



THE UNIVERSITY OF  
NEW MEXICO.

## **Community Custody Program Review**

### **Prepared by:**

Breanna Boyett, B.A.

Camella Rosenberg, B.S.

Paul Guerin, Ph.D.

### **Prepared for:**

Bernalillo County Department of

Behavioral Health Services

## Introduction

The Bernalillo County Department of Behavioral Health Services' (DBHS) mission is to improve behavioral health outcomes in Bernalillo County through innovative, cohesive and measurable programs, treatment services and supports aimed at preventing the incidence of crisis and substance use disorder in the community as well as in the local criminal justice system. The Department of Behavioral Health Services' three divisions are Behavioral Health (BH), Substance Abuse (SA), and Driving While Intoxicated (DWI).

The Department of Behavioral Health Services administers various grant-funded supports to the community through the New Mexico Department of Finance & Administration's (DFA) Local Government Division (LGD) Liquor Excise Tax Collections (LETC).

The Department of Finance Administration's (DFA) Local Government Division (LGD) administers the statewide Local Driving While Intoxicated (LDWI) Fund that serves all 33 New Mexico counties funded by Liquor Excise Tax Collections (LETC). The funding is allocated via three funding streams:

1. Distribution funds, which are distributed to counties quarterly
2. Competitive grants, which are awarded through an annual application process
3. Alcohol detoxification grants

Six counties, Bernalillo, Rio Arriba, Sandoval, Santa Fe, San Juan, and Socorro are eligible for the social detoxification and alcohol treatment grant funds pursuant to Section 11-6A-3(D) NMSA 1978. Approximately 75% of the funds expended are distribution funds.

County DWI programs can fund activities and services within 7 components:

1. Prevention,
2. Law Enforcement,
3. Screening,
4. Treatment,
5. Compliance Monitoring/Tracking,
6. Coordination, Planning and Evaluation, and
7. Alternative Sentencing

DBHS administers these funds and provides coordination and planning to ensure the programs funded by the grant are implemented within funding guidelines and fidelity. The coordination and planning includes an evaluation component.

In FY 2023 the Center for Applied Research and Analysis within the Institute for Social Research (ISR) at the University of New Mexico (UNM), under the Coordination, Planning and Evaluation stream was contracted to provide research and evaluation services for a variety of DBHS programs including the Metropolitan Detention Center's (MDC) Community Custody Program (CCP). As an alternative to incarceration program, the Community Custody Program aims to reduce recidivism rates among non-violent offenders while decreasing alcohol and substance use for a higher possibility of successful community reintegration. The program provides community-based supervision and treatment reporting for offenders who meet eligibility criteria.

CCP has not been evaluated since 2006. This review is designed as a process evaluation and a preliminary outcome evaluation. Process evaluations are designed to measure program implementation and the internal dynamics of how a program operates, and if the program operates according to its policy and design along with determining if the design is based on best practices. Outcome evaluations are designed to measure whether and how programs have achieved their short and long-term goals. This process evaluation comprises a review of surveys completed by CCP staff and inmate record data.

## Literature Review

Alternative to incarceration programs focus on the rehabilitation of inmates and aim to achieve reductions in recidivism rates by providing services that assist in reducing drug and alcohol abuse, as well as providing inmates with the necessary tools to reintegrate into the community (Kleiman, 1999). Reintegration is an important factor that prepares inmates to deal with the struggles they may face when reentering the community such as finding employment and staying clean. CCPs are alternative sentencing programs that not only aim to reduce recidivism rates but also help to prevent overcrowding in jail facilities. Eligibility criteria for CCPs typically include inmates who are low-level, first-time offenders with non-violent offenses (Davies & Dedel, 2006).

In order to effectively establish successful CCPs, programs must integrate best practices into the administration of their services. Best practices are known as “the objective, balanced, and responsible use of current research and the best available data to guide policy and practice decisions” (Guevara & Solomon, 2009). Best practices include the interaction between multiple processes and services including risk assessment and violence screening, support and recovery groups, drug testing, and electronic monitoring (Guevara & Solomon, 2009).

Risk assessment and violence risk screening are vital tools to evaluate the likelihood of an inmate reoffending as well as their potential for endangering the safety of those in the community (Davies & Dedel, 2006). These assessments should be able to efficiently screen and predict violent behaviors but not be so complex that a clinical professional is needed to complete the assessments (Davies & Dedel, 2006). Support and recovery groups such as Alcoholics Anonymous and Narcotics Anonymous in combination with regular drug testing are target services to aid in the reduction of drug and alcohol abuse (Guevara & Solomon, 2009). Electronic monitoring is used to ensure the whereabouts of inmates and to determine if clients are within their designated areas. This keeps clients accountable, and it makes it easier for community custody officers to keep track of inmates (Howe & Joplin, 2005).

## Program design

As an alternative to incarceration program, the Community Custody Program aims to reduce recidivism rates among non-violent offenders while decreasing alcohol and substance use for a higher possibility of successful community reintegration. The program provides community-based supervision and treatment reporting for offenders who meet eligibility criteria.

Once an inmate has been authorized to enter the program, inmates are screened by an MDC Social Services Coordinator (SSC). The screening includes a risk assessment, violence screening, escape potential, and compliance of the program. Exclusion criteria include:

- No first-degree felony charges
- No sex offences
- No previous escape charges or escape attempts

In addition, the following factors could, but may not necessarily, disqualify inmates from being approved for CCP:

- Bonds- if the inmate has a bond of over \$15,000 Cash Only or \$100,000 Cash/Surety for their current charge
- Gang affiliation- the program evaluates gang status to determine if inmate and/or community safety are at risk
- Institutional record- if the inmate has presented non-compliant or aggressive behaviors and has been identified as a “high risk” or “Special Handling”

If the inmate is not restricted by any of the initial exclusionary criteria, a more in-depth screening from the CCP assigned Social Service Coordinator (SSC) is completed. This includes ensuring the owner/landlord/primary tenant of the intended residence has agreed to the inmate’s residency. The owner/landlord/primary tenant is required to sign a contract agreeing to follow program guidelines. A house inspection is completed by the SSC to ensure there is safe access to the residence and an appropriate occupant to room ratio. They also conduct an interview that goes covers the rules of the inmate’s stay through the duration of their participation in the program. According to CCP policy, the inmate’s place of residence cannot have any alcohol, firearms, illegal drugs, felons, or victims of domestic violence and it must be within a 45-mile radius of downtown Albuquerque unless otherwise approved by a judge. The owner/landlord/primary tenant and the inmate are required to comply with these conditions for the duration of the program.

After the screening process is completed and the residential conditions are confirmed the inmate is transferred from the jail facility to the Program Center to complete the intake process. The inmate is made aware of program rules, consequences of violations, contract specifics, and program expectations. Information that is collected includes:

- Addiction history and substance abuse
- Medical and mental health issues
- Treatment
- Employment
- Schooling

According to CCP policy services include:

- Job development/placement services
- Employment plan (job or training)

- Education/vocational training
- Alcohol and substance abuse educational groups
- Domestic violence counseling for inmates facing current domestic violence charges
- Anger management education for relevant crimes

In addition to these services, inmates are required to participate in regular drug testing and wear a LOC8 XT Ankle Monitor that monitors their location in real time and includes geo-fencing. Inmates can be discharged from the program for violating program policies. Violations during an inmate's participation result in a report documenting the incident and depending on the severity of the violation the inmate can either be removed from the program or given another chance.

## Methodology

This study is a process evaluation and preliminary outcome study of the Community Custody Program. The process evaluation is designed to determine whether or not the program is adhering to established models and known best practices for these types of programs. The preliminary outcome study focuses on a preliminary review of recidivism defined as a new booking into MDC and any new court case filings used as a proxy for arrests. How well CCP implements the program following established models and best practices may impact recidivism rates, reduction of alcohol and substance abuse, and whether or not participants successfully integrate back into the community.

The evaluation of the Community Custody Program includes a staff survey, a review of electronic client data, a review of program services and resources available for offenders, and a preliminary review of recidivism comparing program inmates pre- and post-program using jail and court data.

## Staff Surveys

We conducted an online survey of CCP staff members in June 2022. The purpose of the survey was to assess (1) staff understanding and agreement with program policies, (2) perceptions of inmates, (3) perceptions of the criminal justice system, (4) perceptions of staff roles in CCP, (5) attitudes toward rehabilitation, and (6) perceptions of the overall effectiveness of CPP. The online survey was distributed to CCP staff using their MDC email address. Email reminders were sent every four days for two weeks between June 1, 2022 and June 17, 2022. Ten of 13 CCP staff participated in the survey (response rate: 76.9%), and six of 10 completed the survey (60.0%).

The survey was comprised of eight demographic questions, forty questions assessing attitudes towards inmates, six questions assessing perceptions of the role of the jail and criminal justice system, five questions assessing perceptions of job danger, eleven questions assessing job stress and satisfaction, four questions assessing personal efficacy, ten questions assessing rehabilitative attitudes of staff, twenty-two questions assessing understanding and agreement with policy and procedure, sixteen questions assessing staff perceptions of inmate characteristics, five questions assessing staff perceptions of the goals of corrections, one question assessing the main purpose/goal of CCP, one question assessing the impact of CPP, and one question assessing staff members overall perception of the CCP. The survey contained a total of 130 questions and, on average, took approximately 35 minutes to complete.

