

**WISCONSIN STATE
LEGISLATURE
COMMITTEE HEARING
RECORDS**

2007-08

(session year)

Assembly

(Assembly, Senate or Joint)

**Committee on
Corrections and
Courts
(AC-CC)**

(Form Updated: 07/24/2009)

COMMITTEE NOTICES ...

➤ Committee Reports ... CR
**

➤ Executive Sessions ... ES
**

➤ Public Hearings ... PH
**

➤ Record of Comm. Proceedings ... RCP
**

**INFORMATION COLLECTED BY COMMITTEE
FOR AND AGAINST PROPOSAL ...**

➤ Appointments ... Appt
**

Name:

➤ Clearinghouse Rules ... CRule
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**

(companion bill: _____)

➤ Miscellaneous ... Misc

** **07hr_AC-CC_Misc_pt03b**
(03/22/2007 hearing)

3-22-07 - Informational Hearing

Pt. 02

March 23, 2005

Representative Garey D. Bies
Chair Assembly Committee on Corrections & the Courts
2590 Settlement Road
Sister Bay, WI 54234-9224

Dear Representative Bies:

We are happy and proud to present this copy of the groundbreaking *Report of the Re-Entry Policy Council* as a resource for you and your committee. The Report provides a comprehensive set of bipartisan, consensus-based recommendations for policymakers and practitioners interested in improving the likelihood that adults released from prison or jail will avoid crime and become productive and healthy members of families and communities. These recommendations were developed by nearly 100 leaders from a broad spectrum of systems from across the United States; the Report represents the work of hundreds of hours of meeting time and collaboration among these leaders, guided by the Council of State Governments (CSG) in partnership with ten other organizations (listed at the bottom of this page).

We recognize that, at 650+ pages, the Report is daunting, and we do not expect you to read it from front to back; we hope you will find helpful points of entry in the enclosed **Report Preview** and the **Executive Summary** that opens the Report. This Report may also be accessed online at www.reentrypolicy.org. In the coming months, the website will showcase up-to-date information about all aspects of prisoner re-entry, including links to a range of established and emerging re-entry sites on the web.

Your leadership will be instrumental in ensuring that recommendations of the Report are translated into purposeful action—legislation, policy changes, or other jurisdictionally-specific initiatives—around one of the most pressing public policy issues confronting governments, communities, and families today. The federal Second Chance Act provides a key opportunity for innovative state-based actions; we look forward to supporting and contributing to many more such opportunities created by you and your colleagues in your individual states.

The work of the Re-Entry Policy Council has received coverage from the *Wall Street Journal*, the *New York Times*, the Associated Press, and many other news outlets (samples are enclosed). Please visit the RPC online, and do not hesitate to contact the RPC staff directly at editors@reentrypolicy.org—we look forward to hearing your comments and questions!

Sincerely yours,



Assemblyman Jeffrion Aubry
New York State Assembly
Correction Committee Chair
Re-Entry Policy Council Co-Chair



Senator Eric Bogue
South Dakota State Senate
Majority Leader
Re-Entry Policy Council Co-Chair

The New York Times

Founded in 1851

ADOLPH S. OCHS, *Publisher 1896-1895*
 ARTHUR HAYS SULZBERGER, *Publisher 1935-1961*
 ORVILLE E. DRYFOOS, *Publisher 1961-1963*
 ARTHUR OCHS SULZBERGER, *Publisher 1963-1992*

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New Strategies for Curbing Recidivism

State and federal lawmakers are finally realizing that controlling prison costs means controlling recidivism — by helping newly released people establish viable lives once they get out of jail. A report just out from a group of 100 policy makers, including elected officials, established by the Council of State Governments argues that the country needs to reinvent its corrections system. In the place of a system that locks people up and shoves them out the door when their sentences are finished, the report, by the Re-Entry Policy Council, envisions “re-entry” services that reintegrate ex-offenders into their communities.

This line of thinking is long overdue. The United States has 2.1 million people behind bars on any given day — nearly seven times the number three decades ago. Corrections costs have risen accordingly — from about \$9 billion a year two decades ago to more than \$60 billion a year today — making corrections the second-fastest-growing expense in state budgets, after Medicaid. The portrait of the inmate population offered in the report leaves no doubt as to why two-thirds of the people who leave prison are

rearrested within a few years. These people were marginally employable before they went to jail — nearly half earned less than \$600 a month. A criminal record makes them even less employable afterward. In addition, many of them suffer from mental illnesses that often go untreated after release.

The social services necessary for successful re-entry are virtually nonexistent in most communities. The new report offers an exhaustive prescription for changing the status quo: states will need to coax disparate parts of their systems to work together. State officials will also have to re-educate voters, who have grown accustomed to a corrections philosophy that begins and ends with merely locking people up for the longest possible period of time. These policies will need to change, and quickly, if the states are to solve the recidivism problem and develop programs that help former inmates find homes, training, jobs and places in their communities. Until that happens, corrections costs will continue to soar, siphoning off billions of dollars that could be used for more constructive purposes.

THE WALL STREET JOURNAL

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THE WALL STREET JOURNAL

POLITICS & POLICY

Congress Prepares to Tackle Prisoner Recidivism

Lawmakers Plan for Bipartisan Measures After Report Offers Advice for Overhaul

By GARY FIELDS

WASHINGTON — Lawmakers from both parties, concerned about high recidivism and the costs it imposes on society, are expected to soon introduce legislation aimed at helping ex-convicts stay on the straight and narrow when they leave prison.

The effort will get a boost from the Supreme Court ruling on Wednesday that declared federal sentencing guidelines are only advisory. Although the decision will spur a battle in Congress over mandating sentences versus giving judges more discretion, leaders in both parties support sound programs that prevent ex-offenders from slipping back into crime as a result of lack of education, few job opportunities and legal barriers, among other reasons.

Yesterday, a sweeping government-funded report outlined a series of recommendations to overhaul prisoner re-entry. According to the report, of the 650,000 people released annually from state and federal prisons, 70% will commit new crimes within three years.

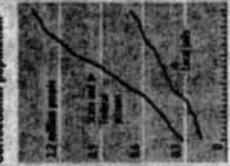
If the Supreme Court ruling results in prison sentences getting shorter, "people will be put back on the streets sooner and that makes prisoner re-entry services even more important,"

Sliding Backward

Despite a surge in spending on prisons, recidivism rates remain high, and lawmakers in both parties are concerned about easing re-entry into society for ex-convicts. At right, the Administrative Maximum Security prison in Colorado.



Correctional population



Re-entering Society

- Of the 272,111 persons released from prisons in 15 states in 1994, an estimated 67.2% were rearrested for a felony or misdemeanor within 3 years, 48.2% were reincarcerated and 25.4% were sentenced to prison for a new crime.
- The 272,111 offenders discharged in 1994 accounted for nearly 4.9 million arrest charges over their modified careers.
- Within three years of release, 2.5% of released ex-convicts were rearrested for another crime, and 1.5% of those who had served time for homicide were arrested for a new homicide.
- Sex offenders were less likely than others to be rearrested for any offense—43% of sex offenders versus 68% of non-sex offenders.
- In fiscal 2001, federal, state and local governments spent \$17 billion for corrections, an 8.6% increase over 2000.

the help they need before their release from prison to address the problems they have.

The nation's jail and prison population has risen to 2.2 million, from 91,586 in 1980, according to the Bureau of Justice Statistics. Annual criminal-justice expenditures for police, prisons, probation and courts have risen to \$187 billion from \$56 billion in 1982.

to provide some kind of support structure, to provide some kind of training to people that are coming out of prison," he said. "It's the right thing to do."

Congressional staffers say support still is strong for grants to programs dealing with issues like postprison housing, health services, education and job training. Under legislation that has been discussed, employers would be educated on incentives available if they hire ex-offenders. In addition, Congress would study how various state regulations would affect the children of incarcerated parents.

Among the report's key recommendations: Identify where released prisoners are reincarcerated; identify the other states that can be used for reintegrative programs; and develop a plan for each prisoner providing specific services during incarceration that will make the transition home more successful.

Mike Thompson, director of criminal-justice programs at the Council of State Governments, says the report and the bipartisan cooperation are an acknowledgment that after years of building more prisons and locking up more people, everyone has concluded "we're spending good money after bad" without lowering the recidivism rate.

Although 70% of those released from incarceration have substance-abuse problems, only 10% of them get formal treatment prior to release. Ex-convicts also face considerable hurdles in obtaining identification or reestablishing ties to

Rep. Danny Davis, an Illinois Democrat, says that in his district ex-offenders are prohibited from living in public housing, which means they often can't return to their families. Nearly 40 job titles licensed by the state, such as barber, require ex-offenders to get waivers and "getting a waiver is similar to trying to get something expunged," he says.

And getting the waiver may not be enough. Rep. Davis recalled a man trained in prison as a barber, who had gotten a license waiver and found someone willing to hire him, but he didn't have the money for his barbering tools. Mr. Davis says he gave him the money out of his pocket. "To my vindication, the brother came back with my change and the receipts for what he'd bought," Mr. Davis said.

One state that is being held up as a possible model is Kansas. That state's secretary of corrections, Roger Wernholtz, says Kansas is in the second year of a pilot project in Shawnee County, where the state capital is located. It includes identifying inmates a year prior to release and developing a re-entry program that focuses on where ex-offenders will live, what job they might want in their neighborhood and other employers in their area.

