

CJC Reentry Standing Committee

Hamilton County, Ohio

County Administration Building, Room 603

October 13, 2009

12:30 – 2:00 p.m.

AGENDA

1. Review of Meeting with Senator Seitz.
2. Sub-committee progress reports.
 - Business plan subcommittee
 - Cost subcommittee (presentation by Eli Braun, OJPC)
 - Programs subcommittee
3. Member comments.
4. Agenda for next reentry committee meeting.

Next Reentry Meeting:
Tuesday, December 8, 2009
12:30 – 2:00 p.m.
County Administration Building, Room 603

Attendance

No sign-in sheet was circulated at the October meeting.

Notes

Before agenda item 1, the new JFS representative, Dan Cade was introduced to the committee. Cade replaces Jeffrey Startzman who has retired.

- 1.0 Dan Brooks talked about his recent meeting with Steve Hawley, State Senator Bill Seitz, and a judge and two county commissioners from Montgomery County. Montgomery County is approaching the same issues as Hamilton County, reaching the same conclusions, and developing a similar plan. Seitz would like to expand the reentry dialogue by setting up information sharing between organizations in the state. Brooks said that Montgomery County has not yet pursued cost aspects of its planning.

Stephen JohnsonGrove said that Joe Stan of the Montgomery County Reentry Task Force was in attendance the previous week for a session on reentry task forces at a conference of the Ohio State Bar Association. JohnsonGrove said the Toledo area has a very active group; that the Department of Rehabilitation and Corrections is eager to foster reentry task forces; and to keep Angie Lee posted on the group's work.

Brooks said that Seitz is looking for support for criminal justice reform bills. The success of the bill is based on getting the reform message to local people about what works in reentry.

Richard Books said that Judge Rice in Dayton is a leader in developing reentry partnerships.

D. Brooks said that the committee has a need for a media or public relations subcommittee. He will speak to David Pepper and Jen Gehring about potentially involving Brewster Rhoads.

- 2.1 D. Brooks said that the Business Plan Subcommittee had not yet met, but they would speak after the meeting to schedule a time.

- 2.2 The Cost Subcommittee report consisted of a data summary from Eli Braun of the Ohio Justice and Policy Center (OJPC) (see attachment). The summary estimated courthouse case processing cost at \$40 to \$50 per hour. Braun said that Janet Moore of OJPC is still working to present to the Board of County Commissioners information about the costs between arrest and conviction.

Committee members raised the following issues about cost estimates:

- Distinguishing between fixed costs and flexible costs and between 24/7 costs and 8/5 costs.
- Inclusion of treatment costs in court budgets.
- Facilities costs at the 800 Broadway building that houses Probation.
- Costs to municipalities between arrest and conviction (D. Brooks said 48% of the North College Hill budget is policing.)

JohnsonGrove raised the issue of the redundancy of having prosecutors offices in both the City of Cincinnati and Hamilton County.

Wendy Niehaus said that cost estimates of the current system are a constantly moving target as agencies deal with budget reductions and less jail bed space.

2.3 Sarah Willison reported that the Programs Subcommittee reviewed reentry services across Ohio and developed a list of recommendations based on current best practices:

- Unify processes across the county court system so that parties aren't duplicating assessments and services.
- Establish a reentry court in the Court of Common Pleas.
- Establish specialized dockets such as drug court, OVI, domestic violence and veterans courts in the Municipal Court.
- Increase the utilization of diversion programs for Municipal Court.
- Sentence individuals based on risks and needs rather than exclusively on offense.
- Provide training to public defenders on corrections alternatives available in Hamilton County.
- Provide training on the new assessment tool developed by the University of Cincinnati.
- Adhere to the reentry principles listed included in the Ohio Ex-Offender Reentry Coalition Five-Year Strategic Plan issued by Governor Strickland (See attached, page 18).

Other programming suggestions from the committee included the following:

- Including an ongoing invitation to Angie Lee for attendance at the Reentry Committee meetings.
- Specialized docket section of the Ohio Supreme Court is willing to offer assistance.
- The Richland County reentry court (Judge James DeWeese) might serve as a model. The federal second chance act includes reentry courts in its model but is not yet funded.

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Eli Braun
October 13, 2009
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Calculating Criminal Justice Costs in Hamilton County

Phase I: Courthouse Costs

Goal: Calculate cost of processing adult criminal cases through Hamilton County Courthouse

Background: Hamilton County files nearly twice as many misdemeanor cases annually per capita as Franklin County (1 per 23 people in Hamilton County, compared to 1 per 45 in Franklin County). NACDL's "Minor Crimes, Massive Waste" study noted the enormous costs of heavy misdemeanor caseloads. Policymakers and taxpayers should understand the economic impact of charging decisions and court-related functions.

- First phase focuses on court-related costs
 - ✓ Includes prosecution, defense, pretrial, court personnel, & facilities
 - ✓ Excludes civil, juvenile, policing, corrections
- Goal requires decisions on cost categories, e.g.:
 - ✓ River City, a post-conviction expenditure in the court budget, is excluded
 - ✓ Probation in court budget, is technically post-conviction, but probation officers work closely with court on daily basis, and probation violation cases comprise significant portion of criminal court caseload
- Goal requires information-gathering across departments
 - ✓ pre-trial % of electronic monitoring
 - ✓ pre-trial use of Justice Center incarceration
 - ✓ pre-trial use of Court Clinic
 - ✓ % of Clerk of Court mailroom attributable to adult criminal processing

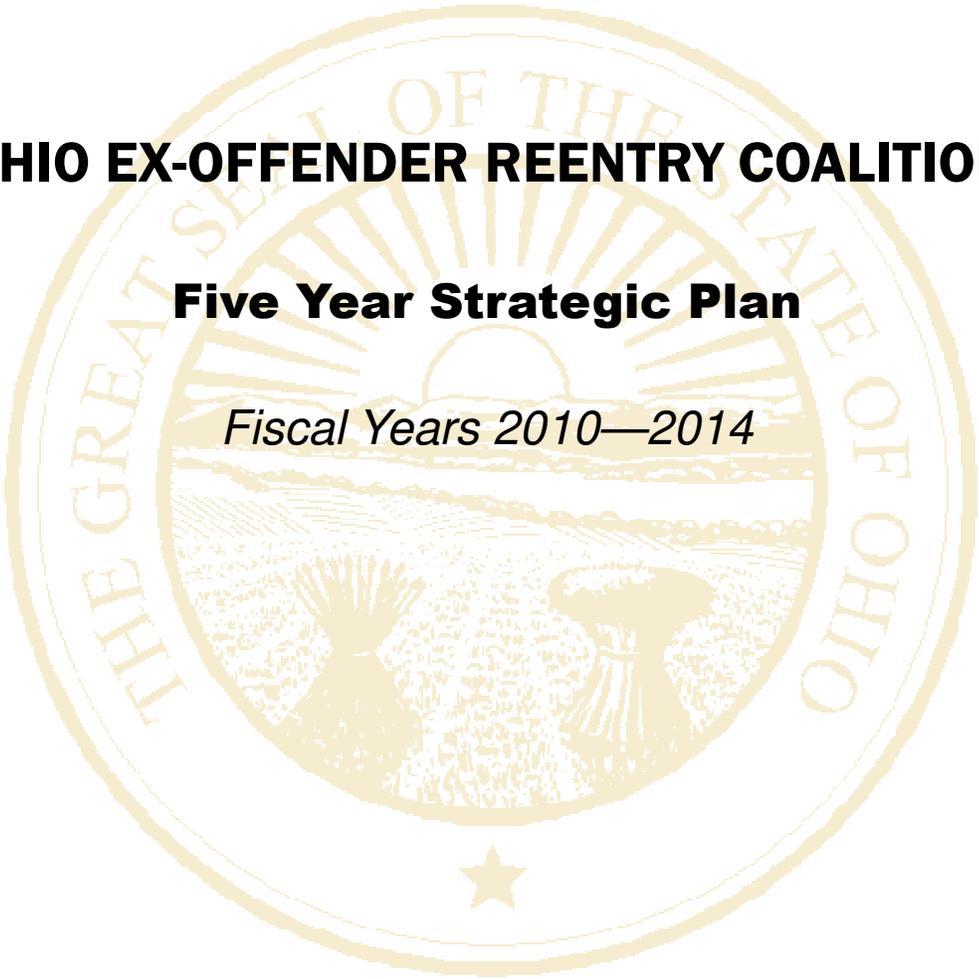
Strategy: Employ public information to estimate cost per unit time

- Focus on court-related budget line items
- Include facilities expenses (Courthouse, 230 E. 9th St., Justice Center)
- Allocate costs per ratio of criminal caseload to total caseload
- Assess the relative contributions of "user fees" and city, county, state, and federal tax dollars (including grants) toward criminal justice costs
- Information sources: City/County Budgets, Ohio Supreme Court Statistical Summaries, City/County Departmental Annual Reports, County Facilities Annual Report and Building Room Analysis (all numbers from 2008)

Phase 2: Include policing and corrections

Phase 3: Focus on juvenile system

Phase 4: Assess reentry-related costs, e.g., lost wages from collateral consequences



OHIO EX-OFFENDER REENTRY COALITION

Five Year Strategic Plan

Fiscal Years 2010—2014

Ted Strickland
Governor

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Ohio Ex-Offender Reentry Coalition

Five-Year Strategic Plan

Fiscal Years 2010-2014

The Growth and Importance of Reentry

The field of corrections has embarked on a major reexamination of offender reentry as it moves through the first decade of the twenty-first century. Offender reentry is gaining strength and momentum within and outside of correctional systems across the country. In a short span of time, an impressive array of efforts have been launched at all levels of government and by untold community organizations to build more effective and innovative responses to the myriad challenges presented by the release of offenders following a period of confinement.