## **Client Data**

Client data was analyzed to identify demographic trends, client compliance with the program, and recidivism rates. Participants for the study were identified through intake records maintained by the program, which comprised a total of 903 admissions to the program, representing 869 unique inmates/clients from January 1, 2019 to August 15, 2022. For inmate records to be eligible for review, inmates must have had a single intake into CCP and have a minimum one-year post-exposure after the completion of the program and released from the jail to measure recidivism. Program information was matched with MDC booking data and criminal court case data used as a proxy to measure new arrests from the New Mexico Administrative Office of the Courts (AOC) electronic system using pre- and post-periods constructed in equal duration for each client. Using these data, descriptive statistical analyses and paired sample t-tests were conducted to report pre- and post-CCP bookings and court cases as a proxy for arrest data.

## **Results**

### **Staff Surveys**

As noted earlier, the staff survey was designed to assess staff understanding of program policies, perceptions of inmates, perceptions of the criminal justice system, staff perceptions of their role in CCP, attitudes toward rehabilitation, and the perception of the overall effectiveness of the program.

### **Staff Demographics**

As presented in Table 1.1, two respondents were supervision or management staff and eight were non-supervision staff. Ten staff began the survey, and six completed the survey in its entirety, with the remaining four respondents completing various portions of the survey. The majority of CCP employees were male (70%) and Latino a/or Hispanic (60%). One staff member reported having a college degree, six employees had completed some college and three reported having a high school diploma.

As presented in Table 1.2, staff ranged in age from 34 to 46 years of age, with an average age of 40.2 years. CCP employees ranged in years of experience in both corrections and working for MDC from three years to nineteen years, half of the employees had 15.5 years of experience or more. Both supervision/management employees had 15 years of experience in both corrections and at MDC.

**Table 1.1***Demographics*

	Frequency	Percent
<b>Position</b>		
Supervision/Management	2	20.0
Non-Supervision Staff	8	80.0
<b>Gender</b>		
Male	7	70.0
Female	3	30.0
<b>Race/Ethnicity</b>		
White	3	30.0
Latino a/or Hispanic	6	60.0
African American (Black)	1	10.0
<b>Highest Education</b>		
High school diploma or GED	3	30.0
Some college	6	60.0
Completed college (B.A./B.S.)	1	10.0

**Table 1.2***Demographics*

	Mean	Median	Minimum	Maximum
Total Years of Experience in Corrections	14.7	15.5	3	19
Total Years at MDC	14.4	15.5	3	19
Age	40.2	40	34	46

**Perceptions of Inmates**

Four scales were employed to assess the CCP staff's perceptions of offenders and inmates. The Attitudes Toward Prisoners scale was adapted to provide a concise assessment of attitudes towards offenders. The Public Attitudes Towards Offenders with Mental Illness (PATOMI) scale was provided to assess CCP staff's perceptions of mentally ill offenders. There were multiple questions asked throughout the survey regarding the level of prisoner's capacity for rehabilitation and change.

The Perceptions of Inmates scale was used to assess staff perceptions of the characteristics of inmates. Staff were presented with 16 pairs of characteristics and asked to rate their perception of these traits in inmates on a seven-point scale, where one aligns with a negative trait and seven aligns with a positive trait. For example:

Unfriendly	1	2	3	4	5	6	7	Friendly
Immoral	1	2	3	4	5	6	7	Moral

CCP staff had inconsistent beliefs about offenders with mental illness ranging from slightly negative to slightly positive. On average, there were neutral attitudes toward prisoners in general, with some staff learning towards having negative attitudes.

**Table 2**

*Perceptions of Inmates*

	Mean	Median	Minimum	Maximum
PATOMI	2.8	2.9	2.2	3.4
ATP	2.7	2.9	1.7	3.3
Perceptions of Prisoners	3.5	3.4	2.7	4.1
Perceptions of Inmates	3.3	3.5	1.0	4.3

*\*Note.* One respondent had consistently lower scores on the Perceptions of Inmates scale than the other respondents, creating an outlier. This respondent was included in the calculations presented in Table 2. If excluded from the analysis of the Perceptions of Inmates scale, the mean score increases from 3.3 to 3.8.

**Role and Goals of Corrections**

When assessing staff’s perceptions of jail function, many responses expressed either neutral beliefs or agreement with the purpose of jail facilities. Results showed that staff felt jail facilities should be responsible for diverting some types of offenders but did not necessarily view it as a priority. The items with higher scores showing agreement with jail function involved inmate access to necessary resources such as drug addiction services.

CCP staff were asked to rate a single statement broadly asking about their perception of the criminal justice system and whether its primary role is to punish or rehabilitate. In general, staff held beliefs that rehabilitation outweighed punishment as the main role of the criminal justice system. Staff were also given the Goals of Corrections scale which similarly measured whether they believe corrections is aimed more toward punishment or rehabilitation as a means to prevent recidivism. Results showed that staff were more in agreement with the goal of corrections being to punish inmates.

Disparities between the purpose of the program and staff perceptions of the program’s purpose were observed in both rating scales and open-ended questions, with one respondent citing:

Repeat offenders should be locked up in the jail. Most criminals will continue the activity regardless of how much treatment resources we throw or force them in to.

The results shown in Table 3 illustrate that CCP staff are not in agreement regarding the main purpose and goal of the program. This is discussed further in the conclusion section.



**Table 3***Perceptions of the Criminal Justice System*

	Mean	Median	Minimum	Maximum
Perceptions of Jail Function <sup>1</sup>	3.4	3.2	2.8	5.0
Role of Criminal Justice System <sup>2</sup>	4.0	4.0	3.0	5.0
Goals of Corrections <sup>3</sup>	6.2	5.6	0.0	10.0

**Job Perceptions and Characteristics**

CCP staff were given five scales to measure aspects of their job perception and characteristics, which are presented in Table 5. The Perceptions of Danger scale was administered to assess staff perceptions of the dangers posed by their position. Scores near one indicate no perception of danger, while scores near five indicate very strong perceptions of danger within their occupation. Staff, on average, perceive moderate-to-high levels of danger within their role. All staff agreed that their role in corrections posed some level of danger regardless of position.

Two sub-scales measuring job stress and job satisfaction were administered and resulted in reports of low-to-moderate levels of job stress, with an average job stress scale score of 2.8. Staff also reported moderate levels of job satisfaction, with an average job satisfaction scale score of 3.5.

The Personal Efficacy (PE) scale was designed to measure staff's perceptions of their ability to interact with incarcerated individuals, particularly "influence, accomplishment, and ease which individuals experience in working with inmates" (Saylor and Wright, 1992). The CCP staff PE scale score showed moderate levels of perceived personal efficacy, with an average PE score of 3.6.

In assessing perceptions of job characteristics staff were asked if they perceived their primary role as helping to rehabilitate or to regulate behavior and enforce supervisory conditions. Staff showed variation in their individual perceptions of their role but on average, the results showed a neutral attitude indicating their role is flexible.

**Table 4***Job Perceptions and Characteristics*

	Mean	Median	Minimum	Maximum
Perceptions of Danger	4.1	4.2	3.0	5.0
Job Stress	2.8	3.0	1.0	4.0
Job Satisfaction	3.5	3.6	1.0	4.6
Job Efficacy	3.6	3.8	3.0	4.0
Job Characteristics	3.3	3.5	1.0	4.3

<sup>1</sup> This is measured on a 5-point likert scale where 1- strongly disagree and 5- strongly agree.

<sup>2</sup> This is measured on a 5-point scale where scores closer to 1 are in agreement with punishment and scores closer to 5 are in agreement with rehabilitation, however, none of the ratings on the scale are defined.

<sup>3</sup> This is measured on a 10-point likert scale where 0- not important and 10- extremely important.

The Attitudes Toward Policy scale, was designed by CARA staff to assess the staff’s agreement with the policy outlined by CCP. Respondents, on average, were in agreement with each section of the CCP policy. Staff ranged from neutral to strong agreement with the policy.

**Table 5**

*Perceptions of Policy*

	Mean	Median	Minimum	Maximum
Attitude Toward Policy	3.9	3.8	2.9	4.8
Implementation of Policy	4.0	3.9	3.6	4.5

As presented in Table 6, CCP employees had an overall positive perception of the importance of the program. Staff were asked to rate their belief in the importance of CCP in impacting recidivism rates on a scale from one (not at all important) to five (extremely important). Staff, on average, believed the program was very important in impacting recidivism rates, with answers ranging from “somewhat important” to “very important.”

**Table 6**

*Perceptions of Program*

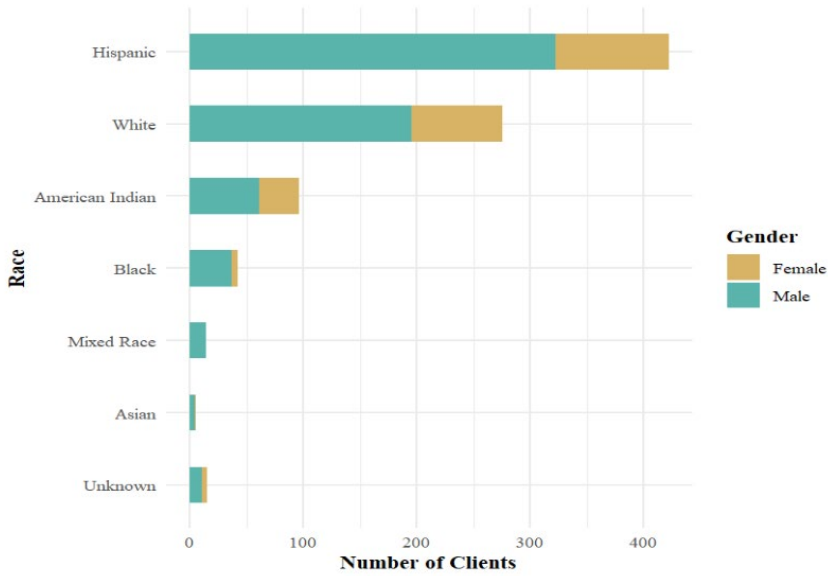
	Mean	Median	Minimum	Maximum
Program Importance	1.7	1.5	1.0	3.0

**CCP Demographics**

From January 1, 2019, through August 15, 2022, there were 903 admissions into CCP representing 869 unique individuals. Of the 869 individuals, 30 (3.7%) were admitted into CCP twice and two (0.2%) were admitted into CCP three times. Ages of clients at the time they were admitted ranged from 18 to 76 years of age. The majority of the 869 individuals admitted to CCP were male (74.1%) and the remaining 25.9% were female. The largest racial/ethnic group of clients was Hispanic (48.6%), with the second largest being White (31.6%), and the third largest was American Indian (11.0%). Clients who were categorized as Black comprised 4.8% of clients, Mixed-race clients comprised 1.6%, Asian clients comprised 0.6%, and the remaining 1.7% of clients were of an unknown race/ethnicity.

