metrocards, which will be new to some people; tips for financial planning and budget shopping; time-management strategies; the benefits and procedures for setting up a bank account and how to use an Automated Teller Machine (ATM) (for those who, based on their crime of commitment, are not barred from doing so); and where to get legitimate sources of emergency cash or non-cash assistance. While the information will not be new to every inmate, it is important to remind everyone that mastery of such skills can help them manage difficult situations that otherwise could lead to a crisis and possibly re-incarceration.

Cultivating a Network of Community Support

Taking advantage of Queensboro's relative proximity to the neighborhoods where people will live after release, the project was designed to help inmates connect with the individuals best able to guide and support them in the community: parole officers, family members, and representatives of appropriate service agencies. Establishing these relationships in advance eases several challenges after release.

Getting to Know Parole Officers

The institutional parole officers who were part of the program's staff gave talks to groups of inmates about community supervision, explaining what officers do and what offenders can do to succeed on parole and get the most out of the experience.

The Division of Parole worked with Greenlight program staff to familiarize supervising field parole officers with the program and its goals as well as some of the more complicating elements of the program, especially the individualized release plan developed by program staff. On April 9th, 2003, representatives from the Vera Institute of Justice and the NYS Division of Parole and Department of Correctional Services introduced the Greenlight program to approximately 25 New York State parole officers from the five boroughs of New York City. The officers assigned to supervise study participants participated in a half-day training to familiarize them with the rationale underlying the specific assignment, the expectations regarding their supervision, and what the program was trying to achieve.[117] This session was intended to provide the officers with some general information about Greenlight, and more specifically, to discuss the role they would play in the program. The session began with an overview of the program, noting DOCS' development of transitional services programming, how the final phase of this transitional services programming is structured by Greenlight, and the role that parole officers were

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[117] It is important to note that although all study participants were originally to be assigned to a set of specific parole officers upon reentry (26 field officers), difficulties in identifying and assigning study participants were never fully resolved and as a result, a much larger number of program participants were assigned to officers unfamiliar with the program than originally intended. In addition, inter and intra-office transfers of cases after release led to the involvement of an even greater number of field parole officers. As a consequence, we are unable to control for the variation in officer supervision as originally intended.

anticipated to play in the continued evolution of transitional services. Most importantly, they were familiarized with the individual aspects of the treatment plans assigned to parolees. This is particularly important because if the individualized release plans were treated as conditions of parole, this might have placed an increased burden on Greenlight participants that may not be experienced by comparison group participants who do not have detailed release plans in place as part of their supervision. In practice, this means that parole officers might have potentially cited Greenlight participants for a greater range of violations than controls based on the existence of the release plan—in essence, leading to a greater number of parole violations for the intervention group. Parole officers, who oversaw the release plan after participants exit prison, were recognized as key to the continued development of the release plan. Not only were they expected to supply feedback about the efficacy of the release plan, but they were also given the authority to modify the plan according to the individual needs of each parolee.

Project staff held regular meetings thereafter with select groups of the participating parole officers. These meetings initially occurred every month and a half and were eventually conducted on a quarterly basis after the first six months. The primary intent was to flush out how the release plan would be used by field officers, to make minor adjustments to the Release Plan to make it more relevant to the officers and parolees, to establish some consistent communication between the institution and the field and to develop policies on the development of the release plan and how it would be shared with the field. Research staff conducted short qualitative interviews with field parole officers who were supervising the program participants about the program and their knowledge and perceptions of it.[118]

In these brief qualitative interviews, we primarily addressed such issues as the officers' knowledge of the program, perceptions of the release plan, interaction with institutional parole officers, perceived obstacles in how participants transition from the program to the community, and their views about differences between the program and control group participants. Our purpose was to keep the interviews as short as possible to minimize the burden on field parole, while surveying the field officers who were most responsible for implementing the post-release transition phase of the program. We focused on the 26 field officers originally assigned to the program as they handled the bulk of the cases despite the problems in post-release assignments. We interviewed 19 of the 26 officers (one was on medical leave and we were unable to contact the other six).

Officers were generally familiar with the Greenlight program because most had attended informational sessions with program staff on various occasions. These informational sessions were generally perceived as useful in providing an overview and orientation regarding the program and its purpose. Views of the program were mixed—some officers indicated a positive view, while others indicated that their views of the program became less positive over time. Field officers generally also expressed positive perceptions of their interactions with both institutional

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[118] A short quantitative interview about program participants was also administered to field parole officers to supplement the information obtained from post-release interviews. The information from these interviews about program participants is discussed more fully in Appendix F.

parole and project staff. There was no indication of regular contact between field and institutional parole; rather, the contact as irregular and accompanied problems as program participants transitioned to the community. In such cases, institutional parole officers seemed able to help field parole resolve most issues that were encountered.

In terms of specific program elements, we focused our questions on two particular components: the release plan and Medicaid cards. Given that we wanted to keep the interviews short, and because both were central pieces of the in-prison component, these two components seemed suitable as key proxy measures for how the program functioned overall. Parole officers gave the release plan mixed reviews. Almost all indicated they received the plans in a timely manner and many perceived the release plan as useful—especially when they viewed the program's post-release referrals as appropriate. The release plan was largely viewed as positive because parolees had a "roadmap" before they were released and parole officers did not have to start the process from scratch. However, a substantial number felt like the release plans created more work because of inappropriate referrals and indications that the process began to break down over time. Based on these interviews, inappropriate referrals included post-release referrals to programs that were too far away, inappropriate programming assignments after release, and as time passed, fewer participants receiving the appropriate referrals they needed. Some officers indicated that although referrals seemed consistent and appropriate in the beginning, that there were few or no program referrals at all for program participants assigned to parole caseloads, and that the problem seemed to worsen over time. In addition, some of the officers seemed to indicate that given the difficulties associated with the release plan, they would resort to their own resources and make program assignments based on their own experience.

The largest number of officers indicated, however, that the lack of Medicaid cards was a significant problem. Almost all stated that participants on their caseloads did not have cards waiting when they were released even though they had completed the paperwork during their stay at the facility. They would often start the paperwork over which would result in a 6-week delay before the letter of coverage would arrive. In some cases, additional delays would arise when parolees would start the paperwork over and find that they already had an open file, but no Medicaid card or letter assigning coverage. There were two key problems with this: first, program participants were essentially "on hold" for services such as substance abuse treatment or mental health programs that Medicaid traditionally covers. Second, parole officers indicated an increase in frustration among program participants at not having the cards available when they were expecting them.

The field officers also often expressed frustration at the assignment of caseloads. While all 26 were designated to receive all program participants from Greenlight and DOCS, misassignments occurred regularly and parole officers found themselves supervising individuals in precincts not typically under their jurisdiction. Further, there was more work for these officers in trying to locate participants who were supposed to be on their caseload but were not. Although this was a topic of conversation at the meetings between program staff and the parole officers,

this situation was never resolved and continued to frustrate field officers throughout the duration of the project.

Re-establishing Family Relationships

The project ran family reintegration groups during the evening led by staff members with expertise in family counseling. Each inmate was asked to identify a family member or, where appropriate, close friend or mentor, who was willing to attend these sessions. Once the person or persons were identified, the family counselor contacted them and invited them to join a family reintegration group for four sessions.

There were three types of family reintegration groups: those for couples, those for "family of origin"(parents, siblings, extended family) and those for co-parents (parents who were not currently in a relationship, but who had children together). The groups discussed absence, expectations, communication, trust, reintegration into the family and reintegration into the local community. Family members had occasional opportunities to meet alone with the group leader, who offered brief counseling and referrals to appropriate agencies in the community. Family members were also encouraged to visit inmates at other times when they could spend time together in a less formal environment. Each group ran for four one-hour sessions.

The purpose of the program was to "ease the transition of men returning to their families from prison by discussing the opportunities and challenges awaiting them and their families in an atmosphere that was non-judgmental and which provided support and creative problem solving." This component of Greenlight was led by a family reintegration specialist and a family counselor. When the inmates were being oriented into Greenlight, the family counselor would present this program to the inmates as an opportunity to work through some issues with family members in a "loosely structured setting," explaining in detail his role as family counselor and the purpose and benefits of the program. Participation in this program was completely voluntary. If an inmate chose to participate, he had to choose which type of group to partake in: the family-of-origin, the co-parent, or the couples group. The family counselor determined which group to place the inmate in by simply asking him which types of issues he wished to focus on.

When an inmate volunteered to participate, the counselors would call the family member(s), explain the process with them, and schedule a session for them to come in. If the counselor could not reach the family member(s) by telephone, he would send them a letter. If this also proved ineffective, he would make a house visit and explain the program in person. The Family Reintegration Program was structured as a four-week program in which the inmate and his family member(s) met once each week. Each of the four sessions had a different theme: 1) absence, 2) expectations, 3) readjustment, and 4) reintegration. Often, there were multiple families and/or couples present at sessions.

The family reintegration component encountered some initial difficulties in getting inmate participation and eventually engaged in an outreach effort to include more individuals. Ninety-five inmates volunteered to take part in the Family Reintegration Program. Of these, 38 actually participated in one or more session(s). The family counselors did 12 home visits; four of these

resulted in family participation in the sessions. There were difficulties in contacting families due to wrong or disconnected phone numbers, as well as incorrect addresses and frequent relocating on the part of the family member(s). In addition, the family member(s) would initially appear eager to take part, and then fail to attend the sessions. It seems likely that some of these problems in contacting people could have been resolved had the program operated for a longer period of time or had been longer than two months in length. In other words, if the counselors had access to the inmates for 90 days rather than 60, it may have been easier for them to contact and persuade family members to attend the sessions.

The ex-offenders interviewed about their experiences with the Family Reintegration Program generally spoke highly of it. For example, one person stated that the counselor "taught us how to hold a family together; how to speak to one another without arguing." Another person said that "these family sessions are necessary for many inmates and their families because it allows the individuals to know where they stand with one another, and this is important…. Family members tend to feel completely abandoned; my wife definitely felt that way.... The counselors would tell you what you need to hear, not what you want to hear."

The Family Reintegration Program essentially encouraged prisoners to re-establish and maintain ties with family members who they believed would support their efforts to successfully reintegrate back into society. The sessions seemed to have generated positive perceptions among the participants, based on the interviews conducted with them. Program recruitment strategies, however, prohibit any conclusions from being drawn about the effectiveness of this particular Greenlight program element in promoting positive outcomes.

Making Contact with Service Providers in the Community

The project was designed to connect inmates with community-based service providers before release. Each week three to four groups came into the facility to make presentations to program participants in groups, and in some instances individually. Making these connections ideally helped shift some of the burden of supporting people after release from parole to private agencies with client rosters to fill.

Expanding Government Involvement in Release Planning

Many public agencies influence what happens to people after they leave prison. Some city agencies, like the Human Resources Administration, the Department of AIDS Services, and the Administration for Children's Services, have former inmates on their caseload, or deal with the children of former inmates. Other agencies, like the state Department of Labor and the city Board of Education, have no caseload relationship with this population but could help this group succeed after release. Bringing these agencies into the process of preparing inmates for release— and bringing their staff physically to Queensboro—gave inmates an opportunity to learn about the public programs they could draw on and, in some cases, a chance to enroll in them before release. These connections were expected to reduce both the likelihood that people would go

without needed services after release and the burden parole faced in brokering relationships, giving field officers more time to devote to supervision.

Understanding and Applying for Public Benefits

To receive substance abuse treatment and medical care immediately after release, inmates who are eligible for Medicaid applied for Medicaid as soon as they entered Queensboro. Their applications were processed and approved by Medicaid officials at the New York City Human Resources Administration during their stay at the facility and their benefits were supposed to be activated by the time they exited the institution. However, interviews with supervising field parole officers and program participants after release suggest that benefits were often not activated and parolees had to start the application process over again.

Locating Housing for the Homeless

Greenlight was committed to doing everything possible to avoid placing project graduates in homeless shelters. As part of creating a release plan, staff linked inmates to private groups and public agencies that provided housing—both permanent and transitional. The project had an agreement with the New York City Department of Homeless Services to share information and assessments about participants who, as a last resort, were headed towards the shelter system in order to reduce their stay in the city's intake shelters and move them more swiftly to program shelters.[119]

Facilitating Child Custody and Visitation

New York City's Administration for Children's Services (ACS) oversees the placement and care of children in foster care and the collection of child support from non-custodial parents, regardless of whether their children are in care. Recently, the agency has been focusing on the intersection between foster children and parents in the criminal justice system. ACS is interested in facilitating visits between children and their incarcerated parents and developing other services that help preserve and strengthen these family bonds and improve the chances of reuniting children with their biological parents. ACS representatives visited Queensboro to help inmates with children in foster care understand the issues and regulations surrounding custody, visitation, and child support, and the services ACS offers to parents who are temporarily unable to care for their children at home.

Improving Education and Literacy

The New York City Board of Education runs a number of free programs—offered at locations across the city and at different times—for adults seeking a G.E.D. Similarly, the New York City

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[119]Counselors first received the inmate's consent to share assessment information with DHS and to have his location in publicly supported transitional housing disclosed to service providers.

Public Library runs free literacy programs, available in branch libraries in all five the boroughs. The project tried to bring representatives from these organizations to Queensboro to discuss these services with participants. The City University of New York runs college-level programs for ex-offenders free of charge or at reduced tuition; outreach workers come to Queensboro to meet with inmates individually and offer workshops for groups.

Daily Schedule

Exhibit A-2 lays out the structure of a typical weekday and details inmate movement. The day begins with two 55 minute periods of programming devoted to orientation, practical skills, job readiness and job development, or drug treatment readiness, depending on where each inmate is in his eight-week stay (see Exhibit A-1). Community groups also come in to meet with inmates during these periods. Lunch is next, followed by a two-hour cognitive-behavioral group session (except for Monday, the visiting day). Dinner is next, followed by family sessions and workshops with community service providers.

Exhibit A-1. Project Greenlight Weekly Schedule

		Week One	Week Two	Week Three	Week Four
DAILY CLASSES	JOBS	Job Readiness	Job Readiness	Job Readiness	Job Readiness
	DRUGS	Substance Abuse Awareness-Relapse Prevention	Substance Abuse Awareness-Relapse Prevention	Substance Abuse Awareness-Relapse Prevention	Substance Abuse Awareness-Relapse Prevention
	COG. SKILLS	Reasoning and Rehabilitation	Reasoning and Rehabilitation	Reasoning and Rehabilitation	Reasoning and Rehabilitation
	PRACT. SKILLS				
COMMUNITY LINKS	PAROLE	Introduction to Parole Supervision			
	SERVICES	Community Linkages	Community Linkages	Community Linkages	Community Linkages
	FAMILY		Family Reintegration Session	Family Reintegration Session	Family Reintegration Session
OTHER AGENCIES		Workshop with HRA to apply for Medicaid and other benefits	Workshop with DHS on housing	Workshop with the Board of Education to learn about adult education and alternative programs	Workshop with ACS on custody and related issues
RELEASE PLANS		Individual assessment with case manager		Individual meeting with case manager to work on release plan	

Exhibit A-1 (continued).

		Week Five	Week Six	Week Seven	Week Eight
DAILY CLASSES	**JOBS**	Work with Job Developer	Work with Job Developer	Work with Job Developer	Work with Job Developer
	DRUGS				
	COG. SKILLS	Reasoning and Rehabilitation	Reasoning and Rehabilitation	Reasoning and Rehabilitation	Reasoning and Rehabilitation
	SKILLS	Practical Skills	Practical Skills	Practical Skills	Practical Skills
COMMUNITY LINKS	**PAROLE**				Transmitting Release Plan to Field Parole Officer
	SERVICES	Community Linkages	Community Linkages	Community Linkages	Community Linkages
	FAMILY	Family Reintegration Session			
OTHER AGENCIES		Workshop with CUNY about college level programs			
RELEASE PLANS			Individual meeting with case manager		Individual meeting with case manager

Exhibit A-2: Project Greenlight Daily Schedule

ACTIVITY / LOCATION / INMATES	MOVEMENT / ISSUES
7 a.m. Mess for breakfast—52 inmates Mess for breakfast—52 inmates	7:20—52 inmates to mess for breakfast. 7:40—52 inmates to mess for breakfast. 7:40—Smoke break. 7:50—104 inmates to gym for unit meeting.
8 a.m.	8:45—Smoke break. 9:00—52 inmates go to Program Space for programs. 26 inmates go to Program Space for electives. 26 inmates work in job resource room.
9 a.m. Program 1 room 13 inmates[120] Program 1 room 26 inmates **Program 1 room 26 inmates** Job Resource Room 26 inmates	9:45—All inmates switch classrooms.
10 a.m. Program 1 room 13 inmates Program 1 room 26 inmates **Program 1 room 26 inmates** Job Resource Room 26 inmates	11:00—52 inmates to mess for lunch. 11:20—52 inmates to mess for lunch.
11 a.m. Mess for lunch—52 inmates Mess for lunch—52 inmates	12:30—104 inmates to Program Space for cognitive-behavioral group sessions
12 p.m. Cognitive Skills Sessions (except Mondays)	
1 p.m. 4 classrooms 26 each	
2 p.m. 104 inmates Recreation, Dayroom or Call Out	
3 p.m. Case management 12 inmates	3:00—12 inmates from Program Space to Case Management. —Other inmates to recreation or housing.
4 p.m. Mess for dinner—52 inmates Mess for dinner—52 inmates	4:45—52 inmates to mess for dinner. 5:05—52 inmates to mess for dinner.
5 p.m. Family Session (Mon-Thurs) (Mess Hall) 5 inmates	5:30—5 inmates to Processing Center. —Other inmates to Program Space.
6 p.m. Family Session (Mon-Thurs) (Mess Hall) 5 inmates **7 p.m.**	6:55—5 inmates from Program Space switch with 5 inmates from Processing Center

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[120] The substance abuse program was split into two groups that will take place in separate rooms: Drug Treatment Readiness and Relapse Prevention.

Appendix B. Methodology and Data

Study Overview

Our original research proposal to NIJ was based on a three-year evaluation of the transitional services pilot program using a design that employed both randomized and quasi-experimental elements. We anticipated approximately 96 eligible participants each month to be assigned to one of three study groups (N=1,152/year; N=3,456 for the three-year pilot duration). DOCS released approximately 5,000 conditional release (CR) inmates in 2002; thus, based on these trends, our eligible study population was approximately one-fifth of all conditional release inmates each year. However, since we are focused on individuals returning to New York City, we point out that approximately 60 percent of all inmates incarcerated in a New York State prison are from NYC; thus if the 60 percent figure holds true for CR inmates, then approximately 3000 would return to NYC each year. As a consequence, our study population was expected to constitute almost 40 percent of all CR inmates returning to NYC. We had proposed to collect data on participants who passed through the program during the *first 21 months* (N=2,016). We chose the 21-month timeline in order to be able to conduct follow-up interviews in a timely manner, and to allow for at least one year of post-release time in the community for all participants before the end of the three-year period.

There were multiple criteria for study eligibility as shown in Exhibit B-1; these are the exact criteria as defined by the DOCS MIS/Classification section in their programming algorithms. Conditional release inmates who were between 75 and 105 days from their anticipated release date were identified every month by the DOCS MIS/Classification division for assignment to the study. Conditional release inmates were chosen for this program because they were the group who could be most easily identified and transferred to Queensboro at least 75 days prior to release.[121] Conditional release inmates include felons who have previously been denied release by the Board of Parole, and inmates determinately sentenced under both the 1995 and 1998 New York State Sentencing Reform who were not eligible for discretionary release. The 75 to 105-day criterion is based on the two-month (60-day) length of the transitional services demonstration program combined with the issues inherent to relocating eligible inmates to the pilot facility in a timely manner. The logistics of transporting inmates to the demonstration facility means that there will be some variation in the amount of time inmates spend in the program (e.g., those identified as 105 days from release and transported quickly may reside in the program several weeks longer than those with shorter times to release—there was not any more than a four-week difference in time spent at Queensboro for any of the participants). Thus, some participants assigned to the program stayed at Queensboro little more than two months and others stayed up to three months.

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[121] Inmates eligible for discretionary release (parole) appear before the Board of Parole approximately 60 days before their parole eligibility date.

Because Queensboro is a minimum-security institution, safety and security issues required that inmates not be assigned to the facility if any of the following conditions apply: conviction for a sex offense, vicious or callous violence, high institutional risk score, current disciplinary sanction, medical reasons, existing warrants, or ineligible current assignment (e.g., work release, shock incarceration, lockdown). In addition, as Queensboro is not structured as a male/female facility, all participants were male. Finally, the program was focused on inmates returning to New York City who could benefit most from the NYC-based service providers that were part of the program. The program therefore used a proxy variable to determine NYC eligibility based on a conviction in one of New York City's five boroughs (Brooklyn, Bronx, Manhattan, Queens, and Staten Island). Thus, similar to prior work, we anticipated losing a small percentage to attrition because they will not return to New York City despite having been convicted in one of those counties.[122]

Table B-1. Eligibility criteria used by NYS DOCS MIS/Classification section for determining study eligibility.

1. Only under-custody male inmates with a TAC type of APPR and an Earliest Release Type of CR as of Sunday.
2. EXCLUDE inmates whose CR date is NOT within the specified number of days in the future. Regular run is 75 to 105 days in the future.
3. EXCLUDE inmates who have not had a date comp done since admission.
4. EXCLUDE inmates on outcount.
5. EXCLUDE inmates owned by Work Release, Shock, ASAT, CASAT, CASAT Feeder, Willard, Transit, SHU200.
6. EXCLUDE inmates owned by Queensboro General.
7. EXCLUDE inmates owned by "Special Needs", Southport, Upstate SHU.
8. EXCLUDE inmates owned by Max facilities.
9. EXCLUDE in-transit inmates.
10. EXCLUDE inmates housed in Infirmary beds.
11. INCLUDE indictment counties: New York City (5 boroughs) only.
12. EXCLUDE inmates with warrants.
13. EXCLUDE inmates with Outstanding Approval or T.O. for reason 24 (Work Release) or 29 (Open Date) OR Outstanding Referral, Approval, or T.O. to Queensboro General.
14. EXCLUDE inmates with Initial Guideline Escape Score of 12 or greater.
15. EXCLUDE inmates with Current Guideline Institutional Risk Score of 6 or greater.
16. EXCLUDE inmates with Initial Guideline Other Security Characteristics 04 (Pattern of Callous Violence), 05 (Vicious Violence), 09 (Sex Crimes), 13 (Aggressive Homosexual), or 27 (Mariel Cuban).
17. INCLUDE inmates with Temp. Release Application Status of Denied or Cancelled (EXCLUDE inmates with Temp. Release Application in progress).
18. EXCLUDE inmates with pending DCP Tier 2 or 3 Tickets
19. EXCLUDE inmates currently serving SHU, Keeplock or Cube Confinement
20. EXCLUDE inmates with OMH Level of 1, 2 or 3. EXCLUDE inmates with MED Level of 1.
21. Referral reason = 31 (Queensboro Release Program).

Once they were defined as "potentially" eligible under the criteria established, participants were assigned to one of three study groups.[123] Space limitations at Queensboro precluded the

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[122] Gottfredson, S. D., and R. B. Taylor. "Community contexts and criminal offenders." Pp. 62-82 in *Communities and Crime Reduction*, T. Hope and M. Shaw (eds.). London: Her Majesty's Stationary Office, 1988.
[123] Of those defined as "potentially" eligible, only those who eventually returned to New York City constituted the final sample.

transfer of all potential participants identified by DOCS to the demonstration facility. Thus, those who did not get transferred in a timely manner and whose time to release dropped below 60 days had their transfer orders cancelled. These individuals constitute the first comparison group; those who are released directly from institutions outside of New York City and who received no transitional services programming (hereafter referred to as Upstate releases). As a result, we expected no individual selection biases based on these determination criteria because assignment to this group was entirely dependent on a combination of (1) DOCS transportation schedules, (2) space limitations at Queensboro, and (3) time remaining to release.[124]

Those who were transferred to Queensboro were assigned to one of two primary study groups; the Greenlight intervention (hereafter Greenlight or GL) and a comparison group which participated in the existing DOCS Transitional Service Programming (hereafter TSP). Our original research protocol called for the study to begin tracking research participants in July 2002 and to have a fully randomized design in place at that time. We began following participants from program inception (February 2002) in order to provide feedback to the program where possible as the program started up and addressed initial implementation issues.[125] In February 2002, as the eligible participants were identified, the first 52 participants were immediately assigned to the intervention until the program was filled; after the program was filled to the 52-bed capacity, remaining assignments were to the TSP program.[126] After the initial bed space was filled, haphazard sequential assignment to one of the two groups at Queensboro on approximately a two-to-one basis (intervention to comparison) was the primary protocol between March and mid-July.[127]

In terms of the haphazard assignment process, the Queensboro Institutional Locator Officer received a faxed list each day showing the transfers to take place the next day. For the first five months after the program was filled and the first program participants began exiting the program, she would assign individuals to the intervention or the control groups on a two-to-one basis in the order of the appearance of the names on the faxed list. If on a specific day, the last name assigned was to the control, she would start the next day assigning two participants to the intervention; if on the prior day the assignment ended with one person assigned to the intervention, the next day would assign the first person on the list to the intervention group, the next person to the control, the next two people to the intervention, and so on. Records kept by the locator officer indicate that this procedure was consistently followed during this time. Because

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[124] We recognize the possibility however, that DOCS transportation schedules may not move individuals from certain institutions at the same rate and that those not transferred may potentially differ on institutional characteristics, prior programming, etc.

[125] Due to early program termination, however, we now include those early program participants as part of our study.

[126] Although the pilot program was originally designed to accommodate 104 participants, facility construction limited program capacity at 52 until July 2002 when construction was completed.

[127] Haphazard assignment protocols are often considered to approximate randomized designs reasonably well and are among the stronger quasi-experimental designs (Shadish, William R., Thomas D. Cook and Donald T. Campbell. *Experimental and Quasi-Experimental Designs for Generalized Causal Inference*. New York: Houghton-Mifflin. 2002).

potential program participants (as well as controls) were not to be transferred to Queensboro unless bed space was available on the intervention wing, deviations from the assignment procedure were not an issue. A trickle-process random assignment was instituted in July 2002 (discussed below) and remained in place through the program's termination at the end of December 2002.

It is not uncommon for studies to encounter a "pipeline" effect and find that the target population is smaller in size or harder to locate than originally expected in the planning stage.[128] Clearly, the total number of expected participants was reduced given the early termination of the program. Instead of 2,016 total study participants, our final count was 805 potentially eligible participants. Our original estimate of 96 eligible participants per month was slightly reduced; on average, we found that DOCS was able to identify slightly fewer eligible participants than was originally estimated although DOCS did indicate to us at an early stage that they were having difficulty identifying and tracking individuals who did not transfer to Queensboro. Our first group,therefore, is slightly smaller than originally projected even given the early termination. Thus, in the 10-month interval between February and December 2002, a total of 805 "potential" study participants (Greenlight N=349; TSP N=328; Upstate N=128) were identified for an average of 81 per month, 16 less per month than originally expected; this number is consistent however, with the later estimations provided by DOCS.