Since the late 1990s, the Urban Institute in Washington, D.C., has hosted a series of Reentry Roundtables to assess the state of knowledge and to publish specialized reports on reentry programs. Leading practitioners, academicians, policymakers, and many others have shared what is known about the challenges and barriers that must be addressed to ensure successful reentry transitions for offenders. In 2000, the National Institute of Corrections launched a significant project called the *Transition from Prison to the Community Initiative* to offer technical assistance and support to a select number of states relative to transforming their systems governing reentry.

In 2001, the U.S. Department of Justice and a broad consortium of federal agencies forged a unique, path-breaking partnership by providing a total of \$100 million in grant funding to address reentry planning and programming. President Bush in his 2004 State of the Union address urged Congress to allocate \$300 million over four years to support the reentry transition

of offenders. His reentry initiative called for community and faith-based organizations to provide job training and placement services, transitional housing, and mentoring with offenders as they return home.

In April 2008, President Bush signed the Second Chance Act of 2007. This legislation will give offenders across America a second chance for a better life. Its passage reflects a commitment to renewal and hope for individuals who have been incarcerated. The goal of the bill is to expand vocational and job training services, improve the ability of offenders to find transitional housing, and assist newly released offenders in getting mentoring services. It also targets substance abuse treatment, educational literacy, family engagement in reentry, victim-appropriate services, and mental and physical health care for returning prisoners.

The notion of preparing offenders for their return to the general population is not a new concept. However, it is now being addressed from within a fundamentally different framework or paradigm: one that recognizes correctional systems alone are not sufficient to change offender behavior; continuing to do so promises to repeat the failures of the past. This newly evolving framework targets the barriers offenders face in reestablishing themselves in the community. Reentry is not a fad: it happens everyday in the lives of hundreds of thousands of offenders returning to their communities.

The interest in reentry has been fueled by many factors, including the recognition by legislators, correctional and community leaders, and others that public safety is compromised when hundreds of thousands of offenders released from institutions and jails are ill-prepared and ill-equipped to succeed in the free world. It is notable that approximately 700,000 adult offenders and 150,000 juvenile offenders will be released annually from county, state, and federal facilities to neighborhoods across the land. In Ohio alone, it is estimated over 28,000

adult offenders and 1,700 juvenile offenders will be released from institutions during the next year. Over the course of the next decade, more than seven million offenders in the United States will return home having served some time in confinement.

Reentry Initiatives Underway in Ohio

In Ohio the annual cost to incarcerate an adult offender is approximately \$24,000. It costs approximately \$86,000 to confine a juvenile offender. These figures do not account for other criminal justice-related administrative costs or the costs to the victims of crime. These costs cannot be sustained in the absence of any meaningful return on the investment. This is especially so in the current economic crisis. Whether returning offenders become taxpayers or tax burdens is largely dependent on their ability to find productive employment, stable housing, and links to vital community services.

If the reentry process is successful there are benefits for the community in terms of improved public safety. Correctional and criminal justice costs are reduced in the long-run as offenders are directed away from reoffending to more productive work and civic contributions. Successful reentry is important not only to the futures of offenders and their families, but also to the well-being and quality of life of families and neighborhoods throughout Ohio and to economic recovery.

In July 2002, the Ohio Department of Rehabilitation and Correction (DRC) published a comprehensive report entitled, *The Ohio Plan for Productive Offender Reentry and Recidivism Reduction*. The “Ohio Plan” views reentry as a philosophy not a program. This plan calls for a broad systems approach to managing offenders returning to the community following a period of incarceration. Its recommendations are centered on reentry planning, treatment, family

involvement, employment, discharge readiness, offender supervision, and community partnerships. Under the “Ohio Plan,” the process of preparing for reentry begins immediately through a series of assessments upon admission, representing an ambitious and holistic endeavor to create a seamless transition from prison to the community. The Ohio Plan established a coordinated systems approach to offender reentry involving every phase of the correctional system. The vision and commitment behind reentry starts with the question: what is needed to prepare this offender to go home and stay home in a crime free and productive manner? Addressing this question requires continued and expanded collaboration with community partners and providers, victims, the faith community, families, law enforcement and other state agencies that have a responsibility for public safety.

In June 2006, the Ohio Department of Youth Services (DYS) released its own far-reaching plan for reentry called, *The DHS Reentry Roadmap: A 25-Point Strategy Toward Restoration*. The “Roadmap” is a comprehensive approach that starts the day a youth arrives at a juvenile correctional facility and focuses on establishing a continuity of care that supports each youth’s transition to the community. It offers 25 strategies designed to guide DHS and its community partners in the development of individualized plans for youth progressing through the state’s institutional and community-based juvenile justice system. Among these strategies are: promoting a more consistent partnership with county Family and Children First Councils to enhance community participation in transition planning; developing a statewide risk/need assessment; and conducting face-to-face reviews with every youth entering the department to craft individualized case plans and begin reentry preparation.

In addition to the “Roadmap,” in 2009 DHS revamped the release process to include developing a personalized case plan, gauging youth progress and reentry planning. The

personalized case and reentry plans based upon a youth's risk and needs allow for timely and ongoing communication with treatment staff, parents and other responsible adults, and incorporate programming recommendations from both the committing court and the department's Release Authority. The revamped system includes special reviews to promote opportunities for early release based on positive behavior, the achievement of treatment goals, and the availability of supportive and therapeutic services in the community.

The role of community partners is an integral part of the reentry process. Community ownership and involvement is vital to the success of all state and local reentry efforts. Communities and local citizens often combine an expertise, knowledge of resources, and a willingness to assist offenders in making a successful reentry transition. The reentry movement in Ohio in both its adult and juvenile systems is premised on this recognition.

The Ohio Department of Alcohol and Drug Addiction Services (ODADAS) has a long history of collaborating with both DRC and DYS on offender reentry projects. In 2007, ODADAS was awarded a three year, \$13.9 million "Access to Recovery" grant to provide addiction treatment and recovery support services to adult men and women in the criminal justice system residing in Cuyahoga, Mahoning, Stark and Summit Counties. These programs include offenders who in the last two years have been arrested, incarcerated, or otherwise come under criminal justice supervision, and have been diagnosed with any kind of substance abuse disorder. The programs target services for offenders who many times have few resources and supports in the community as they attempt to enter recovery and reintegrate into society.

In State Fiscal Year 2002, ODADAS received funding for six Circles for Recovery (CFRO) programs across the state. The objective of CFRO is to prevent the relapse of chemical dependency and criminal recidivism among African-American adult parolees. Today there are

CFRO programs that are located in nine Urban Minority Alcohol and Drug Addiction Outreach (UMADAOP) programs in the following counties: Allen, Franklin, Hamilton, Lorain, Lucas, Montgomery, Richland, Summit, and Trumbull. CFRO programs provide comprehensive relapse and reentry support services including: employment/vocational training and linkage; GED/education referral; health education including AIDS/HIV/STD education; healthy relationship education and skill development; and peer support; violence prevention; and crisis intervention services.

In the early 1990s, ODADAS, in cooperation with DRC, opened Therapeutic Communities inside the Pickaway Correctional Institution (for men) and the Ohio Reformatory for Women. These programs, known as OASIS and Tapestry, became the first prison based Therapeutic Communities in Ohio. ODADAS is supportive of a full continuum of care using the Therapeutic Community method of treatment. This continuum includes: institutional programs, community based correctional facilities, county jail, halfway houses, community residential, outpatient and TC self help groups. This model is one of the most effective interventions for those who have substance use disorders and engaged in the criminal justice system. The emphasis of this intervention is based on self responsibility, abstinence, and community and has proven to be effective upon reentry into the community.

In 1996, DYS began providing holistic substance abuse treatment services at the 168-bed Mohican Juvenile Correctional Facility. Reentry for many Mohican youth is fostered by Smith House, a community-based residential program funded by ODADAS. Mohican is the only juvenile therapeutic facility in the country with an American Correctional Association/Therapeutic Community accreditation.

In 1991, the first Treatment Alternatives to Street Crimes (TASC) program began with the inception of the Preble County TASC Program. Today, there are 14 TASC programs across Ohio. TASC's mission is to build a bridge between the criminal justice and treatment systems which have differing philosophies and objectives. The model targets nonviolent alcohol and drug dependent felons and misdemeanants and has enhanced existing correctional supervision programs. TASC identifies chemically dependent offenders, and provides linkages and referrals for the most appropriate drug treatment. Other key functions include case management services and drug testing. TASC case managers work closely with judges, probation officers, jail administrators and treatment providers to provide effective and comprehensive programming. Two TASC programs currently assist DRC in the adult prison reception centers by identifying appropriate referrals for Therapeutic Communities and other prison treatment programs.

