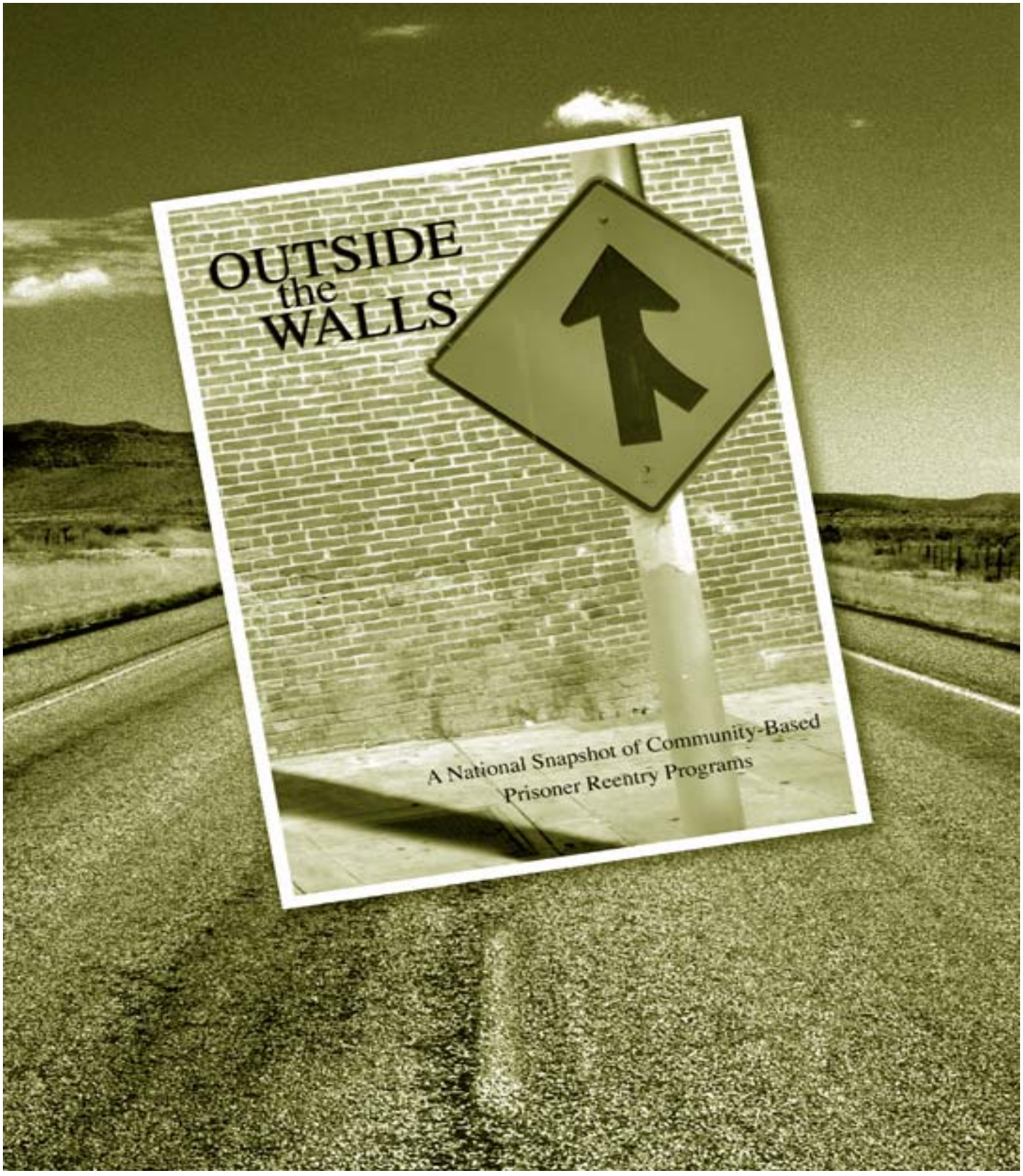
OUTSIDE
the
WALLS
A National Snapshot of Community-Based
Prisoner Reentry Programs

Outside the Walls:

A National Snapshot of Community-Based Prisoner Reentry Programs

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Outside the Walls:

A National Snapshot of Community-Based Prisoner Reentry Programs

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Visit the Reentry National Media Outreach Campaign Web site at
www.reentrymediaoutreach.org

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Dedication

We wish to dedicate this resource guide and its companion videotape to the inspired faith and secular organizations, parole and probation departments, departments of correction, government agencies, community leaders, advocates and crime victims, policymakers working to improve public safety and strengthen families and communities, and formerly incarcerated men and women seeking to lead productive lives outside the walls.

List of Sample Programs

📽 = included in Outside the Walls videotape

Education & Employment and Reentry	Geographic Area Served
America Works—Criminal Justice Program	NY profiled; also in MD and DC
📽 Center for Employment Opportunities	New York, NY
Center for Young Women's Development – Girls' Detention Advocacy Project	San Francisco, CA
📽 Delancey Street Foundation	CA, NY, NC, NM
Enhanced Job Skills Program	Lafayette, LA
Fundamentals of Construction and Understanding Self	Austin, TX
Goodwill Industries of the Chesapeake Supporting Ex-Offenders in Employment Training and Transitional Services	Baltimore, MD
📽 Institute for Social and Economic Development – Microenterprise Training for Women in Corrections	IA
National H.I.R.E. Network	National
Offender Reentry Program	MA
Pioneer Human Services	WA
📽 Project RIO	TX
📽 Safer Foundation	IL and IA
South Forty and Fresh Start	New York, NY
The Center for Fathers, Families, and Workforce Development / STRIVE Baltimore	MD profiled – also CA, CT, DC, FL, GA, IL, MA, MI, NC, NY, PA, and the UK
Welfare to Work—Partnership Law Project	IL profiled – also CA, FL, LA, NY
Women Arise—Prove Project	Detroit, MI

Health Challenges of Reentry	Geographic Area Served
Centerforce—Get Connected	CA
Case Management Support Services—Community Reintegration of Offenders with Mental Illness and Substance Abuse	PA
📽 Dangerous Mentally Ill Offender Program	WA
Hampden County Correctional and Community Health Program	Springfield, MA
Iowa Reentry Court	Cedar Rapids, IA
KEY - Crest Substance Abuse Program	DE
Mental Health Services Continuum Program	CA
Project Return	New Orleans, LA
Project Success	Largo, FL
📽 Rhode Island Prison Release Program & Project Bridge	Providence, RI
Risk Reduction—HIV/AIDS Services	NY
Thresholds Jail Program	Chicago, IL
📽 Tuerk House, Inc.	Baltimore, MD
Winners' Circle—TASC, Inc.	IL

Housing and Reentry	Geographic Area Served
Bethel New Life	Chicago, IL
Cameo House	San Francisco, CA
Dismas Charities	KY profiled – also GA, FL, MI, NM, TN, TX
Dismas House of Massachusetts	MA profiled – also IN, NH, TN, VT
Fifth Avenue Committee—Developing Justice in South Brooklyn	Brooklyn, NY
The Fortune Society	New York, NY
Health, Housing and Integrated Services Network	CA
Kintock Group	NJ and PA
Prisoners Aid Association of Maryland	MD
The Ridge House	Reno, NV
Sarah Powell Huntington House	New York, NY
Volunteers of America—Delaware Valley	Camden, NJ

Family and Reentry	Geographic Area Served
Aid to Children of Imprisoned Mothers	East Point, GA
Center for Children of Incarcerated Parents	National
Chicago Legal Advocacy for Incarcerated Mothers	Chicago, IL
Community Re-Entry	Cleveland, OH
Families in Crisis	CT
Family Life Center	Providence, RI
Family ReEntry Program	Norwalk, CT
FamilyWorks	NY
Girl Scouts Beyond Bars	AZ, CA, DE, FL, KY, MD, NJ, OH
John C. Inmann Work & Family Center	Denver, CO
La Bodega de la Familia	New York, NY
National Fatherhood Initiative—Long Distance Dads	PA profiled – also AL, AZ, CA, FL, IL, IA, KS, KY, ME, MI, MN, MO, NC, ND, NJ, OH, PA, TN,TX, UT, VT, WA, WI, WV
Public Action in Correctional Effort & Offender Aid and Restoration	Indianapolis, IN
Salvation Army—Aftercare Transitional Services Program	Philadelphia, PA
Women's Prison Association & Home	NY

Reentry and Public Safety	Geographic Area Served
Boston Reentry Initiative	Boston, MA
Community Orientation and Reintegration Program	PA
Greater Newark Safer Cities Initiative	Newark, NJ
Harlem Parole Reentry Court	New York, NY
Indianapolis Violence Reduction Partnership	Indianapolis, IN
Knoxville Public Safety Collaborative	Knoxville, TN
Maryland Reentry Partnership Initiative	Baltimore, MD
Ohio Community-Oriented Reentry Project	OH
Parolee Orientation Program	Sacramento, CA

Project Greenlight	New York, NY
Resolve to Stop the Violence Project	San Francisco, CA
San Antonio Fighting Back—Young Offenders Reentry Coalition	San Antonio, TX
Savannah Impact Program	Savannah, GA
📻 Southside Day Reporting Center	Chicago, IL
Transition Project	OR
Vermont Restorative Reentry Partnerships	VT
Wisconsin Going Home Project	WI
Women in Transition	Salisbury, MA

Reentry and the Faith Community

Geographic Area Served

📻 Amachi	Philadelphia, PA
Conquest Offender Reintegration Ministries	Washington, DC
Court Services and Offender Supervision Agency—Faith Community Partnership	Washington, DC
Detroit Transition of Prisoners	Detroit, MI
📻 Episcopal Social Services—Network Program	New York, NY
Helping Up Mission—Spiritual Recovery Program	Baltimore, MD
Inner-City Muslim Action Network	Chicago, IL
📻 Islamic Health and Human Services	Detroit, MI
Kairos Horizon Communities in Prison	FL, OH, OK, TX
Keystone Ministries	Vicksburg, MS
Men of Valor	Oakland, CA
New Horizons Ministries	Cannon City, CO
Prison Fellowship Ministries—InnerChange Freedom Initiative	TX profiled – also IA, KS, MN
Prodigal Ministries	Louisville, KY
Project Blanket	Pittsburgh, PA
St. Leonard's Ministries	Chicago, IL
Teen Challenge	National
Wheeler Mission Ministries	Indianapolis, IN
📻 Woman at the Well House Ministries	San Antonio, TX

Project Overview

Through generous support from The Annie E. Casey Foundation, Outreach Extensions has launched the Reentry National Media Outreach Campaign. The goal of the Reentry Campaign is to support the work of community- and faith-based organizations through offering media resources to facilitate local discussion and decision making about solution-based reentry programs. A long-term effort, the Reentry National Media Outreach Campaign incorporates several public television documentaries over the span of at least two years. Public television programs (see next section for descriptions) that are part of the Reentry Campaign include:

- *A Hard Straight*, 2004
- *A Justice That Heals*, already broadcast
- *Aimee's Crossing*, Nomadic Pictures, 2005
- *Every Child is Born a Poet,* When in Doubt Productions, April 6, 2004
- *Finding the Soul of a Teenager* (w.t.), Hudson River Film & Video, 2004
- *Girl Trouble*, 2004
- *God and the Inner City*, Michael Pack, 2003
- *Manhood and Violence: Fatal Peril*, Hudson River Film & Video, 2004
- *Prison Lullabies*, broadcast TBD
- *Redemption*, Nomadic Pictures, 2005
- *Road to Return*, current PBS Plus offering through 2005
- *What I Want My Words to Do to You*, December 2003

As part of the Reentry Campaign, the Urban Institute conducted a national scan of reentry programs that are addressing the needs and risks facing returning prisoners, their families, and communities. In order to identify programs for this report, the Urban Institute developed a series of advisory groups of national-level experts to nominate programs that are implementing notable or innovative approaches to easing the reentry process. (See the list of advisory group members in the Appendix.) Recommendations were also made by the Faith Advisory Committee that is working with the Reentry Campaign and by The Annie E. Casey Foundation.

Urban Institute then followed up with each of the nominated programs to learn more about their organizations, the services they provide to individuals who were formerly incarcerated and their families, and any outcomes of their work. Those programs that focused squarely on the issue of prisoner reentry were included in this report and organized into the following categories:

- Education & Employment
- Health
- Housing
- Family
- Public Safety
- Faith

Many of the programs fit into more than one category. For instance, a program may provide job training and placement to former prisoners with the ultimate aim of placing their clients into stable jobs to reduce the likelihood of recidivism. Or, some of the organizations highlighted here provide an array of services covering most, if not all, of these categories. Urban Institute attempted to classify programs into the category that best captured their primary service focus.

Finally, this was not meant to be an exhaustive search resulting in a fully comprehensive list of reentry programs. Nor is it a compendium of best practices or model programs that have been proven to work. That determination was beyond the scope of this project. In fact, while some of these programs may represent promise to the field, many are too young to assess. We chose to include even new endeavors, however, to illustrate some of the exciting ways that jurisdictions are beginning to think, work, and collaborate around the pressing issue of prisoner reentry. With that aim in mind, this report provides

descriptions of a broad array of reentry activity from across the country. We hope that this resource guide will be helpful to community- and faith-based organizations that seek to create solutions that help individuals and families make their communities safer.

Access to the campaign by diverse constituencies is supported by a comprehensive Web site: www.reentrymediaoutreach.org. All of the outreach materials developed for the Reentry National Media Outreach Campaign, including *Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs* (resource guide and videotape), are housed on the site; print materials are downloadable. Web visitors can search for the individual reentry programs presented in *Outside the Walls* and choose to read the written description or, when available, watch the videotape segment. Content on each television documentary includes a 3 to 5-minute video clip, show description, and producer comments. In addition, customized viewer/discussion guides for each documentary support discussion and decision making. The site also reports on national and local campaign activities in various communities.

As a companion to this resource guide, the *Outside the Walls* videotape highlights three to four reentry programs in each of the six categories. Produced by D. R. Lynes, Inc., the video profiles each program—presenting a basic description of services, highlighting partnerships and collaborations, and providing outcomes that document why the program is effective. In addition to staff and partners of the various reentry programs, diverse viewpoints are presented, including individuals who were formerly incarcerated, crime victims and their advocates, as well as policymakers, parole and probation departments, departments of correction, government agencies, and community leaders. Additional information on the video is presented at the end of this document; transcripts of the video are on the Web site.

The Reentry National Media Outreach Campaign is designed and managed by Outreach Extensions, a national consulting firm that specializes in comprehensive multi-media educational and community outreach campaigns. Additional public television programs and series may be added to the campaign as it develops. The project is part of the Making Connections Media Outreach Initiative, which fosters partnerships among local public television stations and community organizations to strengthen families and transform neighborhoods.

Visit the Reentry National Media Outreach Campaign Web site at:
www.reentrymediaoutreach.org

Reentry Television Documentaries

The **Reentry National Media Outreach Campaign** incorporates the following productions; additional films and radio features may be added as the campaign progresses.

Aimee's Crossing / 2005

Female juvenile offenders have the fastest growing rates of incarceration; yet, media access to their stories is extremely limited because they are minors. However, Governor Rod Blagojevich, of Illinois, has granted Academy Award® nominated and national Emmy award-winning filmmaker Tod Lending (Nomadic Pictures) unprecedented access to a female juvenile detention center (prison) in Illinois in order to tell this story. In this provocative and very personal feature documentary, AIMEE'S CROSSING, Lending will focus on juvenile offender Aimee Myers and her family through her first year of incarceration and a year after her release. Lending will film her therapy sessions and examine how the juvenile justice system contends with her history of domestic and sexual abuse, substance abuse, and mental health issues (she is diagnosed as bipolar). After Aimee's release, the film will examine what support she requires from her family, the justice system, and her community in order to change her negative behaviors and become a productive citizen.

Finding the Soul of a Teenager / 2004

"The key to changing kids' lives is love," says John Bess, founder and chief executive officer of The Valley, a nonprofit comprehensive youth services agency, whose primary goal is to empower young people to become self-sufficient and responsible adults. The Valley's numerous programs are presented at satellite locations all over New York City. Focusing on the success of The Valley's programs, this documentary will show the transformation in the lives of these kids as they participate in workshops in violence reduction, conflict resolution, neighborhood youth projects and other activities. The film will also show the daily routines of these young men and women as they interact with friends and families and struggle with the difficult conflicts and challenges that life sometimes presents. The documentary will also feature interviews with staff and other experts in the field, including James Gilligan, Carol Gilligan, Michael Thompson, James Garbarino, and Deborah Prothrow-Stith. Hudson River Film & Video.

Girl Trouble / 2004

Currently in production, *Girl Trouble* chronicles four years in the lives of a group of 13- to 23-year-olds who have built the first youth-run organization for girls in trouble, the Center for Young Women's Development in San Francisco. These young women are living very adult lives with adult responsibilities. The film follows them as they negotiate a myriad of complex issues in the courts, continuation schools, hospitals, and social service agencies. The girls at the Center are fighting for the human rights of their peers, challenging the system. Through their words and daily struggles, they reveal just how badly the system is failing girls, while offering more effective alternatives to it. Producer/directors are Lexi Leban and Lidia Szajko; KQED and ITVS are co-presenters.

God and the Inner City / PBS Broadcast June 2003

This timely and compelling story relates the battle for the souls of our cities and our youth being waged by faith-based groups in America's most troubled neighborhoods. Produced by Manifold Productions, this one-hour documentary features three moving stories about the leaders of faith-based groups that work hand in hand with local crime enforcement, social workers, and welfare bureaucrats to save youth and others from jail, drug dependence, and unemployment. *God and the Inner City* zeroes in on the people these programs are trying o help in three different cities: Boston, Philadelphia, and Washington, DC. Some believe that these groups form a new social movement. Can their faith-based approach transform America's inner cities, reversing decades of failure and neglect?

A Justice That Heals / Already broadcast

On June 9, 1996, Mario Ramos graduated from high school. The next day, he murdered Andrew Young. It was one of 90 homicides in Chicago that month. The events that followed were anything but typical. The murderer was a parishioner at a nearby church; his victim lived in the neighborhood. The parish

priest and members of the community rallied around the murderer and his family—not to defend what he had done, but to defend his *humanity*. They also reached out to the victim's family, determined to arrive at a form of justice that would heal all concerned. Their extraordinary story offers an approach to justice that moves beyond confrontation—and attempts to restore harmony to the lives shattered by a terrible crime. Produced by Jay Shefsky, the one-hour documentary originally aired on WTTW in Chicago in April 2000.

Manhood and Violence: Fatal Peril / PBS Broadcast January 2004

Hudson River Film & Video is producing a documentary about a violence prevention project in the San Francisco County Jail where 80 percent of its graduates did not return to jail after only four months of intense immersion. Twelve hours a day, six days a week, men who are violent offenders are involved in what is said to be the first restorative justice project of its kind—RSVP: Resolve to Stop the Violence Project. The documentary focuses on nine men of diverse ethnicities as they engage one another in deeply emotional encounter groups, then follows the men when they return to their communities.

Prison Lullabies / Broadcast TBD

Filmed at Taconic, a medium security correctional facility located in the heart of Westchester County, New York, *Prison Lullabies* follows four women over a period of 16 months, from their time in prison through their release, and to their reintegration into society. Pregnant at the time of their arrest for drug-related offenses, the women were given the rare opportunity to keep their babies with them while serving their sentences. They live with their babies on the nursery floor, separated from other inmates. *Prison Lullabies* is the first documentary to take an in-depth look at a nursery program and its long-term effects on the women who participate. Produced and directed by Odile Isralson and Lina Matta, Brown Hats Productions.

Road to Return / Current PBS Plus offering through 2005

Narrated by actor/director Tim Robbins, *Road to Return* tells an emotional story of what happens when untreated and unskilled former offenders are returned to society. The film looks at New Orleans' Project Return, a 90-day program that helps former offenders to become self-reliant, law-abiding citizens. Offering group therapy, job training, and placement, Project Return was created by Tulane professor Dr. Bob Roberts and Nelson Marks, who served twelve years for bank robbery. Successful program outcomes include a lower than six percent recidivism rate for graduates. The one-hour film is written, produced, and directed by Leslie Neale and distributed by Chance Films. WYES/New Orleans was the entry station for its PBS broadcast.

Redemption / PBS Broadcast 2005

Academy Award® nominated and national Emmy award-winning filmmaker Tod Lending (Nomadic Pictures) will create a feature documentary that will explore the web of social and economic barriers that low-income African-American men face in the context of incarceration and release, and examine existing support structures, and those that are needed to help former prisoners successfully reenter their families and neighborhoods. This compelling and highly personal film will challenge the public's perceptions, and reveal the individual, family, and community pathways that can lead to social change.

What I Want My Words to Do to You / PBS Broadcast December 16, 2003

Part of public television's acclaimed P.O.V. series, this documentary offers an unprecedented look into the minds and hearts of women inmates of New York's Bedford Hills Correctional Facility. The film goes inside a writing workshop led by playwright Eve Ensler, consisting of fifteen women, most of whom were convicted of murder. Through a series of exercises and discussions, the women, including former Weather Underground Members Kathy Boudin and Judith Clark, delve into and expose the most terrifying places in themselves, as they grapple with the nature of their crimes and their own culpability. The film culminates in an emotionally charged prison performance of the women's writing by acclaimed actresses Glenn Close, Marisa Tomei, Rosie Perez, Hazelle Goodman, and Mary Alice. The film was created/ produced by Madeleine Gavin, Judith Katz, and Gary Sunshine

A Hard Straight / 2004

A HARD STRAIGHT chronicles the lives of persons formerly incarcerated facing what may prove to be their biggest challenge—re-entering society after years of incarceration. Beginning on the day of their release from prison, this one hour documentary follows formerly-incarcerated men and women as they enjoy their newly regained freedom while negotiating the difficulties of returning to an uncaring and sometimes hostile society. Of the six hundred thousand prisoners who are released from jail every year, fifty percent of them will return there, the majority within 90 days—A HARD STRAIGHT exposes the truth behind the statistics and sheds a bright and unblinking light on the profound experience of doing time and trying to go straight. Produced by Lindsay Sablosky with Independent Television Series (ITVS) and directed by Goro Toshima.

***EVERY CHILD IS BORN A POET*: The Life & Work of Piri Thomas / April 6, 2004**

An incendiary mix of documentary, poetry, storytelling, drama, and performance, EVERY CHILD IS BORN A POET explores the life and work of Piri Thomas, the 75 year-old Afro-Cuban-Puerto Rican author of the classic autobiographical novel Down These Mean Streets (1967). The film traces Thomas' path from childhood to manhood in New York City's Spanish Harlem, *El Barrio*, from the 1930's through the 1960's: his parents' immigrant experience, home life during the Great Depression, membership in *barrio* youth gangs, his struggle to come to terms with his mixed-racial identity, travels as a teen-age merchant marine, his heroin addiction, his notorious armed robbery of a Greenwich Village nightclub, his six years spent in prison, his emergence as a writer, and his on-going work of forty-five years as an educator and activist empowering marginalized and incarcerated youths. A stylized, genre-spanning production, EVERY CHILD IS BORN A POET includes rare archival footage & still photographs, contemporary verité documentary sequences, and provocative mixed-media artwork, as it examines Thomas' use of creative expression as a means of confronting poverty, racism, violence and isolation. Pulsating with an original Latin Jazz score, EVERY CHILD IS BORN A POET is a riveting portrait of a life lived through struggle, self-discovery, and transformation. Produced by When In Doubt Productions, Inc. in association with the Independent Television Service and Latino Public Broadcasting with major funding provided by the Corporation for Public Broadcasting.

What is Prisoner Reentry?

More people are leaving prisons across the country to return to their families and communities than at any other time in our history. Nationally, over 600,000 individuals will be released from state and federal prisons this year, a fourfold increase over the past two decades. Another ten million will be released from local jails. From a number of perspectives, the issue of how people fare after they exit the prison gates has received renewed attention. Not only are more prisoners returning home than ever before, but they are also returning less prepared for life outside the walls. Many will have difficulty managing the most basic ingredients for successful reintegration—reconnecting with jobs, housing, and their families, and accessing needed substance abuse and health care treatment. Most will be rearrested within three years, and many will be returned to prison for new crimes or parole violations. The cycle of incarceration and reentry into society carries the potential for profound adverse consequences for prisoners, their families, and communities. But just as the potential costs are great, so too are the opportunities for interventions that could enhance the public safety, health, and cohesion of the communities at the center of this cycle.

Prisoner Reentry Defined

Prisoner reentry is the process of leaving prison or jail and returning to society. All prisoners experience reentry irrespective of their method of release or form of supervision. So both prisoners who are released on parole and those who are released to no supervision in the community experience reentry. If the reentry process is successful, there are benefits in terms of improved public safety and the long-term reintegration of the former prisoner. Public safety gains are typically measured in terms of reduced recidivism. Reintegration outcomes would include increased participation in social institutions such as the labor force, families, communities, schools, and religious organizations. Successful reentry produces benefits for individual prisoners, their families, the communities to which they return, and the broader society.

The potential "ripple effects" of the reentry process for returning prisoners, their families, and communities have sparked a growing level of activity among national, state, and local policymakers, researchers, and practitioners. At the national level, Congress has appropriated over $100 million to assist communities in preparing for the return of record numbers of prisoners. The Departments of Justice, Labor, Health and Human Services, Housing and Urban Development, and Education have combined their budgets to support reentry initiatives in every state, as well as technical assistance and evaluation efforts. The Council of State Governments and National Governors Association have initiated major state level policy initiatives around the issue of reentry. At the same time, some of the most important and innovative work in the reentry field is occurring at the community level. Community coalitions have been formed in dozens of communities around the country to test various approaches to working with recently released prisoners. These coalitions are changing the reentry landscape, working to overcome the complex challenges of prisoner reentry. Descriptions of some of those efforts are highlighted in *Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs*.

Education & Employment and Reentry: Briefing Paper

Research has shown a clear link between crime and work. Having a legitimate job lessens the chances of reoffending following release from prison. Also, the higher the wages, the less likely it is that returning prisoners will return to crime. However, studies also show that released prisoners confront a diminished prospect for stable employment and decent wages throughout their lifetimes. Job training and placement programs show promise in connecting former prisoners to work, thereby reducing their likelihood of further offending. Yet, fewer inmates are receiving in-prison vocational training than in the past and fewer still have access to transitional programs that help connect them to jobs in the community.

In addition to public safety concerns, there is currently a heightened level of interest in the issue of prisoner reentry and employment across other sectors of society concerned about workforce development issues. State agencies, the federal government, and local communities are now exploring the negative impacts of incarceration on former prisoners' abilities to obtain and maintain employment and become productive members of society. Research shows that the majority of prisoners are not prepared for the competitive labor market upon release.

Although most prisoners held a job before their incarceration, they confront many barriers to employment such as low education levels, stigma, and lost time in the labor force, upon their return to the community. Thus, it is important to explore the role these factors play in the reintegration process. To the extent that these issues present serious barriers to transitioning prisoners, they also present serious risks—or at least lost opportunities—for the communities to which large numbers of prisoners return. The ability to find a stable and adequate source of income upon release from prison is an important factor in an individual's transition from prison back to the community. Further, former prisoners' employment prospects have direct and important implications for their abilities to contribute to the viability and stability of their families and communities.

Returning Prisoners Face Many Employment Challenges

Studies show that released prisoners have a lowered prospect for secure employment and decent wages throughout their lifetimes (Bernstein and Houston 2000). Job training, prison industries, and placement programs show promise in connecting former prisoners to work, thereby reducing their likelihood of further offending. Yet, today, fewer inmates are receiving in-prison vocational training than in the past and fewer still have access to transitional programs that help connect them to jobs in the community after release.

Several factors about the prison experience contribute to reducing the employability of former offenders. Few inmates engage in any type of meaningful work experience or vocational education while in prison (Lynch and Sabol 2001). Just over half of all soon to be released prisoners had a work assignment in 1997 and fewer still participated in educational programs (35 percent) and vocational training (27 percent) while in prison.

Time out of the labor market also interrupts an individual's development of work experience and skills. During prison, inmates are exposed to a prison culture that frequently serves to strengthen links to gangs and the criminal world in general (Hagan and Dinovitzer 1999). Several studies looking at the impact of incarceration on future employment have concluded that as time spent in prison increases (net of other background factors), the likelihood of participating in the legal economy decreases.

Upon return to the community, former prisoners face a number of significant barriers to securing employment, particularly employment outside of the low-wage sector.

- Employers are more reluctant to hire former prisoners than any other group of disadvantaged workers. Fewer than 40 percent of employers claim that they would definitely or probably hire former offenders into their most recently filled no-college job (Holzer et al. 2002).
- Job applicants with a criminal record are substantially less likely to be hired. According to a recent audit, when two similar applicants were sent for the same job opening, one with a criminal record and one without, the likelihood of getting hired was 40 percent lower for the applicant with a criminal record and 60 percent lower if the applicant was an African-American man (Pager 2002).
- Individuals with felony convictions are statutorily barred from many jobs. The list of employment bans has increased over the past decade. At the same time, the number of individuals leaving prison has increased (Mukamal 2001).
- The availability of criminal records online, and changing public policies regarding access to those records, make it easier for employers to conduct criminal background checks on potential employees (Holzer et al. 2002).
- The kinds of jobs for which employers have historically been more willing to hire individuals who were formerly incarcerated—blue collar and manufacturing jobs—are diminishing in the national economy. At the same time, jobs for which former offenders are barred or are less likely to be hired—childcare, elder care, customer contact, and service industry jobs—are expanding (Holzer et al. 2002).

Effectiveness of Education and Training Programs

A key factor to finding and maintaining employment is developing certain basic skills such as reading, writing, and arithmetic necessary to succeed in the labor market. According to the Bureau of Justice Statistics, 13 percent of parolees have an education level below eighth grade and 45 percent have an education level between ninth and eleventh grades (Bureau of Justice Statistics 2000). Most prison systems offer a range of educational programs, from vocational training to education courses. Yet, little systematic evaluative research has been done on the effectiveness of prison education and job training programs. The available research, however, does indicate that certain carefully designed and administered prison education programs can improve inmate behavior and reduce recidivism (Lawrence et al. 2002).

Some studies have shown that inmates who worked in prison industries or had vocational training have better outcomes when they are released (Seiter and Kadela 2003). The most effective programs are those aimed at released prisoners in their mid-twenties or older. Specifically, a review of several studies indicates that work programs had a significant impact on the employment outcomes and recidivism rates of males who were over the age of 26 (Bushway and Reuter 2002). These individuals may be more motivated than younger offenders to change their lifestyles and connections to crime.

Studies also suggest that it is not enough to attempt to improve an individual's human capital. It is also important to address changes in motivation and lifestyle away from criminal activity to positive engagement in the community. This takes time; it is more complicated than teaching marketable skills, and it may mean reestablishing connections with organizations in the community.

One reason cited for why job training has not been more effective in reducing recidivism is the general lack of job placement assistance and other follow-up after release from prison. This follow-up period may be particularly important for employers who indicate a willingness to hire former prisoners if a third-party intermediary or case manager is available to work with the new hire to help avert problems (Welfare to

Work Partnership 2000). Programs such as these, working within departments of correction or operating as community-based organizations, offer promise in connecting former prisoners to full-time employment and lowering levels of criminal activity and substance abuse.

Employer Willingness to Hire Former Prisoners

Employers generally express a reluctance to hire individuals who were formerly incarcerated (Holzer et al. 2002). Many returning prisoners' educational levels, work experience, and skills are well below the national averages for the general population, which make them less desirable job candidates. Individuals with criminal records face stigma from potential employers since many are reluctant to hire former offenders out of fear of crime against their business or other employees.

Not surprisingly, employers' willingness to hire former prisoners varies according to industry. Construction and manufacturing employers expressed more willingness to hire former prisoners than employers in retail trade or services. In particular, employers indicated a reluctance to hire former prisoners for positions that require a wide variety of skills and direct contact with customers.

An employer's willingness to hire also depends on factors related to the circumstances of the individual's criminal history. Employers will review the applicant's experiences since their release from prison such as the nature of the offense (violent versus property crime), how much time has passed since release, and whether they have had any work experience in the meantime.

A survey of 600 employers by the Welfare to Work Partnership (2000) suggests that the availability of services from intermediary agencies increases the willingness of businesses to hire former prisoners. Of the employers who indicated that they would consider hiring a former prisoner, more than half said they would be more willing to do so if a social service agency stayed involved with the individual. Further, 53 percent said they would be more willing to hire former prisoners if the government could insure them against financial loss or legal liability.

Reentry as an Opportunity for Intervention

The circumstances surrounding the immediate days and weeks after release from prison are critical to the success of an inmate's reentry. Seen through the lens of a workforce perspective, it is important to think about what can be done to increase the likelihood that a released prisoner is employed immediately following his/her release from prison.

Research suggests that well-conceptualized and strategically placed job training and placement interventions can be successful (Lawrence et al. 2002). They also suggest that nontraditional interventions are required—a mix of traditional workforce development interventions, with supportive services to deal with issues of health, substance abuse, and housing—particularly during the time immediately following release from prison. One example, the Center for Employment Opportunities (CEO), a New York City program, offers parolees immediate employment, job training, and job development. CEO reports placing 65 to 70 percent of its graduates in full-time jobs in three months. Of those, about three-quarters were still working after one month and 60 percent were still on the job after three months. In 1997, the Vera Institute conducted a study of CEO enrollees that found that only 21 percent of all enrollees (whether they were with CEO for one day or one year) were reincarcerated within three years; only 15 percent of enrollees that CEO placed in jobs were reincarcerated within three years.

Some evidence indicates that employers could be persuaded, with the help of appropriate interventions, to take advantage of the ready supply of labor exiting the nation's prisons every year (Holzer et al. 2002). These interventions need to address the concerns of employers about the perceived risks of hiring individuals who were formerly incarcerated and provide former prisoners with needed job training, placement, and supports.

Finding a job hastens the successful reintegration of returning prisoners. Research has shown that the process of desistance—the decision to stop engaging in criminal activity—is closely linked to a transition to adult roles, principally attachment to the world of work and marriage (Sampson and Laub 1990). Thus, work becomes a central component of the reentry process and the journey toward a pro-social identity. If former prisoners are working, they can support their families, contribute to their communities, provide for their own needs, and claim a role as a productive member of the community.

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Education & Employment and Reentry: Sample Programs

Program Name	Geographic Area Served
▪ America Works, Inc.—Criminal Justice Program	NY profiled; also in MD and DC
▪ Center for Employment Opportunities	New York, NY
▪ Center for Young Women's Development—Girls' Detention Advocacy Project	San Francisco, CA
▪ Delancey Street Foundation	CA, NY, NC, NM
▪ Enhanced Job Skills Program	Lafayette, LA
▪ Fundamentals of Construction and Understanding Self	Austin, TX
▪ Goodwill Industries of the Chesapeake—Supporting Ex-Offenders in Employment Training and Transitional Services	Baltimore, MD
▪ Institute for Social and Economic Development—Microenterprise Training for Women in Corrections	IA
▪ National H.I.R.E. Network	National
▪ Offender Reentry Program	MA
▪ Pioneer Human Services	Seattle, WA
▪ Project RIO	TX
▪ Safer Foundation	IL and IA
▪ South Forty & Fresh Start	NY
▪ The Center for Fathers, Families, and Workforce Development / STRIVE, Baltimore	MD profiled – also CA, CT, DC, FL, GA, IL, MA, MI, NC, NY, PA, & UK
▪ Welfare to Work Partnership Law Project	IL profiled – also CA, FL, LA, NY
▪ Women Arise—PROVE Project	Detroit, MI

AMERICA WORKS, INC.—CRIMINALJUSTICE PROGRAM (NY)

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Organization: For Profit

Start Date: 1984
2001 CJP

Program Area: Employment

Program Description

Created in 1984 by Peter Cove, America Works acts as a for-profit job placement agency providing companies with candidates for entry-level positions. America Works traditionally targets hard-to-serve welfare recipients and helps clients obtain employment in the private sector by providing job training, work readiness, skills building, job placement, and support services. As an incentive to employers to hire its trained participants, America Works offers tax credits, human resources support, no initial placement fees, and pre-screened employees.

A few years ago, America Works recognized the increase in returning prisoners and that many of its welfare participants were former offenders themselves. In July 2001, the organization extended its services to individuals who were formerly incarcerated through its Criminal Justice Program. While the Criminal Justice Program operates in New York, America Works has offices in New York City, Albany, Indianapolis, and Baltimore. Its strategy to help former offenders is based on the same model used to help welfare recipients, except that staff at America Works spend more time addressing issues specific to former offenders, such as criminal records as a barrier to employment. America Works' supportive model that is used for its welfare clients as well as participants who are former offenders, includes:

- *Job Readiness*. America Works' clients begin with job readiness in training for up to four weeks. The training focuses on basic skills that are necessary in a work environment: interviewing techniques, resume building, work behavior, and work attire. During this time, America Works organizes interviews with potential employers, and many clients are placed in jobs during this initial job search period.

- *Job Placement*. America Works places clients in various jobs such as receptionist, secretary, word processor, mailroom clerk, factory, and security worker, among others.

- *Supported Work*. During this phase, clients are placed at companies for up to a four-month training period. America Works provides four months of training and companies pay participants an hourly wage (this provides matching funds of government contracts). America Works is the employer during these four months and provides supportive services for clients. Afterwards, unsubsidized employment is secured at the same job. However, not all of the clients go through supported work; some will go directly into unsubsidized positions.

- *Unsubsidized Placement:* Companies sign contracts with America Works stating that each client with satisfactory performance will be hired into an unsubsidized position after the supported work phase.

- *Case Management*: A case manager will meet with the client's work supervisor and with the client to help coordinate and facilitate any services that the client may need.

- *Job Retention Services*: The case manager meets at least once a week with the client to coordinate job retention services and to monitor a client's success. America Works ensures at least six months of retention at unsubsidized jobs.

- *Supportive Services*: America Works communicates and networks with social service providers to meet the needs of clients.

- *Advancement Services*: America Works encourages clients to enhance their skills and strives to place them in jobs that have room for growth and advancement.

Program Goals

The Criminal Justice Program operates as a for-profit, market driven job placement agency that aims to move former offenders successfully into the job market.

Networking, Partnering & Collaboration

America Works has made successful partnerships in several cities and states. Partners include businesses and all types of service providers.

Outcomes

In 2002, the Manhattan Institute presented a case study of America Works focusing on the Criminal Justice Program. During the first year, the Criminal Justice Program received 891 referrals. Out of the 891, 501 completed the first day of orientation; of those, America Works placed 389 (77.6 percent) into jobs. Of the 389 placed, 173 (44.5 percent) retained their job for at least 90 days. Ninety clients held their jobs for over six months (the 90 clients represent 41.5 percent of the 217 who could have reached the six-month timeframe during the time of the Manhattan Institute's study). Those 90 clients had jobs in the following areas: manual labor (51 percent), sales-service (19 percent), administrative (13 percent), food service (11 percent), professional (4 percent), and security (2 percent).

Additional Reading

- America Works' Criminal Justice Program: Providing Second Chances Through Work. By Dr. William B. Eimicke and Dr. Steven Cohen of Columbia University. (http://www.manhattan-institute.org/cb_29.pdf).

CENTER FOR EMPLOYMENT OPPORTUNITIES (NY)

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Organization: Nonprofit

Start Date: 1970s VIJ
1996 CEO

Program Area: Employment

Program Description

The Center for Employment Opportunities (CEO) was created in the late 1970s by the Vera Institute of Justice to respond to the employment needs of recently released prisoners. Since 1996, CEO has been an independent nonprofit agency that provides a highly structured set of employment services to former prisoners. CEO serves about 1,800 nonviolent felony offenders who are on parole, probation, or work release in New York City. The majority of CEO clients are men (90 percent) in their mid-twenties (90 percent); many have children and families they hope to support upon release.

The CEO program involves seven structured steps to sustainable employment: job readiness training, meeting with a job counselor, paid transitional employment, job development, job placement, post-placement services, and support services. Each participant begins the process by completing an orientation, an intensive four-day Life Skills training workshop, and an initial meeting with a job counselor for an in-depth skills assessment. Participants are then put to work immediately on day-labor work crews. The crews, paid for by city and state agencies, involve a variety of assignments including providing custodial services to government buildings, maintaining nature trails, painting classrooms, and cleaning up roadways. The program pays crew members at the end of each work day. While the participants are employed through this program, they continue to work with CEO staff on job development and placement in a longer-term position. CEO specializes in finding jobs in customer service, food industries, manufacturing, office support, and semi-skilled trades. CEO also provides a range of post-placement support services for a minimum of 12 months.

Program Goals

CEO's goal is to provide immediate, comprehensive, and effective employment services for men and women returning from prison and other former offenders under community supervision in New York City.

Networking, Partnering & Collaboration

CEO has developed an expansive employment network with government agencies and a number of private sector employers, having placed participants in over 300 area businesses and organizations. What is unique about the financial structure of CEO is that the program is 90 percent supported by the revenue it generates from the agencies for which it conducts work. The remaining funds are obtained primarily from government funding sources, including state and local criminal justice agencies and, increasingly, workforce development agencies.

Outcomes

CEO places 65 to 70 percent of its graduates in full-time jobs within three months. About three-quarters of placed participants were still working after one month; and 60 percent were still on the job after three months. The average hourly wage of placed participants is higher than the minimum wage. Nearly two-thirds of the positions offered full benefits.

In terms of recidivism outcomes, a 1997 study by the Vera Institute found that only 21 percent of all enrollees (whether they were with CEO for one day or one year) were reincarcerated within three years; only 15 percent of enrollees that CEO placed in jobs were reincarcerated within three years.

Additional Reading

- Mindy Tarlow. 2001. “Applying Lessons Learned from Relapse Prevention to Job Retention Strategies for Hard-to-Employ Ex-Offenders.” *Offender Employment Report,* December/January. New York: Center for Employment Opportunities. http://www.ceoworks.org/CEO_MTArticle010802.pdf.

CENTER FOR YOUNG WOMEN'S DEVELOPMENT—GIRLS' DETENTION ADVOCACY PROJECT (CA)

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Organization: Nonprofit

Start Date: 1993

Program Area: Education
Family

Program Description

The Center for Young Women's Development was founded in 1993 by Rachel Pfeiffer and local service providers. In 1997, when the founding director left the agency, the young women served by the agency assumed the responsibility of running the organization. The Center has several programs that help high-risk, low- or no-income young women gain the opportunities they need to live successful lives.

The Girls' Detention Advocacy Project (GDAP) begins working with young women before they are released from incarceration. The organization was the first peer-based agency to be invited inside San Francisco's Youth Guidance Center (in the Probation department). While incarcerated, program participants work with GDAP staff in a one-on-one setting. The staff use the Center for Young Women's Development's "Lift Us Up, Don't Lock Us Down" curriculum to emphasize accountability with the young women. In addition, GDAP provides self-advocacy training, leadership development, court accompaniment, mentorship, support groups, legal education, self-care methods, and life skills. GDAP staff continue to maintain contact with the young women after they are released to provide connections to community resources and to give general support. Many participants in the GDAP program become involved in other programs developed by the organization.

