

**Impact of an Intensive Therapeutic, Reentry Program During Incarceration on Offender
Recidivism Rates in Males Convicted of a Violent Crime**

by
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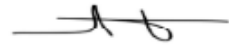
We hereby recommend that the Final Project submitted by: **Katrina L. Cunnington**

Entitled: **Impact of an Intensive Therapeutic, Reentry Program During Incarceration on Offender Recidivism Rates in Males Convicted of a Violent Crime**

Be accepted in partial fulfillment of the requirements for the degree of Master of Leadership Development.

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Abstract

Violent crime is a horrific burden on society; it effects families, communities and neighborhoods and costs taxpayers every time a violent crime is committed. In 2018, there were over one million violent crimes committed in the U.S., with the financial burden of these crimes falling on hospitals, healthcare systems and the communities affected by these crimes (America's Health Rankings, 2019). With violent acts, comes incarceration for those who are convicted of these crimes. While violent crime rates have dropped steadily across the United States in the last 25 years (Kearney, et al, 2019), we are still the country with the highest incarceration rate in the world, as well as the highest recidivism rates for offenders released to community supervision (probation or parole). Each time an offender is incarcerated, it costs that state thousands of dollars to house the individual and that cost, is felt by communities and taxpayers.

This secondary research project explores the positive correlation between therapeutic programming during incarceration and a decrease in offender recidivism rates in the State of Indiana. Research has shown that the use of therapeutic programming during incarceration, can greatly reduce the number of offenders being returned to prison for parole/probation violations, or committing a new crime. In addition, reducing recidivism rates can greatly reduce a state's expenditures when it comes to housing repeat offenders.

The intention of this project is to provide the Indiana Department of Correction (IDOC) with a plan to implement a robust, reentry, therapeutic program, geared towards rehabilitating offenders convicted of violent crimes. Existing therapeutic programs within the IDOC, the author's own corrections case management experience and information found during the literature review, assisted with the design of the proposed, reentry therapeutic rehabilitation program for the Indiana Department of Correction.

Keywords: offender, conviction, incarceration, reentry, recidivism, rehabilitation

Table of Contents

| | |
|---|----|
| <i>Glossary</i> | 6 |
| <i>Background</i> | 9 |
| The Cost of Incarceration | 9 |
| Advantages of Therapeutic Programming & Reduced Recidivism Rates | 11 |
| Availability of Therapeutic Programming in the IDOC | 13 |
| Importance of Effective Case Management and Treatment Planning | 13 |
| <i>Problem Statement</i> | 14 |
| <i>Literature Review</i> | 15 |
| <i>Research Results</i> | 16 |
| Effective Case Management | 17 |
| The Role of Correctional Officers in Offender Reentry | 21 |
| Cognitive Behavioral Therapy Programs | 23 |
| Educational & Employment Programs & Successful Reentry | 27 |
| <i>Project Description & Implementation</i> | 29 |
| Intensive Therapeutic Reentry Program (ITRP) | 29 |
| ITRP Core Component classes: | 32 |
| ITRP Life Skills classes: | 33 |
| Implementation of ITRP: | 34 |
| Intensive Therapeutic Rehabilitation Program-Fast Track (ITRP-F) | 36 |
| Early Termination of Offender Enrollment in ITRP | 37 |
| <i>Project Feasibility</i> | 37 |
| Legal Feasibility | 37 |
| Technical Feasibility | 39 |
| Financial Feasibility | 42 |
| Operational Feasibility | 47 |
| <i>Constraints</i> | 49 |
| <i>Limitations of Research</i> | 51 |
| <i>Future Research</i> | 51 |
| <i>Summary and Conclusion</i> | 52 |
| <i>References</i> | 54 |

Table of Figures

| | |
|---|----|
| <i>Figure 1: Number of Indiana residents currently incarcerated within a state or local facility</i> | 10 |
| <i>Figure 2: Number of offenders housed within an IDOC prison, community corrections or jail - October 2019</i> | 11 |
| <i>Figure 3: Adult recidivism rates for 2018 for offenders released from IDOC in 2015</i> | 12 |
| <i>Figure 4: IRAS-PIT scores showing percent of failure (reoffending)</i> | 19 |
| <i>Figure 5: IRAS-RT scores showing percent of failure (reoffending), after therapeutic programming</i> | 21 |
| <i>Figure 6: CBT programs with graduated skills practice – effect on recidivism rates</i> | 26 |
| <i>Figure 7: High-level overview of educational programs available within correctional facilities</i> | 28 |
| <i>Figure 8: Flow of Classes in ITRP</i> | 35 |
| <i>Figure 9: Federal Funding of Second Chance Act Programs (CSG, 2020)</i> | 46 |
| <i>Figure 10: Second Chance Act Awards by Grant Program</i> | 46 |

Glossary

Community Corrections:

A component of the criminal justice system that offers programs and services in the community and/or viable alternatives to incarceration for individuals at various stages of the criminal justice process. Community corrections may include pretrial programs; restitution, fines and fee collection; probation and parole supervision; electronic monitoring; community service; and day reporting centers (Discover Corrections, 2015).

Correctional Case Manager:

Treatment specialist who performs casework in an institutional setting; develops, evaluates and analyzes the needs of incarcerated individuals (Indiana Department of Corrections, 2019-a).

Indiana Department of Corrections (IDOC):

Indiana's largest government agency that houses over 26,000 adult offenders in state prisons, and currently operates 18 adult facilities, 5 juvenile facilities and 10 parole districts (Carter, 2019).

Indiana Risk Assessment System (IRAS):

Criminogenic risk and needs assessment tool used by the IDOC, courts, parole, probation and community corrections to determine level of services for individuals convicted of a crime and/or sentenced to community supervision or prison (Indiana Department of Corrections, 2019-a).

Offender:

A person who commits an illegal act (breaks the law).

Offender Reentry:

Process by which prisoners who have been released return to the community. Many types of programs have been implemented with the goal of reducing recidivism and have been found to be effective for this purpose.

Parole:

A decision to release an inmate from a correctional facility, prior to his or her release date, and place him or her under the supervision of a community supervision agency subject to specific terms and conditions of release. The term is often used for the legal status of a juvenile released from a correctional facility (U.S. Parole Commission, 2015).

Probation:

A sentencing option whereby an individual who has been found guilty of a crime is permitted by the court to remain in the community under supervision with or without having to serve any jail time. Failure to satisfy the conditions (which may include the requirement for reporting to a supervision officer, paying fines and restitution, attending treatment, and maintaining law abiding behavior) may result in stricter sanctions or revocation of the right to remain in the community (Discover Corrections, 2015).

Recidivism:

A person's return to bad behavior, usually criminal in nature, after receiving negative consequences or interventions for the behavior. Recidivism can include the committing of a new crime in which the individual is charged, convicted and incarcerated, or a violation of probation or parole, after release from prison. The individual is said to have "re-offended" when one of the above has taken place.

Violent Felony:

Felonies that involve the use or threat of force against another person. This force can result in injury or even death.

Background

“The only rational purpose for a prison is to restrain those who are violent, while we help them to change their behavior and return to the community.” ~ James Gilligan (Nguyen, 2017). When it comes to rehabilitating criminals, prisons have been shown to be the most unsuccessful at the endeavor. The following segment discusses the current state of therapeutic programming available to offenders incarcerated within the Indiana Department of Correction for a violent crime. Violent crimes within the State of Indiana include murder, voluntary manslaughter, reckless homicide, battery, domestic battery, aggravated battery, kidnapping, criminal confinement, robbery, carjacking, arson, burglary, and intimidation (Indiana Criminal Code, 2019). For the purpose of this project, the author will only be focusing on the violent crimes mentioned above, and not serious, sexually violent crimes.

The Cost of Incarceration

One person is sentenced to a state or federal prison every 90 seconds in our country, which is approximately 600,000 incarcerations per year (Sawyer & Wagner, 2019). At this rate of incarceration, the United States is the highest in the world when it comes to putting convicted felons in prison; our incarceration rate is six times that of any other country within the OECD (Organization for Economic Co-operation and Development) and mass incarceration has become our nation’s default response to crime. According to projected U.S. Bureau of Justice statistics for the end of 2019, over 87% of incarcerated individuals will reside in a state ran correctional facility (2019). Indiana ranks 24th in the nation when it comes to the number of incarcerated individuals per 100,000 people in the population (Wagner & Sawyer, 2018). That is approximately 47,000 Hoosiers locked up in 2019 (Fig. 1), with close to one-third of those convictions being for violent crimes.

When it comes to cost, the latest Indiana Department of Correction (IDOC) data for 2019, notes that it will cost an average of \$54.61 per day (or \$19,932 a year) to keep an *adult* offender incarcerated in prison; that doesn't include juvenile offenders or those sentenced to the IDOC but are currently still held in county jails (Indiana Department of Correction, 2019-c). As of October 2019, there were approximately 26,962 offenders housed within one of Indiana's 18 state prisons or community corrections facilities, with an additional 307 convicted felons housed in county jails, awaiting a bed in a DOC facility (Fig. 2). To house the current number of offenders in the IDOC for 2019, it will cost Indiana close to \$537,406,584.00.