"Most of the guys come out with good intentions and high hopes, but ill-equipped to deal with not just the routine barriers that you and I would face but all the additional barriers that are put in place because of their criminal history," he says.

Although it is too early to have firm statistics, Mr. Wernholtz said anecdotal ev-

Report of the Re-Entry Policy Council

Charting the Safe and Successful Return
of Prisoners to the Community

WWW.REENTRYPOLICY.ORG

A public/private partnership funded in part by the US Department of Justice, US Department of Labor,
and US Department of Health and Human Services

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The Council of State Governments (CSG) is a nonpartisan, public, nonprofit organization that provides information, research, and training to state officials in all three branches of government in every state and US territory.

Points of view, recommendations, or findings stated in this document are those of the authors and do not necessarily represent the official position or policies of project supporters or the advisory group members who provided input into this document.

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Suite 2050
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Re-Entry: What It Is and Why It Matters



Nearly all of the 2.1 million people incarcerated in the United States will eventually be released. Re-entry is the process of transition that these individuals – predominantly male and disproportionately nonwhite – make from prison or jail to the community. While prisoner re-entry has occurred for as long as correctional facilities have existed, its current scale is larger than ever before:

- The number of people released from prison has increased 350 percent over the last 20 years.¹
- Nearly 650,000 people are released annually from prisons in this country.²
- Over 7 million different individuals are released each year from US jails.³
- About 1 in 32 adults in this country was in jail or prison, or on parole or probation, in 2002.⁴
- Approximately 2 out of every 3 people released from prison in the US are re-arrested within 3 years of their release.⁵

Budget crunches in every state have made it nearly impossible for lawmakers and governors to address this issue by simply building more prisons and jails; to control the soaring costs of corrections in their respective jurisdictions, policymakers and elected officials must find ways to ensure that the transition people make from prison or jail to the community is safe and successful.

“Re-entry success or failure has implications for public safety, the welfare of children, family unification, growing fiscal issues, and community health. Our country’s high recidivism rates translate into thousands of new crimes committed each year, at least half of which can be averted through improved prisoner re-entry efforts. American taxpayers went from spending approximately \$9 billion a year on corrections in 1982 to \$60 billion in 2002.⁶ Yet, the likelihood of a former prisoner succeeding in the community upon his or her release is no better today than it was 30 years ago. It is clear that re-entry affects each one of us and must be addressed with a comprehensive and common sense approach.”

REP. ROBERT PORTMAN
U.S. HOUSE OF REPRESENTATIVES
(R-OH)

People are released from prison and jail with complex needs. . .

- 3 out of 4 have a substance abuse problem, but only 10 percent in state prisons and 3 percent in local jails receive formal treatment prior to release.^{7, 8}
- 55 percent have children under 18; about 2 percent of all US minors had a parent in prison in 1999.⁹
- 2 out of 3 lack a high school diploma, and 40 percent have neither a diploma nor a GED. Only about 1 out of 3 gets vocational training at any point during incarceration.¹⁰
- Nearly half of those in jail earned less than \$600 per month just prior to incarceration.¹¹
- More than 1 out of 3 jail inmates reported some physical or mental disability.¹²
- About 1 out of 5 prisoners is released from prison without community supervision.¹³

. . . and they return to communities that are particularly ill-equipped to help them succeed.

- In Connecticut, almost half of the prison and jail population is from just a handful of neighborhoods in five cities, which have the most concentrated levels of poverty and nonwhite populations in the state.¹⁴
- In Chicago, only 24 percent of identified organizations that provide services to re-entering individuals were located in any of the six communities to which the highest numbers of people returned from prison in 2001. No services were located in two of those six neighborhoods.¹⁵
- In California, a study found significant gaps between the needs of parolees released in the state and available services: there were only 200 shelter beds for more than 10,000 homeless parolees, 4 mental health clinics for 18,000 psychiatric cases, and 750 treatment beds for 85,000 released substance abusers.¹⁶

The Re-Entry Policy Council and Its Report



Making men's and women's transition from prison or jail to the community successful is essential to state and national efforts to increase public safety and manage public spending. To assist policymakers in realizing these goals, the Council of State Governments (CSG) established the Re-Entry Policy Council (RPC). The purpose of the RPC is to develop bipartisan recommendations that policymakers can use to improve the likelihood that adults released from prison or jail will avoid crime and become productive, healthy members of families and communities.

To guide the work of the RPC and to coordinate the work of advisory groups in the areas of public safety, supportive health and housing, and workforce development and employment opportunities, CSG partnered with 10 organizations:

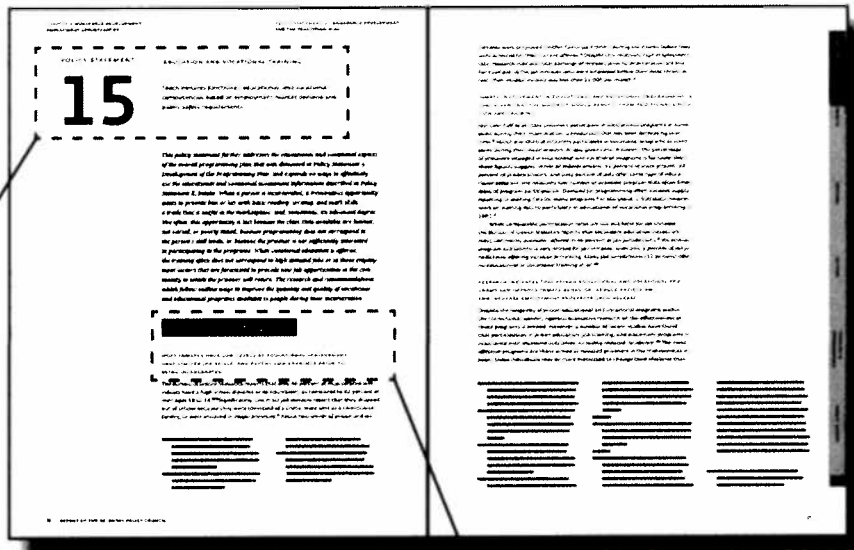
- American Probation and Parole Association
- Association of State Correctional Administrators
- Corporation for Supportive Housing
- National Association of Housing and Redevelopment Officials
- National Association of State Alcohol/Drug Abuse Directors
- National Association of State Mental Health Program Directors
- National Association of Workforce Boards
- National Center for State Courts
- Police Executive Research Forum
- Urban Institute

The RPC's Report is the product of over two years' work and more than a dozen meetings among key leaders in communities and state, local, and federal governments:

- state lawmakers
- criminal justice policymakers and practitioners
- workforce development and employment services officials
- housing providers and housing system officials
- representatives of health, mental health, and substance abuse treatment systems
- victim advocates
- people who have been incarcerated and their families
- ministers and others working in faith-based institutions

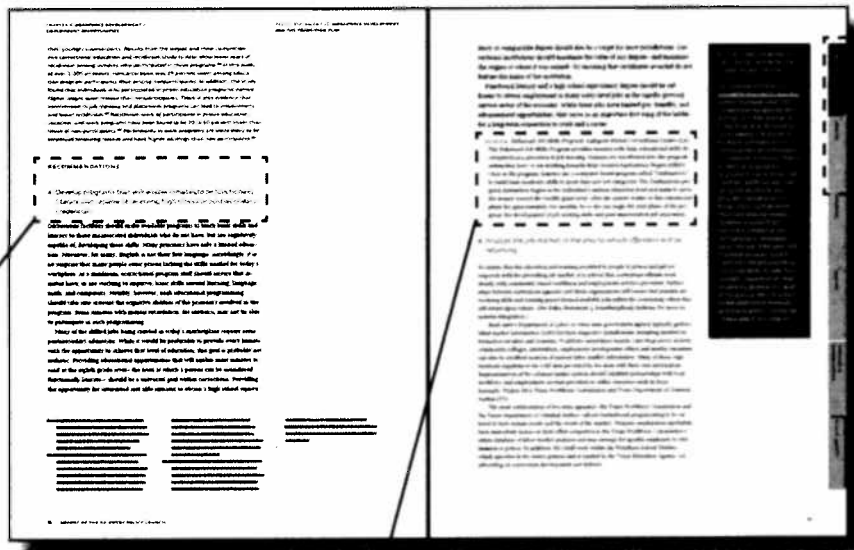
This Report Preview explains what the *Report of the Re-Entry Policy Council* offers to different audiences, introduces some of its principal ideas, and explains how to navigate the approximately 600-page document. The exact text and numbering of policy statements in this Preview is subject to change in the final Report.

Anatomy of the Report



Policy Statements: Consensus-based principles that should be a critical underpinning of a re-entry initiative. There are approximately three dozen policy statements in the RPC Report.

Research Highlights: Overviews of research and statistics that correspond to each policy statement and that inform the recommendations following each policy statement.



Recommendations: Key steps essential to the implementation of each policy statement. Each policy statement includes several recommendations which explain how to operationalize the policy statement.

Examples: Programs, policies, and practices from across the country that illustrate a particular recommendation. The hundreds of examples cited in the RPC Report involve partnerships, resourcefulness, or even longtime practices. They draw attention to interesting re-entry efforts in a variety of communities that others may want to consider, but they are not necessarily meant to serve as models or "best practices."