As we have noted, because identification of these individuals was based on county of conviction, we assumed from the start that some number of individuals would not be returning to New York City (NYC) even if identified as eligible. Our final determination as to whether individuals returned to New York City was based on parole office assignments made by the Division of Parole. This could not be determined from official record data before release although some participants knew at the time of assignment whether they would be returning to the city. Program requirements dictated that if individuals were determined to be returning to some location other than NYC within the first few days of being assigned to the intervention at Queensboro, they were removed from the program and placed in the TSP program. This was done so that the intervention could make the most use of the NYC community-based service providers for those who were returning to NYC. Since placement in either group at the demonstration facility was random (or haphazard) for non-NYC parolees, we assumed that this would not disparately impact our design because we eventually removed all participants from analysis who were not returning to New York.

Group Assignments and Achieving a Randomized Design

Although initial participants were assigned to the program in a haphazard manner and haphazard designs may have the advantage of being stronger than other quasi-experimental designs, they do

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[128] Boruch, Robert F. *Randomized Experiments for Planning and Evaluation: A Practical Guide*. Vol. 44, Applied Social Science Research Methods Series. Thousand Oaks, CA: Sage, 1997.

not replace the desirability of a true randomized design.[129] Being able to achieve a random assignment protocol was one of the most challenging aspects of the study; the difficulties in achieving randomized designs are certainly not specific to criminal justice research, but the difficulties are often amplified due to the nature of the setting.[130] Once inmates were identified as eligible for the program and were transferred to the pilot facility, there were a number of constraints inherent to this particular project that complicated the assignment of individuals to treatment and comparison conditions in a random manner. Program capacity at the facility was initially designated as 104 beds for treatment participants with approximately 50 beds available for assignment to the comparison group.[131] Eligible inmates were transferred to the facility on a daily basis Monday through Friday. Facility staff received a list of the inmates to be transferred the day before the inmates arrived, bed assignments were made upon arrival and once assigned, inmates remained in that bed until release. The unequal group sizes complicated the assignment process, and day-to-day variability in the number of participants and the number of available beds for either condition further constrained the method that could be used to achieve a randomized design. Thus, simple allocation procedures were not well-suited to achieve a randomized assignment protocol.

The flow of participants into the pilot facility at Queensboro required a trickle-process randomization procedure.[132] There are numerous issues inherent to trickle randomization including the ways in which these methods of assignment can be corrupted or subverted; thus we were especially attentive to these issues in designing the randomization procedure.[133] As a result, there were several key criteria we kept in mind. First, the primary criterion for the randomization procedure was the ability to document the assignment process to ensure the integrity of the procedure. Simple allocation procedures, for example, may allow individuals to be assigned to one condition or another based on the order of their appearance in a sequence, but may not allow researchers to know whether particular individuals were assigned based on order of appearance.[134] Second, we could not use simple random assignment because there may not have

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[129] Thus, although we had no pre-existing measures of such characteristics as prior DOCS programming or individual motivations and attitudes, randomized designs are generally considered the best guard against non-random assignment of unknown characteristics that might vary systematically under other assignment protocols.

[130] See Boruch, *Randomized Experiments,*1997. Boruch elaborates many of the difficulties inherent to randomized field designs. Numerous other sources also describe the issues inherent to implementing a randomized design, see, for example, Shadish, William, R., Thomas D. Cook and Donald T. Campbell. *Experimental and Quasi-Experimental Designs for Generalized Causal Inference.* Boston, MA: Houghton Mifflin Company, 2002.

[131] There were 52 intervention beds available between February and June; an additional 52 beds were added in July 2002 when a renovation project was completed at the facility. Over the study period, the number of beds available to control participants was variable whereas the number of intervention beds was fixed.

[132] See, for example, Braucht, G. Nicholas, and Charles S. Reichardt. 1993. "A Computerized Approach to Trickle-Process, Random Assignment." *Evaluation Review* 17(1):79-90; also see, Shadish, Cook and Campbell, *Experimental and Quasi-Experimental Designs*, 2002. Further, we are grateful for the comments of Dr. Mark Lipsey at Vanderbilt University and Dr. Charles Reichardt at the University of Denver regarding trickle randomization procedures and the issues inherent to implementing those procedures. Their insights and comments were invaluable in developing the current random assignment design—any remaining limitations are strictly our own.

[133] Braucht and Reichardt, "A Computerized Approach", 1993:79-90.

[134] Boruch, *Randomized Experiments*, 1997.

been sufficient bed space to accommodate them. Although the TSP program was more flexible in the numbers of participants it could accommodate (these individuals were simply assigned bed space in the institution upon arrival), the GL program participants were housed in a separate wing from the rest of the institutional population. Simple random assignment of inmates could have resulted in more assignments than bed space available. In designing the assignment process, researchers consulted with DOCS institutional staff to construct a procedure that minimized any additional burdens on those staff. In the end, we achieved a randomization procedure that led to a true randomized design, minimized burdens on existing institutional staff, and allowed us to keep an audit trail for the assignment protocol.

When the list of the next day's incoming inmates arrived at the facility each day, the institution's locator officer faxed the list to researchers at Vera. Vera researchers conducted the randomization procedure (described below) and faxed the assignment list back to the locator officer the same day. The trickle-process randomization procedure, approved by the DOCS Program Planning, Research and Evaluation unit, allowed the DOCS institutional intake officer to randomly assign eligible inmates to the intervention or control group as they entered the facility at Queensboro.

Once research staff received the list of incoming inmates from DOCS, we listed all CR inmates in a spreadsheet in the order in which they appeared on the incoming list as shown in Column 4 of Exhibit B-2. After entering the inmate identifier into the spreadsheet, each available bed was numbered in a list (columns 1 and 2) and a random numbers table was used to generate the order of the bed assignments.[135] We listed the beds in column two in a ratio of their availability—in Exhibit B-2, they are shown in the 2-to-1 ratio we assigned them.[136] The random numbers table determined the order of the assignment in Column 3. Thus, the first inmate number in Column 4 (31X5019) was assigned the 3rd bed in the list (Column 1) because of its appearance first in the random numbers table (Column 3). We therefore achieved a randomized method of assignment by randomizing the available beds and assigning them to the inmates based on the order of their appearance on the incoming transfer list.

Table B-2. Randomized Bed Assignment Procedure.

Column 1 Bed Number	Column 2 Treatment Condition	Column 3 Assignment Order	Column 4 Inmate Number	Column 5 Inmate Assignment
1	GL	3	31X5019	TSP
2	GL	6	49X5025	TSP

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[135] Boruch, *Randomized Experiments*, 1997. We used the Rand Corporation's "A Million Random Digits." http://www.rand.org/publications/classics/randomdigits/randomdata.html. Santa Monica, CA: Rand, March 2002. Boruch points out that this type of numbering is a means of creating an audit trail to ensure how individuals are being identified and randomly assigned. We downloaded the text file of random numbers in March 2002 and printed out several hundred pages of random digits. Each time a new assignment was to be made, we used the next page in the sequence of printed pages.

[136] If we were notified that bed space availability on the GL side was restricted, we varied the assignment ratio.

3	TSP	7	49X5534	GL
4	GL	1	31X5657	GL
5	GL	2	41X5064	GL
6	TSP	5	31X5088	GL
7	GL	4	40X5794	GL

There were multiple concerns given the difficulties with random assignment procedures. First, it was possible that all beds in the intervention were filled on some days requiring that all assignments be to either the control condition—this was more likely to involve intervention beds rather than comparison beds because treatment beds were restricted to two wings on a single floor at Queensboro. Transfers to Queensboro were only supposed to occur on an available bed capacity basis. Although research staff made every attempt to ascertain available bed space, it was possible that bed space counts were inaccurate leading to forced deviations from the assignment process. We were also concerned about large imbalances in the assignment process on a day to day basis although this never became a problem with our study.[137]

Table B-3. Assignment Protocol and Efficacy of the Randomized Design

Initial Assignment	Final Group Assignment			
	Greenlight	**TSP**	**Upstate**	**Total**
All Assignments				
Haphazard Assignment				
GL	189	--	--	189
TSP	--	170	--	170
UPST*	--	--	128	128
Random Assignment				
GL	143	40	--	183
TSP	17	118	--	135
Total	**349**	**328**	**128**	**805**
NYC Returns—Final Sample				
Haphazard Assignment				
GL	186	--	--	186
TSP	--	139	--	139
UPST*	--	--	113	113
Random Assignment				
GL	141	28	--	169
TSP	17	111	--	128

[137] Reichardt (personal comment, 4/26/02) has indicated that large imbalances in the assignment process from day to day (e.g., too many days where the assignment process might be 4:1 or 5:1 rather than 2:1) can also lead to bias. However, this is also something that can be easily identified and if it occurs too often, data can be analyzed by the relative variations or strata in assignment to examine for potential differences.

Total	**344**	**278**	**113**	**735**

*Upstate assignments occurred throughout the entire period of 2/02 through 12/02. In addition to the 64 that did not return to NYC upon release, another 6 individuals (4 TSP, 2 Upstate) were removed in the final sample due to two known deaths and transfers out-of-state after being released to NYC.

Exhibit B-3 shows the assignment of potentially eligible participants to the three study groups during the assignment period between February and December, and the assignment of those who were subsequently defined as eligible (i.e., our final study group). Final eligibility was ultimately determined by research staff based on post-release parole assignment locations. All study participants who were under parole supervision in one of NYC's five boroughs were included in the final analysis. Those who were under parole supervision outside of NYC were not included in the final analysis as not meeting one of the defining eligibility criteria.

Of particular note in Exhibit B-3 is that although the number of GL participants haphazardly assigned drops by three from 189 to 186, the comparable TSP group drops by 27 from 170 to 143. This is primarily due to identification of non-NYC parolees being identified at program intake and being routed away from the GL program. One of the issues of central focus however, is adherence to the randomization protocol established and we focus on the final sample of 741 in the second half of the exhibit. Of the 169 participants that research staff assigned to the GL intervention, 28 were eventually assigned by the institution to the TSP program (a 16.6 percent deviation)—this primarily occurred when research staff were unaware of space limitations at the facility on the intervention side. Of the 128 assigned to the TSP group, 17 were eventually assigned at the institution to the GL program (a 13.3 percent deviation). This was the most surprising aspect of the deviation from the assignment process in that research participants were not supposed to backfill open slots in the program once assigned to the TSP condition. We anticipated some deviation because of space problems on the intervention side (i.e., assignments to TSP after researchers had assigned them to the intervention) but to minimize deviation from the design, intervention assignments were to only have been filled with new institutional assignments. Nevertheless, for the approximately five and a half months that the randomization procedure was in place, only 45 of 297 research participants were reassigned contrary to the random assignment protocol (15.5 percent total deviation). As with other elements of the program, we did not completely resolve these issues before the program was terminated.

A Note about Issues of Selection Bias

Evaluations of the type proposed constantly deal with selection bias issues and the present study is no exception.[138] We attempt, however, to deal with these issues in several ways. We have indicated that the first five months of assignments to intervention and control groups were haphazard, and that for the last five and a half months, we maintained a randomized design in our evaluation. Thus assignments to our primary groups involve a relatively strong quasi-

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[138] E.g., see Gaes, Gerald G. "Correctional Treatment." Pp. 712-738 in *The Handbook of Crime and Punishment*, M. Tonry (ed.). New York, NY: Oxford University Press, 1998.

experimental method initially followed by a randomized design later. Although inmates are not required to participate in the research, they were required through DOCS regulations to participate in the programs. As a consequence, self-selection was not an issue in which program was assigned. In addition, we identified our participants and followed them from approximately 10 weeks before release. For our primary outcome measures (arrest, incarceration, parole violation) and demographic information from publicly available official records, we have information for all identified participants.

There is always a loss of subjects during the program phase, which typically compounds selection bias issues. Indications from the present study suggest that DOCS and GL program staff actively worked to keep participants in the program and that there are very few issues associated with program dropout. Over the course of conducting program activities, fourteen inmates were removed from the GL program for disciplinary, physical health, or other issues—some of these individuals were restored to the program. We include all of these however, as intervention program participants. Although we did not receive research consent for post-release interviews from all participants (discussed in the following sections), we can indicate how many declined to participate in those interviews. Thus, selection bias does not appear to be a problematic issue in our study.

Gaining Research Consent

Study participants were required by DOCS policy to participate in the Greenlight program as they are required to participate in any DOCS administered programming; refusal to participate carries potential consequences including loss of good-time release. Program participants, however, were not required to participate in the project's research component. During the first few months, research staff contacted study participants upon the first interview date after release and requested them to participate in the research. Signed consent forms were obtained along with contact information. Within several months of the program's commencement, we had reached an agreement with DOCS to seek research consent from study participants while they were still incarcerated at Queensboro. This served a dual purpose. First, although we were not able to obtain consent in this manner from the Upstate group because we were not able to reach them, we did contact significant numbers of the participants while they were still incarcerated to ask them to participate in the evaluation of the program. In addition, we also asked for post-release contact information. Although we did get contact information for a substantial proportion of the individuals who consented to participate in the research, we found that much of the information was not useful and that most of our contacts occurred through our arrangements with the Division of Parole. Exhibit B-4 provides the relevant information on the numbers of individuals who refused program participation either before or after assignment to the program, the numbers removed from the program and finally the numbers of individuals who were asked to participate in the research and how many agreed and declined. These numbers are based on the total number of participants returning to New York City (N=741).

Table B-4. Research Participation

	Greenlight (N=344)		TSP (N=278)		Upstate (N=113)
Agreed to participate	173	(50.3%)	101	(36.3%)	---
Did not agree to participate	23	(6.7%)	18	(6.5%)	---
Unable to Contact	148	(43.0%)	159	(57.2%)	---
Interview Rates					
Total Group	31.7%	[109 / 344]	17.3%	[48 / 278]	---
Of Those Contacted	55.6%	[109 / 196]	40.3%	[48 / 119]	---

Further Distinguishing the Three Study Groups

Our research design is based on tracking three different groups of offenders who are identified as potentially eligible for the program: the Greenlight intervention participants who were relocated to the pilot facility approximately 8 to12 weeks before they were released, the TSP comparison group transferred to the Queensboro correctional facility in a similar timeframe, and a comparison group released directly from New York State institutions well away from their home community of New York City. It is seldom the case in criminal justice research that control or comparison groups receive no treatment, and our study is no exception.[139] We have already described the intervention program in some detail in Appendix A along with basic implementation issues. For the two comparison groups, the TSP group received the existing transitional services programming provided by DOCS. To our knowledge, the Upstate group received no pre-release services of any kind.

In terms of differences between the DOCS comparison group housed at the pilot facility and the DOCS comparison group released from Upstate institutions, another critical difference between the two groups is the proximity to their home communities. An intuitive assessment suggests that providing services close to one's home community where participants can be more easily connected to existing community-based service providers and other mechanisms of support (e.g., family, community organizations) will be more effective. The available evidence suggests that relocating individuals closer to their home communities before release can have a positive impact on outcomes.[140] If all participants in a transitional services program are returning

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[139] Weisburd, David, Anthony Petrosino, and Gail Mason. "Design Sensitivity in Criminal Justice Experiments." Pp. 337-379 in M. Tonry (ed.) *Crime and Justice: A Review of Research*, vol. 17. Chicago, IL: University of Chicago Press, 1993.

[140] See, for example, McGuire, James, and Philip Priestley. "Reviewing 'What Works': Past, Present and Future." Pp. 3-34 in J. McGuire (ed.), *What Works: Reducing Reoffending—Guidelines from Research and Practice*. Chichester, England: John Wiley and Sons, 1995.

to the same community, it is logistically much easier to tailor the program to those individuals than it would be for a program whose participants are being released to multiple communities and often to communities at great distances from where the program is being offered and the institution is located.

However, because TSP is our primary comparison group, it is essential that some description of the program is necessary in order to understand what the Greenlight intervention is being compared to. Anecdotal and empirical evidence generally suggests that most institutional programs are often not well-conceptualized, not delivered in an effective manner, and reach very few participants.[141] In addition, it is also not uncommon for a competing program to take on the characteristics of, or incorporate elements of, an intervention program, especially if it is operated in proximity to the intervention.[142] Our original proposal stated that the comparison group participants were to "receive DOCS' current Phase IV programming, a still-evolving intervention [delivered] in an eight to twelve week period." DOCS Phase IV programming "is primarily based on the individual needs of each inmate and will include:

I. Assessment
    A. Institutional Summary—accomplishments during incarceration
    B. Profile of Concerns—inmates presenting problems
    C. Document Review
II. Transitional Services
    A. Family Counseling
    B. Job Fairs
    C. Community Preparation
    D. Referrals"[143]

DOCS has been in the process of designing and implementing a comprehensive transitional services program for several years. The original schema called for a four-phase program that begins transitional services programming at admission. The fourth and final phase was structured so that "inmates in Phase Four will participate in programming that will make the greatest impact on their reintegration needs."[144] The Greenlight program was a demonstration model of structuring and delivering transitional services to inmates returning to the community. The DOCS Transitional Services Program, developed by DOCS staff, was in a state of evolution during our study period from February 2002 through March 2003. We conducted interviews with DOCS staff at the Queensboro facility, and research staff attended some of the TSP classes being held at the facility in order to get at least a fundamental understanding of the programming being

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[141] See, for example, Austin, James. "Prisoner Reentry: Current Trends, Practices, and Issues." *Crime and Delinquency* 47(3):314-334, 2001, for an overview of prison programs.
[142] Boruch, Randomized Experiments, 1997.
[143] DOCS. *Transitional Services Program Manual*. Albany, NY: DOCS, 2001:76.
[144] DOCS. *Transitional Services Program Manual*, 2001:75. The "four-phase" program has been replaced with a three-phase programming sequence although it has not yet been fully implemented.

offered. These interviews and personal observations suggest the following depiction of DOCS Transitional Services Programming offered at Queensboro during our study period. As with the GL program, this depiction is primarily descriptive of the program and is not intended as an assessment of program fidelity.

Interviews with facility staff responsible for administering the program suggest that a basic transitional services program was offered beginning in late March of 2002. This basic introductory program had several components including money management (e.g., budgeting, how to open a checking account, get a bank loan or mortgage), general classes, and a cognitive-behavioral component that focused on coping with changing circumstances and decision-making processes. In addition, DOCS, Parole and the New York City Human Resources Administration worked in a joint effort to qualify eligible inmates for Medicaid coverage before they exited prison. By early 2003 (after our study had ended), the program had added several additional elements including a class conducted with the inmates that dealt with family integration, sessions dealing with time management and leisure time, journal writing sessions designed to help participants engage in self-examination through writing or drawing, and "portfolio" sessions that dealt with more pragmatic issues such as the federal bonding act, employer tax credits, resume writing along with sample resumes and cover letters, and forms to apply for identification such as birth certificates and social security cards.

Upon arrival at Queensboro, a short assessment was conducted by intake staff. During this assessment, determinations are made about inmates' capability for work outside of the facility until such time as they are released, their post-release living arrangements, emergency contact information, and their general mental status and whether or not they are suicidal or have a history of suicide attempts. Whereas Greenlight participants had no facility work obligations, TSP participants did have work assignments while at the facility and these typically took precedence over participation in programming. During our study period, TSP classes were conducted four days a week (Monday through Thursday) from 8:15 to 10:30 am and from 12:30 to 2:30 pm by seven DOCS counselors. The length of the TSP programming is approximately five to six weeks. Although inmates were supposed to receive a disciplinary "ticket" if they did not report to classes when not at work, our observations and conversations with staff suggest that this seldom occurred, if ever. In addition to the above sessions, a number of community-based organizations made presentations to TSP participants every two or three months about the availability of services after release including housing, employment, and substance abuse and other health-related services (including HIV/AIDS appointments). There was also a program emphasis on job readiness in which inmate skills were matched to Department of Labor apprenticeship programs.

It is not clear how often participants went to classes on a regular basis. In-class observations suggest that participants attended at their discretion, and class rolls were not kept to document attendance. Researchers also had a great deal of difficulty in reaching TSP participants in Queensboro to administer the research consent form. When scheduling times to administer consent forms, institutional staff had much more difficulty in locating TSP than GL participants for "call-outs" to meet with research staff. This suggested that there was no internal

documentation of which participants were supposed to be in which classes at which time—and therefore, that no regularly-enforced schedule for attending classes existed. This problem is reflected in the lower numbers of TSP participants we were unable to contact for research consent forms as shown in Exhibit B-4 in the last section.

Although the TSP program appears to have developed significantly more detail over the course of time, there are real questions about the degree of its implementation and use. Similar program elements to those used by Greenlight were incorporated into the program although the form of those programs appear to be substantively different (e.g., although a family component was said to exist in the TSP program, it involved only the inmate and not the inmate's family as the Greenlight component did). There are substantive questions about the rigor of implementation; many inmates did not appear to attend or be in classes when they were supposed to be, interviews with institutional staff indicated that many inmates did not spend much time in the program, especially given institutional work requirements, and classes were limited to four days a week and four hours per day. We were unable to obtain documentation on the class lessons used in the program. In addition, interviews with program staff also suggested that the cognitive component was less useful because some inmates were simply involved for too short a period of time. In sum, it is clear that DOCS has an operating program although it is not clear how intensive that program is, what role assessment plays in inmate classes, or how well implemented the program is in general. Given that DOCS was still in the developmental stages of Phase IV programming when the Greenlight project launched, these issues are neither surprising nor unexpected; newly structured programs often encounter implementation issues which take time to resolve in such a way that the program operates smoothly.[145] It is without question that some of these same issues are inherent to the Greenlight program as previously discussed in Appendix A.

Designated Parole Officers and Differential Enforcement Issues

There is clearly a potential for bias arising from parole supervision; differential enforcement practices across parole offices and parole officers could impact rates of parole violations and therefore our findings and results. Few studies recognize, much less are able to, account for patterns of differential enforcement by parole offices or officers. Although it is not possible to resolve all potential for bias arising from this particular arena, we attempted to address these issues in our study with the cooperation of the Division of Parole.[146] In the five boroughs of New York City, there are 28 parole field offices staffed by more than 600 parole officers. The Division of Parole designated 26 specific field officers in New York City to supervise participants in this evaluation as part of their regular caseload. These 26 officers were to

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[145] See, for example, Harrison, Lana D. and Steven S. Martin. Residential Substance Abuse Treatment for State Prisoners: Implementation Lessons Learned. NIJ Special Report, NCJ 195738. Washington, DC: USDOJ, 2003 (April). Web-only document downloaded May 10th, 2003 from http://www.ncjrs.org/pdffiles1/nij/195738.pdf.
[146] We note that Parole raised this suggestion with us and offered the assistance of their field officers in trying to cope with this particular problem.

supervise all study participants (intervention and controls) for the duration of their supervision period in the community.

Individual level participant data collected from the Division of Parole as part of the research design therefore included identifying information on the assigned borough and parole office in that borough and the supervising parole officer. Thus, although the potential for differences between parole officers in their individual practices cannot be eliminated, reducing the number of supervising officers to a select would have allowed for an examination in greater detail of the outcomes under their supervision. This provided research staff the opportunity to examine differences within and between parole officers in the distribution of cases assigned to them and the handling of those cases. Further, we have also collected the written violation summaries for those study participants who were revoked in order to examine in greater detail the behaviors leading to revocation.

As noted in a prior section, although there was an attempt to assign all research participants to the caseload of these 26 designated field officers, misassignment of cases at release was common and a frustrating experience for the parole officers. In addition, reassignment after release also proved problematic when these cases were transferred to other offices or boroughs and were again not transferred to the caseload of the designated officer.

Data: Post-release and Parole Officer Interviews

In terms of the timing of the interviews, both anecdotal and prior evidence strongly suggests that the choices made and issues faced by released offenders in the period immediate following release can have a profound impact on both their short and long-term outcomes.[147] As a consequence, the original study design included two post-release interviews with study participants: these interviews were to occur one month after release (Time 1) and then again six months later (Time 2). Interviews were originally intended to be conducted with *randomly* selected participants after release from prison. Criminal justice populations are notoriously difficult to follow and despite a multiple strategy for contacting individuals in the community, we continued to have difficulty. As a result, we quickly made the decision to contact all participants that we could locate. We had three primary strategies for locating and contacting individuals after they were released.

First, when we contacted potential participants while they were incarcerated and asked them to participate in the research project, we also asked for post-release participant contact information. We asked them to provide similar information for family members and friends who were likely to be in contact with the participant after release. We also made a decision to contact each participant at least once after release even if they had declined to participate while still incarcerated. Although a number of individuals still declined to participate, a sufficient number

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[147] See, for example, Fifield, Adam. "Life on Freedom Street." New York Times (New York, NY), 14(1): 2001:1; Nelson, Marta, Perry Deess and Charlotte Allen. *The First Month Out: Post-Incarceration Experiences in New York City*. New York, NY: Vera Institute, 1999.

agreed to participate after release (after initially declining while incarcerated) to make the effort worthwhile.

Our second approach involved a cooperative arrangement with the Division of Parole. We provided parole with the names of individuals under parole supervision whom we were trying to locate. Parole, in turn, would provide us with reporting dates and the field parole office the parolees were reporting to. We then contacted the parole officer to arrange an interview in a private setting at the field parole office on a day that the individual was scheduled to meet with his parole officer. Research staff typically contacted parole officers one to two weeks before an interview was due, and would meet the participant at the parole office during a regularly scheduled visit. Although we gained most of our interviews in this way, it still proved to be labor-intensive because parolees did not always keep their appointments or make their reporting dates.

Finally, because it is common for interviews not to be conducted with those who have been reincarcerated, we hoped to address this in part in the following manner. Because our focus was on those returning to New York City, individuals who have been rearrested or reincarcerated for parole violations are held in city institutions. We contacted the New York City Department of Correction to conduct interviews with those that we could identify as being held locally. We would search the city database for the NYSIDS (New York State Identification number) of study participants and once located, we contacted city officials for permission to interview those individuals if they had been returned to custody. Thus, we were able to conduct a substantial number of interviews with study participants who had already "failed" through the cooperation of the city DOC, by conducting interviews in local jails in each borough and at Riker's Island.

In practice, our first interview usually occurred between six and 12 weeks after release. Early termination of the program coupled with insufficient funding led us to the conclusion that we would not have sufficient time to complete a reasonable number of second interviews, and that our efforts would be better focused elsewhere. Because we had only just begun conducting Time 2 interviews (3 completed), we discontinued them when the program was officially cancelled.

We therefore focused on increasing the number of Time 1 interviews and conducting a limited set of interviews with parole officers. Our original Memorandum of Understanding with the Division of Parole allowed for review of hard copy file folders at field parole offices, but the shortened time frame for the study precluded a more detailed assessment of those data. The compromise solution was to ask field parole officers to provide answers to a set of basic questions regarding participants' outcomes (most specifically, housing and employment) and performance under parole supervision during the first three months after release using case folders for reference.[148] We used SPSS to generate a list of randomly selected parolees stratified by study group for data collection purposes.