Program Goals

The Center for Young Women's Development strives to build a safe haven and possibilities for young women who have been in the juvenile justice system, incarcerated, homeless, or adversely affected by poverty. The goal of the Girls' Detention Advocacy Project is to support the women in juvenile detention and help them get out and stay out of the system.

Networking, Partnering & Collaboration

The Center for Young Women's Development is unique in that it is run by young women who have been in the juvenile justice system and/or homeless. The young women use their personal experiences to develop strategies to help participants, collaborating with programs and organizations to help other young women. The program works with numerous public and private organizations including: the Juvenile Probation Department; Mayor's Office of Children, Youth and Their Families; Young Women United for Oakland; The Sage Project; Youth Opportunities of San Francisco; and San Francisco Drug Diversion Court.

Outcomes

No outcome information was provided.

DELANCEY STREET FOUNDATION (CA, NY, NC, & NM)

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Organization: Nonprofit

Start Date: 1971

Program Area: Employment
Housing

Program Description

Mimi Silbert, a criminal psychologist, and John Maher, a former alcoholic, heroin addict, and criminal, established the Delancey Street Foundation in 1971. Its compound is made up of stylish stores, town houses, a Town Hall, a restaurant, and a park, all of which act as a home and training center to over 500 individuals who were formerly incarcerated. The compound was built by Delancey Street residents, many of whom came to the Foundation from the criminal justice system with little or no skills. Delancey Street acts as a residential education center that assists former offenders and former substance abusers.

At the core of the Foundation is the belief that behavior can be changed in a structured, supportive, market-driven environment in which individual responsibility and accountability are emphasized. Participants are required to stay in the program for two years, although the average stay is about four years. When participants arrive, they live in dorm-style rooms with as many as nine roommates and take on basic chores such as mopping and cleaning the parks. The system at the Foundation is based on an "each one teach one" principle, in which participants learn from each other and hand down skills so that others can move into new work positions. One of the first goals is to achieve a high school equivalency degree. Afterwards, participants learn skills at one of the Foundation's training schools: a moving and trucking school, a restaurant and catering services, a print and copy shop, retail and wholesale sales, paratransit services, advertising specialties sales, Christmas tree sales and decorating, and an automotive service center, among others.

All the staff at the Delancey Street operations are former offenders or substance abusers or were homeless. Most of the funds generated by the Delancey businesses support the Delancey community; in return, the residents receive food, housing, and a small stipend. According to the program, more than 14,000 individuals have successfully graduated from the program and are leading independent lives. The Foundation has expanded over the years; about 1,000 residents live in five facilities across the nation.

Program Goals

The goals of Delancey Street are to turn around the lives of former prisoners and former substance abusers by empowering them to lead independent and successful lives.

Networking, Partnering & Collaboration

Delancey is self-governed by a board and resident councils that are one-third African American, one-third Latino/American Indian, and one-third Caucasian. The Delancey Street Foundation has developed the Delancey CIRCLE or Coalition to Revitalize Communities, Lives, Education, and Economies. The thought behind this coalition is to network with cities and states across the country in order to educate others about Delancey Street and to advocate for polices that support the Delancey Street model.

Outcomes

The Delancey Street Foundation reports that the following outcomes have been achieved through the work of its programs:

- Delancey participants have built and remodeled over 1,500 low-income housing units and trained over 800 individuals in the construction trade.
- Over 10,000 formerly illiterate people have high school equivalency degrees.
- 1,000 have graduated with a diploma from the state accredited three-year vocational program (which is taught by Delancey residents), and 30 students have received a Bachelor of Arts from the Delancey chartered college.
- The program has moved about 1,000 violent gang members away from gangs; over 5,000 Delancey participants teach and mentor on non-violence.
- The program has developed over 20 ventures. These enterprises are run by Delancey graduates who teach other individuals via the “each one teach one” philosophy. The foundation supports itself primarily through the funds generated by these businesses.

ENHANCED JOB SKILLS PROGRAM (LA)

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Organization: Government

Start Date: 1992

Program Area: Education
Employment
Public Safety

Program Description

The Enhanced Job Skills Program (EJS) is operated out of the Lafayette Parish Correctional Center with the aim of preparing inmates serving time for drug related charges for the world of work upon release.

The program has four phases. In Phase I, inmates complete an interest and aptitude inventory test designed to assist them in selecting a career based on their interests and skills. Program instructors discuss the results with the inmates and provide them with a list of available jobs that they may want to consider. In Phase II, inmates begin a basic skills class called Destinations that will help them prepare for their chosen vocations. Destinations is a computer-based skills program for adults that is designed to teach basic skills tied to over 200 types of job categories. During Phase III, inmates concentrate on the process of searching for a job upon release. The facility uses a video series along with handouts and classroom time to work through lessons on job hunting, resume writing, filling out applications, and interviewing. Two months prior to release, inmates move into Phase IV where instructors provide assistance in placing them in jobs. This final phase also provides follow-up visits and calls with the individual for up to six months after release to ensure they are still employed.

Program Goals

The goal of the Enhanced Job Skills Program is to reduce recidivism among offenders serving time for a drug-related charge by preparing them for employment upon release.

Networking, Partnering & Collaboration

This program is involved in a number of outreach activities involving local schools in an attempt to deter students from using drugs and committing crimes. It reinforces the message that it is important for them to stay in school. The Correctional Center has developed partnerships with Lafayette Parish School Board, Teen Court, and various middle schools.

Outcomes

The EJS Program has never been formally evaluated. However, the program staff does maintain a database to track program participation and outcomes. No specific outcome information was provided.

FUNDAMENTALS OF CONSTRUCTION AND UNDERSTANDING SELF (TX)

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Organization: Government

Start Date: 2002

Program Area: Employment
Education

Program Description

The Fundamentals Of Construction and Understanding Self (FOCUS) is a correctional vocational program serving incarcerated men from the Travis County Community Justice Center (CJC), a state jail in East Austin, Texas. FOCUS is a six-week program taught by Austin Community College (ACC) faculty. Ongoing case management, pre- and post-release life skills, therapy, and employment services are provided by several local community-based organizations, local businesses, and government offices.

Specifically, FOCUS requires 240 hours of instruction that includes 180 hours of job skills training and 60 hours of life skills training to prepare inmates for reintegrating into society and reducing their rate of recidivism. Presently, FOCUS works with 60 inmates a year in five classes of 12 persons at the Travis County Community Justice Center, a Texas Department of Criminal Justice facility. Students receive hands-on training in all basic construction skills, exposure to the carpentry, electrical, plumbing, and masonry trades; as well as First Aid, CPR, and OSHA (Occupational Safety and Health Administration) certifications. They also earn eight hours of college credit that can be applied to an Associate's Degree in Construction Management, and Certificates of Completion from the Associated Builders & Contractors, and Associated General Contractors. The program includes cognitive life skills education and a unique form of family psychotherapy during incarceration, followed by post-release therapeutic aftercare, case management, and job placement assistance.

The new program began in April 2002; program participants constructed the classroom building. The students of the inaugural class also selected the program name, FOCUS, an acronym for Fundamentals Of Construction and Understanding Self. Three classes were completed during 2002. An additional three classes have been completed to date in 2003. The curriculum currently includes 1) foundation/concrete work, 2) conventional wall and floor systems, 3) wood roof systems, 4) exterior finish-out, 5) mechanical, plumbing, and electrical wiring, 6) HVAC systems, and 7) interior finish-out.

In 1993, the Texas Legislature passed a new law creating a 4th degree felony, a sentence not to exceed 24 months mainly used for low level drug and property offenders. Thus, the majority of the men incarcerated at the CJC are young African Americans and Hispanics returning to Travis County. Those inmates who are residents of Travis County are eligible for the FOCUS program. In addition to the residency requirement, individuals must volunteer for the program and have a 7th grade educational level based on his Test of Adult Basic Education (TABE) score, although a strong preference is given to those who possess a high school diploma or GED due to the mathematics involved in the FOCUS curriculum.

Program Goals

FOCUS aims to reduce the county's recidivism rate by providing vocational training, job placement, and psychotherapy services to nonviolent offenders.

Networking, Partnering & Collaboration

A high level of collaboration and coordination exists between the program and local community-based organizations, local businesses, and government offices in Travis County.

Outcomes

To date, 75 students have been enrolled in the first six classes. Seventy-four students have completed the six-week program. Of the 50 graduates who have been released from the facility, less than half have obtained employment. Only four have been re-arrested as of April 2003. The remaining released graduates continue in their job searches or are performing day-labor temporary work assignments. The program has made a concerted effort to maintain a balanced demographic profile of its participants. With regard to race, students have been 41 percent black, 31 percent white, and 28 percent Hispanic.

GOODWILL INDUSTRIES OF THE CHESAPEAKE, INC.— SUPPORTING EX-OFFENDERS IN EMPLOYMENT TRAINING AND TRANSITIONAL SERVICES (MD)

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Organization: Nonprofit

Start Date: 1919 BGI
2001 SEETTS

Program Area: Employment

Program Description

In 1919, Reverend John S. German and a group of prominent civic leaders incorporated the Baltimore Goodwill Industries and opened the first factory in the Fellowship Hall of the Broadway Methodist Episcopal Church. Over the next thirty years, Goodwill Industries of the Chesapeake (GIC) collection efforts grew dramatically to help others become independent community members.

GIC's program to serve individuals who were formerly incarcerated, called the SEETTS program (Supporting Ex-Offenders in Employment Training and Transitional Services), started in March 2001 after six months of preparation. Its two major components are: (1) an inside the prison job-readiness/transitional planning component and (2) a community-based job readiness, job placement, and job retention component. For the work at the Metropolitan Transition Center (MTC), a prison located in Baltimore, the target population is men who are in their last months of incarceration; their average age is 36 and almost all return to Baltimore City.

GIC services at the MTC include seven weeks of job readiness training with the goal of helping individuals to gain employment within two weeks of release. GIC services are provided in coordination with the MTC administration, social work staff, and transition coordinators. A recent addition has been Baltimore City Community College, which provides pre-GED and GED instructors. Within 48 hours of release, offenders served on the inside are expected to come to Goodwill's downtown Baltimore career center for final preparation for employment and job placement. Offenders at the MTC hear about the Goodwill program from administrative sources, from the social work department, and most of all from other prisoners.

The community component of GIC's SEETTS program, as noted above, does the job placement work for individuals served on the inside. This component also serves offenders who participate while on probation or parole. Both men and women are served. Some are recently released from prison or jail but were not served by Goodwill while on the inside. Individuals from the community typically take five to seven weeks to prepare for employment. Most people hear about the Goodwill community program from parole and probation officers, other organizations, or word of mouth.

Program Goals

SEETTS seeks to increase public safety, reduce recidivism, and stop the cycle of drug abuse and criminal behavior by providing inmates and former offenders with providing interviewing skills, teaching business etiquette, and working on resumes.

Networking, Partnering & Collaboration

Goodwill partners with social services and businesses in the community. Key partners include:

- The Maryland Department of Public Safety and Corrections, especially the Metropolitan Transition Center.
- Parole and Probation.
- Transitional living programs, especially those provided by faith-based organizations.
- Drug and alcohol treatment programs.
- Adult literacy programs.
- Employers, especially in transportation/logistics, retail (especially Goodwill retail), hospitality/tourism, and construction.
- Other workforce development agencies, especially STRIVE and Associated Catholic Charities.
- Foundations, especially Abell and Open Society Institute-Baltimore.
- Somatic health care providers.
- Mental health clinics.
- Community development corporations, especially the Bon Secours CDC.

Outcomes

From March 2001 to June 15, 2003, SEETTS has served 1,116 offenders -- 348 individuals from the MTC and 768 people from the community. 112 people served from the MTC have gained employment during this period; 242 persons served from the community gained employment. Data is gathered in a client tracking system on individuals served, what services are provided, where, for how long, and whether the person gained employment. Following employment, retention is also tracked. GIC has not had a formal evaluation conducted of the program but plans on doing so in the future.

INSTITUTE FOR SOCIAL AND ECONOMIC DEVELOPMENT—MICROENTERPRISE TRAINING FOR WOMEN IN CORRECTIONS (IA)

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Organization: Nonprofit

Start Date: 1987 ISED
2001 MTWC

Program Area: Employment

Program Description

The Institute for Social and Economic Development (ISED), a nonprofit organization, provides a highly structured set of employment services to assist low-income individuals entering the labor market. The Institute also provides direct and supportive services to the individuals and to the various agencies that help them. ISED's headquarters are in Coralville, Iowa; however, there are five other offices in Iowa and the Institute has branches in Utah, Arkansas, Delaware, New York, Nebraska, and Mississippi.

ISED's Microenterprise Training for Women in Corrections (MTWC) program, launched in 2001, assists women who are incarcerated at the Iowa Correctional Institution for Women in Mitchellville, Iowa. ISED collaborates with the Iowa Women's Enterprise Center and the Iowa Department of Corrections to provide entrepreneurial training to women in prison. The Microenterprise Training for Women in Corrections focuses on helping the women to use their talents and skills to start small businesses, obtain quality jobs, and build financial assets to help them become economically independent and successful members of the community.

While in prison, participants attend business planning training workshops. After release, the women receive follow-up one-on-one technical assistance from a trained business consultant. Additional support is provided via a partnership between the community corrections/parole officer and a community sponsor who assists the new business owner with connecting to community supports or other services that are key to becoming a successful independent member of the community. Paroled inmates must meet all conditions of release and are encouraged to obtain jobs and stabilize their household before they embark on full time self-employment.

ISED also provides support to the Bridges of Iowa program, a faith-based nonprofit reentry program, which provides substance abuse treatment through residential and aftercare treatment. Participants may come to the program if a judge chooses treatment rather than prison, or participants are assigned to the program before they leave prison and reenter the community. ISED provides support by developing a curriculum and set of interventions directed toward preparing offenders for reentry, focusing on their financial and economic situations. A financial assessment is done upon their entry into the program. The assessment and reentry plan are comprehensive and integrated into their overall reentry plan. This involvement by ISED with Bridges of Iowa is in its early stages, but the experience thus far has been promising. Roughly 20 have been assessed and the curriculum is being developed from the findings of these assessments.

Program Goals

The goal of the Microenterprise Training for Women in Corrections is to strengthen the social and economic well being of individuals and communities.

Networking, Partnering & Collaboration

ISED serves this population through its Iowa Women's Enterprise Center (a women's business center) in partnership with the Iowa Department of Corrections. Funding for the project was made possible through a grant from the MS Foundation for Women's Collaborative Fund. While in prison, participants work with ISED staff and volunteers. Upon release, participants continue to be served by ISED's network of staff and consultants in their location of residence; they are linked to a variety of programs and services in cooperation with Community Corrections (Parole Officers). Some of these connections include faith-based organizations, financial literacy programs, job training programs, and substance abuse groups.

Outcomes

Although no formal third party evaluation has been conducted, ISED is participating in a survey program with the Aspen Institute to track program graduates post-training. No results from this survey have been published to date. However, according to ISED, in its two years of operation:

- Of the 11 women who have been released, approximately 50 percent have continued to work with ISED post-release.
- 135 clients have participated in orientation.
- 102 went on to attend the full class.
- 71 have graduated from the training (although a portion of the 102 are still in training).
- 16 have completed full business plans.
- 11 have been released.
- Four business outcomes have been achieved.

NATIONAL H.I.R.E. NETWORK (NATIONAL)

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Web: www.hirenetwork.org

Organization: Nonprofit

Start Date: 2002

Program Area: Employment

Program Description

The National **H**elping **I**ndividuals with criminal records **R**eenter through **E**mployment (H.I.R.E.) Network is an initiative of the Legal Action Center, a nonprofit law and policy organization that works to fight discrimination against people with histories of alcohol and drug dependence, AIDS, or criminal records, and to advocate for sound policies in these areas. The National H.I.R.E. Network was created in response to the growing number of people who have criminal records and face challenges finding and retaining employment and the fact that the field of employment for people with criminal records was underdeveloped and ripe for expansion. The Legal Action Center was founded in 1972 and the National H.I.R.E. Network was initiated in 2002.

The National H.I.R.E. Network is dedicated to increasing the number and quality of job opportunities available to people with criminal records by changing public policies, employment practices, and public opinion. The Network provides leadership on key public policy initiatives affecting the employment of people with criminal records on both state and federal levels; serves as a national clearinghouse for information about best practices, local and state resources, legal issues, and potential funding sources; and provides on-site training and technical assistance to interested stakeholders. Its primary stakeholders are local service providers, criminal justice agencies, workforce development providers, employers, labor associations, policymakers, researchers, philanthropists, and people with criminal records.

Program Goals & Networking

One of the primary objectives of the National H.I.R.E. Network is to increase opportunities for professionals in the fields of workforce development and criminal justice to network, exchange ideas, and collaborate on issues related to the employment of people with criminal records. One concrete way the Network seeks to achieve this goal is to make information about the employment of people with criminal records available to a large number of audiences, including federal and state policymakers, direct service providers, and researchers.

Outcomes

As an information resource, the Network measures success by the number of requests for technical assistance, the number of presentations made and audiences reached, and the number of publications developed and distributed. As a policy advocacy resource, the program measures outcomes by the level of awareness the work raises about the issues faced by individuals with criminal records in obtaining and retaining employment, as well as the introduction and passage of legislation and policy that promotes the employment of people with criminal records. The National H.I.R.E. Network has not yet been formally evaluated.

OFFENDER REENTRY PROGRAM (MA)

Contact Information

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Organization: Government

Start Date: 2000

Program Area: Education
Employment
Public Safety

Program Description

The Suffolk County and Hampden County Sheriffs' Departments have collaborated to develop and implement an Offender Reentry Program (ORP) under a grant from the U.S. Department of Education's Office of Correctional Education. The Departments administer two of the largest correctional centers in New England, accounting for more than 25 percent of the total number of prisoners released in Massachusetts. The Suffolk County House of Correction is a 2,000-bed facility located in Boston; the Hampden County House of Correction is a 1,600-bed facility located in the western part of the state in the town of Ludlow. In addition to these facilities, the Departments also run county jails and community correction centers.

The Hampden and Suffolk County Sheriff's Departments' Offender Reentry Programs consist of five major elements:

- A program located in a community setting that enrolls carefully selected inmates who have nearly completed their sentences;
- A 30-hour four to six week life skills program incorporating cognitive skills, workforce readiness, and basic education skills instruction that is supplemented by substance abuse and other treatment programming;
- Extensive pre- and post-release case management services to address the multiple issues that serve as reentry barriers, including identification cards, housing, transportation, child support, and health that begins pre-release;
- Integration with the local workforce development system and its primary service providers, including one-stop career centers, community colleges, and nonprofit social service providers for workforce readiness, job placement, and job retention support; and
- Mentoring services provided by faith-based organizations and retirees to help returning prisoners make the cultural and social adjustment between confinement and community settings.

Program Goals

The Offender Reentry Program aims to provide academic, vocational, and transitional support and services to inmates before and upon release.

Networking, Partnering & Collaboration

The Offender Reentry Program was created as a collaborative between Massachusetts' two largest sheriff's departments. While each department runs its own extensive community correction programs, they chose to partner with one another in order to glean lessons from comparing programs, which serve geographically and ethnically different inmate populations. In developing the program in each site, the departments also chose to partner with a variety of local community-based social service providers.

The Hampden County Sheriff's Department's lead collaborator is the Corporation for Public Management, which provides job readiness and job placement programs for special needs populations such as welfare recipients and migrant farm workers. As part of the program, they introduce participants to the one-stop career centers in Holyoke and Springfield. They also contract with local retirees—many who come from public safety careers such as fire fighting—to serve as mentors. Finally, they place interested and qualified program participants in a community-service oriented construction-training program run by the Sheriff's Department.

In Boston, the Suffolk County Sheriff's Department's lead partner agency is Bunker Hill Community College, which runs the program out of the Sheriff's Department's new community correction center. Administratively, the college provides the program director, information technology support, and fiscal operations for the grant. Programmatically, instructors from the college provide life skills, computer skills, and basic education preparation. The Workplace, a one-stop career center in Boston, provides job readiness, placement, and support for the inmates in the ORP. Community Resources for Justice, a nonprofit social service agency, manages several pre-release centers and provides a case manager for the ORP. Finally, The Ella J. Baker House, a faith-based nonprofit organization, provides mentoring services to the inmates in the program. Often, the mentors from Baker House were formerly incarcerated themselves. Their role is to provide a model of success to the ORP inmates as well as provide support and encouragement to them.

Outcomes

Both sheriff's departments are collaborating with the Harvard based National Center for Study of Adult Learning and Literacy to evaluate the program.

Early findings from the Suffolk Offender Reentry Program:

- Program graduates recidivated 20 percentage points less than a constructed comparison group.
- Inmates enrolled in the ORP who did not graduate (e.g., disciplinary problem, parole violation) recidivated ten percentage points less.

(Similar analysis is soon to be conducted for the Hampden program.)

Early findings from the Hampden Offender Reentry Program:

- The average wage earned by participants in the program was $8.27 per hour.
- 85 percent of the participants remained working for 30 days after the program, 65 percent remained working for 60 days after the program, and 45 percent remained working for 90 days after the program.

PIONEER HUMAN SERVICES (WA)

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Organization: Nonprofit

Start Date: 1962

Program Area: Employment
Health
Housing

Program Description

Pioneer Human Services is an entrepreneurial nonprofit organization that seeks to improve the lives of its clients through employment and training, social services, and housing. Pioneer provides services to at-risk populations, which primarily include individuals who were formerly incarcerated and former substance abusers. The program is a combination of correctional services, substance abuse services, behavioral health services, drug and alcohol-free housing, and employment in one of Pioneer's businesses. Washington State Department of Corrections staff provide the training and counseling elements of the residential program, and Pioneer staff run the custodial and job training elements. Pioneer Human Services has nearly 1,000 staff and a budget of over $55 million to provide services to about 6,500 clients every year.

Pioneer Human Services manages 14 work-release correctional facilities that serve juveniles and adult men and women who are probation violators or individuals who are serving the last three to six months of their sentences. The program has an integrated approach to helping its clients. Services such as housing, on the job training, life skills training, risk assessment, communication skills, and inpatient substance abuse treatment are provided. In addition, clients also have access to Pioneer-operated businesses. The organization manages several businesses and many of its clients are employed and trained in manufacturing skills, construction, printing, packing distribution, or food services. When clients leave the work-release program, they have the opportunity to continue working with Pioneer. Earnings from Pioneer's products and services provide the funding for most of its $55 million operating budget.

Program Goals

Pioneer seeks to improve the lives of its clients though jobs, housing, and social services.

Networking, Partnering & Collaboration

Almost 99 percent of Pioneer's budget comes from income from goods and services that are sold, rather than funding from foundations or grants. Pioneer forms contractual relationships with businesses in the commercial sector such as Boeing, Microsoft, and Nintendo. Pioneer partners with agencies such as the Washington Department of Corrections. The job training programs that are offered to Pioneer clients are conducted with local community colleges and state certification programs.

Outcomes

A University of Washington study found that participants in the Pioneer program had a lower recidivism rate (about six percent after two years) than other work-release programs. The study also found that Pioneer participants have higher earnings and work more hours than a comparison group that was used in the study. Pioneer also established a monthly client outcomes program that looks at the performance of Pioneer clients based on over 100 indicators.

Additional Reading

- A case study was conducted on Pioneer Human Services in January 2000 by Paul Sommers, Bronwyn Mauldin, and Sara Levin of the Northwest Policy Center, Institute for Public Policy and Management, Daniel J. Evans School of Public Affairs, University of Washington. Available at http://depts.washington.edu/npc/npcpdfs/phsrep.pdf.

PROJECT RIO (TX)

Contact Information

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Organization: Government

Start Date: 1985

Program Area: Employment
Public Safety

Program Description

The Project RIO (Re-Integration of Offenders) program is operated through the Texas Workforce Commission. It has over 100 program staff in 62 offices across the state, providing services to 16,000 parolees every year. The initial impetus behind the program was to reduce skyrocketing corrections costs by reducing the number of released prisoners that are returned to prison.

Project RIO begins working with clients before they are released from prison. While in prison, Project RIO provides several services to inmates:

- Program participants receive assessments and testing used to develop an employment plan and participate in job readiness and life skills training during their incarceration.
- Assessment specialists gather birth certificates, social security cards, and general equivalency diplomas (GEDs) from family members and others for the inmates.
- A job readiness specialist meets with every participant who is within two years of his/her release date and every 90 days after that to help work on the interviewing skills of the inmate.
- Inmates work on Project RIO developed workbooks called Project RIO Occupational Direction or PROD to help develop their employability and life skills.
- RIO clients who are within six months of release can participate in a 65-day life skills program. Covering anger management, family relationships, victim awareness, personal hygiene, and other related topics, the life skills program is taught by the Windham School, which operates within the Texas prisons and is funded by the Texas Education Agency.

Prisoners learn about and connect to Project RIO both in prison and after release in several ways: Project RIO distributes program brochures to all new inmates; sponsors an orientation for prisoners on release day, providing them with contact information for the program; and trains parole officers to refer their parolees to the program. After release, Project RIO employment specialists work with clients to place them in jobs that match their skills and temperament.

Program Goals

Project RIO aims to reduce recidivism through employment. It makes job placement services available to every parolee in Texas and works to begin this process while clients are still in prison.

Networking, Partnering & Collaboration

The Texas Workforce Commission administers Project RIO in collaboration with the Texas Department of Criminal Justice and The Texas Youth Commission. In addition, the Texas Workforce Commission has developed a network of over 12,000 employers across the state that have hired parolees who have completed the program.

Outcomes

An independent evaluation of the program completed in 1992 documented a number of promising outcomes. Nearly 70 percent of RIO participants found employment compared to 36 percent of a matched group of non-participants. Additionally, within one year after release from prison, RIO participants were less likely to have been returned to prison: 23 percent of RIO participants were returned to prison within one year of release compared to 38 percent of the comparison group. The study also estimated that RIO saved the State of Texas over $15 million in 1990 alone due to the reduction in the number of people who otherwise would have been rearrested and returned to prison.

Additional Reading

- Peter Finn. 1998. “Texas’ Project RIO (Re-Integration of Offenders).” *Program Focus.* Washington, DC: U.S. Department of Justice, NCJ 168637. Available at www.ncjrs.org/pdffiles/168637.pdf.

SAFER FOUNDATION (IL AND IA)

Contact Information

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Organization: Nonprofit

Start Date: 1972

Program Area: Employment
Public Safety
Housing

Program Description

The Safer Foundation was established in 1972 by two former priests who received a grant from the U.S. Department of Justice to provide vocational training to inmates in an effort to help them enter unions and private industry after release. They leveraged this financial support into an opportunity to develop a nonprofit organization focused on preparing former prisoners to become productive law-abiding citizens after their release from prison or jail. The focus of the Safer Foundation has remained virtually unchanged: to prepare former offenders for the world of work by helping them find and keep meaningful employment through a full range of employment services. Safer also provides clients with the additional services they often need to be ready for employment such as housing, substance abuse treatment, education, and life skills.

One of the largest community-based providers of employment services for former prisoners in the country, Safer has programs in six locations in Illinois and Iowa. It runs two secured residential sites: The PACE (Programmed Activities for Correctional Education) Institute is a private school in the Cook County Jail, which provides inmates with basic skills classes, literacy tutoring, and life skills training. The other residential site is the Crossroads Community Correctional Center in Chicago, a work-release program Safer runs for the Illinois Department of Corrections. Walk-in post-release services are provided at two locations in Chicago; an office in Rock Island, Illinois; and an office in Davenport, Iowa. Each of these locations provides intake and assessment for the full spectrum of Safer support services, job referral, and follow-up. Safer has deliberately defined its target population broadly to include a wide range of former offenders: juvenile and adult probationers, parolees, community corrections residents, and people in the county jail are all eligible for Safer services.

Recruitment has never been an issue for Safer; most clients come to the program by word of mouth based on the reputation of the staff and services. Intake staff complete an assessment on every client and develop a plan for how the person can make the best use of the resources Safer offers. The primary educational course offered by Safer is a six-week basic skills program in which they learn the fundamental skills needed to find and keep a job. All Safer courses are based on a peer-learning model, developed by the organization, in which students work in groups of three to five people supervised by a staff facilitator. This approach seems to cut down on disruptive behavior and takes positive advantage of the tendency for clients to be easily swayed by peer influences in the classroom. It also promotes self-esteem as each member of the group plays an important part in contributing to the learning process. During and after the course, employment specialists work with the clients to find jobs. Special case managers, called lifeguards, provide follow-up with clients for one year to help with various problems such as childcare, transportation, substance abuse treatment, and other issues.

Safer reports that it takes employment specialists about three weeks to place clients in a job. One reason they report being so successful is that the organization has developed good relationships with employers and has a reputation for preparing their clients well for employment. A 1996 survey of employers found that the majority reported little or no difference between job candidates referred by Safer and candidates who came to them by traditional means. Starting in 1996, Safer also developed a more

strict definition of a successful placement. They moved from defining a placement success as a client who remained on the job for five days to remaining on the job for 30 days.

Program Goals

Safer strives to reduce recidivism by offering a full spectrum of services, including job readiness and placement, so that former offenders can become productive, effective, law-abiding members of the community.

Networking, Partnering & Collaboration

Safer Foundation has developed a successful partnership with the Illinois Department of Corrections that has grown since 1972. State parole officers and county probation officers rely on the services provided by Safer to improve the chances that their clients will remain crime free. Safer also collaborates with a wide range of business and service providers.

Outcomes

Since 1972, Safer has placed over 40,000 clients in jobs. A 1996 evaluation found that 59 percent of Safer clients placed in jobs that year remained in the job for 30 days. The evaluation also found that these clients were also more likely to remain employed and crime free up to a year after release.

Additional Reading

- Peter Finn. June 1998. “Chicago’s Safer Foundation: A Road Back for Ex-Offenders.” Washington, DC: National Institute of Justice, U.S. Department of Justice, NCJ 167575. Available at http://www.ncjrs.org/pdffiles/167575.pdf.

SOUTH FORTY & FRESH START (NY)

Contact Information

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Organization: Nonprofit

Start Date: 1931

Program Area: Employment
Public Safety

Program Description

The Osborne Association, founded in 1931, provides a broad range of mental health, physical health, and substance abuse treatment, education, and vocational services to more than 6,500 prisoners, former prisoners, and their families. Services are provided in community sites in the Bronx, Brooklyn, and at the organization's headquarters in Long Island City (Queens); in New York City jails and New York State prisons; and in New York City courts. Staff of the Osborne Association reflect the populations they serve: more than 80 percent are people of color, and many are former prisoners, people in recovery, and people living with HIV/AIDS.

Osborne's South Forty Employment and Training Services program provides comprehensive vocational services for prisoners on work release, former prisoners, parolees, probationers, and the parents and other family members of juveniles in detention or under other forms of court supervision. Services include vocational assessment, employment readiness training, social service referrals, personal development and confidence-building workshops, job-search assistance, job placement, and post-employment support in adjusting to the demands of the workplace and staying employed. The vast majority of South Forty's clients access services immediately after release on a referral from the courts, a probation or parole officer, other social service agencies, or government agencies.

Osborne also operates Fresh Start, a life and job skills program for male prisoners at Rikers Island, the New York City jail. Fresh Start offers a combination of job training (in culinary arts, journalism, or computer skills) and counseling that begins during incarceration and continues after release. Each participant receives a comprehensive discharge plan, which identifies the individual's most pressing needs and outlines a roadmap for meeting those needs. After release, program participants may continue to keep in touch with the counselors and instructors for mentoring and support and may attend support groups of program graduates.

Program Goals

The goal of Osborne Association's employment services programs is to connect former prisoners with meaningful job training and placement services that will lead to stable employment and reduced recidivism.

Networking, Partnering & Collaboration

South Forty and Fresh Start staff assist clients in accessing additional services they may require, for example, substance abuse treatment, family counseling, support in living with HIV/AIDS, and assistance with housing and transportation. In many instances, other programs within Osborne itself may provide these services. Osborne also works as part of New York City's Employment and Training Coalition, using the collective strength of a group of organizations working on similar issues to press for systemic change in workforce development policies.

Outcomes

South Forty tracks a number of program milestones including program enrollment and completion as well as job placement and retention. South Forty places more than 750 people in jobs annually. Recent statistics show that 70 percent of Osborne clients who participate in its job readiness and placement programs are still on the job after 90 days.

According to Fresh Start, in 2001, out of 66 individuals enrolled in the program, over 80 percent completed it. Of those who completed the program, 85 percent had remained employed and avoided reincarceration six months after release.

THE CENTER FOR FATHERS, FAMILIES, AND WORKFORCE DEVELOPMENT - STRIVE, BALTIMORE
(MD PROFILED—ALSO CA, CT, DC, FL, GA, IL, MA, MI, NC, NY, PA, & UK)

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Organization: Nonprofit

Start Date: 1985
1998 SB

Program Area: Employment

Program Description

STRIVE (Support and Training Result in Valuable Employees) was created in East Harlem in 1985 in order to help disenfranchised individuals become economically independent. In the 1990s, STRIVE expanded in New York and developed into a national network across the United States and in London. STRIVE National is a network of 21 STRIVE Affiliates (Atlanta, GA; Baltimore, MD; Battle Creek, MI; Boston, MA; Buffalo, NY; Central New Jersey; Chicago, IL; Fairfield County, CT; Flint, MI; Greenville, NC; Hartford, CT; New Haven, CT; New York, NY; Philadelphia, PA; Pinellas County, FL; Reading, PA; San Diego, CA; San Francisco, CA; Seattle, Washington; Washington, DC; and London, UK) that are committed to the development and advancement of workforce development policy as well as helping men and women achieve financial independence. STRIVE National works with each of the local STRIVE sites through the STRIVE Affiliates by providing technical assistance and facilitating program development.

In 1988, the Center for Fathers, Families, and Workforce Development (CFFWD) incorporated the STRIVE model developed by the East Harlem Employment Service, an intensive job readiness and placement service. The STRIVE model emphasizes attitudinal training, job placement, and retaining a job. STRIVE, Baltimore targets hard-to-employ Baltimore residents and assists them with their employment needs. The program trains and places the homeless, former offenders (those who have had a felony or misdemeanor conviction) in addition to helping others who need a high school diploma. Designed for those who seek financial independence and want a job quickly, STRIVE, Baltimore is set up so that vocational skills can be acquired at work and education courses can be taken after work.

Generally, the program prepares participants for employment through an intensive three-week workshop that addresses soft skills. For example, during this time, job seeking and job readiness skills are refined and participants learn about and improve upon workplace behavior, appearance, and attitude. A key element in the training program is the group interaction session, in which the entire class participates. The initial session is designed to focus each participant on why he or she is there and what he or she expects to accomplish. If successful, this session will reduce hostility, increase confidence, and identify realistic goals. The group interaction sessions allow trainers to assess participants' motivation levels. Job application skills are also refined. For example, participants work on resume writing (9 hours), interviewing (21 hours), and telephone skills (6 hours). Upon completion of the training, most STRIVE, Baltimore participants are placed in jobs within three weeks; graduates are monitored for a minimum of two years as a key component of the program.

Program Goals

STRIVE, Baltimore aims to provide former offenders (and others) with skills to obtain and retain employment in order to achieve financial independence.

Networking, Partnering & Collaboration

STRIVE, Baltimore has developed an employment network with government agencies and a number of private sector employers.

Outcomes

According to STRIVE, Baltimore in 2001,

The program graduated 310 participants in 2001, 63 percent (194) of whom were placed in employment.

- STRIVE graduates who were placed in employment earned, on average, $7.74 per hour, which translates into $16,099 per year (if working full time).

Of the 851 people who graduated from the program in the years 1999–2001,

- 62 percent (526) were employed at the end of 2001. For people placed in 2001, the 90-day retention rate is 90 percent; the average six-month retention rate is 71 percent.
- The average cost per graduate in 2001 was $1,740.
- The average cost per placement in 2001 was $2,778.

WELFARE TO WORK PARTNERSHIP LAW PROJECT (IL PROFILED—ALSO CA, FL, LA, NY)

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Organization: Nonprofit

Start Date: 2000

Program Area: Employment

Program Description

The Chicago Law Project is an initiative of The Welfare to Work Partnership. The Partnership is a national nonpartisan, nonprofit organization created by the business community to encourage and educate companies to hire and retain former welfare recipients. The Partnership was started in 1997 by five founding companies and has since grown to include more than 20,000 companies that have hired an estimated 1.1 million people from welfare to work. The Welfare to Work Partnership launched the Business Resource Group in five major cities—Miami, Chicago, Los Angeles, New Orleans, and New York—to help businesses hire, retain, and advance entry-level workers. The Partnership's Business Resource Group has launched Law Projects in Chicago, Miami, and New Orleans with the goal of helping law firms meet the demands of recruiting, hiring, training, and retaining staff.

The Chicago Law Project began operation in February 2000. Although the program does not specifically target former prisoners, people with criminal records do fall into their broad target population of individuals with significant barriers to employment. The Project has graduated two classes of participants—a total of 30 people since 2000. Nearly 60 percent of the pilot class and nearly one-quarter of the subsequent class were former prisoners. Candidates receive an initial screening that involves skills assessment, drug testing, and identification of any other potential health issues. Program participants then complete a 13-week training curriculum that covers both hard skills (reading, writing, math, spelling, communication, and office skills) and soft skills (office etiquette, prioritizing skills, and giving and receiving constructive feedback) specific to working in a law firm environment. The training also incorporates certain important life skills such as money management, handling stress, and balancing work and family. Two weeks into the training, each participant is placed in a paid internship with a law firm; they spend two days at the firm and three days in class. In addition, the individual is matched with a mentor, a volunteer from the law firm, who meets with the candidate once a week to discuss his/her progress, identify challenges, and help with problem solving. Upon completion of the training, the candidate is placed with a law firm and continues to receive support services (skill development, transportation, and childcare assistance) for one year.

Program Goals

The goal of the Chicago Law Project is to provide law firms with qualified and productive entry-level employees. The Project also seeks to provide training and stable work opportunities with the possibility of advancement for people who have experienced barriers to employment in the past.

Networking, Partnering & Collaboration

The Chicago Law Project has developed partnerships with other community-based organizations and local law firms. Potential candidates for the program are identified through local service providers who provide referrals. The Law Project's community partners also include Chicago area law firms, which agree to hire at least one person who completes the training program, to provide a paid internship in a

support staff role during the program, and to assign a mentor for new hires. The 13-week curriculum was designed in collaboration with the Partnership's Business Resource Group and the participating law firms.

Outcomes

Since 2000, the Chicago Law Project has graduated two classes totaling 30 participants. Eight of the 12 participants from the pilot class (2001) have remained employed for 18 consecutive months. Thirteen of the 18 participants from the second class (2002) have remained employed for 90 days. Average earnings range from $10 to $16 per hour with full benefits.

WOMEN ARISE—PROVE PROJECT (MI)

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Organization: Nonprofit

Start Date: 2000

Program Area: Education
Faith

Program Description

In 1977, a group of women prisoners in Michigan filed suit in federal court, claiming that the state failed to provide education and training for them comparable to that received by men prisoners. This case, *Glover vs. Johnson*, 478 F. Supp. 1075 (ED Michigan 1979), wound its way through numerous appeals and related suits, until U.S. District Court Judge John Feikens issued a landmark ruling in 1999 in favor of the women, ordering reform. In 2000, Feikens fined the Michigan Department of Corrections for non-compliance with that decision and earlier court orders, awarding punitive damages to the women. After careful research into community-based programs, Judge Feikens turned over the resulting fund to Women ARISE. Post-Release Opportunities for Vocational Education (PROVE) is the groundbreaking program created by Women ARISE with this fund in the fall of 2000.

Prior to enrollment, PROVE participants (women who were formerly incarcerated) are assessed to determine their educational/vocational capabilities. Career choices have included business, veterinary science, auto mechanics, cosmetology, nursing, and mental health counseling. To date, PROVE has served more than one hundred women from Michigan Department of Corrections facilities. Most women learn about PROVE while they are incarcerated, either through written information or through a pre-release orientation discussing Women ARISE and its programming. Upon release, women become involved with PROVE primarily for educational support. Many of them had a pre-prison history of attending college and several had defaulted on student loans, which interfered with their ability to continue their education once released from prison. Many women use PROVE to bridge their education financing gap. The program provides funds to pay for the balance of tuition after grant monies are applied. PROVE also provides participants with assistance in purchasing books and, perhaps most important, the program pays on defaulted loans. In addition to financial support, PROVE also conducts monthly peer meetings and provides counseling, parenting classes, tutoring, grade monitoring, educational advice, and application assistance.

Program Goals

The primary goal of PROVE is to provide women who have been released from Michigan State Prisons with an opportunity for post-release education and vocational training, including support and guidance in finding employment, in order to help them reintegrate back into their communities.

Networking, Partnering & Collaboration

The organization has developed a solid nexus with a variety of agencies and institutions of higher learning, including: Women In Community Service, Michigan Legal Services, Michigan Department of Corrections, St. Vincent DePaul, Haven (Domestic Violence Shelter), Detroit Department of Community Justice, My Sister's Place (Domestic Violence Shelter), University of Detroit, Wayne State University, Oakland University, Wayne County Community College, Davenport University, Washtenaw Community College, Oakland Community College, Henry Ford Community College, Cornerstone University, Madonna University, Sienna Heights College, Schoolcraft College, Eastern Michigan University, Virginia Farrell

Beauty School, Women On the Move—College as an Option (The University of Michigan, Dearborn), TWW and Associates, FAST Track, Detroit Recording Institute, and Americorps.

Outcomes

Professors from Wayne State University and Indiana University of Pennsylvania conducted an external evaluation of the PROVE program in July 2002. These professors, in collaboration with others from The University of Michigan, collected data to assess the program. Using a sample size of 20 from a total of 84 PROVE participants, the researchers concluded that overall, the program has a positive influence on the women and does assist them in continuing their educations. However, the researchers acknowledged that the small sample size prevented them from establishing any causal link between participation in the program and participant success. They recommended that the program be re-evaluated in future years using a larger sample size.

Health Challenges of Reentry: Briefing Paper

The prevalence of communicable disease, mental illness, and substance abuse is much higher among former prisoners than the general population (Hammett et al. 2001). Health and health treatment play an important role in facilitating a successful reentry back to the community. Health concerns affect not only the returning prisoner, but also the family and community to which s/he returns. It is important to note how little we know about the extent to which these conditions were pre-existing and how these problems overlap. The difficulties faced in dual and triple diagnoses (for substance abuse, mental illness, and HIV infection, for example) are particularly acute, and the associated service needs are even more complex and challenging.

According to a recent report by the National Commission on Correctional Health Care (2002), while most inmates developed their health problems before being incarcerated, the time spent in prison offers a window of opportunity to serve the public interest by providing treatment that will reduce transmission of communicable diseases, health care costs in the community, and the potential for continued criminal behavior. The incarcerated population is unique in American society in that since the mid-1970s prisoners have had a constitutionally protected right to adequate medical care (McDonald 1999). This means that there is an opportunity to maximize the investment made in in-prison mental health care, medical care and substance abuse services by linking individuals to follow-up treatment in the community.