Subject Tabs: Signposts to help readers find those policy statements or recommendations in the report that address one of six aspects of prisoner re-entry: public safety; workforce; victims; health; housing; and families and communities.

Audience

The Report of the Re-Entry Policy Council, like the issue of prisoner re-entry generally, is not just for administrators of prisons and jails or chiefs of community supervision agencies. It is for anyone who cares about public safety and people victimized by crime, as well as anyone responsible for workforce development, health, housing, and family and community vitality. And it is for anyone who can make those systems better through legislation, advocacy, policymaking, program development and administration, research, and public education.

What is your focus?

PUBLIC SAFETY

"We in law enforcement need to recognize that when we locked these guys up, they didn't go away forever. Now, they're coming back, released from prisons and jail systems that our elected officials can't afford to grow anymore. We have to find a way to make sure these people succeed while maintaining the decline in violent crime."

DEAN ESSERMAN, CHIEF, PROVIDENCE POLICE DEPARTMENT (RI)

WORKFORCE

"Workforce Investment Boards, One-Stop Centers, and other publicly financed employment and job training services are charged with lowering unemployment. Whether they are uneducated, unskilled, or simply unmotivated, workers leaving prison or jail without a job and without a plan to get one are part of the unemployed population; and they are part of our responsibility."

BOOKER GRAVES, EXECUTIVE DIRECTOR, COLORADO WORKFORCE DEVELOPMENT COUNCIL

VICTIMS

"Before and after a prisoner is released to the community, victims have a right to information, notification, consultation, restitution, and protection. Re-entry should be as much about the victim as it is about the offender."

MARIAN LINDSEY, VICE PRESIDENT, SOUTH CAROLINA VICTIM ASSISTANCE NETWORK

HEALTH

"At a national cost of about \$6 billion per year, prisons and jails are among our largest providers of health care to millions of people with serious mental illnesses, substance abuse disorders, and chronic and infectious diseases. Clinicians and service providers in correctional facilities and in many urban communities have a stellar opportunity to build bridges that promote continuity of care, reduce health care disparities, and advance vital public health priorities."

DR. LAMBERT KING, DIRECTOR, DEPARTMENT OF MEDICINE, QUEENS HOSPITAL CENTER (NY)

HOUSING

"People released from prison and jail have to live somewhere. Too often that means a homeless shelter, the street, or with family members or friends in a publicly subsidized housing unit that prohibits anyone with a criminal record from living there. Whether we work for the housing authority or an agency for the homeless, we need to be concerned about prisoner re-entry."

**STEVE RENAHAN, DIRECTOR OF PLANNING AND OPERATIONS,
HOUSING AUTHORITY OF THE CITY OF LOS ANGELES (CA)**

FAMILIES & COMMUNITIES

"As never before, American communities are receiving record numbers of individuals returning to their homes after a period of incarceration. The challenge facing citizens in local communities is how to prepare to receive formerly incarcerated individuals in such a way that their dignity is affirmed, the community is safe, and they have a real opportunity to become contributing members in the affairs of society."

**REV. CHARLES SEE, EXECUTIVE DIRECTOR, COMMUNITY RE-ENTRY PROGRAM,
LUTHERAN METROPOLITAN MINISTRY (OH)**

Steve Allen, Senior Business Manager, Community Lending, Fannie Mae ▪ Assemblyman Jeffrion Aubry, Chair, Correction Committee, NY ▪ Liz Barnett, Senior Research Analyst, Abt Associates, MA ▪ Senator Eric Bogue, Majority Leader, SD ▪ Barbara Broderick, Chief Probation Officer, Maricopa County Adult Probation Department, AZ ▪ Sonya Brown, State TASC Coordinator, Department of Health and Human Services, NC ▪ Michael Buenger, State Court Administrator, MO ▪ Robert Carmona, President, STRIVE Today, NY ▪ Bruce Chan, Chief Counsel, Assembly Committee on Public Safety, CA ▪ Martin Cirincione, Executive Deputy Commissioner, Division of Criminal Justice Services, NY ▪ Tom Clements, Assistant Director, Division of Adult Institutions, Department of Corrections, MO ▪ Stephanie Collins, Coordinator, Homeless Family Program, Family Health Center, MA ▪ Senator Donald Cravins, Vice-Chair, Judiciary B Committee, LA ▪ Superintendent Ed Davis, III, Lowell Police Department, MA ▪ Frank Demarais, Director, Community Lending, Fannie Mae ▪ Tommie Dorsett, Local Director, The Inner Change Freedom Initiative, TX ▪ Michael Duffy, Acting Assistant Secretary, Office for Addictive Disorders, LA ▪ David Fairman, Vice President, The Consensus Building Institute, MA ▪ Representative Michael E Festa, MA ▪ Ron Field, Vice President, Public Policy, Volunteers of America ▪ Joy Leach Folkman, Government Affairs Manager, Volunteers of America ▪ Hon. Robert Francis, Judge, Criminal District Court #3, TX ▪ Hon. Randall B. Fritzier, Judge, Clark County District Court, WA ▪ Myrt Fultz, Instructor, Criminal Justice Department, Virginia Commonwealth University ▪ Dr. Lewis Gallant, Executive Director, National Association of State Alcohol and Drug Abuse Directors, DC ▪ Hon. Richard S. Gebelein, Judge, Superior Court, DE ▪ Denise Giles, Victims Services Coordinator, Department of Corrections, ME ▪ Sallie Glickman, Executive Director, Philadelphia Workforce Investment Board, PA ▪ Ron Goethals, Director, Dallas County Community Supervision and Corrections Department, TX ▪ Booker Graves, Executive Director, Colorado Workforce Development Council, CO ▪ Douglas R. Gray, Education Bureau Chief, Department of Corrections, IA ▪ Beth Greenland, Principal, Greenland & Associates, MD ▪ Ronell Guy, Preservation Coordinator, Pennsylvania Low Income Housing Coalition, PA ▪ Pastor Bill Hale, North Atlanta Church of Christ, GA ▪ Chief Ellen Hanson, Lenexa Police Department, KS ▪ Thomasina Hiers, Executive Assistant to the Deputy Secretary for Operations, Department of Public Safety and Correctional Services, MD ▪ Kristianne Hinkamp, Executive Director, Victims Outreach, TX ▪ Gary Hinzman, Director, Sixth Judicial District Department of Correctional Services, IA ▪ Jo G. Holland, Regional Administrator, Department of Corrections, VA ▪ Ronald Jackson, Attorney, OR ▪ Gary Johnson, Executive Director, Texas Justice, TX ▪ Robert M.A. Anoka County Attorney's Kelly, Executive Director, ing Authority, DC ▪ Dr. Department of Medicine, NY ▪ Thomas A. Kirk, Jr., ment of Mental Health CT ▪ Representative Kim Judiciary Committee, ND

Bipartisan Consensus

THE DIVERSE MEMBERS OF THE RPC INCLUDE 100 LEADING POLICYMAKERS, PRACTITIONERS, AND ADVOCATES FROM ACROSS THE COUNTRY WHO WANT PEOPLE'S TRANSITION FROM PRISON OR JAIL TO THE COMMUNITY TO BE SAFE AND SUCCESSFUL.