We also note that evaluations of this type commonly use pre- and post-intervention measures of study participants and controls. Although we considered this approach, especially given the

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[148] We also asked parole officers a set of qualitative questions at the same time—see Appendix A.

focus of the cognitive behavioral component on changing anti-social thinking patterns, we ultimately were unable to obtain pre-intervention measures. DOCS declined to allow us in-prison access to interview study participants to administer such interviews, limiting our interactions with study participants to administering research consent forms. We note however, that in a personal conversation with one of the cognitive behavioral program designers, he indicated that he held such measures as suspect in their ability to accurately assess change in criminal thinking patterns. In sum, it was not clear that questions in an instrument of this type could adequately measure changed attitudes and thinking.

Power of the Research Design

It is common for many treatment effectiveness studies to be underpowered, and this is equally applicable, if not more so, to criminal justice research studies.[149] In our initial design, it was clear that there would be a sufficient N to maintain adequate statistical power to guard against Type II errors (i.e., missing an effect due to a small sample size when one is actually present). We did, however, choose the interview sample sizes to maintain sufficient power for more detailed statistical analyses. This eventually became a non-issue when the program was terminated early and it was clear that we were not going to be able to get sufficient interviews for to maintain adequate power.

In our final sample, our study has more individuals assigned to the treatment condition than the control conditions, and our major between-group comparisons are for the GL and TSP groups. Unbalanced research designs result in a loss of power, but assignment to treatment and control conditions were dictated by bed space allocation allowed by DOCS. Nevertheless, we had a strong interest in examining within-group differences for the intervention group and the larger treatment group worked in our favor.[150] We therefore have an unbalanced design that allows us to make between-group comparisons that remain statistically powerful. In the selection of an appropriate sample size for each of the post-release groups, it is important to specify the assumptions and parameters used in understanding power calculations.

For most of our analyses, we set the significance level at .05, using a one-tailed test because our hypotheses are specified in a certain direction (this also allows us to reduce our sample size while maintaining power). No convention seems to exist for determining reasonable power, so we set power at .80, a value that has been suggested for general use.[151] The importance of effect size in determinations of research designs is crucial; prior evidence from reviews and meta-analyses indicates a great deal of variation in expected effect sizes from criminal justice

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[149] Lipsey, Mark W. *Design Sensitivity: Statistical Power for Experimental Research*. Newbury Park, CA: Sage, 1990:73. Brown, Stephen E. "Statistical Power for Criminal Justice Research." *Journal of Criminal Justice* 17(1989):115-122.

[150] Kraemer, Helena C. and SueThiemann. *How Many Subjects? Statistical Power Analysis in Research*. Newbury Park, CA: Sage, 1987; Lipsey, *Design Sensitivity*, 1990.

[151] Lipsey, *Design Sensitivity*, 1990.

research.[152] Further, it has been noted that treatment administered in institutional settings may dampen a program's effect.[153] Given this and the relative scarcity of anticipated effect sizes for these types of interventions, we chose a sample size based on what appears to be a relatively modest effect size of .25. Under these parameters, an average sample size of approximately 200 was necessary per each group.[154]

For our primary analyses then, using a GL sample of 349, basic computations under the above assumptions indicate that control group sample sizes need to be at least an N of 140 each. Our TSP group N is more than 200 although our Upstate group is not of sufficient size to allow us to make statements with sufficient confidence without relaxing our assumptions regarding power. Within-group analyses will also suffer this issue as well due to the smaller Ns.

Major Deviations from the Original Research Design—Summary

In sum, there have been several major deviations from the original research design that bear a specific, summary discussion. First, the original design was based on the program's continued operation for three years; the program was essentially terminated due to lack of funding after operating for 12 months. The major implication is that our study sample size is significantly smaller than expected. Original estimations indicated slightly more than 2,000 potentially eligible participants for the three study groups; the final sample of those who were potentially eligible was 806 with a final sample of 741 study participants returning to NYC. As a consequence, the total number of participants that were interviewed are significantly smaller as well.

Time 1 interviews were originally scheduled to be conducted at random; it quickly became clear that this was going to be too difficult to schedule. As a consequence, we decided to conduct interviews with as many individuals as we could possibly find after release, either through our contact information, parole reporting dates, or those who had been reincarcerated through new arrests or parole violations. Although this means that our interviews are biased towards those who are easiest to locate (as is true of all interviews), we conducted a large number of Time 1 interviews with participants who had already been reincarcerated in New York City.

We also decided to eliminate the second post-release interview. The sample size for the Time 1 interviews had been decided based on an N that would provide sufficient statistical power to

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[152] Lipsey, *Design Sensitivity*, 1990; Weisburd, David, Anthony Petrocino and Gail Mason. "Design Sensitivity in Criminal Justice Experiments." Pp. 337-79 in *Crime and Justice: A Review of Research*, M. Tonry (ed.), Vol. 17. Chicago, IL: University of Chicago Press, 1993; Andrews, Don A., Ivan Zinger, Robert D. Hoge, James Bonta, Paul Gendreau, and Francis T. Cullen. "Does Correctional Treatment Work? 1990; Gaes, et al., "Adult Correctional Treatment" 1999; Lipsey, *Design Sensitivity*, 1990; MacKenzie, Doris L. "Criminal Justice and Crime Prevention." Pp. 9-1 through 9-76 in *Preventing Crime: What Works, What Doesn't, What's Promising*. NCJ 165366. Washington, DC: USDOJ, 1997; Weisburd, Petrosino and Mason, "Design Sensitivity", 1993; Lipton, Douglas S. *The Effectiveness of Treatment for Drug Abusers under Criminal Justice Supervision*. NCJ 157642. Washington, DC: USDOJ, 1995.
[153] Andrews, et al., "Does Correctional Treatment Work?", 1990.
[154] Sample size determination is based on power charts presented in Lipsey, *Design Sensitivity*, 1990:90-96.

address Type II errors including expected attrition by the second set of interviews. Given the lower than expected number of initial interviews, we decided the research would be better served by increasing our focus on the Time 1 interviews. In addition, we supplemented part of that information by obtaining information from case folders maintained by the parole officers on whether parolees had housing, employment and were adhering to parole supervision requirements.

We also were unable to obtain information about risk assessment as originally planned. Our original plan was to pilot our interview instrument for approximately three months, make needed changes to the instrument, and incorporate the Level of Service Inventory-Revised (LSI-R) questions into our instrument at that revision. Although initial interview rates were reasonable (approximately 45 percent of eligible participants), we decided to seek permission from DOCS to administer the LSI-R instrument to TSP participants while they were still incarcerated at Queensboro. This would have served several purposes. The first is that since Greenlight program staff were administering the LSI-R to intervention participants, we would have been able to administer the instrument to TSP participants at a similar point in time before programming (when we approached them to participate in our research project). In addition, we expected that this would have resulted in an increase in the numbers of individuals for whom we collected this piece of information. In this case, it would have been easier to contact study participants while still incarcerated than to follow them after release. DOCS was receptive to this approach in general, but as the program's cancellation became increasingly likely and we discovered that the program had stopped using the LSI-R, we ended our efforts to incorporate this aspect into the research. It is worth noting at this point that Greenlight program staff found the LSI-R instrument difficult and time-consuming to administer.

Key Hypotheses

I.   **Recidivism Outcomes**

H1:   A structured multi-modal transitional services program, located in or near the community to which offenders will return, with links to community services and field parole supervision, will result in lower rates of recidivism (arrest, conviction, incarceration).

H2:   A structured multi-modal transitional services program, located in or near the community to which offenders will return, with links to community services and field parole supervision, will result in lower rates of technical violations.

II.   **Intermediate Outcomes**

H3: Greenlight participants will have lower rates of relapse and report greater use of substance abuse treatment services after release from incarceration than comparison group members.

H4: Greenlight participants will have higher rates of employment and report more stable employment after release from incarceration than comparison group members.

H5: Greenlight participants will report less use of shelter housing and have more stable long-term housing arrangements after release from incarceration than comparison group members.

H6: Greenlight participants will report more stable and better family relationships after release from incarceration than comparison group members.

H7: Greenlight participants will report greater use of community services than comparison group members after release from incarceration.

H8: Greenlight participants will report greater program satisfaction than comparison group members.

Studying Impact and Implementation

As we have indicated, our report and analysis is focused on an impact evaluation of the Project Greenlight Transitional Services Demonstration Program. However, we are aware that there is considerable support for including an evaluation of the implementation and process of any particular program when an impact evaluation is conducted.[155] Rossi, Freeman and Lipsey (1999), for example, state that "…it is generally not advisable to conduct an impact evaluation without including at least a minimal process evaluation."[156] Because there is substantial evidence that treatment integrity is a fundamentally important component of any treatment implementation

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[155] Gaes, "Correctional Treatment", 1998; Gaes, et al., "Adult Correctional Treatment" 1999; Rossi, Peter H., Howard E. Freeman and Mark W. Lipsey. Evaluation: A Systematic Approach. Sixth Ed. Thousand Oaks, CA: Sage, 1999; Scheier, Mary A. "Designing and Using Process Evaluation." Pp. 40-68 in *Handbook of Practical Program Evaluation*, J. S. Wholey, H. P. Hatry, and K. E. Newcomer (eds.). San Francisco, CA: Jossey-Bass, 1994.
[156] Rossi, Freeman and Lipsey, *Evaluation*, 1999:199; Sherman, Lawrence, Denise Gottfredson, Doris MacKenzie, John Eck, Peter Reuter, and Shawn Bushway (eds.). *Preventing Crime: What Works, What Doesn't, What's Promising*. NCJ 165366. Washington, DC: USDOJ, 1997. Sherman, et al., in their report to Congress, made three recommendations for evaluating crime prevention programs (a Statutory Evaluation Plan). One of those recommendations suggested that federal research funds be limited to conducting impact assessments only. It is important to note however, that they make this recommendation based on the limited availability of evaluation research funds, not on the relative value of process evaluation research. This position stands in stark contrast however, to Gaes' (1998:717) statement as a response to the lack of process evaluations that "Perhaps funding agencies should require that program evaluations include treatment process reports."

process, and since program delivery cannot be assumed to be controlled, inferences about program effectiveness may be confounded with poor program implementation.[157] In short, what is perceived to be an ineffective program may in reality be a poorly implemented program. As a result, we conducted qualitative interviews with program and institutional staff, field parole officers, and program participants, and visited the program and observed classes of both the GL and the TSP program on several occasions. Thus, although our evaluation was funded as an impact evaluation, we included minimal process assessments when the opportunity arose to bolster our understanding of program implementation. These issues were discussed in more detail in Appendix A.

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[157] Gaes, "Correctional Treatment", 1998; Gaes, et al., "Adult Correctional Treatment", 1999; Lipsey, Mark W. "What Do We Learn From 400 Research Studies on the Effectiveness of Treatment with Juvenile Delinquents?" Pp. 63-78 in *What Works: Reducing Reoffending*, J. McGuire (ed.). New York, NY: John Wiley, 1995; MacKenzie, "Criminal Justice", 1997; Pullen, S. *Evaluation of the Reasoning and Rehabilitation Cognitive Skills Development Program as Implemented in Juvenile ISP in Colorado*. Prepared in part under NIJ Grant #93-IJ-CX-K017. Denver, CO: CO Dept. of Public Safety, August, 1996. Scheier, "Process Evaluation", 1994.

Appendix C. Supplementary Tables

Table C-1. Bivariate correlations, aggregate criminal history measures (N=735).

	Age at Last Arrest	Felony Arrests	Felony Convictions	Misd Arrests	Misd Convictions
Total Arrests	.557***	.820***	.563***	.903***	.949***
Age at Last Arrest	1.000***	.561***	.490***	.431***	.462***
Felony Arrests	---	1.000***	.724***	.505***	.686***
Felony Convictions	---	---	1.000***	.323***	.387***
Misd Arrests	---	---	---	1.000***	.935***
Misd Convictions	---	---	---	---	1.000***

*** p ≤ .001 (2-tailed tests).

Table C-2. Prior felony arrests and felony convictions by study group.

	GreenLight	TSP	Upstate	Total
Prior Felony Arrests				
0	15.4%	20.2%	24.3%	18.6%
1-2	29.4%	25.5%	33.0%	28.5%
3-5	24.7%	26.2%	20.0%	24.6%
6-9	15.4%	16.7%	13.0%	15.5%
10+	14.8%	11.3%	9.6%	12.7%
Missing	0.3%	0.0%	0.0%	0.1%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Prior Felony Convictions				
0	25.3%	31.9%	38.3%	29.8%
1	27.6%	17.7%	20.0%	22.7%
2	17.7%	22.0%	14.8%	18.9%
3	14.5%	13.8%	13.0%	14.0%
4	8.7%	9.9%	11.3%	9.6%
5+	5.8%	4.6%	2.6%	4.9%
Missing	0.3%	0.0%	0.0%	0.1%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Table C-3. Misdemeanor arrests and convictions by study group.

	GreenLight	TSP	Upstate	Total
Prior Misdemeanor Arrests				
0	43.6%	47.5%	58.3%	47.4%
1-2	26.2%	26.2%	22.6%	25.6%
3-5	14.2%	12.4%	10.4%	13.0%
6-9	5.8%	6.7%	6.1%	6.2%
10+	9.9%	7.1%	2.6%	7.7%
Missing	0.3%	0.0%	0.0%	0.1%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Prior Misdemeanor Convictions				
0	36.3%	41.8%	54.8%	41.3%
1	16.3%	13.8%	14.8%	15.1%
2	9.9%	8.5%	5.2%	8.6%
3	6.7%	6.0%	9.6%	6.9%
4	4.4%	7.4%	0.0%	4.9%
5+	26.2%	22.3%	15.7%	23.1%
Missing	0.3%	0.0%	0.0%	0.1%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Table C-4. Comparison of Interviewed and Not Interviewed Parolees.

	GL with interview (N=109)	GL no interview (N=235)	TSP interview (N=48)	TSP no interview (N=230)	Sig.
Demographics					
Age at release					*ns*
Mean	33.79	33.49	33.73	33.37	
Std. Deviation	9.16	9.62	9.27	9.59	
Education					*ns*
8 years or less	9.3%	12.7%	12.5%	11.5%	
9-11 years	50.5%	49.3%	52.5%	49.5%	
12 or more years	40.2%	38.0%	35.0%	39.0%	
Race/Ethnicity					
White/Other	5.5%	5.1%	10.4%	7.0%	*ns*
Black	59.6%	56.6%	56.3%	55.7%	
Hispanic	34.9%	38.3%	33.3%	37.4%	
Criminal History Indicators					
Time served (in months)					*ns*
Mean	60.41	55.01	55.51	50.16	
Std. Deviation	46.18	43.48	43.70	39.85	
Total Arrests					*ns*
Mean	9.38	8.32	7.96	7.78	
Std. Deviation	10.10	8.6	7.91	8.15	
Total Convictions					*ns*
Mean	6.48	5.70	5.29	5.32	
Std. Deviation	8.48	7.14	6.99	6.80	
Age at first arrest					*ns*
Mean	19.18	19.90	20.13	19.89	
Std. Deviation	4.47	5.25	4.88	5.37	
Substance abuse					*ns*
No	38.8%	33.5%	46.7%	35.7%	
Alcohol	6.8%	9.5%	6.7%	7.6%	
Drugs	31.1%	34.4%	31.1%	30.8%	
Alcohol and Drugs	23.3%	22.6%	15.6%	25.9%	
Recidivism					
Arrest within 1 yr	29.8%	37.8%	27.3%	24.1%	*ns*
Felony arrest within 1 yr	16.4%	18.6%	13.6%	12.8%	*ns*
Revocation within 1 yr	22.8%	26.3%	24.4%	21.2%	*ns*

Table C-5. Scale Statistics for Interview Items.

	Mean	Std Deviation	Alpha
Service referrals	0.20	0.21	0.72
Service contacts	0.11	0.14	0.50
Knowledge of parole conditions	0.95	0.15	0.96
Opinions about parole supervision	0.74	0.26	0.87
Family relations	0.81	0.26	0.92
Days using drugs in past month	2.99	9.75	NA
Weeks employed	2.54	4.71	NA
Days involved in community activities	11.30	13.39	NA
Spent first night on street or in shelter	6%	---	NA

Life-Tables

Life-table Description: Life tables are an accurate method of summarizing time-to-event data and are fairly straightforward in their interpretation. For the purposes of this analysis, terminal (or failure) events are defined as (1) arrests, (2) felony arrests, and (3) parole revocations. Time intervals are based on weeks at risk. The *Number Entering* column denotes the number of cases surviving at the beginning of the two-week interval. The *Number Withdrawn* refers to the number of cases that are censored, or removed from risk, as non-failure terminal events during that interval. With an analysis of arrests, for example, we censor cases for the following reasons: 1) a participant was still active as of April 1, 2004 when we completed our observations; or 2) a participant's parole supervision was revoked. The *Number Exposed to Risk* is a computation based on the number starting the interval and those censored. *Terminal Events* are the number of failure events (arrests, felony arrests, or revocations) during that time interval. The *Proportion Terminating* is the number of *Terminal Events* divided by the *Number Exposed to Risk* and the *Proportion Surviving* is simply equal to (1 – *Proportion Terminating*). The *Cumulative Proportion Surviving* estimates the probability of surviving to the beginning of that interval without experiencing a failure event. The *Hazard Rate* is the instantaneous rate of event occurrence at that interval given that the event has not already occurred.[158]

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[158] See Luke and Homan, *Psychological Assessment*, 1998; or Yamaguchi, *Event History Analysis*, 1991; for more detail.

Table C-6. Life Table for Greenlight Total Arrests (Felonies and Misdemeanors).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	344	0	344.0	4	0.012	0.988	0.988	0.006	0.006	0.006	0.003	0.003
2	340	0	340.0	5	0.015	0.985	0.974	0.007	0.007	0.009	0.003	0.003
4	335	0	335.0	4	0.012	0.988	0.962	0.006	0.006	0.010	0.003	0.003
6	331	0	331.0	3	0.009	0.991	0.954	0.004	0.005	0.011	0.003	0.003
8	328	1	327.5	9	0.028	0.973	0.927	0.013	0.014	0.014	0.004	0.005
10	318	1	317.5	8	0.025	0.975	0.904	0.012	0.013	0.016	0.004	0.005
12	309	0	309.0	6	0.019	0.981	0.886	0.009	0.010	0.017	0.004	0.004
14	303	0	303.0	4	0.013	0.987	0.875	0.006	0.007	0.018	0.003	0.003
16	299	0	299.0	1	0.003	0.997	0.872	0.002	0.002	0.018	0.002	0.002
18	298	0	298.0	6	0.020	0.980	0.854	0.009	0.010	0.019	0.004	0.004
20	292	3	290.5	2	0.007	0.993	0.848	0.003	0.004	0.019	0.002	0.002
22	287	1	286.5	2	0.007	0.993	0.842	0.003	0.004	0.020	0.002	0.003
24	284	1	283.5	3	0.011	0.989	0.834	0.005	0.005	0.020	0.003	0.003
26	280	1	279.5	2	0.007	0.993	0.828	0.003	0.004	0.020	0.002	0.003
28	277	1	276.5	1	0.004	0.996	0.825	0.002	0.002	0.021	0.002	0.002
30	275	2	274.0	2	0.007	0.993	0.819	0.003	0.004	0.021	0.002	0.003
32	271	3	269.5	4	0.015	0.985	0.806	0.006	0.008	0.021	0.003	0.004
34	264	2	263.0	7	0.027	0.973	0.785	0.011	0.014	0.022	0.004	0.005
36	255	1	254.5	6	0.024	0.976	0.766	0.009	0.012	0.023	0.004	0.005
38	248	0	248.0	5	0.020	0.980	0.751	0.008	0.010	0.024	0.003	0.005
40	243	4	241.0	5	0.021	0.979	0.735	0.008	0.011	0.024	0.004	0.005
42	234	0	234.0	3	0.013	0.987	0.726	0.005	0.007	0.024	0.003	0.004
44	231	2	230.0	3	0.013	0.987	0.717	0.005	0.007	0.025	0.003	0.004
46	226	0	226.0	4	0.018	0.982	0.704	0.006	0.009	0.025	0.003	0.005
48	222	2	221.0	5	0.023	0.977	0.688	0.008	0.011	0.026	0.004	0.005
50	215	1	214.5	3	0.014	0.986	0.678	0.005	0.007	0.026	0.003	0.004
52	211	3	209.5	6	0.029	0.971	0.659	0.010	0.015	0.026	0.004	0.006
54	202	7	198.5	2	0.010	0.990	0.652	0.003	0.005	0.026	0.002	0.004
56	193	6	190.0	3	0.016	0.984	0.642	0.005	0.008	0.027	0.003	0.005
58	184	4	182.0	2	0.011	0.989	0.635	0.004	0.006	0.027	0.003	0.004
60	178	6	175.0	4	0.023	0.977	0.620	0.007	0.012	0.027	0.004	0.006
62	168	8	164.0	3	0.018	0.982	0.609	0.006	0.009	0.027	0.003	0.005
64	157	13	150.5	2	0.013	0.987	0.601	0.004	0.007	0.028	0.003	0.005
66	142	15	134.5	2	0.015	0.985	0.592	0.005	0.008	0.028	0.003	0.005
68	125	8	121.0	2	0.017	0.984	0.582	0.005	0.008	0.028	0.003	0.006
70	115	5	112.5	0	0.000	1.000	0.582	0.000	0.000	0.028	0.000	0.000
72	110	3	108.5	4	0.037	0.963	0.561	0.011	0.019	0.029	0.005	0.009
74	103	8	99.0	6	0.061	0.939	0.527	0.017	0.031	0.031	0.007	0.013
76	89	18	80.0	0	0.000	1.000	0.527	0.000	0.000	0.031	0.000	0.000
78	71	13	64.5	0	0.000	1.000	0.527	0.000	0.000	0.031	0.000	0.000
80	58	5	55.5	0	0.000	1.000	0.527	0.000	0.000	0.031	0.000	0.000
82	53	3	51.5	0	0.000	1.000	0.527	0.000	0.000	0.031	0.000	0.000
84	50	1	49.5	1	0.020	0.980	0.516	0.005	0.010	0.032	0.005	0.010
86	48	3	46.5	1	0.022	0.979	0.505	0.006	0.011	0.033	0.006	0.011
88	44	10	39.0	1	0.026	0.974	0.492	0.007	0.013	0.035	0.006	0.013
90	33	12	27.0	1	0.037	0.963	0.474	0.009	0.019	0.038	0.009	0.019
92	20	0	20.0	1	0.050	0.950	0.450	0.012	0.026	0.043	0.012	0.026
94	19	0	19.0	0	0.000	1.000	0.450	0.000	0.000	0.043	0.000	0.000
96	19	0	19.0	0	0.000	1.000	0.450	0.000	0.000	0.043	0.000	0.000
98	19	6	16.0	1	0.063	0.938	0.422	0.014	0.032	0.048	0.014	0.032
100	12	11	6.5	1	0.154	0.846	0.357	0.033	0.083	0.072	0.030	0.083

Table C-7. Life Table for TSP Total Arrests (Felonies and Misdemeanors).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	278	0	278.0	2	0.007	0.993	0.993	0.004	0.004	0.005	0.003	0.003
2	276	0	276.0	5	0.018	0.982	0.975	0.009	0.009	0.009	0.004	0.004
4	271	0	271.0	3	0.011	0.989	0.964	0.005	0.006	0.011	0.003	0.003
6	268	0	268.0	1	0.004	0.996	0.960	0.002	0.002	0.012	0.002	0.002
8	267	0	267.0	3	0.011	0.989	0.950	0.005	0.006	0.013	0.003	0.003
10	264	0	264.0	2	0.008	0.992	0.942	0.004	0.004	0.014	0.003	0.003
12	262	1	261.5	3	0.012	0.989	0.932	0.005	0.006	0.015	0.003	0.003
14	258	0	258.0	3	0.012	0.988	0.921	0.005	0.006	0.016	0.003	0.003
16	255	2	254.0	2	0.008	0.992	0.914	0.004	0.004	0.017	0.003	0.003
18	251	0	251.0	4	0.016	0.984	0.899	0.007	0.008	0.018	0.004	0.004
20	247	0	247.0	2	0.008	0.992	0.892	0.004	0.004	0.019	0.003	0.003
22	245	1	244.5	2	0.008	0.992	0.884	0.004	0.004	0.019	0.003	0.003
24	242	4	240.0	3	0.013	0.988	0.873	0.006	0.006	0.020	0.003	0.004
26	235	1	234.5	1	0.004	0.996	0.870	0.002	0.002	0.020	0.002	0.002
28	233	1	232.5	3	0.013	0.987	0.858	0.006	0.007	0.021	0.003	0.004
30	229	2	228.0	4	0.018	0.983	0.843	0.008	0.009	0.022	0.004	0.004
32	223	0	223.0	1	0.005	0.996	0.840	0.002	0.002	0.022	0.002	0.002
34	222	0	222.0	1	0.005	0.996	0.836	0.002	0.002	0.022	0.002	0.002
36	221	1	220.5	2	0.009	0.991	0.828	0.004	0.005	0.023	0.003	0.003
38	218	0	218.0	1	0.005	0.995	0.824	0.002	0.002	0.023	0.002	0.002
40	217	0	217.0	3	0.014	0.986	0.813	0.006	0.007	0.024	0.003	0.004
42	214	2	213.0	1	0.005	0.995	0.809	0.002	0.002	0.024	0.002	0.002
44	211	1	210.5	1	0.005	0.995	0.805	0.002	0.002	0.024	0.002	0.002
46	209	2	208.0	3	0.014	0.986	0.794	0.006	0.007	0.025	0.003	0.004
48	204	1	203.5	2	0.010	0.990	0.786	0.004	0.005	0.025	0.003	0.004
50	201	3	199.5	2	0.010	0.990	0.778	0.004	0.005	0.025	0.003	0.004
52	196	4	194.0	5	0.026	0.974	0.758	0.010	0.013	0.026	0.004	0.006
54	187	2	186.0	4	0.022	0.979	0.742	0.008	0.011	0.027	0.004	0.005
56	181	4	179.0	4	0.022	0.978	0.725	0.008	0.011	0.028	0.004	0.006
58	173	13	166.5	4	0.024	0.976	0.708	0.009	0.012	0.028	0.004	0.006
60	156	13	149.5	2	0.013	0.987	0.698	0.005	0.007	0.029	0.003	0.005
62	141	15	133.5	1	0.008	0.993	0.693	0.003	0.004	0.029	0.003	0.004
64	125	15	117.5	2	0.017	0.983	0.681	0.006	0.009	0.030	0.004	0.006
66	108	4	106.0	1	0.009	0.991	0.675	0.003	0.005	0.030	0.003	0.005
68	103	4	101.0	0	0.000	1.000	0.675	0.000	0.000	0.030	0.000	0.000
70	99	4	97.0	1	0.010	0.990	0.668	0.004	0.005	0.031	0.004	0.005
72	94	11	88.5	0	0.000	1.000	0.668	0.000	0.000	0.031	0.000	0.000
74	83	9	78.5	3	0.038	0.962	0.642	0.013	0.020	0.033	0.007	0.011
76	71	8	67.0	0	0.000	1.000	0.642	0.000	0.000	0.033	0.000	0.000
78	63	16	55.0	4	0.073	0.927	0.596	0.023	0.038	0.038	0.011	0.019
80	43	3	41.5	1	0.024	0.976	0.581	0.007	0.012	0.040	0.007	0.012
82	39	1	38.5	1	0.026	0.974	0.566	0.008	0.013	0.041	0.008	0.013
84	37	1	36.5	1	0.027	0.973	0.551	0.008	0.014	0.043	0.008	0.014
86	35	0	35.0	2	0.057	0.943	0.519	0.016	0.029	0.046	0.011	0.021
88	33	1	32.5	0	0.000	1.000	0.519	0.000	0.000	0.046	0.000	0.000
90	32	7	28.5	1	0.035	0.965	0.501	0.009	0.018	0.048	0.009	0.018
92	24	10	19.0	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
94	14	0	14.0	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
96	14	1	13.5	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
98	13	0	13.0	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
100	13	4	11.0	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
102	9	7	5.5	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
104	2	0	2.0	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000
106	2	2	1.0	0	0.000	1.000	0.501	0.000	0.000	0.048	0.000	0.000