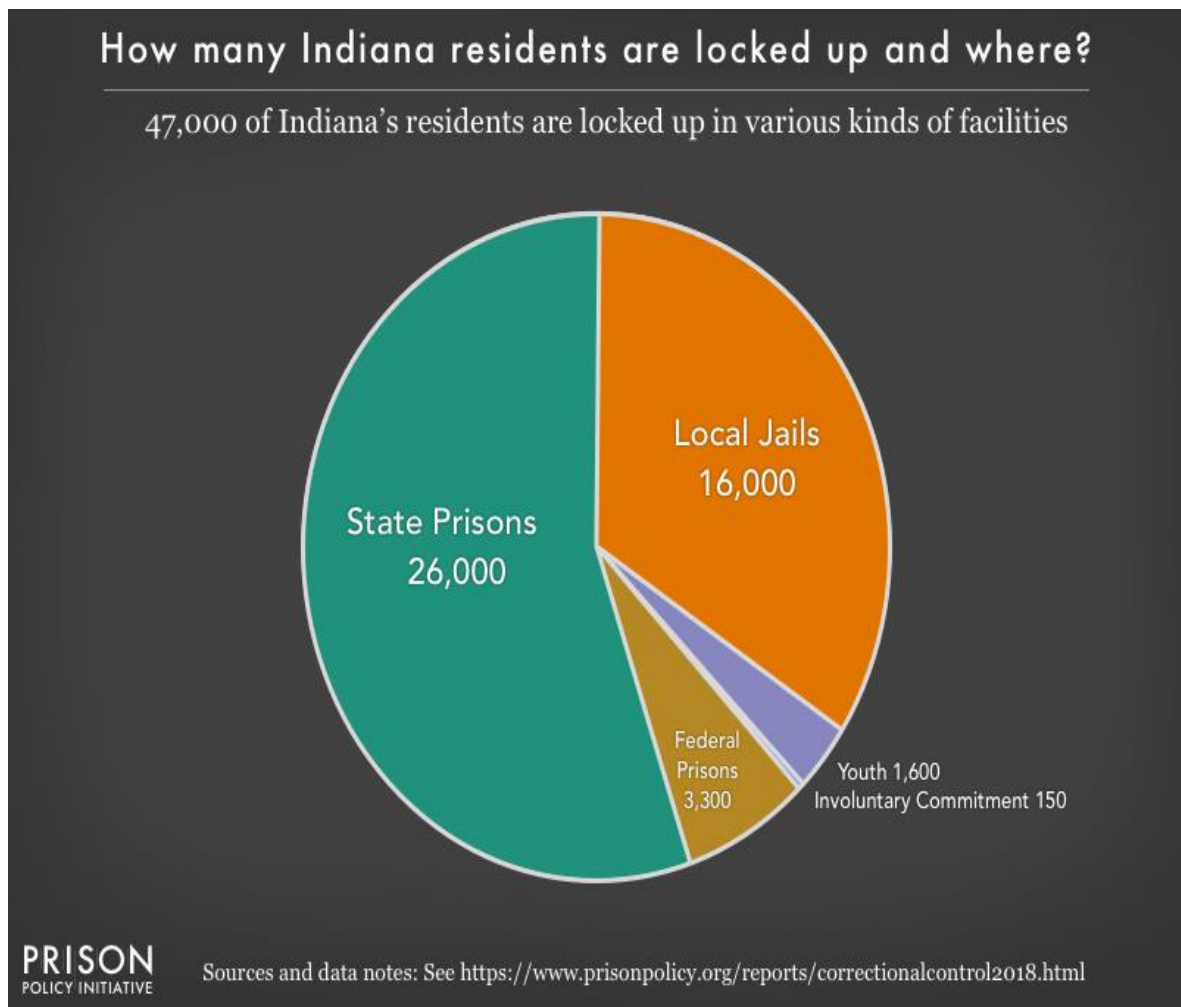


Figure 1: Number of Indiana residents currently incarcerated within a state or local facility (Sawyer & Wagner, 2019)

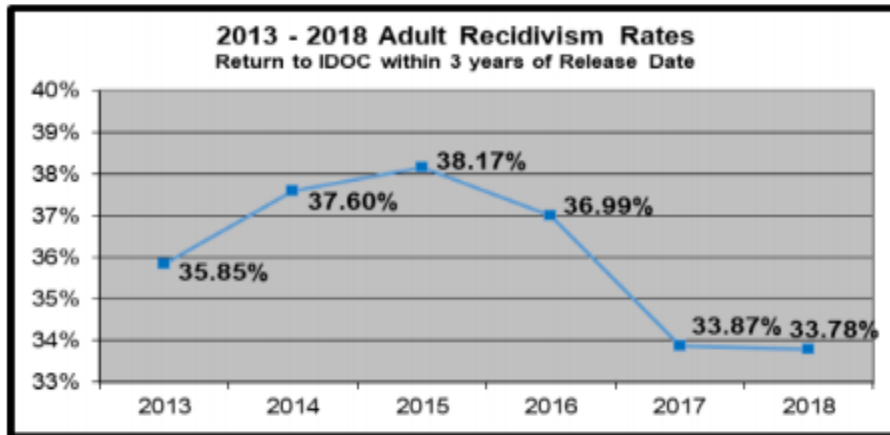
| Date | DOC Adult | Community Corrections | Jail DOC Contract | Jail Felony Level 6 Diversions | Total |
|-----------|-----------|-----------------------|-------------------|--------------------------------|--------|
| 2/1/2018 | 25,743 | 17,207 | 255 | 2,213 | 45,418 |
| 3/1/2018 | 25,865 | 17,187 | 231 | 2,254 | 43,708 |
| 4/1/2018 | 26,025 | 17,143 | 295 | 2,374 | 42,976 |
| 5/1/2018 | 26,054 | 16,205 | 271 | 2,350 | 44,880 |
| 6/1/2018 | 26,260 | 16,623 | 208 | 2,449 | 45,540 |
| 7/1/2018 | 26,328 | 16,894 | 300 | 2,538 | 46,060 |
| 8/1/2018 | 26,228 | 17,026 | 269 | 2,510 | 46,033 |
| 9/1/2018 | 26,352 | 17,223 | 270 | 2,467 | 46,312 |
| 10/1/2018 | 26,409 | 17,093 | 270 | 2,325 | 46,097 |
| 11/1/2018 | 26,505 | 17,984 | 212 | 2,420 | 47,121 |
| 12/1/2018 | 26,510 | 17,609 | 230 | 2,336 | 46,685 |
| 1/1/2019 | 26,562 | 17,685 | 315 | 2,341 | 46,903 |
| 2/1/2019 | 26,468 | 17,291 | 298 | 2,398 | 46,455 |
| 3/1/2019 | 26,545 | 17,235 | 249 | 2,445 | 46,474 |
| 4/1/2019 | 26,619 | 17,373 | 376 | 2,473 | 46,841 |
| 5/1/2019 | 26,731 | 17,659 | 297 | 2,554 | 47,241 |
| 6/1/2019 | 26,791 | 17,521 | 356 | 2,640 | 47,308 |
| 7/1/2019 | 26,881 | 17,606 | 225 | 2,627 | 47,339 |
| 8/1/2019 | 26,858 | 17,730 | 316 | 2,611 | 47,515 |
| 9/1/2019 | 27,005 | 17,950 | 314 | 2,653 | 47,922 |
| 10/1/2019 | 26,962 | 18,254 | 307 | 2,570 | 48,093 |

Figure 2: Number of offenders housed within an IDOC prison, community corrections or jail - October 2019 (IDOC, 2019)

Advantages of Therapeutic Programming & Reduced Recidivism Rates

The Indiana Department of Correction defines recidivism as “a return to incarceration within three years of the offender’s date of release from a state correctional institution.” (IDOC, 2019). In a 9-year study conducted by the U.S. Department of Justice, 68% of prisoners released across the nation between 2005 and 2014, were arrested for a new crime within the first 3 years after their release, and 77% were arrested for parole or probation violations within 5 years after release (Alper, et al, 2018).

While Indiana’s recidivism rate for 2018 was at an all-time low, it was still over 33% for offenders released 3 years prior in 2015 (Fig. 3). Because there are so few re-entry resources available in most Indiana communities, and very limited space in treatment facilities and community corrections housing, most offenders returning to the criminal justice system will come back to a prison within the IDOC. Therapeutic programs are designed to assist offenders with a successful transition to their community upon their release, in the hopes of reducing these recidivism rates.



*Figure 3: Adult recidivism rates for 2018 for offenders released from IDOC in 2015
(Indiana Department of Correction, 2018)*

Research has shown that therapeutic programming can significantly reduce recidivism by helping people understand and change the thinking patterns that can lead to criminal behavior. Programs address several issues often associated with criminal behavior such as social skills, problem solving, moral reasoning, self-control, impulse management, and self-efficacy (CSG Justice Center, 2019). Techniques used to address these issues, include cognitive skills training, anger management programs, substance abuse classes, and reentry programs that focus on improving an offender's social skills, moral reasoning and reduce chances of reoffending.

Use of therapeutic programming during incarceration, will greatly reduce the number of offenders being returned to prison for parole/probation violations, or committing a new crime. Furthermore, providing offenders with specialized reentry programming just prior to release, could greatly improve their ability to cope with the world they will be re-entering, even if they have only been incarcerated for a short time. Lastly, reducing recidivism rates can greatly reduce a state's expenditures when it comes to housing repeat offenders. When communities are safer, a state's prison population and any related costs can be greatly reduced. In turn, these already limited funds can be redirected to meet longer term public safety measures/goals.

Availability of Therapeutic Programming in the IDOC

Within the IDOC, various programs, courses and activities are available to offenders, geared towards decreasing one's chances of recidivating upon release. Programs include educational programs that focus on building literacy skills or assisting offenders with obtaining their GED. In partnership with the Indiana Department of Workforce Development, some IDOC facilities provide offenders with meaningful on-the-job instruction or training experiences, partnered with occupation-specific related training instruction (Indiana Department of Correction, 2019-a). The IDOC also provides reformatory programming to offenders in the form of cognitive behavioral programs such as Thinking for a Change (T4C), and Purposeful Living Units Served (PLUS). Addiction recovery services are also offered via a new initiative with Wexford Health Systems, that focuses on a multi-faceted approach to improve the quality of addiction recovery services, increase access to care while incarcerated, implement updated evidence-based integrated care, and provide increased opportunities for collaboration and continuity with community-based services for offenders who are being released (Indiana Department of Correction, 2019-a).

Importance of Effective Case Management and Treatment Planning

When an inmate arrives at an IDOC facility, they often meet with case management staff to undergo the IRAS (Indiana Risk Assessment System), an assessment tool used for treatment planning that focuses on five criminogenic risk domains: criminal history, school and employment, family and social support, substance abuse and mental health, and criminal lifestyle. By focusing on these risk areas, case managers are able to determine which programs are better suited for an offender to assist the individual with a successful re-entry experience (Indiana Department of Correction, 2019-b). Offenders should be provided with opportunities

to address their health needs and develop life and work skills. Some correctional facilities in the U.S., offer inmates substance abuse and mental health treatment, while other institutions offer educational classes such as literacy, English as a Second Language, parenting skills, wellness education, GED programming and job skills courses (National Institute of Justice, 2018-a).