**Figure 1**

*Race and Gender of CCP Client*

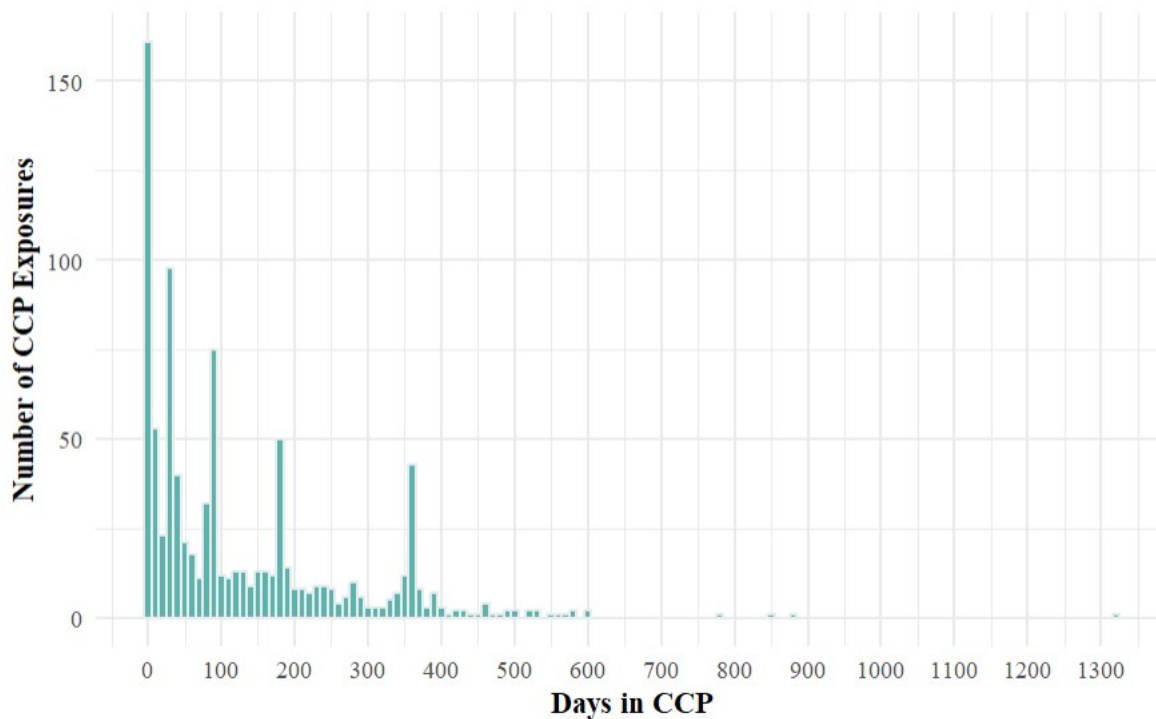


*Note. These racial categories are the ones in use by CCP to classify clients.*

Length of time in CCP, excluding seven CCP stays which were still in progress as of August 15<sup>h</sup>, 2022, ranged from zero days to 1,317 days. The average number of days in CCP was 127 days, while the median number of days was 84 days. The distribution of length of time in CCP is presented in Figure 2.

**Figure 2**

*Percentage of CCP Clients by Length of Time in CCP*



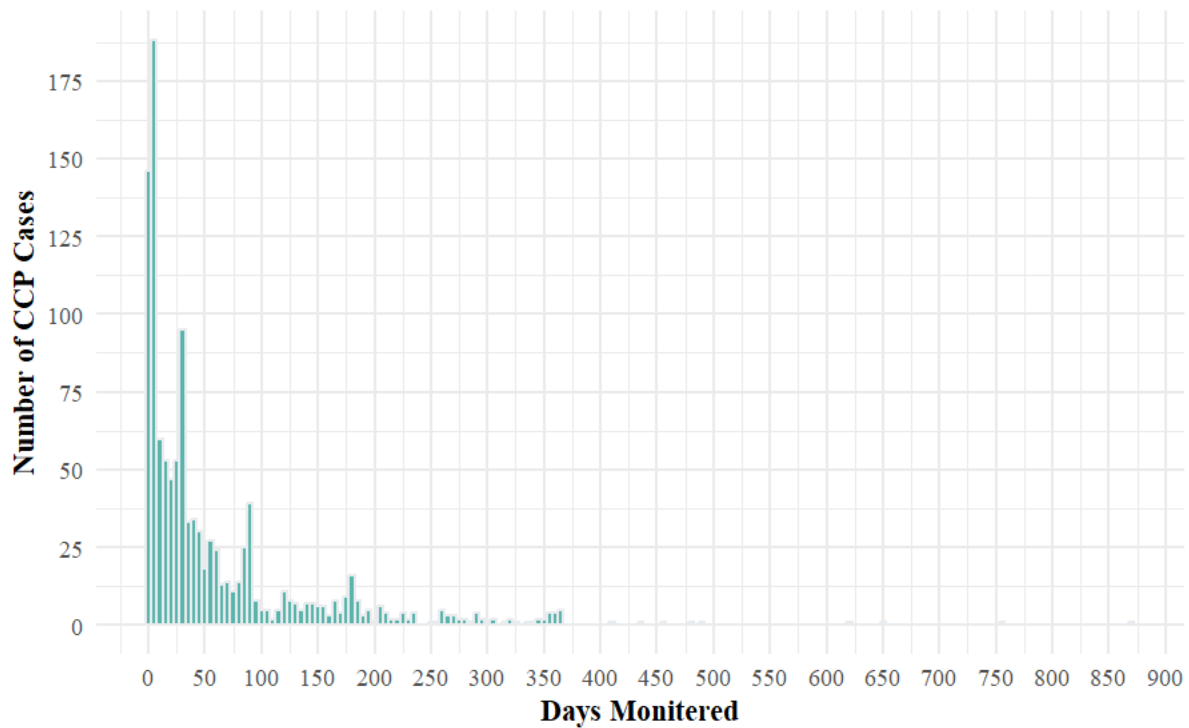
### **BI Electronic Monitoring**

CCP participants are subject to electronic monitoring for the duration of their time in CCP. The electronic monitoring comprises approximately 30 different alerts that may indicate program noncompliance. In this preliminary review we examine the alters which relate to alcohol use. In future research, other data from electronic monitoring may be investigated further.

BI indicator data from January 1, 2019 to August 15, 2022, comprised 1,146 CCP involvements. There were 42 clients whose electronic monitoring was ongoing at the time of data collection that were excluded from the analysis. Days on electronic monitoring per each CCP involvement ranged from zero days, for 17 cases wherein clients started and ended monitoring on the same day, to 869 days. Across all CCP involvement, the average length of electronic monitoring was 61.9 days, and the median length of electronic monitoring was 28 days. Days monitored for each CCP exposure is presented in Figure 3.

**Figure 3**

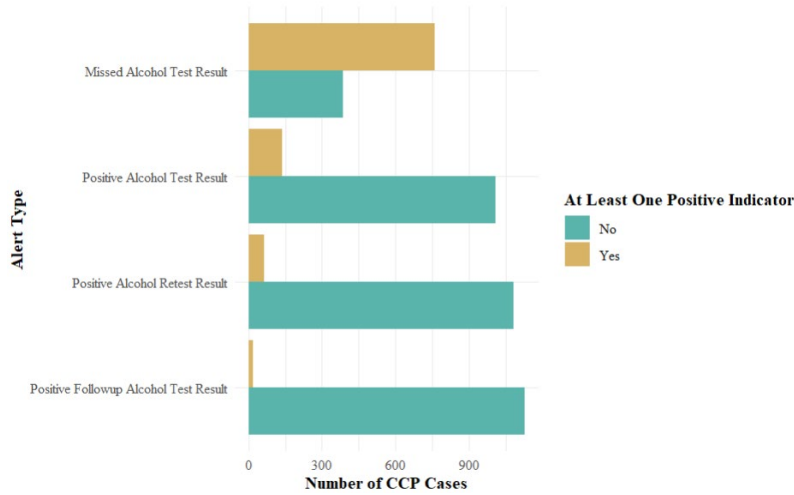
*Days in Electronic Monitoring for CCP Exposures*



The four variables that track compliance with respect to abstinence from alcohol are presented in Figure 4. Almost two-thirds of all clients had at least one missed alcohol test result (66.2%). The number of missed alcohol test results ranged from zero to 105, with a mean of 7.5 and a median of 2.0. The majority of clients did not have a positive alcohol test result, with 12.1% of clients having at least one positive alcohol test result. The number of positive alcohol test results ranged from zero to six, with a mean of 0.2. Only 5.7% of clients had a positive alcohol retest result, and 1.6% had a positive follow-up alcohol test result.