Leslie, Assistant Majority Whip, NV ▪ Robert Levy, Director of Corrections, Volunteers of America, VA ▪ David Lewis, President and Co-Founder, Free-At-Last, CA ▪ Stefan LoBuglio, Deputy Superintendent, Community Corrections Division, Suffolk County Sheriff's Department, MA ▪ Representative John A. Lored, Minority Whip, AZ ▪ Thomas MacLellan, Policy Analyst, National Governors Association ▪ Commissioner Michael T. Maloney, Executive Office of Public Safety/Department of Correction, MA ▪ Philip Mangano, Executive Director, The Interagency Council on Homelessness, DC ▪ Mike Maples, Assistant Director of Behavioral Health Services, Texas Department of Mental Health and Mental Retardation, TX ▪ Senator Michael J. McAlevey, Chair, Criminal Justice Committee, ME ▪ Chief Steve McFadden, Lewisville Police Department, TX ▪ Barbara Misle, Assistant County Attorney, Mental Health Division, Travis County, TX ▪ John Moore, Administrator, National Institute of Corrections, DC ▪ Oscar Morgan, Director, Mental Hygiene Department of Health & Mental Hygiene, MD ▪ Debbie Mukamal, Staff Attorney, Legal Action Center, NY ▪ Mary Nelson, Administrator, Division of Behavioral, Developmental and Protective Services for Families, Adults and Children, IA ▪ Cheri Nolan, Deputy Assistant Attorney General, Office of Justice Programs, U.S. Department of Justice, DC ▪ Ronald L. Oldham, Director, Pacific Northwest Regional Council - National Association of Housing and Redevelopment Officials, WA ▪ Dr. Fred C. Osher, Associate Professor and Director, Center for Behavioral Health, Justice, and Public Policy, MD ▪ John Ownby, Program Administrator, Project RIO, Workforce Commission, TX ▪ Mario Paparozzi, Associate Professor, Department of Sociology, Social Work, and Criminal Justice, University of North Carolina - Pembroke, NC ▪ Joan Pasco, Coordinator, East Multnomah County One Stop Career System, OR ▪ Representative Jan Pauls, KS ▪ Rebecca Peace, Chief Counsel, Housing Finance Agency, PA ▪ Richard Perez, Planner/Information Analyst, Tarrant County Workforce Advantage Board, TX ▪ Divine Pryor, Executive Director, Association of Drug Abuse Prevention and Treatment, Inc., NY ▪ Louis Quijas, Assistant Director, Federal Bureau of Investigation ▪ Tom Quinn, Consultant, Quinn Consultants ▪ Senator Donald Redfern, Vice Chair, Judiciary Committee, IA ▪ Steve Renahan, Director of Planning and Operations, Housing Authority of the City of Los Angeles, CA ▪ Cheryl Roberts, Director of Research and Policy, Crime and Justice Institute, Community Resources for Justice, MA ▪ Ron Rubbin, Program Director, Federal Bonding Program ▪ Timothy Ryan, Chief of Corrections, Orange County Corrections Department, FL ▪ Rudolph Sanchez, Cook County President's Office of Employment and Training, IL ▪ Hon. William G. Schma, Judge, Kalamazoo County Circuit Court, MI ▪ Charles R. See, Director, Community Re-Entry Program, Lutheran Metropolitan Ministry, OH ▪ Eric Seleznow, Executive Director, Montgomery County Workforce Development Corp., MD ▪ Anne Seymour, Public Safety Consultant, DC ▪ John S. Shaffer, Executive Deputy Secretary, Department of Corrections, PA ▪ Carol Shapiro, Executive Director, Family Justice, Inc., NY ▪ Michael R. Sibbett, Chair, Board of Pardons and Parole, UT ▪ Gwyn Smith Ingley, Executive Director, National Correctional Industries Association, MD ▪ Senator Liane Sorenson, Minority Whip, DE ▪ Flo Stein, Chief, Department of Health and Human Services, NC ▪ Commissioner William W. Sondervan, Division of Correction, MD ▪ Hon. John Surbeck, Judge, Allen County Superior Court, IN ▪ Senator Robert J. Thompson, Chair, Appropriations Committee, PA ▪ Vicki Turetsky, Senior Staff Attorney, Center for Law and Social Policy, DC ▪ Cressida Wasserman, Senior Research Analyst, National Center for Victims of Crime ▪ Reginald A. Wilkinson, Director, Department of Rehabilitation and Correction, OH ▪ Diane Williams, President and CEO, Safer Foundation, IL

Department of Criminal Johnson, County Attorney, Office, MN ▪ Michael District of Columbia Housing Lambert King, Director, Queens Hospital Center, Commissioner, Department and Addictions Services, Koppelman, Vice-Chair, ▪ Assemblywoman Sheila

THE REPORT'S PRINCIPAL IDEAS

The remainder of this Report Preview summarizes some of the key ideas addressed by the Report's 34 policy statements and organizes them under three categories:

GET STARTED

- Get people together
- Understand the issue in your jurisdiction

ADDRESS CORE CHALLENGES

- Redefine missions
- Maximize value of existing funding
- Integrate systems
- Measure performance
- Inform and reassure the public

DEVELOP POLICIES AND PROGRAMS

- Make smart release and community supervision decisions
- Ensure support for victims
- Offer safe places to live
- Break the bonds of addiction
- Treat physical and mental illnesses
- Foster meaningful relationships
- Provide training, education, and jobs

RELEVANT POLICY STATEMENTS

1: Encouraging Collaboration Among Key Stakeholders

2: Developing a Knowledge Base

RELEVANT POLICY STATEMENTS

3: Incorporating Re-Entry into Organizations' Missions and Work Plans

4: Funding a Re-Entry Initiative

5: Promoting Systems Integration and Coordination

6: Measuring Outcomes and Evaluating the Impact of a Re-Entry Initiative

7: Educating the Public About the Re-Entry Population

RELEVANT POLICY STATEMENTS



INTAKE

8: Development of Intake Procedure

9: Development of Programming Plan



PRISON AND JAIL

10: Physical Health Care

11: Mental Health Care

12: Substance Abuse Treatment

13: Children and Families

14: Behaviors and Attitudes

15: Education and Vocational Training

16: Work Experience

17: Advising the Releasing Authority



TRANSITION

18: Release Decision

19: Housing

20: Planning Continuity of Care

21: Creation of Employment Opportunities

22: Workforce Development and Transition Plan

23: Victims, Families, and Communities

24: Identification and Benefits

25: Design of Supervision Strategy



COMMUNITY

26: Implementation of Supervision Strategy

27: Maintaining Continuity of Care

28: Job Development and Supportive Employment

29: Graduated Responses



SERVICE SYSTEMS

30: Housing Systems

31: Workforce Development Systems

32: Establishing Effective Substance Abuse Treatment

33: Availability of Effective Mental Health Services

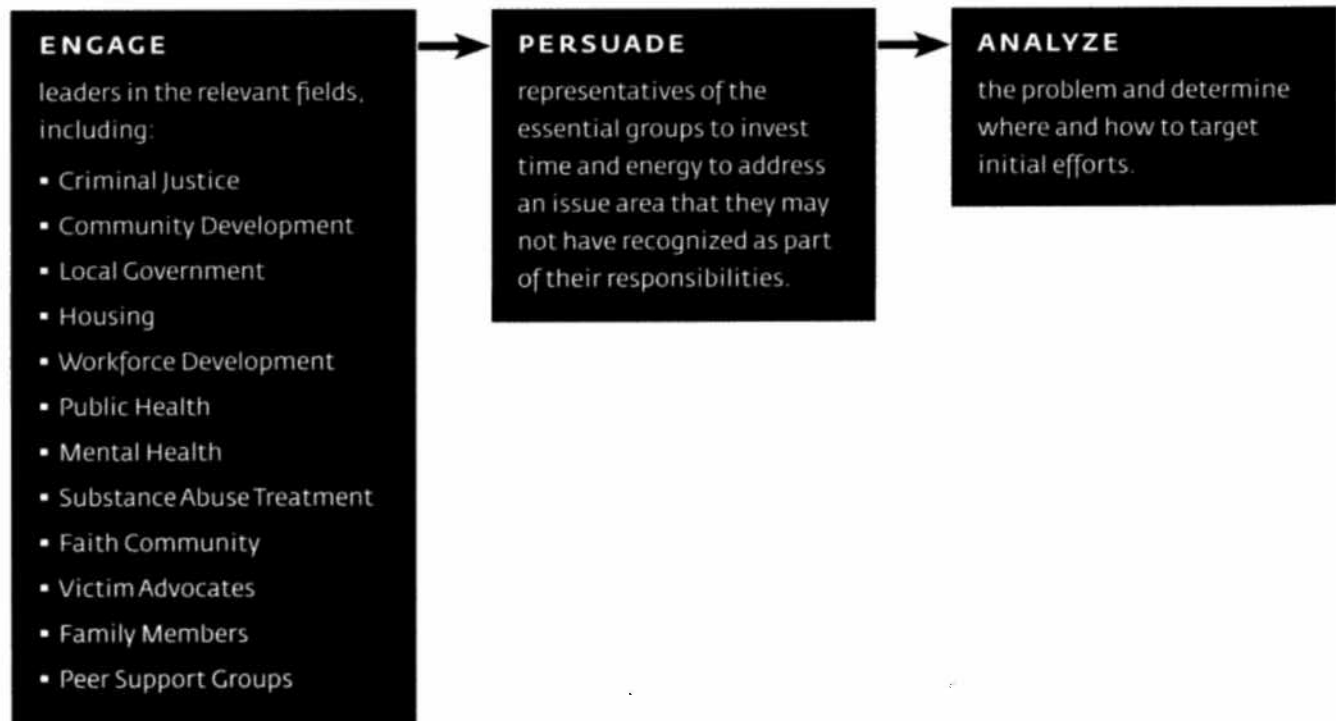
34: Children and Family Systems

Get people together

CHALLENGES

- Limited awareness of the agencies, organizations, and people that are best situated to improve prisoner re-entry and unfamiliarity with the most effective ways to reach out to these constituencies
- Key service organization officials' general unfamiliarity with the issue of prisoner re-entry and how it affects or overlaps with their own work
- Distrust that may historically exist between criminal justice officials and community leaders representing the neighborhoods that receive disproportionately large numbers of people released from prison or jail
- Finding a person to lead meetings who has credibility with the stakeholders but no improper self-interest (or financial stake) in the outcome of the discussions
- The complex nature of the issue itself, which can make it hard to avoid discussions that seem unfocused, philosophical, and generally impractical