Problem Statement

Increasing recidivism rates put a strain on county and state resources for housing incarcerated individuals. In addition, each time an individual is returned to incarceration, they are less likely to receive the assistance they need to combat the very issues that caused their criminal behaviors, and prison can make these behaviors worse. The longer an offender goes in their sentence without proper therapeutic programming or treatment, the more likely they are to become more criminalized within prison (Schafer, 2018). Previous incarcerations also interfere with an individual's ability to gain and/or maintain employment, which is of utmost importance when a person is trying to be successful with their reentry into society.

While there are programs available within the IDOC for offenders, not all offenders are eligible for the very programs that can assist with a successful re-entry. Case management staff is tasked with only referring offenders to programming based on IRAS test scores, which can often be affected by case manager bias, the offender not providing accurate information, or even misinformation listed in the offender's file (Truthfulness Scale, 2015). Additionally, criminal court judges often sentence individuals to a facility within or near the county of the crime, meaning an offender may not have access to programming if it is not being provided by that IDOC facility. Offenders sentenced to the IDOC with sentences of less than one year, may never even be referred to a program, even though their IRAS test score deems them eligible, due to

their shortened sentence length, and the waiting list that often accompanies many IDOC programs.

Literature Review

Secondary research has been utilized in this project to determine the need for therapeutic, reentry programming for male, adult offenders incarcerated within an IDOC facility for a violent crime, and the correlation between programming and reducing recidivism rates for this group of offenders. Background research includes literature on pre- and post-release outcomes for offenders who participated in therapeutic programming during incarceration as well as which types of programs could be utilized in a cost-effective manner to reduce recidivism and ultimately benefit one's community, and Indiana's state budget. Numerous sources utilized by the author include statistical data that shows a growing need to reduce recidivism rates and implement a robust, all-inclusive therapeutic reentry program for the Indiana Department of Correction. The research also shows what has and has not worked for other states in reducing their recidivism rates through impactful correctional programming, counseling, and effective case management. Additional research was gathered to learn how to implement such programming within the IDOC.

While compiling the research materials, the following questions were asked:

- What are the main objectives and functions of incarceration?
- What are some common challenges facing the corrections industry?
- Why is offender rehabilitation important?
- What are some objectives of inmate rehabilitation programs?
- What are the primary deterrents to the widespread implementation of correctional programming?

The resources gathered and referenced throughout this project are from websites, peer reviewed articles, information databases, correctional journals, professional publications and the author's own personal knowledge and skillset in corrections case management.

Research Results

Currently, the IDOC offers a variety of programming to its offender population aimed at assisting with reducing an individual's chances of re-offending, but not all offenders will be able to participate due to a variety of factors (IRAS test scores, length of stay, program availability, etc.). More still needs to be done to effectively rehabilitate and prepare adult males who are being released from the state's correctional facilities. The Council of State Governments Justice Center (CSG), released their "50-State Report on Public Safety" in 2017, providing policymakers with the most relevant information regarding reducing recidivism rates, such as using data to drive recidivism-reduction efforts (CSG Justice Center, 2017), ensuring that risk and needs assessments are used effectively, and providing released individuals with the tools needed upon reentry to society. In November 2017, CSG held their annual conference, in which a spotlight panel was conducted, focusing on the findings in the 50-State Report, and making the recidivism-reduction strategies work. As noted by one of the speakers on the panel, Bryan Collier, Executive Director of the Texas Department of Criminal Justice, Texas saw an 8% decrease in recidivism rates between 2007 and 2017, which Director Collier attributed to therapeutic programming:

"Our legislative leadership chose to set money aside just in case we had to build a couple of more prisons, but instead, invested about 200 million dollars in treatment and diversion options. They weren't just throwing paint on the wall; it was actually investing

in the programs that had track records already established as effective, so they expanded those programs, or put them in place where they weren't" (CSG Justice Center, 2017).

Other states have also recognized the importance of using proven, evidence-based practices and programs to assist offenders with successful reentry into society and reduce recidivism expenditures across the board. The following research was found to be the most impactful regarding offender rehabilitation.

Effective Case Management

When an offender is released from prison, they are going to face several barriers that could affect a successful reentry process and should be provided with the appropriate tools to overcome these barriers, prior to release. For many, they will have substance abuse issues, while some will be homeless upon release. Finding a job as a convicted felon will also be an issue, as most employers in the U.S. do not hire individuals with a felony criminal record (Ames, 2019). Understanding the barriers these individuals will face, is just the first step in many for correctional case managers when implementing offender treatment plans. However; effective case management is more than just completing a review of the offender intake packet, asking them a few questions and checking program boxes in a web-based treatment program.

As part of the treatment plan process, correctional case managers must consider the needs of each offender on a case-by-case basis to ensure these individuals do not commit additional crimes upon their release. A general understanding of Bonta and Andrews' risk-need-responsivity (RNR) model, assists correctional case managers with matching offenders to the therapeutic and rehabilitative programs that will provide the best possible outcomes for the offender's reentry. The RNR model is an evidence based model that uses three best practice principles to assist with developing therapeutic programming for offenders. The "risk" principle

ensures that the most intensive programs are reserved for those offenders with the highest likelihood of reoffending; the need principle focuses on the factors that led to an individual's reoffending, and the responsivity portion of the model targets the treatment programs that can affect the most change (Bonta & Andrews, 2017).

The IDOC along with probation, parole, drug courts and community corrections, uses the Indiana Risk Assessment System (IRAS) to determine an offender's risk of recidivating, or re-offending. The IRAS, adapted from a similar risk and needs assessment used by the Ohio Department of Corrections, was validated by the University of Cincinnati, Center for Criminal Justice Research (Indiana Department of Correction. (2019-b) and follows the RNR model. Per the Indiana Risk Assessment Tool handbook, the IRAS-PIT (Prison Intake Tool) is utilized for those offenders entering an IDOC facility, and focuses on the following five criminogenic needs:

Criminal history - examines various aspects of the offender's criminal behavior that can directly affect their chance of re-offending. As documented throughout research, past criminal behavior is predictive of future criminal behavior.

School behavior and employment – examines the offender's behavior in school, as well as the individual's employment history and use of free time. Each area has been shown to be predictive of an individual's chances of participating in illegal behaviors

Family and social support – examines the social and familial support system of the offender. Research has shown that a person's family and social environment directly influences the probability of future criminal behavior.

Substance use and mental health – examines the occurrence of substance use in the offender's life and the extent to which its use has caused problems in the individual's life. This

section is especially important, since substance use can permeate every facet of an individual's life (work, family, school, health, etc.).

Criminal lifestyle - This section addresses the criminal lifestyle of the offender, as well as some personality traits that can often lead to criminal behavior. (National Institute of Correction, 2018-d).

The IRAS-PIT consists of the offender's current age (on day of incarceration), and 30 additional questions spread out over each criminogenic domain. Each question is then scored using criteria provided in the IRAS-PIT, on a scoring scale of 0 to 2 depending on the need domain. Information is gathered to score the IRAS-PIT, through a thorough review of the offender's IDOC case file, pre-sentencing investigation report (PSI), and a one-to-one interview between case management staff and the offender. Additionally, the offender must complete the IRAS-PIT Self Report Survey, which is also reviewed by case management staff to complete the initial assessment. At the end of the IRAS-PIT, all questions are totaled, and the final score entered into Offender Case Management System (OCMS), the IDOC's statewide offender management system. Scores could range from 0 to 40, and as research as shown, the higher the score, the greater the risk of reoffending (Fig. 4).

| Risk Categories for MALES | | | Risk Categories of FEMALE | | |
|---------------------------|-----------|---------------------|---------------------------|----------|---------------------|
| Scores | Rating | Percent of Failures | Scores | Rating | Percent of Failures |
| 0-8 | Low | 17% | 0-12 | Low | 17% |
| 9-16 | Moderate | 32% | 13-18 | Moderate | 33% |
| 17-24 | High | 58% | 19+ | High | 63% |
| 25+ | Very High | 71% | | | |

*Figure 4: IRAS-PIT scores showing percent of failure (reoffending)
(National Institutes of Correction, 2018-a)*

Upon completion of the IRAS-PIT, interview and review of the intake packet, case management staff are able to formulate a treatment plan for an offender, ensuring they are

enrolled in therapeutic programming that is geared towards reducing recidivism and giving offenders the tools needed to be successful at their reentry. For higher assessment scores, more individualized, focused intervention was shown to improve recidivism rates (Indiana Department of Corrections, 2019-b). As an offender progresses throughout their incarceration and the IDOC, the treatment plan will follow the offender and progress reports are provided to aftercare providers and judicial officers in the community to assist with an offender's successful reentry.

In addition to providing progress reports, case management staff complete the IRAS-RT (Reentry Tool) sixty to ninety days prior to an offender's release to test for offender readiness of reentry. According to the Indiana Risk Assessment System guidelines, the IRAS-RT consists of current age of the offender and 18 additional items across three domains:

Criminal History: examines various aspects of the offender's criminal behavior that can directly affect their chance of re-offending. As documented throughout research, past criminal behavior is predictive of future criminal behavior.

Education, Employment & Social Supports: examines how the offender's attitude has changed regarding past criminal associations, current familial relationships and attitudes, and how the offender views their past educational and employment behaviors.

Criminal Attitudes: addresses the offender's motivation for change, including attitudes toward self and their ability to achieve through conventional means. (National Institute of Correction, 2018-d).

IRAS-RT scores are an excellent indicator of offender change, and if therapeutic programming has met an individual's criminogenic needs. As with the IRAS-PIT, the higher the score (after programming), the higher the probability of an individual reoffending (Fig. 5).

IRAS-RT scores are utilized by probation and parole agencies to determine level of supervision

needed for a released individual, as well as what referrals are needed to guide an individual's reentry.

| Risk Categories for MALES | | | Risk Categories of FEMALE | | |
|---------------------------|----------|---------------------|---------------------------|----------|---------------------|
| Scores | Rating | Percent of Failures | Scores | Rating | Percent of Failures |
| 0-9 | Low | 21% | 0-10 | Low | 6.5% |
| 10-15 | Moderate | 50% | 11-14 | Moderate | 44% |
| 16+ | High | 64% | 15+ | High | 56% |

Figure 5: IRAS-RT scores showing percent of failure (reoffending), after therapeutic programming (National Institutes of Correction, 2018-a)

The Role of Correctional Officers in Offender Reentry

The underlying tenet of incarceration is prison should be such a horrible experience, that it will deter an individual from reoffending. Prisons at their very core, are retributive, incapacitating offenders by separating them from their families, friends, and communities and take away the comforts that the individual has grown accustomed to. However; various research findings have shown that prison on its own, does very little to rehabilitate an offender and decrease their chances of reoffending (Schafer, 2018). In addition to implementing evidence based practices and programming, the role of the correctional officer (CO) plays an important part in offender well-being and a positive reentry experience.