**Figure 4**

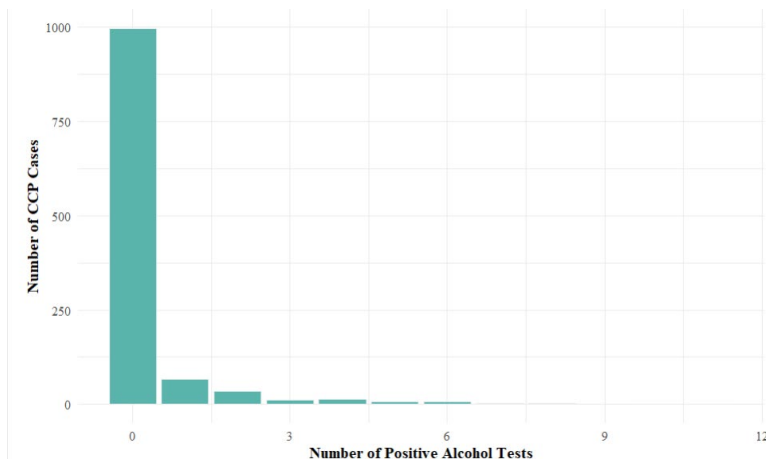
*Positive Indicators in CCP Tracking Per CCP Exposure*



The three variables that describe the number of positive alcohol tests a client had were aggregated into one variable capturing the total number of positive alcohol tests per client. The distribution of the number of positive tests per CCP exposure is presented in Figure 5. The majority of clients did not have any positive alcohol test results (87.0%), while 13.0% had at least one positive alcohol test. Of those who had positive alcohol tests, the number of positive alcohol tests ranged from one to 11, with a mean of 2.5 and a median of 2.0. The most common number of positive alcohol tests was one (44.7% of clients with a positive test result), and the second most common was two (22.7% of clients with a positive test result). The distribution of the number of positive tests for clients with at least one positive test is presented in Figure 6.

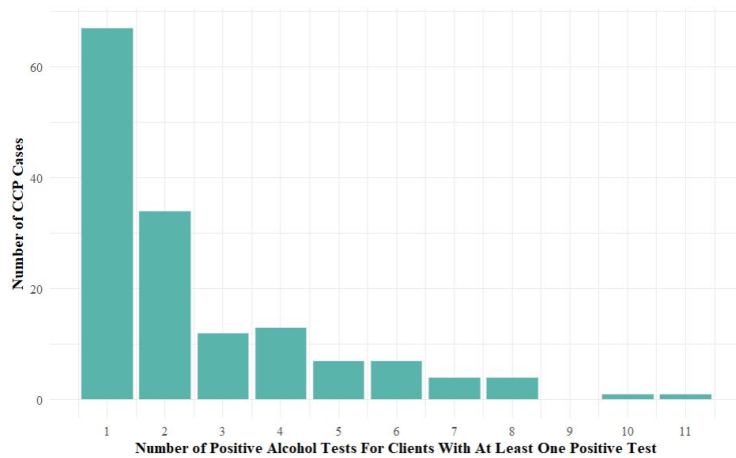
**Figure 5**

*Number of Positive Alcohol Tests Per CCP Exposure*



**Figure 6**

*Number of Positive Alcohol Tests Per CCP Exposure For Clients With At Least One Positive Test*



### **CCP Recidivism**

Recidivism data was collected for all study group members who had at least one-year post-exposure by April 30, 2022. One-year post-exposure to CCP was defined as 365 days since release from custody after their completion of CCP. Clients were also excluded from analysis for having more than one CCP exposure between January 1, 2019 to April 30, 2021, or for data integrity concerns. As such, the clients included in the samples for court data and booking data differ.

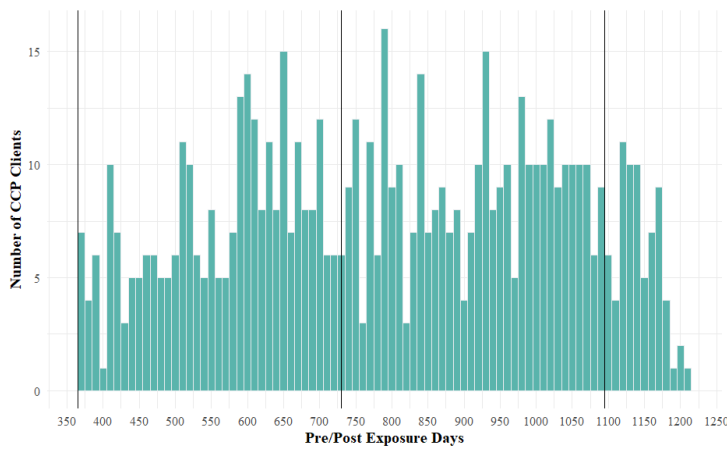
Recidivism was measured using both booking data from the MDC and court data from New Mexico’s court system as a proxy for arrest data. Pre- and post-program periods were constructed for each client. The post-program period was created by counting the number of days from a client’s discharge date from the MDC booking in which they completed CCP until April 30, 2022. This duration was then subtracted from the client’s date of admission for the MDC booking in which they completed CCP, which will be referred to as the reference booking, to identify a pre-program period start date, and the difference between these dates is the pre-program period. For individuals who were juveniles during a portion of the pre-program period, the pre-program period was adjusted to start on their 18<sup>th</sup> birthday, and the end-date for the post program period was changed so the post-program period would match the pre-program period in duration. By this method, every client has a pre- and post-program period of equal duration to adjust for time in the community during which to be arrested, but pre- and post-program periods may vary across individuals.

### **Bookings**

Pre- and post-program periods ranged from a minimum of 365 days to a maximum of 1,210 days, with a mean pre- and post-program period of 798.2 days and a median pre- and post-program period of 796 days. There were 275 clients who had a pre- and post-program period between one to two years, 327 clients who had a pre- and post-program period that ranged in length between two to three years, and 72 clients who had a pre- and post-program period between three to four years. The distribution of pre- and post-program periods is presented in Figure 7.

**Figure 7**

*Duration of Pre- and Post-Program Periods for Booking Data Collection*



*Note. The black lines represent one year, two years, and three years, respectively.*

**Table 8**

*Pre- and Post-Period Bookings by Severity*

Number of Bookings	Pre			Post		
	Min	Mean	Max	Min	Mean	Max
All Bookings	0.0	2.2	15.0	0.0	0.6	16.0
Felony	0.0	1.2	11.0	0.0	0.4	10.0
Misdemeanor	0.0	0.9	7.0	0.0	0.14	5.0
Petty Misdemeanor	0.0	0.0	2.0	0.0	0.0	2.0
Other	0.0	0.0	3.0	0.0	0.1	3.0

CCP clients had an average of 2.2 bookings in the pre-period, compared to an average of 0.6 bookings in the post-period, as presented in Table 8. The reduction in total number of bookings in the post-period as compared to the pre-period is statistically significant ( $p < .001$ ), with a mean reduction in bookings between the pre- and post-period of  $1.62 \pm 0.16$  bookings with a 0.95 confidence coefficient. Felony bookings had a statistically significant decrease ( $p < .001$ ) of  $0.82 \pm 0.13$  bookings in the post-period as compared to the pre-period with a 0.95 confidence coefficient. Misdemeanor bookings had a statistically significant decrease ( $p < .001$ ) of  $0.80 \pm 0.09$  bookings in the post-period as compared to the pre-period with a 0.95 confidence coefficient.

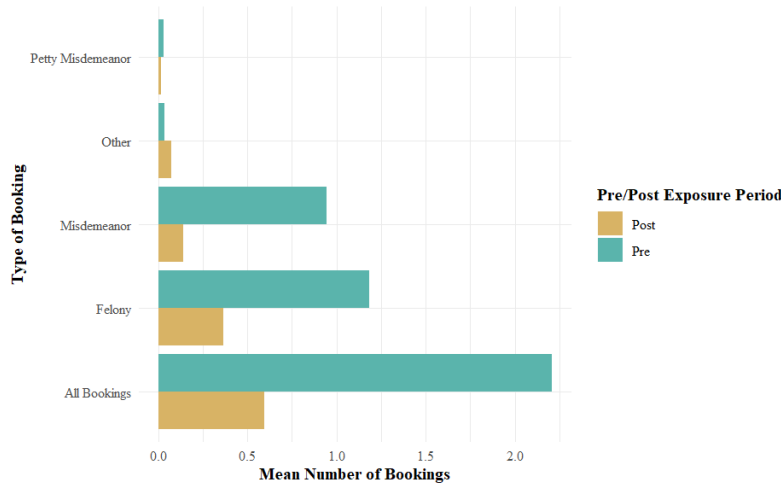
All levels of booking severity showed a statistically significant decrease in post-period bookings of that type, except for petty misdemeanor bookings and “Other” bookings. Petty misdemeanor bookings did not have a statistically significant decrease ( $p = .10$ ), with a mean decrease of  $0.01 \pm 0.02$  bookings in the post-period as compared to the pre-period with a 0.95 confidence coefficient. Bookings classified as “Other” encompass bookings that are reported as unknown, related to a court-appearance, or a probation violation of an unknown level. “Other” bookings had a statistically significant increase ( $p = .01$ ) of  $0.03 \pm 0.03$



bookings in the post-period as compared to the pre-period with a 0.95 confidence coefficient. Figure 8 presents the mean number of bookings in the pre- and post-period across all types of bookings.