Table C-8. Life Table for UPSTATE Total Arrests (Felonies and Misdemeanors).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	113	0	113.0	1	0.009	0.991	0.991	0.004	0.004	0.009	0.004	0.004
4	112	0	112.0	2	0.018	0.982	0.974	0.009	0.009	0.015	0.006	0.006
6	110	0	110.0	1	0.009	0.991	0.965	0.004	0.005	0.017	0.004	0.005
8	109	0	109.0	2	0.018	0.982	0.947	0.009	0.009	0.021	0.006	0.007
10	107	2	106.0	1	0.009	0.991	0.938	0.005	0.005	0.023	0.004	0.005
12	104	0	104.0	2	0.019	0.981	0.920	0.009	0.010	0.026	0.006	0.007
14	102	0	102.0	2	0.020	0.980	0.902	0.009	0.010	0.028	0.006	0.007
16	100	0	100.0	1	0.010	0.990	0.893	0.005	0.005	0.029	0.005	0.005
18	99	0	99.0	1	0.010	0.990	0.884	0.005	0.005	0.030	0.005	0.005
20	98	2	97.0	0	0.000	1.000	0.884	0.000	0.000	0.030	0.000	0.000
22	96	0	96.0	1	0.010	0.990	0.875	0.005	0.005	0.031	0.005	0.005
24	95	0	95.0	2	0.021	0.979	0.856	0.009	0.011	0.033	0.006	0.008
26	93	0	93.0	0	0.000	1.000	0.856	0.000	0.000	0.033	0.000	0.000
28	93	0	93.0	2	0.022	0.979	0.838	0.009	0.011	0.035	0.006	0.008
30	91	0	91.0	1	0.011	0.989	0.829	0.005	0.006	0.036	0.005	0.006
32	90	0	90.0	1	0.011	0.989	0.819	0.005	0.006	0.037	0.005	0.006
34	89	3	87.5	1	0.011	0.989	0.810	0.005	0.006	0.037	0.005	0.006
36	85	0	85.0	1	0.012	0.988	0.801	0.005	0.006	0.038	0.005	0.006
38	84	0	84.0	1	0.012	0.988	0.791	0.005	0.006	0.039	0.005	0.006
40	83	0	83.0	0	0.000	1.000	0.791	0.000	0.000	0.039	0.000	0.000
42	83	0	83.0	1	0.012	0.988	0.782	0.005	0.006	0.040	0.005	0.006
44	82	0	82.0	1	0.012	0.988	0.772	0.005	0.006	0.040	0.005	0.006
46	81	1	80.5	0	0.000	1.000	0.772	0.000	0.000	0.040	0.000	0.000
48	80	0	80.0	1	0.013	0.988	0.762	0.005	0.006	0.041	0.005	0.006
50	79	1	78.5	1	0.013	0.987	0.753	0.005	0.006	0.041	0.005	0.006
52	77	9	72.5	2	0.028	0.972	0.732	0.010	0.014	0.043	0.007	0.010
54	66	16	58.0	0	0.000	1.000	0.732	0.000	0.000	0.043	0.000	0.000
56	50	8	46.0	1	0.022	0.978	0.716	0.008	0.011	0.045	0.008	0.011
58	41	2	40.0	0	0.000	1.000	0.716	0.000	0.000	0.045	0.000	0.000
60	39	0	39.0	1	0.026	0.974	0.698	0.009	0.013	0.047	0.009	0.013
62	38	0	38.0	0	0.000	1.000	0.698	0.000	0.000	0.047	0.000	0.000
64	38	0	38.0	0	0.000	1.000	0.698	0.000	0.000	0.047	0.000	0.000
66	38	0	38.0	2	0.053	0.947	0.661	0.018	0.027	0.051	0.013	0.019
68	36	0	36.0	0	0.000	1.000	0.661	0.000	0.000	0.051	0.000	0.000
70	36	0	36.0	0	0.000	1.000	0.661	0.000	0.000	0.051	0.000	0.000
72	36	2	35.0	0	0.000	1.000	0.661	0.000	0.000	0.051	0.000	0.000
74	34	0	34.0	0	0.000	1.000	0.661	0.000	0.000	0.051	0.000	0.000
76	34	0	34.0	0	0.000	1.000	0.661	0.000	0.000	0.051	0.000	0.000
78	34	1	33.5	0	0.000	1.000	0.661	0.000	0.000	0.051	0.000	0.000
80	33	1	32.5	1	0.031	0.969	0.641	0.010	0.016	0.054	0.010	0.016
82	31	1	30.5	0	0.000	1.000	0.641	0.000	0.000	0.054	0.000	0.000
84	30	0	30.0	0	0.000	1.000	0.641	0.000	0.000	0.054	0.000	0.000
86	30	0	30.0	0	0.000	1.000	0.641	0.000	0.000	0.054	0.000	0.000
88	30	2	29.0	0	0.000	1.000	0.641	0.000	0.000	0.054	0.000	0.000
90	28	0	28.0	1	0.036	0.964	0.618	0.011	0.018	0.056	0.011	0.018
92	27	4	25.0	0	0.000	1.000	0.618	0.000	0.000	0.056	0.000	0.000
94	23	1	22.5	1	0.044	0.956	0.590	0.014	0.023	0.060	0.014	0.023
96	21	0	21.0	0	0.000	1.000	0.590	0.000	0.000	0.060	0.000	0.000
98	21	4	19.0	0	0.000	1.000	0.590	0.000	0.000	0.060	0.000	0.000
100	17	11	11.5	0	0.000	1.000	0.590	0.000	0.000	0.060	0.000	0.000
102	6	6	3.0	0	0.000	1.000	0.590	0.000	0.000	0.060	0.000	0.000

Table C-9. Life Table for Greenlight Felony Arrests.

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	344	0	344.0	1	0.003	0.997	0.997	0.002	0.002	0.003	0.002	0.002
2	343	0	343.0	3	0.009	0.991	0.988	0.004	0.004	0.006	0.003	0.003
4	340	0	340.0	1	0.003	0.997	0.986	0.002	0.002	0.007	0.002	0.002
6	339	1	338.5	1	0.003	0.997	0.983	0.002	0.002	0.007	0.002	0.002
8	337	1	336.5	3	0.009	0.991	0.974	0.004	0.005	0.009	0.003	0.003
10	333	1	332.5	5	0.015	0.985	0.959	0.007	0.008	0.011	0.003	0.003
12	327	1	326.5	3	0.009	0.991	0.950	0.004	0.005	0.012	0.003	0.003
14	323	3	321.5	3	0.009	0.991	0.942	0.004	0.005	0.013	0.003	0.003
16	317	2	316.0	0	0.000	1.000	0.942	0.000	0.000	0.013	0.000	0.000
18	315	1	314.5	3	0.010	0.991	0.933	0.005	0.005	0.014	0.003	0.003
20	311	6	308.0	1	0.003	0.997	0.930	0.002	0.002	0.014	0.002	0.002
22	304	2	303.0	1	0.003	0.997	0.926	0.002	0.002	0.014	0.002	0.002
24	301	2	300.0	2	0.007	0.993	0.920	0.003	0.003	0.015	0.002	0.002
26	297	1	296.5	1	0.003	0.997	0.917	0.002	0.002	0.015	0.002	0.002
28	295	2	294.0	1	0.003	0.997	0.914	0.002	0.002	0.015	0.002	0.002
30	292	4	290.0	0	0.000	1.000	0.914	0.000	0.000	0.015	0.000	0.000
32	288	4	286.0	3	0.011	0.990	0.904	0.005	0.005	0.016	0.003	0.003
34	281	2	280.0	2	0.007	0.993	0.898	0.003	0.004	0.017	0.002	0.003
36	277	2	276.0	2	0.007	0.993	0.891	0.003	0.004	0.017	0.002	0.003
38	273	0	273.0	2	0.007	0.993	0.885	0.003	0.004	0.018	0.002	0.003
40	271	4	269.0	2	0.007	0.993	0.878	0.003	0.004	0.018	0.002	0.003
42	265	4	263.0	3	0.011	0.989	0.868	0.005	0.006	0.019	0.003	0.003
44	258	3	256.5	5	0.020	0.981	0.851	0.009	0.010	0.020	0.004	0.004
46	250	0	250.0	2	0.008	0.992	0.845	0.003	0.004	0.020	0.002	0.003
48	248	4	246.0	3	0.012	0.988	0.834	0.005	0.006	0.021	0.003	0.004
50	241	1	240.5	2	0.008	0.992	0.827	0.004	0.004	0.021	0.002	0.003
52	238	3	236.5	2	0.009	0.992	0.820	0.004	0.004	0.022	0.003	0.003
54	233	7	229.5	2	0.009	0.991	0.813	0.004	0.004	0.022	0.003	0.003
56	224	6	221.0	1	0.005	0.996	0.810	0.002	0.002	0.022	0.002	0.002
58	217	4	215.0	0	0.000	1.000	0.810	0.000	0.000	0.022	0.000	0.000
60	213	8	209.0	5	0.024	0.976	0.790	0.010	0.012	0.023	0.004	0.005
62	200	9	195.5	0	0.000	1.000	0.790	0.000	0.000	0.023	0.000	0.000
64	191	16	183.0	2	0.011	0.989	0.782	0.004	0.006	0.024	0.003	0.004
66	173	19	163.5	0	0.000	1.000	0.782	0.000	0.000	0.024	0.000	0.000
68	154	10	149.0	3	0.020	0.980	0.766	0.008	0.010	0.025	0.005	0.006
70	141	7	137.5	0	0.000	1.000	0.766	0.000	0.000	0.025	0.000	0.000
72	134	3	132.5	3	0.023	0.977	0.748	0.009	0.012	0.026	0.005	0.007
74	128	15	120.5	2	0.017	0.983	0.736	0.006	0.008	0.027	0.004	0.006
76	111	22	100.0	0	0.000	1.000	0.736	0.000	0.000	0.027	0.000	0.000
78	89	18	80.0	1	0.013	0.988	0.727	0.005	0.006	0.029	0.005	0.006
80	70	8	66.0	0	0.000	1.000	0.727	0.000	0.000	0.029	0.000	0.000
82	62	3	60.5	0	0.000	1.000	0.727	0.000	0.000	0.029	0.000	0.000
84	59	1	58.5	0	0.000	1.000	0.727	0.000	0.000	0.029	0.000	0.000
86	58	3	56.5	2	0.035	0.965	0.701	0.013	0.018	0.033	0.009	0.013
88	53	11	47.5	1	0.021	0.979	0.686	0.007	0.011	0.035	0.007	0.011
90	41	14	34.0	2	0.059	0.941	0.646	0.020	0.030	0.043	0.014	0.021
92	25	0	25.0	0	0.000	1.000	0.646	0.000	0.000	0.043	0.000	0.000
94	25	0	25.0	0	0.000	1.000	0.646	0.000	0.000	0.043	0.000	0.000
96	25	0	25.0	0	0.000	1.000	0.646	0.000	0.000	0.043	0.000	0.000
98	25	7	21.5	1	0.047	0.954	0.616	0.015	0.024	0.051	0.015	0.024
100	17	15	9.5	1	0.105	0.895	0.551	0.032	0.056	0.076	0.031	0.056
102	1	1	0.5	0	0.000	1.000	0.551	0.000	0.000	0.076	0.000	0.000

Table C-10. Life Table for TSP Felony Arrests.

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	278	0	278.0	2	0.007	0.993	0.993	0.004	0.004	0.005	0.003	0.003
2	276	0	276.0	3	0.011	0.989	0.982	0.005	0.006	0.008	0.003	0.003
4	273	0	273.0	1	0.004	0.996	0.978	0.002	0.002	0.009	0.002	0.002
6	272	0	272.0	0	0.000	1.000	0.978	0.000	0.000	0.009	0.000	0.000
8	272	2	271.0	1	0.004	0.996	0.975	0.002	0.002	0.009	0.002	0.002
10	269	2	268.0	0	0.000	1.000	0.975	0.000	0.000	0.009	0.000	0.000
12	267	1	266.5	2	0.008	0.993	0.968	0.004	0.004	0.011	0.003	0.003
14	264	1	263.5	2	0.008	0.992	0.960	0.004	0.004	0.012	0.003	0.003
16	261	2	260.0	1	0.004	0.996	0.957	0.002	0.002	0.012	0.002	0.002
18	258	1	257.5	1	0.004	0.996	0.953	0.002	0.002	0.013	0.002	0.002
20	256	1	255.5	1	0.004	0.996	0.949	0.002	0.002	0.013	0.002	0.002
22	254	2	253.0	1	0.004	0.996	0.945	0.002	0.002	0.014	0.002	0.002
24	251	4	249.0	2	0.008	0.992	0.938	0.004	0.004	0.015	0.003	0.003
26	245	1	244.5	1	0.004	0.996	0.934	0.002	0.002	0.015	0.002	0.002
28	243	1	242.5	2	0.008	0.992	0.926	0.004	0.004	0.016	0.003	0.003
30	240	2	239.0	1	0.004	0.996	0.922	0.002	0.002	0.016	0.002	0.002
32	237	0	237.0	0	0.000	1.000	0.922	0.000	0.000	0.016	0.000	0.000
34	237	1	236.5	1	0.004	0.996	0.918	0.002	0.002	0.017	0.002	0.002
36	235	2	234.0	1	0.004	0.996	0.914	0.002	0.002	0.017	0.002	0.002
38	232	0	232.0	0	0.000	1.000	0.914	0.000	0.000	0.017	0.000	0.000
40	232	0	232.0	4	0.017	0.983	0.899	0.008	0.009	0.019	0.004	0.004
42	228	2	227.0	0	0.000	1.000	0.899	0.000	0.000	0.019	0.000	0.000
44	226	1	225.5	1	0.004	0.996	0.895	0.002	0.002	0.019	0.002	0.002
46	224	2	223.0	3	0.014	0.987	0.883	0.006	0.007	0.020	0.004	0.004
48	219	2	218.0	0	0.000	1.000	0.883	0.000	0.000	0.020	0.000	0.000
50	217	3	215.5	1	0.005	0.995	0.879	0.002	0.002	0.020	0.002	0.002
52	213	4	211.0	2	0.010	0.991	0.870	0.004	0.005	0.021	0.003	0.003
54	207	2	206.0	2	0.010	0.990	0.862	0.004	0.005	0.022	0.003	0.003
56	203	5	200.5	3	0.015	0.985	0.849	0.006	0.008	0.022	0.004	0.004
58	195	15	187.5	1	0.005	0.995	0.844	0.002	0.003	0.023	0.002	0.003
60	179	13	172.5	0	0.000	1.000	0.844	0.000	0.000	0.023	0.000	0.000
62	166	18	157.0	1	0.006	0.994	0.839	0.003	0.003	0.023	0.003	0.003
64	147	17	138.5	2	0.014	0.986	0.827	0.006	0.007	0.024	0.004	0.005
66	128	7	124.5	1	0.008	0.992	0.820	0.003	0.004	0.025	0.003	0.004
68	120	6	117.0	0	0.000	1.000	0.820	0.000	0.000	0.025	0.000	0.000
70	114	6	111.0	1	0.009	0.991	0.813	0.004	0.005	0.026	0.004	0.005
72	107	13	100.5	0	0.000	1.000	0.813	0.000	0.000	0.026	0.000	0.000
74	94	11	88.5	1	0.011	0.989	0.804	0.005	0.006	0.027	0.005	0.006
76	82	11	76.5	1	0.013	0.987	0.793	0.005	0.007	0.029	0.005	0.007
78	70	18	61.0	1	0.016	0.984	0.780	0.007	0.008	0.031	0.007	0.008
80	51	5	48.5	1	0.021	0.979	0.764	0.008	0.010	0.034	0.008	0.010
82	45	1	44.5	1	0.023	0.978	0.747	0.009	0.011	0.038	0.009	0.011
84	43	1	42.5	1	0.024	0.977	0.729	0.009	0.012	0.041	0.009	0.012
86	41	0	41.0	2	0.049	0.951	0.694	0.018	0.025	0.046	0.012	0.018
88	39	2	38.0	0	0.000	1.000	0.694	0.000	0.000	0.046	0.000	0.000
90	37	8	33.0	1	0.030	0.970	0.673	0.011	0.015	0.049	0.010	0.015
92	28	12	22.0	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
94	16	0	16.0	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
96	16	1	15.5	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
98	15	0	15.0	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
100	15	5	12.5	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
102	10	8	6.0	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
104	2	0	2.0	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000
106	2	2	1.0	0	0.000	1.000	0.673	0.000	0.000	0.049	0.000	0.000

Table C-11. Life Table for UPSTATE Felony Arrests.

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	113	0	113.0	1	0.009	0.991	0.991	0.004	0.004	0.009	0.004	0.004
6	112	0	112.0	1	0.009	0.991	0.982	0.004	0.005	0.012	0.004	0.005
8	111	0	111.0	1	0.009	0.991	0.974	0.004	0.005	0.015	0.004	0.005
10	110	2	109.0	1	0.009	0.991	0.965	0.005	0.005	0.017	0.004	0.005
12	107	0	107.0	1	0.009	0.991	0.956	0.005	0.005	0.020	0.005	0.005
14	106	0	106.0	0	0.000	1.000	0.956	0.000	0.000	0.020	0.000	0.000
16	106	0	106.0	0	0.000	1.000	0.956	0.000	0.000	0.020	0.000	0.000
18	106	1	105.5	1	0.010	0.991	0.946	0.005	0.005	0.021	0.005	0.005
20	104	2	103.0	1	0.010	0.990	0.937	0.005	0.005	0.023	0.005	0.005
22	101	0	101.0	1	0.010	0.990	0.928	0.005	0.005	0.025	0.005	0.005
24	100	0	100.0	0	0.000	1.000	0.928	0.000	0.000	0.025	0.000	0.000
26	100	0	100.0	0	0.000	1.000	0.928	0.000	0.000	0.025	0.000	0.000
28	100	1	99.5	0	0.000	1.000	0.928	0.000	0.000	0.025	0.000	0.000
30	99	0	99.0	1	0.010	0.990	0.919	0.005	0.005	0.026	0.005	0.005
32	98	0	98.0	1	0.010	0.990	0.909	0.005	0.005	0.027	0.005	0.005
34	97	3	95.5	0	0.000	1.000	0.909	0.000	0.000	0.027	0.000	0.000
36	94	1	93.5	0	0.000	1.000	0.909	0.000	0.000	0.027	0.000	0.000
38	93	0	93.0	0	0.000	1.000	0.909	0.000	0.000	0.027	0.000	0.000
40	93	0	93.0	0	0.000	1.000	0.909	0.000	0.000	0.027	0.000	0.000
42	93	0	93.0	1	0.011	0.989	0.900	0.005	0.005	0.029	0.005	0.005
44	92	0	92.0	1	0.011	0.989	0.890	0.005	0.006	0.030	0.005	0.006
46	91	1	90.5	0	0.000	1.000	0.890	0.000	0.000	0.030	0.000	0.000
48	90	0	90.0	1	0.011	0.989	0.880	0.005	0.006	0.031	0.005	0.006
50	89	1	88.5	0	0.000	1.000	0.880	0.000	0.000	0.031	0.000	0.000
52	88	10	83.0	0	0.000	1.000	0.880	0.000	0.000	0.031	0.000	0.000
54	78	17	69.5	0	0.000	1.000	0.880	0.000	0.000	0.031	0.000	0.000
56	61	11	55.5	0	0.000	1.000	0.880	0.000	0.000	0.031	0.000	0.000
58	50	2	49.0	0	0.000	1.000	0.880	0.000	0.000	0.031	0.000	0.000
60	48	0	48.0	0	0.000	1.000	0.880	0.000	0.000	0.031	0.000	0.000
62	48	1	47.5	1	0.021	0.979	0.861	0.009	0.011	0.036	0.009	0.011
64	46	2	45.0	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
66	44	1	43.5	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
68	43	2	42.0	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
70	41	0	41.0	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
72	41	2	40.0	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
74	39	1	38.5	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
76	38	0	38.0	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
78	38	2	37.0	0	0.000	1.000	0.861	0.000	0.000	0.036	0.000	0.000
80	36	2	35.0	2	0.057	0.943	0.812	0.025	0.029	0.048	0.017	0.021
82	32	1	31.5	0	0.000	1.000	0.812	0.000	0.000	0.048	0.000	0.000
84	31	0	31.0	0	0.000	1.000	0.812	0.000	0.000	0.048	0.000	0.000
86	31	0	31.0	0	0.000	1.000	0.812	0.000	0.000	0.048	0.000	0.000
88	31	2	30.0	0	0.000	1.000	0.812	0.000	0.000	0.048	0.000	0.000
90	29	0	29.0	0	0.000	1.000	0.812	0.000	0.000	0.048	0.000	0.000
92	29	4	27.0	0	0.000	1.000	0.812	0.000	0.000	0.048	0.000	0.000
94	25	1	24.5	1	0.041	0.959	0.779	0.017	0.021	0.056	0.016	0.021
96	23	0	23.0	0	0.000	1.000	0.779	0.000	0.000	0.056	0.000	0.000
98	23	4	21.0	0	0.000	1.000	0.779	0.000	0.000	0.056	0.000	0.000
100	19	11	13.5	1	0.074	0.926	0.721	0.029	0.039	0.076	0.028	0.038
102	7	7	3.5	0	0.000	1.000	0.721	0.000	0.000	0.076	0.000	0.000

Table C-12. Life Table for Greenlight Parole Revocations (Reimprisonment).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	344	0	344.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	344	0	344.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	344	1	343.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
6	343	1	342.5	1	0.003	0.997	0.997	0.002	0.002	0.003	0.002	0.002
8	341	2	340.0	1	0.003	0.997	0.994	0.002	0.002	0.004	0.002	0.002
10	338	1	337.5	2	0.006	0.994	0.988	0.003	0.003	0.006	0.002	0.002
12	335	1	334.5	1	0.003	0.997	0.985	0.002	0.002	0.007	0.002	0.002
14	333	1	332.5	5	0.015	0.985	0.971	0.007	0.008	0.009	0.003	0.003
16	327	6	324.0	6	0.019	0.982	0.953	0.009	0.009	0.012	0.004	0.004
18	315	6	312.0	1	0.003	0.997	0.950	0.002	0.002	0.012	0.002	0.002
20	308	7	304.5	6	0.020	0.980	0.931	0.009	0.010	0.014	0.004	0.004
22	295	4	293.0	2	0.007	0.993	0.924	0.003	0.003	0.015	0.002	0.002
24	289	5	286.5	4	0.014	0.986	0.912	0.007	0.007	0.016	0.003	0.004
26	280	2	279.0	3	0.011	0.989	0.902	0.005	0.005	0.017	0.003	0.003
28	275	0	275.0	3	0.011	0.989	0.892	0.005	0.006	0.017	0.003	0.003
30	272	2	271.0	4	0.015	0.985	0.879	0.007	0.007	0.018	0.003	0.004
32	266	0	266.0	6	0.023	0.977	0.859	0.010	0.011	0.020	0.004	0.005
34	260	1	259.5	2	0.008	0.992	0.852	0.003	0.004	0.020	0.002	0.003
36	257	9	252.5	5	0.020	0.980	0.835	0.008	0.010	0.021	0.004	0.005
38	243	2	242.0	0	0.000	1.000	0.835	0.000	0.000	0.021	0.000	0.000
40	241	1	240.5	5	0.021	0.979	0.818	0.009	0.011	0.022	0.004	0.005
42	235	3	233.5	4	0.017	0.983	0.804	0.007	0.009	0.023	0.004	0.004
44	228	2	227.0	3	0.013	0.987	0.793	0.005	0.007	0.023	0.003	0.004
46	223	0	223.0	0	0.000	1.000	0.793	0.000	0.000	0.023	0.000	0.000
48	223	0	223.0	5	0.022	0.978	0.776	0.009	0.011	0.024	0.004	0.005
50	218	1	217.5	2	0.009	0.991	0.768	0.004	0.005	0.024	0.003	0.003
52	215	27	201.5	5	0.025	0.975	0.749	0.010	0.013	0.025	0.004	0.006
54	183	6	180.0	0	0.000	1.000	0.749	0.000	0.000	0.025	0.000	0.000
56	177	6	174.0	1	0.006	0.994	0.745	0.002	0.003	0.025	0.002	0.003
58	170	3	168.5	2	0.012	0.988	0.736	0.004	0.006	0.026	0.003	0.004
60	165	9	160.5	0	0.000	1.000	0.736	0.000	0.000	0.026	0.000	0.000
62	156	13	149.5	1	0.007	0.993	0.731	0.003	0.003	0.026	0.003	0.003
64	142	15	134.5	1	0.007	0.993	0.726	0.003	0.004	0.026	0.003	0.004
66	126	12	120.0	2	0.017	0.983	0.714	0.006	0.008	0.027	0.004	0.006
68	112	16	104.0	1	0.010	0.990	0.707	0.003	0.005	0.028	0.003	0.005
70	95	5	92.5	1	0.011	0.989	0.699	0.004	0.005	0.029	0.004	0.005
72	89	2	88.0	1	0.011	0.989	0.691	0.004	0.006	0.029	0.004	0.006
74	86	9	81.5	3	0.037	0.963	0.666	0.013	0.019	0.032	0.007	0.011
76	74	13	67.5	1	0.015	0.985	0.656	0.005	0.008	0.033	0.005	0.008
78	60	10	55.0	2	0.036	0.964	0.632	0.012	0.019	0.036	0.008	0.013
80	48	6	45.0	0	0.000	1.000	0.632	0.000	0.000	0.036	0.000	0.000
82	42	1	41.5	2	0.048	0.952	0.602	0.015	0.025	0.040	0.011	0.018
84	39	0	39.0	0	0.000	1.000	0.602	0.000	0.000	0.040	0.000	0.000
86	39	1	38.5	1	0.026	0.974	0.586	0.008	0.013	0.042	0.008	0.013
88	37	7	33.5	1	0.030	0.970	0.569	0.009	0.015	0.044	0.009	0.015
90	29	13	22.5	0	0.000	1.000	0.569	0.000	0.000	0.044	0.000	0.000
92	16	0	16.0	1	0.063	0.938	0.533	0.018	0.032	0.054	0.017	0.032
94	15	1	14.5	0	0.000	1.000	0.533	0.000	0.000	0.054	0.000	0.000
96	14	0	14.0	0	0.000	1.000	0.533	0.000	0.000	0.054	0.000	0.000
98	14	5	11.5	0	0.000	1.000	0.533	0.000	0.000	0.054	0.000	0.000
100	9	9	4.5	0	0.000	1.000	0.533	0.000	0.000	0.054	0.000	0.000