In State Fiscal Year 2001, ODADAS and DYS initiated an intensive services program, called the DYS Aftercare/Reentry project, for offenders being released from the state's juvenile prison system. These services include: assessment and case management provided by TASC programs, substance abuse treatment on demand, drug and alcohol testing, and other ancillary services. These projects are administered locally by ADAS/ADAMHS Boards. The program has been implemented in Athens, Hocking, Vinton, Cuyahoga, Hamilton, Lucas, Mahoning, Stark and Summit Counties and serves approximately 250 youth each year.

The *Children of Incarcerated Parents* project developed in partnership with the Governor's Office of Faith-Based and Community Initiatives and the Ohio Department of Job and Family Services is a community-wide collaboration to provide family case management, reunification services, and employment readiness preparation for returning parents so they, in turn, are better positioned to offer a stable and supportive environment for their children. DRC is

working to provide reentry services to offenders and their families who reside in Montgomery, Clark, Miami, Franklin, Cuyahoga, Lucas, and Greene Counties.

DRC and the Corporation for Supportive Housing collaborated to implement a permanent supportive housing project entitled, *Returning Home-Ohio*. The target population is comprised of offenders who are identified as chronically homeless before incarceration or are likely to become homeless upon release due to disabling conditions. Supportive housing is available in Montgomery, Franklin, Cuyahoga, Lucas, and Hamilton counties.

DRC, the Department of Job and Family Services, the Department of Veteran's Services, and the Buckeye Chapter of the Vietnam Veterans joined to form a collaboration to provide pre- and post-release assistance to incarcerated veterans. Through this partnership offenders are being linked to qualifying services while they are incarcerated prior to release. In September 2007, the Veteran's Administration appointed a Veteran's Reentry Specialist to assist veterans being released in obtaining necessary documentation, filing for an upgrade in their Discharge Status, finding housing, and linking them to treatment. In addition, offenders exiting prison are more readily connected with the appropriate agencies that provide services to veterans and obtaining their guaranteed benefits.

In 2006, a partnership began between DRC and the Ohio Rehabilitation Services Commission (RSC) to share expertise in placing people with disabilities into competitive employment. Since most of the vital information that could be used to determine an offender's eligibility is collected and maintained during their incarceration, DRC and RSC staff agreed the most appropriate solution was to assign a RSC Counselor to an institution to collect the documentation prior to release. These counselors evaluate an offender's eligibility for vocational rehabilitation services as prescribed by Federal Vocational Rehabilitation Guidelines. After

eligibility has been established, the counselors develop an Individualized Plan for Employment and begin coordinating the provision of vocational rehabilitation services during incarceration and after the offender re-enters society. The three-phased pilot project began in January 2007 and now includes fourteen institutions and three parole regions.

In 2006, DYS partnered with the Ohio Department of Job and Family Services to provide the TANF/WIA/DYS Jobs Program, a reentry initiative that focuses on employment readiness, job placement and mentoring for DYS youth. Through this three-phase program, community providers begin working with youth while they are incarcerated in a DYS facility and continue providing assistance as these same youth reenter communities under parole supervision. Youth returning to Cuyahoga, Franklin, Hamilton, Stark, Summit and Medina Counties are eligible to receive services through this project.

In 2008, the DYS partnered with the Governor's Office of Faith Based and Community Initiatives, and the Ohio Department of Job and Family Services - Temporary Assistance for Needy Families (TANF) to provide supportive services to DYS youth and their families. Through this initiative, known as the Family Advocate Project, DYS youth and their families can receive advocacy services aimed at strengthening the family unit, thereby providing a greater chance of successful transition back to the community. Community providers affiliated with this project have been trained by the Ohio Benefit Bank to help families determine benefits they may be eligible for and then to provide assistance in linking families to these supportive resources.

The Transitional Education Program (TEP) offers collaboration with DRC, the Ohio Central School System, and Alvis House-Community Connections, a local community partner, which affords offenders being released the opportunity to focus on pro-social skills, employment opportunities, and life skills. The curricula and training are provided through real and virtual case

management. TEP incorporates the use of assisted video conferencing, a web-based research design and individualized CD-based instruction to provide transitional post-release case management services.

The Community Advocacy Program (CAP) was established in 2006 to advocate on behalf of people whose health and health care are challenged by social and environmental factors. Funded by the *Robert Wood Johnson Foundation Local Funding Partnerships*, CAP brings together health care professionals and attorneys to ensure that patients receive the care and benefits to which they are entitled. The program encompasses a spectrum of vulnerable populations, including children, the elderly, recent immigrants *and* individuals recently released from incarceration. CAP programs can make a dramatic difference. For example, they can help clients avoid evictions to prevent homelessness, challenge denials of public benefits, facilitate access to special education programs, improve living conditions that would otherwise exacerbate chronic diseases, and obtain protective orders for victims of domestic violence.

In July of 2008, ODYS adopted rules that create a process for the certification of juvenile sex offender and child-victim offender treatment programs, as well as rules that establish the Juvenile Sex Offender Treatment Program Certification Advisory Board to oversee the certification of these programs. The Board provides expertise in best practices for the treatment of juvenile sex offenders and the technical assistance needed to ensure that model practices are utilized in the assessment, treatment and community management of juvenile sex offenders. It is anticipated that a result of these activities will be an improved continuum of care, greater public awareness of the issues presented by juvenile sex offenders, and a greater understanding of treatment interventions that reduce the risk of re-offending.

The Formation of the Ohio Ex-Offender Reentry Coalition

Ohio is committed to assisting offenders as they reenter the state's communities in an effort to become law-abiding and productive citizens. In December 2008, the Ohio General Assembly passed a historic piece of reentry legislation, *House Bill 130*. HB130 offers a framework for a long-term investment in the state's economy by addressing legal and other barriers to employment for people released from prison. A key component of the bill is the removal of non-relevant prohibitions or collateral sanctions to employment. The legislation states that a felony conviction does not by itself constitute grounds for denying employment. Other important provisions include the authorization for reentry courts, and procedures for facilitating access to obtaining valid forms of identification upon release. Finally, the legislation calls for the formation of an Ex-Offender Reentry Coalition (hereafter the "Reentry Coalition") that will serve as a guiding hub for expanding and improving reentry efforts across state and local agencies and communities.

The Coalition's overriding goals are to: (1) reintegrate offenders into society, (2) reduce recidivism, and (3) maintain public safety. The Coalition is committed to the recidivism reduction of 50% over a five year period. A baseline recidivism rate will be established as a benchmark for subsequent follow up under the required periods for reporting on accomplishments and results. The Reentry Coalition will accomplish these goals by facilitating offenders' successful transition and reintegration to neighborhoods across the state. Working together in a collective fashion, its member agencies will be positioned to draw on human and social capital from many sources, as well as target the impact of incarceration now and on future generations of Ohio citizens and families. The collaborations established with the Reentry Coalition support will enable state and local agencies to become proactive rather than reactive in

their approach to offender treatment, service delivery, and public safety. These investments made at all levels of government and through vibrant community partnerships will create opportunities and dividends for offenders, families, victims, and neighborhoods across the state.

The membership of the Reentry Coalition is comprised of the following agencies:

- Ohio Department of Rehabilitation and Correction,
- Ohio Department of Aging,
- Ohio Department of Alcohol and Drug Addiction Services,
- Ohio Department of Commerce,
- Ohio Department of Development,
- Ohio Department of Education,
- Ohio Department of Health,
- Ohio Department of Job and Family Services,
- Ohio Department of Mental Health,
- Ohio Department of Mental Retardation and Developmental Disabilities,
- Ohio Department of Public Safety,
- Ohio Department of Youth Services,
- Ohio Board of Regents,
- Governor's Office of Faith-Based Community Initiatives,
- Ohio Rehabilitation Services Commission, and
- Ohio Health Care Licensing Board.

Additionally, representatives from community-based organizations, service providers, local governments, and individuals interested or involved in the reentry of offenders shall be invited to participate in Coalition meetings and consulted by the Reentry Coalition during the course of its

work. The Director of the Ohio Department of Rehabilitation and Correction or the Director's designee shall serve as the Chairperson of the Ohio Offender Reentry Coalition.

Mission and Responsibilities of Reentry Coalition

The mission of the Reentry Coalition is to ensure successful offender reentry, reduce recidivism and enhance public safety. The Coalition will achieve these goals through collaborative partnerships with government entities, faith and community-based organizations, and other stakeholders. It will utilize a holistic evidence-based approach that starts at the point of contact with the criminal justice system and includes an emphasis on education, families, health services, alcohol and other drug treatment, employment, mentorship and housing.

The role of the Reentry Coalition will be dynamic and supportive to agencies, counties, municipalities, organizations, and individuals that are interested in or already committed to working with the reentry of ex-offenders into the community. Its major responsibilities will include the following.