SECTION HIGHLIGHTS



RELEVANT POLICY STATEMENT

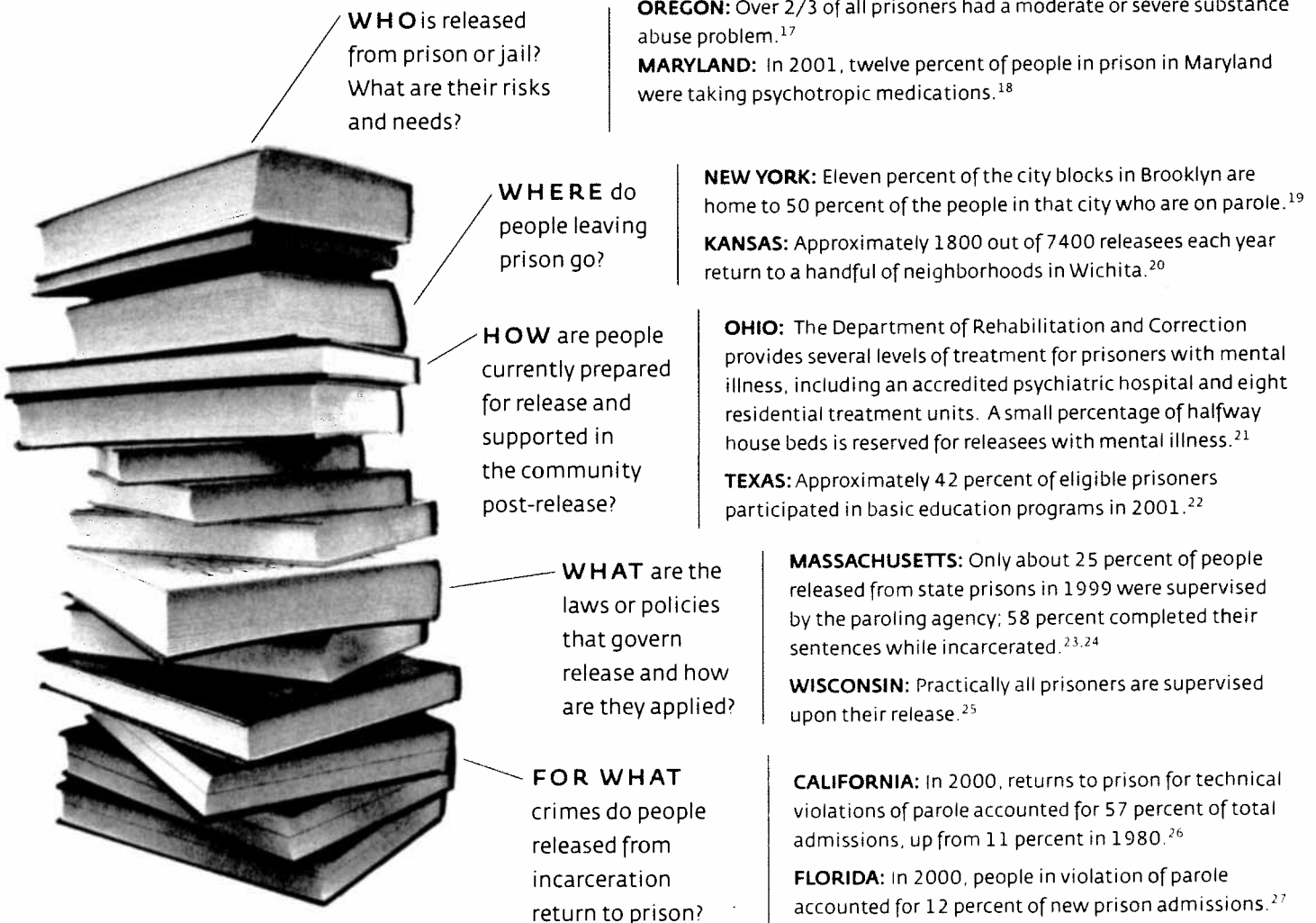
1: Encouraging Collaboration Among Key Stakeholders

Understand the issue in your jurisdiction

CHALLENGES

- Needed information unavailable in the records of any one particular agency, but spread throughout numerous federal, state, local, and community-based agencies and organizations
- Limited research capacity in corrections agencies or state or county criminal justice systems generally
- Over-reliance on national re-entry data or “best practices” developed in other jurisdictions which may be irrelevant to the characteristics of the state or local jurisdiction where the initiative will be implemented

SECTION HIGHLIGHTS



WHO is released from prison or jail? What are their risks and needs?

OREGON: Over 2/3 of all prisoners had a moderate or severe substance abuse problem.¹⁷

MARYLAND: In 2001, twelve percent of people in prison in Maryland were taking psychotropic medications.¹⁸

WHERE do people leaving prison go?

NEW YORK: Eleven percent of the city blocks in Brooklyn are home to 50 percent of the people in that city who are on parole.¹⁹

KANSAS: Approximately 1800 out of 7400 releasees each year return to a handful of neighborhoods in Wichita.²⁰

HOW are people currently prepared for release and supported in the community post-release?

OHIO: The Department of Rehabilitation and Correction provides several levels of treatment for prisoners with mental illness, including an accredited psychiatric hospital and eight residential treatment units. A small percentage of halfway house beds is reserved for releasees with mental illness.²¹

TEXAS: Approximately 42 percent of eligible prisoners participated in basic education programs in 2001.²²

WHAT are the laws or policies that govern release and how are they applied?

MASSACHUSETTS: Only about 25 percent of people released from state prisons in 1999 were supervised by the paroling agency; 58 percent completed their sentences while incarcerated.^{23,24}

WISCONSIN: Practically all prisoners are supervised upon their release.²⁵

FOR WHAT crimes do people released from incarceration return to prison?

CALIFORNIA: In 2000, returns to prison for technical violations of parole accounted for 57 percent of total admissions, up from 11 percent in 1980.²⁶

FLORIDA: In 2000, people in violation of parole accounted for 12 percent of new prison admissions.²⁷

Redefine missions



CHALLENGES

- Downtown locations of community corrections offices and hundreds of miles separating correctional facilities from communities to which people in prison return
- Growth of corrections systems coupled with increased budgetary pressures, which cause corrections administrators to focus attention and resources on security inside the institutions
- Impression shared by many community corrections officials that their primary professional responsibility is the apprehension of people who violate their conditions of release
- Views among some health and social service agency officials that people in prison or jail are not part of their clientele and that reducing recidivism is not part of their job
- Appointments to releasing authorities of people who may have limited, if any, expertise or training in corrections, community corrections, or in release decision-making

SECTION HIGHLIGHTS

- Engage community-based organizations to facilitate or provide intake assessments and the delivery of services to people while they are incarcerated;
- Concentrate services and supervision in the communities where releasees live;
- Ensure that releasing authorities comprise experts who understand the value and appropriateness of supervised release and evidence-based decisions;
- Consider whether (and to what extent) people are successfully transitioning from prison or jail to the community when measuring the performance of corrections and community corrections administrators, in addition to systems that deliver community-based services.

RELEVANT POLICY STATEMENT

- 3: Incorporating Re-Entry into Organizations' Missions and Work Plans

Maximize value of existing funding

CHALLENGES

- Extremely tight budgets that greatly limit the flexibility of corrections, community corrections, police, and social services administrators to experiment with strategies that would make their agencies more efficient
- Reluctance among some social or health service organization officials to prioritize, or appear to prioritize, people with criminal records ahead of their general client population
- Inability of a corrections agency to demonstrate actual savings to a state or county, short of shuttering institutions or portions of facilities and reducing personnel due to the contraction of the agency
- Political allies of programs or organizations who are determined to maintain funding for particular initiatives, even when research demonstrates these programs' ineffectiveness
- Complex federal and state regulations that preclude or impede the bundling of funds administered by distinct agencies
- Time and resources required of corrections administrators to train, coordinate, and supervise volunteers who know little about prison and jail populations or operations

SECTION HIGHLIGHTS

- Focus resources on the periods immediately preceding and following a person's release to the community;
- Coordinate resources intended for the same populations and communities;
- Manage growth of the corrections population by making smart use of release decision policies and graduated sanctions for violators of probation and parole and then reinvesting the savings generated through such measures in the communities to which people return after prison;
- Tap sources of funding not traditionally used for re-entry programs, such as Temporary Aid to Needy Families (TANF) and Workforce Investment Act (WIA) funds, and leverage these dollars to attract additional resources;
- Cultivate volunteers from community and faith-based groups to increase staffing and program capacity.



inspiration from the field

The **Oklahoma Marriage Initiative (OMI)** uses TANF funds to provide programming to strengthen both married and unmarried couples, especially those with low income. Because many people in prison and jail fall into this target population, OMI partnered with the state Department of Corrections (DOC) to train DOC staff chaplains to teach the evidence-based Prevention and Relationship Enhancement Program curriculum. OMI provides the training and workshop materials for inmate participants and evaluates the programs while DOC covers the cost of staff time and expenses incurred around training.