At prison intake, new prisoners frequently report medical complaints that had not been treated in the community, often because they lacked health insurance. A high percentage of incoming prisoners (25 percent of men and 50 percent of women) report a desire for obtaining help with their health-related problems. A similar percentage reports an interest in changing their health related behavior (Conklin, Lincoln, Tuthill 2000).

Substance Abuse

Substance abuse is the most common health issue among the prison population, which has important implications for both the public health and public safety concerns of released prisoners and their communities. Not only do a significant number of released prisoners have addiction problems, but the use of alcohol and other drugs is closely linked to the commission of crime. Despite the clear need for this issue to be addressed, both in prison and after release, there is a lack of substance abuse treatment for those who need it.

The National Center on Addiction and Substance Abuse at Columbia University reports that alcohol abuse is linked to 80 percent of crimes committed by incarcerated prisoners in the United States (Belenko 1998). More than half of state prisoners reported they were using drugs or alcohol when they committed the offense that led to their incarceration. Nearly one in five state prisoners said they committed their most recent crime to obtain money for drugs (Mumola 1999). Substance abuse problems that are not addressed during the period of incarceration and/or upon return to the community can severely hinder the reintegration process.

Despite the overwhelming percentage of prisoners who report a history of substance abuse, in-prison treatment is not available to most who need it. Nationally, only 10 percent of state prisoners in 1997 reported receiving formal substance abuse treatment, down from 25 percent in 1991. An additional 20 percent (up from 16 percent in 1991) participated in other drug abuse programs such as peer counseling groups and awareness programs (Lynch and Sabol 2001). In the absence of treatment, the risk of relapse following release from prison is high. For example, an estimated two-thirds of untreated heroin abusers resume their heroin/cocaine use and patterns of criminal behavior to support their habit within three months of release from prison (Wexler, Lipton, and Johnson 1998).

Several studies have found that drug treatment can be a beneficial and cost-effective way to reduce both substance abuse and criminal activity (Gaes et al. 1999; Harrison 2001; Seiter and Kadela 2003). In-prison drug treatment has been associated with positive outcomes, including reduced use of injection drugs and fewer prison returns and hospital stays for drug and alcohol problems (Gaes et al. 1999). The most successful outcomes, however, were found in programs such as KEY-Crest, where individuals participated both in prison treatment followed by treatment in the community upon release (Harrison 2001). Helping to smooth the transition from prison to home—through connections to community-based treatment, perhaps immediately upon release—could reduce the likelihood of recidivism and the resumption of drug use (Iguchi et al. 2002).

Communicable Diseases: HIV/AIDS, Hepatitis C, and Tuberculosis

The rate of communicable disease is much higher for incarcerated populations than among the general population. People passing through our nation's prisons and jails account for a significant share of the total population who are infected with HIV or AIDS, hepatitis C, and tuberculosis (Hammett et al. 2001). In 1997, nearly one-quarter of all people living with HIV or AIDS, nearly one-third of people with hepatitis C, and more than one-third of those with tuberculosis were released from a prison or jail that year.

Looking only at the prison population, we also see substantially higher levels of serious communicable disease as compared to the general population. (See Table 1 below.) The percent of confirmed AIDS cases among prisoners was five times greater than in the general population (0.55 percent versus .09 percent, respectively) (Maruschak 1999). State prisoners also tested positive for HIV (2.2 percent in 1997) at a rate five to seven times greater than the general public (NCCHC 2002). In 1997, an estimated 35,000 to 47,000 inmates were HIV-positive and 8,900 inmates had AIDS.

The prisoner population also has a high rate of hepatitis C virus (HCV) infection. Estimates range from 17 to 19 percent of the national prison population is infected with HCV (NCCHC 2002). Hepatitis C, unlike the A and B types, can be treated, but it has no vaccine or cure. Conditions in prison that involve the sharing of personal care items lead to a high rate of in-prison transmission. Few prison systems test for or treat HCV, so prisoners may be released while still unaware they are infected. More than 300,000 inmates were estimated to have HCV in 1997. An estimated 131,000 prison and jail inmates tested positive for latent tuberculosis (TB) infection in 1997. TB infections respond well to preventive therapies that can reduce the risk of developing active TB. Although the prevalence estimates of active TB among inmates is relatively small (0.04 percent), it is still four times greater than among the U.S. population.

There are opportunities during imprisonment to screen, manage, and treat many of these diseases that would make a significant impact in terms of improving the health of the individual prisoners, the community, and their families as well as result in more successful reintegration outcomes. One nonprofit, Centerforce, Inc., provides health and wellness services, prevention case management, family support services, literacy, and policy, research, and training consultation to inmates and their families throughout Northern and Central California. An evaluation of its peer HIV education program for male inmates found that program participants were more likely to use condoms and be tested for HIV than non-participants. They also found a significant difference between the intervention group and non-intervention group in their perception of risk of contracting HIV. Inmates reported a preference for peer educators over other types of educators.

Table 1. National Prevalence Estimates of Selected Communicable Diseases Among Inmates and U.S. Population, 1997

Condition	Estimated Prevalence among Prisoners	Estimated Number of Inmates	Prevalence among U.S. Population
AIDS	0.55%	8,900	0.09%
HIV Infection	2.3–2.98%	35,000–47,000	0.3%
Hepatitis C	17.0–18.6%	303,000–332,000	1.8%
Tuberculosis Infection	7.4%	131,000	N/A
Tuberculosis Disease	0.04%	1,400	0.01

National Commission on Correctional Health Care. 2002. "Prevalence of Communicable Disease, Chronic Disease and Mental Illness Among the Inmate Population" in *The Health Status of Soon-to-be-Released Prisoners, A Report to Congress*, Volume 1.

Chronic Diseases: Asthma, Diabetes, and Hypertension

In terms of chronic diseases, the prevalence of asthma among jail and prison inmates was estimated to be higher than among the general population (8.5 percent versus 7.8 percent). Although the prevalence of diabetes and hypertension were lower among the prison population, the prevalence is still fairly high given that these conditions are typically associated with older populations. (See Table 2 below.) This means that these conditions may increase as the state prison population ages (Davis 2002).

Inmates with untreated chronic diseases can create substantial burdens on both the correctional health care system and the community health care system. Asthma, diabetes, and hypertension can be managed in ways that would result in improved health outcomes for returning inmates and reduce the demand for costly acute care and hospitalization services.

Table 2. National Prevalence Estimates of Selected Chronic Diseases Among Inmates and U.S. Population, 1997

Condition	Estimated Prevalence among Prisoners	Estimated Number of Inmates	Prevalence among U.S. Population
Asthma	8.5%	140,738	7.8%
Diabetes	4.8%	73,947	7.0%
Hypertension	18.3%	283,105	24.5%

National Commission on Correctional Health Care. 2002. "Prevalence of Communicable Disease, Chronic Disease and Mental Illness Among the Inmate Population" in *The Health Status of Soon-to-be-Released Prisoners, A Report to Congress*, Volume 1.

Mental Illness

Mentally ill reentering prisoners face significant barriers when reintegrating. The mentally ill, particularly those with severe illness, may have difficulty coping with the most basic reentry activities like finding housing and employment. If mental health treatment is initiated in prison, continuing such treatment after release can have a positive impact on the ability of the prisoner to reintegrate successfully.

Serious mental health disorders such as schizophrenia/psychosis, major depression, bipolar disorder, and post-traumatic stress disorder are more common among prisoners than among the general population. (See Table 3 below.) Rates of mental illness among prisoners are two to four times higher than among the general population. An estimated eight to 16 percent of the prison population has at least one serious mental disorder and is in need of treatment.

Table 3. National Prevalence Estimates of Psychiatric Disorders Among State Prison Inmates and U.S. Population, 1995

Condition	Estimated Prevalence among Prisoners	Estimated Number of Inmates	Prevalence among U.S. Population
Schizophrenia/ Psychosis	2.3–3.9%	22,994–39,262	0.8%
Major Depression	13.1–18.6%	132,619–188,259	18.1%
Bipolar (Manic)	2.1–4.3%	21,468–43,708	1.5%
Post-Traumatic Stress Disorder	6.2–11.7%	62,388–118,071	7.2%

National Commission on Correctional Health Care. 2002. "Prevalence of Communicable Disease, Chronic Disease and Mental Illness Among the Inmate Population" in *The Health Status of Soon-to-be-Released Prisoners, A Report to Congress*, Volume 1.

Some researchers have attributed the current high levels of mentally ill prisoners to the policy of deinstitutionalization of the mentally ill in the years following World War II. That policy was designed to shift the burden of caring for the mentally ill population from large state hospitals to smaller community-based programs. The state hospital population was greatly reduced, but many community-based treatment programs were overwhelmed by the needs of this large population. In the absence of effective sustained treatment and shrinking mental health budgets, the criminal justice system, rather than the mental health care system, increasingly responded to the erratic behavior exhibited by the untreated mentally ill (Lurigio 2001).

Prisons are making an effort to treat mentally ill inmates. According to the Bureau of Justice Statistics (2002), nearly 70 percent of state correctional facilities regularly screen incoming prisoners for mental illness. More than half (60 percent) of mentally ill state prisoners have received some form of mental health treatment while in prison (Ditton 1999). Of these, half reported taking prescription medication and 44 percent reported receiving counseling services.

Often, little assistance is available for inmates in making linkages to community-based mental health treatment upon release. Although two-thirds of state prisons report providing at least a referral for community mental health services upon release, few help prisoners establish appointments with treatment providers in the community (Beck and Maruschak 2001). Parole agencies are generally ill equipped to identify and address the mental health needs of released prisoners. A national survey of parole administrators found that less than a quarter of the respondents indicated that they provide special programs for parolees with mental illness (Lurigio 2001).

One example of a promising strategy that links individuals with mental health disorders to necessary social services is the Dangerous Mentally Ill Offender Program (DMIO) in Olympia, Washington. Generally, the program enhances the screening and the mental health treatment of eligible individuals who are released from incarceration in order to improve their transition back to the community. The program began in March 2000 in response to a 1999 Substitute Senate Bill by the Washington Legislature, which sought to improve screening, assessment, and treatment of mentally ill offenders who were a high risk to themselves or others.

In 2002, the Washington State Institute for Public Policy published a preliminary report on the implementation of the DMIO law of 1999, the process of selecting participants, and the treatment services provided (Phipps and Gagliardi 2002). The researchers tried to compare the DMIO population (26 participants) to a comparison group. The preliminary results show that the DMIO program is making an improvement in providing pre- and post-release mental health and post-release chemical dependency services. For example, 83 percent of DMIO clients have received pre-release mental health treatment

from community organizations compared to 10 percent of the comparison group. The authors will report the program's impact on recidivism in 2004.

Multiple Diagnoses

With such a high proportion of prisoners experiencing mental and physical ill health, the presence of dual and triple diagnoses is not surprising. These multiple diagnoses of physical illness, mental illness, and substance abuse pose additional challenges in terms of treatment, both in prison and after release. Though we do not have exact numbers, it appears that dual diagnoses of mental health and substance abuse issues are not uncommon among the prisoner population (Hammett et al. 2001). Prisoners with mental illness were more likely than those without mental illness to be under the influence of alcohol or drugs when they committed their most recent offenses. More than one-third of mentally ill state prisoners indicated a history of alcohol dependence and nearly six in ten indicated that they were under the influence of alcohol or drugs while committing their current offenses (Ditton 1999). This combination is a strong predictor of recidivism (Steadman et al. 1998).

The prevalence of prisoners diagnosed with some combination of HIV disease, substance abuse problems, and mental illness is still unknown. However, some researchers point to various emerging trends—such as shifts in the spread of HIV to drug users and their sexual partners and increases in incarceration rates of people with mental illness—as potential signals that the numbers may be increasing (Hammett et al. 2001). Integrated treatments for HIV, substance abuse, and mental illness are rarely provided, yet are very important due to the complexity of the effects of drug interactions (McKinnon et al. 1997). A recent survey by Abt Associates on discharge planning practices found that few state correctional systems have programs in place to help transition dually and triply diagnosed prisoners from prison back to the community (Roberts et al. 2001).

Potential Costs of Not Addressing Health Needs of Prisoners are High

The potential costs of not addressing health needs for reentering prisoners are high. Prisoners who are on prescribed medications while incarcerated are often released with a limited supply of drugs or with no medications at all. Those released with infectious disease risk developing drug-resistant viral strains that can spread within the community if treatment is interrupted. Lack of treatment of substance abuse and alcoholism may result in domestic violence, unemployment, and recidivism. Lack of treatment of chronic conditions may lead to higher long-term public health costs and additional barriers to employment. Furthermore, the difficulties faced in dual and triple diagnoses (for substance abuse, mental illness, and HIV infection, for example) are particularly acute, and are better addressed through a coordinated system of care and case management services offered by a network of providers. Thus, the adequacy of discharge planning and integration of community services can have critical public health implications.

Reentry as an Opportunity for Intervention

The circumstances surrounding the moment of release from prison are critical to the success of a prisoner’s reentry. The moment of release and the following days are particularly critical to those ex-prisoners on medication or other regular treatment.

Since most released prisoners do not have access to private health insurance, they will need to access Medicaid or Medicare benefits upon release. Prisoners are barred from accessing these federally funded programs while incarcerated. Therefore, there is almost always a gap, ranging from days to months, between release and being approved for the health benefits (Roberts et al. 2001). This gap can be a

major obstacle to continuity of the care received in prison. When released, a prisoner is more likely to stay on treatment if they have the following at the time of release (Roberts et al. 2001):

- Medication to cover the gap before medical benefits are obtained
- A copy of the prison medical summary
- Scheduled follow-up appointments
- Assistance completing applications for medical benefits
- Connections to other reentry services such as for housing, cash benefits, and treatment for mental health and substance abuse, if necessary.

Effective health planning for a prisoner's return to the community, specifically connecting the prisoner with community services, greatly increases the chance of his/her continuing to receive medical care. One promising effort that assists inmates in order to improve their overall health status and health care utilization is the Hampden County Correctional and Community Health Program. The program uses a public health model for preventing, detecting, and treating various health issues among inmates at the Hampden County Correctional Center (HCCC). The model was originally created to provide continuity of care for inmates with HIV before, during, and after incarceration. It has since been expanded to include medical, dental, and hospice care, as well as substance abuse treatment. The program is currently being evaluated. Initial findings indicate that the program is cost-effective, leads to lower rates of reincarceration, and increases the number of released prisoners receiving medical care.

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Health Challenges of Reentry: Sample Programs

Program Name	Geographic Area Served
▪ Centerforce—Get Connected	CA
▪ Case Management Support Services—Community Reintegration of Offenders with Mental Illness and Substance Abuse	PA
▪ Dangerous Mentally Ill Offender Program	WA
▪ Hampden County Correctional and Community Health Program	Springfield, MA
▪ Iowa Reentry Court	Cedar Rapids, IA
▪ KEY-Crest Substance Abuse Program	DE
▪ Mental Health Services Continuum Program	CA
▪ Project Return	New Orleans, LA
▪ Project Success	Largo, FL
▪ Rhode Island Prison Release Program & Project Bridge	Providence, RI
▪ Risk Reduction—HIV/AIDS Services	NY
▪ Thresholds Jail Program	Chicago, IL
▪ Tuerk House, Inc.	Baltimore, MD
▪ Winners' Circle—TASC, Inc.	IL

CENTERFORCE—GET CONNECTED (CA)

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Web: www.centerforce.org

Organization: Nonprofit

Start Date: 1975

Program Area: Health
Family

Program Description

Centerforce, a nonprofit organization created in 1975, provides services to inmates and their families at various county jails, state prisons, and federal correctional facilities throughout Northern and Central California. Current efforts include prevention case management, literacy, family support services, health education, parenting, health and wellness services; policy, research, and training consultation; and educational material development. Centerforce has over 20 employees in offices in Northern and Central California and at San Quentin State Prison.

Centerforce leads a multi-service demonstration project focused on health issues called *Get Connected* for inmates and their families at San Quentin Prison and the Central California Women's Facility. Get Connected provides the following services:

1) *Peer Education:* Staff provide 30 hours of health and skill-building training to inmates who are interested in becoming peer health educators. Trained inmate health educators lead daily health education workshops for new inmates.
2) *Re-Entry Education*: Centerforce staff, inmate peer educators, and community service providers conduct workshops on various health topics for inmates preparing for release.
3) *Prevention Case Management*: Centerforce staff provide five months of intensive case management services to returning prisoners, which includes development of an individual risk assessment and reduction action plan prior to release, and post-release support through facilitated referrals to community-based service providers.
4) *Health Promotion Initiative*: Community health specialists provide workshops and resource fairs for inmates living with HIV and/or hepatitis C as they prepare for release.

Program Goals

The mission of Centerforce is to "strengthen individuals and families affected by incarceration through a comprehensive system of education and support." Get Connected aims to have trained inmate peer educators deliver orientations for all incoming prisoners and to provide prevention case management for all pre-release inmates around HIV, hepatitis, and STD prevention and education.

Networking, Partnering & Collaboration

Centerforce works with a number of government agencies including the California Department of Corrections to gain access to prisons and community service providers for referrals and coordination of services.

Outcomes

Centerforce staff are involved in a number of research projects testing the effectiveness of their interventions and adding to the general knowledge base on the health status of correctional populations. (See the list of published articles below.) One evaluation of its peer HIV education program for male

inmates found that program participants were more likely to use condoms and be tested for HIV than non-participants. They also found a significant difference between the intervention group and non-intervention group in their perception of risk of contracting HIV.

Additional Reading

- Olga Grinstead, Bonnie Faigeles, and Barry Zack. 1997. “The Effectiveness of Peer HIV Education for Male Inmates Entering State Prison.” *Journal of Health Education* 28 (6): 31-37.
- Olga Grinstead, Barry Zack, Bonnie Faigeles, Nina Grossman, and Leroy Blea. 1999. “Reducing Post-Release HIV Risk Among Male Prison Inmates: A Peer Led Intervention.” *Criminal Justice and Behavior* 26 (4): 453–465.
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CASE MANAGEMENT SUPPORT SERVICES—COMMUNITY REINTEGRATION OF OFFENDERS WITH MENTAL ILLNESS AND SUBSTANCE ABUSE (PA)

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Organization: Nonprofit

Start Date: 1974

Program Area: Health
Public Safety

Program Description

Case Management Support Services (CMSS), located in Erie, Pennsylvania, has been serving the Erie County community for almost 30 years. One program run by CMSS is the Community Reintegration of Offenders with Mental Illness and Substance Abuse (CROMISA) program. The CROMISA program offers a range of support services for male and female former offenders who have been dually diagnosed with mental illness and substance abuse.

The Parole Board and the State Parole Office refer clients into the program. Potential participants must be residents of Erie, Crawford, or Warren Counties with 12 months left on their sentences. Potential clients learn about the program from representatives of CROMISA, Institutional Parole Board representatives, the psychology department, or through CROMISA brochures that are mailed to the correctional institutions.

Services and treatment are divided into four phases: Residential (45-60 days); Community Registration (6-8 months); Discharge Preparation (1-2 months); and Follow-Up (up to 12 months following release). In each phase, clients may access a menu of comprehensive services focused on mental health and substance abuse issues including case management, psychological counseling, individual or group addictions therapy, housing support, and vocational and educational training.

Program Goals

The goal of the program is to prevent substance abuse relapse and to assist clients in successful completion of their parole. The program's long-term goals include helping clients maintain a drug-free life.

Networking, Partnering & Collaboration

The CROMISA project is a collaborative effort involving a number of private and public agencies. The Erie County Office of Drug and Alcohol, the Erie County Office of Mental Health and Mental Retardation, and the Pennsylvania Board of Probation and Parole have provided services and resources for program participants. Numerous social service agencies collaborate with the program by providing referrals and services.

Outcomes

Presently, there are no program outcomes to report. The Civic Institute at Mercyhurst College Center for Justice Research and Policy is in the process of gathering data from the CROMISA program. CROMISA hopes to report on the number of participants who are reincarcerated for new charges or a technical violation, the number of clients who need inpatient services for substance abuse or mental health issues, the number of clients who need to repeat a phase of the program, and how the length of time in prison effects an individual's success in the CROMISA program.

DANGEROUS MENTALLY ILL OFFENDER PROGRAM (WA)

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Start Date: 2000

Program Area: Health

Program Description

The Dangerous Mentally Ill Offender Program began in March 2000 in response to a 1999 Substitute Senate Bill by the Washington Legislature. This bill sought to improve the screening and assessment, as well as the mental health treatment, of dangerous mentally ill offenders (DMIO) released from incarceration. According to the legislation, a DMIO "has a mental disorder and has been determined to be dangerous to himself, herself, or others." For the program's purposes, the conditions for DMIO typically include the major psychoses and affective/mood disorders (not substance abuse disorders) and/or developmental disabilities (mental retardation).

The first step in the program is identifying those that can be classified as dangerous mentally ill offenders. A multi-agency committee, known as the DMIO Committee, identifies the former offenders that qualify for the program. This statewide committee is co-chaired by the Department of Corrections (DOC) and the Mental Health Division. Members are from Community Mental Health, the Division of Alcohol and Substance Abuse, the Division of Developmental Disabilities, law enforcement agencies, the Regional Support Network (RSN), DOC Mental Health Program, the DOC Special Needs Unit, and the Community-Designated Mental Health Professional. Referrals are based on clinical data provided by the Department of Corrections' computer database. Importantly, the "dangerousness" or the public safety risk and the individual's risk to himself or herself are considered. In other words, the committee reviews the criminal history (looking at a variety of factors such as history of crimes against persons and a history of substance abuse) and the social behavior of the candidate to determine whether or not someone is at high risk.

Once a DMIO candidate is identified, a mental health provider is contacted and the pre-release transition process starts. About six months prior to release, a mental health caseworker begins working with the individual; pre-release meetings are scheduled at 90-day, 60-day, and 30-day intervals before release with a Multi-System Care Plan (MSCP) team. The team is made up of a Risk Management Specialist, a representative from the Department of Social and Health Services, a member of the Regional Support Network, a member of the DMIO Community Protection Unit, a Community Corrections Officer, a Classification Counselor, a Community Mental Health worker, and a representative from the Division of Alcohol and Substance Abuse; others are added on an as needed basis. The MSCP team develops a transition plan with the individual in order to ensure that mental health services and other services (such as housing and transportation) are available upon release.

Program Goals

A primary goal of the DMIO program is to enhance the screening and mental health treatment of appropriate prisoners who are released from incarceration in order to improve their transition back to the community.

Networking, Partnering & Collaboration

The DMIO program collaborates with many agencies and has established many community partnerships. As indicated earlier, members of the DMIO Committee and the Transition Team are comprised of many different agencies. Other agencies and partners involved in this program are advocacy groups, victim witness advocates, and mental health provider organizations. In addition, during the transition stage, which is different for every offender, many agencies and organizations work with the offender. For example, if an offender needs vocational assistance, representatives from the Division of Vocational Rehabilitation, or a Community College, or employment assistance agency would become part of the team.

Outcomes

In 2002, the Washington State Institute for Public Policy published a preliminary report on the implementation of the DMIO law of 1999, the process of selecting DMIOs, and the treatment services provided to participants. The researchers tried to compare, whenever possible, the DMIO population (26 participants) to a comparison group. The preliminary results suggest that the DMIO program is making an improvement in providing pre- and post-release mental health and post-release chemical dependency services. For example, 83 percent of DMIO clients have received pre-release mental health treatment from community organizations/partners compared to ten percent of the comparison group. Recidivism findings are expected in 2004.

Additional Reading

- Dr. Polly Phipps and Dr. Gregg J. Gagliardi. Preliminary Report. “Implementation of Washington’s Dangerous Mentally Ill Offender Law: Preliminary Findings.” Washington State Institute for Public Policy. http://www.wsipp.wa.gov/MentalIllness/pdf/Implement_DMIO_Law.pdf.

HAMPDEN COUNTY CORRECTIONAL AND COMMUNITY HEALTH PROGRAM (MA)

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Organization: Nonprofit

Start Date: 1996

Program Area: Health

Program Description

The Hampden County Correctional and Community Health Program uses a public health model for preventing, detecting, and treating various health concerns among jail inmates at the Hampden County Correctional Center (HCCC). The model was originally created to provide continuity of care for inmates with HIV before, during, and after incarceration. It has since been expanded to include medical, dental, and hospice care, mental health services, and substance abuse treatment. This public health model of correctional health care involves the following components: thorough disease screening and detection, early and effective treatment, patient education, prevention, and continuity of care after release.

The program staff includes four jail health teams integrated with four community health centers. Patients are assigned to a health team by zip code or prior association with a community health center. Some team members are dually based in the jail and the community; physicians and HIV case managers are primarily health center based; and nurses and nurse practitioners are primarily jail based. The physician and case manager continue to follow patients at the community health centers after their release from jail so that an inmate's physician in jail becomes his/her physician in the community. Case managers from the health centers work in both the community and the correctional center to develop individual discharge plans for HIV-infected inmates. In addition to the medical services, the case managers also work with returning prisoners to address housing needs, vocational training, family reintegration, and other services.

Program Goals

The goals of the program are to reduce the incidence of high-risk behaviors among returning prisoners, increase their general health knowledge, and improve their overall health status and health care utilization. Program partners also hope to see a reduction in criminal activity among the participants.

Networking, Partnering & Collaboration

The Hampden County project is a collaborative effort between the county jail, four community health centers, and other agencies in Hampden County, Massachusetts, which allows the same health care providers to care for patients in jail and after release in the community.

Outcomes

The HCCC and Abt Associates are conducting a three-year evaluation of the Hampden Health Program. The goal of the research is to examine whether the program model results in any significant changes in health care utilization, risk behavior, clinical status, and criminal activity among individuals after their release from HCCC. Initial findings indicate that the program is cost-effective, leads to lower rates of reincarceration, and increases the number of released prisoners receiving medical care.

Additional Reading

- T. Conklin, T. Lincoln, and T. Flanigan. 1998. “A Public Health Model to Connect Correctional Health Care with Communities.” *American Journal of Public Health* 88(8): 1249–50.

IOWA REENTRY COURT (IA)

Contact Information

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Organization: Government

Start Date: 2000

Program Area: Health
Public Safety

Program Description

In February 2000, the Department of Justice's Office of Justice Programs created the Reentry Court Initiative (RCI) in response to the increase in former offenders returning to communities. The RCI posited that reentry courts—like drug courts—could be an effective method for managing prisoner reentry. Cedar Rapids, Iowa was one of nine jurisdictions designated a RCI site.

The Iowa Reentry Court in Cedar Rapids targets former prisoners who have mental health disorders or who have been dually diagnosed with mental health and substance abuse problems. Participants are identified by a case manager in consultation with in-prison staff; the parole board makes the final decision regarding admission into the program. The program generally lasts for at least six months, but the length depends of the duration of supervision. The court receives funding from the Iowa Department of Health and Human Services.

The structure of the Iowa Reentry Court consists of the Board of Parole, community-based corrections and institutions, a Reentry administrative law judge, a Community Reentry Accountability Board, and a Department of Corrections reentry planner. The targeted offenders, once paroled, are assigned to an administrative law judge and a Reentry Accountability Board in the former prisoner's community (consisting of representatives from service agencies, hospitals, educational institutions, the police department, and victims groups). Iowa's Reentry Court does not have judicial involvement, but rather, it uses administrative law judges and parole boards to oversee reentry court proceedings. Participants appear once or twice per month before the Community Accountability Board, which assists individuals who were formerly incarcerated in identifying local resources and in recognizing their accountability to the community at large. Services are also provided to program participants, as needed: mental heath treatment, medication management services, housing, and transportation.

Program Goals

The primary goals of the Iowa Reentry Court are:

- To help former offenders with community reintegration through a community board that will both administer rewards and sanctions.
- To provide direct contact to needed services.
- To educate the community on public safety issues.
- To reduce the number of offenders who are rescinded from parole.
- To reduce the number of former offenders who recidivate within three years.

Networking, Partnering & Collaboration

Some of the key agencies involved are the Department of Correctional Services, Citizens Accountability Board (representatives from mental health centers, substance abuse providers, psychiatric hospital unit, neighborhood associations, police department, mental health consumers, family counseling agencies), and Vocational Rehabilitation.

Outcomes

No outcome data was available.

KEY-CREST SUBSTANCE ABUSE PROGRAM (DE)

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Start Date: 1987

Program Area: Health
Public Safety

Program Description

The KEY-Crest Substance Abuse Program is a comprehensive drug treatment program that was implemented in the Delaware correctional system by Dr. James A. Inciardi of the University of Delaware. This multi-phase program uses therapeutic-based programming to treat and modify the behaviors of substance abusers in prison and in a work-release center. In both settings, program participants live in a therapeutic community where they learn to help themselves and other residents in order to change their behavior and reduce their drug use. Inmates can volunteer for the program if they meet the eligibility criteria and are within 18 months of their release date.

In 1987, the State of Delaware (with the assistance of the Department of Justice's Bureau of Justice Assistance) established the first stage of the substance abuse treatment program, called the KEY. The KEY program is prison-based, but program participants are separated from the general correctional population to a therapeutic community where they will not encounter negative attitudes about drug abuse treatment and can be held accountable for their actions. Prisoners spend about 12 months in the KEY program where they receive substance abuse treatment and various behavior modification programs.

The second stage is a transitional treatment program at a Crest Outreach Center where participants spend another six months. The Crest component is a therapeutic community work-release center that builds upon the prison-based KEY program. The Crest Outreach Center has been in operation for over seven years and was established with the help of the National Institute on Drug Abuse. Inmates go through four phases of treatment while they are at the Crest Outreach Center. During the *Entry* phase, inmates are expected to go through an orientation and become acclimated to life outside prison. In the *Primary* phase, counselors and inmates work on a transition plan and explore possible triggers of relapse. The third *Job-seeking* phase requires that offenders work on interview skills and job training skills. During the final *Work-release* phase, inmates maintain a job while living at the facility and attending drug treatment. The program requires that, during the first three months of this phase, participants stay at the center and look for a job. After completing the treatment program at Crest, participants may move to aftercare. The aftercare period lasts for six months; even though individuals are released into the community, they maintain contact with the program. While in community aftercare, inmates must refrain from all drug and alcohol use and attend group sessions, counseling, and periodic drug testing.

Program Goals

The goals of this program are to provide treatment to reduce drug abuse and modify the behavior of substance abusers.

Networking, Partnering & Collaboration

The Delaware Department of Corrections collaborates with the Correctional Medical Services division (which assists with the operation of the treatment programs), the National Institute on Drug Abuse, and the Bureau of Justice Assistance.

Outcomes

Evaluation results reveal that residential treatment in combination with community aftercare can be very successful in reducing recidivism and drug relapse. Seventy-seven percent of the inmates who participated in the prison treatment and work release treatment programs had not been rearrested at the 18 month mark, compared to the control group in which less than half (46 percent) had not been rearrested within 18 months. Also, 47 percent of the inmates who participated in both the in-prison treatment and work release treatment programs were drug-free at 18 months, compared to the control group where only 16 percent were drug free at 18 months.

Additional Reading

- Lana D. Harrison. 2001. “The Revolving Door for Drug-Involved Offenders: Challenges and Opportunities.” *Crime and Delinquency* 47 (3): 462-485.
- James A. Inciardi, 1996. “Corrections-Based Continuum of Effective Drug Abuse.” *Research Brief,* June. Washington, DC: U.S. Department of Justice, National Institute of Justice.

MENTAL HEALTH SERVICES CONTINUUM PROGRAM (CA)

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Start Date: 2000

Program Area: Health
Public Safety

Program Description

In July 2000, the California Department of Corrections (CDC) and Parole and Community Services Division began implementation of the Mental Health Services Continuum Program (Continuum Program). The program is an expansion and enhancement of mental health treatment services delivered by the Parole Division's existing Parole Outpatient Clinics throughout the state, designed to ensure continuity of care between prison and the community. In January 2001, the Parole Division created the central administration unit responsible for monitoring, reviewing, and coordinating the various mental health programs the Parole Division operates.

The target populations for the Continuum Program are inmates and parolees who received in-prison mental health treatment and were diagnosed with one or more serious mental health disorders (such as schizophrenia, delusional disorder, major depressive disorder, and bipolar disorder). The program provides the following services to eligible inmates and parolees: 1) comprehensive, computerized, pre-release needs assessments, benefits eligibility, and application assistance; 2) expanded and enhanced post-release mental health services such as medication management, psychological testing, and individual/group therapy; and 3) reintegration assistance via connections with community-based programs for long-term care.

Services for the pre-release component, called the Transitional Case Management Program, are provided by private independent contractors who employ social workers to cover all 33 of the state's correctional institutions. The pre-release services are provided at 90- and 30-day intervals prior to release. One unique feature of the Continuum Program is the development of an automated case management system. The information collected during the pre-release phase is entered into laptop computers and ultimately transferred into a comprehensive statewide database that is utilized by both the pre- and post-release components of the program. The database is the crux of the program, offering nearly 1,800 fields of data collection that range from arrest, alcohol and drug history, to community reentry planning. In addition, the database offers a built in appointment scheduler, a comprehensive case notes section, and intensive sections on the parolee's mental health diagnosis, medication management, and benefits eligibility updates.

After the pre-release process is complete and the parolee is released to the community, as a condition of his/her parole, the parolee receives post-release care from the Parole Division's Parole Outpatient Clinics (POC). The POC uses a treatment team approach to ensure quality and continuity of care. POC clinical staff includes psychiatrists, psychologists, and psychiatric social workers who provide the parolee with medication maintenance, psychological testing, and individual and group therapy, respectively. POC psychiatric social workers finalize parolees' applications for benefits that were initiated during the pre-release phase. This process completes the continuum of care and prepares the parolee for the transition to long-term community-based care.

Program Goals

The Mental Health Continuum Program's goal is to prepare inmates with mental illness for release back to the community by ensuring they have made connections to health care providers in the community and have access to health benefits upon release. These efforts are aimed at facilitating the reintegration process and reducing the likelihood of rearrest and reincarceration.

Networking, Partnering & Collaboration

Implementation of the Continuum Program has fostered a number of collaborations and partnerships between the Parole Division and other organizations. For example, the Parole Division has:

- Worked with the Social Security Administration in developing a presumptive eligibility for the state's severest mentally ill population within 30 days of release from prison.
- Developed a relationship with the Department of Corrections' Office of Substance Abuse Programs to network and share information among programs.
- Created an ongoing working relationship with the University of California, Davis, Telehealth Division, which set up, installed, and provides technical support to the Parole Division's Telemedicine services utilized by the POC's and its parolee population.
- Established a process with the Board of Prison Terms that alerts the Parole Division when a mentally disordered offender/parolee is being released from a state hospital. This early notification allows the program to prepare and establish a service plan with the POC so the parolee is adequately treated.
- Received federal funding from the Going Home Rentry grant initiative that expands collaborative efforts for treatment to a portion of the parolee population in Los Angeles.

Outcomes

Since the continuum program is so new, no formal evaluation has been completed. However, the parole division recently contracted with the University of California, Los Angeles to provide a comprehensive independent evaluation of the program. UCLA will provide monthly, quarterly, and year-end reports that will thoroughly detail program activity. In addition, through the reporting capabilities of its automated database, the continuum program can provide interim statistics and reports to monitor program activity.

PROJECT RETURN (LA)

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Organization: Nonprofit

Start Date: 1993

Program Area: Health
Public Safety
Employment
Education

Program Description

Dr. Robert E. Roberts, the director of Project Return, developed this program while he was working at an adult male prison in Louisiana and noted that one of the major causes for recidivism was that offenders were having a difficult time stabilizing their lives post-release. Thus, many became unemployed, relapsed in substance abuse, and returned to a life of crime and violence. Project Return strives to provide treatment and services for former prisoners in order to decrease the high recidivism rates. Many of the services are provided by staff members who are former offenders themselves.

Participants in Project Return attend GED or educational classes about 12 hours a week. Another 8.5 hours are designated for addictions education, 6.5 hours for computer training, 4.5 hours in job skills training, four hours on communication skills, and two hours in community building. The group process of community building focuses on creating a safe environment for discussions of sensitive issues such as child abuse. It is based on a group process model, designed by M. Scott Peck, MD, author of *The Road Less Traveled,* and addresses how to deal with pain and suffering that result from childhood experiences such as poverty, abuse, neglect, violence, and the adolescent/adult experiences of imprisonment.

Program Goals

One of the primary goals of Project Return is to provide services that reduce relapse and recidivism by providing substance abuse treatment, GED education, communication classes, life skills classes, job training, and job placement assistance. The project also aims to increase public safety by preventing future crimes.

Networking, Partnering & Collaboration

The project networks with social service agencies to provide services and treatment to former offenders. Initial funding for the project came from the business community and Tulane University.

Outcomes

The New Orleans Metropolitan Crime Commission conducted an evaluation on Project Return during its first four years. The evaluation reported that the project lowered recidivism rates and violence among both men and women who were formerly incarcerated. During the first year of release, only ten percent of program participants had been reincarcerated compared to 37 percent of the control group.

PROJECT SUCCESS (FL)

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Organization: Government

Start Date: 2001

Program Area: Health
Family
Employment

Program Description

Project Success was established in 2001 with funding from the federal Residential Substance Abuse Treatment (RSAT) grant program. Project Success is a six-month residential substance abuse treatment program for incarcerated adult females, followed by 12 months of aftercare in the community.

Incarcerated women may volunteer for the program or they may be mandated to attend by a court order. Program staff visit the county jail to inform the women about Project Success on a monthly basis. If the women are eligible to participate and have enough time remaining in their sentence to complete the six-month residential component, they are admitted.

A Modified Therapeutic Community model is at the core of the program. This model focuses on providing services in a holistic manner and draws upon the individual's desire to change. Women in the program agree with their counselors on a treatment plan, which establishes a number of goals for the participant to complete the program. The program includes, but is not limited to, parenting training, family therapy sessions, job and life skills development, computer literacy classes, financial management classes, and community linkages. Commitments from educational facilities in the area have been secured to provide job placement, training, mentoring, and peer support upon reentry into the community. The program also focuses on the women's gender-specific needs, including previous victimization. Upon completion, clients move into a 12-month aftercare case management phase. Project Success contracts with the Phoenix Houses of Florida to provide discharge-planning services to assist clients in making the transition back into the community.

Program Goals

Project Success' primary goal is to reduce substance abuse relapse and recidivism.

Networking, Partnering & Collaboration

Except for the program administrator, services are contracted out to other community agencies and organizations. For example, the Dixie Hollins Adult Education Center provides the program with a computer literacy instructor to assist in training clients on word processing programs. In addition, a task force was established, consisting of representatives from the courts, public defender's office, the state's attorney's office, the Pinellas County Department of Justice Coordination, the Sheriff's Office, and substance abuse providers. This task force was established in order to plan for the inception of the Pinellas County Adult Drug Court in 2001.

Outcomes

Project Success collects data on program participation. Outcomes are measured by tracking the graduates of the program who have been re-arrested or who have relapsed. The Florida Department of Children and Families began an evaluation of the program in October 2002.

RHODE ISLAND PRISON RELEASE PROGRAM & PROJECT BRIDGE (RI)

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Organization: Nonprofit

Start Date: 1986 RIPRP
1997 PB

Program Area: Health

Program Description

The Rhode Island Department of Health, Department of Corrections, The Miriam Hospital Immunology Center, and the Brown University AIDS Program have implemented a program providing HIV-infected inmates with health care both during and after incarceration. The program provides routine HIV testing for all entering inmates and HIV care including antiretroviral medications, gynecological screening, and substance abuse counseling for those who test HIV positive. The Prison Release Program addresses the issue of continuity of care for HIV-infected inmates by connecting them with a physician in prison who will continue to treat him/her after release. The program relies on a team of four doctors, two nurses, and a social worker. Team members meet with each patient three to six weeks before his/her release to develop a release plan. The plan focuses on medical care, housing, substance abuse treatment, and family support, as well as connecting the individual to needed community-based services.

In October 1996, Project Bridge of The Miriam Hospital in Providence, Rhode Island, received funding from Special Projects of National Significance (SPNS), a division of the Health Resources and Services Administration (HRSA), to provide services aimed at increasing continuity of medical care for individuals who were formerly incarcerated. Since 1997, the program has served 135 men and women. Potential clients are identified by prison health services staff. The design of the project provides case management services to incarcerated men and women who are HIV positive. Project Bridge is an intensive case management program in The Miriam Hospital Brown University affiliated outpatient clinic, which serves people infected and affected by HIV. The program is an outgrowth of an ongoing collaboration between the hospital and the State Department of Corrections. Physicians provide HIV specialty care within the state prisons. To date, 96 clients have enrolled. Of that number, 65 (68 percent) were without housing at the point of prison release. All have a history of substance abuse.

The program consists of two-person teams assigned to each client. The teams are comprised of a professional social worker and a paraprofessional assistant. The social worker provides client enrollment, overall treatment planning, clinical decision making, coordination of services, and advocacy. The social worker also acts as the medical liaison. Weekly team meetings assure timely case assignments and provide for overall sharing of information.

Program Goals

The mission of Project Bridge is to improve the retention of HIV positive former prisoners in outpatient medical care through social stabilization. The overarching goal of the Rhode Island Prison Release Program is to provide HIV-infected inmates with quality continuity of care from prison to the community, thereby resulting in improved health outcomes for the individual and reduced likelihood of continued involvement in the criminal justice system.

Networking, Partnering & Collaboration

Both programs involve a unique collaboration between the Rhode Island Department of Health, Rhode Island Department of Corrections, Brown University, Miriam Hospital, and a host of community-based service providers.

Outcomes

According to a Boston University evaluation, over 83 percent of participants visited a health care provider at least once every six months while enrolled in the Project Bridge program (See www.bu.edu/hdwg/projects/pbridge.htm). Brown University has been leading data collection and analysis efforts on the Prison Release Program. Findings from this work show a 50 percent reduction in recidivism among participants and a decrease in the likelihood of high-risk behaviors (see Flanigan et al. 1996).

Additional Reading

- Andrew Skolnick. 1998. “Correctional and Community Health Care Collaborations.” *JAMA* 279 (2): 98-99
- T. Flanigan, J. Kim, and S. Zierler, et al. 1996. “A Prison Release Program for HIV-Positive Women: Linking Them to Health Services and Community Follow-Up.” *American Journal of Public Health* 86: 886-887.
- J. Mitty, L. Holmes, A. Spaulding, T. Flanigan, and J. Page. 1998. “Transitioning HIV-Infected Women After Release from Incarceration: Two Models for Bridging the Gap.” *Journal of Correctional health Care* 5(2): 239–54.

RISK REDUCTION—HIV/AIDS SERVICES (NY)

Contact Information

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Organization: Nonprofit

Start Date: 1931

Program Area: Health

Program Description

The Osborne Association, founded in 1931, provides a broad range of mental health, physical health, and substance abuse treatment, education, and vocational services to more than 6,500 prisoners, former prisoners, and their families. Services are provided in community sites in the Bronx, Brooklyn, and at the organization's headquarters in Long Island City (Queens); in New York City jails and New York State prisons; and in New York City courts. Staff of the Osborne Association reflect the populations they serve: more than 80 percent are people of color, and many are former prisoners, people in recovery, and people living with HIV/AIDS.