**Figure 8**

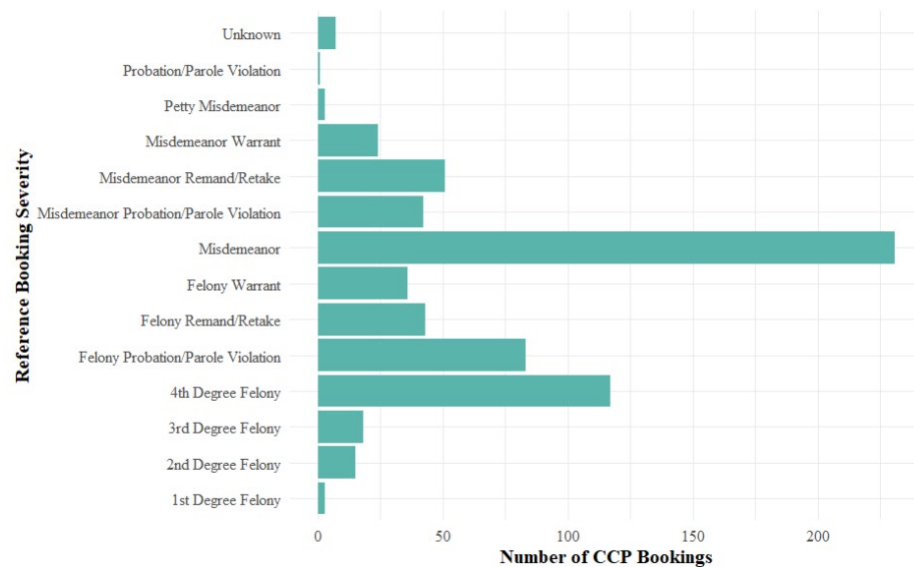
*Pre- and Post-Period Bookings by Severity*



The majority of reference bookings for CCP were for misdemeanors (348 bookings or 51.6% of the sample), with felonies comprising 315 (46.7%) of bookings, and the remaining 11 booking being either for petty misdemeanors (0.4%) or of an unknown severity type (1.2%). The number of reference bookings by severity are presented in Figure 9.

**Figure 9**

*Severity of Booking in Which CCP Occurred*

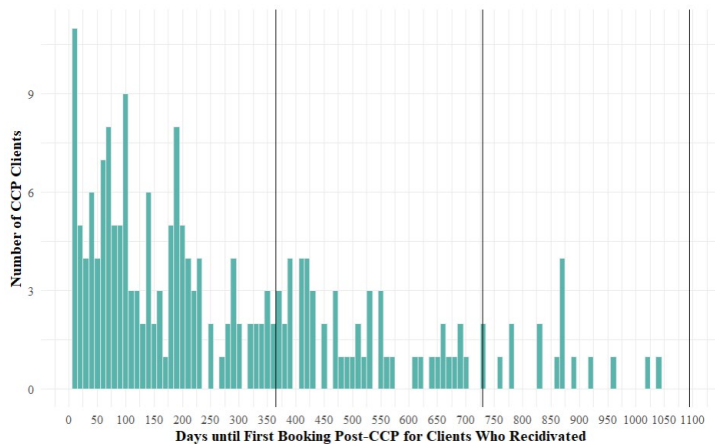


Of the 674 clients, 472 (70.0%) were not booked into MDC during the post-period, while 202 (30.0%) had at least one booking after their discharge from CCP during the post-period. Of those who had at least

one booking, the days between client’s release from MDC for their reference booking and their next booking ranged from a minimum of 7.5 days to a maximum of 1043.1 days, with a mean number of days before client’s first booking into MDC post-CCP of 289.7. The distribution of days until recidivism is presented in Figure 10.

**Figure 10**

*Time Until First Booking into MDC Post-CCP by the Number of Clients Who Recidivated*



*Note. The black lines represent one year, two years, and three years, respectively.*

As presented in Table 9, clients who were booked into MDC post-CCP had a higher average of bookings in the first year, with a mean number of 1.0 bookings in the first year after their release from MDC for their reference booking. The mean number of bookings in the second year after their release from MDC for their reference booking decreased to 0.7, and the mean number of bookings in the third year after their release from MDC remained constant at 0.7 bookings. The sample size decreased for each year due to the exclusion of clients whose post-period did not meet the number of years being analyzed.

**Table 9**

*Bookings Post-CCP by Year*

	N	Min	Mean	Max
Number of Bookings 0-1 Year Post CCP	202	0.0	1.0	8.0
Number of Bookings 1-2 Year Post CCP	137	0.0	0.7	6.0
Number of Bookings 2-3 Year Post CCP	25	0.0	0.7	6.0

*Note. This excludes clients who did not have at least one booking in the post-period.*

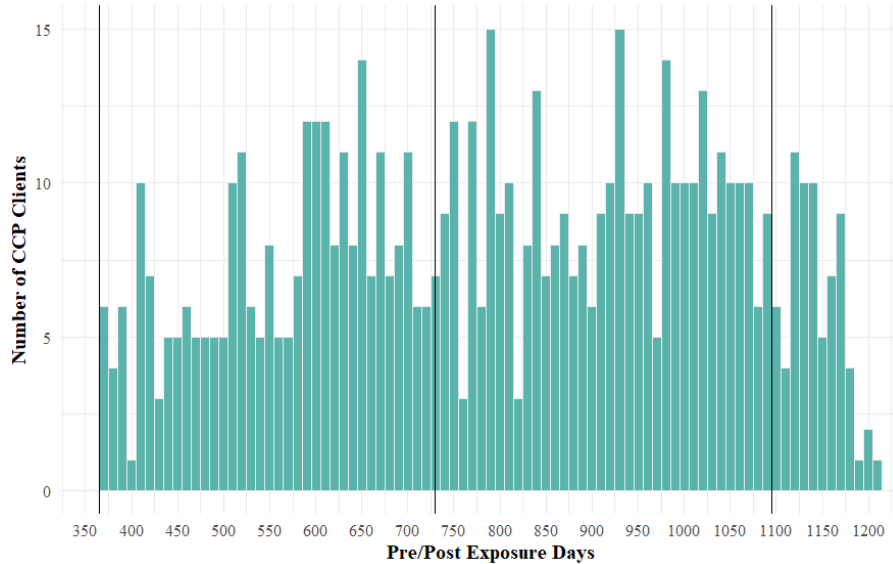
### **Court Cases**

Court case data from New Mexico Courts was collected for 674 CCP exposures, each representing a unique client. Pre- and post-program periods range from a minimum of 365 days to a maximum of 1210 days, with a mean pre- and post-program period of 802.9 days and a median pre- and post-program period of 806.0 days. Almost half of all clients in the sample (335) had a pre- and post-program period that ranged in length between two to three years, with 267 clients having a pre- and post-program period

between one to two years, and 72 clients having a pre- and post-program period between three to four years. The distribution of pre- and post-program periods is presented in Figure 11.

**Figure 11**

*Duration of Pre- and Post-Program Periods for Court Case Data Collection*



*Note. The black lines represent one year, two years, and three years, respectively.*

**Table 10**

*Pre- and Post-Period Court Cases by Severity*

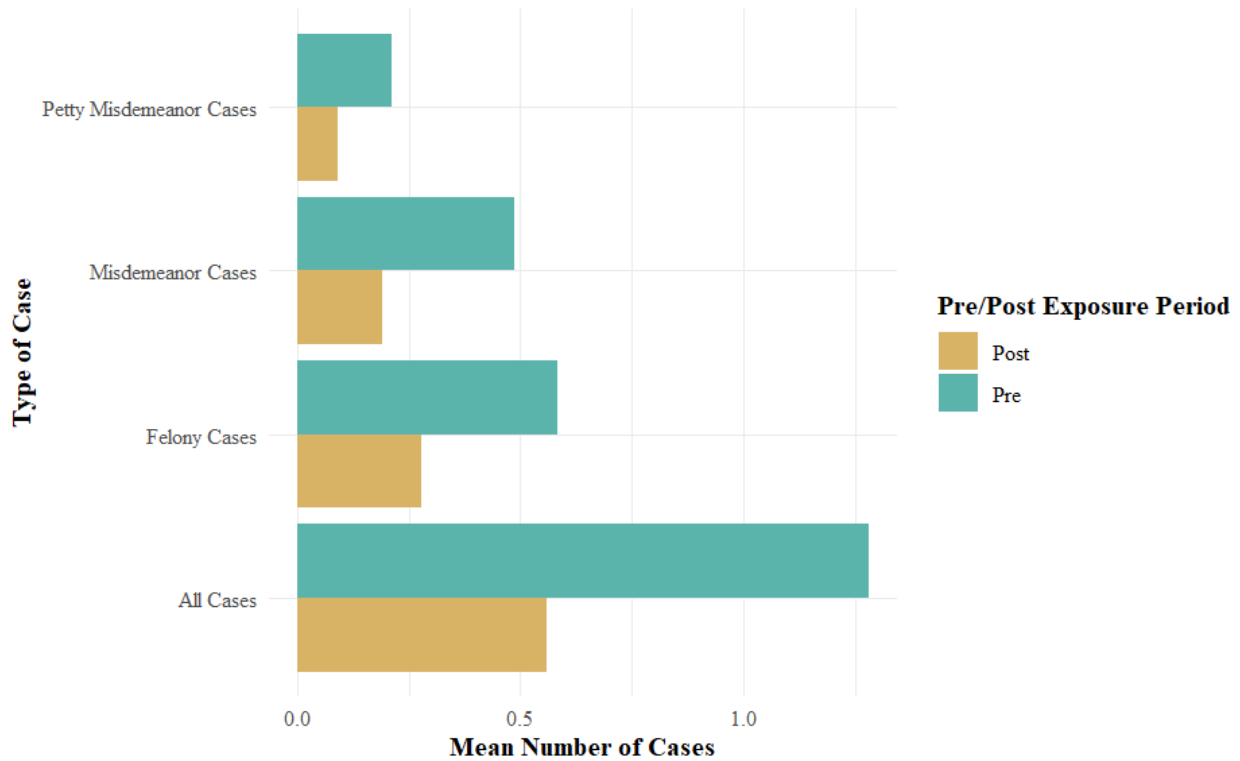
Number of Court Cases	Pre			Post		
	Min	Mean	Max	Min	Mean	Max
All Cases	0.0	1.3	19.0	0.0	0.6	10.0
Felony Cases	0.0	0.6	7.0	0.0	0.3	7.0
Misdemeanor Cases	0.0	0.5	11.0	0.0	0.2	6.0
Petty Misdemeanor Cases	0.0	0.2	7.0	0.0	0.09	4.0