RELEVANT POLICY STATEMENT

4: Funding a Re-Entry Initiative

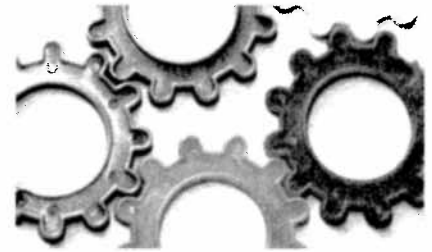
Integrate systems

CHALLENGES

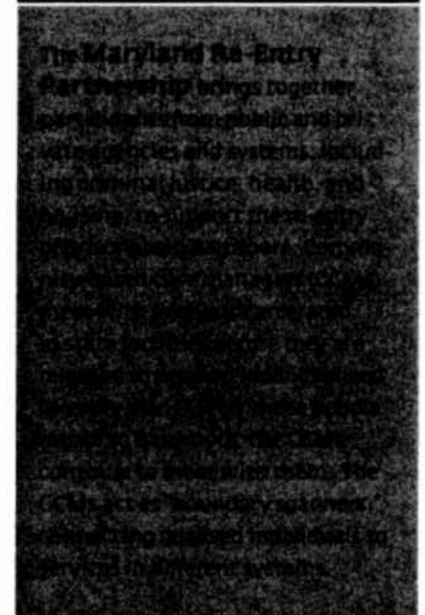
- Different, and sometimes conflicting, definitions of client population and performance measures used by the various agencies and organizations serving people released from prison or jail
- Concern among agencies and organizations that the integration of the operations (and, especially, the funding) of distinct agencies and organizations will blur lines of accountability and responsibility
- Lack of compatibility among databases and information systems managed by agencies within the criminal justice system as well as with health and social service information systems
- Absence of an authority, structure, or forum to monitor—and address obstacles to—the effective integration of two or more systems

SECTION HIGHLIGHTS

- Expand opportunities for inter-system and inter-disciplinary education and training;
- Link information systems so data for criminal justice, health, labor, and social service populations can be effectively shared and analyzed as appropriate;
- Assign staff to be responsible for “boundary spanning” among organizations serving people during—and following—their incarceration;
- Establish policy goals and benchmarks common to all parties and agencies involved in re-entry and devise methods for system-wide evaluation;
- Create ongoing forums for project oversight, information-sharing, communication, and problem-solving across agencies and organizations.



inspiration from the field



RELEVANT POLICY STATEMENT

- 5: Promoting Systems Integration and Coordination

Measure performance



CHALLENGES

- Insufficient resources to commission an independent evaluation that employs a methodology which meets research community standards
- Pressure to demonstrate a program's results shortly after its implementation, before much can be known about its impact on the target population
- Difficulty of demonstrating unequivocal results, particularly regarding real cost savings, that are typically of greatest interest to policymakers
- Laws, such as the Health Information Protection and Privacy Act, that protect confidentiality but impede data-sharing for research purposes
- Need to collect and analyze data on an ongoing basis—not just for a one-time evaluation

SECTION HIGHLIGHTS

- Develop a logic model—a visual representation of how the program works—that includes resources, activities, outputs, and outcomes;
- Establish performance measures for staff and program components;
- Conduct process evaluations to identify problems with the program strategy or service delivery;
- Evaluate outcomes to identify the reasons behind a program's success or failure and its cost-effectiveness.

RELEVANT POLICY STATEMENT

6: Measuring Outcomes and Evaluating the Impact of a Re-Entry Initiative

Inform and reassure the public



CHALLENGES

- Public's lack of familiarity with (and general misconceptions about) prisons and jails, the people released from these institutions, and the issue of re-entry generally²⁸
- Stories in the media that sometimes over-simplify criminal justice issues and sensationalize exceptional cases illustrating system failures
- Risk that information about prisoner re-entry—or about the development of a new program or service targeting incarcerated populations—might actually galvanize community or political opposition to a re-entry initiative

SECTION HIGHLIGHTS

- Reassure the public about governments' efforts to ensure that people who present a risk to the community are carefully supervised upon their release and re-incarcerated, when appropriate, for failures to comply with their conditions of release;
- Make clear that governments do not have the resources to prolong the incarceration of every prisoner or to automatically return every violator of probation or parole to prison or jail;
- Inform the public about the extraordinary number of people in the community with criminal records and the barriers that they face to moving on with their lives when they re-enter the community;
- Help the public appreciate that preparing people in prison or jail for their release and providing support to them upon their return makes families and communities stronger, safer, and healthier;
- Leverage community networks to enhance community supervision and to inform re-entry policies and programs.

RELEVANT POLICY STATEMENT

7: Educating the Public About the Re-Entry Population

Make smart release and community supervision decisions

CHALLENGES

- Laws that limit the ability to ensure post-release supervision or to impose terms and conditions of release that compel participation in programs designed to reduce criminal behavior
- Dearth of validated, evidence-based instruments or complete criminal histories to guide decisions about release and insufficient information about what terms and conditions of release are most likely to keep a person from returning to prison or jail
- Overwhelming caseloads for community corrections officers
- Limited options (other than reincarceration or ignoring the violation) available to respond to violations of conditions of release
- Uniform allocation of resources that disregards the differing risks and needs that each individual returning from prison or jail presents and is not concentrated in the period of time immediately before and after release
- Need for coordination and information-sharing between local law enforcement, community supervision agencies, and service providers



inspiration from the field

The Missouri Department of Corrections (DOC) assesses and re-assesses individuals in prison and after release to allocate supervision resources efficiently. Institutional staff develop individualized Transition Accountability Plans and provide the parole officer with a comprehensive report.

DOC staff develop matrix of graduated degrees of intervention, control and discretion with the individual needs of the offender and their environment and progress.

REPORT HIGHLIGHTS



PRISON AND JAIL

- Inform the releasing authority about the extent to which the prisoner is prepared to return to the community (and the community is prepared to receive the individual).



TRANSITION

- Ensure that people exiting prison or jail who it is determined pose a threat to public safety are released to some form of community supervision; use a validated risk assessment instrument, in addition to other information, to inform the level and duration of supervision, and, for those states that have maintained some discretion in the release process, to determine when release would be most appropriate.

- Review and prioritize the terms and conditions of release and develop a supervision plan that corresponds to available resources, reflects the likelihood of recidivism, incorporates recommended transition plans, and provides incentives to encourage compliance with the conditions of release.



COMMUNITY

- Concentrate community supervision resources on period immediately following person's release from prison or jail, and adjust supervision strategies as the needs of the person released, the victim, the community, and the family change.

- Establish a matrix of graduated responses to ensure community corrections officers have a range of options available to them to reinforce positive behavior and to address, swiftly and certainly, failures to comply with conditions of release.

RELEVANT POLICY STATEMENTS

17: Advising the Releasing Authority

18: Release Decision

25: Design of Supervision Strategy

26: Implementation of Supervision Strategy

29: Graduated Responses

Ensure support for victims







CHALLENGES

- Criminal justice system officials' lack of familiarity with state law affording victims particular rights and services upon a person's re-entry
- Contact information for crime victims is often missing or unavailable
- Failure to assess restitution, or, when restitution is ordered, failure to implement a reasonable payment schedule
- Understanding the particularly complex needs of crime victims who have or have had a personal relationship with the offender
- Incorrect perception among some criminal justice officials that victims are too grief-stricken or vengeful to participate in the re-entry process
- Overburdened corrections and community corrections agencies that, given their limited resources, may not prioritize victims' needs
- Understaffed victim advocacy organizations

inspiration from the field

Three to six months prior to the release of an offender, Community Victim Liaison Managers at the Washington Department of Corrections contact individuals (including prior victims) who they believe may be at risk because of the release. Individuals who choose to participate are engaged in a multi-system "victim wrap-around" process that allows them to choose which community resources they want.

REPORT HIGHLIGHTS

- | | | |
|---|-------------------------------|---|
|  | <p>INTAKE</p> | <ul style="list-style-type: none"> ▪ Ensure that information about victim or victims' interest in notification and, if applicable, victim contact information, are included in the institutional file. ▪ Provide opportunities for crime victims and victim advocates to inform inmates' individualized plans for programming during incarceration. |
|  | <p>PRISON AND JAIL</p> | <ul style="list-style-type: none"> ▪ Provide (and encourage inmates to attend) victim impact panels, impact of crime classes, and other educational programs involving victims and/or victim advocates which are designed to convey the harm resulting from crime. ▪ Notify victims that the releasing authority is considering release of a particular person and invite victims to provide input into the release decision and the terms and conditions of release. |
|  | <p>TRANSITION</p> | <ul style="list-style-type: none"> ▪ Prepare victims for offenders' return to the community, and provide victims with protection, counsel, services, and support, as needed and appropriate. ▪ Include victims or victim advocates on a team charged with implementing the recommendations of the releasing authority and developing a supervision strategy. |
|  | <p>COMMUNITY</p> | <ul style="list-style-type: none"> ▪ Concentrate community supervision resources on the period immediately following release from prison or jail, and adjust supervision strategies as victims' needs change. ▪ Provide the victim with an opportunity to inform responses to violations of release conditions. |

RELEVANT POLICY STATEMENTS

- 8: Development of Intake Procedure
- 9: Development of Programming Plan
- 14: Behaviors and Attitudes
- 17: Advising the Releasing Authority

- 23: Victims, Families, and Communities
- 25: Design of Supervision Strategy
- 26: Implementation of Supervision Strategy
- 29: Graduated Responses

Offer safe places to live

CHALLENGES

- Complex family situations, which may include a history of domestic violence or ambivalence about a family member's release from prison or jail
- Acute shortage of affordable housing
- Exclusion of those with criminal records – and sometimes their families – from available public and low-income housing
- Unwillingness of community members to accept housing units developed for people with criminal records
- Dearth of transitional and supportive housing



inspiration from the field

The Illinois State Department of Corrections pays St. Leonard's Ministries, a local supportive housing provider, just under what it costs the Department to supervise a given number of prisoners. St. Leonard's then not only provides housing and other social services for the prisoners but also assumes a large share of the responsibility for their supervision.

REPORT HIGHLIGHTS



INTAKE

- Include, as part of the intake procedure, questions regarding the type and appropriateness of housing, if any, that may be available to individuals upon their release, as well as any lease or rental obligations they may have during their incarceration.



TRANSITION

- Facilitate access to stable housing upon people's re-entry to the community.



COMMUNITY

- Help releasees to maintain stable housing.



SERVICE SYSTEMS

- Preserve existing housing resources and develop new housing to increase housing affordability and availability.