Table C-13. Life Table for TSP Parole Revocations (Reimprisonment).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	278	0	278.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	278	0	278.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	278	1	277.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
6	277	0	277.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
8	277	0	277.0	2	0.007	0.993	0.993	0.004	0.004	0.005	0.003	0.003
10	275	2	274.0	3	0.011	0.989	0.982	0.005	0.006	0.008	0.003	0.003
12	270	0	270.0	1	0.004	0.996	0.978	0.002	0.002	0.009	0.002	0.002
14	269	0	269.0	3	0.011	0.989	0.967	0.006	0.006	0.011	0.003	0.003
16	266	4	264.0	2	0.008	0.992	0.960	0.004	0.004	0.012	0.003	0.003
18	260	6	257.0	2	0.008	0.992	0.953	0.004	0.004	0.013	0.003	0.003
20	252	2	251.0	3	0.012	0.988	0.941	0.006	0.006	0.014	0.003	0.004
22	247	5	244.5	2	0.008	0.992	0.934	0.004	0.004	0.015	0.003	0.003
24	240	1	239.5	4	0.017	0.983	0.918	0.008	0.008	0.017	0.004	0.004
26	235	1	234.5	3	0.013	0.987	0.906	0.006	0.006	0.018	0.003	0.004
28	231	3	229.5	1	0.004	0.996	0.902	0.002	0.002	0.018	0.002	0.002
30	227	0	227.0	3	0.013	0.987	0.890	0.006	0.007	0.019	0.003	0.004
32	224	1	223.5	2	0.009	0.991	0.882	0.004	0.005	0.020	0.003	0.003
34	221	0	221.0	1	0.005	0.996	0.878	0.002	0.002	0.020	0.002	0.002
36	220	4	218.0	3	0.014	0.986	0.866	0.006	0.007	0.021	0.004	0.004
38	213	2	212.0	1	0.005	0.995	0.862	0.002	0.002	0.021	0.002	0.002
40	210	1	209.5	1	0.005	0.995	0.858	0.002	0.002	0.022	0.002	0.002
42	208	3	206.5	4	0.019	0.981	0.841	0.008	0.010	0.023	0.004	0.005
44	201	2	200.0	1	0.005	0.995	0.837	0.002	0.003	0.023	0.002	0.003
46	198	0	198.0	3	0.015	0.985	0.825	0.006	0.008	0.024	0.004	0.004
48	195	0	195.0	3	0.015	0.985	0.812	0.006	0.008	0.025	0.004	0.005
50	192	0	192.0	2	0.010	0.990	0.803	0.004	0.005	0.025	0.003	0.004
52	190	21	179.5	3	0.017	0.983	0.790	0.007	0.008	0.026	0.004	0.005
54	166	0	166.0	1	0.006	0.994	0.785	0.002	0.003	0.026	0.002	0.003
56	165	4	163.0	1	0.006	0.994	0.780	0.002	0.003	0.026	0.002	0.003
58	160	15	152.5	1	0.007	0.993	0.775	0.003	0.003	0.027	0.003	0.003
60	144	10	139.0	3	0.022	0.978	0.759	0.008	0.011	0.028	0.005	0.006
62	131	15	123.5	3	0.024	0.976	0.740	0.009	0.012	0.029	0.005	0.007
64	113	15	105.5	1	0.010	0.991	0.733	0.004	0.005	0.030	0.004	0.005
66	97	5	94.5	1	0.011	0.989	0.725	0.004	0.005	0.030	0.004	0.005
68	91	10	86.0	0	0.000	1.000	0.725	0.000	0.000	0.030	0.000	0.000
70	81	3	79.5	0	0.000	1.000	0.725	0.000	0.000	0.030	0.000	0.000
72	78	7	74.5	0	0.000	1.000	0.725	0.000	0.000	0.030	0.000	0.000
74	71	11	65.5	1	0.015	0.985	0.714	0.006	0.008	0.032	0.006	0.008
76	59	9	54.5	0	0.000	1.000	0.714	0.000	0.000	0.032	0.000	0.000
78	50	18	41.0	0	0.000	1.000	0.714	0.000	0.000	0.032	0.000	0.000
80	32	3	30.5	0	0.000	1.000	0.714	0.000	0.000	0.032	0.000	0.000
82	29	1	28.5	1	0.035	0.965	0.689	0.013	0.018	0.039	0.012	0.018
84	27	0	27.0	2	0.074	0.926	0.638	0.026	0.039	0.050	0.017	0.027
86	25	0	25.0	0	0.000	1.000	0.638	0.000	0.000	0.050	0.000	0.000
88	25	1	24.5	1	0.041	0.959	0.612	0.013	0.021	0.055	0.013	0.021
90	23	6	20.0	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
92	17	6	14.0	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
94	11	0	11.0	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
96	11	1	10.5	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
98	10	0	10.0	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
100	10	3	8.5	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
102	7	6	4.0	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
104	1	0	1.0	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000
106	1	1	0.5	0	0.000	1.000	0.612	0.000	0.000	0.055	0.000	0.000

Table C-14. Life Table for UPSTATE Parole Revocations (Reimprisonment).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	113	1	112.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
6	112	0	112.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
8	112	0	112.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
10	112	0	112.0	2	0.018	0.982	0.982	0.009	0.009	0.013	0.006	0.006
12	110	0	110.0	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
14	110	2	109.0	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
16	108	1	107.5	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
18	107	1	106.5	1	0.009	0.991	0.973	0.005	0.005	0.015	0.005	0.005
20	105	0	105.0	3	0.029	0.971	0.945	0.014	0.015	0.022	0.008	0.008
22	102	1	101.5	1	0.010	0.990	0.936	0.005	0.005	0.024	0.005	0.005
24	100	2	99.0	1	0.010	0.990	0.926	0.005	0.005	0.025	0.005	0.005
26	97	0	97.0	0	0.000	1.000	0.926	0.000	0.000	0.025	0.000	0.000
28	97	1	96.5	1	0.010	0.990	0.917	0.005	0.005	0.027	0.005	0.005
30	95	0	95.0	0	0.000	1.000	0.917	0.000	0.000	0.027	0.000	0.000
32	95	0	95.0	0	0.000	1.000	0.917	0.000	0.000	0.027	0.000	0.000
34	95	0	95.0	3	0.032	0.968	0.888	0.015	0.016	0.031	0.008	0.009
36	92	0	92.0	1	0.011	0.989	0.878	0.005	0.006	0.032	0.005	0.006
38	91	1	90.5	0	0.000	1.000	0.878	0.000	0.000	0.032	0.000	0.000
40	90	0	90.0	0	0.000	1.000	0.878	0.000	0.000	0.032	0.000	0.000
42	90	1	89.5	0	0.000	1.000	0.878	0.000	0.000	0.032	0.000	0.000
44	89	2	88.0	0	0.000	1.000	0.878	0.000	0.000	0.032	0.000	0.000
46	87	0	87.0	1	0.012	0.989	0.868	0.005	0.006	0.033	0.005	0.006
48	86	0	86.0	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
50	86	2	85.0	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
52	84	14	77.0	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
54	70	17	61.5	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
56	53	12	47.0	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
58	41	4	39.0	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
60	37	0	37.0	0	0.000	1.000	0.868	0.000	0.000	0.033	0.000	0.000
62	37	0	37.0	1	0.027	0.973	0.845	0.012	0.014	0.040	0.012	0.014
64	36	2	35.0	0	0.000	1.000	0.845	0.000	0.000	0.040	0.000	0.000
66	34	1	33.5	2	0.060	0.940	0.794	0.025	0.031	0.051	0.017	0.022
68	31	2	30.0	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
70	29	0	29.0	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
72	29	1	28.5	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
74	28	1	27.5	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
76	27	0	27.0	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
78	27	3	25.5	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
80	24	2	23.0	0	0.000	1.000	0.794	0.000	0.000	0.051	0.000	0.000
82	22	0	22.0	1	0.046	0.955	0.758	0.018	0.023	0.060	0.018	0.023
84	21	0	21.0	0	0.000	1.000	0.758	0.000	0.000	0.060	0.000	0.000
86	21	0	21.0	0	0.000	1.000	0.758	0.000	0.000	0.060	0.000	0.000
88	21	0	21.0	1	0.048	0.952	0.722	0.018	0.024	0.067	0.018	0.024
90	20	0	20.0	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000
92	20	2	19.0	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000
94	18	0	18.0	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000
96	18	0	18.0	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000
98	18	4	16.0	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000
100	14	7	10.5	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000
102	7	7	3.5	0	0.000	1.000	0.722	0.000	0.000	0.067	0.000	0.000

Table C-15. Life Table for Greenlight Parole Revocations (Technical Revocations only).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	344	0	344.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	344	0	344.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	344	1	343.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
6	343	2	342.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
8	341	2	340.0	1	0.003	0.997	0.997	0.002	0.002	0.003	0.002	0.002
10	338	2	337.0	1	0.003	0.997	0.994	0.002	0.002	0.004	0.002	0.002
12	335	2	334.0	0	0.000	1.000	0.994	0.000	0.000	0.004	0.000	0.000
14	333	6	330.0	0	0.000	1.000	0.994	0.000	0.000	0.004	0.000	0.000
16	327	12	321.0	0	0.000	1.000	0.994	0.000	0.000	0.004	0.000	0.000
18	315	7	311.5	0	0.000	1.000	0.994	0.000	0.000	0.004	0.000	0.000
20	308	10	303.0	3	0.010	0.990	0.984	0.005	0.005	0.007	0.003	0.003
22	295	5	292.5	1	0.003	0.997	0.981	0.002	0.002	0.008	0.002	0.002
24	289	8	285.0	1	0.004	0.997	0.978	0.002	0.002	0.008	0.002	0.002
26	280	4	278.0	1	0.004	0.996	0.974	0.002	0.002	0.009	0.002	0.002
28	275	2	274.0	1	0.004	0.996	0.970	0.002	0.002	0.010	0.002	0.002
30	272	4	270.0	2	0.007	0.993	0.963	0.004	0.004	0.011	0.003	0.003
32	266	3	264.5	3	0.011	0.989	0.952	0.006	0.006	0.013	0.003	0.003
34	260	1	259.5	2	0.008	0.992	0.945	0.004	0.004	0.013	0.003	0.003
36	257	13	250.5	1	0.004	0.996	0.941	0.002	0.002	0.014	0.002	0.002
38	243	2	242.0	0	0.000	1.000	0.941	0.000	0.000	0.014	0.000	0.000
40	241	2	240.0	4	0.017	0.983	0.926	0.008	0.008	0.016	0.004	0.004
42	235	7	231.5	0	0.000	1.000	0.926	0.000	0.000	0.016	0.000	0.000
44	228	4	226.0	1	0.004	0.996	0.921	0.002	0.002	0.016	0.002	0.002
46	223	0	223.0	0	0.000	1.000	0.921	0.000	0.000	0.016	0.000	0.000
48	223	3	221.5	2	0.009	0.991	0.913	0.004	0.005	0.017	0.003	0.003
50	218	2	217.0	1	0.005	0.995	0.909	0.002	0.002	0.018	0.002	0.002
52	215	29	200.5	3	0.015	0.985	0.895	0.007	0.008	0.019	0.004	0.004
54	183	6	180.0	0	0.000	1.000	0.895	0.000	0.000	0.019	0.000	0.000
56	177	6	174.0	1	0.006	0.994	0.890	0.003	0.003	0.020	0.003	0.003
58	170	5	167.5	0	0.000	1.000	0.890	0.000	0.000	0.020	0.000	0.000
60	165	9	160.5	0	0.000	1.000	0.890	0.000	0.000	0.020	0.000	0.000
62	156	14	149.0	0	0.000	1.000	0.890	0.000	0.000	0.020	0.000	0.000
64	142	15	134.5	1	0.007	0.993	0.884	0.003	0.004	0.020	0.003	0.004
66	126	13	119.5	1	0.008	0.992	0.876	0.004	0.004	0.022	0.004	0.004
68	112	17	103.5	0	0.000	1.000	0.876	0.000	0.000	0.022	0.000	0.000
70	95	6	92.0	0	0.000	1.000	0.876	0.000	0.000	0.022	0.000	0.000
72	89	3	87.5	0	0.000	1.000	0.876	0.000	0.000	0.022	0.000	0.000
74	86	12	80.0	0	0.000	1.000	0.876	0.000	0.000	0.022	0.000	0.000
76	74	14	67.0	0	0.000	1.000	0.876	0.000	0.000	0.022	0.000	0.000
78	60	11	54.5	1	0.018	0.982	0.860	0.008	0.009	0.027	0.008	0.009
80	48	6	45.0	0	0.000	1.000	0.860	0.000	0.000	0.027	0.000	0.000
82	42	2	41.0	1	0.024	0.976	0.839	0.011	0.012	0.033	0.010	0.012
84	39	0	39.0	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
86	39	2	38.0	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
88	37	8	33.0	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
90	29	13	22.5	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
92	16	1	15.5	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
94	15	1	14.5	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
96	14	0	14.0	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
98	14	5	11.5	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000
100	9	9	4.5	0	0.000	1.000	0.839	0.000	0.000	0.033	0.000	0.000

Table C-16. Life Table for TSP Parole Revocations (Technical Revocations only).
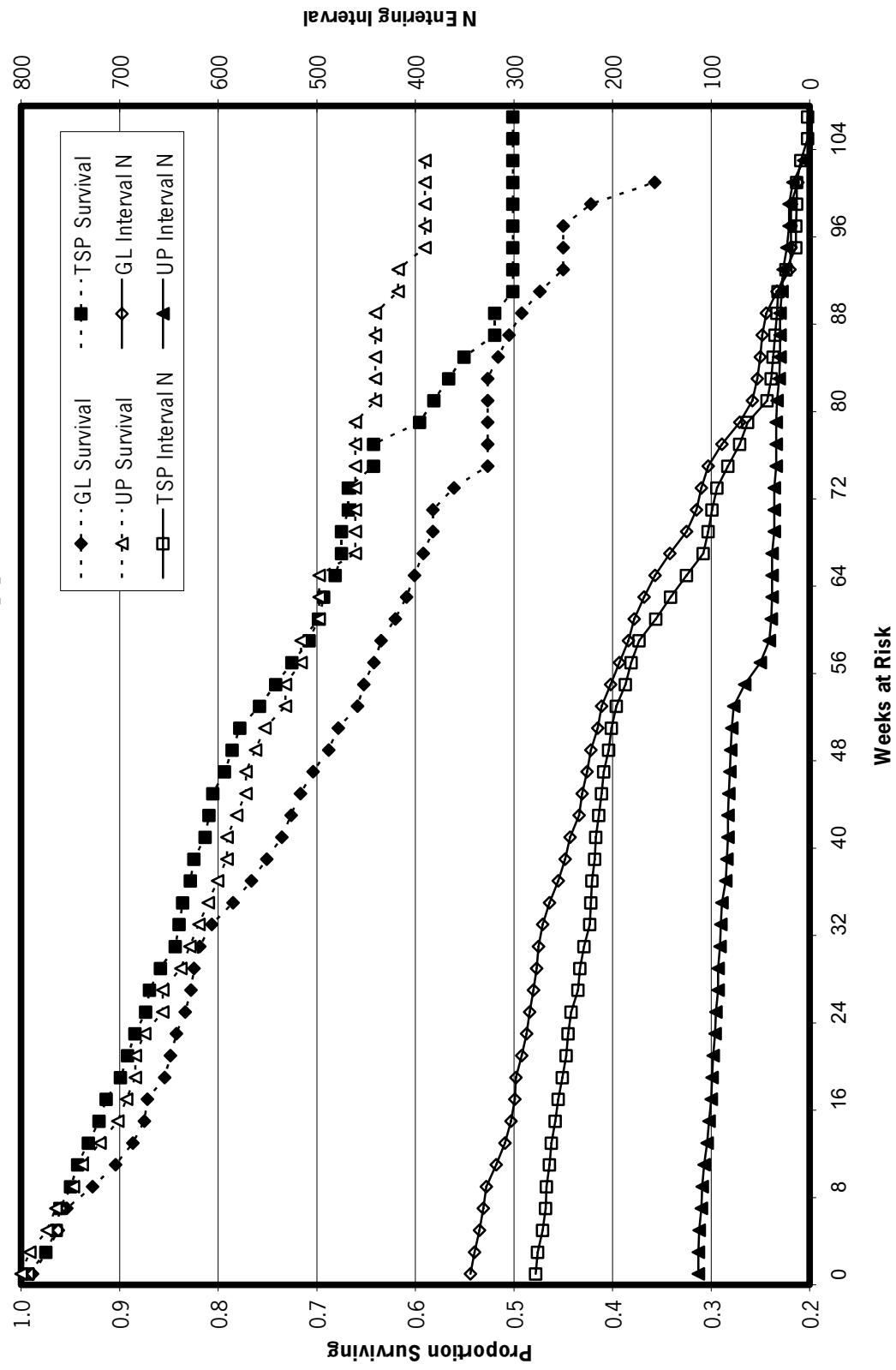
Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	278	0	278.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	278	0	278.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	278	1	277.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
6	277	0	277.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
8	277	2	276.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
10	275	5	272.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
12	270	0	270.0	1	0.004	0.996	0.996	0.002	0.002	0.004	0.002	0.002
14	269	3	267.5	0	0.000	1.000	0.996	0.000	0.000	0.004	0.000	0.000
16	266	4	264.0	2	0.008	0.992	0.989	0.004	0.004	0.007	0.003	0.003
18	260	8	256.0	0	0.000	1.000	0.989	0.000	0.000	0.007	0.000	0.000
20	252	5	249.5	0	0.000	1.000	0.989	0.000	0.000	0.007	0.000	0.000
22	247	6	244.0	1	0.004	0.996	0.985	0.002	0.002	0.008	0.002	0.002
24	240	1	239.5	4	0.017	0.983	0.968	0.008	0.008	0.011	0.004	0.004
26	235	3	233.5	1	0.004	0.996	0.964	0.002	0.002	0.012	0.002	0.002
28	231	3	229.5	1	0.004	0.996	0.960	0.002	0.002	0.012	0.002	0.002
30	227	1	226.5	2	0.009	0.991	0.951	0.004	0.004	0.014	0.003	0.003
32	224	3	222.5	0	0.000	1.000	0.951	0.000	0.000	0.014	0.000	0.000
34	221	1	220.5	0	0.000	1.000	0.951	0.000	0.000	0.014	0.000	0.000
36	220	6	217.0	1	0.005	0.995	0.947	0.002	0.002	0.014	0.002	0.002
38	213	3	211.5	0	0.000	1.000	0.947	0.000	0.000	0.014	0.000	0.000
40	210	2	209.0	0	0.000	1.000	0.947	0.000	0.000	0.014	0.000	0.000
42	208	5	205.5	2	0.010	0.990	0.938	0.005	0.005	0.016	0.003	0.004
44	201	2	200.0	1	0.005	0.995	0.933	0.002	0.003	0.016	0.002	0.003
46	198	1	197.5	2	0.010	0.990	0.924	0.005	0.005	0.017	0.003	0.004
48	195	2	194.0	1	0.005	0.995	0.919	0.002	0.003	0.018	0.002	0.003
50	192	0	192.0	2	0.010	0.990	0.909	0.005	0.005	0.019	0.003	0.004
52	190	22	179.0	2	0.011	0.989	0.899	0.005	0.006	0.020	0.004	0.004
54	166	0	166.0	1	0.006	0.994	0.894	0.003	0.003	0.021	0.003	0.003
56	165	4	163.0	1	0.006	0.994	0.888	0.003	0.003	0.021	0.003	0.003
58	160	15	152.5	1	0.007	0.993	0.883	0.003	0.003	0.022	0.003	0.003
60	144	12	138.0	1	0.007	0.993	0.876	0.003	0.004	0.023	0.003	0.004
62	131	17	122.5	1	0.008	0.992	0.869	0.004	0.004	0.024	0.004	0.004
64	113	15	105.5	1	0.010	0.991	0.861	0.004	0.005	0.025	0.004	0.005
66	97	6	94.0	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
68	91	10	86.0	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
70	81	3	79.5	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
72	78	7	74.5	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
74	71	12	65.0	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
76	59	9	54.5	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
78	50	18	41.0	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
80	32	3	30.5	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
82	29	2	28.0	0	0.000	1.000	0.861	0.000	0.000	0.025	0.000	0.000
84	27	1	26.5	1	0.038	0.962	0.828	0.016	0.019	0.040	0.016	0.019
86	25	0	25.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
88	25	2	24.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
90	23	6	20.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
92	17	6	14.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
94	11	0	11.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
96	11	1	10.5	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
98	10	0	10.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
100	10	3	8.5	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
102	7	6	4.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
104	1	0	1.0	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000
106	1	1	0.5	0	0.000	1.000	0.828	0.000	0.000	0.040	0.000	0.000

Table C-17. Life Table for UPSTATE Parole Revocations (Technical Revocations only).

Interval Start	# Entering Interval	# W/Drawn during Interval	# Exposed to Risk	# Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Survival	Probability Density	Hazard Rate	SE Cum Survival	SE Prob Density	SE Hazard Rate
0	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
2	113	0	113.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
4	113	1	112.5	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
6	112	0	112.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
8	112	0	112.0	0	0.000	1.000	1.000	0.000	0.000	0.000	0.000	0.000
10	112	0	112.0	2	0.018	0.982	0.982	0.009	0.009	0.013	0.006	0.006
12	110	0	110.0	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
14	110	2	109.0	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
16	108	1	107.5	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
18	107	2	106.0	0	0.000	1.000	0.982	0.000	0.000	0.013	0.000	0.000
20	105	1	104.5	2	0.019	0.981	0.963	0.009	0.010	0.018	0.007	0.007
22	102	2	101.0	0	0.000	1.000	0.963	0.000	0.000	0.018	0.000	0.000
24	100	3	98.5	0	0.000	1.000	0.963	0.000	0.000	0.018	0.000	0.000
26	97	0	97.0	0	0.000	1.000	0.963	0.000	0.000	0.018	0.000	0.000
28	97	2	96.0	0	0.000	1.000	0.963	0.000	0.000	0.018	0.000	0.000
30	95	0	95.0	0	0.000	1.000	0.963	0.000	0.000	0.018	0.000	0.000
32	95	0	95.0	0	0.000	1.000	0.963	0.000	0.000	0.018	0.000	0.000
34	95	0	95.0	3	0.032	0.968	0.933	0.015	0.016	0.025	0.009	0.009
36	92	1	91.5	0	0.000	1.000	0.933	0.000	0.000	0.025	0.000	0.000
38	91	1	90.5	0	0.000	1.000	0.933	0.000	0.000	0.025	0.000	0.000
40	90	0	90.0	0	0.000	1.000	0.933	0.000	0.000	0.025	0.000	0.000
42	90	1	89.5	0	0.000	1.000	0.933	0.000	0.000	0.025	0.000	0.000
44	89	2	88.0	0	0.000	1.000	0.933	0.000	0.000	0.025	0.000	0.000
46	87	0	87.0	1	0.012	0.989	0.922	0.005	0.006	0.027	0.005	0.006
48	86	0	86.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
50	86	2	85.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
52	84	14	77.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
54	70	17	61.5	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
56	53	12	47.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
58	41	4	39.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
60	37	0	37.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
62	37	1	36.5	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
64	36	2	35.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
66	34	3	32.5	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
68	31	2	30.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
70	29	0	29.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
72	29	1	28.5	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
74	28	1	27.5	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
76	27	0	27.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
78	27	3	25.5	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
80	24	2	23.0	0	0.000	1.000	0.922	0.000	0.000	0.027	0.000	0.000
82	22	0	22.0	1	0.046	0.955	0.880	0.021	0.023	0.048	0.021	0.023
84	21	0	21.0	0	0.000	1.000	0.880	0.000	0.000	0.048	0.000	0.000
86	21	0	21.0	0	0.000	1.000	0.880	0.000	0.000	0.048	0.000	0.000
88	21	0	21.0	1	0.048	0.952	0.838	0.021	0.024	0.061	0.021	0.024
90	20	0	20.0	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000
92	20	2	19.0	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000
94	18	0	18.0	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000
96	18	0	18.0	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000
98	18	4	16.0	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000
100	14	7	10.5	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000
102	7	7	3.5	0	0.000	1.000	0.838	0.000	0.000	0.061	0.000	0.000

Cumulative Survival Figures

Figure C-1. Cumulative survival (life table) for total arrests, and sample Ns by risk interval (N entering interval), for total followup period.

Figure C-2. Cumulative hazard rates (life table) for total arrests, one-year post release.