1. Coordinate and guide member departments and agencies by creating, modifying, and aligning policies, programs, and operational practices supportive of system improvements targeting the successful transition of offenders returning to regions across the state;
2. Lend technical assistance and encourage agency partnerships with local jurisdictions seeking to form reentry task forces;
3. Develop and implement comprehensive reentry planning initiatives;
4. Serve as a clearinghouse for resources and information, and research findings on reentry efforts within the state and elsewhere;
5. Develop recommendations and advocate for legislative and administrative remedies to eliminate or reduce barriers confronting offenders once they leave prison, jail, community-based correctional facilities, or a detention facility;
6. Consult and collaborate with individuals and/or representatives from service providers, housing associations, community advocacy groups, faith-based organizations, victims' groups, offenders, and other relevant stakeholders engaged in offender transitional issues; and,
7. Identify and support the preparation of grant applications aimed at securing federal, state, foundation, and other sources of funding to create, and sustain evidence-based reentry initiatives.

Beginning December 1st, 2009 and every year thereafter, the Director of the Department of Rehabilitation and Correction shall submit a written report to the Governor describing the Reentry Coalition's accomplishments and progress in advancing reentry projects. The report shall address the effectiveness of agency coordination and communication, the establishment and work of local reentry task forces, the identification of barriers confronting offenders, recommendations for legislative or administrative changes, and the submission and receipt of reentry grants. More specifically, the report must analyze the effects of barriers on ex-offenders, their children and their families relative to the following areas: admission to public and other housing, child support obligations and procedures, parental incarceration and family reunification, social security benefits, veterans' benefits, food stamps, and other forms of public assistance, employment programs, education programs and financial assistance, substance abuse, mental health, and sex offender treatment programs and financial assistance, civic and political participation, and collateral consequences attendant to a criminal conviction. In addition, the comprehensive report will contain annual and five-year performance outcomes describing the effects of the State's reentry endeavors.

A Comprehensive Five Year Strategic Plan for Reentry

Despite the economic downturn in Ohio and elsewhere, the conditions for transformation in correctional practice have never been as promising as they are today. The purpose of the coalition's five year strategic plan is to guide the state's interagency and local reentry efforts in a supportive and collaborative fashion. The preceding has offered a historical context for understanding the reentry movement in Ohio, including a discussion of the movement nationwide, as well as legislation focused on creating the coalition and mobilizing efforts at the

state and local levels. Given the increasing rate of incarceration and the fiscal impact of correctional allocations on state budgets, a need for effective offender reentry strategies may result in more successful outcomes, thus creating opportunities for community investment.

The Reentry Coalition's examination of social service barriers and other obstacles to the reentry of offenders into the community will create a forum that allows and encourages agencies, communities, and local governments to take advantage of the opportunity to develop and implement solutions to the barriers that affect offenders, their families, and the overall public safety and vitality of Ohio's neighborhoods. The strategic plan will promote the recognition and coordination of services for offender populations that typically interact with a myriad of state and local social service agencies. The all too often hidden fragmentation, gaps, and duplication of service delivery within and across agencies and systems will be identified and realigned through the efforts of the Reentry Coalition. This more strategic approach will allow agencies to leverage resources and become more cost efficient and effective relative to the reintegration of offenders.

In order to achieve success, it is essential to involve all stakeholders - both those that have a more traditional alliance with offenders, and those that are just learning to work with this population. Clearly, no one agency is the expert on reentry and that all stakeholders, including the public, must be active participants in seeking successful reentry outcomes. The Reentry Coalition is committed to including a wide array of willing partners to ensure that offenders reentering society are well supported on all fronts – workforce, healthcare, family relationships, and education, just to name a few.

Ohio's correctional agencies have emerged as important leaders in ensuring successful reentry. They have galvanized the reentry reform movement and highlighted its increasing

importance. A shared vision has emerged among stakeholders participating in this conversation centering on crime reduction and public safety. Correctional leaders and the Reentry Coalition are capitalizing on the movement's synergy to promote recognition that offenders are individuals with unique needs that can with appropriate structure and support in place contribute to the overall quality of life in the neighborhoods to which they return. Expansive inter-agency collaborations will advance more effective and timely communication, promote more cohesive services, and better address the multi-faceted barriers confronting returning citizens.

The recent project in Ohio under the Serious and Violent Offender Reentry Initiative (SVORI) grant serves as a good example of increased communication and collaboration among government agencies, and non-profit organizations. Prior to this initiative, state agencies worked together, but not on the scale achieved under the grant. The various agencies represented on the statewide SVORI team highlighted for the members how the same offender often "churns" through many systems, how each system affects the livelihood of that person, and how systems create barriers for individuals that can be counterproductive to successful reentry transitions. The SVORI grant provided state agencies with shared opportunities to change internal policies, and continue collaborating beyond the boundaries of the grant.

Reentry Performance Goals and Outcomes

The goals and objectives that follow draw on a set of core principles that may be distilled from the vision and mission statements of the Reentry Coalition partners' strategic plans. The state agencies contributing to the implementation and achievement of the comprehensive strategic plan have made a commitment to offender reentry and its many diverse populations. A substantial number of the participating agencies have also incorporated reentry-relevant targets under their agency's *Flexible Performance Agreements*, a document submitted by agency

directors who are members of the Governor's Cabinet. The core reentry principles are presented herein, followed by a proposed format for framing performance goals, objectives, and outcomes for a five year period of time. In terms of principles, sound and effective reentry practices must:

- Use a holistic, systemic, and inclusive approach that involves state and local government stakeholders, as well as community organizations;
- Adopt strategies that draw on evidenced-based approaches and practices;
- Target high- to moderate-risk offenders through the use of validated assessment tools;
- Emphasize geographic areas in which a disproportionate number of offenders are drawn from and return to;
- Incorporate assessment and case management tools targeting continuous reentry planning, beginning at the point of admission to the criminal justice system, and working through pre- and post-release;
- Embrace a commitment to the continuous and appropriate delivery of drug treatment, medical care, job training and placement, educational services, and/or other services essential to reentry; and,
- Provide for independent evaluations of reentry programs using, when feasible, random assignment and controlled studies to determine effectiveness of programs offered.

Clear and concise goals and outcomes are an integral part of the Reentry Coalition's comprehensive plan. These goals and outcomes will serve to focus the efforts of the Coalition, increase its credibility with stakeholders, and provide a critical tool for assessing the extent to which it is accomplishing its mission across a five year period of time.

Assessing the accomplishment of the Coalition's performance measures and overall mission will be a part of its continuous quality improvement process. Researchers from the respective member agencies will collaborate on collecting reentry related data on the Flexible Performance Measure Agreements performance-based measures. This data will address process and short-term outcome measures. The Office of Criminal Justice Services (OCJS) is prepared to fund an outside evaluator to assess long-term outcome measures. Throughout the five years, OCJS agency researchers and the outside evaluator will give regular feedback to the Coalition following Robert Patton's model of utilization-based evaluation.

However, continuous quality improvement is more than collecting data on agreed upon measures. It is also necessary to assess organizational relationships and Coalition policies and procedures. This strategic plan will be the standard for accessing organizational and policy performance. The Quality Improvement Research Committee formed as a result of this plan will conduct this assessment and make recommendations on needed changes in performance measures, goals, organizational structure, and policies so that the Coalition will continuously improve its ability to meet the need of reintegrating offenders into society, reducing recidivism, and maintaining public safety.

These goals, which will address a wide breadth of reentry-related issues include:

- Increase job training, placement, and employment opportunities
- Increase educational opportunities
- Reduce violations of conditions of supervised release
- Increase payment of child support
- Increase housing opportunities
- Reduce drug and alcohol abuse
- Increase participation in substance abuse services
- Increase participation in mental health services
- Increase family and community engagement in reentry
- Increase reentry-focused victims services programming for victims or offenders

Recommendations

A. Education/Employment

I. Statement of the Problem

The lack of adequate educational, career development and vocational transitional programs contribute to the high recidivism rate. Educational, employment readiness, workforce development, and vocational opportunities during incarceration serve too few offenders.

Strategic Performance Goal

- Enhance the range and accessibility of education and vocational program opportunities for offenders during confinement.
- Provide additional transitional information and planning services by county/region.
- Modify statutory language to exclude particular age groups.

Objective

- Increase the number of certificates (that is, Literacy, ABLE, Pre-GED, GED, High School Diploma, Career Technical, Transition Education Program, Apprenticeship, Tutor and Advanced Job Training) earned by students in the Ohio Central School System (DRC) and the Buckeye United School District (DYS) by 15% over five years.
- Increase the number of offenders provided with additional internal and external educational program opportunities.

Strategic Performance Outcome

Projected Number of Certificates to be Earned/Awarded to incarcerated offenders each Year:

FY2010: 14,391
FY2011: 14,810
FY2012: 15,229
FY2013: 15,648
FY2014: 16,067

Increase the number of incarcerated offenders offered services by 5% each year

FY2010: 19,765
FY2011: 20,706
FY2012: 21,647

FY2013: 22,588
FY2014: 23,529

Major Tasks and Owners

- The Ohio Departments of Rehabilitation and Correction, Education and The Board of Regents will develop a more inclusive protocol for identifying those offenders eligible to receive educational and vocational opportunities.
- The Ohio Department of Rehabilitation and Correction in conjunction with the Ohio Central School System shall provide informational packets to offenders during pre-and post-release timeframes detailing how to further their education, obtain financial aid information, labor market trends lists, and the educational institutions in their county of return.
- The Departments of Rehabilitation and Correction, Youth Services, and Education shall seek out, prepare and submit grants and foundation funding targeting this issue.