CCP clients had an average of 1.3 court cases in the pre-period, compared to an average of 0.6 court cases in the post-period, as presented in Table 10. The reduction in total number of court cases in the post-period as compared to the pre-period is statistically significant ( $p < .001$ ), with a mean reduction in court cases between the pre- and post-period of  $0.72 \pm 0.15$  cases with a 0.95 confidence coefficient. Felony court cases had a statistically significant decrease ( $p < .001$ ) of  $0.30 \pm 0.09$  cases in the post-period as compared to the pre-period with a 0.95 confidence coefficient. Misdemeanor court cases had a statistically significant decrease ( $p < .001$ ) of  $0.30 \pm 0.09$  cases in the post-period as compared to the pre-period with a 0.95 confidence coefficient. Petty misdemeanor court cases had a statistically significant decrease ( $p = 0.006$ ), with a mean decrease of  $0.12 \pm 0.05$  cases in the post-period as compared to the pre-period with a 0.95 confidence coefficient. All levels of court case severity showed a statistically

significant decrease in post-period cases of that type. Figure 12 presents the mean number of court cases in the pre- and post-period across all types of court cases.

**Figure 12**

*Mean Pre- and Post-Period Court Cases by Severity*



Court cases were categorized by the crime type of the most severe charge, referred to as the top charge, into four main crime categories, with a fifth, “Other”, category for cases not fitting into either a violent charge, a DWI charge, a drug charge, a property charge, or a public order charge. The mean and range of court case crime types in pre- and post-periods are presented in Table 11.

**Table 11**

*Pre- and Post-Period Court Cases by Crime Type*

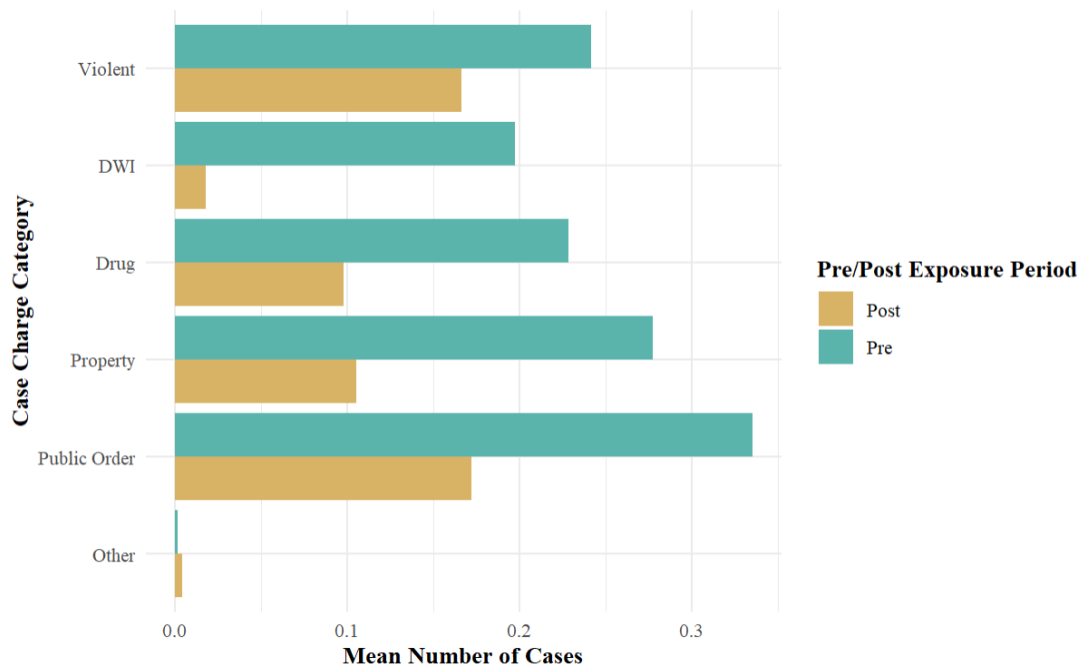
Number of Cases by Type	Pre			Post		
	Min	Mean	Max	Min	Mean	Max
Violent	0.0	0.2	5.0	0.0	0.2	5.0
DWI	0.0	0.2	3.0	0.0	0.0	1.0
Drug	0.0	0.2	4.0	0.0	0.1	5.0
Property	0.0	0.3	9.0	0.0	0.1	5.0
Public Order	0.0	0.3	12.0	0.0	0.2	4.0
Other	0.0	0.0	1.0	0.0	0.0	1.0

Court cases with a top charge that was a violent crime, drug crime, property crime, public order crime, or a DWI had a statistically significant decrease in the post-period as compared to the pre-period with a 0.95 confidence coefficient. Court cases with a top charge that was categorized as “other” did not have a statistically significant decrease or increase in the post-period as compared to the pre-period with a 0.95 confidence coefficient. The means of pre- and post-period court cases by crime type are presented in Figure 10.

Court cases with a top charge that was a violent crime had a statistically significant decrease ( $p=0.007$ ) in the post-period as compared to the pre-period, with a mean decrease of  $0.08 \pm 0.05$  cases with a 0.95 confidence coefficient. Court cases with a top charge that was a DWI crime had a statistically significant decrease ( $p < .001$ ) in the post-period as compared to the pre-period, with a mean decrease of  $0.18 \pm 0.04$  cases with a 0.95 confidence coefficient. Court cases with a top charge that was a drug crime had a statistically significant decrease ( $p=0.002$ ) in the post-period as compared to the pre-period, with a mean decrease of  $0.13 \pm 0.05$  cases with a 0.95 confidence coefficient. Court cases with a top charge that was a property crime had a statistically significant decrease ( $p=.003$ ) in the post-period as compared to the pre-period, with a mean decrease of  $0.17 \pm 0.07$  cases with a 0.95 confidence coefficient. Court cases with a top charge that was a public order crime had a statistically significant decrease ( $p=0.009$ ) in the post-period as compared to the pre-period, with a mean decrease of  $0.16 \pm 0.07$  cases with a 0.95 confidence coefficient. Court cases with a top charge that was categorized as “other” did not have a statistically significant decrease ( $p= 0.32$ ) in the post-period as compared to the pre-period, with a mean increase of  $0.003 \pm 0.006$  cases with a 0.95 confidence coefficient.

**Figure 13**

*Mean Pre- and Post-Period Court Cases by Crime Type*

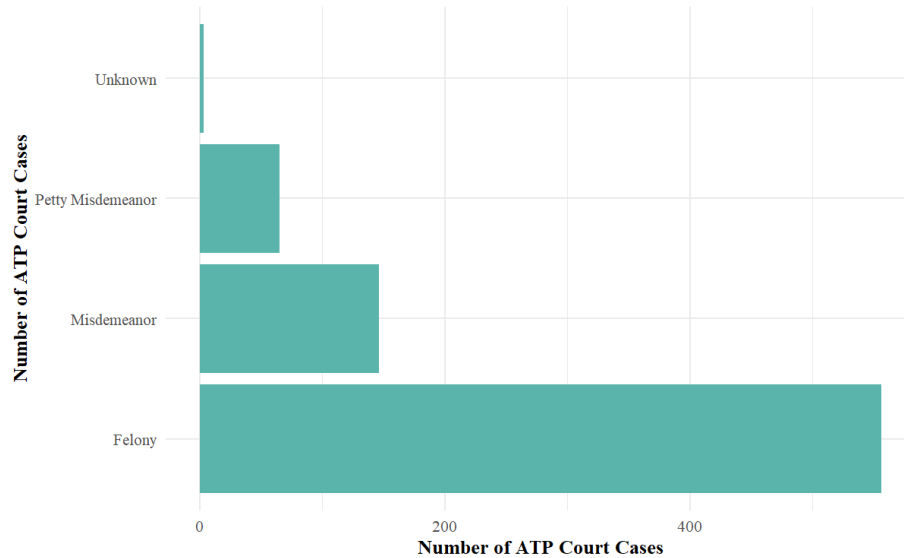


The severity level of the top charge in the court cases that resulted in a court-order to complete CCP are presented in Figure 14. The most common court cases that resulted in a court-order to complete CCP were

misdemeanor-level cases (303 cases or 45.0% of the sample), with felony-level cases comprising 238 (35.3%) of court cases, and petty misdemeanors level cases comprising 131 (19.4%) of court cases. The remaining two cases (0.3%) were of an unknown severity.