The main function of a CO is to maintain the security of the correctional facility, as well as the safety of offenders, staff, and volunteers. In addition to safety and security, COs are responsible for doling out punishment to offenders who break the rules. As research has shown though, providing sanctions to offenders without actually "correcting" the behavior, does very little to change things, let alone reduce recidivism rates (Bonta & Andrews, 2017). More than any other staff member in a prison, COs have the most direct contact with offenders as part of

their daily duties. It is for this reason that officers are an important symbol in influencing an offender's desire to make true change for a successful reentry.

An article written by Lacey Schaefer for the publication *Corrections: Policy, Practice and Research*, details how correctional officers should be utilized, to support offender rehabilitation and a reduction in recidivism rates. As noted in the article (pg. 40), officers should not be viewed as just security personnel, but also act as referral agents, advocates, counselors and facilitators. Officers trained in effective use of authority, prosocial modeling and reinforcement, and interpersonal skills are better suited to handle the ever-growing needs of an offender population, leading to more positive outcomes for the officer-offender relationship (Shaefer, 2018). Better working relationships between officers and offenders, greatly decreases the “us-them” mentality that takes place in a prison, which in turn, can decrease offenders' criminal behaviors.

Officers who use cognitive behavioral approaches to communicate with criminals can point out negative behaviors in a volatile situation without passing judgment or allowing their own emotions to take over. Using motivational interviewing when discussing discipline with an offender, calls attention to an individual's criminal nature, and lets the offender gain insight on the link with negative thinking, attitudes, and actions, and how to alter those habits. Correctional officers directly contribute to offender rehabilitation by denying the negative reasoning and by offering offenders prosocial alternatives to antisocial expressions.

Offenders typically “act out” during incarceration because prison life can be harmful, and officers should be prepared to help with limiting the traumatizing effects of incarceration. It is imperative as noted in the article (pg. 42-43), that officers be willing to act as counselors and health advocates for those they supervise. Correctional officers, depending on interpersonal

skills and a clear willingness to help, are the main source of support for offenders transitioning to incarceration. Utilizing the effective communication skills mentioned previously, officers help offenders through difficulties (breakdown of a relationship with a loved one, the death of a family member, and even parenting issues), which promotes wellbeing and overall success of rehabilitation. They play an integral role in mitigating emotional distress and encouraging wellbeing by communicating with trained care personnel to promote structured intervention when appropriate. (Schafer, 2018). This not only encourages the well-being of offenders but also shifts the common notion that criminals are no longer people who deserve care and respect, to people who need therapeutic treatment and often times, concurrent medical treatment.

Bonta and Andrews (2017) stated as part of their RNR model that the “number of antisocial associates an individual has, is a great predictor of their likelihood to reoffend.” Strong, prosocial bonds will help the offender succeed, while antisocial, criminalistic relationships will often lead an individual back to a life of crime. During incarceration is the perfect opportunity for officers to encourage offenders to seek more prosocial bonds, and even to work at repairing relationships that once proved to be positive. Officers trained to coach and motivate offenders will significantly add to the offender's probability of successful reentry

Cognitive Behavioral Therapy Programs

Studies have reliably demonstrated high rates of recidivism, with multiple numbers of discharged individuals being rearrested inside five years (National Institute of Justice, 2018c). Prison frameworks have become stockrooms for society's criminals, and imprisonment can create a huge number of terrible results when therapeutic programming is withheld. It increases unfortunate behavior, expands recidivism, and builds joblessness rates once people are discharged from prison. State prisons today, are undertreating many who are currently

incarcerated. Concentrating on making prison program-rich, rehabilitative environments, could create better results for offender reentry outcomes.

Cognitive behavioral therapy (CBT) has been determined to be successful at lowering the incidences of offender misconduct during incarceration, and recidivism rates (Duwe, 2017). CBT is one of the most widely used, psychological approaches to behavior modification, and is often applied in correctional settings to treat anger, violence, substance abuse issues, and to assist offenders with learning new coping skills to improve reintegration into society (Barnes, et al, 2017). CBT programs have also been shown to yield a significant return on investment when targeting moderate to high-risk offenders, with nearly \$25.00 yielded in benefits for every dollar spent (Feucht, 2016).

Examples of cognitive behavioral therapy programs currently utilized by the IDOC, and proven to reduce recidivism rates:

- *Thinking for A Change (T4C)*

An integrative CBT program authored in 1997 by Jack Bush, Barry Glick and Juliana Taymans in conjunction with the National Institute of Corrections, which incorporates research from cognitive restructuring theory, social skills development and use of problem skills (National Institute of Corrections, 2018-b). T4C utilizes 25 lessons spread out over 12 weeks, that utilize a combination of approaches to increase offender awareness of their own selves and those around them. The initial stage of the program has offenders focusing on how they think, as well as their feelings, beliefs and attitudes. Social skills are taught in the stages following, and the course wraps up with a section devoted to integrating the first 2 phases into problem-solving situations (Arvidson, 2019). T4C facilitators are required to undergo 32 hours of training in order to lead the program.

- *Aggression Replacement Training (ART)*

Also known as *Washington Aggression Interruption Training (WAIT)*, ART was originally designed in 1980 by Barry Glick and Arnold Goldstein as an anger management program to be used amongst juvenile offenders convicted of violent crime (Branstromm, et al). The curriculum was later adapted to be used in adult correctional facilities and consists of a 16-week curriculum that incorporates three specific areas of learning: social skills training (behavior component), anger control training (emotional component), and moral reasoning (values component). In the social skills portion of the program, modeling, role-playing and performance feedback is used to teach prosocial skills. The anger control component focuses on teaching offenders how to react to those situations differently, that trigger their anger issues. Moral reasoning teaches the offender how to view those around them, other individuals' rights and needs and how the offender is perceived by others (Arvidson, 2019). ART/WAIT instructors must undergo 40 hours of instruction before teaching either program.

- *Strategies for Self-Improvement and Change (SSC)*

SSC is a long-term, intensive CBT program for offenders with substance abuse issues. Authored in 2006 by Kenneth Wanberg and Harvey Milkman, SSC is designed to be presented in a therapeutic community setting or general population correctional setting (classroom based). The program can take up to one year to complete and is broken out into 3 separate phases that an offender must individually pass, before moving on to the next. In Phase 1 or "Challenge to Change" the offender participates in a reflective-contemplative process. A series of lesson experiences is used to build a working relationship with the offender and help them to develop the motivation needed to change.

In Phase II or “Commitment to Change”, the offender will actively demonstrate their understanding of practicing change. This phase focuses on strengthening basic skills for change and helping the offender to learn methods for changing their thoughts and behaviors that have contributed to their past criminal behaviors and substance abuse issues (Arvidson, 2019). In the final phase of treatment, Phase III or “Ownership of Change”, the offender takes an interest in treatment encounters intended to fortify and reinforce the promise to make appropriate, prosocial changes. SSC instructor must undergo 40+ hours of training and pass a certification exam for each phase in order to teach the program.

As illustrated in Figure 6, CBT programs utilizing graduated skills practice, had the most favorable outcomes when it came to offender recidivism rates (CSG Justice Center, 2017). T4C, ART and SSC are all skills practice programs currently being utilized by the IDOC, but there is inconsistency as to what programs are provided as the various facilities. CBT programs need to be implemented in a consistent fashion within a correctional setting in order to affect true change within the offender population.

Cognitive-behavioral programs with graduated skills practice have the largest impact on reducing recidivism.

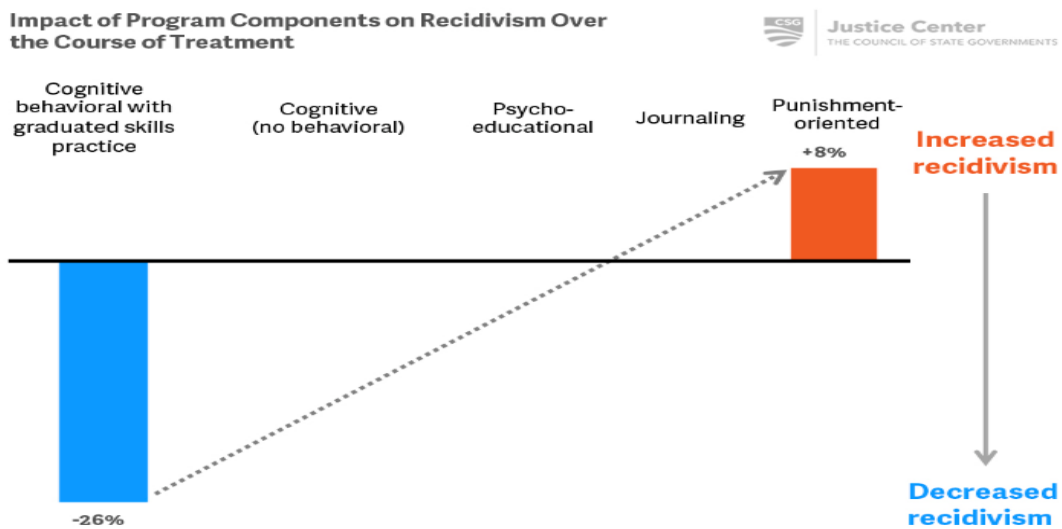


Figure 6: CBT programs with graduated skills practice – effect on recidivism rates (CSG Justice Center, 2017)

Educational & Employment Programs & Successful Reentry

Education has always been the gateway to successful social and economic flexibility. A Bureau of Justice study on reentry, estimates that at least 95% of all individuals incarcerated in a state facility, will be released at some point and that two-thirds of these individuals, do not have a high school diploma (Taliaferro, et al, 2016). Incarcerated individuals are an underserved population when it comes to receiving educational services such as GED programming, English as a Second Language (ESL) classes, and career and technical courses. Having a criminal record greatly impacts one's ability to obtain a job upon release and become economically self-sufficient. In a RAND Corporation study conducted in 2016, offenders who participated in education and employment programs, were 43% less likely to return to prison (Bender, 2018). Additionally, correctional facilities with education programs have been shown to experience less violence among offenders, creating a safer environment across the facility and for all individuals behind the wall.