II. Statement of the Problem

Approximately 51% of youth released from The Ohio Department of Youth Services remain unemployed throughout the duration of parole supervision.

Strategic Performance Goal

Assist a minimum of 425 paroled juvenile offenders who are involved in vocational preparation initiatives to secure employment upon release.

Objective

- Expand the Workforce Investment Jobs Reentry Program designed to teach job skills and to offer job coaching through mentoring.
- Expand the Transitional Education Program to all Department of Youth Services Facilities through distance learning.

Strategic Performance Outcome

Project number of youth employed while on parole

FY2010: 25
FY2011: 75
FY2012: 100
FY2013: 100
FY2014: 125

Major Tasks and Owners

- The Ohio Departments of Youth Services, Job and Family Services, and Education shall explore the development of an employment initiative working with the local Chamber of Commerce, local Small Business Associations, and local officials to engage community business leaders.
- The Ohio Departments of Youth Services and Job and Family Services shall explore enhanced funding for transitional employment programs that provide immediate earnings for juveniles on parole supervision.
- The Ohio Department of Youth Services shall outreach to foundations that are interested in supporting localized juvenile reentry efforts, working with these foundations to create funding programs that will support the development of promising juvenile reentry practices that reduce crime. This will include developing a plan to provide these foundations a procedure to create an investment pool targeting the highest areas of need for juveniles in Ohio's communities.

III. Statement of the Problem

The absence of adequate employment opportunities increases the risk of recidivism by offenders released from prison. The Work Opportunity Tax Credit (WOTC) and the Fidelity Bond are tools which can impact employment, recidivism, and retention for persons routinely classified as at-risk job applicants. During FY08 there were 731 WOTC certifications and 13 Fidelity Bonds issued for offenders.

Strategic Performance Goal

Broaden the range and accessibility of employment opportunities for offenders by marketing the WOTC and Fidelity Bonds to employers throughout Ohio.

Objective

- Increase the number of WOTC certifications for offenders by 10% per year.
- Increase the number of Fidelity Bonds for offenders by 10% per year.

Strategic Performance Outcome

<u>WOTC</u>	<u>Fidelity Bonds</u>
FY2010: 804	FY2010: 25
FY2011: 885	FY2011: 28
FY2012: 973	FY2012: 31
FY2013: 1070	FY2013: 34
FY2014: 1177	FY2014: 38

Major Tasks and Owners

- The Ohio Departments of Job and Family Services and Rehabilitation and Correction, Youth Services, and the Board of Regents shall work together to combine their marketing strategies to promote the WOTC and Fidelity Bond programs.
- The Ohio Departments of Job and Family Services and Rehabilitation and Correction, Youth Services, and the Board of Regents shall explore the development of an employment marketing campaign working with the local Chambers of Commerce, local Small Business Associations, and local officials to engage community business leaders.

B. Reentry Courts

I. Statement of the Problem

With the success of the drug court approach, these programs quickly spread throughout the country. Over the past two decades numerous outcome evaluations have been conducted and have found that the drug court model reduces recidivism by 2% to 20% depending on the program's target population. Using the drug court model, reentry courts were created to help end the cycle of recidivism by more effectively transitioning supervised offenders from prison back into their community. Ohio currently has six operating reentry court dockets. House Bill 130 serves as enabling legislation for the expansion reentry courts across the state. Approximately 50% of offenders released from prison in Ohio are under supervision. Of this group 38% will reoffend within the three year period from their release.

Strategic Performance Goal

- Increase the number of operating reentry court dockets from the current 6 to 11 by 2014
- Increase the number of supervised offenders released from prison participating in existing specialized docket programs.

Objective

- The Supreme Court of Ohio through the Specialized Docket Section will provide technical support in planning, implementing, and operating new reentry court programs.
- The Supreme Court of Ohio through the Specialized Docket Section will work with existing specialized docket programs to develop a reentry track for supervised released offenders.

Strategic Performance Outcomes

Increase the number of reentry courts operating in Ohio:

FY2010: 1 new reentry court created
FY2011: 1 new reentry court created
FY2012: 1 new reentry court created
FY2013: 1 new reentry court created
FY2014: 1 new reentry court created

Increase the number of supervised offenders participating in existing specialized dockets programs through the creation of reentry tracks:

FY2010: Create reentry track in 1 existing specialized docket program
FY2011: Create reentry track in 1 existing specialized docket program
FY2012: Create reentry track in 1 existing specialized docket program
FY2013: Create reentry track in 1 existing specialized docket program
FY2014: Create reentry track in 1 existing specialized docket program

Major Tasks and Owners

- The Supreme Court of Ohio through the Specialized Dockets Section will work with trial courts to develop reentry court dockets.
- The Supreme Court of Ohio through the Specialized Dockets Section will work with existing specialized docket programs to develop reentry tracks.

C. Mental Health

I. Statement of the Problem

There is a prevalence of offenders with mental illness that lack hope of recovery from their mental illness. Mental illness, coupled with the high-co-occurrence of criminogenic needs, impede the offender's ability to function in society and leads to increased recidivism.

Strategic Performance Goal

- Increase the number of Residential Treatment Units within DRC and DYS utilizing the Wellness Management and Recovery Program (WMRP) or similar emerging best practice by 100% by 2013.
- Increase the number of released offenders with mental illness participating in the (WMRP) or support programs by 75%.
- Decrease the recidivism rate of those participating in a WMRP or similar emerging best practice comparable to those with mental illness who have not been involved in such programming.

Objective

- Disseminate evidenced-based practice information to all ADAMHS/ADAS boards and Ohio Department of Mental Health certified/accredited providers about DRC, DYS, and DMH's collaborative effort to increase the number of offenders with mental illness involved in WMRP.
- Develop and implement a plan to link offenders with mental illness to WMRP and support programs in the community.

Strategic Performance Outcome

Number of incarcerated offenders with severe mental health issues who received the Wellness Management and Recovery Program or similar evidenced-based practice while in the institutional residential treatment unit

FY2010: 64 Offenders complete
FY2011: 128 Offenders complete
FY2012: 256 Offenders complete
FY2013: 256 Offenders complete

Number of offenders with mental illness linked to a Wellness Management and Recovery Program in the community upon release from the prison

FY2010: 17 Offenders
FY2011: 32 Offenders
FY2012: 64 Offenders
FY2013: 128 Offenders

Major Tasks and Owners

- The Departments of Rehabilitation and Correction, Youth Services, and Mental Health, shall explore enhanced funding for mental health programs that provide immediate treatment for adults and juveniles on community supervision.
- The Department of Mental Health shall work with local Mental Health Boards to identify appropriate provider organizations to link offenders with mental illness to the Wellness Management and Recovery Program.

II. Statement of the Problem

Approximately 48% of offenders participating in the Community Linkage Program fail to receive any mental health services after being released from an Ohio correctional facility.

Strategic Performance Goal

- Offenders with serious mental health illness released from prison who receive mental health services in their local communities will increase by 200%

Objective

- Develop a localized collaborative monitoring strategy that enhances the effectiveness of the Community Linkage Program.
- Explore policy and evidenced-based best practice options that could enhance the compliance rate.
- Provide one-on-one coaching to offenders about the importance of follow through with their mental health treatment.
- Continue collaboration and communication between the Departments of Rehabilitation and Correction and Mental Health on integrated cross-systems initiatives including policy development, service provision, and information sharing.

Strategic Performance Outcome

Number of released offenders with severe mental health issues who attended their first appointment after release (based upon approximately 3,364 offenders with severer mental illness being released annually).

FY2010: 1912 Offenders

FY2011: 2080 Offenders

FY2012: 2244 Offenders

FY2013: 2417 Offenders

Major Tasks and Owners

- The Departments of Rehabilitation and Correction and Mental Health shall explore creative methods to enhance collaboration with local mental health agencies to provide immediate support for offenders with severe mental illness as they transition from prison to the community.
- The Departments of Rehabilitation and Correction and Mental Health shall develop appropriate data collection methods.
- The Departments of Rehabilitation and Correction and Mental Health shall explore ways to improve the rate of released offenders receiving benefits prior to their release from prison.

III. Statement of the Problem

Diversion activities to identify and divert youth with behavioral health issues from state operated facilities to community treatment providers have proven effective in decreasing subsequent criminal activity. Currently 38% of the youth in DYS are on a

mental health caseload and 76% of all youth currently committed to DYS were on a mental health caseload prior to commitment.

Strategic Performance Goal

- Develop and sustain screening, assessment, and evidence-based practices to address locally the behavioral health needs of youth in contact with the juvenile justice system.

Objective

- Through a targeted, competitive process provide behavioral health/juvenile justice grants for communities to support screening, assessment, and evidence-based services.
- Decrease the number of youth with behavioral health issues committed to DYS.

Strategic Performance Outcome

- The number of counties participating in the behavioral health/juvenile justice grant programs will total 12 by the end of fiscal year 2010.
- The number of youth on the DYS mental health caseload will decrease by 5% each year from fiscal year 2011 through 2014. The FY09 baseline is 501.

Major Tasks and Owners

- The Ohio Departments of Youth Services, Mental Health, and Alcohol and Drug Addiction Services will collaboratively issue requests for proposals and select grant recipients.
- Mental Health/alcohol and other drug boards will act as fiscal agents for behavioral health/juvenile justice grant recipients.