**Figure 14**

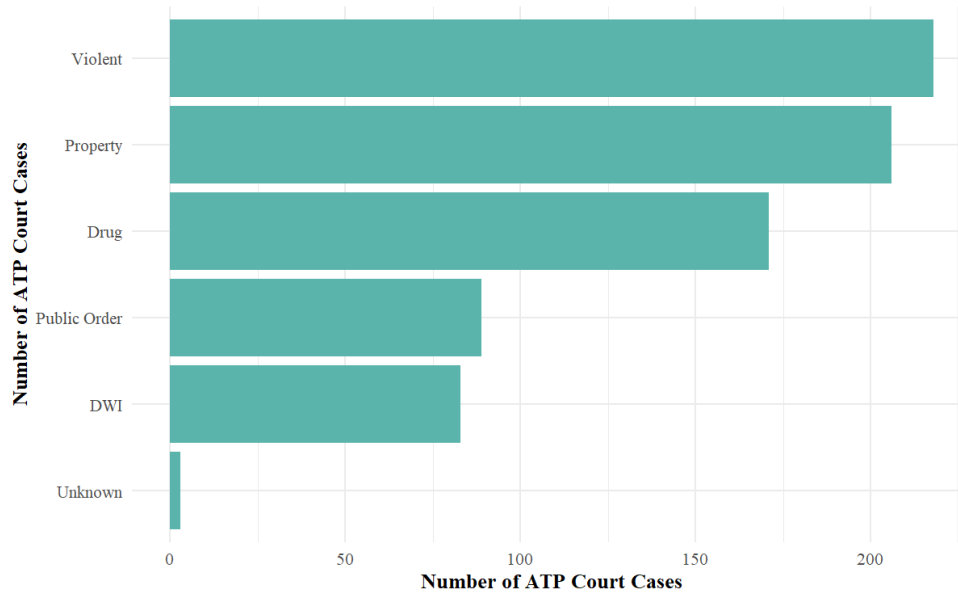
*Court Case in which CCP was Court-Ordered by Severity*



The crime type of the top charge in the court cases that resulted in a court-order to complete CCP are presented in Figure 15. The most common crime type of the top charge for court cases that resulted in a court-order to complete CCP was DWI crimes (395 court cases or 58.6% of the sample), the second most common crime type was property crime comprising 83 (12.3%) of court cases, and the third most common crime type was drug crime comprising 74 (11.0%). The remaining 120 court cases were comprised of public order crimes (10.4%), violent crimes (7.3%), and unknown crime types (0.1%).

**Figure 15**

*Court Case in which CCP was Court-Ordered by Crime Type of Most Serious Charge*



Of the 674 clients in the sample, 34 (5.0%) had one or more court cases filed while they were in CCP. Of the 34 clients that had at least one court case filed against them, 26 had one court case filed during CCP, five had two court cases filed, and three had three court cases filed. The majority of first cases filed during CCP were for felony-level charges (23), while nine cases were for misdemeanor level charges and two were for petty misdemeanor charges. The most common crime type of the top charge for the first case filed during CCP was drug (14 cases), with the second most common being public order crimes (10), and the third most common being property crimes (5). The remaining 5 cases were either a violent charge (3), or a DWI charge (2).

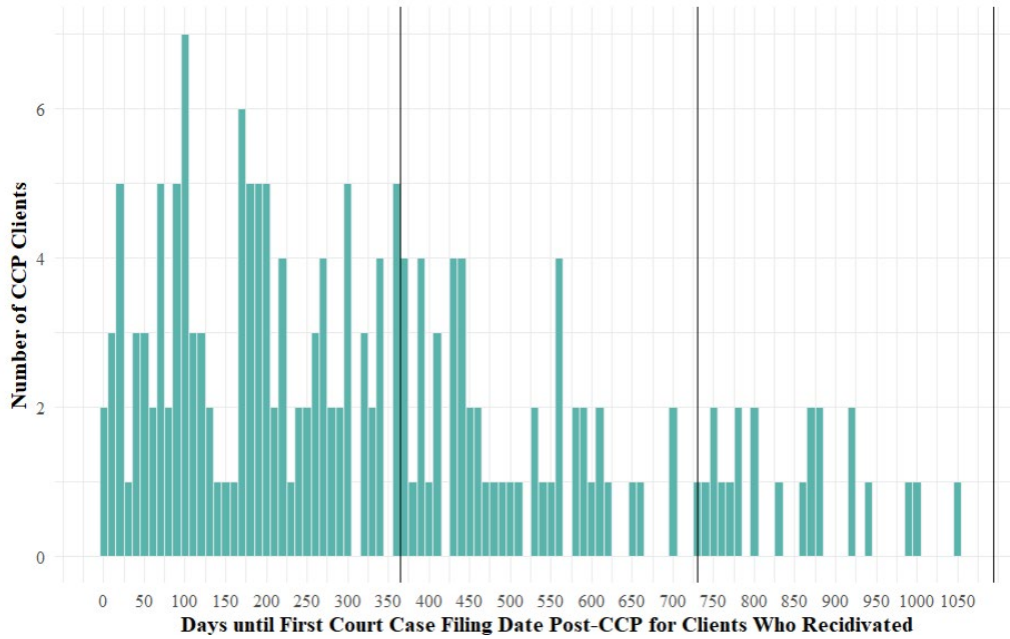
Of the eight clients who had two or more charges filed against them during their time in CCP, the second charges filed against them had a top charge of either a fourth-degree felony (6), or a misdemeanor (2). Three of the cases had a top charge that was a property crime, two had a top charge that was a public order crime, two had a top charge that was a violent crime, and one had a top charge that was a drug crime. Of the three clients who had three charges filed against them during their time in CCP, the third charges filed against them had a top charge of either a fourth-degree felony (2), or a third-degree felony (1). These three cases had a top charge that was either a drug crime (1), a property crime (1), or a public order crime (1).

Of the 674 clients, 183 (27.2%) had at least one court case after their discharge from CCP during the post-period, while 491 (72.8%) did not have a court case during the post-period. Of those who had at least one court case, the days between client's release from MDC for their reference booking and the first court case filing date post-CCP ranged from a minimum of zero days to a maximum of 1049 days, with a mean

of 343 days and a median of 291 days. The distribution of days until the first court case filing date post-CCP is presented in Figure 16.

**Figure 16**

*Time Until First Booking into MDC Post-CCP by the Number of Clients Who Recidivated*



*Note. The black lines represent one year, two years, and three years, respectively.*

As presented in Table 12, clients who had a court case post-CCP during the post-period had a higher average of court cases in the first year, with a mean number of court cases in the first year after their release from MDC for their reference booking of 1.0. The mean number of court cases in the second year after their release from MDC for their reference booking decreased to 0.9, and the mean number of court cases in the third year after their release from MDC for their reference booking decreased again to 0.5. The sample size decreased for each year due to the exclusion of clients whose post-period did not meet or exceed the number of years being analyzed.

**Table 12**

*Court Cases Post-CCP by Year*

	N	Min	Mean	Max
Number of Cases 0-1 Year Post CCP	183	0.0	1.0	8.0
Number of Cases 1-2 Year Post CCP	124	0.0	0.9	7.0
Number of Cases 2-3 Year Post CCP	13	0.0	0.5	3.0

*Note. This excludes clients who did not have at least one court case in the post-period.*



## Discussion and Conclusion

Multiple scales measuring staff perceptions of attitudes toward inmates illustrated that CCP staff have a generally neutral perception of all inmates with few staff members leaning toward having negative attitudes. Staff held mixed beliefs toward the main purpose of jail facilities. When being asked to rank the role of the criminal justice system from punishment (1) to rehabilitate (5), most staff believed that the main role is to rehabilitate. However, when being asked to rate specific statements about the primary goal of corrections on a scale from 1 to 10, staff indicated higher beliefs of punishment as being the main goal. We assume that this disparity occurred due to one scale being a single broad statement while the other scale provides specific statements related to a particular part of the criminal justice system.

When assessing whether staff believe their primary role is to help rehabilitate inmates or to provide enforcement, responses varied across all categories indicating staff view their role as being flexible. While there was a lot of variation across most scale on the survey, there was one scale where all staff responded in a collectively positive manner. All staff collectively believed that the program is important to some degree, ranging from important to very important.

The results of this study indicate that clients who have participated in CCP experience reductions in criminal justice system contact following CCP. We caution against forming strong conclusions from the recidivism data as it does not account for (1) length of time booked into the MDC in the pre- and post-periods, or (2) program compliance during a client's involvement in CCP and does not include the use of a comparison group. We aim to expand the time frame in which recidivism data is collected and to match clients with data from the Health Information Exchange (HIE) as part of CARA's evaluation of this program. Additionally, we aim to complete further research on the effect of program compliance or non-compliance, as well as length of time on BI monitoring, on recidivism and health outcomes. This may provide a more comprehensive understanding of the impact of CCP participation on reductions in criminal justice system contact.

While the majority of CCP clients had at least one missed alcohol test result, only 13.0% of clients had one or more positive alcohol test results. The data indicates the vast majority of CCP clients complied with the CCP condition of not using alcohol.

Approximately 70% of CCP participants did not have a court case following their exposure to CCP during the post-period, and 70% were not booked into the MDC following their exposure period. Inmates enrolled in CCP had a statistically significant reduction in both bookings and court cases after involvement in the program. When comparing pre- and post-period bookings and court cases, both felony and misdemeanor level bookings illustrated a statistically significant reduction in the follow up cases in the post-period. Clients who recidivated had the highest number of court cases and bookings in the first year after their time in the program, with recidivism decreasing in the second and third years following their release from CCP. The average client who recidivated did so in the first year post-CCP.