For anyone not having a high school diploma, there will be struggles, but for those who have also been incarcerated, this will only compound the difficulties experienced upon reentry. Adult basic education programs provide functional skill building, math, reading and writing to individuals who test below 9th grade skill levels (Fig. 7). Departments such as the Minnesota Department of Corrections, mandates that all incoming offenders take the Test of Adult Basic Education (TABE), to see where offenders should be placed, whether its basic education skills programming, or secondary education classes, to prepare the offender to take the GED (Taliaferro, et al, 2016). Furthermore, several other states have followed Minnesota's lead, mandating that all offenders take part in an educational programming, starting with basic adult

education for those without a diploma, or postsecondary education for those who do have a diploma (Bender, 2018).

| | |
|---------------------------------------|---|
| Adult Education | <p>Adult basic education: Foundational skill building, mathematics, reading, and writing below the 9th grade skill level.</p> <p>Adult secondary education: Mathematics, reading, writing, and other education at or above a 9th grade skill level, including High School Equivalency test preparation.</p> <p>English as a second language (ESL) courses.</p> |
| Adult Postsecondary Education | College level instruction that may provide college credit. |
| Career and Technical Education | Education and skills training within a defined program of study that may lead to an industry recognized credential or certification. Can be offered with college credit or as a non-credit course. |
| Special Education | Courses and services offered to individuals with learning disabilities or other special needs |

Figure 7: High-level overview of educational programs available within correctional facilities (Taliaferro, et al, 2017)

Postsecondary education consists of college level courses that may provide college credit, or career and technical education that provides offenders with specialized skills training within a vocational area. Vocational education and training has shown to reduce recidivism rates by teaching offenders a skillset that can be used after their reentry; this in turn promotes motivation to change on the part of the offender (Mohammed & Mohamed, 2015). The IDOC currently partners with the Indiana Department of Workforce Development through the HIRE program (Hoosier Initiative for Re-Entry), to prescreen offenders prior to release in order to ensure they attend a tailored, vocational program during incarceration (Indiana Department of Corrections, 2019-a). Other programs such as the Bard Prison Initiative in New York and Prison Education Partnership in Baltimore, have shown to prepare offenders for release, giving them relevant skills to use upon reentry (U.S. Department of Education, 2009).

Over half of released individuals will be rearrested within 3 years of incarceration with three-quarters being rearrested within 5 years, lending to the major cycle of mass incarceration occurring in the United States (Wagner & Sawyer, 2018). The RAND study from 2016, found that implementation of correctional education and vocational programming, not only reduced recidivism rates, but was cost effective for the states utilizing such measures (Bender, 2018). For every dollar that was spent, taxpayers saved close to four to five dollars that would've otherwise went to the costs of incarceration. In addition, individuals released from prison had better opportunities to gain employment, which meant paying taxes, having buying power and less reliance on government programs.

Project Description & Implementation

Although the IDOC already offers some programs to currently incarcerated individuals, there is no structure or schedule as to when programs take place, nor is there any formal criteria for who is enrolled in programs, other than utilizing offender IRAS scores. For the greatest impact on offender recidivism rates, and to ensure each individual is ready for release, a structured, robust therapeutic reentry program should be offered at each IDOC facility.

Intensive Therapeutic Reentry Program (ITRP)

In corrections, there are eight guiding principles believed to reduce recidivism of offenders: the correct use of risk assessments, the need to enhance offender motivation, targeting high-risk & high-need offenders, matching an offender's risk/needs to appropriate interventions, use of cognitive behavioral therapy, strengthening pro-social influences, adhering to program principles, and the use of data to guide actions (NCSC, 2018). The intensive therapeutic reentry program (ITRP) for the Indiana Department of Corrections will follow these evidence-based principles by:

- Training case management staff in effective use of the IRAS-PIT, IRAS-RT, IRAS self-report survey, motivational interviewing and offender packet review to assess offender risk and needs during incarceration and after release.
- Prioritizing ITRP enrollment of high-risk/need offenders based on information from risk assessments, case management interviews and other correctional staff recommendations. In research conducted by the California Department of Corrections, it was noted that almost 50% of offenders released across the U.S., were never enrolled in any type of rehabilitation programming prior to release (Taylor, 2017).
- Implementing cognitive behavioral therapy programs to meet offender needs and enhance their motivation to make positive change.
- Utilizing existing, IDOC approved group and self-study programs to enhance offender life skills.
- Conducting offender progress at various checkpoints during ITRP to determine if the programming is meeting offender needs.
- Reporting reliable data to state leaders on the number of offenders enrolled in ITRP per year and the number of offenders near their release dates who went without programming, so the reentry office can measure the effectiveness of ITRP on recidivism rates.

To determine if an offender is eligible for ITRP, they must meet with case management staff after arriving at their designated IDOC facility. Prior to this intake meeting, the case manager will have completed a thorough review of the offender's intake packet to obtain information to be used in treatment planning. During the intake meeting, the case manager will complete the IRAS-PIT with the offender as well as have the individual complete the IRAS

self-report survey. After intake, case management staff will meet with the facility's program team to discuss treatment plan options and refer individuals to appropriate programs. Individuals enrolled in ITRP will meet the following criteria:

- IRAS-PIT score of mid-moderate to very high level of risk (score between 13 and 25+)
- Convicted of a violent or serious violent felony, as per Indiana Criminal Code Title 35
- Sentenced to a year or more in an IDOC facility (allows time for program completion)
 - Offenders sentenced to one year or less are enrolled in ITRP-F, the fast track version of ITRP.

Documented criminal history, showing prior arrests and convictions for violent crime and information from the offender self-report is also utilized when determining appropriateness of ITRP.

The overall design of ITRP is to provide offenders with knowledge and skills needed to ensure a successful reentry, as well as keep offenders active and busy during their incarceration, as a way to deter further criminalistic behavior which is often common in prisons. ITRP can take six to eighteen months to complete, depending on the offender's education level, and includes core classes in cognitive behavioral therapy, addiction recovery services and education and employment training. Offenders will also attend life skills classes designed to assist the offender in the areas of personal finance, health and wellness, fatherhood and healthy relationships. ITRP is intended to follow the IDOC daily schedule for programming, which is currently 8:00 a.m. to 5:00 p.m., and 6:00 p.m. to 8:00 p.m. (Indiana Department of Correction, 2019-a).

ITRP Core Component classes:

- **Thinking for a Change (T4C)** – 12 week evidence based, CBT program from the National Institute of Corrections shown to greatly reduce recidivism by teaching offenders social and problem skills.
- **Aggression Replacement Training (ART)** – 16 week evidence based, CBT program incorporating three social skills training (behavior component), anger control training (emotional component), and moral reasoning (values component) to assist offenders with overcoming violent tendencies.
- **Recovery While Incarcerated (RWI)** – 28 week, multi-phase substance abuse program in partnership with Wexford Health Systems, aimed at providing addiction recovery services and increased access of care to incarcerated individuals.
- **Literacy Education** – 24 to 36 week educational program designed to promote increased employment opportunities by focusing on strengthening offender basic reading, math and language art skills.
- **Test Assessing Secondary Completion Program (TASC)** – 16 to 24 week educational program designed to prepare offenders to take the TASC high school equivalency assessment, focusing on areas of reading, writing, math, science and social studies. This is an alternative to GED program.
- **Vocational Education** – 24 week employment program in partnership with the Indiana Department of Workforce Development, providing vocational training to offenders in of Business Technology, Building Trades, Landscape Engineering and Culinary Arts.
- **Communication Basics** – 22 week basic communications program that works with offenders to improve their verbal and non-verbal communication skills.

ITRP Life Skills classes:

- **Alcoholics Anonymous/Narcotics Anonymous** – ongoing, self-help interventions focusing on offender acceptance of alcohol use as a disease, using 12-step tools, and connecting with recovering persons in the fellowship (SAMHSA, 2019).
- **Coping With Depression** – 12 week mental health course designed to help and education for offenders dealing with depression.
- **Financial Planning** – 12 week course following the principles of Dave Ramsey’s Financial Peace University that helps offenders learn to manage money, create a budget, read a credit and learn new financial behaviors founded on commitment and accountability (Ramsey, 2019).
- **Inside Out Dad** – 12 week course that connects offenders to their families, helping to improve behavior while still incarcerated and to break the cycle of recidivism by developing pro-fathering attitudes, knowledge, and skills, along with strategies to prepare fathers for release (Inside Out Dad, 2019).
- **Healthy @ Reentry** – 8 week course designed to educate offenders on social diseases, safer sex practices and healthier living choices in relation to their reentry.
- **Stress Management** – 12 week course that teaches offenders how to understand stress, how it effects the body, how it impacts thinking and behavior and how to cope with stress in a more productive manner (Porter, 2018).
- **Wellness & Nutrition** – 16 week health and fitness course focusing on offender nutritional guidance, basic personal care, hygiene, grooming and exercise. This class is offered in partnership with the IDOC Recreation department.

Implementation of ITRP:

Offenders start ITRP by attending T4C, which takes 12 weeks to complete, followed by ART for another 16 weeks, while simultaneously attending substance abuse therapy (RWI), educational or employment classes, and life skills classes. Offenders who score “0” on the substance abuse portion of the IRAS *and* have no documented history of substance abuse related arrests, charges or convictions, and do not self-report issues with illicit substances or alcohol, will not be enrolled in the addiction recovery services portion of ITRP. Instead, offenders are enrolled in the Communication Basics class, to help the offender improve his verbal and nonverbal communication skills. Offenders taking substance abuse class, will complete Communications Basics after completion of RWI.

Offenders who have a high school diploma, are enrolled in the DWD Vocational Education class; those offenders without a diploma undergo TABE testing to check for level of literacy. Offenders scoring at or above 9th grade level will be placed in the TASC program, while offenders who score below 9th grade on the TABE test will be placed in Literacy Education. Offenders who successfully complete Literacy Education (as evidenced by an increase to 9th grade or above in all areas of the TABE retest), are placed in TASC programming. After successful completion of the TASC program, offenders will be enrolled in the DWD Vocational Education class to begin working on gaining needed employment training and skills to ensure a successful reentry.