D. Substance Abuse

I. Statement of the Problem

Approximately 70% of offenders are in need of some form of substance abuse services. Substance abuse, coupled with the high-co-occurrence of criminogenic needs impede ability to function in society and lead to increased recidivism.

Strategic Performance Goal

- Increase the number of offenders within DRC utilizing the Therapeutic Community (TC) or similar emerging best practice by 20% by 2013
- Increase the number of released offenders with substance abuse participating in TC or support programs.

- There will be a decrease in recidivism rate of those participating in a TC or similar emerging best practice compared to those with substance abuse who have not been involved in such programming by 20%.

Objective

- Disseminate evidenced-based practice information to all ADAMHS/ADAS boards and Ohio Department of Alcohol and Drug Addiction Services certified providers about DRC and ODADAS’s collaborative effort to increase the number of offenders with substance abuse involved in TC and other community-based programming.
- Develop and implement a plan to link offenders with substance abuse to an ODADAS certified treatment programs in the community.

Strategic Performance Outcome

Number of incarcerated offenders with substance abuse issues who participated in TC Program or similar evidenced-based practice while in the institutional setting.

FY2010: 489 Offenders complete
 FY2011: 522 Offenders complete
 FY2012: 555 Offenders complete
 FY2013: 586 Offenders complete

Number of offenders with substance abuse issues linked to an ODADAS certified treatment program in the community upon release from the prison in targeted counties*

FY2010: 900 Offenders
 FY2011: 1,000 Offenders
 FY2012: 1,100 Offenders
 FY2013: 1,200 Offenders

Major Tasks and Owners

- The Departments of Rehabilitation and Correction, Youth Services, and Alcohol and Drug Addiction Services shall explore enhanced funding for substance abuse programs that provide immediate treatment for adults and juveniles on community supervision.
- The Department of Alcohol and Drug Addiction Services shall work with local ADAMHS/ADAS Boards to identify appropriate provider organizations to link offenders with substance abuse who are returning to their communities.

II. Statement of the Problem

The rate of substance abuse or dependence among adult offenders on probation or parole supervision is more than four times that of the general population (38.5% vs. 9%)

Strategic Performance Goal

- Increase the number of released offenders on supervision complying with their first scheduled appointments at ODADAS certified treatment programs in targeted counties*

Objective

- Develop a localized collaborative monitoring strategy that enhances existing partnerships between the Adult Parole Authority, county ADAMHS/ADAS Board and other community stakeholders.
- Explore policy and evidenced-based best practice options that could enhance the compliance rate.
- Provide one on one coaching to offenders about the importance of follow through with their substance abuse treatment.
- Continue collaboration and communication between the Departments of Rehabilitation and Correction and Alcohol and Drug Addiction Services on integrated cross-systems initiatives including policy development, service provision, and information sharing.

Strategic Performance Outcome

Number of released offenders on supervision substance abuse issues who attended their first appointment after release

FY2010: 600 Offenders

FY2011: 750 Offenders

FY2012: 850 Offenders

FY2013: 950 Offenders

Major Tasks and Owners

- The Departments of Rehabilitation and Correction and Alcohol and Drug Addiction Services shall explore creative methods to enhance collaboration with local substance abuse agencies to provide immediate support for offenders with severe substance abuse as they transition from prison to the community.
- The Departments of Rehabilitation and Correction and Alcohol and Drug Addiction Services shall develop appropriate data collection methods.

- The Departments of Rehabilitation and Correction and Alcohol and Drug Addiction Services shall explore ways to improve the rate of released offenders receiving benefits prior to their release from prison.

III. Statement of the Problem

Many of the AOD services that are necessary for successful reentry are not available for the offender population upon release.

Strategic Performance Goal

- Enhance the continuum of care through a recovery support model of care through pursuit of funding with DRC.

Objective

- Increase the capacity to serve offenders and other client populations through the adoption of a recovery support services model of intervention for substance abuse treatment.
- Use the *Access to Recovery* (ATR) model as a pilot in selected counties/regions.

Strategic Performance Outcome

A minimum of 5,547 offenders will receive recovery support services through the ATR model between fiscal years 2010-2013

An increase of faith-based and community-based organizations providing recovery support services between fiscal years 2010-2013 to 21 organizations.

Major Tasks and Owners

- The Ohio Departments of Rehabilitation and Correction and Alcohol and Drug Addiction Services will work in partnership with local AOD providers to expand services to offenders released from prison.

E. Family

I. Statement of the Problem

There is tremendous support for creating mechanisms to empower and engage families across systems in Ohio. The idea of institutionalizing, coordinating, and building upon family engagement in the reentry process is supported by professionals, families, and family advocates. Approximately 60% of incarcerated Ohio adult offenders have at least one minor child. Approximately 90% of youth released by DYS return to their homes.

Strategic Performance Goal

- Increase the number of Family Reentry Programs available to parents incarcerated in Ohio's prison system from the current 11 programs to 25 by 2014.
- Enhance the number of community partners providing support to families transitioning a loved one from prison to the community.
- Increase family participation in reentry planning for DYS youth.

Objective

- Create and enhance a standard family reentry program for state and community partners to adopt.
- Create a statewide family list serve.
- Expand the existing infrastructure to recognize the importance of family support to an offender's successful return to the community.
- Provide supportive services to family members of an incarcerated parent.
- DYS will expand the use of video conferencing between youth and parents to develop reentry plans.
- DYS will facilitate institutional family visits in order to play an active role in reentry planning.

Strategic Performance Outcome

- A target number of solicitations based on available funding will be released on a bi-annual basis to community partners to develop programs for minor children of incarcerated parents.
- Comprehensive evaluations by a recognized university will be conducted on all partners awarded grant funding. The number of evaluations will be determined by the number of awards distributed.
- DYS will increase the usage of video conferencing for visitation by 10% each year from FY2010 through FY2014.
- DYS will increase the number of families participating in reentry planning by 5% from FY2010 through FY2014.

Major Tasks and Owners

- The Departments of Rehabilitation and Correction, Youth Services, Governor's Office of Faith-Based and Community Initiatives, and Job and Family Services will collaborate on developing appropriate support mechanisms and funding for community partners.

III. Statement of the Problem

Diversion activities to divert non-compliant child support obligors from conviction, incarceration, and re-offending have proven to be effective mechanisms to increase

child support payments, sustainable employment, and child engagement. Currently, there are approximately 800 offenders incarcerated in Ohio’s prison system on non-support convictions.

Strategic Performance Goal

- Increase funding for the seven existing Community Correction Act Grant Diversion programs to decrease DRC costs and increase child support collaborations.
- Fund a continuum of diversion services to address the varying needs of the target population.
- Station a child support expert in each prison to help with the offender’s reentry plans.

Objective

- Increase the likelihood that obligors will meet their child support obligations while maintaining their highest earning potential.
- Provide programming to address criminogenic factors that may prevent an obligor from making child support payments.

Strategic Performance Outcome

- The number of counties participating in the Community Correction Act Grant Diversion Programs will increase by 3 each fiscal year.
- The Community Correction Act Grant Diversion Programs will increase the amount of child support collected by 65%.
- The Community Correction Act Grant Diversion Programs will decrease the number of individuals incarcerated for non-support by 5%.

Major Tasks and Owners

- The Ohio Departments of Job and Family Services and Rehabilitation and Correction, local child support agencies and courts shall coordinate efforts to expand the existing Community Corrections Act Grant Diversion Programs.
- The Ohio Departments of Job and Family Services and Rehabilitation and Correction, local child support agencies and courts shall develop new partnerships to implement the program.

F. Mentoring/Community Engagement

I. Statement of the Problem

Approximately 7% of Department of Youth Services youth “age out” of the system creating young adults ill-equipped to reenter the community.

Strategic Performance Goal

- Increase the community's involvement in the lives of DYS youth by increasing volunteer hours to 50,000.
- Link 200 DYS with appropriate mentors.

Objective

- DYS Regional Parole Offices will work with faith-based and community service organizations to identify, recruit, and train mentors and other volunteers.

Strategic Performance Outcome

Number of mentors

FY2010: 50
FY2011: 100
FY2012: 150
FY2013: 200

Number of volunteer hours

FY2010: 32,000
FY2011: 38,000
FY2012: 44,000
FY2013: 50,000

Major Tasks and Owners

- The Department of Youth Services shall work with community partners to develop and maintain volunteer opportunities for youth in state facilities and in the community.
- The Department of Youth Services shall link 200 offenders by 2013 with trained community mentors as they are released from juvenile facilities.

II. Statement of the Problem

Annually, nearly 60% of the adult offender population serves less than one year. These short sentences inhibit offenders from participating in institutional programming, thus creating a need for community partners and mentors to coordinate and offer extended services and support subsequent to release.

Strategic Performance Goal

- Utilize a network of faith-based and community-based organizations and individuals to assist offenders in their transition from prison to the community using the Community Partners for Reentry model.
- Reduce recidivism by matching offenders with the appropriate volunteers in the community who will help them access transitional supportive services.
- Provide appropriate training to volunteers relative to the mentoring process.