The Osborne Association's Risk Reduction-HIV/AIDS Services address a range of health challenges that many returning prisoners face. (According to Osborne, one in ten prisoners in the New York State prison system is HIV positive.) Prisoners can make initial contact with Osborne while in prison via the AIDS in Prison Hotline, the first such service in the nation. The hotline accepts collect phone calls in English and Spanish from every prison in New York State for peer counseling and information on treatment and prevention as well as on how HIV-positive individuals can obtain discharge planning services at their facility and in the community.

Osborne also provides discharge planning services for people living with HIV/AIDS at four New York State prisons. These services, which include a full needs assessment, address such issues as transitional housing, substance abuse, and post-release benefits and medical care. Prisoners learn about Osborne's discharge planning services through the hotline (which is advertised within the facilities), word of mouth from fellow prisoners, and from correctional officers. Upon release from prison, Osborne provides intensive case management services for HIV-positive individuals returning to New York City through the Risk Reduction Services Unit (RRSU). Working with a case manager/counselor team, RRSU clients receive assistance in living with HIV/AIDS, obtaining substance abuse treatment, finding housing, getting psychological and family counseling, receiving benefits and medical care, finding employment and training, and other issues.

Program Goals

The goal of the Risk Reduction-HIV/AIDS Services is to provide inmates with HIV/AIDS with linkages to discharge planning services in their facilities and connections to community-based service providers to ease the transition from prison to home.

Networking, Partnering & Collaboration

The Osborne Association operates its prison-based HIV/AIDS services as part of the Criminal Justice Initiative of the AIDS Institute of the New York State Department of Health. This initiative was established to provide HIV/AIDS services to prisoners and parolees throughout New York State. Each of the eleven nonprofit agencies within the consortium provides discharge planning for people living with HIV/AIDS in New York State prisons, as well as case management for released prisoners living with HIV/AIDS within

that agency's geographic area. Osborne's AIDS in Prison Hotline serves as a statewide clearinghouse to inform prisoners whether HIV/AIDS-related discharge planning services are available at their facilities and assist them in identifying reentry services in their community.

Outcomes

Osborne's Risk Reduction-HIV/AIDS Services collect statistics on a number of program indicators. Eighty percent of clients of the Risk Reduction Services Unit, a program designed to last six months, remain in the program for at least four to five months. This time period allows program staff to begin addressing many of the clients' most pressing reentry needs such as accessing benefits and medical care, embarking on a job search, and enrolling in a substance abuse treatment program. An average of 75 clients annually are placed in permanent housing, and, of these, about 90 percent are still in their homes after six months. Sixty percent of clients who access Osborne's independent living skills training, which assists them in establishing stable households, complete the program.

THRESHOLDS JAIL PROGRAM (IL)

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Organization: Nonprofit

Start Date: 1959
1997 TJP

Program Area: Health
Public Safety

Program Description

Founded in 1959, Thresholds is one of the nation's largest psychiatric rehabilitation centers. The organization strives to provide services that create opportunities for people with mental illness to live with dignity and independence. It annually serves over 5,000 people with severe and persistent mental illness in Chicago and neighboring northern suburbs. Services include a comprehensive program of psychiatric care, educational development, housing, and vocational training and placement. The Thresholds treatment and rehabilitation model has been recognized by the American Psychiatric Association and U.S. Department of Labor and has been replicated by many organizations across the country.

The Thresholds Jail Program is one of several specialized programs the organization offers the community. Established in 1997, the Jail Program has been successful in reducing time in jail and psychiatric hospitals for its mentally ill clients from Cook County Jail by utilizing a unique and cost-effective model of home-visiting and intensive case management. The project team includes a consulting psychiatrist, ten direct care staff, a weekend case manager, an administrative support person, a nurse, and program supervisor. Jail Program staff make initial contacts with potential clients at Cook County Jail upon request from the jail social workers. Program staff may get involved with the individual's case before release, but most services are provided upon release. Jail Program clients typically have long histories of hospitalizations and involvement in the criminal justice system. The average Jail Program client has been hospitalized in a psychiatric facility an average of 12 times and arrested an average of 35 times.

In an effort to help stabilize the lives of its clients, the program provides a range of comprehensive services upon release from jail including intensive case management, medication monitoring, housing placement, mental and physical health care, and regular home visits. Program staff are available 24 hours a day, seven days a week.

Program Goals

The Thresholds Jail Program seeks to reduce psychiatric hospitalizations, arrests, and incarceration of individuals with severe and persistent mental illness by providing the necessary support services and case management.

Networking, Partnering & Collaboration

Ongoing development and implementation of the program is fostered by the Public Psychiatry Task Force, a collaborative body with members from a variety of public and private stakeholder agencies. On a daily basis, the Jail Program team works closely with the courts, police, probation, other mental health agencies, and substance abuse programs. The program also works closely with rooming houses, single room occupancy hotels, and family members to house program clients. The program has developed a network of community members such as business owners, landlords, and friends that assist the program team in watching clients in the community, giving feedback, and helping program participants to create stable lives in the community. Thresholds has received funding for the program from a number of

government sources and private community foundations. The organization is working to leverage support for expanding the program to include development of a mental health court and similar aftercare project in a prison setting.

Outcomes

Independent researchers at Loyola University, under the direction of Dr. Arthur Lurigio, have found an approximate 80 percent reduction in the use of state and county mental health institutions among program participants. In addition, more than 90 percent of the program clients are housed in the community, some for the first time in decades.

The Loyola study compared the number of jail days and arrests for each participant, days spent in the hospital, and incidents of psychiatric hospitalization before and after program participation. The number of jail days for the first 30 people accepted into the program dropped from 2,741 days in the year prior to 469 days during the treatment year (an 83 percent reduction). Additionally, the number of days spent in psychiatric hospitals dropped from 2,153 to 321 days (an 85 percent reduction) over the same period.

Despite the relatively small number of program participants (the program currently serves 68 clients), the cost savings are potentially significant compared to the costs of incarceration and hospitalization. It costs approximately $70 a day to house an individual in jail; one day in a public mental hospital costs taxpayers about $500. The Thresholds program, by contrast, costs about $26 a day per client. In the one-year study involving 30 clients, the total jail savings were estimated at $157,000 and the total hospital savings were estimated at $917,000.

The Thresholds Jail Program recently received the prestigious American Psychiatric Association's Gold Achievement Award.

Additional Reading

- Arthur Lurigio, John Fallon and Jerry Dincin. 2000. "Helping the Mentally Ill in Jails Adjust to Community Life: A Description of a Postrelease ACT Program and its Clients." *International Journal of Offender Therapy and Comparative Criminology* 44(5): 532-548.
- "Helping Mentally Ill People Break the Cycle of Jail and Homelessness." 2001. *Psychiatric Services* 52 (10): 1380–82.

TUERK HOUSE, INCORPORATED (MD)

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Organization: Nonprofit

Start Date: 1970

Program Area: Health
Housing

Program Description

Tuerk House, Incorporated (THI), founded in 1970, provides substance abuse treatment through a variety of drug treatment programs, an Intermediate Care Facility, an outpatient treatment program, and two halfway houses. According to THI, they are the only 28-day residential drug treatment facility in the city of Baltimore. The program is certified by the State of Maryland and recognized by the Joint Commission on Accreditation of Healthcare Organizations (JCAHO).

THI targets uninsured substance abusers (drugs and alcohol) and works with clients to provide long-term care in order to promote recovery. Each year, the program serves about 1,000 clients; about half of the participants volunteer for the program themselves. The Maryland Department of Parole and Probation, Office of Federal Pretrial Services, Baltimore City Jail, and the state prison all refer inmates to the program. Generally, Tuerk House reserves 15 beds for referrals from the criminal justice system.

The program offers pre-treatment support groups, an on-site detoxification service, and a 28-day residential treatment that offers 42 beds for men and 34 beds for women. In addition, residential treatment is followed up with a minimum of six months of outpatient treatment or clients are placed in a halfway house. THI also has a Peer Support Group that promotes self-help and relapse prevention for those who have graduated and want to continue their support networks with THI.

Program Goals

A primary goal of Tuerk House is to empower uninsured substance abusers so that they may live in a substance-free environment and thus live more productive and meaningful lives.

Networking, Partnering & Collaboration

Tuerk House works closely with agencies in Baltimore and has developed several partnerships in the area. THI has a unique partnership with a case management program that works with incarcerated women called the Turnabout Program (TAP). TAP assists with the release of women who were formerly incarcerated and refers them to the THI post-release program. While participating in THI, the women concurrently receive case management services at TAP in a joint effort to ease their reentry.

Outcomes

In 2002, an independent evaluation conducted by researchers at the University of Maryland, Johns Hopkins University, and Morgan State University reported that drug treatment in the city of Baltimore was successful in terms of reducing drug use, crime, and arrests among those who participated. The THI Outpatient Clinic was one of 16 programs included in the study, which tracked drug tests, arrest records, and other data on almost 1,000 patients for a year.

THI reports that 70 percent of the women made successful transitions back to their communities.

Additional Reading

- Dr. Jeanette L. Johnson et al. 2002. “Steps to Success: Baltimore Drug and Alcohol Treatment Outcomes.” January 24, 2003. (www.soros.org/baltimore/Executive%20Summary%20doc.pdf)

WINNERS' CIRCLE—TASC, INC. (IL)

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Organization: Nonprofit

Start Date: 1976 TASC
1997 WC

Program Area: Health

Program Description

TASC, Inc. (Treatment Alternatives for Safe Communities), founded in 1976, is a nonprofit organization that provides case management services to men, women, and adolescents in need of substance abuse treatment and other behavioral health services. TASC networks with treatment and other service providers, policymakers, donors, and academic institutions to promote efficient service delivery within and across the criminal justice, corrections, juvenile justice, public aid, public housing, and child welfare systems. TASC's programs reach over 30,000 people across Illinois each year, including its Corrections Transitional Programs that provide clinical case management to more than 4,000 adults annually who are reentering the community following incarceration.

In 1997, TASC launched a reentry program called the Winners' Circle, a peer-led support group designed to help its participants remain drug and crime free. The Winners' Circle is a place to learn and practice community skills, as well as offer encouragement and support. Members are actively involved in family, recreational, and community projects, serving as volunteers, mentors, recovery advocates, role models, and presenters to other peer support groups and community organizations. Support group meetings are scheduled in various sites around Illinois to provide a safe place where members can talk about their struggles and their successes. The meetings are patterned after traditional 12-step groups, which many members also attend; however, the Winners' Circle groups offer a unique setting in which common experiences in reentry can be openly shared. Members lead the meetings and TASC staff are present as facilitators. This staff presence has helped the group to become recognized by local parole offices as a legitimate form of recovery support.

Many individuals attending in-prison substance abuse treatment first become connected to TASC through a prison-based support group called Inner Circle. These meetings are also peer-led and staff-facilitated. The participants are encouraged to examine their own progress in treatment, to identify their reentry issues, and to commit to a solid recovery plan. Eight Inner Circles are currently functioning in adult and juvenile institutions across Illinois.

Additionally, TASC pre-release case managers work with the clients to establish referrals to community-based agencies for continuing care and ancillary services. Following release, the parolee meets regularly with a TASC post-release case manager. In addition to regularly scheduled support group meetings, the Winners' Circle holds a quarterly retreat, maintains a resource library, assists individuals in obtaining state ID cards, and maintains a Recovery Closet to provide appropriate clothing for job interviews.

Winners' Circle began in 1997 with two individual participants. Currently, five meetings are held per week in different parts of the state, with attendance at some meetings topping 30 participants.

Program Goals

The goals of the Winners' Circle program are to assist individuals in their ongoing recovery, which includes a drug-free and crime-free lifestyle, stable housing, and employment. Reparation of family relationships and active involvement in one's community are important long-term goals.

Networking, Partnering & Collaboration

Both TASC and the Winners' Circle work closely with the Illinois Department of Corrections, the Illinois Department of Human Services/Office of Alcoholism and Substance Abuse, and local treatment providers, especially recovery homes, which send some of their residents to the meetings and other events. Also, relationships have been established with employment agencies and houses of worship. In 2001, the Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Treatment provided a five-year grant to TASC and the Winners' Circle for their collaboration entitled *Restoring Citizenship*, which helps individuals who were formerly incarcerated to become actively involved in their communities to enhance reentry and recovery.

Outcomes

The Winners' Circle group has not yet been formally evaluated.

Additional Reading

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- TASC, Inc. 2002, "Restoring Citizenship of Illinois Ex-Offenders." *TASC Reports* 12(1). Chicago: TASC, Inc. (Available on the Web at http://www.tasc-il.org/preview/spring_2002_newsletter.pdf)

Housing and Reentry: Briefing Paper

An often-overlooked challenge facing returning prisoners is finding housing. One of the first things a person returning from prison must do is find a place a live. For a number of reasons, finding stable housing can be difficult. First, returning prisoners rarely have the financial resources or personal references necessary to compete for and secure housing in the private housing market. Additionally, federal laws bar many convicted felons from public housing and federally assisted housing programs. And, for some, returning to the homes of their families is not an option. As a result, many returning prisoners end up homeless, with all the attendant risks, for some time after their release.

Housing is a particularly important issue when we consider that the first few months following release are often a critical time—when a returning prisoner may be most tempted to fall back into old habits. Without the benefits provided by stable housing, released prisoners struggling to meet other basic needs, such as finding employment and gaining access to substance abuse treatment and health care services, may face a higher risk of relapse and recidivism. Providing access to affordable housing offers needed stability for returning prisoners and their families that could ease the transition back into the community.

Private Housing Market

The private housing market represents 97 percent of the total housing stock in the United States (Bradley et al. 2001). However, the private housing market is not an option for many released prisoners. Assuming the individual cannot stay with family or friends, the barriers to accessing housing in the private market in the days immediately following release can be substantial.

The first barrier is money. Most individuals leave prison without enough money for a security deposit on an apartment. Some states provide a nominal amount of “gate money” upon release, ranging from $25 to $200 for transportation or other immediate needs, but it is hardly enough to cover the cost of a security deposit on an apartment (Travis, Solomon, and Waul 2001). In the past decade, housing costs have risen faster than most low-income jobs’ wages. According to a recent report on the state of the nation’s housing by Harvard University, in most communities across the country, a full-time minimum wage job will not be sufficient to cover the fair market rent for a two-bedroom apartment (Joint Center for Housing Studies 2001).

In addition, landlords typically ask applicants to list employment and housing references and to disclose financial and criminal history information, which may put former prisoners at a disadvantage, particularly in tight rental markets. If a former prisoner applying for an apartment answers questions about his/her employment, housing, and criminal history truthfully, this information may provide the landlord with many reasons not to select him/her as a tenant. On the other hand, if he/she fails to disclose this information, he/she could be disqualified for not being forthcoming. Private sector practices that may bar former prisoners from the housing market are difficult to document. One survey of 196 property managers and owners in Seattle, Washington, found that two-thirds ask about criminal history on rental applications. Forty-three percent said they would be inclined to reject an applicant with a criminal conviction (Helfgott 1997).

Public Housing

As a result of policies adopted during the 1980s and 1990s, public housing may not be a viable option for returning prisoners for a number of reasons. Federal laws bar many convicted felons from public housing and federally assisted housing programs. Additionally, the stock of available public housing units has been in decline for the past several decades.

Federal housing policies permit—and in some cases require—public housing authorities, Section 8 providers, and other federally assisted housing programs to deny housing to individuals who have been involved in certain criminal activities (Legal Action Center 2000). The guidelines for denying housing are fairly broad and may be applied to anyone who has engaged in drug-related activity, violent criminal activity, or other criminal activity. Legally, housing authorities can obtain criminal records on tenants and applicants.

Another challenge to accessing public housing is the shortage of available units (Joint Center for Housing Studies 2001). Although the U.S. Department of Housing and Urban Development has worked to improve the public housing stock through the 1990s by replacing deteriorating units, the supply of available public housing has continued to shrink. Waiting lists for public housing have grown in recent years. In some urban areas, families are told that they will have to wait 10 years or longer for an available unit.

Living with Family Members

One option for former prisoners is to stay with family members or friends following release, and many prisoners take advantage of this option, at least in the short term. Yet the family dynamics surrounding a family member returning from prison can be very complicated. These familial relationships may be so severely strained that staying with family members or friends is not a viable option.

Even when it is an option, for families living in public housing, it may press them to make difficult choices. Family members living in public housing could jeopardize their own housing situation by allowing a former prisoner to live with them, even if only for a short time. Federal housing policies barring certain convicted felons from public housing units can result in the eviction of all members of a household for the criminal activities that are committed by a family member or guest.

Homelessness and Homeless Shelters

Given the nature of the barriers they face, many prisoners find themselves homeless. Likewise, a significant overlap exists between the homeless population and the population of people who have had contact with the criminal justice system.

Although little documentation exists on the level of homelessness among former prisoners, looking across several surveys reveals the contours of the problem. According to a 1997 survey by the California Department of Corrections, 10 percent of the state's parolees are homeless (CDC 1997). This rate is significantly higher in major urban areas such as San Francisco, San Diego, and Los Angeles, where as many as 30 to 50 percent of parolees returning to those counties are estimated to be homeless. Looking at the homeless shelter population also reveals an overlap between the two populations. According to a 1997 profile of Boston homeless shelter residents, 57 percent had lived in at least one institutional setting during the past year, including hospitals, mental health facilities, jails, detoxification centers, or halfway houses. Almost a quarter (22 percent) had spent time in a criminal justice facility (Bradley et al. 2001).

These two surveys were limited to either parolees or people living in homeless shelters. Expanding our view to include all homeless people further reveals the extent of the overlap between homelessness and the interactions with the criminal justice system. The National Survey of Homeless Assistance Providers and Clients estimates that 49 percent of homeless people spent five or more days in a city or county jail and 18 percent spent time in a state or federal prison (Burt et al. 2002).

Reentry as an Opportunity for Intervention

The circumstances surrounding the moment of release from prison are important to the success of an inmate's reentry. Providing access to affordable and stable housing options will aid the transition back to the community and prevent recidivism and relapse among returning prisoners.

A study following 49 individuals released from New York State prisons and New York City jails found that those individuals living in temporary shelters upon release had more difficulty resisting drugs and finding jobs. Furthermore, 38 percent of the people who reported they were going to live in a shelter absconded from parole supervision, compared with only 5 percent of the individuals who reported they were not going to a shelter (Nelson, Deess, and Allen 1999).

Housing and homelessness are key issues for returning prisoners, and programs highlighted in this report such as the Fortune Academy are working to ease reintegration along this front. Assistance in the form of access to transitional housing, help in completing housing applications, and linkages to community support systems that can provide an array of services help facilitate reentry. Importantly, a recent study by researchers at St. Louis University concluded that halfway houses and pre-release centers can be an effective tool in reducing recidivism rates (Seiter and Kadela 2003). In addition to providing housing, these programs empower individuals who were formerly incarcerated by connecting them to basic services, education and vocational programs, treatment, long-term housing, and a positive social network.

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Burt, Martha R., Dave Pollack, Abby Sosland, Kelly S. Mikelson, Elizabeth Drapa, Kristy Greenwalt, and Patrick T. Sharkey. 2002. "Evaluation of Continuums of Care for Homeless People." Washington, DC: Urban Institute.

California Department of Corrections. 1997. "Preventing Parolee Failure Program: An Evaluation." A Report to the Legislature. Sacramento: California Department of Corrections.

Joint Center for Housing Studies. 2001. "The State of the Nation's Housing 2002." Cambridge, MA: Harvard University.

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Nelson, Marta, P. Deess, and C. Allen. 1999. *The First Month Out: Post Incarceration Experiences in New York City*. New York: Vera Institute of Justice.

Seiter, Richard P., and Karen R. Kadela. 2003. "Prisoner Reentry: What Works, What Does Not, and What Is Promising" *Crime and Delinquency* 49(3): 360–88.

Travis, Jeremy, Amy L. Solomon, and Michelle Waul. 2001. "From Prison to Home: The Dimensions and Consequences of Prisoner Reentry." Washington, DC: The Urban Institute. http://www.urban.org/UploadedPDF/from_prison_to_home.pdf

Housing and Reentry: Sample Programs

Program Name	Geographic Area Served
▪ Bethel New Life	Chicago, IL
▪ Cameo House	San Francisco, CA
▪ Dismas Charities	KY profiled—also GA, FL, MI, NM, TN, TX
▪ Dismas House of Massachusetts	MA profiled—also IN, NM, TN, VT
▪ Fifth Avenue Committee—Developing Justice in South Brooklyn	Brooklyn, New York
▪ The Fortune Society	New York, NY
▪ Health, Housing and Integrated Services Network	CA
▪ Kintock Group	NJ and PA
▪ Prisoners Aid Association of Maryland	MD
▪ The Ridge House	Reno, NV
▪ Sarah Powell Huntington House	New York, NY
▪ Volunteers of America-Delaware Valley	Camden, NJ

BETHEL NEW LIFE, INC.—WELCOME HOME CAMPAIGN (IL)

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Organization: Nonprofit

Start Date: 1979 BNL
2002 WH

Program Area: Housing
Employment

Program Description

Bethel New Life (BNL) was founded in 1979 by constituents of Bethel Lutheran Church when concerned community members saw a need to have safe and affordable housing for their community. Out of its initial focus on housing development, BNL expanded to concentrate on economic development, family support services, and community organizing. Today, BNL's community-based programs employ 340 individuals and have a budget of $10 million.

BNL's target population consists of Chicago's underprivileged West Side communities, such as West Garfield Park and Austin. Over the years, BNL's programs have received national recognition and have expanded to serve special needs populations such as the elderly and at-risk families. For example, Bethel's Supportive Housing initiative provides safe and stable environments for homeless and at-risk families to help them transition to self-sufficiency.

With over 4,000 former prisoners being released into Bethel's West Side Chicago community each year, BNL began an initiative in July 2002 to reduce recidivism and to support the reentry of individuals who were formerly incarcerated back to several communities. BNL recognized that these individuals face multiple barriers upon reentry (such as personal obstacles, lack of job experience, and stigma) and thus initiated its "Welcome Home" campaign. The campaign has a three-pronged approach:

- *Doing More, Better*. BNL is working to improve and expand its current programs for employment, housing, and outreach in view of the fact that 50 percent of its supportive housing residents are former prisoners. Specifically, BNL is determined to identify individuals (with non-violent offenses) before they are released to connect them with employment, residential services, and other social services.
- *Welcoming Campaign*. The movement educates and communicates with faith-based institutions, businesses, and other organizations to help former prisoners find employment (internships, full-time, and part-time employment), implement a network of support, conduct sermons that address reentry to raise awareness, and hold community discussions on reentry.
- *Advocacy*. The campaign advocates for the rights of individuals who were formerly incarcerated in the community and beyond.

Program Goals

To reduce recidivism, Bethel New Life's Welcome Home initiative strives to give former prisoners the skills and supportive services they need to transition successfully back into the community.

Networking, Partnering & Collaboration

Welcome Home collaborates with Safer Foundation, St. Leonard's House, and the Salvation Army.

Outcomes

No evaluation has been conducted on the program to date.

CAMEO HOUSE (CA)

Contact Information

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Organization: Nonprofit

Start Date: 1948 NCLS
1997 CH

Program Area: Housing
Family
Employment

Program Description

The Northern California Service League (NCSL), a nonprofit organization, has been working inside and outside of San Francisco jails and California state prisons for 55 years. The NCSL mission is to reduce crime by helping offenders and former offenders become responsible and productive citizens.

Cameo House is a supportive transitional housing program for 11 single mothers recently released from prison. It opened in September 1997 and moved to its current expanded location in August 2000. At Cameo House, each woman has her own living space to allow her to reunify with up to two children (age 6 and under). Women typically remain in the program for about one year, until they are ready to transition to an independent living situation. The program does not accept walk-in clients; women must be referred to the program by an agency, jail, or their parole officer. Clients must also have been clean and sober for six months before intake into the program. Cameo House begins by imposing strict structure on the residents in the form of mandatory evening meetings and curfews but becomes less structured over time. During their first week, Cameo residents participate in a 40-hour life skills workshop with emphasis on motivation, self-esteem building, conflict resolution, and employment training and career development. The case management team also provides the following support services to residents: family reunification, treatment plans, money management, family and individual counseling, and parenting workshops. During their final months in the program, residents work with staff to find stable employment and housing.

Program Goals

Cameo House works to prepare women recently released from jail or prison for independent living and reunification with their families.

Networking, Partnering & Collaboration

Cameo House works closely with referring agencies (jail, parole offices, and other service providers) and also provides referrals to other community-based services.

Outcomes

No outcome information was provided.

DISMAS CHARITIES, INC. (KY PROFILED—ALSO GA, FL, MI, NM, TN, TX)

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Organization: Nonprofit

Start Date: 1964

Program Area: Housing
Education
Health
Public Safety

Program Description

Dismas Charities is a nonprofit provider of residential community corrections. Founded in 1964, the organization operates 19 programs under contracts with the Bureau of Prisons and several state and local correctional institutions. Dismas Charities maintains programs in Florida, Georgia, Kentucky, Mississippi, New Mexico, Tennessee, and Texas, with two support offices in Oklahoma and Washington, DC. Dismas Charities works not only to house former prisoners, but also to provide a wealth of services designed to ease a former offender's transition back into their communities. (Note that Dismas Charities is a different organization from Dismas House, which is discussed next in this report.)

One of the beliefs established long ago by Dismas Charities is that all individuals are entitled to be treated with respect and compassion. Dismas Charities also believes that effective programming is the most important factor in fostering the thinking and behavioral changes required for former offenders' successful reintegration with their families and communities. In order to address their diverse needs, Dismas Charities tailors its programming to the individual.

Programming is provided in a non-judgmental environment and stresses respect for the law and each other, compassion, balance, choices, consequences, and cooperation. During the initial orientation process, newly released prisoners are made aware of the expectations Dismas Charities will place on them and what programs it offers. At the same time, professional counselors work with individuals to develop plans to help them reach their goals. Some of the aspects of the reentry plan include being accountable, attending life skills and substance abuse classes, maintaining a clean living environment, completing assigned work duties, maintaining good conduct, and performing community service.

Program Goals

The goals of Dismas Charities are to reduce recidivism and provide support for former offenders.

Networking, Partnering & Collaboration

An integral part of the Dismas Charities approach is the interagency team model. Staff from Dismas Charities, the Federal Bureau of Prisons, and the U.S. Probation Office are all vested with the same mission in working with the offender. With this dedicated team of practitioners, the former prisoner can be sanctioned appropriately and can come to respect the process of the law. In addition, each of the Dismas Charities facilities throughout the nation maintains an ongoing community advisory board. The board is made up of a variety of individuals from the community, including corrections and law enforcement professionals, elected officials, average citizens, and community action agency representatives.

Outcomes

Dismas Charities reports a 9.9 percent recidivism rate, noting that a formal third-party outcome evaluation is welcome.

DISMAS HOUSE (MA PROFILED—ALSO IN, NM, TN, VT)

Contact Information

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Organization: Nonprofit

Start Date: 1974 DH
1988 DHCM

Program Area: Housing
Health

Program Description

Dismas House is a supportive residential community shared by former prisoners, college students, and local volunteers. The first house opened in 1974 in Nashville. Dismas Houses now operate in five states (Tennessee, Vermont, Indiana, Massachusetts, and New Mexico). Dismas House of Central Massachusetts was founded in 1988 by a group of citizens concerned with the high level of recidivism among returning prisoners and society's poorly equipped infrastructure for dealing with returning prisoners. Dismas House is loosely based on the social rehabilitation model for prisoner reintegration. It also involves a firm commitment to democratic decisionmaking among all members of the house.

Staff interview potential residents throughout the Massachusetts prison system and select 40 to 50 for residence per year out of the 1,000 that apply. Both male and female released prisoners are eligible for participation (sex offenders are excluded). The point of access for Dismas House services is a network of in-prison case managers, library resources, social workers, and prison ministers. Also, Dismas occasionally accepts persons off the streets who have been through the prison system.

Dismas House has several unique program components, including having students and international activists reside at the house and engaging former prisoners in community-organizing activities. In addition to transitional housing, basic services available to the residents include a clothing voucher; transportation and job-hunting assistance; health care linkages to free clinics and insurance for the poor; resolution of outstanding civil and legal issues; family reunification opportunities; substance abuse services; vouchers for schooling and vocational programs; and finally, apartment search assistance and aftercare services for three years after residency.

Program Goals

The goals of Dismas House include reducing recidivism and providing support for former offenders.

Networking, Partnering & Collaboration

Dismas House works with many local service agencies to provide comprehensive services. It also works with Worcester Interfaith, a group of churches, environmental organizations, and neighborhood groups that do citywide strategic planning.

Outcomes

The average length of stay at Dismas House is six months. Dismas House is installing new tracking software to maintain and track data on program participants more effectively. Fifty percent of former residents maintain contact with Dismas House after "graduation."

FIFTH AVENUE COMMITTEE—DEVELOPING JUSTICE IN SOUTH BROOKLYN (NY)

Contact Information

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Organization: Nonprofit

Start Date: 1978 FAC
2000 DJSB

Program Area: Housing
Employment

Program Description

The Fifth Avenue Committee (FAC) is a nonprofit community-based organization founded in 1978 to address South Brooklyn's most pressing socioeconomic problems. FAC's work is focused on four program areas: affordable housing, workforce development, community organizing and empowerment, and reform of the criminal justice system through its Developing Justice in South Brooklyn program. The organization tackles these critical public policy issues through a combination of community development activities and grassroots organizing. FAC is involved in projects that range from concrete services, such as developing affordable housing opportunities and providing job training, to pushing for systemic change in South Brooklyn by organizing residents to take on gentrification issues in their neighborhoods.

The Developing Justice in South Brooklyn program is based on the same general principles and grew out of a belief that the criminal justice system was not working for the individuals caught up in the system, the families left behind, or the community of South Brooklyn as a whole. After a year of community planning meetings on criminal justice issues, FAC launched the Developing Justice program in September 2000. Building on the FAC model, Developing Justice provides direct services to former prisoners in the form of housing assistance and job training and involves a community organizing and leadership development component grounded in a desire to change the criminal justice system. The program provides voluntary one-on-one assistance to former prisoners returning to South Brooklyn after at least one year in prison. Participants are referred to the program through outreach in prisons, with family members, community organizations, and parole officers. Program counselors, former prisoners themselves, assist each participant in achieving their individual reintegration goals by connecting them to FAC employment and housing services, support groups, and counseling, and by serving as a broker for other needed services such as substance abuse treatment.

Developing Justice also seeks to enact systemic change by addressing fundamental community justice issues. The project not only helps former prisoners and their families to address the substantial obstacles they face in their lives, but also aims to address issues of structural racism in the criminal justice system and explores the trade-offs between public investments in incarceration and those in true community development.

Program Goals

FAC aims to advance social and economic justice in South Brooklyn by developing affordable housing, creating employment opportunities, and organizing residents and workers to combat displacement caused by gentrification. The Developing Justice program seeks to help former prisoners reintegrate into the community by providing assistance with employment and housing opportunities.

Networking, Partnering & Collaboration

Developing Justice has developed partnerships with other community-based organizations and correctional facilities to increase outreach for the program. Partners include National Congress for Community Economic Development; Center for Alternative Sentencing and Employment Services

(CASES); Corporation for Supportive Housing; The Annie E. Casey Foundation; Open Society Institute's Center on Crime, Communities, & Culture; Public Welfare Foundation; Vera Institute of Justice; and Weed and Seed of the US Department of Justice.

Outcomes

The program has not yet been evaluated. However, FAC plans to document, evaluate, and publicize the Developing Justice project in a way that can inform other community-based organizations. As of November 2002, the Developing Justice program had helped 31 participants secure employment and helped seven more complete skills training in network cable installation or commercial driving.

Additional Reading

- Fifth Avenue Committee. n.d. "Developing Justice in South Brooklyn: A Neighborhood Program Advances Community Justice." Brooklyn, NY: Fifth Avenue Committee. http://www.fifthave.org/Assets/PDFs/DJProgramReport.pdf.

THE FORTUNE SOCIETY (NY)

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Organization: Nonprofit

Start Date: 1967

Program Area: Housing
Health
Employment

Program Description

The Fortune Society was established as a self-help and advocacy organization in the late 1960s. It eventually expanded its mission to include educating the public on criminal justice issues and providing comprehensive direct services to former prisoners. The Fortune Society has long believed in having a strong representation of former prisoners on the board and among the staff. According to the organization's bylaws, one-third of the board must consist of former prisoners, including the board president. Currently, over two-thirds of the staff (including nearly all of the counselors) are former prisoners and/or people in recovery. The organization provides a variety of services to about 2,000 former prisoners annually in its various office locations and residential facilities. They focus their efforts on prisoners returning to seven communities in New York City, which account for three-quarters of all prisoners in the state (Harlem, Lower East Side of Manhattan, Brownsville, East New York, Bedford Stuyvesant in Brooklyn, the South Bronx and Jamaica, and Queens).

Fortune provides a comprehensive range of services to returning prisoners, including reentry planning before release, HIV education, counseling and case management, individual and group counseling, job training and placement, court advocacy, substance abuse treatment services, family counseling and parenting workshops, transitional housing and long-term housing placement, and aftercare services.

Fortune has developed two new programs that further expand its reach to serve more former prisoners and their families. The Fortune Academy, a new residential facility in West Harlem, provides 59 emergency and longer-term beds and access to Fortune Society's array of supportive services. Many housing programs, especially government-funded programs, require applicants to have been drug-free for a certain period of time or exclude individuals with certain criminal backgrounds (drug or violent offenses). Fortune's model for providing housing services is unique in that the only criterion is that prospective residents be homeless former prisoners who appear to pose no current risk of violence and are interested in and appropriate for the services being provided. Fortune also recently developed a new 24-hour drop-in center in Queens for prisoners released from Rikers Island. The drop-in center meets critical needs of newly released prisoners such as transportation from the bus stop at all hours and immediate connection to the community and services including emergency housing at Fortune Academy.

Program Goals

The Fortune Society's mission is to raise public awareness about criminal justice issues and provide former prisoners with the services and skills they need to break the cycle of crime and incarceration and build productive lives in their communities. The overarching goal of Fortune's reentry services is to meet emergency crisis needs and then to assist former prisoners in building new, healthy lives, including finding stable housing, obtaining a job, improving their health, and avoiding contact with the criminal justice system.

Networking, Partnering & Collaboration

The Fortune Society has collaborated with many organizations to carry out programs for former prisoners and continues to rely on other agencies for services they do not provide directly. Fortune has developed a strong referral base for such services as mental health, employment, primary care, and residential drug treatment services. Over three decades, this network has grown to include more than 100 organizations in the community. Most recently, Fortune was funded to collaborate with several community-based organizations to create a tightly linked network of service providers to serve those with chronic substance abuse histories and to track them as they pass through the treatment network.

Outcomes

No outcome data for Fortune Society's reentry services were provided. However, Fortune Society has an in-house research and evaluation department that is responsible for the evaluation of its services, including collecting, maintaining, and analyzing program and client-level data. See http://www.fortunesociety.org for details.

HEALTH, HOUSING AND INTEGRATED SERVICES NETWORK (CA)

Contact Information

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Organization: Nonprofit

Start Date: 1991

Program Area: Housing
Health

Program Description

The Corporation for Supportive Housing (CSH) was created in 1991 with funding from the Pew Charitable Trusts, Robert Wood Johnson Foundation, and Ford Foundation to support the individual efforts of local nonprofit agencies in developing service-supported housing for those most in need—people coping with extreme poverty and mental illness, addiction, or HIV/AIDS. With eight offices around the country and a staff of nearly 100, CSH works with a network of 332 nonprofit partners that have assisted in the development of more than 8,000 supportive housing apartments.

The California office of CSH established a program called the Health, Housing and Integrated Services Network to provide high-quality health, social, and vocational services to tenants and to lay the groundwork for long-term sustainable funding for these critical services. The Network went through an 18-month planning process to design a nationally replicable model to integrate an array of health insurance, vocational, and social service funding with permanent housing for individuals with special needs, using a service delivery model that could be sustained under "pay-for-performance" contracting.

Although the program is not specifically targeted for returning prisoners, individuals who were formerly incarcerated certainly fall within the populations of people served by this program. Service providers from different sectors—primarily health care, HIV/AIDS, mental health, drug or alcohol treatment, vocational, and social services—work together as a team. These teams use a client-centered, flexible approach that works closely with individuals, educating them about their health issues, teaching them to anticipate and prevent crises, building tenant relationships with one another, and offering links to employment and other programs in the community. Service teams now operate in more than 13 different sites across the state.

Program Goals

A primary goal of the Network is to demonstrate that by providing a package of health, social, and employment services to people living in supportive housing, costs can be substantially reduced for the use of hospital emergency rooms, psychiatric inpatient hospitalization, and even jails.

Networking, Partnering & Collaboration

More than 25 nonprofit mental health, substance abuse, health care, HIV/AIDS, employment, and social service organizations and four county public health departments have joined with other government representatives, consumers, and advocates to develop and implement the Network. Taking the first steps toward establishing sustainable funding, the project has brought together policymakers, providers, and advocates in several forums on health care, welfare, and employment policy.

Outcomes

CSH is collaborating with research partners at the San Francisco Department of Public Health and Vanderbilt University to gather and analyze data needed to document the cost-effectiveness of the project. The analysis will include data on service use from the mental health, hospital, and jail systems and will compare them with program service costs.

KINTOCK GROUP (NJ AND PA)

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Start Date: 1987 KG
1994 NJ

Program Area: Housing
Employment
Family

Program Description

The Kintock Group is a nonprofit organization that provides facilities, education, and training for individuals who were formerly incarcerated. Kintock has a unique combination of targeted holistic programming, and effective public/private partnerships, which include involvement of the faith community. Kintock acts as a community corrections provider and contracts with the State of Pennsylvania, the Federal Bureau of Prisons, and the State of New Jersey in order to provide comprehensive services to over 3,200 clients.

Kintock's pre-release program in Bridgeton, NJ, is a residential program that helps prisoners gain employment and adapt to life with their families, in neighborhoods, and in workplaces. The Bridgeport facility has 170 beds for work-release participants and 40 clients that participate in substance abuse treatment. Individuals are assigned to the program from the New Jersey Department for Corrections and are eligible when they are within 18 months of parole. All incoming residents undergo an extensive intake process to determine whether they start the substance abuse program or the work-release program.

The substance abuse component includes participation in Narcotics Anonymous (NA) and Alcoholics Anonymous (AA) and lasts for 60 to 120 days. (Participants may be asked to leave the Kintock program if they do not complete the substance abuse component within 120 days.) If a resident successfully completes the substance abuse treatment program, s/he is evaluated to determine whether s/he is ready to begin the job readiness component of the program. Kintock participants continue in NA or AA while they are conducting their job searches.

The work-release program requires residents to take part in employment classes and work 40 hours per week or take a full course load at an education center/institution. Every Kintock facility has an Employment Resource Center, which offers employment assessments, pre-employment workshops, life skills classes, employment placement, educational and vocational referrals, employment counseling, and job retention support. Another important piece of the program is the family orientation sessions. These sessions, which occur once a month, are designed to help residents, their families, and their friends understand the program.

Generally, the Kintock Group organizes its services around a four-level model. Level 1, the orientation, usually lasts about a month. Residents and family members learn the rules of the program and participate in education classes, employment classes, and community service. At Level 2, residents continue to attend classes and, if the staff believes an individual is ready, will begin searching for a job. During this level, if a resident has a job, s/he must pay weekly maintenance fees and set up a bank account. Residents may also be given community time or travel time. At Level 3, residents may earn overnight trips, but must complete all other levels and a certain amount of community service and class time. Once a resident reaches Level 4 s/he is allowed double overnight furloughs, provided that no major disciplinary actions have taken place.

Program Goals

The Kintock Group strives to help individuals make the transition from prison to a useful and productive life in society.

Networking, Partnering & Collaboration

Community service is an important aspect of the program. The Kintock Group attempts to engage the community by inviting community residents to participate on its community advisory boards. Kintock has also developed a network of 150 employers for placing program participants in jobs.

Outcomes

The Kintock Group is working with the New Jersey Department of Corrections and other agencies to develop a means of tracking employment outcomes of program participants once they leave the program. Kintock also plans to conduct an evaluation to measure recidivism. Research conducted by Shippensburg University indicates that offenders that participate in the program are more likely to retain their jobs and remain crime free.

PRISONERS AID ASSOCIATION OF MARYLAND, INC. (MD)

Contact Information

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Organization: Nonprofit
Start Date: 1869

Program Area: Housing
Employment

Program Description

Prisoners Aid Association of Maryland (PAA) was founded in 1869 for the express purpose of assisting inmates and individuals who were formerly incarcerated. The organization has its headquarters in Baltimore and provides services to former offenders and inmates statewide. (In fact, the individual receiving services does not have to be from Maryland.) Clients involved in PAA programs are placed under case management to help them meet realistic goals and objectives. PAA has a Shelter Plus Care Program that is sponsored by Baltimore City and funded by the Department of Housing and Urban Development (HUD). Clients who meet HUD's eligibility requirements may be provided with long-term housing, lasting up to five years. The Emergency Shelter Program provides emergency residence to former offenders at PAA's facility, which serves up to 16 men and women daily. Two meals per day are also provided at this facility. Employment Counseling/Placement is a program that is held weekly. Clients are provided with one-on-one and group counseling, interviewing skills, and workshops to assist them in preparing resumes, scheduling interviews, and preparing for meetings with potential employers. PAA also has a counseling program designed to assist clients in meeting court orders, legal and medical needs, and basic survival skills.

Program Goals

The goal of PAA is to support and encourage reform in former prisoners following their release by providing them with stable housing and opportunities to obtain gainful, honest employment.

Networking, Partnering & Collaboration

PAA works in conjunction with United Way of Central Maryland, the City of Baltimore, the Department of Housing and Urban Development, the Federal Emergency Management Agency, Maryland's Energy Assistance Program, and the Maryland Food Committee.

Outcomes

No outcome information was provided.

THE RIDGE HOUSE (NV)

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Organization: Nonprofit

Start Date: 1982

Program Area: Housing
Public Safety

Program Description

The Ridge House (also referred to as Statewide Ridge House Collaborative) is a nonprofit organization that operates the only residential treatment facility for former offenders in Nevada. The Ridge House began in 1982 and acts as a service provider for the Nevada Department of Parole and Probation. It is an outgrowth of KAIROS, a faith-based prison ministry. Although it operates in many prisons in the country, its headquarters are in Winter Park, Florida. Ridge House is also a consultant to The Seventh Day Adventist Church/Haven Bound Prison Ministry in Northern Nevada. The faith component of Ridge House is non-denominational, however. Currently, six residential facilities in Reno house seven clients each. A seventh house, which is relatively small and new, is located in Las Vegas.