After completion of the program, offenders will meet with the ITRP reentry team to start planning for release. The ITRP reentry team consists of the facility’s Warden, Correctional Officer Sargent, the offender’s Parole or Probation officer (or both in the case of dual supervision), a member from the medical team, staff from education and employment services, and the facility’s Classification Specialist. Partnering with case management staff, the reentry team

works to ensure individuals being released receive appropriate post-release referrals, access to community resources, have verified housing arrangements and identification documents (I.D., social security card and birth certificate). At least sixty days prior to release, case management staff will conduct the IRAS-RT with offenders, and provide those scores to aftercare specialists, parole and probation agencies and the sentencing courts (Fig. 8).

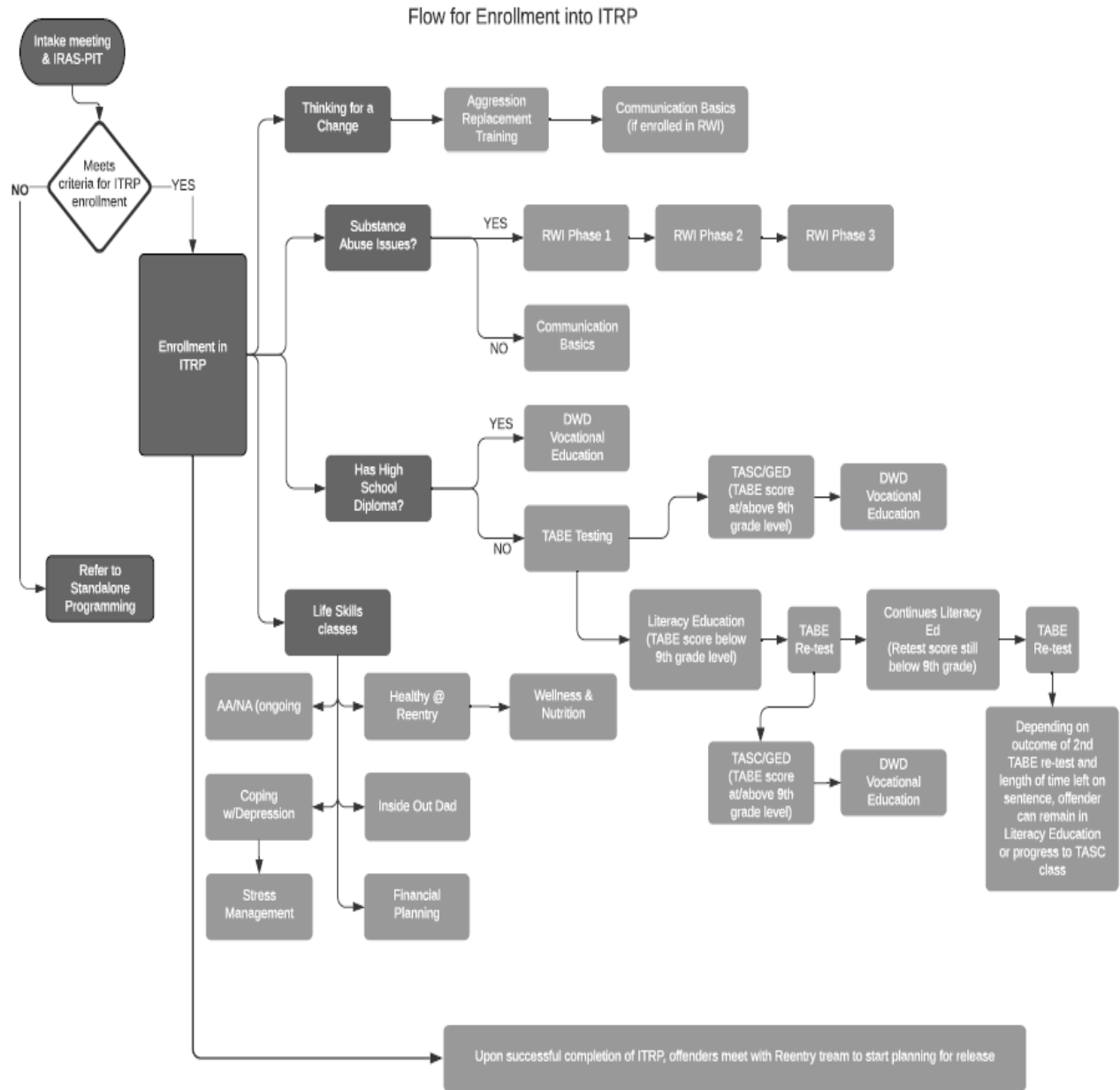


Figure 8: Flow of Classes in ITRP (Cunnington, 2020)

Intensive Therapeutic Rehabilitation Program-Fast Track (ITRP-F)

Not all offenders serving time for a violent felony, will serve a lengthy sentence for their crime, as most are first-time, violent offenders with sentences of one year or less (Indiana Department of Correct, 2019-c). With the exception of those violent felonies resulting in death or serious bodily injury or those who are repeat offenders, short-term offenders lack the sentence time needed to successfully complete the longer version of ITRP but still exhibit needs requiring enrollment in a therapeutic program. ITRP-F is designed to provide these short-term offenders with the same knowledge and skills as those enrolled in ITRP, but in a shorter time span to ensure that offenders at least receive the core components of the program. As with ITRP, offenders completing the fast track version of the program will meet with the reentry team to prepare for release. Even with shorter sentences, and usually less severe violent felonies, these offenders still need a great deal of aftercare and access to resources to ensure they do not reoffend.

Offenders enrolled in ITRP-F will attend T4C and RWI or Communication Basics simultaneously, followed by ART after completion of T4C. Life skills classes are pared down in ITRP-F, with offenders attending at least Financial Planning, Wellness & Nutrition and Inside Out Dad. Offenders also undergo TABE testing and are enrolled in the appropriate educational or employment portion of ITRP-F, however; many will be unable to advance to the next portion of the educational component due to sentence length. For those individuals leaving prison without a GED, they are referred to one of several partnering agencies of the IDOC for further services. As a condition of their probation or parole, individuals must complete the GED program offered by one these agencies, and progress into an employment training program upon receiving their GED.

Early Termination of Offender Enrollment in ITRP

Offenders enrolled in ITRP can be terminated early from the program for several reasons, including conduct violations, facility transfers, poor performance in the program and a reduction in sentence time. The most common reason that an offender would be removed, is for conduct violations. Per Indiana Department of Corrections policy 02-04-101, *The Disciplinary Code for Adult Offenders*, conduction violations range from major violations (Class A & B) to minor violations (Class C & D). Class A & B violations carry with them severe sanctions including loss of earned credit time, restrictive housing and program removal, while minor violation sanctions include privilege restrictions, extra work and dorm confinement (Indiana Department of Corrections, 2019-f). Offenders entering ITRP will sign a behavior contract, that clearly states what is expected of them during participation in the program, the consequences of not following the contract (including program removal), and the rewards for completion of the program.

Project Feasibility

Legal Feasibility

Legal feasibility is a measure of how well a solution can be implemented within an organization's existing policies and procedures. Per Indiana Department of Correction policy 01-01-101, *THE DEVELOPMENT AND DELIVERY OF ADULT ACADEMIC AND TECHNICAL PROGRAMS*, education programs shall be developed and implemented to improve the academic and/or technical educational situation of the offender population. Additionally, the purpose of these programs shall be to enhance the offender's potential for successful re-entry into the community by developing knowledge and skills in the offender (pg. 1). Furthermore, the policy states that a Comprehensive Education Program (CEP) is to be implemented at each

facility and offered to eligible offenders, and comprised of courses in primary education, secondary education, career and technical education, cognitive education and life skills (pg. 19). Currently, out of fifteen IDOC adult, male correctional facilities, only two - Plainfield Correctional Facility and Heritage Trail Correctional Facility, offer a full comprehensive education program to offenders (Indiana Department of Correction, 2019-a). The other thirteen facilities do offer *some* programs, but those classes may only be in one or two of the areas required per the policy; for example, a facility may offer Thinking for a Change and TASC classes, while another facility only offers academic classes and life skills courses.

The main goal of ITRP is aligned with policy 01-01-101, as it is designed to provide offenders with the tools needed for reintegrating back into society. It is comprised of the required course components as noted in Policy 01-01-101, with eligibility requirements based on offender release date, assessment scores and level of conviction. Additionally, ITRP employs the use of educational testing, as required per the policy, to ensure individuals are placed in the appropriate education program. Lastly, the policy dictates that educational, vocational and cognitive behavioral classes be certified, licensed or accredited by the Indiana Department of Education, Indiana Department of Workforce Development and national industry associations. With ITRP, only those classes meeting these requirements are offered, as they provide the evidence-based practices shown to decrease offender recidivism rates.

Additional questions to consider when researching the legal feasibility of ITRP include:

- *What are the legal implications of the project?*
- *What sort of ethical considerations are there?*

Legal implications of implementing an intensive, therapeutic reentry program are few, but they do exist. The most common implication, centers around offender complaints of

program discrimination (withholding program enrollment as punishment, not following eligibility requirements, etc.). Facilities found guilty of practicing program discrimination by the Ombudsman Board (the entity responsible for investigating all offender complaints and reporting them to the state) and the courts, risk fines, loss of funding for programs, and even loss of staff. Additionally, a facility's failure to conduct biennial program audits as noted in Policy 01-01-101, can result in a facility losing access to academic and technical programs; the facility must show they are utilizing a program, or they can "lose it". Furthermore, a therapeutic program should have a process in place that communicates to offenders what is expected of them, what the consequences for non-compliance are, and the rewards for program compliance. Having this process in place, minimizes the potential for misunderstanding about expectations and outcomes, further minimizing legal issues that could arise from an offender being removed from a program (Askew, 2016).

Legal implications go hand in hand with ethical implications. The U.S. prison system is held responsible for the treatment of inmates; laws exist forbidding cruel and unusual punishment. Cruel and unusual punishment doesn't just focus on physical abuse however; it also covers emotional distress that can occur when program discrimination is evident. Additionally, ineffective case management or bias when it comes to referring offenders to programming, can lead to individuals not receiving the rehabilitation required to meet their risks and needs. Lastly, correctional staff adherence to program policies and rules is important to ensure that the program is a success.