Objective

- DRC will utilize its existing volunteer database to recruit and allow for a more diverse pool of mentors that can be drawn upon in the community.
- To develop and expand the number of communities utilizing the Community Partners for Reentry model.
- To develop marketing and informational materials to notify offenders before they are released of the mentorship opportunities.

Strategic Performance Outcomes

Increase the number of communities using the Community Partners for Reentry Model

FY2010: 2 communities
FY2011: 5 communities
FY2012: 10 communities
FY2013: 15 communities
FY2014: 25 communities

Major Tasks and Owners

- DRC will work with local reentry task forces to implement a strategy to incorporate the model at the local level.
- DRC will provide appropriate training and training materials to local providers.

III. Statement of the Problem

As it is necessary to continue services for victims of domestic violence, it is imperative that the criminal justice system simultaneously continue seeking effective methods of supervision, monitoring, and treatment of the batterer. Without effective responses by the criminal justice system to hold offenders accountable by requiring treatment for offenders during incarceration and community supervision, domestic violence offenders and offenders with violent crimes against women will continue to recidivate at rates significantly higher than the average offender.

Strategic Performance Goal

- DRC will provide conflict management education/treatment opportunities for offenders during incarceration/supervision that directly correspond to the three primary batterer typologies.
- Enhance the ability of DRC to properly assess batterer typologies and recognize behaviors during needs assessments and community supervision.

Objectives

- Increase to 50% the number of new admissions to DRC screened during the needs assessment for the three primary batterer typologies
- Decrease the number of offenders revoked from community supervision for committing acts of family violence by 10% over the next five years.
- Increase the number of offenders who participate in the Batterer Education and Treatment programs during incarceration/supervision by 25% by the year 2014.

Strategic Performance Outcomes

- By 2014 approximately 70,000 offenders will be screened for batterer typologies during the needs assessment process at the initial stage of incarceration.
- By 2014, 2400 Type I offenders will receive DRC's evidenced-based domestic violence program, *Personal Responsibility of Violence Elimination (PROVE)* during incarceration.
- By 2014 DRC will provide batterer education and treatment referrals to 3,797 offenders under community supervision or 25% of offenders released per year.

Major Tasks and Owners

- The Ohio Office of Victim Services will work to develop a comprehensive plan for the education and training of DRC institution staff responsible for the administration of the needs assessment.
- The Ohio Office of Victim Services will identify and train appropriate staff in the provision of education and treatment of the three types of batterers.
- The Ohio Office of Victim Services will work with community-based batterer treatment program providers and local victim service providers for the inclusion of family violence prevention experts and advocates to assist in managing batterers under supervision.

G. Housing

I. Statement of the Problem

Securing safe, decent affordable housing is a major challenge for people exiting prison, particularly offenders with mental illness, sex offender convictions, and other chronic health conditions. Approximately, 2,208 offenders falling under these categories were released without viable housing.

Strategic Performance Goal

- Reduce the number of offenders released without viable and safe housing by 700.
- Improve linkages and protocols to directly link people exiting prison to affordable and safe housing with appropriate services, if needed.
- Improve the integration of housing and supportive services for individuals with disabilities or health conditions who are at extreme risk of homelessness.

Objective

- Increase the number of Independent Housing beds in targeted areas by 100.
- Increase the number of permanent supportive housing units available by 50
- Increase the number of reentry center beds by 50

Strategic Performance Outcome

FY2010: 175 additional offenders housed

FY2011: 175 additional offenders housed

FY2012: 175 additional offenders housed

FY2013: 175 additional offenders housed

Major Tasks and Owners

- The Departments of Rehabilitation and Correction, Mental Health, Alcohol and Drug Addiction Services, local public housing authorities, the Interagency Council on Homelessness and Affordable Housing and community partner providers shall explore enhanced funding for housing programs.
- The Department of Rehabilitation and Correction shall work with local governments and court systems to provide alternative housing arrangements for offenders better served by remaining in the community.

H. Health

I. Statement of the Problem

Currently, released offenders often do not have any health insurance and experience barriers in their efforts to maintain continuity of health care that may contribute toward increased burdens on the community, health, and emergency services.

Strategic Performance Goal

Facilitate access to medical health care after release from prison.

Objective

- Contribute toward the development of a system to exchange released offenders' health information between prison and community health care providers to reduce the duplication of diagnostic expenditures and enhance continuity of health care.
- Assist DRC in identifying community health care providers prior to release.
- Continue to provide transition case management for HIV+ released offenders through the Ryan White funded Community Linkage Coordination program.
- Provide Technical Assistance to DRC Medical Services about physician placement programs
- Catalogue and review opportunities to expand existing transition services for released offenders with special health needs.

Strategic Performance Outcomes

- Health care providers will have access to released offenders' comprehensive health information.
- Released offenders with HIV will receive transition case management services through the Ryan White Program.
- DRC will have decreased physician vacancies.
- A timeline will be developed for preparing a catalogue of transition services for released offenders with special health needs.

Major Tasks and Owners

- The Departments of Health and Rehabilitation and Correction will maintain a Memorandum of Understanding to facilitate information sharing and progress toward shared projects.
- ODH will share information and technical assistance to DRC medical services as requested about public health concerns.
- ODH will provide DRC with lists of community safety net health care providers
- DRC will implement a process to share comprehensive health information including the results of diagnostic tests with community health providers.
- ODH will provide DRC technical assistance about physician placement programs.

II. Statement of the Problem

The population of Ohio is “graying”, with roughly 12% or 5,800 of DRC’s inmates who are over the age of 50. ODRC has more than 600 offenders over the age of 65, with the oldest being an 88 year old male at Hocking Correctional Facility.

Seniors of today are far more healthy and active as compared to previous generations. They are living longer and potentially have decades of productivity ahead of them. This also means they are more capable of reoffending than previous generations. This is new territory both to the corrections system and the aging network. Seniors 55 and over will fall into two aging service delivery categories with a percentage needing some of both. Seniors needing long term care services will need access to institutional care, assisted living, and home and community-based care. Seniors will also need self-sufficiency and support services such as employment services (SCSEP and WIA), nutrition, transportation, and health care including skills to manage any chronic conditions through evidenced based disease prevention and maintenance models. Currently there is no standardized communication protocol for informing Area Agencies on Aging of the number of seniors reentering their region who will need these services. The presumption is that having these services in place will aid in reducing recidivism

Strategic Performance Goal

Achieve a standardized process for ensuring seniors exiting the corrections system have the services they need availed to them.

Objective

Develop an information alert system that allows DRC to inform Area Agencies on Aging (AAA) of the number of ex-offenders who will be re-entering their communities with the next 6-months to allow for planning. This system would also ensure that seniors exiting are given the appropriate contact information to seek out necessary services.

Strategic Performance Outcome

Increase the percentage of ex-offenders over age 55 that are healthy and crime-free within a year of release.

FY2010: 25% increase over baseline year

FY2011: 30% increase over baseline year

FY2012: 35% increase over baseline year

FY2013: 40% increase over baseline year

FY2014: 40% increase over baseline year

Major Tasks and Owners

- The Ohio Departments of Aging and Rehabilitation and Correction will take ownership of this initiative. Additional partners such as the Office of Information Technology may also be needed.
- This project will be up and running within six months of commitment to its development.

Conclusion-Looking Ahead

In the final analysis, the Reentry Coalition recognizes that the strongest tool becomes prevention. To be able to take the reentry lessons learned and develop a plan that prevents the individual from offending represents the highest aim. By utilizing best practices, expanding the reliance on data, and applying practical strategies to those individuals who are at the highest risk of reoffending, or offending, the Reentry Coalition is well positioned to engage the expertise and resources that reside across its member agencies. In this endeavor, the members recognize and call for an expansion of use of community partners in law enforcement, treatment agencies, and in social services. This first requires training, education, and developing a level of awareness in the community on what risk factors exist for the population that is served.

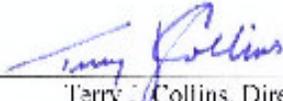
The State of Ohio's commitment to reentry and the work of the Reentry Coalition is long-term. Through its comprehensive five year strategic plan, and in other ways addressed in this document, the Reentry Coalition speaks to a redirection in focus and a reduction in recidivism of 50% over the course of the next five years. It embraces a vision that views the pursuit of sound and effective reentry practices as a collaborative partnership involving state agencies, local governments and organizations, individuals, community and faith-based groups. The strategic plan targets a wide range of key areas that requires interdisciplinary team work to effect significant change. This change can exert a profound impact on Ohio's economy and the quality of life of all Ohioans, particularly for offenders and the communities to which they return. The

goals and objectives included in the report, in combination, address many of the barriers and challenges associated with offender reentry, and the transition from confinement to community reintegration.

The strategic plan is a dynamic document. The short- and long-term changes produced under this plan will require careful coordination and active oversight by the Reentry Coalition. Through committees formed under the Reentry Coalition, and in other ways, the adoption and implementation of the goals and objectives will be provided guidance and support. Each of the objectives has an associated set of tasks and timelines for implementation. These tasks and timelines will be carefully monitored to ensure that implementation is proceeding on schedule and to make appropriate adjustments, as necessary. An evaluation will be conducted to assess the extent to which the changes targeted under reentry are implemented as intended, and that they are effective relative to achieving the performance measures and outcomes established.