The Ridge House provides residential and outpatient counseling including vocational rehabilitation and substance abuse counseling, mental health treatment, computer classes, parenting classes, and classes on developing careers. Services are offered in a family-style therapeutic manner and are classified under three categories—stabilization, habilitation, and reentry. During the stabilization phase, clients are asked to sign a contract at intake outlining certain milestones that residents must meet, for example, finding employment within seven working days, paying for room and board, and contributing to household chores. During this initial phase, former offenders receive support from staff while learning the necessary skills for self-responsibility. The Ridge House also provides habilitation services, providing former offenders with substance abuse treatment, GED classes, parenting classes, and life skills training. The Ridge House also provides reentry skills, through which, upon discharge from the program, clients will have addressed their substance abuse issues, built a strong support network, and been transferred to The Ridge House aftercare component.

Program Goals

The goal of The Ridge House is to reduce recidivism by empowering former prisoners.

Networking, Partnering & Collaboration

In northern Nevada, The Ridge House collaborates with several drug and alcohol agencies and has established many community partnerships. These include Planned Parenthood of Nevada; the Department of Education, Training, and Rehabilitation; Northern Nevada Center for Independent Living; Clark County School District; and the Nevada Department of Parole and Probation.

Outcomes

In collaboration with the Department of Corrections, The Ridge House conducts regular analyses of how many program participants return to prison. Since 1991, fewer than 30 percent of program participants were returned to prison within three years after release. The Statewide Ridge House Collaborative (two agencies at opposite ends of the state) had an overall 20 percent return rate at the end of 2001. In addition, all program offices are expected to achieve 85 percent customer satisfaction. A federally funded evaluation in is about to be undertaken.

SARAH POWELL HUNTINGTON HOUSE (NY)

Contact Information

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Organization: Nonprofit

Start Date: 1844

Program Area: Housing
Family
Health

Program Description

The Women's Prison Association and Home (WPA) is a nonprofit agency working to create opportunities for change in the lives of female prisoners, former prisoners, and their families. WPA provides programs through which women acquire life skills needed to end involvement in the criminal justice system and to make positive, healthy choices for themselves and their families. WPA also strives to increase public awareness of and support for effective, community-based responses to crime. WPA services begin when women are in jail or prison, offering educational workshops, support groups, and case management to help them prepare for their return to the community. Discharge planning and case management services focus on helping women make a concrete plan for their release. All women can also participate in the weekly orientation session for newly released women, which provides practical information and resources about immediate release needs (including how to apply for public assistance and access health care). Women who fit WPA's eligibility criteria also receive an appointment to meet with a case manager within the WPA community-based program most suited to their needs.

The Sarah Powell Huntington House was established to assist homeless women leaving jail or prison who are seeking to rebuild their lives in the community and strengthen their families. A unique transitional residence, Huntington House helps women achieve stability and self-sufficiency through comprehensive case management and a wide range of on-site services. According to WPA, over 75 percent of women in New York State prisons are mothers, most with two or more children.

Huntington House provides transitional residential services for homeless, formerly incarcerated women 18 years or older. They must have custody of their children or face a good chance of regaining custody. Women typically reside at the house for six to 18 months, and have access to a range of supportive services, including comprehensive case management, substance abuse relapse prevention, HIV/AIDS education and services, independent living skills training, education/vocational referrals, and permanent housing placement. Huntington House works closely with the Child Welfare Administration to help women reunite with their children. Family services include on-site child care, family visits, and activities and ongoing support services for the entire family. Huntington House has 28 apartments to accommodate 19 families and 18 single women who are working toward family reunification.

Program Goals

Huntington House provides transitional housing for women leaving prison or jail to help them begin to build stable lives and reconnect with their families.

Networking, Partnering & Collaboration

The WPA works closely with the Child Welfare Administration to facilitate the family reunification process and other local service providers for referrals for various services.

Outcomes

No outcome information was provided.

VOLUNTEERS OF AMERICA-DELAWARE VALLEY—NJ CORRECTIONS PROGRAM (NJ)

Contact Information

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Organization: Nonprofit

Start Date: 1896 VOA
1970s NJCP

Program Area: Housing
Employment
Health
Public Safety

Program Description

Volunteers of America (VOA) was founded in 1896 and provides services to individuals in need, including at-risk youth, the elderly, abused and neglected children, people with disabilities, homeless individuals, and prisoners. Last year alone, the VOA's Correctional Services programs assisted more than 52,000 former offenders nationwide. The Volunteers of America-Delaware Valley (VOA-DV), an affiliate of the national organization, offers housing assistance and substance abuse treatment services to prisoners reentering their communities in New Jersey. The VOA-DV New Jersey Corrections Program, operating in Camden for over 25 years, operates two community-based halfway houses for former prisoners—Fletcher House and Hope Hall.

Fletcher House and Hope Hall are residential housing programs that target male offenders who are preparing for parole. The New Jersey Department of Corrections refers clients to the programs. Fletcher House serves about 84 residents; Hope Hall houses 164 individuals. Fletcher House residents are required to find employment within the first 30 days. Hope Hall residents are referred to treatment services for the first 90 days before participating in the work-release program.

Participants are assessed with the Level of Service Inventory-Revised (LSI-R) tool and with a number of substance abuse tools (including the Alcohol Dependence Scale and the Drug Abuse Screening Test). Based on their levels of risk and need, participants are referred for treatment and are recommended for services. Some of the types of programming offered include GED preparation, anger management, life skills, and job preparation classes. Work-release is emphasized in all three programs, and participants are expected to find employment and demonstrate pro-social behavior.

Program Goals

In order to promote public safety and to reduce the recidivism rate of former offenders, the VOA-DV New Jersey Corrections Programs provide evidence-based treatment interventions and give participants the skills they need to transition successfully back to the community.

Networking, Partnering & Collaboration

The NJ Corrections Program of VOA has an advisory council with representatives from New Jersey Employment Service, Camden Police, Camden Board of Education, New Jersey State Parole Board, Camden Neighborhood Renaissance, and Mt. Zion Baptist Church. All programs network with local service providers and community resources.

Outcomes

VOA-DV uses validated tools for assessments and provides intervention methods based on empirical research in order to show how intervention programming affects the behavior of former offenders. VOA-DV uses the LSI-R as a pre- and post-assessment tool to gauge the success of an individual's treatment plan and to examine the behavioral changes of the client. VOA-DV is able to document that a considerable portion of its clients who were in a high-risk category before the intervention moved to a

lower risk category after program participation. VOA-DV is currently completing an evaluation of the program.

Family and Reentry: Briefing Paper

The growth in incarceration over the past two decades means that more families are affected by the imprisonment and eventual return of a family member. In total, nearly 1.5 million children had a parent in prison in 1999, an increase of over a half-million children since 1991. Expanding this view to consider the 713,000 adult men and women currently on parole—and the ten million released from local jails each year—the number of families that have experienced the impact of incarceration is vastly greater. The consequences for these families can be substantial, ranging from the loss of financial and emotional support to the social stigma attached to having a family member in prison (Waul, Travis, and Solomon 2002).

To date, little research has been done on the impact of incarceration and reentry on the families left behind (Johnston 2001). One thing we do know is that strong family ties during imprisonment can have a positive impact on both returning prisoners and their children. Several studies have shown that continued contact with family members during and following incarceration can reduce recidivism and foster reintegration into the community, which has broad benefits for all involved (Hairston 2002).

Family connections can be severely tested during the period of incarceration when contact between a prisoner and his/her family may be sporadic (Hagan and Coleman 2001). Often, former prisoners return to strained relations with family members and limited employment prospects, ill health, the risk of homelessness, and a high likelihood of reoffending. In most cases, the criminal justice and health and human services systems offer little assistance to families in planning for and negotiating the reentry process. Furthermore, a number of policy barriers often make it difficult for families to maintain contact during incarceration and access services such as public health and housing benefits, which would help them establish stability upon release. All of these factors can make reconnecting with social support structures an onerous challenge.

In some cases, family members may have important reasons for not wanting to maintain contact or reconnect with a family member after s/he returns from prison. For families with histories of domestic violence, the incarceration of an abusive family member may offer some measure of safety and stability. Currently, few data document the incidence of domestic violence among families of returning prisoners.

However, incarceration typically prevents the prisoner from providing meaningful financial and emotional support to his or her family, so that those left behind may feel abandoned and resentful of the prisoner and the incarceration. Maintaining connections and bonds with family members during the prison term through visits, phone calls, and letters is challenging for a number of reasons. The average prisoner is incarcerated more than 100 miles from home (Mumola 2000). Prison visits can be unpleasant experiences for family members who may have to endure tight security procedures just to get into the facility (Hairston 2002). Visiting hours are often predicated on prison schedules rather than on the availability of public transportation or the convenience of family members. Also, phone calls can be financially prohibitive. In some institutions, weekly 30-minute telephone calls can total $125 per month.

In addition to strained relationships, families may be hesitant to allow the former prisoner back into their household for health, financial, or legal reasons. They may be reluctant out of fear of the person's criminal behavior or substance abuse problem. An estimated 80 percent of prisoners have a history of alcohol or other drug abuse (Mumola 1999). Prisoners also experience higher rates of mental illness and poor physical health compared with the general population (Hammett et al. 2001). Prisoners may present a financial drain on the household if they are unable to work or may place their families at risk of losing their public housing or other benefits. Although many prisoners were employed prior to their incarceration, for a number of reasons, they typically face lower employment prospects and a reduction in earning potential upon return from prison (Western and Pettit 2000). If the family lives in public housing or receives a federal housing voucher, the presence of a former prisoner might make them ineligible for that

benefit. Being unable to find work can add significant financial difficulty to a household. Certain former prisoners are restricted from collecting cash welfare benefits, further adding to the financial strain.

While contact with family members may be beneficial for individuals returning from prison, former prisoners may be a destabilizing force on the family and a reason the family may be apprehensive about their return.

Policy Barriers to Reunification

In addition to the above reasons, public policies add to the challenge of returning prisoners reuniting with their families.

Employment. In addition to having limited education and employment skills, former prisoners may be barred from certain types of employment such as law, medicine, public employment, or real estate due to their former prisoner status (Hirsch et al. 2002). Such limited employment prospects could make it difficult for the former prisoner to make a financial contribution to the household.

Food Stamps and Cash Benefits. Food stamps and cash benefits through Temporary Assistance for Needy Families (TANF) are routinely denied to former prisoners with a felony drug conviction (Hirsch et al. 2002). Without these benefits, a prisoner can be a financial drain on a low-income household.

Housing. Another potential barrier for family reunification for returning prisoners is limited access to public housing benefits. Families in public housing or receiving federal vouchers for private housing are restricted from having people convicted of certain drug crimes in the household (Hirsch et al. 2002). The family of a returning prisoner may be forced to choose between welcoming the prisoner home and keeping their current housing situation.

Adoption and Safe Families Act (AFSA) of 1997. In 1997, a law was passed to make it easier for states to move children from foster care to permanent adoptive homes. AFSA allows states to seek termination of parental rights and concurrently secure a qualified adoptive family on behalf of a child who has been in foster care for 15 of the preceding 22 months (Hagan and Coleman 2001). While the purpose of the Act is to keep children from being shuffled from one home to another and speed the process of achieving a stable living environment, one potential consequence is that prisoners' parental rights can be terminated based solely on the length of their incarceration.

Impact of Incarceration and Reentry on Children

The cycle of incarceration and reentry affects an estimated 1.5 million children who have at least one parent in state or federal prison. This number translates to about 2 percent of all minor children in the United States and about 7 percent of all African-American children (Mumola 2000). Again, these numbers grow substantially when jail and parole are included. These young people are already at high risk on several fronts and tend to live in conditions characterized by poverty, instability, and diminished access to sources of support (Cadora 2002). Parental incarceration is generally not the cause of these precarious living conditions, but it certainly exacerbates the situation for many children and has been associated with a number of negative outcomes (Hagan and Dinovitzer 1999). Reentry may present opportunities to reestablish the parent-child relationship, with the hope of mitigating any negative effects (Parke and Clarke-Stewart 2002).

About half of male prisoners and two-thirds of female prisoners report having at least one minor child. Many of these families are characterized by somewhat complicated and fragmented relationships (Mumola 2000). Nearly three-quarters of incarcerated parents in state prisons have never been married

or are currently divorced or separated. Less than half of parents in state prison reported living with their children before prison. More women reported living with their children before prison than incarcerated fathers. The child's living arrangements after the arrest and incarceration of a parent is highly dependent on which parent is sent to prison. Children of incarcerated fathers are more likely to remain with their mothers, while the children of incarcerated mothers are more likely to end up living with a grandparent or other relative.

Incarcerated parents generally have limited contact with their children while incarcerated, whether through letters, phone calls, or personal visits. Not surprisingly, the percentage of prisoners who stay in touch with their children decreases with sentence length. Of those serving a sentence of one year or less, over half of incarcerated parents report weekly calls with their children. Only 39 percent of those serving five or more years report weekly calls with their children (Lynch and Sabol 2001).

Children whose parents have been incarcerated experience a range of negative outcomes. For instance, a few studies have found that children of incarcerated parents are more likely to exhibit low self-esteem, depression, emotional withdrawal from friends and family, and inappropriate or disruptive behavior at home and in school (Johnston 1995). Some evidence suggests that children of incarcerated parents are at high risk of future delinquency and/or criminal behavior.

However, it is difficult to say the extent to which these consequences are a direct result of a parent being in prison or the nature of family life in that household (Parke and Clarke-Stewart 2002). Understanding the impact of parental incarceration on children is complicated because negative outcomes may be to the result of any number of conditions—parent-child separation; the crime and arrest that preceded incarceration; or general instability, poverty, or inadequate care at home. Further, the degree to which a child is affected by the incarceration and return of a parent rests on a number of variables, including the age at which the child is separated from his/her parent, length of the separation, the level of disruption, number and result of previous separation experiences, and the availability of family or community support (Parke and Clarke-Stewart 2002).

Reentry and Domestic Violence

Reunification of families is further complicated when the former prisoner has a history of domestic violence. Although most inmates in state prison have been convicted of a violent crime (44 percent of parents and 51 percent of non-parents), we do not know the extent to which these crimes were against an intimate partner or a family member (Bureau of Justice Statistics 2000). It is well documented that certain violent crimes such as assault or rape are most frequently committed by an intimate partner, relative, friend, or acquaintance (Herman and Wasserman 2001). However, little is known about the experiences of and consequences for these families.

There is little documented research about the risk of released prisoners perpetrating domestic violence upon their return to the community. It has historically been difficult to capture this information on family violence. Only about half of all intimate partner violence against women is ever reported to the police (Rennison and Welchans 2000). Even when domestic violence is reported, only about one in five incidents reported to the police result in the arrest of the abuser at the scene (Greenfeld et al. 1998). We know that a strong predictor of family violence is a history of violent or criminal behavior. Among jail inmates convicted of domestic violence, 78 percent had a prior conviction history (Greenfeld et al. 1998). Substance abuse also appears to play a role; those who perpetrate domestic abuse have a disproportionately high incidence of alcohol and cocaine abuse (Logan et al. 2001).

Researchers have also explored the role of prisoners as victims of domestic abuse. A history of being abused is associated with being convicted of a violent crime. Of men reporting a history of abuse, 19

percent were serving a sentence for sexual assault, as compared with 7 percent of men not reporting abuse. A higher percentage of those reporting abuse histories were convicted of homicide (16 percent of men and 14 percent of women) than those who did not report abuse (13 percent of men and 7 percent of women) (Harlow 1999). Reports of abuse were especially high for prisoners who were reared in families that had either a parent who drank heavily or a family member who was incarcerated (Harlow 1999).

For families with a history of domestic violence, extra care and consideration are needed to help them heal during the prison term and plan for the release of a family member implicated in past violent behavior.

Reentry as an Opportunity for Intervention

Events in the hours and days following release can make the difference between successful reintegration and relapse, reoffense, and recidivism. Research indicates that former prisoners with access to supportive networks are more likely to make the transition successfully. Family and other close social connections are the most likely people to provide the needed emotional and financial support to a returning prisoner.

As stated earlier, the incarcerated population overall has very fragile connections to their family support structures. These family connections can be maintained and strengthened through programming during imprisonment and just before release (Gadsden 2003). Research has shown that both the prisoner and his or her family will benefit from maintaining family ties (Hairston 2002).

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Family and Reentry: Sample Programs

Program Name	Geographic Area Served
▪ Aid to Children of Imprisoned Mothers	East Point, GA
▪ Center for Children of Incarcerated Parents	National
▪ Chicago Legal Advocacy for Incarcerated Mothers	Chicago, IL
▪ Community Re-Entry	Cleveland, OH
▪ Families in Crisis	CT
▪ Family Life Center	Providence, RI
▪ Family ReEntry Program	Norwalk, CT
▪ FamilyWorks	NY
▪ Girl Scouts Beyond Bars	AZ, CA, DE, FL, KY, MD, NJ, OH
▪ John C. Inmann Work & Family Center	Denver, CO
▪ La Bodega de la Familia	New York, NY
▪ National Fatherhood Initiative – Long Distance Dads	PA profiled – also AL, AZ, CA, FL, IL, IA, KS, KY, ME, MI, MN, MO, NC, ND, NJ, OH, PA, TN, TX, UT, VT, WA, WI, WV
▪ Public Action in Correctional Effort, and Offender Aid and Restoration	Indianapolis, IN
▪ Salvation Army—Aftercare Transitional Services Program	Philadelphia, PA
▪ Women's Prison Association and Home, Inc.	NY

AID TO CHILDREN OF IMPRISONED MOTHERS, INC. (GA)

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Organization: Nonprofit

Start Date: 1987

Program Area: Family

Program Description

Aid to Children of Imprisoned Mothers (AIM), created in 1987 by Sandra Barnhill, is a nonprofit community-based organization. AIM's activities and programs have an intergenerational approach. In other words, AIM's programs and services are targeted at children, incarcerated mothers, and the caregivers or other family members. AIM assists in the following ways:

- *Children*: AIM offers an after-school program for children ages six to 12, a teen leadership program for middle school students, and a week-long summer camp in June. Programs strive to increase the chances that children of incarcerated mothers, who are five times more likely to go to prison than their peers, will not end up behind bars. Key components of AIM's work with children are academic, personal and career development, and cultural and recreational enrichment. AIM focuses on these components in the programs to make a long- term impact on the children who have a mother or other family member in prison.

- *Mothers*: AIM provides transportation to all AIM programs and to one of the two women's prisons in Georgia every month to allow the women and children to maintain contact throughout the term of incarceration. AIM has produced and supplied two self-help manuals with information to assist mothers in prison with parental rights and responsibilities. AIM also facilities informational workshops in prisons to prepare the women for reentry in the community. The workshops cover how to create and manage a budget post-release, any legal information that the women will need to know to reunite with their children, and information and referrals on employment and housing. A counselor helps the women with the emotional aspects of preparing for transition from prison to being in a community—for example, how journal writing can act as an outlet.

- *Caregivers*: AIM also works with family members and the caregivers of the children. AIM's Guardian Angels support group provides interval care, resources, support, and information.

Program Goals

AIM's mission is "to inspire hope in children of imprisoned mothers and their families by providing programs and services that lessen the impact of the mother's incarceration."

Networking, Partnering & Collaboration

The program collaborates with community partners that provide referrals for families and for recently released women; Georgia State University and Emory University provide volunteers.

Outcomes

In the 1999–2000 program year, the Southern Research Institute, Inc., evaluated AIM's programs for children. The June 2001 program evaluation highlighted the following:

- 72 percent of the children reported regular contact with their mothers because of AIM.
- Children's self-esteem increased.
- School bonding had increased.
- Risk of violence decreased.

CENTER FOR CHILDREN OF INCARCERATED PARENTS (CA)

Contact Information

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Organization: Nonprofit

Start Date: 1989

Program Area: Family
Education
Health

Program Description

The Center for Children of Incarcerated Parents (CCIP), a nonprofit organization created in 1989 by Denise Johnston and Katherine Gabel, helps prevent repeated incarceration within families. Many of the products and activities of CCIP aid in the reentry process by focusing on family and the role that family plays in helping individuals who were formerly incarcerated to become successful members of the community. The activities, programs, and research conducted by CCIP focus on four areas: education, family reunification, therapeutic services, and information dissemination in order to increase awareness about children and families separated by incarceration.

- *Education:* CCIP began developing educational projects and materials in 1990 when it created the Prison Parents' Education Project. Since then, CCIP has conducted many other educational projects and produced 14 curricula that cover topics such as parent education for prisoners, parent empowerment, family life education, health education for incarcerated mothers, women's issues, mentor training, and parent advocacy for prisoners.
- *Family Reunification:* CCIP also provides family reunification services. The first client service was the Child Custody Advocacy Services Project, a national project that provides assistance to prisoners with child custody issues. CCIP also has many other projects that help with family reunification. The MotherRight and FatherRight Projects promote healthy sexuality, healthy reproduction, and healthy relationships among clients and their families. These projects are offered to parents in prison or on parole. Other CCIP projects have provided parent mentoring, family support services, and child and caregiver support groups.
- *Therapeutic Services*: The main project in this area is the Therapeutic Intervention Project, which provides therapeutic services to children of incarcerated parents in schools or other locations in a community. This project provides services such as group and individual therapy for children, parent advocacy meetings, parent/caregiver support groups, parent education, case management, and services to teachers or other staff.
- *Information:* This area includes the CCIP Clearinghouse, training and technical assistance activities, research, and advocacy efforts.

Program Goals

The mission of CCIP is to prevent intergenerational crime and incarceration. Goals include the production of high-quality documentation on and the development of model services for children of criminal offenders and their families.

Outcomes

CCIP has conducted 15 major research projects since it was founded in 1989. For example, CCIP published a 1995 study on its Jailed Mothers Project (1990-91), which included demographic, criminal justice history, and family history data on mothers jailed at the Robert Presley Detention Center in Riverside County, California. This study also covered the reentry challenges for these mothers.

CHICAGO LEGAL ADVOCACY FOR INCARCERATED MOTHERS (IL)

Contact Information

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Organization: Nonprofit

Start Date: 1985

Program Area: Family

Program Description

Chicago Legal Advocacy for Incarcerated Mothers (CLAIM) was created in 1985 to address the legal needs of female prisoners and their families. Since that time, the organization has become an important source of legal aid to women in prison by providing legal and educational services to help them preserve their families. In addition to working with individuals, CLAIM actively promotes programs and policies that benefit families through public advocacy. In 2002, CLAIM served a total of 1,670 clients through several different programs.

CLAIM has on-site client education classes that provide basic information to groups of women about family law issues such as placement, guardianship, the foster care system, termination of parental rights, and domestic relations law. CLAIM also has a volunteer program called the Jail Project. In this program, volunteers at the Cook County Jail teach classes to women about the criminal court system and family law. Each teaching team includes a criminal defense lawyer. Class topics include how to communicate with lawyers, bonds, discovery trials, sentencing, and appeals.

The Advocacy Project is run by a staff that includes formerly incarcerated women. Its central component is Visible Voices, a forum that allows members to consider various reentry issues and other policy issues that affect incarcerated mothers and their families. The project provides opportunities for discussion, support, and the sharing of resources as well as referrals.

Other activities include outreach groups conducted for women in the correctional system and a speaker's bureau that provides training on public speaking and communication skills. CLAIM also has a panel program, which is made up of a pool of volunteer paralegals and lawyers who provide pro bono representation in family law cases. Visible Voices worked with the Women's International Information Project in 2000, which resulted in the creation of a 20-minute award-winning video entitled, "What We Leave Behind." The video challenges stereotypes of women in prison and looks at the impact imprisonment has on their children. CLAIM is also one of six partners in Girl Talk, a group that meets with girls in detention centers.

Program Goals

CLAIM provides legal and educational services to help imprisoned mothers preserve their families. Through public advocacy, CLAIM promotes policies and programs to benefit families of imprisoned mothers.

Networking, Partnering & Collaboration

CLAIM is a founding member of the National Network for Women in Prison. The organization recently collaborated with the Sentencing Project to examine the increase in parental rights termination proceedings for incarcerated mothers. CLAIM also worked with Amnesty International and Human Rights Watch to raise awareness of correctional practices that violated the human rights of Illinois female prisoners. On the local level, CLAIM worked intensively with Chicago Coalition for the Homeless draft

legislation to sentence women to a treatment-intensive pilot program in Chicago instead of distant prisons.

Outcomes

No specific outcomes were reported, but CLAIM is currently conducting both quantitative and qualitative evaluations of its programs.

COMMUNITY RE-ENTRY (OH)

Contact Information

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Organization: Nonprofit

Start Date: 1971

Program Area: Family
Employment
Public Safety

Program Description

The Community Re-Entry Program was an outgrowth of the Lutheran Metropolitan Ministry, which was formed by the Association of Lutheran Pastors of Greater Cleveland in response to the urban unrest of the 1960s. Community Re-Entry was formed in 1971 from this movement with the purpose of providing outreach, support, and advocacy services to individuals who were formerly incarcerated in order to facilitate their successful return to the community. Re-Entry staff include a number of former prisoners (30 full-time and 50 part-time). Professional social workers provide the services.

Re-Entry provides a range of services to male and female clients who are in prison, have been recently released, or have been incarcerated in the past. Services are delivered through 14 different programs addressing a number of needs and challenges facing Re-Entry clients. The Young African American Reclamation Project began in 1990 and focuses on services for African-American men between the ages of 19 and 29. The program, which has a deliberate focus on the economic and racial implications of incarceration and reentry, offers life skills training, group sessions, conflict mediation, and case management. A staff of former prisoners provides most of the services. The goal of the program is to break the familial cycles of poverty, imprisonment, and welfare. The program attempts to meet this goal by improving participants' employment status, financial earning potential, social skills, and coping mechanisms to enable them to become better partners, family members, and fathers. The hope is that by improving the life of young adult African-American family members, they will thereby improve their children's chances of being successful, independent of public support, and free from involvement in the criminal justice system.

Program Goals

Community Re-Entry's mission is to re-settle former offenders in the community in such a way as to reduce recidivism and enhance their quality of life, as well as improve the quality of life of their families and communities.

Networking, Partnering & Collaboration

Community Re-Entry is well known to the Cleveland community and has partnered with the federal, county, and city justice systems on a number of programs. Re-Entry has also developed relationships with churches, shelters, housing programs, health care providers, and substance abuse treatment centers in order to provide a comprehensive continuum of care for their clients.

Outcomes

The Young African American Reclamation Project won the Cleveland Foundation's Anisfield-Wolf award for its success in helping individuals who were formerly incarcerated to remain crime free and positively affect the lives of their families. Re-Entry reports that recidivism rates for participants in their programs average about 4 to 6 percent.

FAMILIES IN CRISIS, INC. (CT)

Contact Information

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Organization: Nonprofit

Start Date: 1977

Program Area: Family
Public Safety

Program Description

Founded in 1977, Families in Crisis provides services that focus on the family and the role that family plays in helping offenders. Families in Crisis has four offices in Connecticut: Hartford, Bridgeport, New Haven, and Waterbury. Its six main programs focus on rebuilding families, reducing crime, and preparing offenders to be productive citizens.

- Family Counseling and Support Program. In this program, counselors provide individual, family, and group counseling services to participants and their family members. The counseling and case management services are provided in the home, at various agency offices, or at correction facility community programs.
- The Fatherhood Initiative, or the FACT Program (Fathers And Children Together), provides assistance to fathers who will be released in six to nine months, are between the ages of 18 and 21, and reside at the State of Connecticut Manson Youth Institution. Once a potential client is referred, an assessment and service plan are conducted to determine the kinds of services that are needed. Services include case management, transportation for family members to the facility, counseling, educational and peer support groups, and aftercare services for three to six months after release.
- The Youth Enrichment Services (YES) Program is an after-school program that helps children, their guardians, and their imprisoned parents. Some services of this program include counseling, weekly group sessions on emotional and social health, case management, referral, mentoring, tutoring, recreation activities, and parent education services.
- The Transportation Program recognizes that visitation is important for families and offenders and offers transportation to correctional facilities in Connecticut and Virginia.
- The Sesame Street Children Centers are located in two correctional facilities in Connecticut. This program offers educational therapeutic programs for children. This model was developed by the Community Education Service Division of Children's Television Workshop. By having the program next to the visiting rooms in the corrections facility, children gain an opportunity to interact with other children with similar experiences.
- Finally, the Domestic Violence Offender Programs (four programs are offered in Connecticut) provides long-term services for men that commit domestic violence. Participants are referred into the program; counselors outline service plans and other services for the client. The program also provides weekly group sessions led by counselors; an aftercare plan is developed for every client.

In 1999, the agency was voted the Connecticut Association of Nonprofits Criminal Justice Agency of the Year.

Program Goals

The organization seeks to strengthen families, enhance community safety, and promote individual responsibility.

Networking, Partnering & Collaboration

Families in Crisis receives support and funding from United Way, state contracts, foundations, and corporations. The organization coordinates with other providers to ensure continuity of care.

Outcomes

None of the organization’s programs has been formally evaluated.

FAMILY LIFE CENTER (RI)

Contact Information

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Organization: Nonprofit

Start Date: 2002

Program Area: Family
Public Safety

Program Description

The Family Life Center (FLC) is a nonprofit one-stop social service center providing services to individuals who were formerly incarcerated who return to four core ZIP Codes in Providence, Rhode Island. The Center calls on local residents to serve as community living consultants (CLCs) to work with the offender and his/her family members before s/he is released from prison to develop a transition plan. The transition plan takes into account the services received while in prison and identifies services that will be needed upon release to the community. CLCs serve as an immediate connection back to the community and assist returning prisoners in accessing community-based resources by providing referrals to partner agencies (faith-based organizations and housing, employment, and substance abuse agencies). The same CLC agent also meets with the client on the day s/he is released from prison and continues to work with him/her and the family members for up to one year after release.

Program Goals

The Family Life Center's goals are to stabilize former prisoners returning to the community so that they are less likely to recidivate; to strengthen and reunify families; and to enhance public safety.

Networking, Partnering & Collaboration

The Board of Directors is made up of more than thirty members, representing a variety of state officials, community leaders, community-based agencies, service agencies, and residents.

Outcomes

The Family Life Center currently serves about 85 clients. FLC plans to conduct an evaluation of the impact of its services on recidivism as well as other program-specific measures.

FAMILY REENTRY PROGRAM (CT)

Contact Information

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Organization: Nonprofit

Start Date: 1984

Program Area: Family Health

Program Description

Family ReEntry, a nonprofit counseling and support organization, works to "empower individuals and strengthen families to reduce violence, crime, abuse, and neglect." ReEntry provides counseling services and psycho-educational programs to offenders and their families to help them overcome the challenges of substance abuse, violence, crime, physical and emotional abuse, and poverty. A few of these programs are highlighted below.

The Domestic Violence Offender Treatment and Family Violence Education programs are based on the philosophy that physical violence and psychological abuse are unacceptable in any interpersonal relationship. Public awareness and personal accountability are essential aspects of the intervention and prevention program; the primary goal is the elimination of physical and psychological violence in the lives of all family members. The family group counseling programs are co-facilitated by a male and female team. Individual assessment, evaluation, and treatment are available as necessary.

The Ex-Offender Support Group assists former prisoners by directly supporting their efforts toward a crime-free lifestyle. Utilizing successful former offenders as facilitators and role models serves as a powerful agent of change and helps clients develop an alternative and positive peer network. Held weekly, support group meetings are co-facilitated by a professional staff member and a former prisoner.

Fathers Helping Fathers is a fatherhood support group developed for men who were formerly incarcerated to address the problem of father absence and to deal with relationship conflict, anger management, parenting skills deficits, co-parenting challenges, communication, and problem-solving skills. The program encourages the positive involvement of fathers and father figures in the lives of their children, emphasizing the benefits for both the father and his children.

Program Goals

The goals of family systems-based interventions are generally three-fold: (1) to alleviate behavioral or emotional problems; (2) to change relationships among family members; and (3) to alter relationships between the family system and larger social systems. The ultimate aims of the programs provided by Family ReEntry are to prevent the recurrence of criminal activity leading to arrest and incarceration and to help people become better parents, responsible partners, and productive members of their communities.

Networking, Partnering & Collaboration

Family ReEntry receives program and funding support from both private and public organizations.

Outcomes

No outcome information was provided.

FAMILYWORKS (NY)

Contact Information

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Organization: Nonprofit

Start Date: 1931
1987 FW

Program Area: Family

Program Description

The Osborne Association, founded in 1931, provides a broad range of mental health, physical health and substance abuse treatment, education, and vocational services to more than 6,500 prisoners, former prisoners, and their families annually. Osborne provides services in community sites in the Bronx, Brooklyn, and at the organization's headquarters in Long Island City (Queens); in New York City jails and courts; and New York State prisons. Staff of the Osborne Association reflect the populations they serve: more than 80 percent are people of color, and many are former prisoners, people in recovery, and people living with HIV/AIDS.

FamilyWorks, a pioneering program created in 1987, provides a spectrum of services that lay the groundwork for improved family relationships while a father is still incarcerated. As the father prepares to leave prison, the services provided ease the transition for the entire family. The program offers parenting courses and one-on-one counseling for imprisoned fathers in three New York State prisons while also reaching out to family members to prepare them for the return of their family member. To help keep children connected to an incarcerated parent during the prison term, Osborne operates Children's Centers, quiet spaces for incarcerated parents and their children to spend time together, in two New York State prison facilities. FamilyWorks also provides family-centered discharge planning services for imprisoned parents and their families to help families reconnect, negotiate their new or changing roles, and support one another toward a successful transition from prison to home. After release, prisoners and their families receive ongoing family case management at Osborne's community-based Family Resource Center. These services integrate individual and family counseling and referrals to job placement and other services.

Program Goals

The goal of the FamilyWorks program is to help keep families connected during incarceration and to facilitate the process of reconnecting upon release.

Networking, Partnering & Collaboration

Osborne works with a number of public and private organizations that provide referrals to the program, including the New York State Department of Correctional Services and Division of Parole.

Outcomes

FamilyWorks monitors progress toward specific program-related performance measures. For instance, among clients who have completed a service plan with a FamilyWorks caseworker, 74 percent initiated action toward achieving the goals set forth in those plans (e.g., found employment or housing or continued to participate in counseling sessions). The FamilyWorks' prison-based program component (parenting classes, counseling, use of Children's Centers) was recently evaluated by Kim Cattat of the State University of New York at Buffalo and Dina Rose of the John Jay College of Criminal Justice. Results of the evaluation will be available on the Osborne Association's web site.

GIRL SCOUTS BEYOND BARS (AZ, CA, DE, FL, KY, MD, NJ, OH)

Contact Information

Contact local Girl Scout Councils in the states noted above.

Organization: Government

Start Date: 1992

Program Area: Family

Program Description

The Girl Scouts Beyond Bars (GSBB) program is a mother-child visiting program that allows children with incarcerated mothers to maintain contact throughout the term of incarceration. A partnership between local Girl Scout troops and correctional institutions, the program combines community Girl Scout meetings with meetings in prison facilities. In addition to fostering family ties, the Girl Scouts Beyond Bars program offers at-risk youth contact with adult mentors, through their contact with Girl Scout leaders. The GSBB program has expanded to several sites across the country. Maryland, Florida, Ohio, and Arizona were among the first states to implement the program.

Maryland-GSBB, initiated in 1992, was the demonstration site for this program. The Girl Scouts program works with the Maryland Correctional Institute for Women and serves more than 30 girls and their mothers. The troop and their mothers meet biweekly at the facility for troop meetings. One Sunday per month, the troop meeting takes place in the community. The Maryland program does not include a parental training or reentry/transition component. Florida-GSBB has been initiated in two sites since its inception in 1994, Fort Lauderdale and Tallahassee. The Tallahassee site has two Girl Scout meetings per month in the facility, as well as four two-hour training sessions on parenting skills for the mothers. This site also has transitional services for the mothers upon their release. Fort Lauderdale also monitors the in-school progress of the youth participants. The Ohio-GSBB was the first site to form a partnership between a prison and transitional facility when it instituted the program in the Ohio Reformatory for Women and the Franklin Pre-Release Facility in 1994. Like the Maryland site, the Ohio-GSBB does not offer parenting or mental health services to its participants. The Arizona-GSBB is the first site to operate in a jail setting and also provides parenting instruction to the inmates.

The GSBB program has served as a template for other collaborations between youth service organizations and correctional institutions. It has expanded beyond the initial four sites described above and now has over 20 programs in eight states. Additionally, the Girl Scouts have created the first partnership with a male prison facility in Ohio.

Program Goals

While program goals vary across sites, the main purpose of the GSBB program is to allow a continuation of the mother-child bond during the time of incarceration and intervene with at-risk youth.

Outcomes

The National Institute of Justice through the University of Baltimore has undertaken an evaluation of the Maryland-GSBB program.

Additional Reading

- Moses, Marilyn. 1995. *Keeping Incarcerated Mothers and Their Daughters Together: Girl Scouts Beyond Bars*. Washington, DC: U.S. Department of Justice, National Institute of Justice, NCJ 156217. http:// www.ojp.usdoj.gov/nij/pubs-sum/156217.htm.

JOHN C. INMANN WORK & FAMILY CENTER (CO)

Contact Information

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Organization: Nonprofit

Start Date: 1998

Program Area: Family Employment

Program Description

The John C. Inmann Work & Family Center is a multi-agency program that provides holistic services to individuals who were formerly incarcerated who are returning to the Denver metro area. The Center opened its doors in August 1998 and serves between 1,000 to 1,500 clients annually. The comprehensive services and programs provided by the Center include case management, job development, child support and family reunification, support services, and legal services.

Clients hear about the Center through parole officers, community corrections agents, and service providers as well as making self-referrals. The only requirement for participation in the program is that the individual must be released from a corrections facility to the Denver metro area. Many clients of the Center meet with a case manager or are referred to other services in the community. The Center has developed a “Guide to Independent Living” and the “Community Reintegration Resource Guide” in order to assist clients with services. The Center provides child support and family services, an assessment of needs, information on services in the community, emergency support services, job development and placement, access to the Work Opportunity Tax Credit program, access to computers, and employment workshops. The program has also established an Employment Resource Center and improved coordination among the partner agencies.

Program Goals

The Center strives to reduce recidivism through effective and comprehensive services.

Networking, Partnering & Collaboration

The John C. Inmann Work & Family Center is a collaborative effort among the Colorado Department of Corrections, Department of Labor and Employment, Department of Public Safety/Division of Criminal Justice, Department of Human Services, Department of Education, Denver Mayor’s Office of Workforce Development, Denver Department of Human Services, and a number of faith-based organizations and community agencies. Funding for the Center is received from partner agencies and grant monies received through the Drug Control and System Improvement Program and the Welfare to Work Program.

Outcomes

According to the Center, since its inception the organization has provided services to over 1,800 clients and increased employment and earned income by 25 percent among program participants. The Center has also seen a reduction in return to prison rates by 12 percent compared to the overall rate for other inmates released from the Department of Corrections.

LA BODEGA DE LA FAMILIA (NY)

Contact Information

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Organization: Nonprofit

Start Date: 1996 LB
2001 FJ

Program Area: Family
Health
Public Safety

Program Description

In 1996, the Vera Institute of Justice set out to test the idea that engaging the families of substance abusers under criminal justice supervision in their recovery could enhance drug treatment outcomes, reduce the use of jail time to punish relapse, and reduce the harm addiction causes within families. The idea took form in the development of a direct-service storefront called La Bodega de la Familia, located in a low-income Latino community on Manhattan's Lower East Side. Family Justice, Inc., was formed in 2001 when the La Bodega program spun off from the Vera Institute of Justice. Family Justice combines the direct-service component of La Bodega with work on training and technical assistance as well as research and clinical development on the issues of families, reentry, and substance abuse. Its mission is to identify, apply, and disseminate best practices in using family supports to improve the success of individuals under justice system supervision and enhance the well-being of their families.

La Bodega was founded on the premise that strong, supported families can form the first line of defense against drug abuse, criminal behavior, and criminal justice system involvement in the lives of poor families. The program works exclusively with substance-abusing individuals who were formerly incarcerated and who live in the 7th and 9th police precincts in Lower Manhattan. Participants are referred to the program by parole, probation, and police officers and by community agencies, residents, and family members. Families served by the program present a range of needs: 43 percent of the families report more than one substance-abusing family member; 65 percent report multigenerational substance abuse; 35 percent report multigenerational involvement in the criminal justice system; 30 percent report histories of domestic violence; and 50 percent of the families have school-aged children.

La Bodega offers a range of support services, including family case management, referral and prevention services, 24-hour crisis support for drug-related emergencies, support groups, and cultural activities. Family case management services are at the heart of La Bodega. Case managers help the family develop an action plan that draws on a number of community-based services, helps the family negotiate the myriad social service agencies with which they may be dealing, and advocates with parole officers to promote the use of alternatives to incarceration when drug users violate their parole by relapsing.

Program Goals

La Bodega works to reduce the use of incarceration to punish relapse among substance abusers under supervision; improve the success of outpatient drug treatment and compliance with community supervision mandates; and reduce the intrafamilial harms so often associated with substance abuse and criminal justice involvement (e.g., domestic violence, truancy, and HIV/AIDS).

Networking, Partnering & Collaboration

La Bodega has created unique partnerships with police, parole, and probation departments to demonstrate that involving the families of offenders can change drug treatment and community

supervision outcomes. The program has received funding from a number of its government partners, including the New York City Department of Mental Health, Mental Retardation and Alcoholism Services; New York City Department of Probation; New York City Council; New York State Department of Criminal Justice Service; and New York State Division of Parole.

Outcomes

A year-long evaluation of La Bodega by the Vera Institute of Justice suggests that the program's family-based approach to working with people under criminal justice supervision for drug charges works, enhancing outcomes for everyone involved. Some findings from the evaluation include:

- Illegal drug use for parolees and identified substance users decreased significantly for those involved in La Bodega's programs compared with those in a control group.
- A reduction in drug use was achieved by family members simply participating in the La Bodega program.
- A smaller segment of the La Bodega group was sent back to prison in the first six months of parole.
- The number of family members who reported that they had unmet needs for medical, social, housing, and mental health services dropped dramatically after only six months of participation in the program.

Harvard University's John F. Kennedy School of Government and the Ford Foundation awarded La Bodega with the prestigious Innovations in American Government Award in 2003.

Additional Reading

- Sullivan, Eileen, Milton Mino, Katherine Nelson, and Jill Pope. 2002. "Families as a Resource in Recovery from Drug Abuse: An Evaluation of La Bodega de la Familia." Vera Institute of Justice. www.vera.org/publication_pdf/163_250.pdf.

NATIONAL FATHERHOOD INITIATIVE—LONG DISTANCE DADS (PA PROFILED – ALSO AL, AZ, CA, FL, IL, IA, KS, KY, ME, MI, MN, MO, NC, ND, NJ, OH, PA, TN, TX, UT, VT, WA, WI, AND WV)

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Organization: Nonprofit

Start Date: 1994

Program Area: Family

Program Description

The National Fatherhood Initiative (NFI) was created in 1994 due to concern over the increasing number of absent fathers in American society. In order to promote responsible fatherhood and encourage men to participate in the lives of their children, NFI created Long Distance Dads (LDD). LDD is a training program developed in collaboration with the Pennsylvania Department of Corrections at Albion State Correctional Institution and is currently used in correctional facilities in 26 states. The program provides character-based education as well as support to incarcerated fathers and to fathers who were formerly incarcerated in order to help them develop parenting skills. Trained peer leaders conduct 12 weekly sessions during which one of 12 modules is taught. The modules include such topics as a fatherhood self-assessment, character of a man, my child's life, and developing healthy relationships. The focus of the program is universal in the sense that it addresses the challenges facing fathers of all cultures, religions, races, and backgrounds in addition to focusing on the unique challenges faced by fathers who are incarcerated or in halfway houses. The program emphasizes basic fathering skills such as self-control, self-discipline, consistency, and nurturing.