Technical Feasibility

Technical feasibility is the process of assessing an organization's ability to implement a proposed project. It considers the technical requirements of a proposed project and compares the

requirements to the technical capability of the organization. The essential questions that help in testing the technical feasibility of implementing ITRP at each IDOC facility include the following:

- *Are the current technical resources sufficient for the new program?*

Advance technologies including desk-top computers, laptops, and the Internet, are already utilized by the Indiana Department of Corrections. These technologies are used for security and communication purposes, day-to-day facility operations, case management activities, and the analysis and sharing of data collected between departments, such as Medical, Education, and IDOC Central Office. However; each facility is set up on a restricted Internet connection (RIC), which uses routers and firewalls to permit only certain Internet content from being accessed by staff (Indiana Department of Correction, 2019-d). This type of connection is expensive for the IDOC, due to monthly vendor fees, but it does allow for real-time access to the Internet, which will aid in many of the teachings associated with ITRP, as well as a high level of security although it is not as secure as using a Wide Area Network (WAN).

While the IDOC's current use of a RIC system can sufficiently support the implementation of an intensive, therapeutic reentry program, it should be updated to a WAN, which would connect all correctional facilities, IDOC Central Office, partner providers, sentencing courts, and community supervision facilities (Bonner, 2016). Additionally, use of a WAN would allow for individual upgrades to be made within the system itself, without disrupting the overall performance of the larger system; currently the RIC must be taken down completely in order to apply upgrades. Lastly, a WAN would automatically generate and collate data for all educational & rehabilitative programming, reducing the executive burden at every

degree whilst presenting concrete facts that can be used to consistently enhance the relevance and success of the Intensive, Therapeutic Reentry Program (Tolbert, et al., 2015).

- *Can the technology be applied to current problems?*

As the author mentioned previously, the IDOC's current operating system is sufficient to run the programs/classes associated with ITRP. For the program to truly operate as it is meant too and allow offenders to have access to additional learning and employment resources, the IDOC will need to use a wide-area network, which will provide more security. Currently, offenders in an IDOC facility are not allowed access to the Internet, computers, or any other type of information services other than pay phones; this is to keep offenders from contacting their victims, setting up contraband drops, and accessing illicit/illegal content. In turn, this makes taking educational assessments, attending online courses, and applying for jobs more difficult. Applying the use of a WAN, will allow teachers to view multiple student computer screens at once and control access to student workstations when in the classroom. Outside of the classroom, offenders utilize personal learning tablets which will securely deliver components of ITRP, information from various libraries and other education and employment resources and allow instructors to track offender progress in ITRP. Additionally, allowing offenders access to computerized information systems will assist them with becoming more familiar with the technological advances they will encounter upon their release.

- *What is the required software and hardware?*

To fully implement a network that can fully perform the tasks of ITRP, the IDOC will need to invest in Chromebooks or Android tablets for use by each offender in and out of the classroom, and at least a laptop for each instructor to facilitate classes, as well as a laptop or desktop PC that can be used by correctional personnel to track offenders use of their devices.

Standard antivirus software will be needed on each offender and staff device, as well as cloud-based software for offenders to access documents, books, etc., without having to access the internet. Chromebooks and Android devices already come equipped with cloud based software and antivirus software that can be purchased for a nominal fee and integrated into the facility's network. Software will also be needed on the facility's local server to allow for strict, secure content transfers from offender devices. Additional IT department time and effort may need to be considered when implementing the WAN, setting up all devices on the network, training correctional staff on how to monitor offender use of the devices, and provide technical support as needed.

Financial Feasibility

Financial feasibility is the process of identifying the financial benefits and costs associated with developing a project. Given the financial resources of the Indiana Department of Corrections, implementation of ITRP is something that can be completed, although there are additional questions to be considered:

- *What is the cost of software, hardware and additional employee time?*

The biggest expense for implementing ITRP, will be to transform the IDOC's current restricted-Internet connection system, to a wide-area network system. For the sake of this project, the IDOC will utilize Cisco Systems to transform their current network, at a cost of approximately \$1.1 million for start-up, and an additional \$15,000 a month/per facility to maintain, upgrade and troubleshoot the system (Cisco.com, 2020). While the price tag for this transformation seems steep, the cost-savings that will occur from not utilizing additional IT staff time to set-up, monitor and maintain the system, will be beneficial to the department later on. Initially, IDOC IT staff will still be utilized to train other staff on the use of the new system,

hardware and software applications, but with a robust instructional management platform, any additional staff trainings once performed in person, can be shifted to remote, online trainings resulting in more cost savings for the IDOC. The actual network management of the WAN would be included in the contract with Cisco.

Regarding the cost of hardware, the IDOC currently contracts with JPay, a correctional technology company that designs, builds and deploys technology to prisons and jails across the country to help educate and rehabilitate offenders (JPay, 2020). JPay currently provides telephone services (Pay phones), video visitation services, and email kiosks in all 18 IDOC adult facilities, and there is an option for offenders to buy a tablet from the company for \$69.00 for personal, entertainment uses, once the offender has reached a certain reward level that is based on facility conduct and confinement level (minimum, medium, max security). However, in two of the facilities previously mentioned (Heritage Trail and Plainfield Correctional), facility leaders have already worked with JPay to institute the use of tablets in the classroom setting (JPay, 2020).

Hardware can be purchased by the IDOC directly from JPay at a discounted rate, and each tablet already comes with security features needed to ensure offenders cannot take the tablets apart, access prohibited content and can be fully integrated onto the WAN. However; should the IDOC choose to not partner with JPay for the purchasing of tablets for ITRP, acquiring tablets or even Chromebooks at a low cost is still possible. Both devices are no longer as expensive as they once were when the technology was new on the market; a 7-inch Amazon Fire tablet currently costs around \$50.00 at Best Buy, while a refurbished, 11-inch Dell Chromebook costs approximately \$80.00 from Walmart. Both devices can be easily modified to provide additional layers of security and would be far cheaper to purchase than traditional laptop

or desktop computers. ITRP is designed to enroll a maximum of 240 offenders at a time at each facility (some facilities will enroll less based on offender population numbers, convictions of housed offenders, etc.), so the cost of purchasing the more expensive Chromebooks for each of the adult male facilities, would cost approximately \$230,400, with an additional \$57,600 spent for extra Chromebooks at each facility to replace those broken, in need of repair, etc.

Because ITRP is already utilizing existing programs and classes offered by the IDOC, it does not require much in the way of financing but will require a great deal of time and cooperation amongst all departments within the organization. The IDOC will need to look beyond the use of volunteers and engage its employees in the facilitation of the various programs and classes that make up ITRP, specifically the core component programs. As the author noted previously in this paper, utilizing correctional staff, specifically it's officers as program facilitators, diminishes the "us against them" mentality that often occurs between staff and offenders, allowing offenders to be motivated to make real changes that can affect their reentry. If possible, the IDOC should reallocate some of their staff time to facilitating core component classes, with the only real expense from doing so, being the training that staff will need to undergo to become program facilitators for T4C, ART, and Communication Basics. Since RWI, Literacy Education, TASC and the DWD Vocational Education programs are all partnerships with area agencies, the costs associated with the programs are already covered within the Services by Contracts portion of the IDOC's budget, and facilitators are provided by the agency for each program (Indiana Department of Correction, 2019-d). Additionally, life skills classes are staffed by a highly trained pool of volunteers from area organizations, the community and faith-based agencies, most of which provide services to the IDOC for little to no charge.

- *Is the project possible, given the resource constraints?*

Most of the resources required for ITRP, will be in the form of staff and volunteer time and training. Volunteers will already be trained by their home agencies in the specific program they are facilitating, which is a cost effective measure, but for correctional staff facilitating T4C, ART or Communications, there will be cost associated with the training needed to become certified in one of these programs. There is no fee for registration for the T4C Train the Trainer program, ART Facilitator Training class, or Communications, however; costs associated with staff travel, lodging, per diem, etc., will need to be considered when sending staff for certification (National Institute of Corrections, 2019). Additional resources required for ITRP will include class materials for each offender in the program, and then the basics of pencils, paper, pens, etc.

As mentioned previously, ITRP will have upfront costs associated with implementation of a secure network, but also with hiring more staff, travel reimbursements for training staff, and supplies. According to the IDOC's 2018 annual report, \$34.7 million was spent on Services by Contract; outside agencies providing a service to the IDOC, such as program facilitation, medical services, maintenance, etc. (Indiana Department of Corrections, 2019-d). To offset further costs of implementing a robust, therapeutic reentry program, the IDOC has the ability to apply for additional funding from a grant awarded through the Second Chance Act Program. Signed into law on April 9, 2008, the Second Chance Act (SCA) supports state, local, and tribal governments and nonprofit organizations in their work to reduce recidivism and improve outcomes for people returning from state and federal prisons, local jails, and juvenile facilities (CSG, 2020). Since 2009, the SCA has awarded over 843 grant awards totaling close to \$700 million dollars for reentry efforts in the U.S. (Fig. 9 &10).