Vera Institute of Justice
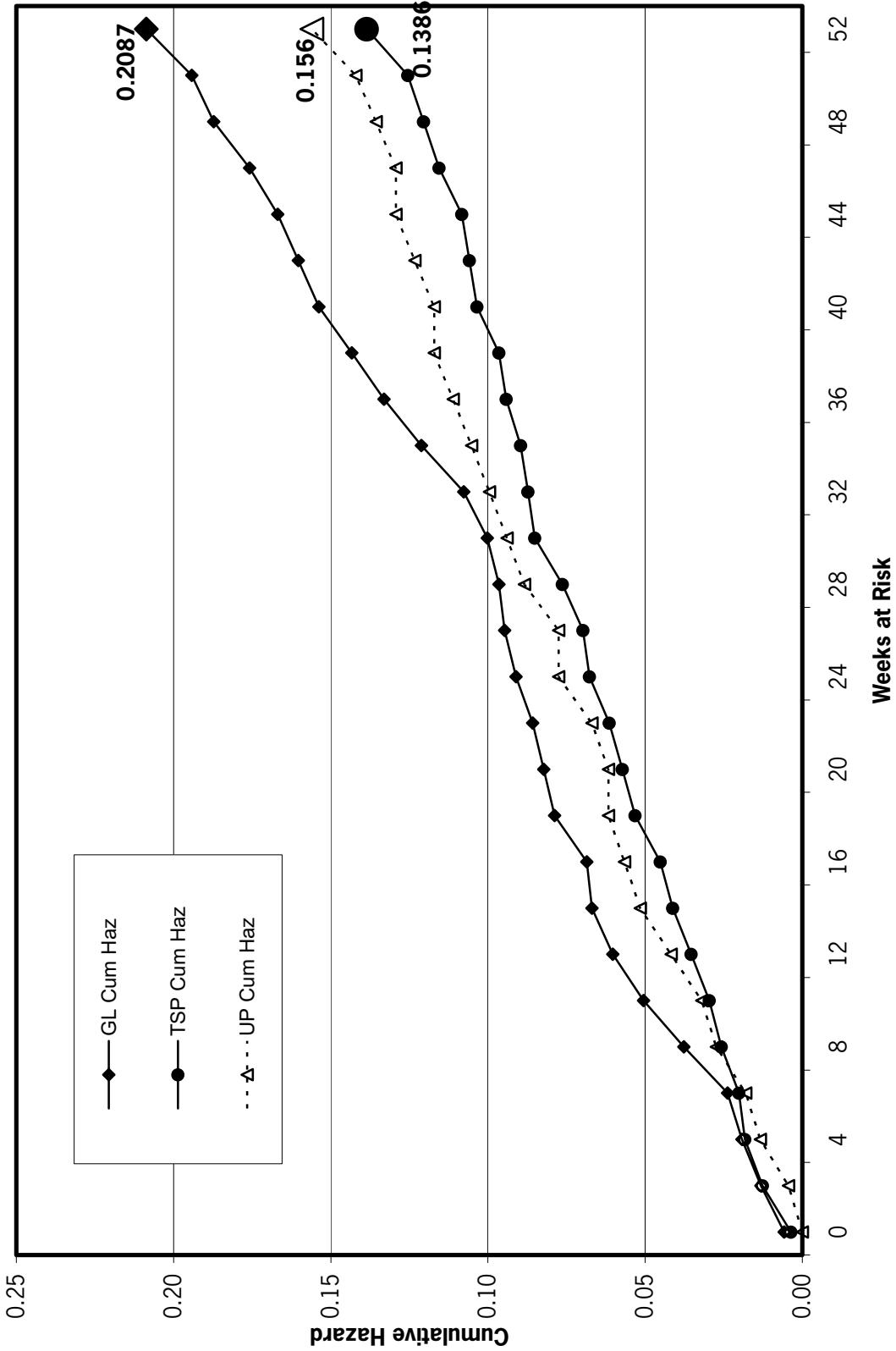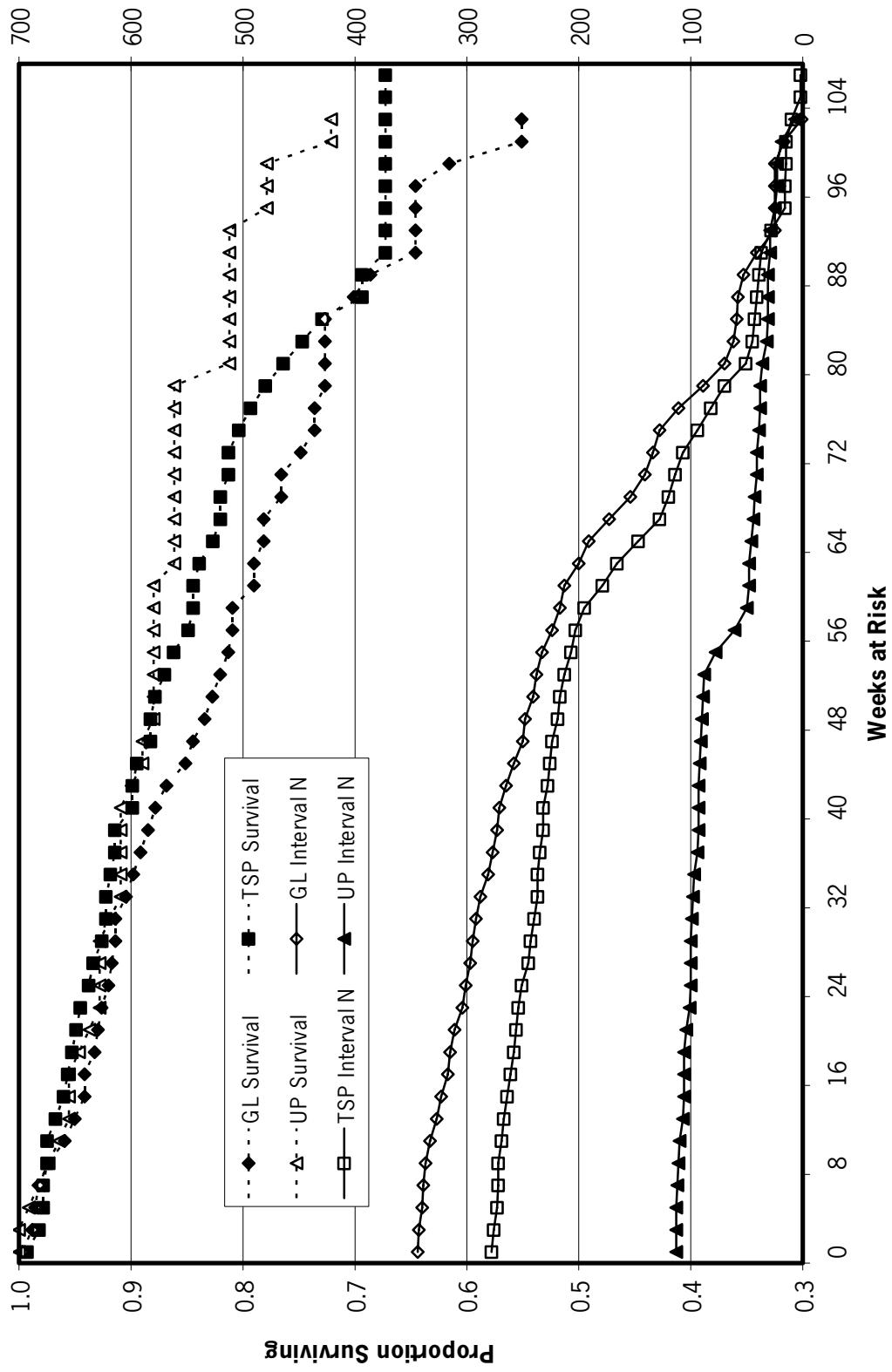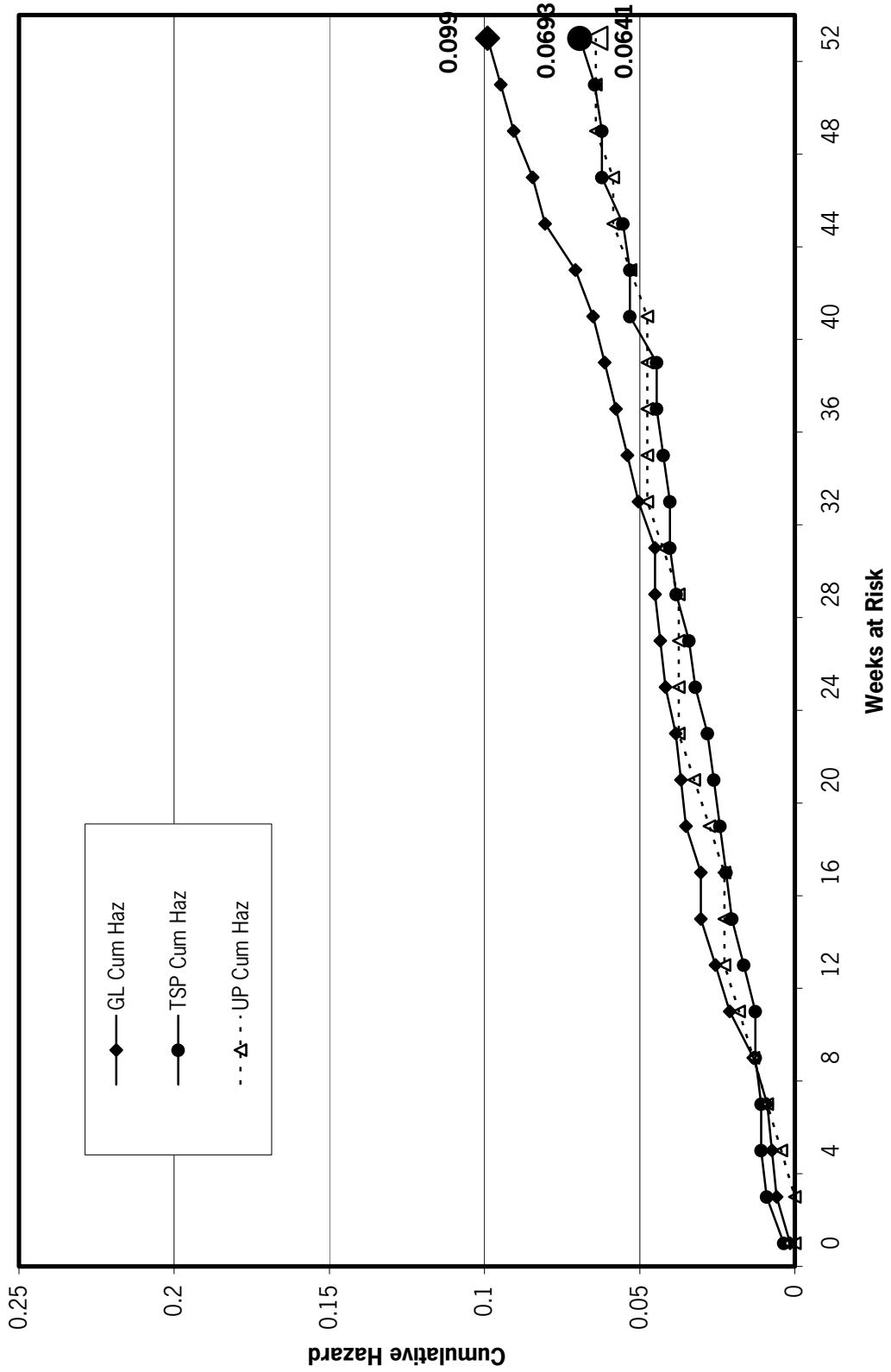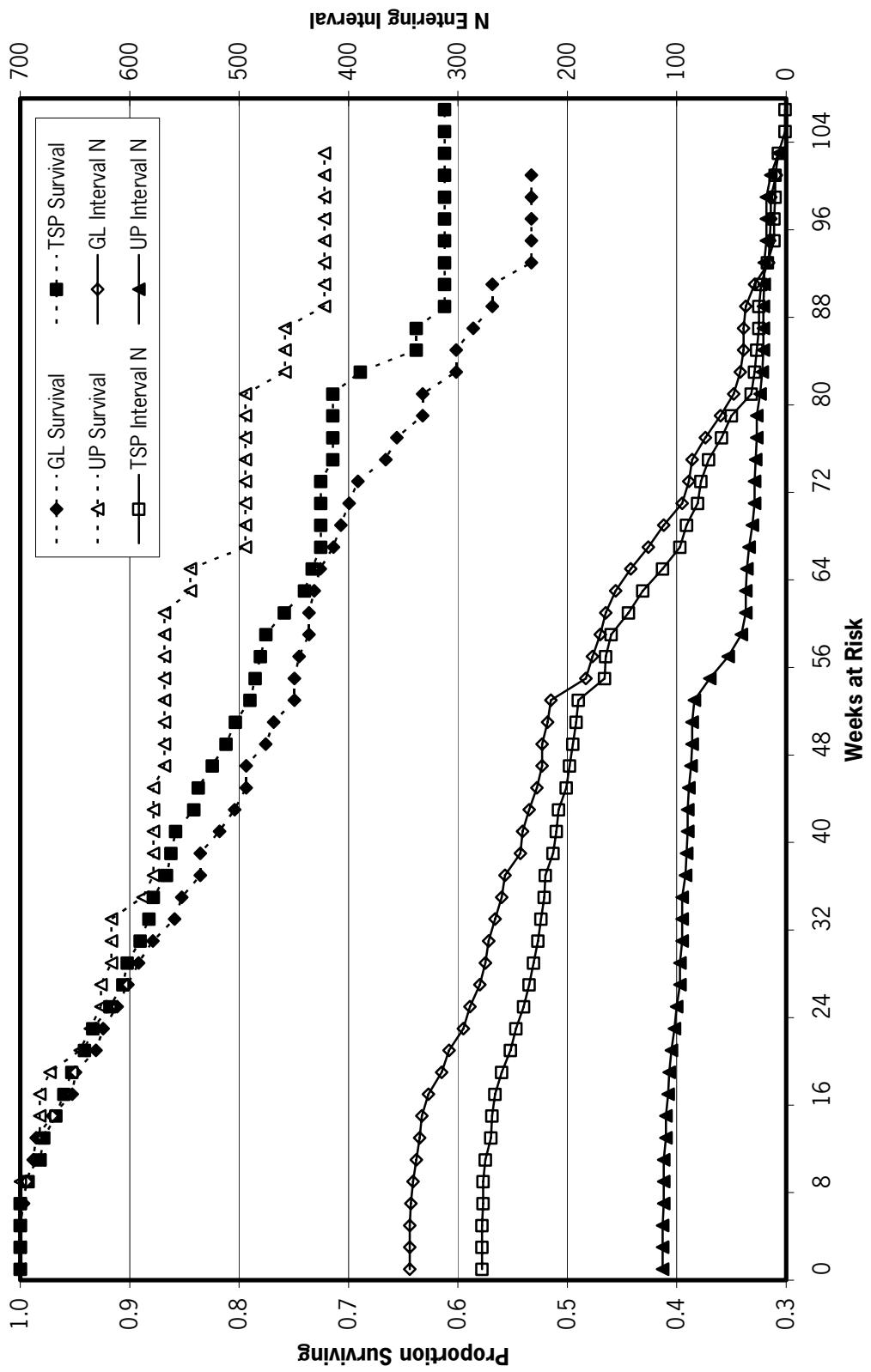
Figure C-3. Cumulative survival (life table) for felony arrests and sample Ns by risk interval (N entering interval) for total followup period.
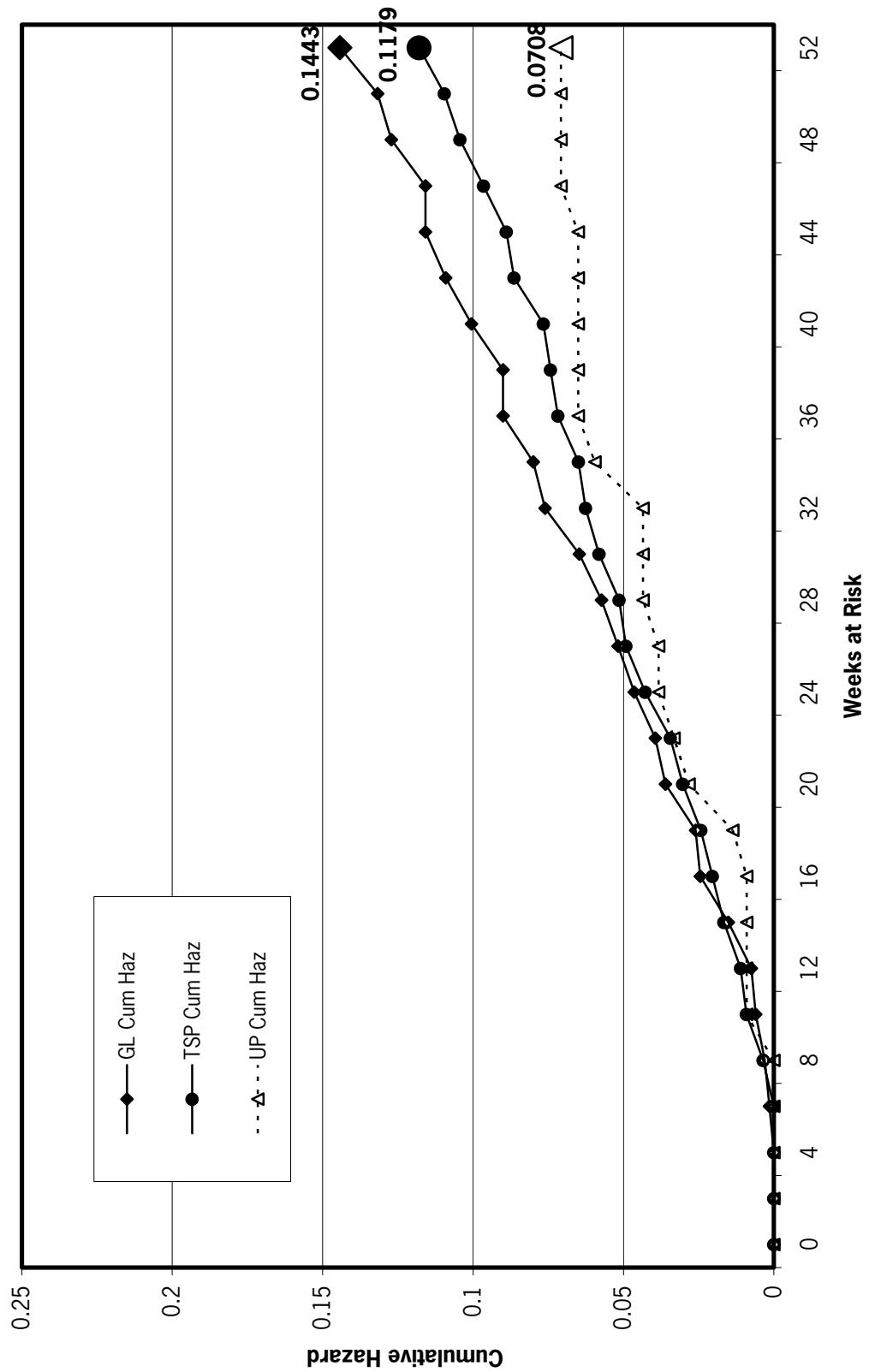
Figure C4. Cumulative hazard rates for felony arrests, one year post-release.

Vera Institute of Justice
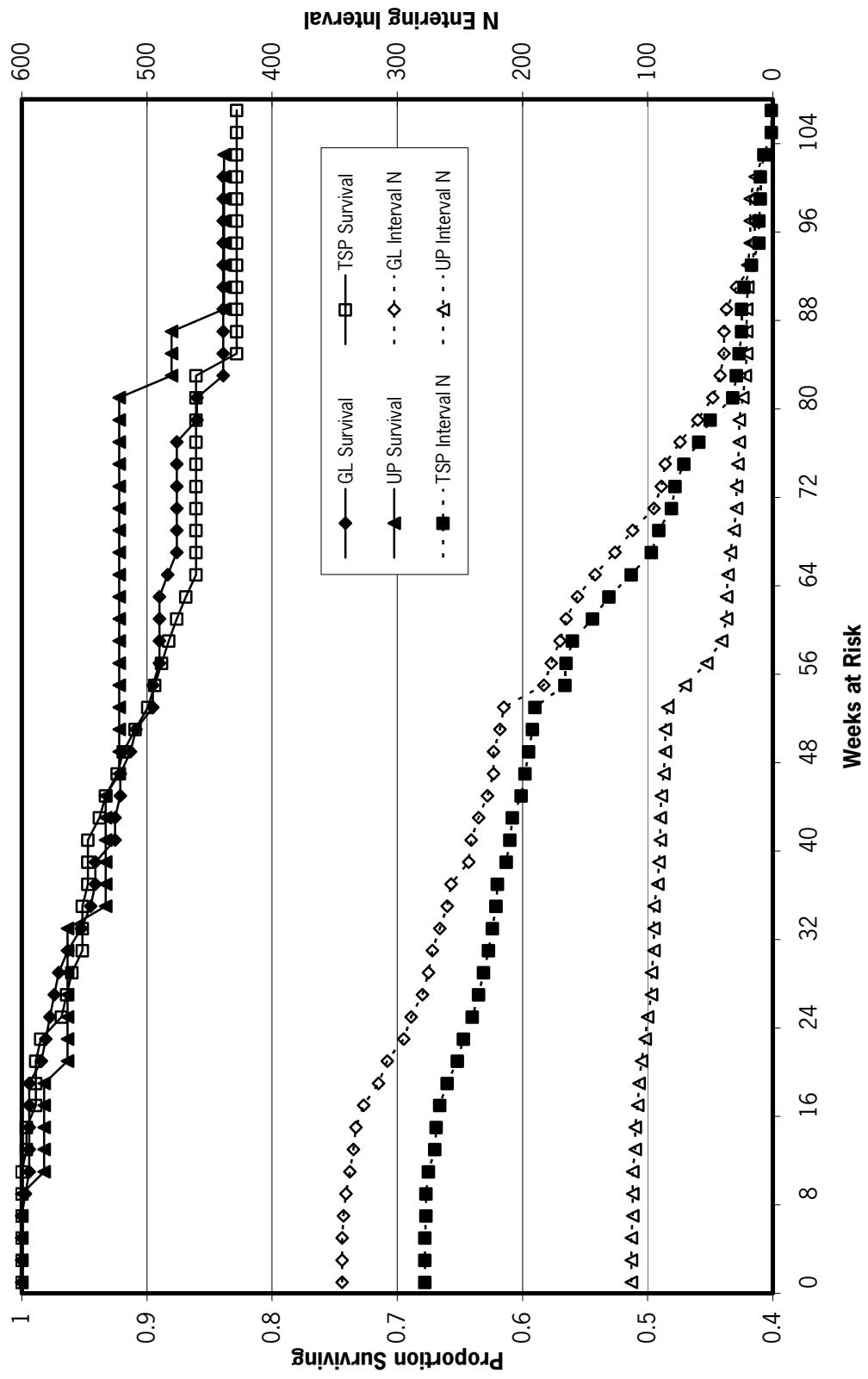
Figure C-5. Cumulative survival (life table estimates) for parole revocations (reimprisonment) and sample Ns by risk interval (N entering interval) for full followup period.

Figure C6. Cumulative hazard rates (life table estimates) for parole revocations (reimprisonment) for one year after release.

Figure C-7. Cumulative survival (life-table estimates) for revocations independent of arrest and sample Ns by risk interval (N entering interval) for full followup period.

Table C-15. Logistic Regression of Demographic Predictors and Criminal History on Total Arrests.

Variables	GL/TSP		GL/Upstate	
	b	Exp (B)	*b*	Exp (B)
Age at release	-.05	.95***	- .05	.95***
Education	-.02	.98	- .01	.99
Ethnicity				
NH White/Other	---	---	---	---
Black	-.13	.88	-1.21	.30**
Hispanic	-.11	.90	- .99	.37*
Prior arrests	.08	1.08***	.10	1.10***
Primary offense				
Robbery	---	---	---	---
Violent	-.23	.79	- .20	.82
Drugs	.64	1.89***	.40	1.49
Property	.34	1.40	.22	1.24
Other	-.71	.49**	- .13	.88
Substance abuse				
None	---	---	---	---
Alcohol	.71	2.03**	.47	1.61
Drugs	.17	1.19	.20	1.22
Alcohol and drugs	.27	1.30	.51	1.67*
Age at first arrest	-.01	.99	- .08	.92***
Study Group	-.37	.69**	- .40	.67

*p<.10; **p<.05; ***p<.01; Entries are unstandardized coefficients.

Table C-16. Logistic Regression of Demographic Predictors and Criminal History on Felony Arrests.

Variables	GL/TSP		GL/Upstate	
	B	Exp (B)	*b*	Exp (B)
Age at release	-.04	.96**	-.02	.98
Education	.05	1.05	.01	1.01
Ethnicity				
NH White/Other	---	---	---	---
Black	-.17	.85	-1.10	.33**
Hispanic	.02	1.02	-.99	.37*
Prior arrests	.04	1.04***	.04	1.04***
Primary offense				
Robbery	---	---	---	---
Violent	-.15	.86	-.06	.95
Drugs	.49	1.64*	.33	1.39
Property	.64	1.89**	.64	1.90*
Other	-.35	.70	.12	1.13
Substance abuse				
None	---	---	---	---
Alcohol	.24	1.28	.23	1.26
Drugs	.38	1.46	.61	1.84**
Alcohol and drugs	.06	1.06	.35	1.42
Age at first arrest	-.02	.98	-.06	.94*
Study Group	-.27	.76	-.53	.59*

*p<.10; **p<.05; ***p<.01; *b*'s are unstandardized coefficients.

Table C-17: Logistic Regression of Demographic Predictors and Criminal History on Parole Revocations.

Variables	GL/TSP (N=586)		GL/Upstate (N=428)	
	B	Exp (B)	*b*	Exp (B)
Age at release	-.02	.98	-.04	.96**
Education	.02	1.02	-.03	.97
Ethnicity				
NH White/Other	---	---	---	---
Black	-.10	.91	-.07	.94
Hispanic	-.29	.75	-.33	.72
Prior arrests	.05	1.05***	.07	1.07***
Primary offense				
Robbery	---	---	---	---
Violent	-.18	.84	.04	1.04
Drugs	-.04	.96	-.28	.76
Property	.24	1.28	.27	1.32
Other	.13	1.14	.14	1.15
Substance abuse				
None	---	---	---	---
Alcohol	.12	1.13	-.13	.88
Drugs	.30	1.34	.14	1.15
Alcohol and drugs	.20	1.23	.17	1.19
Age at first arrest	-.02	.98	-.01	.99
Study Group	-.20	.82	-.68	.51**
-2 Log-Likelihood				
Model Chi-Square				

*p<.10; **p<.05; ***p<.01; *b*'s are unstandardized coefficients.

Appendix D. Instruments and Forms

The Time 1 interview conducted in the first one to two months after release focused on the issues and experiences during the first few months in the community, a period that has been described as part of the "moment of transition."[159] The interview instrument asked questions related to program satisfaction about the in-prison component of the programming, post-release relationships with family, use of community services, participant perceptions of parole officers and parole supervision, and other social-psychological based measures such as depression, anxiety, and locus of control. The survey instrument is derived from an early version of an interview instrument designed by Urban Institute researchers for use in their 11-state study of reentry processes and outcomes. Although comparability across states was an issue because we perceive real value in being able to make these types of comparisons, we made extensive modifications to the instrument to address the underlying issues in our study. We significantly shortened the original instrument and added key measures from other sources which we discuss here.