Program Goals

NFI assists incarcerated men and former prisoners in becoming more involved and more supportive fathers.

Networking, Partnering, and Collaboration

Long Distance Dads collaborates with faith-based agencies, human service agencies, and child support enforcement agencies.

Outcomes

Currently, Pennsylvania State University is conducting a two-phase research study of Long Distance Dads. The first phase of the research involves the implementation of the program in a correctional setting. The second phase addresses measurement and outcomes. Study results are expected in the near future.

PUBLIC ACTION IN CORRECTIONAL EFFORT, INC. AND OFFENDER AID AND RESTORATION, INC. (IN)

Contact Information

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Organization: Nonprofit

Start Date: 1960 PACE
1968 OAR
2002 P/O

Program Area: Family

Program Description

Public Action in Correctional Effort (PACE) was founded in Indiana in 1960. Its original mission was to provide volunteer visitors to prisoners at what was formerly known as the Indiana Reformatory at Pendleton. A short time later, PACE broadened its activities to include advocacy as well as work in other penal institutions throughout the state. In the role of advocate, PACE works to ensure that the treatment of those incarcerated is humane and that those reentering the community have opportunities for success. The cornerstone of PACE activity continues to be a network of volunteers who work with prisoners in a one-on-one relationship. Volunteers and staff also work with the Indiana Department of Corrections to provide pre-release information and workshops to thousands of inmates each year who are nearing release.

Offender Aid and Restoration (OAR) started its work in 1968, after a state prison riot in Richmond, Virginia. This incident prompted citizens to band together in search of a solution. Their search led them to the doorstep of the local jail. OAR chose jails as its focus because it is there that people first and most often experience incarceration. OAR/Marion County (Indianapolis) began operating in 1982 as a nonprofit organization. PACE and OAR officially merged in December 2002, combining two of Indianapolis' oldest nonprofit criminal justice agencies.

PACE/OAR provides two programs that focus on assisting individuals who were formerly incarcerated. In its Transitional Services program, PACE/OAR staff work with male and female offenders prior to release to develop Transitional Accountability Plans that involve family, friends, clergy, social service agencies, and others. Each entity commits to working on a different element of a particular family's issue that may have a bearing on the loss of that individual to reincarceration. The second program is the Community Anchor Project. In this program, communities in which a high number of former offenders claim residence have satellite offices. These offices are responsible for providing direct services to former inmates and their families; services end only when the families are stabilized.

Program Goals

PACE/OAR promotes family reintegration as the first step to successful community reentry for former offenders.

Networking, Partnering, & Collaboration

PACE/OAR has collaborative agreements with many governmental organizations such as the Indiana Department of Corrections, Community Mental Health, Workforce Investment Board, and Trustees Office, as well as with community- and faith-based organizations such as Volunteers of America, the Indianapolis Urban League, Goodwill, Training Inc., and Second Helpings.

Outcomes

PACE/OAR reports that it worked with 1,547 post-release clients in FY 2002. According to the agency, 100 percent were in either “permanent” or transitional housing. (All clients receiving transitional housing placement continue to work with care coordinators until they are in stable or permanent housing.) PACE/OAR also reports that 64 percent of its clients were placed in jobs.

SALVATION ARMY—AFTERCARE TRANSITIONAL SERVICES PROGRAM (PA)

Contact Information

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Organization: Nonprofit

Start Date: 1880
1994 ATS

Program Area: Family

Program Description

The Salvation Army has a long and distinguished history of providing support and care to individuals and families that come from the most disadvantaged corners of society, people who are often poor in spirit and poor in economic resources. Founded in 1865 in England, the Salvation Army has served Pennsylvania since 1880. The organization takes a holistic approach to working with people, addressing their spiritual, emotional, educational, and material needs. In addressing the needs of individuals who were formerly incarcerated, the Salvation Army has created an aftercare program for individuals reentering society, with an express focus on assisting those with children.

The Aftercare Transitional Services Program, begun in 1994 by the Salvation Army's Correctional Services office, targets a minimum of 15 incarcerated women who are at Community Corrections Center Three in Philadelphia. This program consists of weekly clinical group counseling sessions for 46 weeks. Session content includes topics such as parenting education, child abuse prevention, self-esteem, stress management, and substance abuse recovery.

Program Goals

The Aftercare Transitional Services Program helps formerly incarcerated women transition back into their communities by providing them with supportive group counseling.

Networking, Partnering & Collaboration

Partners include the Pennsylvania Department of Welfare, Bureau of Child Support Enforcement, Pennsylvania Department of Corrections, Philadelphia Domestic Relations Division, Graterford Prison, Beacon Center, and the Hanna House Half-Way-Back Program.

Outcomes

No outcome information was provided for the Aftercare Transitional Services Program.

WOMEN'S PRISON ASSOCIATION & HOME, INC. (NY)

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Organization: Nonprofit

Start Date: 1844

Program Area: Family
Health
Housing

Program Description

The Women's Prison Association & Home (WPA) is a nonprofit agency working to create opportunities for change in the lives of female prisoners, former prisoners, and their families. WPA provides programs through which women acquire life skills needed to end involvement in the criminal justice system and to make positive, healthy choices for themselves and their families. WPA also strives to increase public awareness of, and support for, effective, community-based responses to crime.

WPA's programs are designed to provide a holistic, comprehensive continuum of care for women and their children and families. The organization emphasizes the following components in each of its six programs: self-reliance through the development of independent living skills; self-empowerment and peer support; and client involvement in the community.

WPA offers a number of services with the goal of keeping mothers and their children together. The Family Preservation Program provides intensive case management for women with substance abuse histories who are at risk of losing their children. Hopper Home Alternative to Incarceration works with women who would otherwise be incarcerated for long periods of time to rebuild their lives. Women begin receiving services while living at Hopper House and eventually move toward independent living and family reunification. The Incarcerated Mothers Law Project provides volunteer attorneys to assist women in making important decisions about the care of their children. They conduct workshops on parental rights and responsibilities related to children in foster care, including information on custody, adoption, and termination of parental rights, and provide individual advocacy regarding visitation. The Sarah Powell Huntington House, described under Housing in this report, provides housing to homeless women leaving jail or prison who are seeking to rebuild their lives in the community and strengthen their families.

Program Goals

The goal is to help clients lead drug-free, crime-free lives, establish a stable residence, take care of their children, earn a living wage, and contribute to the community.

Networking, Partnering & Collaboration

The WPA works closely with the Child Welfare Administration to facilitate the family reunification process. WPA collaborates with other local service providers as well, for referrals for various services.

Outcomes

No outcome information was provided.

Reentry and Public Safety: Briefing Paper

A significant increase in U.S. imprisonment rates has occurred over the past generation. More than a million people are now in state and federal prisons across the country—a fourfold increase since 1973. Between 1925 and 1973, the per capita rate of imprisonment in America remained stable at about 110 per 100,000. Starting in 1973, however, the U.S. imprisonment rate began a steady upward climb through the 1990s (Blumstein and Beck 1999). Today, about 476 individuals are incarcerated for every 100,000 residents (Beck 2000a). A direct relationship exists between incarceration rates and reentry—the more people we send to prison, the more will eventually return from prison.

There is a very real risk that a released prisoner will commit another crime and return to prison. Individual rates of reoffending following release from prison are high. Current research estimates that two-thirds of all released prisoners will be rearrested within three years from leaving prison, and nearly half will be reincarcerated (Langan and Levin 2002). The public safety issues associated with incarceration and reentry tend to be concentrated in neighborhoods already experiencing significant disadvantage. The majority of prisoners are released to counties that contain the central cities of metropolitan areas (Lynch and Sabol 2001). The central cities are typically poorer than neighboring areas and face other challenges such as loss of labor market share to suburban areas. Developing ways to reduce the risk to public safety and increase the chances of successful reintegration is a pressing need.

Most public policy regarding prisoner reentry (such as parole requirements and sex offender registries) has been designed with public safety as the central concern. Some might suggest that an appropriate response to high rates of offending and reoffending upon release would be to impose longer prison terms to ensure the safety and stability of the community. While incarceration can result in lower crime rates, recent research suggests that continued prison expansion—following the prison building boom of the last 20 years—would produce only minimal gains in public safety (Spelman 2000). Viewed from another perspective, one study found that some high incarceration communities may reach a “tipping point” where increasing levels of imprisonment and return may actually lead to increases in crime rates as the fabric of neighborhood networks is further eroded (Clear, Rose, and Ryder 2001).

Given these perspectives and the potential risks to community safety, it is important to learn more about the relationship between reentry and reoffending. The ultimate challenge is to understand how to manage effectively the inevitable returns from prison so that communities will be safer.

Profile of Returning Prisoners

The population of returning prisoners is generally at high risk along several critical dimensions. Of the more than 600,000 inmates returning to communities across the country each year, most have not completed high school, have limited employment skills, and have histories of substance abuse and health problems (Travis et al. 2001).

Most returning prisoners are male (88 percent). The median age is 34 and the median education level is eleventh grade (Bonczar and Glaze 1999). In 1998, more than half of returning prisoners were white (55 percent) and 44 percent were African American. Twenty-one percent of parolees were Hispanic (and may be of any race). About one-third of all prisoners are released following a conviction for a drug offense and one-fourth are released following a conviction for a violent offense. Most have a criminal history: three-fourths of state prisoners have been incarcerated or sentenced to probation at least once; 43 percent have been incarcerated or sentenced to probation at least three times (Bureau of Justice Statistics 2000). Returning prisoners today have also served longer prison sentences than in the past, meaning they may be less attached to jobs, their families, and the communities to which they return (Lynch and Sabol 2001).

Risk of Recidivism

According to recent research, rates of reoffense after imprisonment are very high. The largest have been completed by The Bureau of Justice Statistics (BJS), which has carried out two of the most comprehensive recidivism studies to date. The first study tracked a cohort of prisoners released from prisons in 11 states in 1983 (Beck and Shipley 1989). The most recent study tracked another cohort of prisoners released from prisons in 15 states in 1994 (Langan and Levin 2002). The 1994 sample represented two-thirds of all prisoners released in that year. Both studies tracked the released prisoners for a period of three years.

According to Langan and Levin (2002), 67 percent of the 1994 release cohort was arrested for a new crime within three years of release, an increase from 63 percent of the 1983 release cohort. Also within three years of release, nearly half of the 1994 cohort were convicted of a new crime and one-quarter were sentenced to a prison term for a new crime. Over half of those released in 1994 were back in prison within three years, serving time for either a new crime or technical violation (a violation of the conditions of parole ranging from missing an appointment with a parole officer to failing a drug test).

The highest three-year rearrest rates were found among former prisoners convicted of acquisitional crimes such as motor vehicle theft (79 percent), larceny (75 percent), burglary (74 percent), and robbery (70 percent). The lowest three-year rearrest rates were found among those convicted of violent crimes such as rape (46 percent), homicide (41 percent), and other sexual assault (41 percent). Age was also found to be a factor in recidivism rates. Younger offenders experienced higher recidivism rates as compared to older offenders. Over 80 percent of those released who were under age 18 were rearrested compared to 45 percent of those 45 and older (Langan and Levin 2002).

The first year following release was found to be the most critical period of time for released prisoners. Nearly two-thirds of the criminal activity recorded over the three-year study period occurred within the first 12 months of release. By one year out, 44 percent of the former prisoners were rearrested; 21 percent had been reconvicted, and 10 percent returned to prison for term.

Post Release Supervision and Intermediate Sanctions

As discussed below, the great majority of returning prisoners will be subject to some form of supervision following prison, typically referred to as parole. As incarceration and release rates have grown over the last twenty years, the parolee population has grown as well. The resources of parole agencies have generally not kept up with this increase, which translates into higher caseloads and fewer services for parolees. Little is known about the effectiveness of parole supervision as a means of enhancing public safety. What we do know suggests that surveillance alone does not work. Some evidence suggests that supervision coupled with a treatment or rehabilitation component can reduce recidivism (Sherman et al. 1997).

Nearly 80 percent of state prisoners are released to parole supervision (Beck 2000b). Circumstances vary from state to state, but the typical role of a parole agent is to ensure that the released prisoner is complying with conditions of parole such as maintaining employment, abstinence from alcohol and other drugs, observing curfews, and staying away from certain high-risk people and places. The parole agent plays a role in public safety by monitoring the conditions of parole and returning the parolee to prison if any of the conditions of parole are violated.

With the dramatic increase in the number of released prisoners, parole agencies across the country have found that their resources are tight. Caseloads have grown from an average of 45 parolees per officer in the 1970s to an average of 70 today. There has been a corresponding increase in the percentage of parole cases that fail—meaning the prisoner is rearrested on a new crime or technical violation (a

violation of the conditions of parole). It is unclear whether the higher rate of parole failure is linked to the higher caseloads or to technological surveillance advances such as drug testing and electronic monitoring (Travis and Petersilia 2001).

We know little about the direct relationship between parole supervision and recidivism. Studies have shown that simply increasing supervision measures, such as more frequent drug testing and home confinement, have not been found to reduce reoffending, although they do make it more likely that a prisoner will be returned to prison for a technical violation (Petersilia 1998). At the same time, improving outcomes by implementing intermediate sanctions for technical violations of parole shows promise. Intermediate sanctions provide graduated responses such as residential treatment, community service, electronic monitoring, curfew, counseling, increased drug testing, or formal reprimand. The most severe sanction is return to prison. These intermediate sanctions short of incarceration could change offender behavior by showing the certainty of punishment, while saving prison beds for violent criminals. Limited evidence suggests that a system of graduated sanctions may be more effective in reducing recidivism than simply returning parole violators to prison.

A number of promising safety-orientated strategies are under way, although most are new and have yet to be formally evaluated. For example, the Boston Reentry Initiative was developed in 2000 to deter high-risk former prisoners from reoffending, enhance public safety, and strengthen the community. The project seeks to coordinate law enforcement efforts and social services resources on behalf of the most serious returning offenders. Central to the strategy is direct communication with prisoners prior to release, when they are given the message that community resources can aid their successful reintegration, but that they will also be held accountable for staying away from further criminal activity. The Boston Police Department monitors progress toward specific program-related performance measures and reports that, to date, active participants have been less likely to be arrested than their counterparts who are non-compliant, particularly when it comes to serious and violent offenses.

Reentry and Restorative Community Justice

The public safety risks posed by the returning prisoner population can be viewed through a community lens, as well. Recent attention has been given to the concept of restorative justice as a means of approaching the inevitable return of thousands of individual prisoners each year (McWhinnie and Brown 1999). Rather than viewing the processes of crime, incarceration, and reentry from a strictly legal perspective, the notion of restorative community justice focuses our attention more broadly (Bazemore 2001). A restorative justice framework views crime as a violation against the community, which “creates obligations to make things right” (Zehr 1990)—that is, obligations to repair the harm to the victims of crime and the community at-large. The community element of restorative community justice refers to the engagement of neighborhood residents and stakeholders in the justice and reparation process (Bazemore 1998).

Examples of programs that incorporate all or some of these restorative community justice principles include victim-offender mediation, family group conferences, and reparative boards such as the Vermont Restorative Reentry Board, described in the sample programs following this paper. The research on the effectiveness of these and other restorative community justice initiatives is still in its infancy (Bazemore 1998). Some evidence leads to the conclusion that participation in restorative justice programs does provide greater satisfaction for offenders as compared to the traditional system and that victims feel less fearful that the same person will victimize them again (Herman and Wasserman 2001).

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Reentry and Public Safety: Sample Programs

Program Name	Geographic Area Served
▪ Boston Reentry Initiative	Boston, MA
▪ Community Orientation and Reintegration Program	PA
▪ Greater Newark Safer Cities Initiative	Newark, NJ
▪ Harlem Parole Reentry Court	Harlem, NY
▪ Indianapolis Violence Reduction Partnership	Indianapolis, IN
▪ Knoxville Public Safety Collaborative	Knoxville, TN
▪ Maryland Reentry Partnership Initiative	MD
▪ Ohio Community-Oriented Reentry Project	OH
▪ Parolee Orientation Program	Sacramento, CA
▪ Project Greenlight	New York, NY
▪ Resolve to Stop the Violence Project	San Francisco, CA
▪ San Antonio Fighting Back—Young Offenders Reentry Coalition	San Antonio, TX
▪ Savannah Impact Program	Savannah, GA
▪ Southside Day Reporting Center	Chicago, IL
▪ Transition Project	OR
▪ Vermont Restorative Reentry Partnerships	VT
▪ Wisconsin Going Home Project	WI
▪ Women in Transition	Salisbury, MA

BOSTON REENTRY INITIATIVE (MA)

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Organization: Government

Start Date: 2000

Program Area: Public Safety

Program Description

In the summer of 2000, the Boston Police Department, in partnership with the Suffolk County Sheriff's Department, developed the Boston Reentry Initiative (BRI) to focus its reentry resources on inmates who pose a public safety risk to the communities that they will reenter. This community-wide project involves the collaborative efforts of social service providers, faith-based organizations, and other law enforcement agencies. Using a public safety and social service strategy, the BRI seeks to prevent high-risk former prisoners from reoffending through comprehensive and effective transitional resources as well as through increased vigilance in monitoring their reentry process. The BRI communicates to offenders that there are resources and services in the community available to them and that they will be held accountable for their own actions. Central to the strategy is direct communication with high-risk prisoners soon after their commitment to the House of Corrections, when they are given the message that there are institutional programs and community resources that can aid their successful reintegration, but that they will also be held accountable for staying away from further criminal activity. The Initiative is modeled after a noteworthy program begun in the early 1990s by the police department called Operation Ceasefire, which targets high-risk and gang-affiliated individuals in Boston.

The BRI specifically targets inmates who are between the ages of 17 and 34 and are considered high risk for continuing their involvement in crime. The Boston Police Department's Gang Intelligence Unit identifies offenders entering the Suffolk County House of Corrections whom they feel are high-risk offenders and makes recommendations about who should be enrolled in the program. These individuals typically have an extensive criminal background, a history of violence, affiliation with firearms and gangs, and will return to communities that are designated as high-crime areas. A final list of 15-20 inmates is vetted each month with other law enforcement partners, particularly the Suffolk County District Attorney's Office and the U.S. Attorney's Office. Inmates who are actively being prosecuted on other cases, which may be unrelated to the convicted offenses for which they are serving time, who have immigration issues that will likely lead to their deportation, or who will be transferred to another correctional facility to serve additional time after they complete their current sentence at the House of Corrections are excluded from the program. In January 2003, the BRI also began including similarly identified inmates incarcerated with the Massachusetts Department of Corrections who are close to parole or sentence completion and who are returning to the Greater Boston area. Through a cooperative agreement, these state DOC inmates are transferred to the Suffolk County House of Corrections and participate in the Initiative.

Within 45 days of entering the facility, program participants begin working on a transition accountability plan and attend one of the Initiative's monthly community panel sessions. During the panels, representatives from law enforcement agencies, social service providers, and faith-based organizations form a semi-circle and sit across from 10-20 inmate participants. Each of the panel members addresses the inmates from the unique perspective of his/her own organization: social service and faith-based organization representatives discuss the resources and support that they can provide to help them transition, both while they are in the prison and post-release; and prosecutors, police,

probation, and parole officers discuss the consequences that await them if they are caught recommitting crimes upon their return to their neighborhoods. Collectively, the panel members convey a unified message that the inmates have the power to choose their own destiny. Also, the panel serves to remind the inmates that they are not doing their time anonymously, and that information on their criminal histories, current incarceration, and planned release dates are shared among law enforcement agencies and with some community agencies.

Following the panel, inmates are assigned caseworkers and faith-based mentors from the community, who begin working with them immediately in the prison setting. Enrollments in education, substance abuse, and other institutional programs are coordinated as part of their transitional accountability plans. On the day of release, the institution arranges for either a family member or a mentor to meet them at the door. The returning prisoners are encouraged to continue to work with their caseworkers, mentors, and social service providers during their reentry periods. For those inmates who leave the prison on conditional supervision, the supervising agency is asked to incorporate participation in the BRI as part of their conditions of release.

Program Goals

The Boston Reentry Initiative's overall goal is to enhance public safety for the Greater Boston area by targeting limited reentry resources on the most serious and potentially dangerous offenders. Success is defined both in assisting these high-risk former offenders to transition successfully into their communities as well as in apprehending those offenders who do commit criminal actions sooner and, hopefully, at less serious offense levels. Objectives to support these goals include: developing a coordinated and continuum of treatment and transitional assistance that begins at the House of Corrections and continues post-release, which involves community-based providers, and coordinating law enforcement and public safety resources to knit together the most effective post-release supervision plans.

Networking, Partnering & Collaboration

The Boston Reentry Initiative builds on the foundation of interagency and community partnerships that have contributed to a decrease in crime and improvement in the quality of life in Boston for the past decade. The founding partners of this Initiative—the Boston Police Department and the Suffolk County Sheriff's Department—have reached out and developed partnerships with other law enforcement agencies to help identify the most serious offenders, collaborate to provide effective and coordinated post-release supervision whenever possible, and to prosecute vigorously BRI-identified inmates who commit new offenses. Partners include the state Department of Probation, the state Department of Corrections, the Parole Board, the Suffolk County District Attorney's Office, and the U.S. Attorney General's Office. BRI also collaborates with community-based and government agency partners, faith-based organizations, local one-stop career centers, health commissions, community colleges, half-way house operators, and, in the case of child support, the state Department of Revenue.

Outcomes

The Boston Police and Suffolk County Sheriff's Departments monitor progress toward specific program-related performance measures. In the summer of 2002, the Boston Police evaluated the records of the 152 inmates who had participated in the 12 panels scheduled between April 2001 and May 2002. At the time of the study, 114 of these individuals had actually left the House of Corrections. Of this number, 42 percent had been rearrested. (Note that these rearrest figures should not be compared to general recidivism rates, but to rearrest rates for other high-risk groups.) Ninety-two of the 114 offenders remained actively involved in the program; 37 percent of this group had been rearrested. By contrast, 22 of the 114 released offenders dropped out of the program and 64 percent of this group were rearrested. Further, in comparing the types of crimes committed, those BRI-identified offenders who remained active with the program committed crimes with few incidences of gun involvement and drug distribution activity. The Boston Police Department has updated statistics and reported that out of those BRI-identified

offenders who have been released from the House of Corrections, and are considered active in the program (89), 58 percent had no arrests and 18 percent had a violent/serious arrest. For BRI participants identified as non-compliant, meaning no active participation in the program (36), 39 percent had no arrests and 36 percent had violent/serious arrests. Finally, of those identified as less active or inactive in the program (59), 51percent had no arrests and 25 percent had violent/serious arrests.

COMMUNITY ORIENTATION AND REINTEGATION PROGRAM (PA)

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Organization: Government

Start Date: 2001

Program Area: Public Safety
Employment
Family

Program Description

In December 2001, the Pennsylvania Department of Corrections (DOC) piloted a comprehensive reentry program called Community Orientation and Reintegration (COR), randomly assigning approximately half of soon-to-be-released inmates to the program. The COR program is not designed as a treatment program, but rather as a "booster shot" intended to reinforce skills and knowledge already learned in prison.

The COR program is divided into two phases. Phase I is a two-week component that occurs approximately one month prior to an inmate's release from a State Correctional Institution. Phase I focuses primarily on refreshing skills and reviewing information that inmates presumably learned through prior in-prison programming. Phase II is a four-week component intended to help facilitate the return of the soon-to-be-released inmate to his or her family, as well as to help with his or her reintegration into the community. It takes place in a Community Corrections Center and lasts 30 to 45 days. Phase II focuses primarily on the practical application of recently refreshed skills by establishing positive linkages within the community and family and by securing employment to provide financial security upon release from prison.

Program Goals

COR's two broad goals are to ease the reintegration transition for released inmates and, ultimately, to reduce recidivism. More specific goals of COR are: 1) to establish a standard, coordinated release program based on known risk factors, needs, and best practices; 2) promote effective community linkages for released inmates; 3) enhance employability and job readiness of released inmates; and 4) promote healthy family and interpersonal relationships for released inmates.

Networking, Partnering & Collaboration

The COR program is run entirely by the DOC in cooperation with subcontractors who run some of the community corrections centers.

Outcomes

The COR program is still working toward full implementation in all DOC facilities. To date, a process evaluation has been conducted to assess whether the program is being implemented as designed and to identify areas for improvement. An outcome evaluation is planned for 2003.

Additional Reading

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GREATER NEWARK SAFER CITIES INITIATIVE (NJ)

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Start Date: 1999

Program Area: Public Safety

Program Description

The Greater Newark Safer Cities Initiative (GNSCI) is a unique collaborative effort among state, local, and federal criminal justice agencies, faith-based groups, business, and nonprofit organizations in Newark, New Jersey. The initiative first began in 1999 when representatives from local, state, and federal criminal justice agencies began holding regular working group meetings to discuss the issue of violence in the Newark area. In 2000 and 2001, the working group from the initiative officially expanded to include members of the faith community and the public defender's office in addition to other community social service organizations and agencies. The GNSCI has a four-fold intervention approach to addressing the needs of violent former offenders.

The first component of the program involves Notification Sessions, in which parolees are identified as being at a high risk for committing violent crimes and are informed by a member of the GNSCI that violence is not tolerated in the community. In addition to being informed of the consequences of committing a future violent crime, individuals are presented with information about resources in the community that are there to help parolees with their transition process. The second element, Assessment and Services, involves community social service agencies that conduct assessments with at-risk individuals who were formerly incarcerated and links them to appropriate referral services. The Case Processing stage is structured to strengthen accountability. During this time, a small group of GNSCI members meet twice a month—with participants—to review their progress. The final stage, Accountability Sessions, promotes responsibility and accountability among the participants. Former offenders attend accountability sessions run by the Chairman of the New Jersey Parole Board (for the parolees) and the Essex County Probation Chief (for the probationers).

Program Goals

The GNSCI seeks to improve public safety and prevent former prisoners from engaging in future violence.

Networking, Partnering & Collaboration

Line personnel and mid-level mangers from various criminal justice agencies come together on a weekly basis to identify problems and work on collaborative solutions. GNSCI has also formed relationships with faith-based groups, businesses, and social service organizations in the community.

Outcomes

As of late 2002, the GNSCI had held nine Notification Sessions and about 187 probationers and parolees had participated.

HARLEM PAROLE REENTRY COURT (NY)

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Organization: Nonprofit

Start Date: 1996 CCI
2001 HPRC

Program Areas: Public Safety
Health
Employment

Program Description

The Harlem Parole Reentry Court (Court) is a joint project of the Center for Court Innovation in collaboration with the New York State Division of Criminal Justice Services and the New York State Division of Parole. The Center for Court Innovation was created in 1996 as the independent nonprofit research and development arm of New York State's Unified Court System. Among its many projects, the Center has worked with New York City and State and the court system to develop, implement, and operate the Midtown Community Court, the first community court in the nation.

The Harlem Parole Reentry Court, which is housed at the Harlem Community Justice Center, began operations in June 2001 and is designed to address the needs and risks faced by prisoners returning to East and Central Harlem. The Court's principal goals are to reduce recidivism and reincarceration rates; to increase participation in drug treatment and employment services; and to increase sobriety, employment, and other indicators of effective community reintegration. The Court currently handles a target population of individuals who have been imprisoned for nonviolent drug-related offenses and are returning under conditional parole supervision to three precincts in East and Central Harlem—the 23rd, 25th, and 28th. Participation in the program is mandated as a condition of release for all who meet program eligibility criteria. The Court is currently expanding its jurisdiction to include serious and violent drug offenders.

The current reentry court model constitutes a complex, collaborative community-based model, featuring intensive pre-release planning; community-based partnerships among parole officers, an administrative law judge, case management/assessment staff, a drug treatment provider, and a vocational service provider; comprehensive case management; contracts specifying required behavior; intensive parole supervision; graduated sanctions and incentives; and ongoing regular judicial monitoring. Core components of the Harlem Parole Reentry Court include a team approach to case management and compliance monitoring, a central role for the administrative law judge who presides over court proceedings and implements a schedule of graduated rewards and sanctions, and a neighborhood focus that enables the program to engage family members and community organizations in reintegration and supervision efforts.

Prior to release from prison, parole officers and Court staff conduct a comprehensive individual assessment of each program participant and, based on this information, prepare a customized treatment and supervision plan. The Court program provides participants with access to a variety of services designed to address problems of substance abuse, homelessness, mental illness, and unemployment. Counseling and family mediation are also available on-site at the Harlem Community Justice Center. These services are available to program participants immediately upon release from prison.

Program Goals

The Court's goals are to reduce recidivism and reincarceration rates; to increase participation in drug treatment and employment services; and to increase sobriety, employment, and other indicators of effective community reintegration.

Networking, Partnering & Collaboration

The Harlem Parole Reentry Court is engaged in ongoing community outreach efforts. Community-based partners currently include the Center for Employment Opportunities (CEO), which provides vocational training and job placement services; Palladia (formerly Project Return), a community-based drug treatment partner; and Project Greenhope, a drug treatment service provider for female program participants. Faith-based partners include Harlem Congregations for Community Improvement, a consortium of over 90 churches in Harlem offering a wide range of services, including counseling and shelter for the homeless.

Outcomes

Research staff at the Center for Court Innovation are currently conducting a process and preliminary impact evaluation of the Harlem Parole Reentry Court, due to be completed in 2003. The program collects statistics using its existing research and tracking database. Key outcome measures include rates of recidivism (parole violation, rearrest, reconviction, and return to prison), drug use and employment, and compliance with program conditions. The impact analysis will compare recidivism among program participants to similar offenders paroled into northern Manhattan precincts adjacent to the Harlem Parole Reentry Court catchment zone.

INDIANAPOLIS VIOLENCE REDUCTION PARTNERSHIP (IN)

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Organization: Government

Start Date: 1997

Program Area: Public Safety

Program Description

The Indianapolis Violence Reduction Partnership (IVRP), which began in December 1997, is a community-wide project involving the collaborative efforts of social service providers, faith-based organizations, and law enforcement agencies. The Partnership is a working group that uses a problem-solving methodology to address various crime problems—violent incidents are analyzed, strategies are implemented, and the impact of the efforts is continually assessed. According to the IVRP, the elements of the Partnership's plan to increase public safety include: increased arrest, prosecution, and incarceration of the most serious and chronic violent offenders; disruption of illegal firearms markets; multi-level and multi-agency strategic response to homicides; communication of antiviolence messages to potential offenders and to the community at large; and the development of community-based prevention components.

The Partnership recognized that in order to enhance public safety, they needed to focus on high-risk former offenders and prevent them from reoffending. The idea behind this was that by holding this high-risk group accountable, they will be more productive and successful community members. IVRP specifically targets the most violent offenders in the community and delivers the message—directly—that violence is unacceptable. Probation and parole officials require that high-risk offenders, particularly those who have been involved in violent crime and drug distribution, have a face-to-face meeting with criminal justice officials and neighborhood leaders. The meetings follow a neighborhood-based format in which a group of 15-30 probationers and parolees from the neighborhood come to court for a meeting of 30-60 minutes duration. Although the format differs depending on the community, the group hears from key personnel in the U.S. Attorney's Office, the Marion County prosecutor's office, parole, probation, and a neighborhood leader. The goal of these meetings is to let the high-risk individuals know that if they continue with their violent behavior, law enforcement is going to respond by "pulling all available levers" using federal prosecution, state prosecution, probationer/parole home visits, drug testing and violations, increased traffic enforcement, and other methods. After prosecutors, police, probation, and parole officers discuss the consequences that await the former offenders if they are caught recommitting crimes upon their return to their neighborhoods, the group is presented with community resources to make positive choices. Collectively, the representatives at the meetings convey a unified message that the inmates have the power to choose their own destiny and that there are support services available for them.

Program Goals

The mission of IVRP is to "use a focused and coordinated problem solving approach to reduce the level of homicide and serious violence in the community."

Networking, Partnering & Collaboration

The prevention efforts build on strong partnerships with probation and parole as well as with community partners such as Weed and Seed and the Indianapolis Ten Point Coalition. (The Indianapolis

Ten Point Coalition provides faith-based intervention programs to combat youth violence, improve literacy skills, and help with employment opportunities. This initiative is modeled after the Boston Ten Point Coalition and is a part of the National Ten Point Leadership Foundation's (NTLP) network.) In addition, a large group of key policymakers from local, state, and federal law enforcement, courts, corrections, and city-county government collaborate with the IVRP.

Outcomes

Although no reentry-specific data was available, the IVRP reports reductions in the annual homicide rate since 1997.

KNOXVILLE PUBLIC SAFETY COLLABORATIVE (TN)

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Organization: Government

Start Date: 1997

Program Area: Public Safety
Health
Employment

Program Description

In 1996, the Knoxville Police Department and the Tennessee Board of Probation and Parolees met to discuss ways in which they could more effectively deal with returning prisoners and repeat offenders in the area. The Police Department and Board of Parolees wanted to enhance their coordination and collaboration capabilities with one another and with human service providers in the area. The Public Safety Collaborative officially began in 1997 with funding from the Department of Justice's COPS Office and Byrne Grant funds.

The Public Safety Collaborative strives to provide comprehensive services from a variety of agencies and partners. The Collaborative is premised on the idea that connections to mental health, alcohol and drug treatment, vocational, or education services can greatly increase the probability of released prisoners remaining in the community and out of prison. Comprehensive case plans are developed for prisoners right before they are released in order to make sure that newly released individuals receive the necessary services. Case managers work closely with probation and parole officers to ensure that individuals' needs are being met. In order to maintain collaboration efforts, community correctional officers, social service providers, and police from over 25 agencies work together in formulating case management plans for former offenders who are at risk of reoffending in Knoxville. Information is shared among agencies to observe the progress of the former offenders, and joint site visits are conducted.

Program Goals

The primary goal of the Knoxville Public Safety Collaborative is to reduce recidivism among high-risk individuals. Additional goals include enhancing working relationships on a daily basis, sharing information, organizing information and resources, developing a comprehensive case management process for former offenders, using sanctions for former offenders, and developing plans to expand the collaborative.

Networking, Partnering & Collaboration

The Knoxville Public Safety Collaborative emphasizes partnership and teamwork. As discussed above, partners include a variety of government agencies and local service providers.

Outcomes

The University of Tennessee, School of Social Work Office of Research and Public Service (SWORPS) conducted an evaluation of the Knoxville Public Safety Collaborative. The purpose of the evaluation was to summarize program data collected from parole officers' monthly reports from September 1, 1998 to July 31, 2000. This data was then compared to a 1996/1997 group of parolees released in Knoxville who would have met the program's criteria. A key outcome was that participants in the program had their parole revoked 38 percent less often than non-participants. Additionally, participants were less likely to be reincarcerated than the comparison group.

MARYLAND REENTRY PARTNERSHIP INITIATIVE (MD)

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Organization: Nonprofit

Start Date: 2001

Program Area: Public Safety
Health
Housing
Employment

Program Description

The Maryland Reentry Partnership Initiative (REP) is a public-private collaborative seeking to engage community members, government organizations, and service providers in developing strategies to reduce recidivism and successfully reintegrate individuals who were formerly incarcerated into the community. REP aims to provide a seamless, comprehensive network of services to prisoners returning to three target communities with particularly high levels of returning offenders in the Baltimore area: Sandtown/Winchester, Historic East Baltimore, and Druid Heights. Each former offender is supervised by a variety of corrections officials and community-based networks, with the goal of creating community accountability and positive social influences. The REP initiative also provides a victim support network to allow victim participation in community level planning for reintegration.

Inmates from the Metropolitan Transition Center are identified prior to their release date as returning to one of three zip code communities. Those released with and without supervision are eligible to participate. After being identified as a potential REP participant, individuals are involved in both in-prison and post-release efforts. While incarcerated, soon-to-be-released prisoners attend an exit orientation, which is designed to introduce them to both the available resources and their expected responsibilities upon release. Participants also meet with a case manager or case advocate who will meet the prisoner at the actual moment of his or her release and facilitate the immediate release transition process. Inmates are expected to take an active role in developing and implementing their plans.

Post-release programs aid in creating a smooth transition to the community, including links to services and treatment. Case advocates often meet the prisoner at the door when they are released and help directly connect the individual to services to aid in reintegration, including substance abuse treatment programs, mental health counseling, and vocational and educational training. In addition, case advocates assist the former prisoner in securing identification and prescription medication, registering for entitlements, and other urgent social services. REP also provides transitional housing for periods up to three months for about a third of the individuals enrolled in the program.

Program Goals

The Maryland Reentry Partnership works to: 1) increase public safety by reducing recidivism among the returning prisoner population; 2) increase offender accountability and community reparation; and 3) improve community capacity to identify former offenders' needs and community resources that can meet those needs.

Networking, Partnering & Collaboration

The program partners with a number of public service, employment, and government agencies to provide a large network of support for returning prisoners. Central partners include the Enterprise Foundation, the Maryland Department of Corrections, the Mayor's Office on Criminal Justice, Parole and Probation, the Baltimore Police Department, and the Community Development Corporations in the target neighborhoods.

Outcomes

The Urban Institute is conducting an initial evaluation of the Maryland Reentry Partnership, focusing on strategic planning and the development of performance measures, and will lay the groundwork for a future outcome evaluation.

OHIO COMMUNITY-ORIENTED REENTRY (CORE) PROJECT (OH)

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Organization: Government

Start Date: January 2003

Program Area: Public Safety
Health
Employment

Program Description

The Ohio Department of Rehabilitation and Corrections (ODRC) has received a federal grant (under the Serious and Violent Offender Reentry Initiative) of about $2 million to develop and implement the Ohio Community-Oriented Reentry (CORE) Project. The target population will be 200 offenders, ages 18 to 35, who are high-risk, high-need adult offenders, have served a minimum sentence of one year, and are returning to Ohio's largest urban areas (Cuyahoga and Franklin counties) and to the rural area of Allen County. These areas were chosen because more than one-third of Ohio's prison population is from these three counties.

To determine an offender's level of risk, a validated static risk instrument is administered. Offenders who score as high risk (Reentry Intensive cases) will have a dynamic needs assessment conducted by a member of the Reentry Management Team (RMT). Depending upon the needs of the case, the RMTs will consist of unit management staff, treatment personnel, the parole officer, Offender Service Network staff, and community service providers. Additional team members such as family members, the faith community, and former offenders may be added to the team at any stage of this process. The needs assessment will allow the RMT members and the individual to identify and determine the needs and barriers he or she faces. Many of the former offenders will have substance abuse histories, mental health problems, and/or limited work experience. Once the formal risk and needs assessments have been completed, the RMT will work with the offender to develop his or her Reentry Accountability Plan (RAP). The RAP will be comprised of programs and/or areas that target the highest needs of the offender. The RAP will follow the individual throughout his/her incarceration and community supervision period, providing linkages that will facilitate service delivery. The RMTs will meet a minimum of once a month to review and update the offender's progress until his or her release from community supervision

The CORE initiative will provide a coordinated and comprehensive case management approach beginning during incarceration and continuing into the community once the individual is released to supervision. The grant represents a unique collaboration between several state agencies and local communities. This collaborative effort among the partners will assist offenders in making the transition from prison to the community a successful one. The information gained through this grant will contribute to the achievement of the goals specified in the Department of Rehabilitation and Correction's *Ohio Plan For Productive Offender Reentry and Recidivism Reduction.* The Ohio CORE project builds on the "What Works" literature, incorporating risk/needs assessments and targeting the criminogenic needs of high-risk offenders.

Each of the three regions involved in the CORE grant have or are in the process of integrating Citizens' Circles. The Columbus region has a Citizens' Circle that is comprised of volunteers, faith-based organizations, community organizations, parole, victim advocates, and social service agencies. Cleveland also has a Citizens' Circle that is up and running with the same type of membership. Citizens' Circles are a forum that builds better relationships among the community, the criminal justice system, and individuals who were formerly incarcerated. Citizens' Circle meetings involve those listed above, the former offender, and his/her family members. At the meeting, a Circle Plan is developed to aid the reentry process. Circle

Plans are carefully constructed in order to follow parole supervision guidelines and usually include jobseeking assistance, designation of a community sponsor, community service, assistance in locating housing, and resources for spiritual needs. Citizens' Circles aim to involve the whole community in the rehabilitative and reentry processes while holding former offenders accountable for their actions. If a Citizens' Circle is in the same community of a CORE project, then the CORE participant may access the Circle. Many learn about the Citizens' Circles from their Reentry Management Team or prior to release. Citizens' Circles are open to non-CORE participants, as well.

Program Goals

The CORE program has five main goals:

- To prevent former offenders from committing new crimes.
- To increase public safety in the communities where former prisoners are returning.
- To promote access to services in the communities.
- To assist former offenders with their personal and home life to promote pro-social behavior.
- To maintain the program beyond the timeline defined in the original grant.

Networking, Partnering & Collaboration

The State of Ohio's CORE program offers a comprehensive, collaborative, and holistic approach to enabling serious, violent, high-risk, and high-need adult offenders in state correctional facilities to return successfully to their communities and families. The CORE model operates through linkages established with the State's Departments of Rehabilitation and Correction, Jobs and Family Services, Mental Health, Alcohol and Drug Addiction Services, Education, and the Office of Criminal Justice Services. Corresponding governmental and service provider partners, including the Cuyahoga County Department of Justice Affairs and Community Connection in Franklin and Allen counties, have been created at the local level to help returning prisoners avoid recidivism, find stable housing, receive substance abuse and mental health treatment, sustain long-term employment, reunite with their families, and become productive members of the community.

Outcomes

The CORE federal reentry grant has only been in operation since January 2003 and has, therefore, not yet been evaluated. At the same time, the ODRC will use the performance measures provided by the Serious and Violent Offender Reentry Initiative federal partners and other measures to evaluate the success of the program.

Additional Reading

- The Ohio Plan for Productive Offender Reentry and Recidivism Reduction (http://www.ojp.usdoj.gov/reentry/sar/pdf/wp1_oh.pdf)

PAROLEE ORIENTATION PROGRAM (CA)

Contact Information

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Organization: Government

Start Date: 2000

Program Area: Public Safety
Education
Employment

Program Description

The California Department of Corrections, in partnership with the Sacramento Police Department, the Sacramento County Sheriff's Department, the California Highway Patrol, and the Sacramento City Unified School District's Adult and Vocational Education Department, created the Parolee Orientation Program for all parolees returning to Sacramento County, California.

The Parolee Orientation Program targets inmates who have just been released from prison and are returning to Sacramento. Within a week of being released, parolees are required to attend the orientation program. Each parolee completes an action plan to address his or her needs. The program has a motivational speaker; service providers and law enforcement officials make presentations to the parolees to support and encourage them. The Sacramento Unified School District provides the location for the program. The Unified School District Skills Center provides vocational training programs such as computer skills training. Also, the Department of Motor Vehicles provides "on the spot" identification cards to parolees. Employment, housing, drug programs, and other services are also available to participants.