Federal Funding of Second Chance Act Programs

| | |
|--------|----------------|
| FY2009 | \$25 million |
| FY2010 | \$100 million |
| FY2011 | \$83 million |
| FY2012 | \$63 million |
| FY2013 | \$67.5 million |
| FY2014 | \$67.7 million |
| FY2015 | \$68 million |
| FY2016 | \$68 million |
| FY2017 | \$68 million |
| FY2018 | \$85 million |

Figure 9: Federal Funding of Second Chance Act Programs (CSG, 2020)

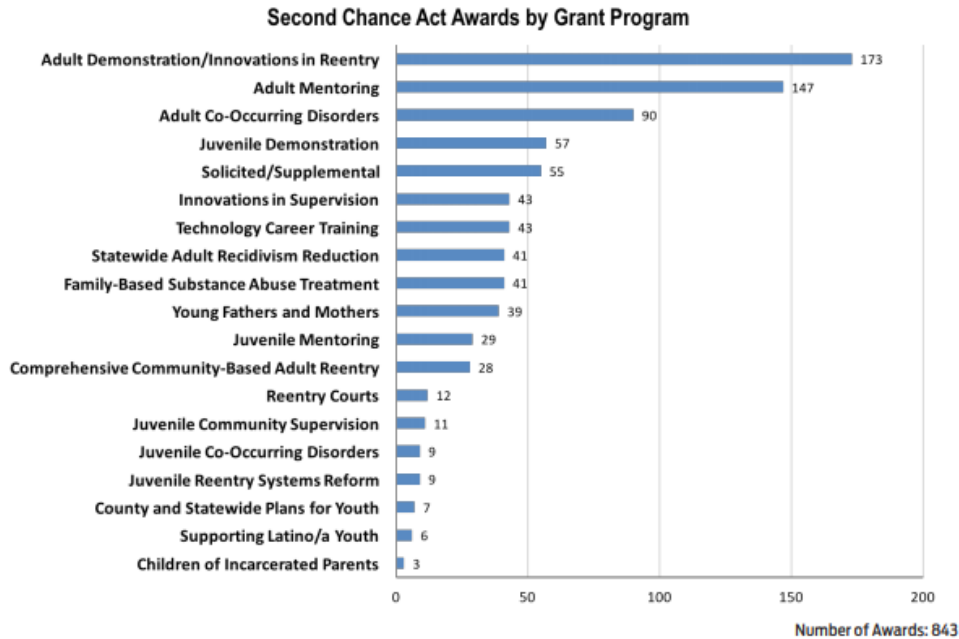


Figure 10: Second Chance Act Awards by Grant Program (CSG, 2020)

- Do the benefits of ITRP outweigh costs?

In 2018, the Indiana Department of Corrections spent approximately \$493 million to conduct operations at their 18 adult facilities, with \$32.9 million of the budget going towards offender programming (Indiana Department of Corrections, 2019-d). That is approximately \$1,250 per offender that would have been spent if every adult male offender, had been enrolled

in programming. However; the costs associated with an individual reoffending, far outweigh the cost of providing an intensive, rehabilitation program to offenders. A study conducted by the Illinois Department of Correction, showed that the average cost of recidivism in the U.S., is approximately \$150,000 per re-offense; \$75,000 is attributed to costs incurred by the victims of crime, with taxpayers shouldering over \$50,000 for law enforcement, jail and court expenses, while the remaining \$25,000 represents indirect costs such as “reduced economic activity,” since former prisoners who recidivate no longer earn salaries, pay taxes or otherwise contribute to their community (Lyon, 2019). The U.S. currently has an offender recidivism rate of 44% for those released from prison, with approximately 650,000 released from prison each year (U.S. Bureau of Justice, 2019). If almost half of those individuals recidivate, that’s an average yearly cost of nearly 41.9 billion dollars for U.S. taxpayers and offender communities. At a state level, that is \$545.5 million dollars that it costs Hoosiers for the 35% of individuals returned to prison for re-offending; that is more than the IDOC’s budget for 2018! The implementation of ITRP, will not cost nearly that amount of money, and the benefits gained from such a program will outweigh the costs dramatically.

Operational Feasibility

Operational feasibility is the process of assessing the degree to which a proposed system solves business problems or takes advantage of business opportunities. This is probably the most difficult of the feasibilities to gauge. In order to determine operational feasibility, it is important to understand IDOC management’s commitment to implementing ITRP. The essential questions that help in testing the operational feasibility of ITRP include the following:

- *Does management support the implementation of an intensive, therapeutic reentry program?*

The vision of the IDOC is to return productive citizens to the community and support a culture of inspiration, collaboration, and achievement (Indiana Department of Correction, 2019-d). The ultimate goal of the IDOC, besides providing public safety, is to ensure offenders are receiving the reentry services needed to be successful with their release. Prison managers, because they are expected to lead the implementation of program policies and procedures, must have opportunities to elaborate on practical strategies for their implementation as part of an overall strategy to rebuild the system. Managers must think strategically, take time to plan the reform process correctly, and learn to foresee any challenges and difficulties, as well as the uncertainty and opposition they will inevitably face in bringing about change in an atmosphere that is very conservative.

ITRP will only work if all facility wardens take part in the implementation process, follow programming policies and procedures and engage their staff to participate in the facilitation of the program. Managers must show that they are fully engaged in implementing programming in order for the rest of staff to follow suit and place the same level of emphasis on strategies to reduce recidivism as are placed on security and containment practices. (NRRC, 2018). All IDOC facilities offer some type of programming, which is pre-approved by Central Office and implemented at the facility level by the warden and facilitated by Educational staff. However; if the warden or even staff is not on board with a program, they will not work as efficiently to make sure it is a success. Being aligned with the mission and vision of the department, will ensure that ITRP is implemented successfully.

- *How easily can ITRP be integrated into day-to-day operations?*

ITRP is designed to be conducted during facility education and life skills hours, which currently are 8:00 a.m. to 5:00 p.m., and 6:00 p.m. to 8:00 p.m., Monday through Friday.

Implementing the program can easily be applied to this schedule with little to no change in how current, standalone classes are being conducted. Since ITRP is utilizing four T4C/ART facilitators, as well as four Communication Basics facilitators and four Substance Abuse instructors, teachers from the standalone programs will not be pulled to cover those classes that are a part of ITRP. However; programming would stop during the time that the current computer system is migrated over to the new WAN system. Additionally, since the entire IDOC is on the same network, that means most operations for each facility, would stop during this transition; that means no intake meetings with case managers since they would not have internet access, etc. But, once the new system is up and running, operations can resume with full implementation of ITRP.

- *What will happen if through a monitoring process, additional changes must be made?*

ITRP will be monitored on a regular basis through offender progress reports from program staff, case managers and mental health practitioners; this is standard practice in the IDOC for all currently attended offender programs. However; what is not often monitored, are the current updates and trainings that occur with most of the programs offered, other than the Literacy Education and TASC programs. In order for ITRP to be successful and meet the needs of the offenders enrolled in the program, the IDOC must remain current with program updates and trainings. Providing relevant and regular training that is tailored to the needs of the program, demonstrates management commitment to increasing staff expertise and shows staff that they are essential to the success of programming (NRRC, 2018). Trainings should be reviewed annually to ensure that they align with the organization's goals for implementing programs, and ensuring offenders are successful upon their reentry.

Constraints

Implementing and operating correctional programs can present many challenges unique to correctional settings. These challenges can influence not only whether programming is provided but also whether it is effective (Taylor, 2017). For example, these challenges can greatly impact the implementation and operation of ITRP:

- The program is only open to a certain group within the offender population. Offenders serving life in prison for a violent crime, death row offenders and those with a sentence of a year or less are not eligible for the program, although short-term offenders could potentially attend ITRP-F. This could make implementation difficult at the higher security prisons, where most offenders are either serving life sentences, or are kept in solitary confinement, unable to attend programming, or have a conduct level too high for program attendance. Additionally, the minimum security prisons often house offenders with shorter sentences, who may not have enough time to complete ITRP-F, let alone the lengthier version of the program.
- Although the IDOC could easily implement a more secure network to handle all the needs of ITRP, prison officials and even policy makers could still be hesitant to allow offenders access to the technology they would need to complete the program. This would force the department to facilitate the program in a classroom-based setting, only, which would hinder offenders' access to online content and assessments.
- Time-cuts awarded to offenders for completion of the different components of ITRP, could reduce an offender's sentence, thus cutting short their time to complete the program. Per IDOC policy 01-01-101, offenders who successfully complete the core component classes of Thinking for A Change, Substance Abuse (RWI), Literacy Education and TASC, are eligible for earning time cuts totaling 183 days off of the

offender's sentence. Regarding time-cuts, another constraint is offenders enrolled in ITRP who show they have the greatest need but aren't truly invested in changing their ways and only want the time-cut benefit of completing the program.

- Staff turnover can also reduce the effectiveness of ITRP. New staff require considerable training and, with insufficient training, may expose program participants to inappropriately implemented therapeutic interventions (Duwe, 2017). It is imperative that staff is sent to the appropriate trainings for all core component classes, in order to be able to facilitate programming as it is meant to be taught.

Limitations of Research

Limitations to research were found by the author during this project. There was a lack of primary research conducted, which would have been helpful to the author when compiling information on current IDOC operations, specifically regarding computer network infrastructure. The author lacks the technological knowledge and savvy to fully understand the undertaking needed to implement the WAN and had to rely on the latest information found on various tech company websites. Having this knowledge would have added to the author's understanding of the IDOC's current network system, and how it can handle the rigors of ITRP. Additionally, the latest statistical data from the IDOC was current as of the end of 2018; had the author had access to the 2019 Annual Report, more specific and newer data could have been utilized in the research. Lastly, knowledge of the author from having been a case manager for the IDOC for 8 years, made it difficult to remain objective and give proper credit.

Future Research

Future research should be conducted to test the author's original hypothesis that male offenders convicted of a violent crime, will be at a decreased likelihood of committing a new

crime or parole/probation violation after release from prison, if they are provided with treatment and rehabilitation programming prior to release. Since most recidivism studies only measure rates over a 3-year period, the author recommends conducting a study following those offenders who completed ITRP, and any re-offenses/re-commitments by these individuals. Additional research the author wishes to conduct, is to watch the actual implementation of ITRP take place, and conduct primary research with program staff, IDOC officials and data analysts to test the theory that ITRP *does* reduce offender recidivism rates.

Other research should be conducted to assess the effectiveness of an intensive, therapeutic reentry program for all offenders housed within an IDOC facility. As the author noted in the background portion of this research, offenders convicted of a violent crime account for almost one-third of the state's adult, male prison population. ITRP can be utilized with offenders convicted of other felonies, as it would still meet the same basic criminogenic needs that all offenders exhibit. However; instead of offering an anger management program as a core component class, create a more reformative program focusing on spiritual and character development, life-skills training, community service, and intentional preparation for living as law-abiding citizens.

Summary and Conclusion

The term "recidivism" suggests a relapse in behavior, a return to criminal offending. Therapeutic, reentry programming plays a key role in Indiana's efforts to reduce recidivism. In order to maximize the reduction of recidivism rates, these programs should be designed based off latest research, such as ensuring programs are evidence based, cognitive behavioral programs and life skills classes. It is true that implementing ITRP will have upfront costs, but policymakers and managers should remember that over the course of time, an intensive,

therapeutic reentry program will greatly reduce recidivism and the burden to people's tax dollars. Investing in a rehabilitation program, provides the greatest benefit to society as a whole, and ensure that everyone, regardless of their part, are given the opportunity to be successful in their future.

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