- Adopt balanced admission and eviction policies for public housing that consider individual circumstances.

RELEVANT POLICY STATEMENTS

- 8:** Development of an Intake Procedure
- 19:** Housing
- 24:** Identification and Benefits

- 27:** Maintaining Continuity of Care
- 30:** Housing Systems

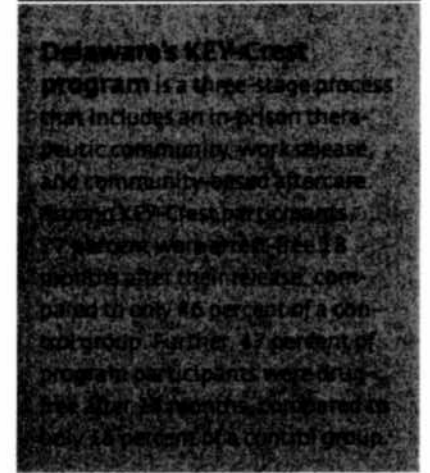
Break the bonds of addiction




CHALLENGES

- Proliferation of outdated or non-validated instruments that do not measure addiction treatment needs accurately
- Number of people incarcerated who have a history of substance abuse that far exceeds availability of treatment
- Treatment programs that frequently do not adhere to evidence-based treatment modalities
- Difficulty recruiting and retaining qualified, culturally-competent treatment professionals
- Lack of coordinated service delivery and aftercare to prevent and respond to relapse


inspiration from the field




REPORT HIGHLIGHTS

- 


INTAKE

 - Screen people upon their admission to a correctional facility for substance abuse and dependency using standardized, validated instruments, and determine which individuals require further assessments and programming.
 - Include substance abuse specialists on a team charged with developing individualized programming plans for people admitted to a correctional facility and ensure that the plan addresses any substance abuse issues identified during intake.
- 


PRISON AND JAIL

 - Provide effective substance abuse treatment to anyone in prison or jail who is chemically dependent.
- 

TRANSITION

 - Prepare community-based health and treatment providers, prior to the release of an individual, to receive that person and to ensure that he or she receives uninterrupted services and supports upon his or her return community.
 - Ensure that people who are eligible for public benefits receive them immediately upon their release from incarceration.
- 

COMMUNITY

 - Facilitate releasees' sustained engagement in substance abuse treatment.
- 

SERVICE SYSTEMS

 - Ensure that individualized, accessible, integrated, and effective community-based substance abuse treatment services are available.

RELEVANT POLICY STATEMENTS

- 8: Development of Intake Procedure
- 9: Development of Programming Plan
- 12: Substance Abuse Treatment
- 20: Planning Continuity of Care
- 24: Identification and Benefits
- 27: Maintaining Continuity of Care
- 32: Establishing Effective Substance Abuse Treatment

Treat physical and mental illness




CHALLENGES

- Inconsistent and ineffective screening and identification of prisoners for health and/or mental health disorders
- Narrow focus on emergency treatment needs of people who are incarcerated rather than their long-term health and public health generally
- Compartmentalized, uncoordinated treatment of co-occurring disorders, particularly substance abuse and mental illness
- Inadequate communication and cooperation between correctional health officials and community service providers
- Limited capacity of existing community-based services and general reluctance of providers to serve people with criminal records
- Delivery of services and use of medications that do not reflect the most current, evidence-based practices
- Shortages of qualified health care professionals in prison and jail, and high cost of medications

inspiration from the field

Project Bridge in Rhode Island offers a holistic social support model for HIV-infected inmates. The collaborative program provides continuous treatment and other services for people during incarceration and after release. Of 134 Project Bridge participants, 83 percent completed the entire 18-month program, 90 percent stayed engaged in medical care after program completion, and only three percent were re-sentenced.

REPORT HIGHLIGHTS

- 
INTAKE
 - Screen people upon their admission to a correctional facility for mental illness using standardized, validated instruments, and determine which individuals require further assessments and programming.
 - Include healthcare specialists on a team charged with developing individualized programming plans for people admitted to a correctional facility, and ensure that the plan addresses any physical or mental health issues identified during intake.
- 
PRISON AND JAIL
 - Facilitate community-based mental and physical health care providers' access to prisons and jails and promote delivery of services consistent with standards of the public health model.
- 
TRANSITION
 - Prepare community-based health and treatment providers, prior to the release of an individual, to receive that person and to ensure that he or she receives uninterrupted services and supports upon his or her return community.
 - Ensure that people who are eligible for public benefits receive them immediately upon their release from incarceration.
- 
COMMUNITY
 - Facilitate releasees' sustained engagement in treatment and mental health and supportive health services.
- 
SERVICE SYSTEMS
 - Ensure that individualized, accessible, integrated, and effective community-based mental health treatment services are available.

RELEVANT POLICY STATEMENTS

- 8:** Development of Intake Procedure
- 9:** Development of Programming Plan
- 10:** Physical Health Care

- 11:** Mental Health Care
- 20:** Planning Continuity of Care
- 24:** Identification and Benefits

- 27:** Maintaining Continuity of Care
- 33:** Availability of Effective Mental Health Services

Foster meaningful relationships








CHALLENGES

- Absence of useful information about a prisoner's family ties; constantly changing dynamics of family relationships; and risk of re-establishing relationships fractured by domestic violence, substance abuse, or other traumatic events
- Lack of attention to family's needs for support during a family member's incarceration and following release
- Inflexible child support policies and accumulated child support debts
- Limited parenting skills programs
- Distance between correctional facilities and home communities and difficulty of expanding visitation policies given institutional safety constraints
- Inadequate mobilization of peer support and faith-based groups

inspiration from the field

New York's **La Bodega de la Familia's** family case management model brings together a parolee, a family case manager, a supervision officer, and family members of the parolee. Together, they work to identify the family's resources and to build a supportive network of healthy relationships. Among other positive results, informal encouragement and support—even without increased drug treatment—led to a 36 percent decline in substance abuse for program participants, compared to a five percent drop for a comparison group. Re-arrest was cut nearly in half, with 11 percent of participants arrested during the six months following their involvement in the program, compared to 18 percent of the comparison group.

REPORT HIGHLIGHTS

- | | | |
|---|--|--|
|  | <p>INTAKE</p> <ul style="list-style-type: none"> ▪ Assess each inmate's family strengths and needs upon admission to a correctional facility, including dependent care responsibilities, child support debt, domestic violence history, and family relationships. | <ul style="list-style-type: none"> ▪ Provide opportunities for family and community members to provide input into individualized plans for programming during incarceration. |
|  | <p>PRISON AND JAIL</p> <ul style="list-style-type: none"> ▪ Make available services and supports for family members and children of prisoners, and, when appropriate, strengthen relationships between prisoners and their families. ▪ Ensure that family members have opportunities to provide input into the conditions of release and gauge their willingness and capacity to receive their relative upon release. | <ul style="list-style-type: none"> ▪ Facilitate efforts of faith-based institutions, peer support groups, and other service providers to engage prisoners and to improve their trust and confidence in treatment and services. |
|  | <p>TRANSITION</p> <ul style="list-style-type: none"> ▪ Prepare family and relevant community members for offenders' return to the community, and provide them with protection, counsel, services, and support, as needed and appropriate. | <ul style="list-style-type: none"> ▪ Ensure that people who are eligible for public benefits receive them immediately upon release from prison or jail. ▪ Include family members on a transition team charged with developing and implementing a supervision strategy. |
|  | <p>COMMUNITY</p> <ul style="list-style-type: none"> ▪ Consult family and community members regularly to determine their assessment of the re-entering person's adjustment and modify supervision strategies accordingly. | <ul style="list-style-type: none"> ▪ Consult family members about graduated sanctions and incentives most likely to effect a change in behavior. |
|  | <p>SERVICE SYSTEMS</p> <ul style="list-style-type: none"> ▪ Support interagency efforts to enhance systems supporting children and families, identify populations with special needs, provide staff cross-training, and address permanency and service planning challenges. | |

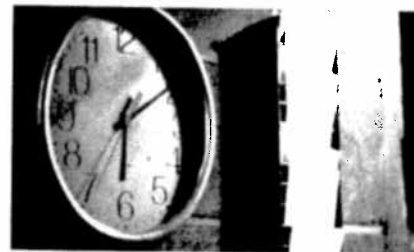
RELEVANT POLICY STATEMENTS

- 8: Development of Intake Procedure
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- 26: Implementation of Supervision Strategy
- 29: Graduated Responses
- 34: Children and Family Systems

Provide training, education, and jobs








inspiration from the field

Working with people from the time of their incarceration until their community supervision ends, the Texas Department of Corrections' Project EQ helps offenders seek, find, and maintain employment in their home communities. A recent study found that 25 percent of EQ clients found employment versus 16 percent of nonclients. Further, EQ clients recidivated less often—20 percent of EQ clients were reincarcerated versus 32 percent of the comparison group.