Program Goals

The Parolee Orientation Program strives to reduce recidivism by providing parolees with opportunities to link up with multiple services immediately upon release from prison.

Networking, Partnering & Collaboration

The program is a collaboration among the CDC, Sacramento Unified School District, Sacramento Police Department, Sacramento County Sheriff's Department, the California Highway Patrol, and other providers such as the Employment Development Department and the Department of Motor Vehicles.

Outcomes

An evaluation has not been conducted, but the program is in the process of pursuing funding to conduct a formal evaluation. Recidivism rates and various intermediate outcomes will be measured.

PROJECT GREENLIGHT (NY)

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Organization: Government

Start Date: 2002

Program Area: Public Safety
Health
Employment
Family

Program Description

In February 2002, the New York State Department of Correctional Services, the New York State Division of Parole, and the Vera Institute of Justice launched a project to test new ways of preparing inmates for release back to the community. Project Greenlight, operating within the Queensboro Correctional Facility in New York City, is geared toward inmates who are two to three months from their release dates.

Inmates come to the program from correctional facilities across the state and spend eight to ten weeks before their release dates developing plans for how they will live, work, and interact with others after they are released. When participants join the program, they meet with their newly assigned case manager (either a corrections counselor or parole officer) and complete a thorough risk and needs assessment tool. Participation in the structured program begins immediately, with classes focused on cognitive skills, job readiness, family reintegration, substance abuse, practical life skills, and establishing connections with agencies in the community that can provide support services upon their release. Inmates who acknowledge that they have a substance abuse problem spend four weeks in daily relapse prevention groups working with a counselor on ways in which they can avoid relapse upon release.

On a daily basis, inmates have an opportunity to meet with representatives of community-based organizations that provide a number of support services they may need upon release. Throughout the program, inmates also work with their case managers on their release plans. This plan, developed in conjunction with the individual's field parole officer, identifies his strengths and needs. A step-by-step plan outlines how he will address those needs and with which community agencies he will work after release. Families are also involved in the process by meeting with project counselors and the soon to be released family member.

Project Greenlight currently serves only male inmates because the Queensboro facility is restricted to men. During the initial phase of the demonstration, the project served 52 inmates at a time, increasing its capacity to 104 during the summer of 2002.

Program Goals

The goal of Project Greenlight is to establish or strengthen inmates' vital connections to their families, community-based service organizations, and positive influences before they are released from the facility, in an effort to improve their chances at successful reintegration.

Networking, Partnering & Collaboration

Project Greenlight is a collaboration among a number of public and private partners. The government partners are two state agencies that work directly with prisoners before and after release, the New York State Department of Correctional Services and the New York State Division of Parole. Community-based service organizations are also involved in the project through participating in orientation sessions for soon to be released inmates.

Outcomes

The Vera Institute of Justice is implementing an evaluation of the program. The evaluation will focus on three things: At the most fundamental level, it will determine whether Project Greenlight participants, who prepare for release in several different ways, have lower recidivism rates than similar released offenders who did not participate in the program. The study will also examine outcomes that influence recidivism such as the ability to secure stable housing, find and keep a job, relationships between people on parole and the officers who supervise them, community resources, and relationships with family and friends, all of which should discourage criminal behavior. Researchers will interview program graduates one month after release and at six months following their release dates. Based on what participants say about their own life circumstances, the researchers will determine whether the program leads to these positive intermediate outcomes. Finally, the evaluation will document which inmates benefit most and what aspects of the program are most effective.

RESOLVE TO STOP THE VIOLENCE PROJECT (CA)

Contact Information

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Organization: Government

Start Date: 1997

Program Area: Family
Public Safety

Program Description

In 1997, the San Francisco Sheriff's Department developed a restorative justice program called Resolve to Stop the Violence Project (RSVP) in response to an increase in violent crimes in the San Francisco area. This victim-driven violence prevention program is based on the premise that violence is a crime that affects an entire community. The program is built around a restorative justice framework in that it attempts to heal the damage caused by violent crime and to prevent future violent crimes.

RSVP involves three integrated components aimed at victims, the community, and the offender. The first component is the victim restoration program. The program provides support to the victims of violent crime by helping them assess the impact of the crime on their lives, assisting with their living and financial situations, and providing general support. RSVP promotes healing and helps victims to transform themselves into survivors and advocates.

The second component of the program addresses issues of community restoration and educating the public on issues of violence. Under this piece, RSVP conducts workshops and discussions at high schools and other public events to increase awareness about violent crime. An annual theater production brings together offenders and victims.

The reentry element of the program is the offender component in which the actual behaviors and attitudes that lead to violence are addressed. The San Francisco County Jail has 62 beds designated for the RSVP program. Six days a week, for 12 hours a day, inmates take part in an intensive program that involves drama classes, group learning, and group counseling designed to help the participants take a hard look at the violence in their lives. After the men are released, they continue their involvement in the program through a six-month substance abuse program or in the Post Release Education Program. The men are also required to participate in community restoration activities.

Program Goals

The goal of this program is to bring together victims, offenders, and the community in order to create opportunities for restitution and to prevent future violent crimes. RSVP's reentry program aims to change offender attitudes and behaviors as a means of relapse prevention.

Networking, Partnering & Collaboration

RSVP collaborates with community-based agencies for service referrals and local high schools to increase public awareness about violence.

Outcomes

A new study from Harvard University shows that offenders who participate in the RSVP program for more than four months are 80 percent less likely to be rearrested for a violent crime one year after being released.

SAN ANTONIO FIGHTING BACK, INC.—YOUNG OFFENDERS REENTRY COALITION (TX)

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Organization: Nonprofit

Start Date: 1989 SAFB
1997 YOC

Program Area: Public Safety

Program Description

San Antonio Fighting Back (SAFB), created in 1989, is considered a coalition of San Antonio's civic leaders, city agencies, community-based organizations, and the United Way of San Antonio and Bexar County. Generally, the coalition designs and implements holistic programming of substance abuse prevention, treatment, and aftercare services in the southeast area of San Antonio. SAFB has implemented eight key strategies through a wide variety of initiatives targeting people of every age, condition and culture across the community. These strategies are 1) collaborative problem solving through partnerships, 2) community mobilization, 3) capacity building through training and technical assistance, 4) increasing access to and utilization of substance abuse treatment, 5) implementing environmental and systems change through media and public policy advocacy, 6) implementing neighborhood-based public safety activities, 7) conducting economic development, and 8) revitalizing and restoring neighborhoods.

In 1997, data from the Community Epidemiology Work Group showed that Bexar County would be receiving an influx in former prisoners returning home within the year. No reentry programs, initiatives, or strategies were in place and 52 percent of the individuals would be returning to the Fighting Back target neighborhoods. In response, the Weed and Seed Coalition established a Young Offender Reentry Coalition to develop a reentry strategy to reduce relapse and recidivism and increase public safety and public health. Services are provided immediately after release from prison. This Coalition involved the courts, adult probation, and juvenile probation, which provided criminal justice supervision; faith-based providers, which provided intensive life skills training; treatment and mental health providers, which provided ongoing treatment; workforce contractors, which provided job training, development, and placement; and Nexus Recovery, which provided transitional housing.

Program Goals

The goal of the Young Offenders Reentry Coalition is to link critical components of the reentry process to reduce relapse and recidivism and increase public safety and public health.

Networking, Partnering & Collaboration

The Youth Offenders Reentry Coalition partners with the courts, Adult Probation and Juvenile Probation, faith-based providers, civic leaders, city agencies, community-based organizations and providers, and others.

Outcomes

According to SAFB, the Youth Offenders Reentry Coalition has served 240 persons to date; after three years, only 16 program participants were convicted of committing another crime within two years of completing the program.

SAVANNAH IMPACT PROGRAM (GA)

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Organization: Government

Start Date: 2001

Program Area: Public Safety
Employment
Education

Program Description

The Savannah Impact Program (SIP) began in October 2001 in an effort to enhance public safety. SIP focuses on protecting the public from high-risk offenders (adult and youth) who are on parole and/or probation through a collaborative community corrections program with state and local agencies. The program assists with former offenders' reentry into the community through intense supervision, substance abuse counseling, and various support programs.

The strategy of SIP is to take a population of former offenders under community control (parole, probation, and juvenile probation) who are statistically at high risk of reoffending and provide "intense supervision and … build better lives." The former offenders are intensely supervised using the leverage of their parole or probation to prevent them from having the opportunity to reoffend. Second, while they are under intense supervision, each person's needs are evaluated in terms of factors that prevent them from being productive, e.g., education, employment, substance abuse, cognitive skills; those needs are then addressed through appropriate training or treatment.

In other words, the Savannah Impact Program is a highly structured supervision and support program. Using a team concept, supervising officers are paired with Savannah police officers to co-manage offenders. The officers have lower caseloads that allow for more frequent contacts with offenders. In addition, officers have incorporated other forms of supervision to include drug screening, home confinement, curfew enforcement, and electronic monitoring. In conjunction with these initiatives, supervising officers are able to coordinate with case managers/counselors as to the type and level of service needed for offenders based on a risk and needs assessment of the individual. SIP extends beyond control by providing a significant treatment program with the majority of support programs being conducted at the SIP office. These programs include substance abuse counseling, cognitive behavior therapy, electronic monitoring, literacy training, personal finance counseling, driver's training, and job and vocational training.

Program Goals

According to SIP, the program aims to reduce recidivism; offer intense supervision and support programs by addressing the individual needs of the offender; provide resources and services; and support those high-risk offenders who want an economically independent life through education, training and skills programs, and employment opportunities.

Networking, Partnering, and Collaboration

SIP is a collaborative program consisting of personnel from the Georgia Department of Pardons and Paroles, Georgia Department of Corrections (Probation), Georgia Department of Juvenile Justice, police officers from the Savannah Police Department, and a Georgia Department of Labor Specialist. In addition, SIP has GED instructors, substance abuse counselors, and cognitive thinking facilitators who are all co-located at the SIP office. This collaboration of personnel and resources coupled with lower more manageable caseloads allows supervising officers the ability to address offenders who require

closer supervision and monitoring. The majority of the funding comes from the City of Savannah for office space, utilities, and vehicles. The state agencies provide the cost of salaries for the state employees and the Georgia Department of Corrections provides funding for the substance abuse counselors.

Outcomes

In order to measure the success of the SIP, the revocation rate is monitored, as well as the rate of employment, the amount of referrals to programs, the amount of offenders participating in programs, the frequency and type of interactions the officers have with the offenders, and the percentage of individuals testing positive for drugs.

In 2002, SIP supervised 1,080 offenders and conducted 18,793 interactions. The average number of contacts with offenders was 5.8 per month. The adult rate of revocation was 11 percent and the juvenile rate was 23 percent. The total drug screens conducted were 1,761; of those, 272 or 15 percent were positive. The employment rate for adults was 83 percent; for juveniles, the rate was 50 percent. In addition, 976 referrals were administered to programming.

SOUTHSIDE DAY REPORTING CENTER REENTRY PROGRAM (IL)

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Organization: Government

Start Date: 1998

Program Area: Public Safety

Program Description

In 1998, the Illinois Department of Corrections opened a new program called the Southside Day Reporting Center Reentry Program (DRC) in the Englewood community in Chicago. A private corporation called Behavioral Interventions runs the DRC for the Department of Corrections. The target population for this program is high-risk parolees returning to neighborhoods in South Chicago. For the purposes of this program, high risk is defined as parolees with two or more prior incarcerations, parolees who have served a sentence of ten or more years, and/or parolees aged 25 or younger sentenced for a violent crime. The DRC provides a continuum of intense supervision, monitoring, treatment, and educational services for these program participants immediately upon release from prison with the aim of reducing recidivism and thereby increasing public safety.

Parolees assigned to the DRC must report there within 24 hours of release. The program has four levels of supervision; each parolee begins at the most intensive level and works toward less intensive levels. Parolees are assigned an individual case manager who meets with them at least once a week (and, in some cases, up to seven days a week). All parolees undergo an extensive assessment upon entering the program, which helps the case manager develop an individualized supervision, treatment, and education plan. Parolees may be assigned up to three separate rehabilitation activities per week including substance abuse education and treatment, adult basic education, GED preparation, parenting and family reintegration support group, anger management, employment skills training, and career development counseling. Case managers prepare monthly reports for parole officers on parolees' progress in meeting the goals of their reentry plan. Progression through the DRC is individually paced and based on the parolee's compliance with the requirements at each level of supervision. For instance, parolees cannot move to a reduced level of supervision until s/he has been drug free for 30 days.

Program Goals

The Southside Day Reporting Center for returning prisoners has four primary goals: 1) to reduce recidivism through involvement in a highly structured program where parolees learn to modify their behavior patterns that lead to criminal activities; 2) to decrease substance abuse and sex offender relapses; 3) to increase parolees' ability to find jobs and stay employed; and 4) to provide structured activities for parolees in the community and act as a resource for parole field agents.

Networking, Partnering & Collaboration

The Southside Day Reporting Center helps parolees make linkages to community-based service providers to meet the requirements of their individual service plans.

Outcomes

More than 1,500 parolees have participated at Southside since it opened in 1998. Data analysis by the Department of Corrections on the first three years of the program (1998-2001) indicates a reduction in

recidivism compared to a closely matched comparison group of parolees who did not participate in the program. Specifically, 35 percent of the parolees admitted to the program in year one (1998) had been reincarcerated for a new crime three years after release, compared to 52 percent of the non-program group. After two years, 24 percent of the parolees admitted to the program in year two (1999) had been reincarcerated for a new crime conviction, compared to 45 percent of the comparison group. After one year, ten percent of parolees admitted to the program in year three (2000) had been reincarcerated for a new crime, compared to 35 percent of the comparison group. The Department of Corrections also estimates that the program saved $3.6 million in correctional and court costs given that the Southside Day Reporting Center program costs about $925 per participant per month or $11,000 a year compared to $2,100 a month or $20,000 a year to incarcerate a prisoner.

Additional Reading

- Lane Lasater, “Three Year Outcomes for the Illinois Department of Corrections Parolee Reentry Program at the Chicago Southside Day Reporting Center.” Evaluation report produced by Behavioral Interventions.

TRANSITION PROJECT (OR)

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Organization: Government

Start Date: 1999

Program Area: Public Safety
Health
Family

Program Description

According to the Oregon Department of Corrections (DOC), about 300 prisoners are released each month in Oregon. In 1999, the DOC established a steering committee comprised of staff from the county community corrections offices, the parole board, sheriff's department, victims' advocates, and other state and local agencies to develop a reentry plan for the state. The Transition Project evolved from these discussions and now has more than 300 people from over 70 agencies working in Oregon to improve outcomes for individuals who were formerly incarcerated.

The purpose of the Transition Project is to begin planning for an individual's reentry at the time of sentencing in order to ensure a successful reintegration upon release from prison. Once an offender is sentenced, s/he receives a comprehensive assessment; a collaborative team of corrections, courts, service providers, and family members work to develop his/her transition and supervision plan. In order to increase communication and networking, the information in the assessment and transition plan will be shared with all relevant parties. This is done so that if the participant enters an education program, staff will be aware that the individual completed a substance abuse program six months ago. At about 12 months, individuals are transported to a regional reentry institution. While there, offenders attend intensive classes and treatment sessions. Issues such as housing and clothing are also addressed prior to release.

Under the umbrella of the Transition Project, the Children of Incarcerated Parents Project was created in February 2000 to address the needs of children with incarcerated parents. This project includes an on-call child advocate, a family orientation, therapeutic visitation, a child-friendly prison system, and a transition process plan to ease the return home of the parent. A major component of the DOC's children's program is its partnership with the Oregon Social Learning Center. This partnership was established in order to create an educational parenting program aimed at the needs of incarcerated parents and their children. The parenting program, which specifically targets the prisoner population, includes an intensive 36-session course on topics such as child development and discipline. The program also emphasizes hands-on learning by holding supervised family visitation sessions with prisoners and their children.

Program Goals

The goals of the project are to increase public safety and reduce recidivism. Examples of specific objectives for the program include the following:

- Reduce recidivism.
- Increase the number of individuals successfully graduating from substance abuse programs.
- Increase the ability of individuals to maintain employment.
- Increase the number of individuals who have successfully finished the programs identified in their transition plan.

Networking, Partnering & Collaboration

A steering committee was formed in 1999 in order to increase collaboration between criminal justice agencies and community partners. The committee was made up of staff from the corrections department, law enforcement, members of the Board of Parole and Post-Prison Supervision, and other human service agencies. Since its inception, more networks have been created. Some examples of the Department of Corrections' partners include crime victims, county community correction departments, state and local social service agencies, nonprofit organizations, sheriffs' departments and jails, colleges and universities, courts, federal agencies, and community volunteers.

Outcomes

The Oregon Department of Corrections plans to collect data to track the outcomes list above.

VERMONT RESTORATIVE REENTRY PARTNERSHIPS (VT)

Contact Information

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Organization: Government

Start Date: 2003

Program Area: Public Safety

Program Description

The premise of Vermont's reentry plan is that reentry planning should begin immediately upon admission and that the community should play a role in the reentry and reintegration process. At the start of their sentences, inmates undergo a comprehensive assessment that will guide their enrollment in specific in-prison programs. Inmates are also required to participate in an educational curriculum focusing on restorative justice principles and instructions on how to develop an Offender Responsibility Plan (ORP). This plan shifts the case planning emphasis from concentrating on offender deficits to acknowledging and incorporating the needs of victims and the expectations of communities, while encouraging and supporting offender success. This plan serves as a basis for community reentry and reflects activities in which the offender will be involved, both while incarcerated and while under community supervision.

Community and victim involvement is facilitated through the use of reentry panels, comprised of citizens from the community to which the offender is returning. The reentry panel will monitor the progress of the offender throughout his/her period of incarceration, receiving reports from the corrections department on issues and treatment progress and meeting with the inmates via video conferencing. Prior to release, offenders will again meet with the citizen panel to explain what they have learned and accomplished while incarcerated and further explain the specifics of their release plans. The panel will have opportunities throughout this process to provide input and recommendations to the offender and DOC staff. Upon release, the former prisoner will meet face-to-face with the reentry panel, and continue to do so approximately every 60 days. Victims will be contacted at the onset of this process to allow them the option of being involved.

The restorative reentry partnership program is being piloted in Burlington, with plans to expand to some of the 60 citizen boards throughout the state.

Program Goals

The goals of the Vermont reentry program are to help released prisoners achieve successful reintegration while also engaging and restoring the community.

Networking, Partnering & Collaboration

The project has a number of collaborative partners including citizens, victims, and victim services groups, law enforcement, housing agencies, workforce development, and community treatment providers.

Outcomes

No outcome data was provided.

WISCONSIN GOING HOME PROJECT (WI)

Contact Information

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Organization: Government

Start Date: 2002

Program Area: Public Safety Family

Program Description

In July 2002, the Wisconsin Department of Corrections, Division of Juvenile Corrections (DJC) received a two million dollar grant (over three years) from the U.S. Department of Justice as a part of the Serious and Violent Offender Reentry Initiative. The Wisconsin Going Home Project targets male and female youth (ages 14 to 25) confined to a juvenile correctional facility returning to Milwaukee County or Brown County. Youth selected for the project have been adjudicated delinquent for serious and violent offenses such as sexual assault, battery, and armed robbery. In Milwaukee County, DJC supervises all youth leaving juvenile correctional facilities with time remaining on their correctional orders. In Brown County, DJC or the Department of Human Services supervises youth depending on the youth's legal supervision status.

The DJC provides institutional and community-based transition services to delinquent youth and their families using a three-phase model. The first phase, Institution, begins during a youth's placement at a secured juvenile correctional facility. Transition, the second stage, begins about three months before a youth returns to the community and continues for about three months in the community. The third phase, Stabilization, takes place during ongoing community supervision of the youth for an average of six to nine months. A reentry case manager leads a Transition Team for each youth through all three phases.

Program Goals

The primary goal of the grant is to provide intensive programs and services to delinquent youth and their families using the three-phase model so that youth will be better prepared to live crime-free and productive lives, resulting in increased public safety for the community.

Networking, Partnering & Collaboration

Representatives from the correctional facility, committing county, community supervision staff, families, youth, schools, workforce development agencies and other community service providers work cooperatively during all three phases in order to address the needs of the youth and his/her family as well as to build upon strengths. A DJC reentry case manager leads the Transition Team for each youth through all three phases of the project.

Outcomes

Presently, the program has no outcomes to report. However, the Going Home Project will be evaluated on an ongoing basis as youth are identified for the program and progress through the phases. The first youth were scheduled to be released to the community in July 2003.

WOMEN IN TRANSITION (MA)

Contact Information

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Organization: Government

Start Date: 2000

Program Area: Public Safety
Health
Education
Housing

Program Description

The Women in Transition program is a pre-release facility that opened in December 2000 to serve women offenders. The facility houses about 24 women and provides services for 12 women who are on electronic monitoring status. The program targets women who are in prison for two and half years or less. The classification coordinator of the committing institution for women in Massachusetts gathers a list of all women who are sentenced to Essex County and interviews them to see if they are eligible and interested in the program. If the program director approves the case, the woman is then transferred to the Women in Transition Facility.

Once at the pre-release facility, the women are given an orientation packet, a daily schedule, a list of rules for group treatment, a list of community services, and a list of women's halfway houses. Participants meet once a week with a clinician and a reintegration coordinator and participate in group therapy and family counseling. The program aims to help women identify reasons why they became incarcerated, identify solutions, and help the women move in the direction of the solutions by encouraging aftercare treatment such as a halfway house. The program provides therapeutic counseling services, GED preparation, parenting skills instruction and support groups, and domestic violence support groups.

Program Goals

The goals of the Women in Transition program are to help women identify the reasons why they went to prison and identify solutions, as well as to help the women make a successful transition back to their communities by encouraging aftercare treatment.

Networking, Partnering & Collaboration

The Women in Transition program networks and collaborates with many partners. Some include the Link House, a parent organization of the Maris Center for Women, which provides individual and group therapy for many of the women. The Office of Community Corrections, managed by the Essex County Sheriff's Department, provides group treatment for substance abuse as well as classes on anger management, life skills, and education. The program also collaborates with a local high school and college to assist with literacy and tutoring classes.

Outcomes

The Woman in Transition program produces an annual report with statistical data on the demographic characteristics, charges, and release information of the participants. The program reports that there has been an increase in the number of women who seek further treatment when they leave the pre-release facility. The pre-release program also found that the length of time in treatment—four months being ideal—improves the likelihood of successful outcomes. In 2001, all the women who left the Women in Transition program and entered a halfway house participated in treatment.

Reentry and the Faith Community: Briefing Paper

Many prisoners are released with only a bus ticket and a small amount of pocket money (Travis, Solomon and Waul 2001). In addition to this lack of material resources, most have limited education and few employment skills. Released prisoners face the immediate challenges of obtaining food, clothing, housing, and health care. The longer-term reintegration needs of returning prisoners range from finding and maintaining employment to reestablishing strained relationships with family members to accessing needed community services. Community organizations are a key part of ensuring successful and enduring reintegration outcomes for former prisoners and their families (Rossman 2002. Faith and institutions of faith can play an important role in easing the reentry process for returning prisoners and their families both before and after release from prison.

Although there has been little systematic study of the effectiveness of faith-based reentry and other services, there has been recent emphasis on expanding the opportunities of churches, temples, mosques, and other faith institutions to provide a wide range of social services. In early 2001, President Bush established the Office of Faith-Based and Community Initiatives to remove bureaucratic barriers to faith-sector initiatives in social services. The underlying notion is that faith-based and community-level services should have increased access to federal social service funds because they typically have close ties to the community and can therefore be more efficient than traditional government agencies in helping those in need.

Faith institutions and other community groups have historically played a critical role in providing support for both incarcerated and released prisoner populations. Thousands of faith-based and community organizations currently provide emergency and long-term shelter, job training, substance abuse treatment, and mentoring for released prisoners and their families. All of these services can ease the reintegration of the former prisoner. Faith-based institutions typically have strong neighborhood ties, putting them in a good position to help returning prisoners and their families in a way that is grounded both in the individual and in the community.

Religious Programming in Prisons

The faith community has a long history of interaction with incarcerated populations. Prison chaplains have long been available to inmates for spiritual guidance. In fact, prison inmates have a constitutional right to religious participation in prison (Clear 2002). From the perspective of prison administration, officials see religious programming as critical to maintaining an orderly environment and managing the idle time of prisoners. Some research has linked participation in religious programming in prison with improved behavior while incarcerated. Still other sources have linked in-prison religion with improved outcomes upon release.

Our nation's prisons have a considerable range of religion-based activities. At a minimum, every prison has at least one prison chaplain available for inmate counseling. At the other end of the spectrum, some states are experimenting with religion-based prison models offering a 24-hour-a-day, 7-day-a-week intensive Bible-based rehabilitation program. When discussing the range of religious programming, it is important to note that Christianity is the dominant religion in American prisons, as it is in American society. The other religions with a strong presence in prison are Islam and various Native American religions. While we know little about the rehabilitative effects of programs with a Christian orientation, we have even less information about the effects of other religious practices in a prison context (Clear 2002).

Some studies have found that prisoners who participate in religious programming while incarcerated receive fewer disciplinary infractions than those who do not (Johnson, Larson, and Pitts 1997). The Florida Department of Corrections has found religious services to be one of the least expensive forms of

programming and one that is linked to improved inmate behavior as measured by the number of disciplinary infractions (Florida Department of Corrections 2001). Despite these positive findings, however, the relationship between religious participation and in-prison behavior needs further study. From the current research, it is not clear whether religious attendance is directly correlated with fewer infractions or whether those who are more likely to attend services are the same people who would be less likely to break the rules for other reasons.

Religious programming is very popular with prisoners. Florida found that 38 percent of inmates are interested in attending religious programs or activities—a number higher than the participation rates for other activities. Several theories explain the popularity of religious programming. Religion can serve many purposes among incarcerated individuals (Clear 2002). Religion can be an expression of true remorse for the crimes prisoners have committed and the ways in which they have hurt or disappointed their loved ones. Time spent in chapel or reading religious texts can be a practical response to the monotony and lack of privacy in correctional institutions. On a more skeptical note, in some cases “finding religion” in prison may be motivated by a desire to present a more favorable case for an early release to the parole board.

Prison Fellowship Ministries (PFM), a national nonprofit prison-based ministry, has conducted a number of studies evaluating the effectiveness of their in-prison programs on postrelease recidivism outcomes. Results from these studies reveal some potentially promising outcomes. In one study, inmates who attended 10 or more PFM Bible study sessions in a year were nearly three times less likely to be rearrested during the 12 months after release than a matched comparison group of inmates who did not participate in the PFM program (Johnson, Larson, and Pitts 1997). Results from an in-prison program called PFM’s InnerChange Freedom Initiative (IFI) are also promising. Texas, Iowa, Kansas, and Minnesota have implemented the IFI model in at least some of their prisons. It is a comprehensive, Christ-based, biblically centered rehabilitation program open to any inmate who agrees to participate. According to a new study by the University of Pennsylvania, graduates of the Texas program were 50 percent less likely to be rearrested than a matched comparison group and 60 percent less likely to be reincarcerated (Johnson and Larson 2003).

Religiosity and Well-Being

A number of studies have attempted to document the influence of religion and religious practices on a range of health and social outcomes (Johnson 2002). For example, in addition to being associated with fewer in-prison disciplinary problems, religion may also be associated with better physical and mental health among prisoners. Some research suggests that prisoners who identify themselves as religious have fewer health problems overall than those who do not identify themselves as religious (Johnson and Larson 1998). Since mental and physical illnesses can be barriers to successful reintegration after release, the connection between religion and health is an important avenue for research to better understand a possible link between religiosity and improved health.

Some evidence suggests that religiousness is correlated with personal and emotional well-being, especially when coping with stress (Johnson and Larson 1998). Therefore, religiousness could play a positive role in a prisoner’s ability to handle the considerable stress associated with incarceration and reentry. An ability to handle the stress of reentry should have a positive impact on the chances of a successful reintegration.

Some studies have examined how individual religious involvement can reduce the likelihood that the individual will engage in crime. Research has concentrated on the role of religious involvement in preventing crime among African-American youth. One study shows a clear negative relationship between church involvement and serious crime perpetrated by young people. In particular, the influence of the

church seems to serve as a buffer on the effect of neighborhood disorder, which is thought to be one of the conditions that enable crime to flourish (Johnson et al. 2000). Further research should explore whether a similar relationship exists between religious involvement and the likelihood of former prisoners committing additional crimes.

Role of the Faith Community in Assisting Reentry

Faith-based institutions offer a wealth of resources and services for the communities in which they reside. Many of these organizations have been involved in the work of helping individuals and families cope with the effects of incarceration and return either formally or informally for many years. Importantly, some of the most active and influential faith-based institutions are located in communities hardest hit by this cycle of imprisonment and return. Where traditional public and nonprofit programs may not be able to reach the most at-risk former prisoners in poor communities, well-established churches and other faith-based institutions may be able to fill this void with needed social, educational, and employment services. Yet there is little systematic documentation of how extensive these services are, their effectiveness, and whether they have the capacity to meet the needs of reintegrating prisoners and their families (McRoberts 2002).

With a new national focus on faith-based initiatives, it is important to develop a better understanding of the role the faith community can play in assisting reentry. In lieu of specific findings on reentry and faith organizations, lessons can be drawn from efforts in other areas. In 1998, Public/Private Ventures, a Philadelphia-based national nonprofit organization committed to improving social policies, programs, and community initiatives, launched a demonstration and research project to partner faith-based organizations with **nonreligious** public and private agencies to address the needs of at-risk juveniles. Lessons from the 10 sites selected to participate in the demonstration program may offer guidance for faith-based organizations interested in assisting in the reentry process.

Early findings from the demonstration sites suggest that there is no simple model for building effective faith-based programs for high-risk juveniles (Ericson 2001). Researchers point to three distinct steps that seem to form the foundation of successful programs: (1) building relationships with the clients or target population; (2) drawing them into available programs and services; and (3) connecting them to appropriate services. They also found that faith-based institutions are generally open to developing partnerships with other groups. The challenges faith-based institutions have faced include inadequate personnel policies, hiring practices, fiscal management, and fundraising capacities and uncertainty or inexperience in communicating with the secular world about their work. Importantly, researchers also found that participating faith-based organizations have a high degree of credibility within the community.

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Reentry and the Faith Community: Sample Programs

Program Name	Geographic Area Served
▪ Amachi	Philadelphia, PA
▪ Conquest Offender Reintegration Ministries	Washington, DC
▪ Court Services and Offender Supervision Agency—Faith Community Partnership	Washington, DC
▪ Detroit Transition of Prisoners	Detroit, MI
▪ Episcopal Social Services—Network Program	New York, NY
▪ Helping Up Mission—Spiritual Recovery Program	Baltimore, MD
▪ Inner-City Muslim Action Network	Chicago, IL
▪ Kairos Horizon Communities in Prison	FL, OH, OK, TX
▪ Keystone Ministries	Vicksburg, MS
▪ Men of Valor	Oakland, CA
▪ New Horizons Ministries	Cannon City, CO
▪ Prison Fellowship Ministries—InnerChange Freedom Initiative	TX profiled; also IA, KS, MN
▪ Prodigal Ministries	Louisville, KY
▪ Project Blanket	Pittsburgh, PA
▪ St. Leonard's Ministries	Chicago, IL
▪ Teen Challenge	National
▪ Wheeler Mission Ministries	Indianapolis, IN
▪ Woman at the Well House Ministries	San Antonio, TX

AMACHI (PA)

Contact Information

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Organization: Nonprofit

Start Date: 2000

Program Area: Faith

Program Description

The Amachi program began in Philadelphia in January 2000. A West African word, Amachi means "who knows but what God has brought us through this child." Recognizing that an estimated 20,000 children in Philadelphia have parents who are incarcerated, the Amachi program was developed to provide support to these at-risk children by providing them with caring adult mentors. Amachi has three types of mentoring programs: community-based one-on-one mentoring, school-based one-on-one mentoring, and church-based one-on-one mentoring. The program is organized around clusters of 10 congregations, each of which is given a stipend. As part of a performance-based agreement, each participating congregation must maintain at least 10 active mentors. To maintain the full stipend, each congregation is required to submit data collection forms in a timely manner. Public/Private Ventures staff provides data collection, reporting, and management services, which allow program managers to assess the congregations' activities and monitor the mentoring matches.

The Amachi model for pairing adults and children begins in the congregations where volunteer mentors are recruited. Volunteers are screened by Big Brothers Big Sisters of America (BBBSA) in order to ensure that they are suitable to participate in the program. BBBSA also provides training in appropriate and effective mentoring techniques, with a focus on developmental approaches that allow children to establish trust in their mentors. Children are recruited by Amachi and by the congregations through prison-based outreach, community-based outreach, and the individual congregations. BBBSA case management and church coordinators supervise the matching of mentors and children.

Primary Goals

The primary goals of Amachi are to provide a supportive network to at-risk children whose parents have been incarcerated.

Networking, Partnering and Collaboration

Amachi is a partnership between secular and faith-based institutions, including 71 congregations (50 in Philadelphia, 10 in Chester, and 11 in New York), Public/Private Ventures (a social policy think tank), Big Brothers Big Sisters of Southwestern Pennsylvania, and the Center for Research on Religion and Urban Civil Society at the University of Pennsylvania. Due to increased exposure of Amachi, the program is expanding to other cities and states.

Outcomes

Since the inception of the Amachi program, over 600 matches have been made, with 75 percent remaining active as of April 2003. Many of the matches have been active for more than 18 months. Activity reports from the mentors indicate that, on average, they spend more than nine hours per month with the children and have over four hours of telephone contact per month. More rigorous evaluations measuring the value and the impact of the Amachi program will be conducted within the year.

CONQUEST OFFENDER REINTERGRATION MINISTRIES (DC)

Contact Information

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Organization: Nonprofit

Start Date: 1995

Program Area: Faith
Employment
Housing

Program Description

In December of 1995, the Conquest Offender Reintegration Ministries (CORM) was established in Washington, DC. CORM is a Christian ministry that provides support services to men and women who were formerly incarcerated. Several distinctive programs are offered to help former offenders transition back to society. In 1997, CORM began implementation of the Reintegration of Ex-offenders Project. The program is designed to have mentors work with offenders while they are still incarcerated in order to construct a transition plan. Once the offender is released, the CORM volunteers meet several times with the individual to help him/her find housing, clothing, and employment. The program offers services such as mentoring; case management; resume preparation; assistance with obtaining important papers like a social security card; and assistance with job hunting, food, and clothing for job interviews. This program is a structured mentor-based program that emphasizes accountability and responsibility.

A component of the Reintegration of Ex-offenders Project is the Transitional Housing and Aftercare Center. In the near future, homeless former prisoners will be offered transitional housing, for up to one year, in a structured Christian environment at the Center. Individuals will receive biblical counseling, clean, supervised living quarters, financial management services, job training and life skills seminars, referrals to health services or legal services, and education assistance.

Another innovative program offered through CORM is the Families Accessing Careers in Technology Services, or FACTS, which specifically targets Temporary Assistance for Needy Families (TANF) recipients who have a parent or spouse in prison or on probation. The FACTS program was created to help TANF recipients overcome technology barriers to employment. In addition to having a spouse or parent incarcerated or on parole, participants in this program must be 18 years of age or older and have a high school diploma or GED. They must be a TANF recipient or considered to be a low-income person as well as be able to attend classes during the week for over a month.

Program Goals

The goals of CORM are to prevent crime and reduce recidivism by providing services and meeting the needs of former offenders.

Networking, Partnering, & Collaboration

CORM has established several partnerships with local churches in the Washington, DC, area and with other agencies. In 2001, the Court Services and Offender Supervision Agency began a faith-based initiative for its parolees. CORM joined the initiative in 2002. CORM is also a member of the Washington Ministry Delivery Team of Prison Fellowship Ministries (PFM). CORM and PFM collaborate in the Washington, DC, area by providing services to individuals who were formerly incarcerated. .

Outcomes

CORM does not evaluate the success of its program using formal statistics. Rather, the program measures its effectiveness based upon its service delivery model or the CARE model. The rule of thumb used is that when elements of the CARE model are carried out effectively, they have an impact on the offenders. The service delivery model has four components. The first element, compassion, ensures that the service delivery of the CORE program involves respect, trust, and dignity for others. The second element, accessibility, means that CORM strives to make sure that the target population of the program knows about the resources and services offered. In achieving the third element, relevancy, CORM staff seek to stay on top of what is new in the criminal justice arena in order to better serve their clients. The last component is effectiveness. CORM tries to ensure that the services are high quality and designed to help clients succeed in life.

COURT SERVICES AND OFFENDER SUPERVISION AGENCY—FAITH COMMUNITY PARTNERSHIP (DC)

Contact Information

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Organization: Government

Start Date: 1997 CSOSA
2002 FCP

Program Area: Faith

Program Description

In 2001, the Court Services and Offender Supervision Agency (CSOSA) entered into a partnership with Washington, DC's faith-based institutions in order to provide support and assistance to the approximately 2,000 prisoners who return to the District of Columbia each year. The CSOSA/Faith Community Partnership launched its "call to action" in January 2002. Volunteer mentors are recruited from area faith institutions. These mentors serve as a supportive link between the offender and the faith-based institution as the individual begins to reintegrate into the community. The District of Columbia is divided into three service areas for matching and administrative purposes. Within each cluster is a lead institution and a cluster coordinator.

In order to make the matches, CSOSA Transitional Intervention for Parole Supervision (TIPS) teams administer screening and assessment tools to the offenders prior to their release to determine which persons would be suitable for the mentoring program. After the assessment, a TIPS community supervision officer reviews the findings with the individual, and they work together to develop realistic goals and time lines for completion of the goals. The result is an initial supervision plan that is periodically updated while the former prisoner remains in the halfway house for the first 90 days. Mentors are assessed through an application process and a personal interview. They also receive training prior to being matched with a mentee. The former prisoner receives a team of two to three mentors, access to social services, employment and housing referrals, and other support services.

Program Goals

The program seeks to address the problems that former offenders face in transitioning back into the community by providing them with volunteer mentors who serve as a link to a faith-based institution.

Networking, Partnering and Collaboration

More than 40 churches, temples, and mosques in Washington, DC, are involved in the partnership. The following are some of the faith-based organizations that participated in Reentry Weekend II: Pilgrim Baptist Church, Israel Baptist Church, New Commandment Baptist Church, Zion Hill Baptist Church, Upper Room Baptist Church, Johnson Memorial Baptist Church, Morning Star Baptist Church, Greater Mt. Calvary Baptist Church, St. John's United Methodist Church, Foundry United Methodist Church, Community United Methodist Church, Faith Tabernacle of Prayer, Praise Redemption Worship Center, Founding Church of Scientology, and International House of Prayer for All People.

Outcomes

Since the program is so new, no outcome information is currently available. However, data will be collected to evaluate the program's design, implementation, and continuing dynamics of progress and expansion.

DETROIT TRANSITION OF PRISONERS (MI)

Contact Information

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Organization: Nonprofit

Start Date: 1993

Program Area: Faith

Program Description

The Prison Fellowship Ministries established the Detroit Transition of Prisoners (TOP®) program with financial support from the W. K. Kellogg Foundation. TOP® is a faith-based aftercare program for Michigan Department of Corrections inmates who are within six months of release and are returning to the Detroit metro area.

Participants enter the TOP® program immediately after release from prison and, depending on when they complete their transition plan, stay in the program for six months to two years. The primary way that the TOP® program helps clients reintegrate back into the community is by using the involvement of faith institutions as well as mentoring, group interactions, and referrals to social service agencies in the community. This comprehensive approach is coordinated through a central office in Detroit. The core staffing unit is comprised of a CEO, a program manager, three caseworkers, two faith coordinators, and two administrative assistants. TOP® staff work with local leaders and faith institutions to bring together volunteer mentors to help participants and their families.

Prior to entering the program, every applicant is assessed to determine whether the program is a good match for his/her level of risk (using the Level of Services Inventory-Revised). Once an applicant is accepted, the assessments are used to help develop a transition plan. TOP® clients are matched with faith institutions and trained mentors. Participants are expected to attend religious services, attend weekly meetings in which they discuss life and faith issues, and address cognitive behavioral development with a trained mentor or caseworker.

Networking, Partnering, & Collaboration

The TOP® program collaborates with over 25 ministries and organizations to provide substance abuse services and job placement. The program also developed a national ministry of mentor training in 17 cities and 14 states.

Program Goals

The goal of TOP® is to encourage, train, and support local faith institutions in building their capacity to help prisoners and former offenders effectively transition back to the community. In addition, upon completion of the program, it is hoped that the clients will have successfully transitioned back into the community with stable housing and employment and will continue to be involved in the faith community.

Outcomes

The Consortium of Research, Evaluation and Consulting Services (CORECS) has evaluated the TOP® program over the years. One of the major findings from the study revealed that those in the control group were 10 times more likely to return to prison than those who graduated from the TOP® program. Only 18 percent of TOP® graduates returned to prison up to three years after the program.

EPISCOPAL SOCIAL SERVICES—NETWORK PROGRAM (NY)

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Organization: Nonprofit

Start Date: 1831 ESS
1999 NP

Program Area: Faith
Health
Public Safety

Program Description

In 1979, the New York State Department of Correctional Services created the Network Program, a therapeutic community for inmates. Available in 30 facilities across the state, it emphasized personal responsibility and community living. Although the Network Program was well received by prison administration and staff, it was discontinued in 1990 due to budget cuts. In 1999, Episcopal Social Services (ESS) received permission to reintroduce the Network Program in New York correctional facilities. ESS is a nonprofit, non-denominational social services agency begun by the Episcopal Mission Society.

Patterned after the original program, the Network Program is currently operating in nine facilities, with individual Network cellblocks housing between 30 and 100 men and women who participate in daily group meetings. The Network Program also includes a post-release community component that was created by ESS in 1990 to serve parolees released from shock incarceration programs (a six-month boot camp program for offenders in need of substance abuse treatment). The community-based component provides services to work-release inmates from four facilities and to parolees by providing weekly group meetings at two sites in New York City. Ideally, individuals begin their involvement with ESS while in prison and then transition to the community component of the Network Program.

The Network Program is built on the therapeutic community model of behavior modification, a group-method approach typically used in substance abuse treatment settings. Therapeutic communities focus on building self-esteem and a sense of community among the participants by examining issues of personal responsibility for past behaviors and how one can learn from the past to change future behavior. The ultimate goal of this type of treatment approach is to change participants' lifestyle and identity (in this case, move them away from a life of crime and substance abuse). The program is organized around a series of group meetings that take place in prison and then in the community upon release. These meetings, which occur on a daily basis in prison and weekly in the community, are the program's only organized group therapeutic activities. Participants primarily run the meetings in both settings with little interference from ESS or corrections staff.

The basic Network session consists of three different meetings: the Community Meeting, the Four-Part Meeting, and the Clearing Meeting. The Community Meeting, which normally starts all Network functions, focuses on the individual's responsibility to self and as a member of a larger community. The process allows members to confront themselves and be confronted by others, in an environment of mutual concern and support. The Four-Part Meeting follows the Community Meeting. Here, smaller groups meet and talk in the four-part format. The first part focuses on self-affirmations. The second part is a time to share stress and concerns. In the third part, each member develops a plan of action for the near future. The fourth part is a period of silence for reflection. The Clearing Meeting finishes a regular session of Network. It provides each participant with time to air his or her feelings without interruption or comments from other members.