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## Appendix A

### Community Custody Program Staff Survey

Please complete the following questions about your job or affiliation with MDC.

I am: (Please select most appropriate and indicate with an 'X')

\_\_\_\_\_ Supervision/Management

\_\_\_\_\_ Non-Supervision Staff

How many *total years* have you worked in the field of corrections? \_\_\_\_\_ years

(Please round up or down partial years – 6 months or more equals 1 year)

How many *total years* have you worked for MDC? \_\_\_\_\_ years

(Please round up or down partial years – 6 months or more equals 1 year)

How many *years* have you worked in your current job assignment? \_\_\_\_\_ years

(Please round up or down partial years – 6 months or more equals 1 year)

Sex: (Please indicate with an 'X')

\_\_\_\_\_ Male

\_\_\_\_\_ Female

Which of the following best describes your race or ethnicity? Please indicate by placing an 'X' next to category or categories (you may choose more than one) that best describes you.

\_\_\_\_\_ African American (Black)

\_\_\_\_\_ Asian American, Pacific Islander

\_\_\_\_\_ Latino/a (Latin American) or Hispanic

\_\_\_\_\_ Native American or American Indian

\_\_\_\_\_ White

\_\_\_\_\_ Other (please specify: \_\_\_\_\_)

How old are you? Please indicate your age: \_\_\_\_\_

Indicate your highest level of education you have completed, or the highest degree received. (Please indicate with an 'X')

- \_\_\_\_\_ Less than high school
- \_\_\_\_\_ Some high school
- \_\_\_\_\_ High school diploma or equivalent (GED)
- \_\_\_\_\_ Some college
- \_\_\_\_\_ Completed college, (i.e. B.A./B.S. degree)
- \_\_\_\_\_ Master's degree (i.e. M.A./M.S./M.S.W degree)
- \_\_\_\_\_ Professional degree/doctorate (i.e., M.D., J.D., Ph.D., Ed.D.)

**Please complete the following questions about the Community Custody Program:**

Below are a series of statements. Please indicate on the extent to which you Agree or Disagree with the following statements. [1 = Strongly Disagree; 5 = Strongly Agree]

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Trying to rehabilitate offenders is a waste of time.					
Most offenders are generally mean.					
Offenders never change.					
Most offenders have the capacity for love.					
Offenders have feelings like the rest of us.					
Offenders are no better or worse than other people.					
Most offenders are victims of circumstances.					

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Offenders with a substance abuse problem and/or a mental illness are a burden on society.					
Offenders with a substance abuse problem and/or a mental illness are far less of a danger than most people suppose.					
Less emphasis should be placed on protecting the public from offenders with substance abuse problem and/or a mental illness.					
There are sufficient existing services for offenders with substance abuse problem and/or a mental illness.					
Offenders with substance abuse problem and/or a mental illness do not deserve our sympathy.					

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The jail should play a role in ensuring that individuals are able to access services.					
Diverting low-level drug offenders should be a priority.					
The jail should play a role in ensuring that individuals are able to access needed drug addiction services.					
The criminal justice system should be involved in diverting some types of offenders from the justice system.					
The jail should be expected to collaborate with community-based service providers.					

Below are a series of statements. Please indicate on the extent to which you Agree or Disagree with the following statements. [1 = Strongly Disagree; 5 = Strongly Agree]

**Perceptions of Danger**

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Being a jail correctional officer is a dangerous job.					
My job is a lot more dangerous than jobs outside corrections.					
In my job, a person stands a good chance of being assaulted by the inmates.					
There is really not much chance of getting hurt by the inmates in my job.					
There is at least one assault on correctional staff by inmates monthly.					

Below are a series of statements. Please indicate on the extent to which you Agree or Disagree with the following statements. [1 = Strongly Disagree; 5 = Strongly Agree]

**Job Stress**

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
When I'm at work, I often feel tense or uptight.					
A lot of times, my job makes me very frustrated or angry.					
Most of the time when I am at work, I don't feel that I have much to worry about. I am usually calm and at ease then I am working.					
I usually feel that I am under a lot of pressure when I am at work.					
There are a lot of aspects about my job that can make me pretty upset.					

Below are a series of statements. Please indicate on the extent to which you Agree or Disagree with the following statements. [1 = Strongly Disagree; 5 = Strongly Agree]

### Job Satisfaction

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
I like the duties I perform in my job.					
I am satisfied with my present job assignment. I enjoy most of the work I do here.					
My job suits me very well.					
If I had the chance, I would get a job in something other than what I am doing now.					
My job is usually worthwhile.					
I like the duties I perform in my job.					

Please rate how often you have experienced the following:

	Never	Rarely	Sometimes	Often	All the Time
An ability to deal very effectively with the problems of inmates.					
A feeling that you are positively influencing other people's lives through your work.					
A feeling of accomplishment after working closely with inmates.					
A feeling that you can easily create a relaxed atmosphere with inmates.					

### Job Characteristics Scale

11. The following statements refer to your current job. For each of the following statements, please circle the number that best represents the degree your job stands for rehabilitation or enforcement.

In my job, my primary obligation is to:

Rehabilitate the inmate/participant	1	2	3	4	5	Enforce supervisory conditions
My primary concern in my job is to:						
Rehabilitate the inmate/participant	1	2	3	4	5	Monitor and assure inmate/participant compliance
My most appropriate role with inmate/participant is to:						
Support	1	2	3	4	5	Supervise
The most essential part of my job is:						
Counseling	1	2	3	4	5	Enforcing
My primary function is:						
Intervention/rehabilitation	1	2	3	4	5	Enforcement
My job function most closely approximates						
Social work	1	2	3	4	5	Law enforcement
The most important aspect of my job is						
Intervention	1	2	3	4	5	Surveillance
The most important part of my job is						
Counseling	1	2	3	4	5	Monitoring
The most effective way to change behavior is through:						
Positive reinforcement	1	2	3	4	5	Punitive sanction
Case supervision should be designed to						
Change behavior	1	2	3	4	5	Regulate behavior

Below are a series of statements. Please indicate on the extent to which you Agree or Disagree with the following statements. [1 = Strongly Disagree; 5 = Strongly Agree]

### Policy

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
I am familiar with the MDC CCP policy					
In general, I agree with MDC's CCP policing regarding inmate security					
In general, I agree with MDC's policies regarding CCP management					
In general, I agree with MDC's policies regarding CCP treatment/intervention					
I am committed to the success of CCP					
In general, I agree with MDC's policies regarding CCP					
I know what my supervisors expect of me					



I have access to all the resources I need to do my job					
I feel safe in my workplace					
We are prepared to handle an emergency					
MDC is a good place to work					
I am aware of MDC's emergency preparedness policies and procedures					
In general, I agree with MDC's emergency preparedness policies and procedures					
I have been trained to perform my duties					

**Policy Continued**

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Inmates/participants are made aware of all the procedures and regulation of CCP upon intake					
Inmates/participants receive two chances to be reinstated into CCP after committing a violation					
Inmates convicted of crimes such as first-degree murder, any sex offense, or has a history of CCP escapes, they are still eligible to enter CCP					
All inmates accepted into CCP have their employment verified by a Community Custody Officer					
CCP staff conduct drug testing on inmates/participants while they remain in CCP					
CCP staff provide a weekly itinerary with their designated inmate/participants to ensure they are following their CCP contract					
Community Custody Officers do not have to report inmates/participants who had failed to check-in					
Before CCP inmates/participants are released from their contract, Community Custody Officers account for all equipment issued to them					

**Perceptions of Inmate's scale**

Correctional officer perceptions of inmate's scale

	1	2	3	4	5	6	7	
Unfriendly								Friendly



Below are a series of statements. Please indicate on the extent to which you Agree or Disagree with the following statements. [1 = Strongly Disagree; 5 = Strongly Agree]

**The statements below deal with attitudes towards prisoners.**

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Prisoners are different from most people					
Only a few prisoners are really dangerous					
Prisoners never change					
Most prisoners are victims of circumstances and deserve to be helped					
Prisoners have feelings like us					
It is not wise to trust a prisoner too far					
I think I would like a lot of prisoners					
Give a prisoner an inch and they'll take a mile.					
Most prisoners are stupid					
Prisoners need affection and praise just like anybody else					
You should not expect too much from a prisoner.					
Trying to rehabilitate prisoners is a waste of time and money.					
You never know when a prisoner is telling the truth.					
Prisoners are not better or worse than other people.					
You have to be constantly on your guard with prisoners.					
In general, prisoners think and act alike.					
If you give a prisoner your respect, they will give you the same.					
Prisoners only think about themselves.					
There are some prisoners I would trust with my life.					

Prisoners will listen to reason.					
Most prisoners are too lazy to earn an honest living.					
I wouldn't mind living next door to an ex-prisoner.					
Prisoners are just plain mean at heart.					
Prisoners always are trying to get something out of somebody.					
The values of prisoners are about the same as the rest of us.					
I would never want one of my children dating an ex-prisoner.					
Most prisoners have the capacity for love.					
Prisoners are just plain immoral.					
Prisoners should be under strict, harsh discipline.					
In general, prisoners are basically bad people.					
Most prisoners can be rehabilitated.					
Some prisoners are pretty nice people.					
I like associating with some prisoners.					

Overall, how important do you believe the role of this program is in impacting recidivism rates for those clients who are involved with the criminal justice system?

1. Very important
2. Important
3. Somewhat important
4. Not that important
5. Not important at all

4. Do you feel the program has succeeded in enhancing participant's capacity to function in the community? (*i.e. reduced contact with the criminal justice system, education, job skills, employment, housing, and health.*)

Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, please explain:

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