CHALLENGES

- Poor basic education and marketable skills among people who are incarcerated
- Insufficient opportunities for people in prison and jail to participate in vocational or educational programs
- Work assignments or training provided during incarceration that do not always correspond to jobs available in the community
- Inadequate job opportunities, especially for people with few skills, in the communities to which prisoners return
- Statutory and regulatory barriers, in addition to employer concerns generally, regarding the employment of people with criminal records
- Lack of coordination between otherwise effective workforce systems and departments of correction

REPORT HIGHLIGHTS

- 
INTAKE
 - Assess employment situation, education level, literacy, and vocational interests and aptitudes of people admitted to prison or jail, using objective, validated instruments.
 - Include workforce specialists on a team charged with developing individualized programming plans for people admitted to a correctional facility and ensure that the plan addresses any educational, training, or employment issues revealed during intake.
- 
PRISON AND JAIL
 - Teach inmates functional, educational, and vocational competencies based on employment market demand and public safety requirements.
 - Provide inmates with opportunities to participate in work assignments and skill-building programs that build toward successful careers in the community.
- 
TRANSITION
 - Promote, where appropriate, the employment of people released from prison and jail and facilitate the creation of job opportunities for this population.
 - Connect inmates to employment, including supportive employment and employment services, before their release to the community.
- 
COMMUNITY
 - Recognize and address the obstacles that make it difficult for someone who has been incarcerated to obtain and retain viable employment while under community supervision.
- 
SERVICE SYSTEMS
 - Create a comprehensive workforce system that is integrated, market-driven, accountable, universal, and portable.

RELEVANT POLICY STATEMENTS

8: Development of Intake Procedure
9: Development of Programming Plan
15: Education and Vocational Training

16: Work Experience
21: Creation of Employment Opportunities
22: Workforce Development and Transition Plan

28: Job Development and Supportive Employment
31: Workforce Development Systems

9 WAYS TO USE THE RPC REPORT

1. ENGAGE A POLICYMAKER OR OTHER OFFICIAL KEY TO A PRISONER RE-ENTRY INITIATIVE

Often there has been at least one person key to a jurisdiction's re-entry effort whose investment in the initiative has been tenuous at best. The RPC Report was guided by 100 leading policymakers and practitioners – Republicans and Democrats from around the country – and can be used to demonstrate to a state or local government official that a counterpart in another jurisdiction has been actively involved in thinking about, and addressing, the issue of prisoner re-entry.

2. FOCUS INTEREST IN RE-ENTRY ON A PARTICULAR ASPECT OF THE PROBLEM

Coalitions or task forces formed to tackle prisoner re-entry are often overwhelmed by the enormity of the problem. Constant analysis of the issue can become paralyzing. The dozens of policy statements in the RPC Report present a menu of options for such groups, helping them to translate their commitment into tangible action steps.

3. DETERMINE HOW TO ADDRESS A PARTICULAR OBSTACLE THAT HAS IMPEDED PEOPLE'S SAFE AND SUCCESSFUL TRANSITION FROM PRISON OR JAIL TO THE COMMUNITY

Whether it is connecting people in prison to housing before their release or prioritizing the use of limited drug treatment slots, the RPC Report provides detailed recommendations that can inform efforts to address longstanding roadblocks to successful re-entry.

4. ASSESS COMPREHENSIVENESS OF AN EXISTING RE-ENTRY EFFORT

Officials in a state or county interested in identifying any shortcomings of current re-entry efforts can use the RPC Report as a checklist to inventory their existing programs, policies, and practices.

5. FIND OUT WHAT OTHER JURISDICTIONS ARE DOING

Elected or appointed officials presented with a proposal for a new or modified program or policy can learn about other jurisdictions that have successfully implemented the proposed approach.

6. LEARN ABOUT RELEVANT RESEARCH

Although many key research questions regarding prisoner re-entry remain unanswered, studies and reports analyzing different aspects of re-entry abound. With research condensed into easy-to-use highlights, the RPC Report is an ideal resource for readers wondering what the evidence says about a particular aspect of re-entry.

7. ADVOCATE FOR CHANGE

The RPC Report provides a bipartisan platform which can be invaluable to advocates who are unanimous in their commitment to make prisoner re-entry safe and successful in their jurisdiction, but divided about how best to accomplish that goal. Furthermore, the Report provides specificity and pragmatism to advocates whose efforts may otherwise be undermined by an agenda that is ambiguous or unrealistic.

8. RESPOND TO PUBLIC PRESSURE GENERATED BY A RECENT TRAGEDY

Too often, public policy is shaped in the immediate aftermath of a tragedy that has been reported widely in the media. The atmosphere in such situations is typically not conducive to the development of thoughtful policy. The RPC Report is an ideal resource in such situations, as it provides hundreds of carefully-considered recommendations, each of which has bipartisan support and the backing of public safety officials and service providers alike.

9. EDUCATE THE MEDIA

Journalists faced with re-entry related stories can use the RPC Report to contextualize a particular event or issue for their audience.

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As 97 percent of those now in prisons will eventually be released, the solutions we develop today will determine the safety and security of our communities tomorrow. The Department of Justice established the Serious and Violent Offender Re-Entry Initiative, and we're pleased the Re-Entry Policy Council has been part of that initiative. We appreciate the leadership from the Council on re-entry issues and look forward to the release of its report on this critical public safety issue.

— **JOHN ASHCROFT**

UNITED STATES ATTORNEY GENERAL

When people get out of prison, they have so many strikes against them, they feel doomed to failure. The *Report of the Re-Entry Policy Council* details the kinds of services—drug treatment, job training, and family counseling—that can keep people from returning to prison, help them to take care of their families, and allow them to become productive members of society.

— **DAVID LEWIS**

PRESIDENT AND CO-FOUNDER,
FREE-AT-LAST AND FORMERLY
INCARCERATED PERSON (CA)

This report should be required reading not just for jail administrators but for any policymaker concerned about public safety and saving money.

— **TIMOTHY RYAN**

PRESIDENT OF AMERICAN JAIL ASSOCIATION
AND CHIEF, ORANGE COUNTY (FL)
CORRECTIONS DEPARTMENT

Successfully integrating people released from prison and jail into the workforce is critical to the economy. The *Report of the Re-Entry Policy Council* will go a long way toward helping workforce boards and practitioners collaborate with the correctional system and establish agendas that insure this population gets the workforce services it needs and deserves.

— **SALLIE A. GLICKMAN**

EXECUTIVE DIRECTOR, PHILADELPHIA
WORKFORCE INVESTMENT BOARD (PA)

Current policies on incarceration and prisoner release are far from effective. Too many former prisoners return to lives of crime. To break the vicious cycle of crime, punishment, and recidivism, we need a more coordinated effort to provide the helping hand that so many ex-offenders need in order to become productive members of society. The *Report of the Re-Entry Policy Council* is a wake-up call for Congress, states, and cities to deal more effectively with this festering problem. The proven and cost-effective solutions highlighted in the report will enable communities across the country to move forward in improving public safety.

— **SENATOR EDWARD M. KENNEDY
(D-MA)**

Efforts to achieve successful re-entry must focus not only on offenders, but also on those whose lives are affected by their actions. By inviting victims to the table, along with so many others, the Re-Entry Policy Council is creating a truly collaborative document that accounts for everyone involved in the re-entry process and paves the way to solutions for entire communities.

— **PAT TUTHILL**

VICTIMS' REPRESENTATIVE, INTERSTATE
COMPACT FOR ADULT OFFENDER
SUPERVISION, AND MOTHER OF PEYTON
TUTHILL, 1999 HOMICIDE VICTIM (FL)

The *Report of the Re-Entry Policy Council* is encyclopedic; corrections administrators and others involved with re-entry should have a copy at their fingertips. It is a wonderful tool to facilitate collaborative efforts between community-based organizations, correctional facilities, law enforcement, and other stakeholder groups.

— **REGINALD A. WILKINSON**

DIRECTOR, OHIO DEPARTMENT OF
REHABILITATION AND CORRECTION,
AND PRESIDENT, ASSOCIATION OF STATE
CORRECTIONAL ADMINISTRATORS AND
INTERNATIONAL ASSOCIATION OF REENTRY

We've got a broken corrections system. Recidivism rates are too high and create too much of a financial burden on states without protecting public safety. The efforts of the Re-Entry Policy Council will be of great value to those of us in Congress seeking to highlight and facilitate the development of innovative programs and policies in state and local government to reduce recidivism drastically, which will transform not only lives but our nation as a whole.

— **SENATOR SAM BROWNBACK
(R-KS)**

This timely and comprehensive report provides inspiration and guidance to the thousands of practitioners and community leaders who are committed to improving outcomes for returning prisoners, their families, and the broader society. This report will stand as a guidepost for new ways of thinking about one of the most important challenges facing our country.

— **JEREMY TRAVIS**

SENIOR FELLOW, THE URBAN INSTITUTE (DC)

The demand for services that prisoner re-entry generates overwhelms the meager resources that corrections administrators and local government leaders have available to them. Meanwhile, leaders of churches and other faith-based institutions want to meet this demand but are unsure how best to marshal the resources available to them. The RPC Report is an unprecedented tool for leaders looking to bridge this divide.

— **CHUCK COLSON**

FOUNDER, PRISON FELLOWSHIP (VA)

We are pleased that through the Re-Entry Policy Council, the Council of State Governments continues to build on its commitment to finding a new future for people with mental illness who stand at the intersection of the criminal justice and mental health systems.

— **CHARLES CURIE**

ADMINISTRATOR, SUBSTANCE ABUSE
AND MENTAL HEALTH SERVICES
ADMINISTRATION, US DEPARTMENT OF
HEALTH AND HUMAN SERVICES

PROJECT PARTNERS

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