Program Goals

The in-prison component of the Network Program strives to help prisoners create a supportive community and, ultimately, to prepare them for release. The community-based component focuses on meeting participants' reentry needs so that they may successfully reintegrate back to their families and communities.

Networking, Partnering & Collaboration

ESS continues to develop partnerships with correctional staff to ensure the successful implementation of both the in-prison and community components of the Network Program.

Outcomes

ESS commissioned the Vera Institute of Justice to conduct a process evaluation of the Network Program to help them better understand how the program has been implemented, how it may be improved, and to learn something about the types of offenders it attracts.

Researchers found that successful implementation of the in-prison program was tied to three elements: (1) building relationships with counselors and officers to create a sense of shared mission and cooperation; (2) providing corrections staff with the appropriate tools to oversee the program; and (3) encouraging communication between corrections and ESS staff. Implementation of the community-based component was not influenced by these elements. Here, the program's focus on reentry and innovative approaches seems to be more influential in determining correctional staff's acceptance and use of the program.

They also found that long-term violent offenders were more likely to participate in the in-prison program while the community component seemed more likely to attract minority drug offenders.

Additional Reading

- Stemen, Don. 2002. *The Network Program of Episcopal Social Services: A Process Evaluation*. New York: The Vera Institute of Justice. http://www.vera.org/publication_pdf/181_328.pdf.

HELPING UP MISSION—SPIRITUAL RECOVERY PROGRAM (MD)

Contact Information

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Organization: Nonprofit

Start Date: 1885 HUM
1993 SRP

Program Area: Faith
Health
Education

Program Description

Helping Up Mission, a nonprofit organization, was founded in 1885 by Pastor Abraham Ezra Brandanbaugh to help the poor and underserved of Baltimore. Currently, the Mission offers a variety of programs designed to meet the physical, psychological, social, and spiritual needs of people who are disenfranchised. For the first 109 years of its existence, the focus of Helping Up Mission was primarily emergency overnight services for homeless men (meals, clothing, showers, lodging, and spiritual hope). In the early 1990s, the Mission expanded its services, instituting a residential program for men striving to overcome poverty and drug related addictions. Helping Up Mission also has a Spiritual Recovery Program (SRP) that serves former offenders as part of the catchment group.

The one-year Spiritual Recovery Program, which began in the early 1990s, provides support services such as spiritual life classes, 12-step classes, adult basic education, computer literacy training, legal and medical services, career counseling, job placement assistance, mental health counseling, and health education. Over 300 men are admitted on an annual basis. Many men hear about the program while staying in overnight status, others hear through word of mouth, some are given Mission information in the prisons, and others are remanded to the Mission by the criminal justice system. According to the program, 85 percent of the individuals served by the Mission are battling drug addiction; many lost everything and wound up homeless; most were formerly incarcerated.

Helping Up Mission has a growing graduate transitional housing program for men who feel they need time for further recovery within the Mission community. These men pay a small lodging fee ($50 per week) and have access to all the Mission services. Graduates living at the Mission are required to attend a minimal number of required classes each week. Helping Up Mission is planning to increase transitional living services as well as the number of men who can be served by the Spiritual Recovery Program.

Program Goals

The goal of the one-year Spiritual Recovery Program is to “provide a structure that will change patterns of destructive behavior into patterns of wholesome living in the context of family, church, community, and career.”

Networking, Partnering & Collaboration

Helping Up Mission works closely with a variety of organizations to meet the needs of its constituents. These partnerships include social services, health care providers, lawyers, educators, corporations, IT professionals, architectural firms, and carpenters. Social services provide food stamp and temporary emergency housing and medical assistance money to the men in the program with Helping Up Mission as the payee. This relationship helps cover a small percentage of the Mission’s overall budget for food, supplies, and housing. The Mission’s health care partners meet the various medical needs of the men for little or no fee. Its legal partners provide pro-bono assistance to the men, helping them clear up anything that might be a barrier to employment after they leave the program. Educators volunteer their time in the

Mission's Innovative Learning Center, tutoring men in math and literacy and preparing those who do not have their high school diploma to take the state GED exam. The Mission works closely with many corporations in the Baltimore area to arrange employment for the men once they enter the "life preparation" stage of the program (8 months). IT professionals assist the Mission with acquiring and maintaining hardware and software. Architectural firms provide guidance for renovations and expansion to the facilities; carpenters assist with repairs.

Outcomes

The ultimate goal of Helping Up Mission is that the men who complete the one-year Spiritual Recovery Program go from having a "net negative impact" to a "net positive impact" on society. By the time they leave the Mission, graduates should have all the tools necessary for a full and lasting recovery (a strong and growing faith, a well-established support system for encouragement and accountability, a church home, a good job with opportunity for advancement, the education needed to develop a solid career, freedom from bondage to the penile system, physical and mental well-being, and a healthy bank account to ensure they can obtain housing in a safe and wholesome neighborhood).

Mission staff began gathering basic statistical data in 1999. Post-graduate studies consistently indicate that 80 percent of those who graduate from the Spiritual Recovery Program are still drug-free and employed one year after they complete the program. The overall effectiveness of the Mission's Spiritual Recovery Program will be formally evaluated over the next one to three years by a group of researchers from The Johns Hopkins University.

INNER-CITY MUSLIM ACTION NETWORK (IL)

Contact Information

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Organization: Nonprofit

Start Date: 1995

Program Area: Faith

Program Description

Inner-City Muslim Action Network (IMAN) is a nonprofit organization that focuses on community building and development in the inner city through the empowerment of its people. The organization was established in the fall of 1995 by a group of Muslim students concerned with the increase in poverty in Chicago's inner city. IMAN strives to create a network of Muslims and non-Muslims who work together to effect positive change using the prophetic model to become trustworthy and inspiring agents of such change. Driven by the Islamic ethic of serving humanity, IMAN has initiated an array of programs and projects that seek to effect real and positive social change. In order to achieve its goals and keep its vision relevant, IMAN has developed a diverse membership and staff, which includes community residents, youth, professionals, and students.

IMAN offers services to the increasing number of Muslim men and women who are incarcerated in the Cook County Jail. Currently, IMAN participates closely with the leadership of currently incarcerated Muslims in the jail to coordinate yearly holiday festivals and to provide information about Islam to interested inmates. IMAN is also expanding its mission to reach beyond the prison gates. Its new prison outreach program is designed to improve outcomes for children, families, and prisoners. To achieve its mission, IMAN is developing, implementing, and pursuing a broad range of reentry strategies, including post-release services, community linkages, resource development, volunteerism, public education, professional training. and crime prevention.

Program Goals

The goal of the prison outreach program is to provide inmates reentering Chicago's communities with a comprehensive, systematic continuum of services, including, but not limited to, employment, pro-social skills development, and linkages to community services and resources.

Networking, Partnering and Collaboration

IMAN is forging relationships with community, faith, and corrections agencies as it develops its prison outreach program. The organization currently collaborates with the Southwest Youth Collaborative, a Latino-American church, and the Arab American Action Network for the IMAN after-school program, which seeks to create an empowering environment through which issues of racism and prejudice can be addressed and confronted. In addition, IMAN has formed partnerships with the Chicago Project for Violence Prevention, Youth Net, and the Southwest Youth Collaborative to focus on developing positive weekend/evening programs to serve as deterrents to the gangs that have presented such a deadly community problem in Chicago's 8th district.

Outcomes

No outcome information was provided.

ISLAMIC HEALTH & HUMAN SERVICES (MI)

Contact Information

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Organization: Nonprofit

Start Date: 1992

Program Area: Faith
Health

Program Description

Islamic Health and Human Services (IHHS) is a nonprofit agency founded by Imam Sharif A. Muhammad in 1992 to fulfill a promise to his late wife, A'isha. Her request was that Sharif work toward a time when Muslims could have health care according to the needs dictated by their religion. IHHS provides training in Islamic health care to a large number of health care organizations, and Imam Sharif Muhammad serves as Coordinator of Islamic Health Care at St. John Detroit Riverview Hospital.

Out of a significant need by the incarcerated population of Muslims, IHHS provides volunteer services in the Michigan Department of Corrections on a regular basis. In addition, Dr. Judi Muhammad, Executive Vice President of IHHS, serves on the Chaplains' Advisory Board for the Michigan Department of Corrections and on the Chapel Board for Books Correctional Facility in Michigan.

In addition to providing services to incarcerated Muslims, those who are released to the Metro Detroit Area and request assistance are entered into the Shadow program, which is managed by Aassyyid Umar Yefunu. In this program, each returning prisoner is given a mentor who will provide information, support, and introduction into the Muslim community. The returning prisoner is required to put forth effort in communication and in attaining the agreed-upon education. In addition, when the person is in need of substance abuse services or mental health services, he or she may receive them through the agency, which is licensed by the State of Michigan.

Program Goals

The goals of the agency, which primarily but not exclusively serves the Muslim population, are to provide services and/or referrals for all social service needs.

Networking, Partnering and Collaboration

IHHS works independently of any mosque, making the services available to all. It collaborates with the Hamtramck Medical Clinic, where medical care is arranged as needed, and with St. John Detroit Riverview Hospital, through which health insurance is provided without cost to those in need. Many local Muslim business owners provide employment for those returning to society.

Outcomes

No outcomes were provided.

KAIROS HORIZON COMMUNITIES IN PRISON (FL, OH, OK, TX)

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Organization: Nonprofit

Start Date: 1976 KPM
1999 KHC

Program Area: Faith
Family
Employment

Program Description

Kairos Horizon Communities in Prison is a nonprofit organization founded to establish faith-based residential programs in prisons. The first project was established in 1999 at Tomoka Correctional Institution in Daytona Beach, Florida, in collaboration with the Florida Department of Corrections and the Florida Commission on Responsible Fatherhood. Other Horizon multi-faith programs are active elsewhere in Florida, in Ohio, Texas, and Oklahoma, and while not strictly a pre-release program, some states view it as that. Horizon is an outgrowth of Kairos Prison Ministry, an ecumenical ministry established in 1976 and now active in over 260 prisons in 30 states and four foreign countries. The two ministries share an office together in Winter Park, Florida.

Kairos Horizon Communities in Prison works with male inmates prior to their release to begin the process of rehabilitation before they return to their communities. The program houses 40 to 60 inmates in separate housing units in the prison; it emphasizes spirituality, faith, family reunification, and employability. The men maintain their regular work or education assignments during the day. Programming usually takes place during the evenings, three times a week, over a period of one year. Programming varies by location, but typically includes the following components:

- *Godparents (or Outside Brothers or Sisters).* Lasting for about six months, this is an informal mentoring component in which volunteers from local churches, synagogues, and mosques visit with the participants.
- *Journey.* This group study session, which is about four months in length, focuses on self-discovery and the scriptures.
- *Quest.* This program, seven months in length, emphasizes anger management, parenting skills, relationship skills, and life skills.
- *Family Relations.* This segment provides an avenue for participants to work on building relationships with their families through weekly letter writing. During this time, other special events such as a family day are scheduled in an effort to facilitate family reunification.
- *Worship, Prayer, and Service.* This program ensures that certain times are scheduled for worship and community prayer. The men in the program live in family pods with six to eight other men. During scheduled weekly meetings, they discuss community issues.

Other programs offered through Kairos Horizon may include monthly workshops on prayer and meditation; substance abuse programming; computer skills classes; GED classes; as well as discussion groups on listening, cooperating, and problem solving; and a journaling series on fatherhood issues.

Program Goals

The goal of Kairos Horizon is to create a community of support and respect in which participants may learn responsibility, accountability, and employability through engagement with the faith community and deepening their faith.

Networking, Partnering & Collaboration

Kairos partners with many outside agencies, including the various state departments of corrections; Corrections Corporation of America; the Florida Commission on Responsible Fatherhood; the Administration on Children and Families of the U.S. Department of Health and Human Services; Crown Financial Ministries; the Salivation Army; Peace Creations in California; local churches, synagogues, and mosques; The Center for Islamic Studies in Ohio; the Interfaith Center for Peace in Columbus; and Caliber Associates.

Outcomes

An external evaluation reported that the program instilled a “positive subculture” within the prison population. A survey of work supervisors found that improvement in the men’s work was seen in 70 percent of the clients, and 58 percent of the clients had a “positive influence on others in the work environment.” The program also reports improved family relations, which it credits to its mandatory weekly letter writing to family members and other family-oriented programs.

KEYSTONE MINISTRIES (MS)

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Organization: Nonprofit

Start Date: 2001

Program Area: Faith
Education
Employment
Family

Program Description

Keystone Ministries is a reentry aftercare program that was established to address the multiple needs of former offenders by focusing on helping the total person. Keystone is a self-contained program set up to be non-threatening both socially and economically; it is designed to retrain up to 50 former offenders and/or parolees. By using a network of departments, Keystone attempts to educate, support, and train the individual while helping him develop relationships with staff members and the community at large. The program's multiple components include church, family services department, educational department and vocational department.

The target population is nonviolent men who show an interest in Christian values and are willing to work with the program, including drug and alcohol treatment. Potential clients hear about the program through word-of-mouth from other inmates; in some cases, jail and prison staff use Keystone. In several cases, Keystone has been chosen as an alternative sentence to prison. The application process begins with a letter to the program from the inmate and includes a thorough background check and personal interview.

Keystone Academy, the entry point into the program, is the place where clients begin to identify the life skills necessary to change their habits and behavior patterns to reenter society successfully. The program begins immediately after release and lasts for 60 days. During that time, Keystone transfers skills, knowledge, and techniques to the clients utilizing daily 12-step support groups, personal counseling, and religious instruction and discipleship in order to help them become productive citizens. In the Academy the individual is provided with all meals and lodging; an educational director and vocational director oversee his progress. Also, clients undergo apprenticeship training through which they learn marketable skills, learn to deal with personal finances, and study for the GED, if necessary.

Program Goals

Keystone's mission is to assist newly released former offenders as they reenter society by enabling them to overcome their addictions and live clean and sober.

Networking, Partnering & Collaboration

Though many of the departments are self-contained, many outside organizations, churches, and individuals actively support Keystone's efforts. These include local grocery stores that donate food as well as several 12-step programs. Also, Keystone maintains an excellent rapport with local law enforcement agencies that are used in an advisory capacity.

Outcomes

Since picking up its first client on May 1, 2002, Keystone reports that 22 former offenders have participated in the program. The organization is tracking its clients' progress and will continue to collect data as the program grows.

MEN OF VALOR (CA)

Contact Information

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Organization: Nonprofit

Start Date: 2001

Program Area: Faith
Education
Employment
Housing

Program Description

In 2001, Dr. Bob Jackson established Men of Valor as a nonprofit Christian organization. The program is sponsored by the Acts Full Gospel Church and operates in accordance with the biblical mandate expressed in Luke 4:18-19, “The Spirit of the Lord is on me, because he has anointed me to preach good news to the poor. He has sent me to proclaim freedom for the prisoners and recovery of sight for the blind, to release the oppressed, to proclaim the year of the Lord's favor.” The program is designed to aid former offenders and high school dropouts between the ages of 15 and 25. The Men of Valor program enables the church to become more involved in both the criminal justice system and the school system by assisting those who are serious about making lifestyle changes.

Components to the program include education assistance, which helps individuals obtain their high school diplomas or to follow up on college-level courses if appropriate. In the lifestyles training courses, participants receive sex education, anger management, relationship management, and financial planning. Spiritual development focuses on assisting the individual in establishing a closer relationship with God as well as spiritual growth and fostering a lasting connection with the church. Housing and food are provided for up to 45 participants; others are given assistance in finding housing. The work programs give participants job skills such as training in word processing and computer applications. Assistance with resume preparation, interviewing preparation, and job counseling are also offered.

Program Goals

The goal of the program is to help former offenders and high school dropouts by providing services and resources to help them reintegrate into society.

Outcomes

Outcome information was not provided.

NEW HORIZONS MINISTRIES (CO)

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Organization: Nonprofit

Start Date: 1992

Program Area: Faith
Family

Program Description

New Horizons Ministries is an independent Christian organization governed by a council composed of individuals from Mennonite churches. Through cooperation with state and local agencies, New Horizons provides free care and nurturing to children whose mothers are unavailable for a number of reasons, including incarceration. The organization takes the children for regular visits with their mothers when reasonably possible. For children whose parents will be incarcerated for a lengthy period of time, New Horizons arranges for permanent placement in a loving, healthy home.

New Horizons Ministries also provides Sunday morning services and life skills classes in the prison facilities. In addition, it is in the process of implementing a child reintegration program that will include access to short-term housing in a safe environment for mothers. The mothers will be taught skills such as child care, homemaking, and job training. The goal of the program is to help the mothers become independent and productive members of society so that they may provide a safe and caring environment for their children.

Program Goals

To provide Christ-centered care and support to children and families in need is the goal of New Horizons Ministries. It achieves this goal through child placement services that are based on a 1:1 model, meaning that one child is placed with one caregiver, and one transitioning offender is placed with one family. This ratio promotes an increased likelihood of bonding and successful transitioning both for the child and for the mother.

Networking, Partnering & Collaboration

New Horizons Ministries works with local and state penal and social service agencies. It has recently become a licensed child care placement agency within the state of Colorado. It has also been recognized by the Colorado Department of Corrections as a certified reintegration program for transitioning mothers.

Outcomes

Since its inception, New Horizons Ministries has cared for more than 70 babies, 94 percent of whom were reunited with their mothers. Three percent were adopted as the result of requests by the parent or guardians; and 3 percent had custody assigned at the request of the mothers to the child's caregiver. The organization's advisory board is reviewing the possibility of a more formal evaluation for the program.

PRISON FELLOWSHIP MINISTRIES—INNERCHANGE FREEDOM INITIATIVE (TX PROFILED - ALSO IA, KS, MN)

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Organization: Nonprofit

Start Date: 1976

Program Area: Faith

Program Description

Prison Fellowship Ministries (PFM), founded by Chuck Colson in 1976, is a nonprofit organization that relies on volunteers. The ministry is centered around the idea that crime results from moral and spiritual problems that must have moral and spiritual solutions. Prison Fellowship ministers to prisoners, former prisoners, families of prisoners, and victims of crime, utilizing the talents and skills of 40,000 volunteers nationwide in nearly 1,700 prisons throughout the United States. The ministry to former prisoners includes several different aftercare programs that help the church reach out to individuals in transition from prison to home. The Life Series Plan is made up of three 10-hour courses that assist prisoners in developing a set of skills to help them make a successful transition to freedom. These skills include dealing with finances, finding and maintaining steady employment, establishing a social support network, and establishing ties with a local church. Former offenders also learn spiritual principles to help them avoid unproductive habits. PFM also runs the Winning at Work Series, which consists of two eight-hour courses: HIRE (Here is a Responsible Employee) and HOPE (Helping Ourselves Prepare for Employment). These classes are focused on assisting individuals in recognizing the importance of the work ethic, including being accountable, honest, respectful, and dependable in a work environment. Basic skills such as resume writing, interviewing, and filling out job applications are also taught.

The InnerChange Freedom Initiative (IFI) is a faith-based prison program based on the Association for Protection and Assistance of the Condemned (APAC) program that was founded in Brazil in 1973. IFI programming uses a transformational model that promotes self-discovery through faith. The four-phase program begins about 18 to 24 months before release then continues for six to 12 months after release. Phase One concentrates on spirituality, education, work, and personal growth. Phase Two focuses on preparing the offender through prison work programs. Phase Three involves the transition to a halfway house facility; and Phase Four focuses on reintegration, family, and the church.

In April 1997, the state of Texas asked the Prison Fellowship Ministries to establish the IFI program at a prison facility near Houston, Texas. The Carol Vance Unit offers IFI programming for former offenders who are planning to return to Harris County or nearby counties. Prison Fellowship Ministries also established a program for inmates at the Newton Correctional facility in Iowa. Once inmates at this facility complete the program, they are transferred to a halfway house. Another facility is the Winfield Correctional Center located in Winfield, Kansas, at which programming is offered to minimum security inmates. Before release and after completion of the program, inmates are transferred to a halfway house in Wichita. In 2002, Minnesota began operating as the fourth program at Lino Lakes Correctional Facility.

Program Goals

PFM aims to “equip and assist the Church in its ministry to prisoners, ex-prisoners, victims, and their families and in its promotion of biblical standards of justice in the criminal justice system.” IFI’s goals are to aid the transformation of prisoners through faith as well as through providing a prison environment that promotes respect and spiritual renewal of prisoners so they will lead productive lives.

Networking, Partnering & Collaboration

PFM/IFI collaborates with the state correctional facility, local churches in the community, and volunteers to assist both inmates and their families.

Outcomes

According to the program, about 220 IFI participants have been released from prison after completing at least 16 months in the program—161 in Texas, 34 in Iowa, and 25 in Kansas. An estimated 75 percent of these 220 men are gainfully employed. Only 16 (7 percent) have been returned to prison.

The University of Pennsylvania recently released preliminary findings from a study of the Texas InnerChange Freedom Initiative. According to the study, graduates of the program were 50 percent less likely to be rearrested than a matched comparison group. Specifically, the rate of re-arrest for the Texas IFI participants was 17.3 percent compared with 35 percent for their counterparts who did not participate. IFI graduates were also 60 percent less likely to be reincarcerated. Eight percent of IFI graduates were returned to prison, compared with 20.3 percent of the non-participants.

Additional Reading

- Johnson, B.R and D. Larson 2003) “The InnerChange Freedom Initiative: A Preliminary Evaluation of a Faith-Based Prison Program.” Philadelphia: The University of Pennsylvania.

PRODIGAL MINISTRIES (KY)

Contact Information

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Organization: Nonprofit

Start Date: 1994

Program Area: Faith
Employment

Program Description

Prodigal Ministries was formed in 1994 as a nonprofit Christian ministry that is part of the Fourth Avenue United Methodist Church in Louisville, Kentucky. The number of clients served by Prodigal Ministries is limited to 12-15 former offenders and their families at any given time. The organization aids former offenders by helping them move from despair to productivity through mentoring, Christian counseling, support groups, and employment assistance. Individuals are required to attend two support group meetings per month to maintain their status as clients.

Primary Goals

The mission of Prodigal Ministries is to assist former offenders who wish to accept a Christian community as a path to a productive life by providing support groups, worthwhile employment, Christian counseling, and mentoring relationships.

Networking, Partnering & Collaboration

Prodigal Ministries works with several faith and community service agencies, including St. Vincent DePaul, the Healing Place, Wayside Christian Mission, Center of Hope, All the Way House, Heywood House, 3rd Step Volunteers of America, Talbott House, Salvation Army Adult Rehabilitation, Robert Lanning Dismas Charities, Philemon, Christians in Recovery, and Alcoholics for Christ.

Outcomes

No outcome information was provided.

PROJECT BLANKET (PA)

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Organization: Nonprofit

Start Date: 1997

Program Area: Faith
Family

Program Description

Strength, Inc., located in Wilkinsburg, Pennsylvania, was founded by Reverend Marcus Harvey to provide services to individuals struggling with substance abuse or other challenges. Serving former prisoners, Project Blanket is a major program component of Strength.

Project Blanket (which stands for Basic Life Awareness and Networking Knowledge for Empowerment Transition) is a comprehensive program for returning prisoners. This multi-service project acts as a prevention and post-release program for inmates in the Allegheny County Jail (both male and female residential units in the jail) and juveniles at the Shuman Detention Center. The structure of the program provides assessment, pre-release planning, post-release referrals, support, and services to individuals who were formerly incarcerated. The program concentrates on prevention education in its curriculum, support groups, and also provides a post-release aftercare component. All of the phases in this reentry program emphasize family reunification. The prevention education curriculum is eight weeks in length; courses focus on positive behavior, communication, and relationship skills; substance abuse issues; and life skills. Given the importance of family involvement, transportation and child care are provided for family members to attend group meetings. The community-based aftercare portion involves case management, social services, and general support.

Program Goals

The goals of Project Blanket are to reduce recidivism rates and substance abuse relapse.

Networking, Partnering, & Collaboration

The staff at Strength spend a great deal of time in communication with the Allegheny County Department of Human Services staff and the jail warden and his staff and continue to develop relationships with district and county judges, the drug court, and the probation department. Project Blanket extends its reach via referrals to the Community Service Providers Network—a coalition of 23 community-based health and social service agencies that were brought together by Strength in 1997.

Outcomes

Two evaluations have been conducted on Project Blanket since 1999. According to the program, of the 500 participants who started the program, 229 (46 percent) completed the full program and graduated. Pre- and post-test survey data suggest that participants gained new knowledge through their participation in the program.

ST. LEONARD'S MINISTRIES (IL)

Contact Information

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Organization: Nonprofit

Start Date: 1954

Program Area: Faith
Housing
Health
Employment

Program Description

St. Leonard's House opened in 1954 as a product of the work of Father James Jones, Episcopal chaplain at the Cook County Jail. In 2000, the agency name was changed to St. Leonard's Ministries. The organization provides housing and case management services for former offenders who are transitioning back to the community. St. Leonard's Ministries manages St. Leonard's House (emergency services for 40 men), Grace House (emergency services for 16 women), and St. Andrew's Court (second-stage housing for 42 men who have completed programs at St. Leonard's House). Residents learn about the program when they are in prison from field service counselors or from their parole officers.

St. Leonard's Ministries acts as a transition center for former offenders and provides the following services: ongoing addictions counseling; counseling related to life skills and coping skills; job counseling and employment referrals services; adult educational programs and educational referrals; aftercare/mentoring services; community networking opportunities; and recreational activities. About 350 men and women between the ages of 18 and 65 use the services.

Program Goals

The goal of St. Leonard's Ministries is to offer services and programs so that men and women who were formerly incarcerated can successfully transition back to the community and have productive and independent lives.

Networking, Partnering & Collaboration

St. Leonard's Ministries works closely with the Illinois Department of Corrections, Chicago Department of Human Services, Illinois Department of Human Services, United Way, and other social service providers in the Chicago area. Several collaborators are important to the effectiveness of St. Leonard's Ministries, such as the Cathedral Shelter of Chicago, which provides drug counseling and tutoring. Lakefront SRO helps provide post-program housing. Chicago Legal Assistance to Incarcerated Women provides counseling and support. The Alder School of Professional Psychology, through a contract funded by the Chicago Department of Human Service, provides psychological assessment and counseling services.

Outcomes

St. Leonard's Ministries tracks former clients and reports that the recidivism rate for those who completed the program is lower than 20 percent.

TEEN CHALLENGE (NATIONAL)

Contact Information

Teen Challenge International, USA
3728 W. Chestnut Expressway
Springfield, MO 65802
Tel: 417-862-6969
Web: www.teenchallenge.com

Organization: Nonprofit

Start Date: 1958

Program Area: Faith
Health

Program Description

Teen Challenge is a faith-based substance abuse prevention and treatment program that was founded by David Wilkerson in 1958. Currently, over 150 Teen Challenge centers operate in the United States; 250 centers operate worldwide. For over 40 years, Teen Challenge has been going into schools to educate teenagers about the dangers of drugs. The programs operate on a local level and are tailored to meet the needs of the local community through offering a wide range of services.

Teen Challenge reaches out to many different populations, including inmates and former offenders. For example, jail teams reach out to individuals in prisons, jails, and juvenile halls to demonstrate to inmates that it is possible for them to change their lives for the better. Teen Challenge centers also hold weekly support group meetings for individuals, including former prisoners. Turning Point, for instance, helps local churches to establish an ongoing and effective Bible-based ministry composed of small groups. In order to prevent members from becoming dependent on the group meetings, they have a beginning and an end, lasting from nine to 13 weeks. The support groups seek to help people overcome life-controlling problems such as addiction through fostering growth in relationships with God. Teen Challenge centers also offer a voluntary one-year residential program for adults to assist them in living drug-free lives. While in the program, the residents may not hold jobs so that they may focus their attention solely on the program, which offers therapeutic support as well as spiritual formation. The program has strict rules and discipline, with residents adhering to a daily schedule that includes work and Bible study. Job skills and vocational/technical training are among the functional tools provided to the residents so that they may reenter society as healthier, more productive people.

Program Goals

Teen Challenge's goals are to provide comprehensive and effective faith-based and community-based drug education, prevention, and restoration programs to youth, adults, and families, including former offenders.

Networking, Partnering and Collaboration

Local churches are heavily involved in Teen Challenge centers; they also provide support for graduates of the program after they reenter the community.

Outcomes

Research has previously been conducted on Teen Challenge programs; however, the studies are limited in scope or were conducted some time ago. The organization has expressed the need for an extensive research project to be conducted that can provide a more adequate profile and evaluation of its program. For more information, please see http://www.teenchallenge.com/main/studies/index.cfm

WHEELER MISSION MINISTRIES (IN)

Contact Information

Gene Green
Senior Director of Mission Services
245 North Delaware Street
Indianapolis, IN 46204
Tel: 317-687-6795
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Organization: Nonprofit

Start Date: 1893

Program Area: Faith
Housing
Employment

Program Description

Founded in 1893, Wheeler Mission Ministries is the oldest ministry of its kind in Indiana. It is a nondenominational Christian social services organization that provides goods and services to the homeless, poor, and needy of central Indiana. Services are provided without regard to race, color, creed, national origin, or religion. Although Wheeler Mission is not a church, it does cooperate with many different churches that are concerned about poverty and homelessness in the inner city. The Mission has five locations, dozens of ministries, a budget of $3.5 million, and about 75 employees, making Wheeler one of the largest and most diverse ministries of its kind in the state.

Providing a variety of services, Wheeler is particularly sensitive to the needs of former offenders who are returning to the community and lack basic resources. Available services include an extended stay program, food, clothing, job and housing referrals, long-term drug and alcohol counseling, and spiritual guidance. Former offenders who are homeless are also eligible for two housing programs. The first is the basic Overnight Shelter Program, which allows individuals to stay for up to six consecutive nights each half of the month. The second housing program is the 30-Day Program for Working Clients, which offers extended temporary shelter free of charge to enable clients to support themselves in the future. In addition, Wheeler runs the Life With a Purpose Program, a 12-month residential program of supervised work, personal guidance, Bible study, and counseling designed to assist individuals recovering from drug addiction.

Program Goals

Wheeler assists former offenders and others in need by providing for their basic physical and emotional needs and by encouraging personal spiritual growth.

Networking, Partnering and Collaboration

Wheeler has contacted the majority of prisons and correctional institutions in Indiana and offered assistance in dealing with individuals who were formerly incarcerated. Wheeler also works closely with Indiana's local and state probation and parole officials to aid in maintaining contact with their clients and encouraging them to keep appointments. The Mission also collaborates with community organizations such as housing, health care, and mental health service providers.

Outcomes

No outcome information was provided.

WOMAN AT THE WELL HOUSE MINISTRIES (TX)

Contact Information

Priscilla Murguia
Executive Director
221 Post Street
San Antonio, TX 78215
Tel: 210-471-2787

Organization: Nonprofit

Start Date: 1996

Program Area: Faith
Housing

Program Description

Woman at the Well House Ministries, a nonprofit organization created in 1996 in San Antonio, provides services to female prisoners released from the Texas State Prison System and the local county jail. Current efforts include enhancing the development of spirituality and physical and emotional health. Since its inception in 1996, the organization has ministered to over 200 women. Woman at the Well House Ministries targets women who are on probation or parole and are having difficulty transitioning and meeting the terms of their release. Clients are usually homeless, have no money, and have no family or have weak family ties since being incarcerated. Many come to the program with a mental illness or substance abuse issue. Participants learn about the program through other inmates, another agency, or their parole officers. The majority of the women reside at the Well House for up to six months, but the program reports that it usually takes nine to 12 months for the women to become independent and self-sufficient.

The program generally seeks to provide support and address gender-specific issues around physical and sexual abuse. Services include housing, food, clothing, transportation, education, job counseling, job training, and health care. In addition to providing resources and emotional support, the program provides women with a strong Christian foundation.

Program Goals

The goal of the program is to facilitate the rehabilitation of women so that they can successfully transition back into the community.

Networking, Partnering & Collaboration

The program has developed a service network with local and state agencies, churches, civic groups, women's organizations, and other groups in the private and pubic sector that address the needs of women.

Outcomes

No outcome information was provided.

Appendix

NATIONAL EXPERTS

(consulted by Urban Institute at the beginning of the project's research phase)

All Program Areas

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Open Society Institute

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Health Challenges of Reentry

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ASPE/US Department of Health and Human Services

Bill Emmet
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Gerry Gaes
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Housing and Reentry

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Carl Wicklund
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Omar McRoberts
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Videotape: Outside the Walls:

A National Snapshot of Community-Based Prisoner Reentry Programs

(Companion videotape to Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs)

Produced by Dean Radcliffe-Lynes, President, D. R. Lynes, Inc.

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Council of State Governments
The Annie E. Casey Foundation

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Outreach Extensions developed the *Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs* videotape as part of the Reentry National Media Outreach Campaign.

Visit the Reentry National Media Outreach Campaign web site at:
www.reentrymediaoutreach.org

The Annie E. Casey Foundation

Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs videotape is made possible by a grant from The Annie E. Casey Foundation as part of its support for the Reentry National Media Outreach Campaign.

Urban Institute Reentry Publications

A Portrait of Prisoner Reentry in Maryland

by Nancy G. La Vigne and Vera Kachnowski, with Jeremy Travis, Rebecca Naser, and Christy Visher

The number of people released from Maryland prisons in 2001 was nearly twice the number released two decades ago. Well over half of the Maryland prisoners released in 2001 returned to Baltimore City and many were concentrated within a few neighborhoods in Baltimore. This report describes the process of prisoner reentry in Maryland by examining the policy context surrounding reentry, the characteristics of Maryland's returning inmates, the geographic distribution of returning prisoners, and the social and economic climates of the communities that are home to the highest concentrations of returning prisoners. *(Released March 17, 2003)*

Available: www.urban.org/UploadedPDF/410655_MDPortraitReentry.pdf

A Portrait of Prisoner Reentry in Illinois

by Nancy La Vigne and Cynthia Mamalian, with Jeremy Travis and Christy Visher

Illinois incarceration and reentry trends mirror those observed at the national level over the past several decades. Between 1970 and 2001, the Illinois prison population increased more than 500 percent. Half of those released from prison in 2001 returned to the city of Chicago, and many were concentrated within a few distressed neighborhoods. This report describes the process of prisoner reentry in Illinois by examining the policy context surrounding reentry, the characteristics of Illinois' returning inmates, the geographic distribution of returning prisoners, and the social and economic climates of the communities that are home to the highest concentrations of returning prisoners. *(Released April 17, 2003)*

Available: www.urban.org/UploadedPDF/410662_ILPortraitReentry.pdf

Beyond the Prison Gates: The State of Parole in America

by Jeremy Travis and Sarah Lawrence

Parole has undergone significant changes over the past generation. Parole boards release far fewer prisoners. Far more released prisoners are supervised after they leave prison. The number of parole revocations has increased dramatically. Yet these national trends mask substantial variations at the state level. Profound shifts at the national and state levels raise basic questions about the role of parole in American sentencing policy. The report uses the latest BJS figures to document the declining role of parole boards in deciding whether prisoners are released, the increasing reliance on parole supervision, and the unprecedented growth in parole revocations leading to returns to prison. *(Released November 2002)*

Available: www.urban.org/UploadedPDF/310583_Beyond_prison_gates.pdf

From Prison to Home: The Dimensions and Consequences of Prisoner Reentry

by Jeremy Travis, Amy L. Solomon, and Michelle Waul

This monograph is the first to document in a single source the various aspects of prisoner reentry—from preparation for release to post-prison supervision. This focus sheds light on issues of sentencing, punishment, public safety, and prisoner reintegration. The report explores the challenges posed by substance abuse, health problems, employment, and housing, as well as the complex implications of reentry for families and communities. The monograph covers the state of knowledge in each of these areas, identifying key research findings and highlighting opportunities for policy innovation. *(Released June 2001)* **Available**: www.urban.org/pdfs/from_prison_to_home.pdf

Prisoner Reentry in Perspective

by James P. Lynch and William J. Sabol

Contrary to the popular image that reentry is a wave of released prisoners about to enter society, the growth of the prisoner release population has leveled off, after the dramatic rise during the 1980s, and the wave has already hit. Inmates returning to society now may be more difficult to reintegrate than their predecessors, as they are more likely (1) to have failed at parole previously; (2) not to have participated in educational and vocational programs in prison; and (3) to have served longer sentences, which attenuate ties to families. Reentry should be considered in concert with sentencing policies and corrections practice that determine who goes to prison, how long they stay, and how prepared they are for reintegration. (*Released September 2001)*

Available: www.urban.org/pdfs/410213_reentry.pdf

California's Parole Experiment

California Journal, August 2002

by Jeremy Travis and Sarah Lawrence

Over the past 25 years, the per capita rate of incarceration in America has increased four-fold. More than 2 million individuals are now locked up in prison or jail. The increase has taken on a unique twist in California, particularly in regard to its parole policy. Unlike many other states, nearly every prisoner released in California is placed on parole, and studies indicate the state has an especially tough policy on parole violators. As a result, California is now the national leader in returning parolees to prison, and its return rate has increased 30 times between 1980 and 2000. *(Released August 2002)*

Available: www.urban.org/UploadedPDF/CA_parole_exp.pdf

The Practice and Promise of Prison Programming

by Sarah Lawrence, Daniel P. Mears, Glenn Dubin, and Jeremy Travis

This report includes a literature review on the effectiveness of educational, vocational, and work programs in prison on employment outcomes and recidivism, and it includes an inventory of prison programs in seven states from the Great Lakes region. The report also makes recommendations for strategic opportunities and identifies policy targets for increasing and enhancing prison-based programming. *(Released May 2002)*

Available: www.urban.org/UploadedPDF/410493_PrisonProgramming.pdf

From Prison to Home Conference Papers

For the HHS-sponsored "From Prison to Home" national policy conference, the Urban Institute commissioned a series of papers by leading academics to survey the state of knowledge on the dynamics of incarceration and reentry as seen through the prism of individual, family, and community perspectives. In particular, the papers address how the criminal justice and health and human services systems could work more collaboratively and, in turn, be more responsive to the needs of children, families, and communities coping with the removal and return of prisoners. In 2004, Urban Institute Press will publish an edited volume based on these papers entitled *Prisoners Once Removed*. *(Released January 30, 2002)*

Process Evaluation of Pennsylvania's Community Orientation Reintegration Program

This project is a process evaluation of the Community Orientation Reintegration (COR) Program, a reentry pilot program sponsored by the Pennsylvania Department of Corrections. The goals of COR are: (1) to establish a standard, coordinated release program based on known risk factors and needs; (2) to promote effective community linkages; (3) to enhance employability; and (4) to promote healthy family and interpersonal relationships. UI staff reviewed the COR curriculum and historical documents and assessed program implementation to develop a logic model based upon COR's goals, objectives, and strategies. Pre- and post-release, self-administered surveys were designed and conducted at a sample of institutions, and UI researchers held focus groups with COR participants and staff. Analyses were conducted of data collected through interviews and DOC administrative records, comparing characteristics and outcomes for COR and non-COR participants. Results of these data collection and analysis efforts helped guide recommendations for next steps with regard to full COR implementation. Publications from this project will soon be available on the Urban Institute Web site.

Opportunity to Succeed Program

The Opportunity to Succeed (OPTS) program provides a range of community-based aftercare services, including drug treatment and counseling, skills building in family relationships and employability, and physical and mental health services for substance-abusing former prisoners. The evaluation of OPTS identified the extent to which the program reduced the prevalence of substance abuse and associated criminal behavior, strengthened the family, work, and community ties of former prisoners, increased their involvement in social service and health care programs, and enhanced the coordination between parole/probation agencies and social service providers. Publications from this project will soon be available on the Urban Institute Web site.

Evaluation of Breaking the Cycle

by Adele V. Harrell, Ojmarrh Mitchell , Jeffrey Merrill, and Douglas Marlowe

The BTC demonstrations tested the feasibility and impact of systemwide intervention to reduce drug use among offenders by requiring felony defendants to undergo screening and participate in drug testing as a condition of pretrial release. The core elements of the BTC model were early intervention, judicial oversight, graduated sanctions and incentives, and collaboration among justice and treatment agencies. The quasi-experimental evaluation of the three BTC sites found significant reductions in drug use, criminal offending, and family problems. The report includes lessons from the process evaluation on how to implement BTC strategies. *(Released February 28, 2003)*

Available: www.urban.org/UploadedPDF/410659_BreakingtheCycle.pdf

Reentry Roundtable

In October 2000, the Urban Institute convened its first Reentry Roundtable, bringing together prominent academics, practitioners, service providers, and community leaders to build knowledge and advance policies and innovations that reflect solid research. To date, the Urban Institute has convened six meetings of the Reentry Roundtable, which have focused on various aspects of reentry, including the public health dimensions of prisoner reentry, youth reentry, civil society, and the employment dimensions of prisoner reentry. Papers have been commissioned in advance of most of the Roundtables. Most are available at: www.urban.org/content/PolicyCenters/Justice/Projects/PrisonerReentry/Publications/pubs.htm.

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About the Urban Institute

The Urban Institute is a nonprofit policy research organization established in Washington, DC, in 1968. The Institute's goals are to sharpen thinking about society's problems and efforts to solve them, improve government decisions and their implementation, and increase citizens' awareness about important public choices. The Urban Institute's Justice Policy Center (JPC) carries out nonpartisan research to inform the national dialogue on crime, justice, and community safety. JPC researchers collaborate with practitioners, public officials, and community groups to make the Center's research useful not only to decisionmakers and agencies in the justice system but also to the neighborhoods and communities harmed by crime and disorder.

About Outreach Extensions

Founded in 1992, Outreach Extensions is a national consulting firm that specializes in comprehensive, high-profile educational and community outreach campaigns for media projects. Major clients have included PBS, CBS, HBO, and Cinemax, as well as the following public television stations: KCTS/Seattle, WTVS/Detroit, MPT/Maryland, WGBH/Boston, and WETA/Washington, DC. In addition, OE is spearheading a long-term outreach initiative that links 22 public television stations in a series of campaigns to strengthen families and transform neighborhoods. The Making Connections Media Outreach Initiative, funded by The Annie E. Casey Foundation, includes the Reentry National Media Outreach Campaign.

The **Making Connections Media Outreach Initiative** fosters partnerships among local public television stations and community organizations to strengthen families and transform neighborhoods.

The **Reentry National Media Outreach Campaign** supports the work of community- and faith-based organizations through offering media resources to facilitate local discussion and decision making about solution-based reentry programs.

Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs (resource guide) *and Outside the Walls* (videotape) support public television stations, community- and faith-based organizations, government agencies, and policy leaders in their discussion and decision making about solution-based reentry programs.

Visit the Reentry National Media Outreach Campaign Web site at:
www.reentrymediaoutreach.org

For more information about the Making Connections Media Outreach Campaign or Reentry National Media Outreach Campaign, outreach tools, or community resources, please contact:

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