Survey Instrument Scales: Design and Reliability

This section describes several of the scales used in the post-release survey instruments. For most of the additions to the instrument, we relied almost exclusively on previously developed scales and measures (we note that many of the questions and measures in the Urban Institute instrument were already components in scales that we added—we discuss those as they relate to the specific scales included). The discussion in this section, especially in regard to scale measures, reliability, and validity is based on prior work—not on our results. Scale assessments for the current study are shown in the report text. It is important to note that in many cases, we often reduced existing scales by several items. The primary reason for this is that in trial administrations, our original survey instrument took almost two hours to administer. This was much too long, and dropping items from multiple scales helped significantly reduce the administration time. It was also our experience that we quickly tested the patience of our respondents when too many similarly-oriented questions were included—thus we made the decision to reduce the number of items where it seemed reasonable to do so under the assumption that it would be better to reduce scale reliability and validity somewhat, but still obtain a completed interview. Too often, respondents cut an interview short when their patience grew thin with what they see as redundant questions. In all cases, we show the entire scale and designate which items were drawn from the existing scale for use in our study. In most cases, we did not have inter-item coefficients to make distinctions regarding which items were most important to the scales. Thus, in making decisions about which items to delete from each scale, we relied on comparisons to other scales with similar items to see which were most frequently used, and in some cases, relied specifically on the judgments of the principal investigator and research staff.

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[159] See especially, Nelson, Deess and Allen, *First Month Out*, 1999; Travis, Jeremy, Amy L. Solomon and Michelle Waul. *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*. Washington, DC: Urban Institute, 2001.

RAND: The Medical Outcomes Study (MOS) Social Support Survey

This social support survey was developed for patients in the Medical Outcomes Study conducted by RAND, a two-year study of patients with chronic conditions.[160] The items in the MOS survey are short, simple, and easy to understand. Multi-trait scaling analyses from prior research supported the dimensionality of four functional support scales (emotional/informational, tangible, affectionate, and positive social interaction) and the construction of an overall functional social support index. These support measures are distinct from structural measures of social support and from related health measures. They are reliable (all alphas > 0.91), and are fairly stable over time. Selected construct validity hypotheses were supported. Table D-1 illustrates the questions that we used to assess support.

Table D-1: RAND MOS Social Support Survey: Emotional / Informational Support Scale.

Emotional/Informational Support
* You have someone you can count on to listen to you when you need to talk
   You have someone to give you information to help you understand a situation
   You have someone to give you good advice about a crisis
* You have someone to confide in or talk to about yourself or your problems
* You have someone whose advice you really want
* You have someone to share your most private worries and fears with
* You have someone to turn to for suggestions about how to deal with a personal problem
* You have someone who understands your problems

Tangible support
* You have someone who would provide help or advice on finding a place to live.
* You have someone who would provide support for dealing with a substance abuse problem.
* You have someone who would provide you with some financial support.

For the purposes of our instrument, we have sampled questions solely from the Emotional / Informational Support Scale (alpha = 0.96). Furthermore, we specify the support system in question as family (i.e., our question states "You have someone *in your family* you can count on to listen to you when you need to talk"). We do this primarily because of the Greenlight project's emphasis on the family reintegration segment of the program. In addition to the six items adapted from the emotional-informational support scales, we also included three items from a post-release interview instrument developed by the Urban Institute that gauges "tangible" support specifically for a criminal justice population. A higher score for an individual scale indicates more support. Items sampled by our Time 1 Interview are marked with asterisks. The RAND support scale uses a five-point scale (Values are 1

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[160] For more information, see http://www.rand.org/health/surveys/mos.descrip.html.

through 5; None of the time, A little of the time, Some of the time, Most of the time, All of the time) designed to assess how often a certain kind of support is available to the respondent.

TCU – CEST Survey (Client Evaluation of Self and Treatment)

This instrument was developed by the Institute of Behavioral Research at Texas Christian University and was designed for use with participants in drug treatment programs.[161] The survey provides client self-ratings on motivation, psychological and social functioning—all representing indicators that have been shown to predict outcomes during and following treatment—as well as including questions about the treatment process and social support. The Greenlight Project Time 1 Interview, in its use of some measures from the CEST survey, takes the emphasis off treatment. We sampled questions from the following scales and subscales shown in Tables D-2 and D-3. The complete TCU scales from which we drew relevant questions are also shown below. Again, those items used in the Time 1 Interview are noted with asterisks.

The reliability coefficients shown in Table D-2 for each of the TCU scales are based on prior work.[162] There are substantive differences across subpopulations in the inter-item coefficients such that again, we relied on a combination of the strength of the coefficients and the judgments of the research team to make decisions about which items to retain and which to discard.

Table D-2. TCU Treatment Research Scales

Scale	Subscale	Alpha Reliability
Social Functioning:	Social Conformity	.63 - .65
	Risk-Taking	.70 - .76
	Hostility	.78 - .83
Motivation:	Desire for Help	.72 - .82
Psychological Functioning:	Depression	.77 - .78
	Anxiety	.77 - .82
	Decision Making	.74 - .81
	Self-Efficacy	.66

[161] Knight, K., Holcom, M., & Simpson, D. D. *TCU Psychosocial Functioning and Motivation Scales: Manual on Psychometric Properties*. Fort Worth: Texas Christian University, Institute of Behavioral Research, February, 1994. Downloaded from http://www.ibr.tcu.edu/pubs/datacoll/cjforms.html#CorrRTForms on Thursday, May 08, 2003.
[162] Knight, Holcom and Simpson, *TCU Psychosocial*, 1994:26-37.

Table D-3. Social Functioning Scales

Social Conformity Scale
* You feel people are important to you.
* You feel honesty is required in every situation.
  You have trouble following rules and laws. (R)
  You depend on "things" more than people. (R)
* You keep the same friends for a long time.
* You work hard to keep a job.
* Your religious beliefs are very important in your life.
  Taking care of your family is very important.

Hostility
* You feel mistreated by other people.
  You like others to feel afraid of you.
  You have urges to fight or hurt others.
* You have a hot temper.
* Your temper gets you into fights or other trouble.
* You get mad at other people easily.
* You have carried weapons, like knives or guns.
  You feel a lot of anger inside you.

Risk-Taking
* You like to take chances.
  You like the "fast" life.
  You like friends who are wild.
* You like to do things that are strange or exciting.
* You avoid anything dangerous. (R)
* You only do things that feel safe. (R)
* You are very careful and cautious. (R)

Two of the items taken from the TCU scales have been adapted to the specific needs of the Greenlight Time 1 interview. The third question in the "Desire for Help" scale (Table D-4) now reads "You have given up friends and hangouts that get you in trouble." The fifth question in the same scale reads "You are tired of the problems caused by the crimes you committed." These are relatively simple changes that we assume will not greatly alter the reliability of the scale.

Table D-4. Motivation—TCU Desire for Help Scale

    You need help in dealing with your drug use.

    It is urgent that you find help immediately for your drug use.

* You will give up your friends and hangouts to solve your drug problems.
* Your life has gone out of control.
* You are tired of the problems caused by drugs.
* You want to get you life straightened out.

Table D-5. TCU Psychological Functioning Scales

Depression Scale

    You feel interested in life. (R)

* You feel sad or depressed.

    You feel extra tired or run down.

    You worry or brood a lot.

    You have thoughts of committing suicide.

* You feel lonely.

Anxiety Scale

* You have trouble sleeping.

* You have trouble concentrating or remembering things.

    You feel afraid of certain things, like elevators, crowds, or going out alone.

* You feel anxious of nervous.

* You have trouble sitting still for long.

    You feel tense or keyed-up.

    You feel tightness or tension in your muscles.

Decision Making Scale

* You consider how your actions will affect others.

    You plan ahead.

    You think about probable results of your actions.

*   You think about what causes your current problems.

    You think of several different ways to solve a problem.

*   You have trouble making decisions. (R)

*   You make good decisions.

*   You make decisions without thinking about consequences. (R)

    You analyze problems by looking at all the choices.

Self-Efficacy Scale

*   You have little control over the things that happen to you. (R)

*   What happens to you in the future mostly depends on you.

*   There is little you can do to change many of the important things in your life. (R)

*   There is really no way you can solve some of the problems you have. (R)

    You can do just about anything you really set your mind to do.

*   Sometimes you feel that you are being pushed around in life. (R)

*   You often feel helpless in dealing with the problems of life. (R)

Furthermore, two questions were added to those selected from the TCU scales. "It is important to pay off your debts" relates to issues of social conformity. This item has not been used in pre-existing scales and a discussion of its predictive value is included in the body of the report. The second statement, "Everything you do is an effort," though not included in the TCU depression scale, has been used in pre-exisitng studies of depression, such as the CES-D (Center for Epidemiological Studies Depression) survey.

TCU's CEST scales are scored on a five-point Likert scale (From strongly agree to strongly disagree). Scores for each subscale are obtained by summing responses to the corresponding set of items (after reversing scores on reflected items – items marked with an "R" above – by subtracting the item response from "6"), dividing the sum by the number of items in the subscale and multiplying by 10.

DAST-10 (DRUG ABUSE SCREENING TEST)

The DAST-10 gathers information regarding drug use/abuse, or problems related to drug use, not including alcohol. It does not provide information on the types of drugs used, or on the frequency or duration of drug use. The interview form includes separate questions to obtain this information. In DAST, there is a question regarding multiple drug use, and some of the problems that can result from drug use/abuse are surveyed: marital-family relationship problems and physical problems (medical symptoms and conditions).

The DAST-10 asks a series of ten "yes or no" questions. It is a unidimensional scale and yields one score ranging from 0 to10, which is computed by summing all items that are endorsed in the direction of increased drug problems. Though in the original, all items are keyed for a "yes" response, the Greenlight interview rephrases an item so that it is keyed for a "No" response: "Have you been able to stop using drugs when you want to?" Higher scores relate to a higher degree of problems related to drug abuse, with 6 or above indicating a substantial level of problems.

With the 20-item DAST, an internal consistency coefficient of .92 was obtained for a sample of 256 drug or alcohol-abuse clients. Adequate validity has been demonstrated by the fact that the DAST attained 85 percent overall accuracy in classifying clients according to DSM-III diagnosis, and was also demonstrated by significant correlations of the DAST scores with frequency of various types of drugs used during the preceding 12 months. Finally, although the DAST-10 usually refers to drug use within the past 12 months, because our study sample was interviewed immediately after their release from prison, we use the instrument with respect to the respondent's entire history of drug use.

TRANSITIONAL SERVICES PROGRAMMING IN NEW YORK STATE:

EVALUATING PROJECT GREENLIGHT

1st Post-Release Interview

(Newest Version as of 1/17/03)

PARTICIPANT TRACKING FORM
Project Greenlight

Respondent's Full Name_____

Date of Birth (mm/dd/yyyy)_____

Street Address_____

City_____State_____Zip_____

Interview Date (mm/dd/yyyy)_____

Vera ID   ☐   ☐   ☐

We may be interested in speaking with you again in the future to see how you are doing. Any conversation we have in the future would be entirely up to you, and we would reimburse you just like we pay you for this interview. You could also refuse to talk with us if you decide you don't want to be interviewed at that time. The contact people will only be asked how to contact you; we will not reveal any information about why we want to speak with you or your participation in this research.

1. Are you willing to provide contact information?   (0) NO   (1) YES

Please provide us with the name, address and telephone number of one person who will know how to locate you in the future.

Name_____

Street_____

_____

City_____State_____Zip_____

Telephone_____

> Interviewer:
> The consent form and tracking form must be completed before beginning survey.
>
> ☐   Check this box if consent form has been completed.
>
> ☐   Check this box if tracking form has been completed.
>   Record the start time: _____   am ☐ / pm ☐

VERA ID ☐ ☐ ☐

Before we begin, I want to thank you again for agreeing to speak with me today. The primary reason for this interview is to hear about how your life has been since you were released from prison last month. I'll be asking you questions about different experiences you've had since your release, your opinions about various things, and how easy or hard it has been for you to find a place to live, to get a job, and so forth. Throughout the interview, I'll be taking notes about what you tell me on this form. If any question I ask you is too personal or makes you feel uncomfortable, please let me know and I will skip it and go on to the next one. I also want to remind you that you can refuse to answer a question at any time and you can stop participating at any time. Finally, I want to emphasize to you that everything you tell me today will be kept in the strictest confidence. I will be asking you about past crimes and drug use and your responses to these questions will be kept completely confidential. The only exception to this is if you tell me that you intend to hurt yourself or to commit a specific crime in the future, in which case I may have to report it. Also, if you tell me about a child being abused, I am obligated by law to report that abuse to the State. Otherwise, everything you tell me will be kept completely confidential. Do you have any questions before we get started?

Okay, I'd like to start by asking you a few questions about the day you were released from prison.
If R is in prison, questions refer to last release from Queensboro Correctional or Upstate facility.

---

1. What day were you released?

_____ / _____ / _____ (mm/dd/yyyy)   ڤ 98 – Don't Know

---

2. Was anyone at the prison to meet you when you were released?

☐ 0 - No

☐ 1 - Yes

---

3. Where did you go immediately after release?

Check only ONE box

☐ 1 - To parole office

☐ 2 - To your own home (you own or rent)

☐ 3 - To a family member's home

☐ 4 - To girlfriend/ partner's home

Read All Responses

☐ 5 - To a friend's home

☐ 6 - To new or potential employer

☐ 7 – To the Department of Motor Vehicles\Medicaid Office

☐ 8 - Other ➔ [specify: _____]

---

4. Where did you sleep your first night out of prison?

Check only ONE box

☐ 1 - In your own house or apartment (you rent or own)

☐ 2 - At a family member's house or apartment

☐ 3 - At a friend's house or apartment

Read All Responses

☐ 4- A girlfriend/ partner's home

☐ 5 - At a shelter

☐ 6 - At a hotel / motel / rooming house

□ 7 - On the street

□ 8 - Other ➔ *[specify: _____]*

□ 98 - Don't know

---

5. How long did you spend there?

_____ Days

□ 1 - Still living there

□ 98 - Don't know

What kinds of identification did you have on the day you were released from prison?	**No**	**Yes**
6. Did Respondent have any identification?	□	□
7. Driver's License	□	□
8. State ID card (non-driver's license)	□	□
9. Department of Corrections ID card	□	□
10. Birth Certificate	□	□
11. Social Security Card	□	□
12. Medicaid Card (or letter)	□	□
13. Other➔[*Specify:_____]*	□	□

What kinds of identification do you have now?	**No**	**Yes**
14. Does Respondent have any identification?	□	□
15. Driver's License	□	□
16. State ID card (non-driver's license)	□	□
17. Department of Corrections ID card	□	□
18. Birth Certificate	□	□
19. Social Security Card	□	□
20. Medicaid Card (or letter)	□	□
21. Other➔[*Specify:_____]*	□	□

---

22. How long after your release did you get your Medicaid card?

1 – I got it before I was released

2 – It was at home on the day I was released

3 – Within 2 weeks

4 – 3 to 4 weeks

5 – More than a month

6 – I never recieved it

---

23. How much money did you have with you when you were released?

[Include only the money you had with you—include cash, checks, money orders, etc.]

$_____ *[IF ZERO, SKIP TO **Q 28**]*   98 = Don't know

Where did you get the money you had when you were released?	**No**	**Yes**
24. Family member(s) sent it	☐	☐
25. Friend(s) sent it	☐	☐
26. From your prison work or program participation	☐	☐
27. Other ➔ *[specify: _____]*	☐	☐

Now I'd like to ask you some questions about different programs that prisons sometimes offer, like GED classes and job training programs. For each one, I'm going to ask you if you participated in a particular program and for how long. ***Do not include any programs you participated in during your last three months in prison (for example, a DOCS pre-release program or Project Greenlight).***

Did you participate in this program?		Column B *[If yes]* How long did you participate in this program… (in months)? *[0=Did not participate]*
28. GED / adult basic education	98 – Don't know ☐	____ ____ ____
29. English as a second language (ESL)	98 – Don't know ☐	____ ____ ____
30. Life skills (finances, budgeting, time mgmt, banking, etc.)	98 – Don't know ☐	____ ____ ____
31. Employment readiness (e.g., how to interview)	98 – Don't know ☐	____ ____ ____
32. Trade or job training (e.g. Building maintenance, floor-covering, etc)	98 – Don't know ☐	____ ____ ____
33. Substance abuse treatment	98 – Don't know ☐	____ ____ ____
34. Counseling, including mental health	98 – Don't know ☐	____ ____ ____
35. Anger management / violence prevention	98 – Don't know ☐	____ ____ ____
36. HIV/AIDS education	☐ 98 – Don't know	____ ____ ____
37. Other ➔ *[specify:_____]*		____ ____ ____

The next few questions are about programs in prison that were specifically designed to help prisoners prepare for release and that you may have participated in during your last three months of incarceration. ***The following questions refer only to your last 3 months in prison.***

If R is in prison, questions refer to last release from Queensboro Correctional or Upstate facility.

38. In the last three months before you were released from prison, did you participate in any activities or programs that were designed to help prepare you for release or help you after you were released?

[Interviewer: Project Greenlight or DOCS Pre-release: activities to prepare for release and help after being released from prison—drug treatment, help with obtaining identification, community referrals, etc]

No *[skip to Q62]* ☐   Yes ☐

39. Was participation in pre-release programs voluntary or required?

☐ 0 - Voluntary

☐ 1 - Required

☐ 98 - Don't know

[Interviewer: If Q38=No, ask only columns A and D for Q40-51]

I'd like to know a little bit more about the kinds of information you were provided in the pre-release activities or programs you may have participated in during the last 3 months before you were released (*for example, after you were transferred to Queensboro*). I'm going to read you a list of things that you might have done since you were released, like find a place to live or find a job, and I'd like you to tell me if you were provided with information to help you with those things. I'd also like to know how helpful you found that information and if a community program or provider has helped you with any of those things since release.

		Column A How many days in the past month have you spent in your community…?	Column B Did your pre-release preparation cover *[topic]*:	Column C How helpful was the pre-release program in helping you…? *[Skip if B=No, DK]*	Column D Has a community program or provider helped you with…?
40.	Cognitive behavior/ Life skills (e.g. problem solving, anger management, budgeting)		☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	
41.	Finding a place to live **97 – R had one lined up** ☐	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
42.	Finding a job **97 – R had one lined up** ☐	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
43.	Continuing your education	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
44.	Getting custody of your children **97 – R has no children (<18)** ☐	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
45.	Getting drug or alcohol treatment from a treatment provider	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
46.	Attending support groups like NA, AA, or Ex-Offender Support		☐ No	Very	☐ No

	Networks	_____ _____	☐ Yes ☐ Don't know	Moderately Slightly Not at all	☐ Yes ☐ Don't know
47.	Accessing health care, not including drug or alcohol treatment	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
48.	Getting counseling (including family, mental health)	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes Don't know
49.	Getting financial help or assistance (Social Service, Welfare, Food stamps)	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know
50.	Obtaining identification	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	
51.	Other(s) ➔ specify: _____	_____ _____	☐ No ☐ Yes ☐ Don't know	Very Moderately Slightly Not at all	☐ No ☐ Yes ☐ Don't know

52. Did the **pre-release program** refer you to any community-based programs after release?

     0 No [skip to Q62]   1 Yes
         ☐   ☐

IF R WAS REFERRED TO COMMUNITY PROGRAMS, ASK:

		Column A Did the pre-release program refer you to any of the following community programs?	Column B Specify the name of the program	Column C What type of referral were you given? [see codes]	Column D Did you meet with them?	Column E Why did you not meet with them? [see codes]
53.	Substance abuse treatment 0 – No 1 - Yes ☐ ☐			1 2 3 4 5 ☐ ☐ ☐ ☐ ☐	0-No 1-Yes ☐ ☐	1 2 3 4 5 6 7 8 98 ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐
54.	Job interview (e.g. UPS) 0 – No 1 - Yes ☐ ☐			1 2 3 4 5 ☐ ☐ ☐ ☐ ☐	0-No 1-Yes ☐ ☐	1 2 3 4 5 6 7 8 98 ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐
55.	Job training program 0 – No 1 - Yes ☐ ☐			1 2 3 4 5 ☐ ☐ ☐ ☐ ☐	0-No 1-Yes ☐ ☐	1 2 3 4 5 6 7 8 98 ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐
56.	Employment service 0 – No 1 - Yes			1 2 3 4 5	0-No 1-Yes ☐ ☐	1 2 3 4 5 6 7 8 98

			□	□			□	□	□	□	□			□	□	□	□	□	□	□	□

57. Housing (half-way house, shelter, etc.)

1 2 3 4 5   0-No 1-Yes   1 2 3 4 5 6 7 8 98

0 – No   1 - Yes
□   □

□ □ □ □ □   □ □   □ □ □ □ □ □ □ □ □

58. Educational service (continuing your education)

1 2 3 4 5   0-No 1-Yes   1 2 3 4 5 6 7 8 98

0 – No   1 - Yes
□   □

□ □ □ □ □   □ □   □ □ □ □ □ □ □ □ □

59. Anger management

1 2 3 4 5   0-No 1-Yes   1 2 3 4 5 6 7 8 98

0 – No   1 - Yes
□   □

□ □ □ □ □   □ □   □ □ □ □ □ □ □ □ □

60. Family support or counseling

1 2 3 4 5   0-No 1-Yes   1 2 3 4 5 6 7 8 98

0 – No   1 - Yes
□   □

□ □ □ □ □   □ □   □ □ □ □ □ □ □ □ □

61. Other

1 2 3 4 5   0-No 1-Yes   1 2 3 4 5 6 7 8 98

0 – No   1 - Yes
□   □

□ □ □ □ □   □ □   □ □ □ □ □ □ □ □ □

For Column C **Codes for type of referral** **CHOOSE ONE.**	**For Column E** **Codes for reasons for not meeting with them** **SELECT ALL THAT APPLY.**
1. You were only given the name of organization 2. You were given the organization name, address, and/or phone number 3. You were given a specific name of someone at the organization 4. Someone scheduled an appointment for you 5. Other ➔ [specify: _____	1. You lost the information that was given to you 2. You contacted another program that offered similar assistance 3. You didn't think you needed assistance from this organization 4. You were too busy 5. The organization was too far away 6. You tried to contact them 7. Other ➔ [specify: _____ __ 98. Don't know

Okay, we're going to switch gears a bit here and talk about your life now. The next few questions are about your current living situation — that is, the place where you spend most of your nights now.

If R is in prison, questions refer to last release from Queensboro Correctional or Upstate facility.

62. Where are you currently living?

Choose ONE where R spends most time

0 - Homeless / on the street

1 - Your own house or apartment *[that you rent or own by yourself or with others]*

2 - A family member's house or apartment

3 - A friend's house or apartment

4 - A public shelter (e.g. Bellevue)

5 - Transitional housing (e.g Ready, Willing and Able, The Castle, Salvation Army)

6 - Other ➔ *[specify: _____]*

63. How long have you lived there? *[How long have you been homeless]*

Less than a week

1 to 2 weeks

3 to 4 weeks

More than a month

98 - Don't know

64. Is this where you were living when you were first released from prison?

    7 - No

    8 - Yes *[Skip to Q64]*

    99 - Don't know

65. Since your release from prison, how many different places have you lived?

1	2	3	4	5	6
☐	☐	☐	☐	☐	☐

The next few questions are about the people that you live with now.

66. Who do you currently live with?

↓ READ ALL ALOUD Check all that apply

Nobody ➔ [SKIP TO Q67]   Brother / Sister

Spouse / Partner   Other family

Girlfriend / fiance'   Friend

Parent / Step-parent   Other

_____

___

	No	Yes	Don't know	Refused
67. Do any of the people you currently live with use illegal drugs?	☐	☐	☐	☐
68. Do any of the people you currently live with get drunk often?	☐	☐	☐	☐

Now I'd like to ask you some questions about your relationships with your friends and family.

	Married or Common law Marriage	Living Together	Divorced, Separated, Widowed	Never Married
69. What is your current marital status?	☐	☐	☐	☐

70. How many **close** family relationships do you have **now**? By **close**, I mean people who look out for you, who would do you a favor even when you don't ask them to, and who will listen to you and offer you advice when you need it?

0	1	2	3	4	5	5+
☐	☐	☐	☐	☐	☐	☐

71. Of your close friends and family members, who have you had contact with in the last 30 days?

↓ READ ALL ALOUD Check all that apply

0 - Nobody   5- R's Children

1 - Spouse   6 – Other extended family (e.g. grandmother, aunt, uncle)

2 - Girlfriend / fiance'

3 - Parents   7 – Friend(s)

4 – Brother / Sister*]*   8 - Someone R met in prison

               ☐ 9 - Other ➔ *[specify:*

_____

I'm going to read you some statements that may describe how you feel about your family now. After I read each one, please tell me if you strongly agree, agree, disagree, or strongly disagree with the statement.

	Strongly agree	Agree	Not Sure	Disagree	Strongly disagree

		Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
72.	You have someone in your family you can count on to listen to you when you need to talk.	☐	☐	☐	☐	☐
73.	You have someone in your family to talk to about yourself or your problems.	☐	☐	☐	☐	☐
74.	You have someone in your family whose advice you really want.	☐	☐	☐	☐	☐
75.	You have someone in your family to share your most private worries and fears with.	☐	☐	☐	☐	☐
76.	You have someone in your family to turn to for suggestions about how to deal with a personal problem.	☐	☐	☐	☐	☐
77.	You have someone in your family who understands your problems.	☐	☐	☐	☐	☐
78.	You have someone in your family who would provide help or advice on finding a place to live.	☐	☐	☐	☐	☐
79.	You have someone in your family who would provide support for dealing with a substance abuse problem.	☐	☐	☐	☐	☐
80.	You have someone in your family who would provide you with some financial support.	☐	☐	☐	☐	☐

For the next part of the interview, I'm going to ask you some questions about friends you have **now**.

81. How many **close** friends, who are not family members, do you have? Again, by **close**, I mean people who will look out for you, who would do you a favor even when you don't ask them to, and who will listen to you and offer you advice when you need it.

Indicate how many: [If "0" Skip to Q91]

0	1	2	3	4	5	5+
☐	☐	☐	☐	☐	☐	☐

For the next set of questions, tell me whether this applies to all, most, half, some, or none of your close friends.

		None	Some	About Half	Most	All	Don't Know
82.	How many have ever been in prison?	☐	☐	☐	☐	☐	☐
83.	How many are currently employed?	☐	☐	☐	☐	☐	☐
84.	How many do you think have ever committed a theft or an assault?	☐	☐	☐	☐	☐	☐
85.	How many can you hang out with and know that you won't get in trouble?	☐	☐	☐	☐	☐	☐
86.	How many do you think have ever used illegal drugs?	☐	☐	☐	☐	☐	☐
87.	How many are not involved in any criminal activity?	☐	☐	☐	☐	☐	☐

	None	Some	About Half	Most	All	Don't Know
88. Of the close friends you had before prison, how many do you hang out with now?	☐	☐	☐	☐	☐	☐

*P*lease respond to the following statements by stating whether you strongly agree, agree, are not sure, disagree, or strongly disagree. *[Use response card]*

	Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
89. Your friends have been supportive after your release from prison.	☐	☐	☐	☐	☐
90. Your friends sometimes convince you to do things you know you shouldn't be doing.	☐	☐	☐	☐	☐

The next few questions are about the neighborhood where you live now. Please respond to the following statements about how you feel about the neighborhood you live in now.

	Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
91. Your neighborhood is a safe place to live.	☐	☐	☐	☐	☐
92. It is hard to stay out of trouble in your neighborhood.	☐	☐	☐	☐	☐
93. Drug selling is a major problem in your neighborhood.	☐	☐	☐	☐	☐
94. You think your neighborhood is a good place for you to live.	☐	☐	☐	☐	☐
95. You think your neighborhood is a good place for you to find a job.	☐	☐	☐	☐	☐
96. Living in this neighborhood makes it hard for you to stay out of prison.	☐	☐	☐	☐	☐
97. You care about what your neighbors think of your actions.	☐	☐	☐	☐	☐
98. If there is a problem in your neighborhood, people who live there can get it solved.	☐	☐	☐	☐	☐
99. You expect to live in this neighborhood for a long time.	☐	☐	☐	☐	☐

The next few questions are about activities and organizations that you might participate in. For each activity or organization, please tell me how often you attend or participate and how important the organization or activity is to you.

Do you participate in or attend….?	Column A *[If yes]* **How many days per month do you attend ?** *[If yes]* How important or valuable is this organization to you? *[0 = Does not participate]*	Column B			
		Very	**Moderately**	**Slightly**	**Not At All**
100. Church, synagogue, mosque, or other religious institution	_____ _____	☐	☐	☐	☐
101. Recreational club (e.g. YMCA, gym)	_____ _____	☐	☐	☐	☐
102. Sports team or activities (e.g. basketball, coaching)	_____ _____	☐	☐	☐	☐

		Column A		Column B	
Do you participate in or attend....?		**[If yes] How many days per month do you attend ?** [0 = Does not participate]	**[If yes] How important or valuable is this organization to you?**		

103.	Ex-offender group _____ _____	☐	☐	☐	☐
104.	Self-help groups (for example, AA or NA) _____ _____	☐	☐	☐	☐
105.	Other community groups or activities [Specify:_____] _____ _____	☐	☐	☐	☐

We'd like to know more about what kinds of financial obligations people face when they leave prison. The next few questions are about your current financial obligations.

	Do you owe money each month for any of the following....?	**How much money do you owe each month for …?** [0 = None]	**Lump Sum Owed or accumulated debts**	**R Does Not Pay**
106.	Housing or Rent	$ ☐ 98 – Don't know		
107.	Basic living expenses (food, utilities)	$ ☐ 98 – Don't know		
108.	Supervision fee	$ ☐ 95 – Waived ☐ 98 – Don't know		
109.	Alimony or Child support	$ ☐ 98 – Don't know		
110.	Other debt ➔ [specify:] _____]	$ ☐ 98 – Don't know		

If R is in prison, questions refer to last release from Queensboro Correctional or Upstate facility.

The next questions are about looking for work since your release from prison.

		0- No	1- Yes
111.	Have you spent any time looking for a job since you were released from prison? (If "Yes", skip to Q113)	☐	☐

112. Why haven't you looked for work since you were released?

        1 - I had a job/contact lined up when I was released

        2 - Health problems / disabled

        3 - I do not want to work

        4 – I am in school

        5 – I am in vocational or other job training

        6 - Other ➔ [specify: _____]

98 - Don't know

---

113. About how many hours per week have you spent looking for work since you were released?

_____ *hours per week*

---

114. How many employers have you contacted since your release?

_____ *employers*

What have you done to find a job since you were released?	**No**	**Yes**
115. Talked to friends or relatives	☐	☐
116. Talked to your parole officer	☐	☐
117. Used newspaper ads	☐	☐
118. Used an employment agency	☐	☐
119. Answer help-wanted signs	☐	☐
120. Went to a former employer	☐	☐
121. Sent a resume or called an employer	☐	☐
122. Used a community service agency	☐	☐
123. Other ➔ [specify: _____]	☐	☐

---

124. What is your current employment status?

9 - Employed full-time (35+ hours/week)

10 - Employed part-time

11 - Vocational or other job training

12 - Student

13 - Retired/disability

14 - Unemployed and looking for work ➔ [Skip to Q137]

15 - Unemployed and not looking for work ➔ [Skip to Q137]

The next questions are about your recent work situation.

	0	1	2	3	4	5	5+
125. How many weeks have you worked since your release from prison?	☐	☐	☐	☐	☐	☐	☐
126. How many jobs are you working at, including self-employment?	☐	☐	☐	☐	☐	☐	☐

Please respond to the following questions about the work you are doing now or a job you've had since you were released.

☐ **97 – R has not been employed since release** [Skip to Q134]	**Strongly agree**	**Agree**	**Not Sure**	**Disagree**	**Strongly disagree**
127. You like the work you are doing.	☐	☐	☐	☐	☐

	Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
☐ 97 – R has not been employed since release *[Skip to Q134]*					
128. You are not happy with the amount you are paid for the work you do.	☐	☐	☐	☐	☐
129. You don't get along with the people you work with.	☐	☐	☐	☐	☐
130. You'd be happy if you were at this job one year from now.	☐	☐	☐	☐	☐
131. You think this job will give you better opportunities in the future.	☐	☐	☐	☐	☐
132. You get along with the people you work for.	☐	☐	☐	☐	☐
133. The people you work for don't treat you fairly.	☐	☐	☐	☐	☐

Now I'd like to ask you several questions about your work history.

	0	1	2	3	4	5	5+
134. Have you ever been fired from a job, including self-employment? *[If yes, how many times have you ever been fired from a job?]*	☐	☐	☐	☐	☐	☐	☐

135. What is the longest you have worked at one job?

➡ **READ ALL ALOUD**

1 - Less than 6 months
2 - 6 months to 1 year
3 - 1+ to 2 years
4 - 2+ to 5 years
5 - 5+ years

136. What was your usual employment pattern in the three years before you were sent to prison?

➡ **READ ALL ALOUD**

1 – Full-time (35+ hours/week or regularly employed)
2 – Part-time
3 – Student
4 – Military Service
5 – Retired/disability
6 – Unemployed
7 – In prison orjail (or other institution)

137. Have you ever been unemployed for a year or more?

0 – No
1 – Yes

Now I'm going to ask you a little about your financial situation since you were released.
Can you tell me if any of the following have been a source of income in the past month, and how much you received from each in the last month?

Have you received any money in the last month from....?	*[If yes]* How much did you receive in the last month *[0=None]*

Have you received any money in the last month from….?	[If yes] How much did you receive in the last month [0=None]
138. Legal employment	$
139. Spouse, family or friends	$
140. Food stamps	$
141. Social Security Benefits (any kind)	$
142. Medicaid / Medicare	$
143. Public assistance (including Public housing aid or vouchers)	$
144. Under the table employment	$
145. Illegal activities *95 –Refused* ☐	$
146. Other ➔ [specify:_____, e.g. Worker's compensation, Veteran's or Military benefits]	$

Have you had a significant period of time in which you have…? Please remember that all information is confidential, and that you may refuse to answer any question.

		Past 30 days		Lifetime		Refused
147.	Experienced serious depression, sadness, hopelessness, loss of interest.	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐
148.	Experienced serious anxiety / felt uptight, unreasonably worried, unable to feel relaxed.	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐
149.	Experienced trouble understanding, concentrating, or remembering.	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐
150.	Experienced trouble controlling violent behavior including episodes of rage or violence.	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐
151.	Experienced thoughts of suicide or attempted suicide.	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐
152.	Spent time in a hospital or other institution for mental or emotional problems?	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐
153.	Have you ever been prescribed medications for mental or emotional problems?	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐	95 ☐

154.
➔
READ ALL ALOUD Check all that apply

What kind of health coverage or insurance do you have?

No insurance or health coverage
Medicaid
VA
Private insurance or Blue Cross
Other ➔ *[specify: _____]*

Don't know

The next set of questions asks about your experiences with parole or mandatory supervision.

		Very likely	Likely	Not Sure	Unlikely	Very Unlikely
155.	How likely do you think it is that you will violate at least one of the conditions of your supervision? Do you think it is...	☐	☐	☐	☐	☐
156.	How likely do you think it is that you will get caught if you violate the conditions of your supervision? Do you think it is...	☐	☐	☐	☐	☐

Please respond to the following statements about your parole status. *[Use the response card]*

		Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
157.	Your parole officer has been helpful with your transition back to the community.	☐	☐	☐	☐	☐
158.	Being under supervision will help you stay out of prison.	☐	☐	☐	☐	☐
159.	Being under supervision will help you stay drug free.	☐	☐	☐	☐	☐
160.	Being under supervision will help you stay crime free.	☐	☐	☐	☐	☐
161.	Your parole officer seems trustworthy.	☐	☐	☐	☐	☐
162.	Your parole officer gives you correct information.	☐	☐	☐	☐	☐
163.	Your parole officer acts too busy to help you.	☐	☐	☐	☐	☐
164.	Your parole officer treats you with respect.	☐	☐	☐	☐	☐
165.	Your parole officer acts professionally.	☐	☐	☐	☐	☐
166.	Your parole officer doesn't listen to you.	☐	☐	☐	☐	☐

For each of the following conditions of supervision, please indicate whether it is one of your conditions and, if it is, whether you have violated it **regardless of being caught** since your release from prison. Again, please remember that anything you tell me about your past behavior is confidential and that you may refuse to answer any question.

General conditions of parole and mandatory supervision		Is this a Condition of supervision?		Have you violated this condition since release?	
		0-No	1-Yes	0-No	1-Yes
167.	Report as directed and follow parole officer instructions	☐	☐	☐	☐
168.	Notify parole officer of changes in residence or employment	☐	☐	☐	☐
169.	Notify parole officer if arrested	☐	☐	☐	☐

General conditions of parole and mandatory supervision	Is this a Condition of supervision?		Have you violated this condition since release?	
170. Will not associate with anyone who has a criminal record	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
171. Obey all laws	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
172. Not own or possess firearms or other weapons	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
173. Not possess or use drugs	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐

Special conditions	Condition of supervision?		Violated since release?	
174. Curfew	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
175. Attend treatment (drug, alcohol, or mental health)	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
176. Participate in a domestic violence or anger management program	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
177. Seek and maintain employment	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐
178. Are there other conditions of supervision that we have not talked about ➔ [specify: _____]	0-No ☐	1-Yes ☐	0-No ☐	1-Yes ☐

179. How often did you see your parole officer in person in your first month after release?

➔ **READ ALL ALOUD**

1 - once
2 - twice
3 - 3 times
4 - 4 times
5 - 5 times
16 - Not at all ➔ [SKIP TO Q198]

180. On average, how long do you meet with your parole officer?

1 - Less than 5 minutes
2 - 5 to 30 minutes
3 - 31 minutes to 1 hour
4 - More than 1 hour

	One Time	Two Times	Three Times	Four Times	Five Times	Not at all
181. How often have you spoken with your parole officer on the phone in the last month?	☐	☐	☐	☐	☐	☐
182. How often has your parole officer visited you at the place you live or work in the last month?	☐	☐	☐	☐	☐	☐

The next set of questions asks about how easy or hard it has been for you to do various things since you've been released, like re-establishing contact with old friends. For each one, please tell me if it has been very easy, pretty easy, pretty hard, or very hard. If the question does not apply to you, tell me it does not apply and why.

[Use response card]

		Very easy	Pretty easy	Not Sure	Pretty hard	Very hard
183.	How easy or hard has it been to avoid a parole violation? 97 - R is not on parole	☐	☐	☐	☐	☐
184.	How easy or hard has it been to stay out of prison?	☐	☐	☐	☐	☐
185.	How easy or hard has it been to not commit crimes? 97 - R has committed crimes	☐	☐	☐	☐	☐
186.	How easy or hard has it been to make enough money to support yourself?	☐	☐	☐	☐	☐
187.	How easy or hard has it been to find a place to live? 97 - R already had a place to live lined up.	☐	☐	☐	☐	☐
188.	How easy or hard has it been to find a job? 97- R already had a job lined up.	☐	☐	☐	☐	☐
189.	How easy or hard has it been to keep a job? 97 - R is unemployed.	☐	☐	☐	☐	☐
190.	How easy or hard has it been to renew relationships with your family? 96 - R has not tried to renew relationships	☐	☐	☐	☐	☐
191.	How easy or hard has it been to renew relationships with your children? 96 - R has not tried 97 – R has no children	☐	☐	☐	☐	☐
192.	How easy or hard has it been to not use drugs? 97 - R does not use drugs	☐	☐	☐	☐	☐

If R is in prison, questions refer to last release from Queensboro Correctional or Upstate facility.

Now I'd like to read to you some statements about your opinions or views on various things. After I read each one, please let me know whether you strongly agree, agree, are not sure, disagree, or strongly disagree with each statement. *[Interviewer use response card]*

		Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
193.	You have little control over the things that happen to you.	☐	☐	☐	☐	☐
194.	You have trouble making decisions	☐	☐	☐	☐	☐
195.	You feel people are important to you.	☐	☐	☐	☐	☐
196.	You feel anxious or nervous.	☐	☐	☐	☐	☐
197.	What happens to you in the future mostly depends on you.	☐	☐	☐	☐	☐

		Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
198.	There is little you can do to change many of the important things in your life.	☐	☐	☐	☐	☐
199.	You make decisions without thinking about the consequences.	☐	☐	☐	☐	☐
200.	You feel honesty is required in every situation.	☐	☐	☐	☐	☐
201.	You feel sad or depressed.	☐	☐	☐	☐	☐
202.	There is really no way you can solve some of the problems you have.	☐	☐	☐	☐	☐
203.	You make good decisions.	☐	☐	☐	☐	☐
204.	It is important to pay off your debts.	☐	☐	☐	☐	☐
205.	You feel lonely.	☐	☐	☐	☐	☐
206.	Sometimes you feel like you're being pushed around in life.	☐	☐	☐	☐	☐
207.	You often feel helpless dealing with the problems of life.	☐	☐	☐	☐	☐
208.	Your life has gone out of control.	☐	☐	☐	☐	☐
209.	You keep the same friends for a long time.	☐	☐	☐	☐	☐
210.	You have trouble concentrating or remembering.	☐	☐	☐	☐	☐
211.	You are tired of the problems caused by the crimes you committed.	☐	☐	☐	☐	☐
212.	You have trouble sleeping.	☐	☐	☐	☐	☐
213.	You have given up friends and hangouts that get you in trouble.	☐	☐	☐	☐	☐
214.	You think about what causes your current problems.	☐	☐	☐	☐	☐
215.	You want to get your life straightened out.	☐	☐	☐	☐	☐
216.	You consider how your actions will affect others.	☐	☐	☐	☐	☐
217.	Your religious beliefs are very important in your life.	☐	☐	☐	☐	☐
218.	You work hard to keep a job.	☐	☐	☐	☐	☐
219.	You have trouble sitting still for long.	☐	☐	☐	☐	☐
220.	You feel mistreated by other people.	☐	☐	☐	☐	☐
221.	You have a hot temper.	☐	☐	☐	☐	☐
222.	Your temper gets you into fights or other trouble.	☐	☐	☐	☐	☐

		Strongly agree	Agree	Not Sure	Disagree	Strongly disagree
223.	You get mad at other people easily.	☐	☐	☐	☐	☐
224.	You sometimes carry weapons, like knives or guns.	☐	☐	☐	☐	☐
225.	You like to take chances.	☐	☐	☐	☐	☐
226.	You do things that are strange or exciting	☐	☐	☐	☐	☐
227.	You avoid things that are dangerous.	☐	☐	☐	☐	☐
228.	You only do things that feel safe.	☐	☐	☐	☐	☐
229.	You are very careful and cautious.	☐	☐	☐	☐	☐

Please respond to the following factors that may have been important in keeping you out of prison since this last release?		Very important	Important	Not Sure	Unimportant	Very unimportant
230.	Having a place to live	☐	☐	☐	☐	☐
231.	Having a job	☐	☐	☐	☐	☐
232.	Having access to healthcare	☐	☐	☐	☐	☐
233.	Having enough money to support yourself	☐	☐	☐	☐	☐
234.	Not using drugs	☐	☐	☐	☐	☐
235.	Not drinking alcohol	☐	☐	☐	☐	☐
236.	Getting support from your family	☐	☐	☐	☐	☐
237.	Getting support from your friends	☐	☐	☐	☐	☐
238.	Avoiding certain people and situations	☐	☐	☐	☐	☐
239.	Other ➜ _____]	☐	☐	☐	☐	☐

240. Do you fear returning to prison?

0- No	1- Yes	98- Don't know
☐	☐	☐

For the next part of the interview, I'd like to ask you some questions about how often, if at all, you have used drugs and alcohol since you've been released and over the course of your life. Please answer as accurately and honestly as you can. Remember, all the information you tell me will be kept completely confidential, and once again, you may refuse to answer any question.

Respondent has never used any drugs or alcohol

		How many days in the past 30 have you used…? [95 = Refuse]	How many years have you used…? [95 = Refuse]
241.	Alcohol (**to the point of being drunk**)	____ ____	____ ____
242.	Marijuana (or hashish)	____ ____	____ ____
243.	Heroin	____ ____	____ ____
244.	Cocaine (powder, crack, rock)	____ ____	____ ____
245.	Hallucinogens(LSD, Acid)	____ ____	____ ____
246.	Other drugs [Specify_____]	____ ____	____ ____
247.	More than 1 substance in the same day (including alcohol)	____ ____	____ ____

The following questions ask about your **history** of drug and alcohol use (DAST-10).

		No	Yes
248.	Have you ever used drugs other than those required for medical reasons?	☐	☐
249.	Have you abused more than one drug at a time?	☐	☐
250.	Have you been able to stop using drugs when you want to?	☐	☐
251.	Have you had blackouts or flashbacks as a result of drugs?	☐	☐
252.	Have you ever felt bad or guilty about your drug use?	☐	☐
253.	Has your spouse (or parents) ever complained about your involvement with drugs?	☐	☐
254.	Have you ever neglected your family because of your use of drugs?	☐	☐
255.	Have you ever engaged in illegal activities in order to obtain drugs?	☐	☐
256.	Have you ever experienced withdrawal symptoms as a result of heavy drug intake?	☐	☐
257.	Have you ever had medical problems as a result of your drug use (e.g., memory loss, hepatitis, convulsions, bleeding)?	☐	☐

The final questions are about your juvenile criminal history, education, and background.

258. Were you ever arrested before you were 16 years old? *[If yes, how many times (0=No arrests)]*

0	1	2	3	4	5	5+
☐	☐	☐	☐	☐	☐	☐

259. Were you ever convicted before you were 16 years old? *[If yes, how many times (0=No convictions)]*

0	1	2	3	4	5	5+
☐	☐	☐	☐	☐	☐	☐

260. What is the highest grade you **completed** in school (do not include grades started but not completed; 0=None, 1=1ˢᵗ grade….12=12ᵗʰ grade, 13=1 year college, etc.)?

_____   *[Specify highest grade completed in years]*

261. Have you completed your GED?

0- No	1- Yes
☐	☐

262. Were you ever suspended or expelled from school ?

0- No	1- Yes
☐	☐

263. Do you have any children under age 18? *[if yes, how many children under age 18?]*

0	1	2	3	4	5	5+
☐	☐	☐	☐	☐	☐	☐

Thank you
for answering the questions on the survey. Your
participation is very helpful to us.

		Date:	Start time:	A.M	P.M
☐	0 F		End time:	☐	☐
☐	1 M		Time to complete: (minutes)	☐	☐

Location: Vera   Parole   Community   Jail   Other

☐   ☐   ☐   ☐   ☐

Completion codes:	Others present during interview?
☐ 0 - No	☐ 0 - No
☐ 1 - Yes	☐ 1 - Yes ➔ Write Who:

	Poor	Acceptable	Good	Excellent
Respondent's attention to you was	☐	☐	☐	☐
Respondent's general understanding of the questions was	☐	☐	☐	☐
Respondent's cooperation throughout most of the interview was	☐	☐	☐	☐

Did R appear to be…	No	Somewhat	Very
Suspicious	☐	☐	☐
Uncommunicative	☐	☐	☐
Depressed or withdrawn	☐	☐	☐
Anxious or nervous	☐	☐	☐
Hostile	☐	☐	☐
Tired or in pain	☐	☐	☐
Drunk	☐	☐	☐
On illegal drugs	☐	☐	☐

	Probably not honest	Somewhat honest	Mostly honest	Entirely honest
How honest was R throughout the interview?	☐	☐	☐	☐

Other interviewer comments (e.g., children or visitors interrupted/distracted R; setting was not conducive to privacy):

PAROLE OFFICER QUANTITATIVE/QUALITATIVE INSTRUMENT

TRANSITIONAL SERVICES PROGRAMMING IN NEW YORK STATE:
EVALUATING PROJECT GREENLIGHT
Parole Officer Interview
2003

Introduction:
The following is a series of questions that we'd like to ask you about parolees who are, or have been, under your supervision. There are only 6 questions we'd like to ask about each study participant. All questions should be answered in reference to the parolees first 1-2 months in the community under your supervision.

Vera ID:

1. How well did the parolee meet the reporting requirements of parole supervision?

Poorly			**Average**			**Very Well**
1	2	3	4	5	6	7
○	○	○	○	○	○	○

2. How well did the parolee meet the general requirements of parole supervision?

Poorly			**Average**			**Very Well**
1	2	3	4	5	6	7
○	○	○	○	○	○	○

3. What best describes the parolee's current living situation?
   ○ 1 - Shelter

   ○ 2 - Short-term residential or transitional housing

   ○ 3 - Permanent housing (own housing or living with someone)

   ○ 4 – Drug facility

   ○ 5 - Other housing (please specify:_____)

4. Did the parolee live in a shelter since his release from Queensboro?
   No- 0   Yes -1

   ○   ○

5. Was the parolee employed during the first three months?
   No- 0   Yes -1

○   ○

6. Which supervision conditions did they violate and how often during first 3 months?

Parole Supervision Condition	0	1	2	3	4	5 or more
1 –Contact PO at release	○	○	○	○	○	○
2 –Make office/written reports	○	○	○	○	○	○
3 –Won't leave assigned area	○	○	○	○	○	○
4 –Notify PO of changes	○	○	○	○	○	○
5 –Will reply to PO inquiries	○	○	○	○	○	○
6 –Will Notify PO of an arrest	○	○	○	○	○	○
7 –No criminal acquaintances	○	○	○	○	○	○
8 –Will obey the law	○	○	○	○	○	○
9 –No firearms or weapons	○	○	○	○	○	○
10 –Will waive extradition	○	○	○	○	○	○
11 –No drugs / paraphernalia	○	○	○	○	○	○
12 –Any Special Conditions	○	○	○	○	○	○
13 –Will comply w/ conditions	○	○	○	○	○	○

The following questions are asking for your perceptions and input on certain practices and procedures associated with the Project Greenlight and DOCS Transitional Services Program.

1. Project Greenlight program staff develop a detailed release plan for their program participants.
   a. Have you received that release plan in a timely manner?
   b. How have you used the release plan?
   c. Have you found the release plan useful? Why or why not?
   d. Were specific parts of the release plan more useful than others? Which ones and why?
   e. Were specific parts of the release plan more problematic than others? Which ones and why?

2. Have you had any interaction or other contact with Greenlight parole officers inside Queensboro—Ms. Benjamin or Ms. Jordan—or the Greenlight corrections counselors—Ms. Hairston or Mr. Davis—as part of this project?
   a. Is that similar to the contact that you would normally have?
   b. What was the general purpose of that interaction?
   c. How often does (did) it occur?
   d. Does (did) it help you in your responsibilities as a field parole officer? Why or why not?

3. Have you encountered any major obstacles or problems with the way the Greenlight program operates?
   a. What were they?
   b. How could they have been resolved?

4. Did the parolees under your supervision receive their Medicaid cards?
   a. Were there delays in receiving it?
   b. Were there difficulties posed by not receiving it? If "yes" what were they?

5. Are there other observations that you can make, or issues you can address that you think are important?

CONSENT FORMS

Consent to Participate in Research
Evaluation of Project Greenlight
A Transitional Services Demonstration Project

Purpose of the Study
The Vera Institute of Justice is conducting a study aimed at determining the effectiveness of a new transitional services program located at the Department of Correctional Services' (DOCS) Queensboro correctional facility. The research results will help the Vera Institute of Justice and DOCS determine whether or not the program works to reduce recidivism and help people reintegrate into society. If the program is successful, it may be expanded to other DOCS facilities.

Description of Research Procedures
Interviews
The study will involve Vera researchers talking to me after my release from DOCS custody. I will be contacted and interviewed one month after release and then six months after release. I may also be asked to participate in other interviews, for example if I am rearrested or re-incarcerated, a Vera researcher will contact me and ask to interview me again. During the interviews, Vera researchers will ask questions about my background – including age, education, employment, family information, and drug use. I will also be asked about my experiences in the transitional services program and about my experiences adjusting to life outside of prison after my release. Some of the questions will be very personal, such as questions about my mental health or drug use history. I do not have to answer any questions I do not want to answer. Each interview will last approximately one and a half hours and researchers may audio-tape the interviews.

Secondary Data
Vera researchers will also obtain information about me from DOCS, the Division of Parole, the New York State Division of Criminal Justice Services, and/or the New York City Criminal Justice Agency. This will include, but not be limited to information about my arrest and criminal records, and information about the services I received while in DOCS custody. If I am in the Vera Queensboro transitional services program, researchers will also obtain information about my progress in the program from the program staff.

Study is Voluntary
I understand that I am under no obligation to participate in this study and that participation in this study is not a requirement of my involvement in any program. If I choose not to participate, I understand that I will not be penalized in any way and I will not forfeit benefits to which I am otherwise entitled. I understand that I may choose to stop participating in the study at anytime and that during the interviews and focus groups I may choose not to answer questions that make me feel uncomfortable.

Confidentiality
 I understand that all the information I provide will remain private. My information will only be made available to researchers and will only be used for research purposes. When the results of the study are reported, my name and other identifying information will <u>not</u> be used. Once the research is concluded, all data will be destroyed.

Vera researchers will not ask me about plans for future crimes, however, if I share information about a future crime Vera researchers may have to disclose this information to law enforcement authorities. In addition, if I reveal that I intend to hurt myself Vera researchers may also reveal this information.

Risks and Benefits
I understand that I may feel uncomfortable answering some of the interview questions. If this happens, I may stop the interview or refuse to answer the questions

I understand that there is a risk that information collected by researchers could be wrongfully disclosed, but that Vera researchers will take precautions to prevent this from happening. I also understand that if anyone other than Vera research staff requests to see information about me, Vera researchers will refuse this request.

I understand that I will be compensated for my participation in this interview. For each interview I will receive a fifteen-dollar metrocard.

Contact Information
I understand that if I have questions about the study or about my participation in the study, I may contact the study's lead researcher, James Wilson at (212) 376-3085.

Consent is in effect from _____ (start date) to _____ (end date).

Signature _____   Date _____

Witness _____   Date_____