As a dynamic document the strategic plan will be subject to continuous review to ensure its long-term viability and impact. Even more, the Reentry Coalition will issue annually a report on its activities, and the results achieved through the adoption of the strategic plan. This report will also highlight the barriers that continue to present roadblocks to successful offender transitions home, and recommend appropriate remedies to address these challenges. The mission and work of the Reentry Coalition will at all times reflect a commitment to moving the reentry agenda forward across the state.

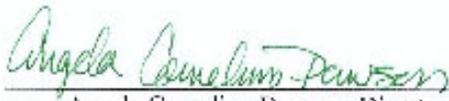
Ohio Ex-Offender Reentry Coalition Statutory Members



Terry Collins, Director
Department of Rehabilitation and Correction



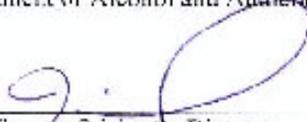
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Governor's Office of Faith-Based and
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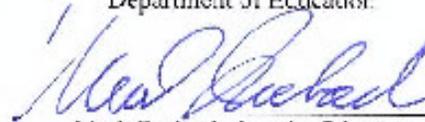
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Department of Alcohol and Addiction



Deborah Delisle, Director
Department of Education



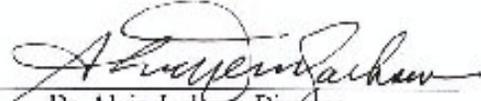
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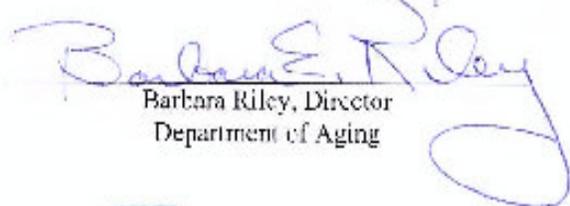
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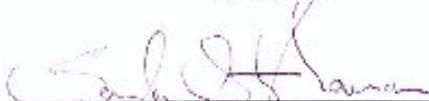
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Job and Family Services



John Martin, Director
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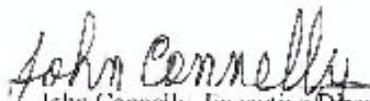
Barbara Riley, Director
Department of Aging



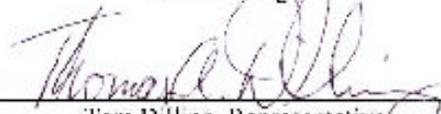
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Department of Mental Health



Eric Fingerhut, Chancellor
Board of Regents



John Connelly, Executive Director
Rehabilitative Services Commission



Tom Dilling, Representative
Ohio Health Care Licensing Boards

Ohio Ex-Offender Reentry Coalition At-Large Members

(As of March 27, 2009)

Berry, Lenora, Community Volunteer
Boyer, Bobbie, Consultant, United States Attorney Northern District of Ohio
Carr, Judge James, Federal Court Judge
Cuyahoga County Reentry Task Force
Demo-Hodgins, Jody, Executive Director, Marion/Crawford County ADAMHS
Dittmer, Gayle, Chief Probation Officer, Franklin County Probation Department
Fragale, Judge Robert, Marion County Common Pleas Court
Gillispie, Beth, Director, Ohio State Bar Foundation
Knopp, Melissa, Manager, Supreme Court of Ohio
Hamilton County Criminal Justice Commission Reentry Committee
Ho, Karin, Administrator, Ohio Office of Victim Services
Little, Edward, Consultant, Ex-Offender, Cuyahoga County Dept of Justice Affairs
Lieberman, Deborah, Commissioner, Montgomery County Commissioners Office
Luken, Sally, Director, Corporation for Supportive Housing
Mauro, James, NAMI
Montgomery County Ex-Offender Reentry Task Force
Nunes, Phil, Director, Oriana House Halfway House and Reentry Center
Northwest Reentry Coalition
Ohler, Dan, Ohio County Association of County Boards of MRDD
Paulus, Mark, Reentry Program Director, Community Connection of Ohio
Pierson, Melissa, Administrator, Franklin County Office of Homeland Security
Pullen, Wesley, Director, Columbus Urban League
Rice, Judge Walter, Federal Court, Montgomery County
Robinson, Denise, Executive Director, Alvis House Halfway House
Russo, Judge Michael, Cuyahoga County
Theobald, John, Manager, Montgomery County Commissioners Office
Shawlson, David, Veteran's Administration Services
Spottwood, Mary, Ohio Community Corrections Association
Sprague, Bishop Joseph, Faith Vote Columbus
Sylak, Scott, Executive Director Lucas County Treatment Alternatives to Street Crimes
Vail, Gail Ohio Association of Goodwill Industries
Vazques, Luis, Director, Cuyahoga County Office of Reentry
Yost, David, Chief Prosecutor, Delaware County Prosecutors Office
Walter, Sheri, Ohio Association of County Behavioral Health
Weeks, Tom, Ohio State Legal Services
West Central Ohio Reentry Coalition
Wilkinson, Reginald, Ohio College Access Network



Contact Shawn Rogers: (646) 383-5721, srogers@csg.org

October 6, 2009

Immediate Release

CSG Justice Center Launches National Reentry Resource Center

New York—The Council of State Governments (CSG) Justice Center announced today its launch of the National Reentry Resource Center—an unprecedented initiative to advance the safe and successful return of individuals from prisons and jails to their communities. Among those served by the resource center will be states, tribes, territories, local governments, service providers, nonprofit organizations and adult and juvenile corrections institutions.

The CSG Justice Center was selected through a competitive grant process by the Bureau of Justice Assistance, U.S. Department of Justice, to develop and direct the resource center in collaboration with the Urban Institute, American Probation and Parole Association, Association of State Correctional Administrators, and the Center for Juvenile Justice Reform at Georgetown University, and an advisory board of 25 national organizations serving the reentry field. Authorized by the Second Chance Act of 2007 (P. L. 110-199), the resource center will provide communities across the country with the best thinking on complex reentry issues, comprehensive resources and myriad forms of support that can help reduce recidivism and strengthen neighborhoods and families. It will provide needed training and technical assistance to Second Chance Act grant recipients and provide a single point of contact for the many individuals and organizations that are committed to reentry issues.

“There are 2.3 million people serving time in our federal and state prisons, and millions of people cycling through local jails every year. Ninety-five percent of all prisoners will eventually be released to our communities and we all have a stake in making sure they are successful,” said New York Assemblyman and Justice Center board chairman Jeffrion Aubry. “The Justice Center is pleased to continue its work with all key stakeholders through the National Reentry Resource Center to develop data-driven, consensus-based reentry policies that reduce criminal activity and best use taxpayer dollars.”

The [National Reentry Resource Center](#) will continue the CSG Justice Center's commitment to collaboration and will draw on the experience and expertise of its many valued partner organizations, as well as its own work in the field. Among CSG's past contributions is the 2005 landmark report of its Reentry Policy Council—the result of work by 100 of the most respected workforce, health, housing, public safety, family, community, and victim experts in the country. The Justice Center has also made available to the field online tools, a range of publications on prisoner reentry, a newsletter with the latest news and information, and research and resources that guide policy reform and innovative practices.

For more information, **visit the resource center's Website** at www.nationalreentryresourcecenter.org, where reentry research, publications and tools will be continually added and updated. To learn more about the Second Chance Act grants, see the U.S. Justice Department release at <http://www.ojp.gov/newsroom/newsroom.htm>.

The Council of State Governments [Justice Center](#) is a national nonprofit organization that serves policymakers at the local, state, and federal levels from all branches of government. It provides practical, nonpartisan advice and consensus-driven strategies-informed by available evidence-to increase public safety and strengthen communities.

MEDIA ADVISORY

September 14, 2009

FOR IMMEDIATE RELEASE

Website Features Tools to Assist in Offender Reentry

(Columbus) – On Wednesday, September 16, 2009, Ohio Department of Rehabilitation and Correction (DRC) Director Terry J. Collins will chair the next quarterly meeting of the Ohio Ex-Offender Reentry Coalition. The Coalition, formed after the signing of HB130 by Governor Ted Strickland, is comprised of both [statutory](#) and [at-large](#) members. At the meeting, Director Collins will spotlight www.ReentryCoalition.Ohio.gov, the new website for the coalition. The site is designed to enhance communication by providing open access to current and useful information about offender reentry in Ohio and throughout the country. The site will provide electronic access to public reentry forums and events. In addition, the site will offer timely updates about the Coalition’s activities, including its operating procedures and by-laws, meeting schedule, minutes, published reports, committee work, and other-related news items. The site will also feature information about local reentry coalition efforts across the state.

“The target audience for this website will be ex-offenders and their families, as well as the many state and local partners who are involved with the issues and challenges associated with the reentry transition,” stated DRC Director Terry J. Collins. “These external partners will be able to utilize the many tools available on this site to ease the barriers faced by those returning from prison.”

For more information about the Ohio Ex-Offender Reentry Coalition, please visit our website at www.ReentryCoalition.Ohio.gov, or contact the DRC Public Information Office at (614)752-1150.

Richard Brooks

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Job Freedom

Can the lessons of welfare reform be applied to the prison system?

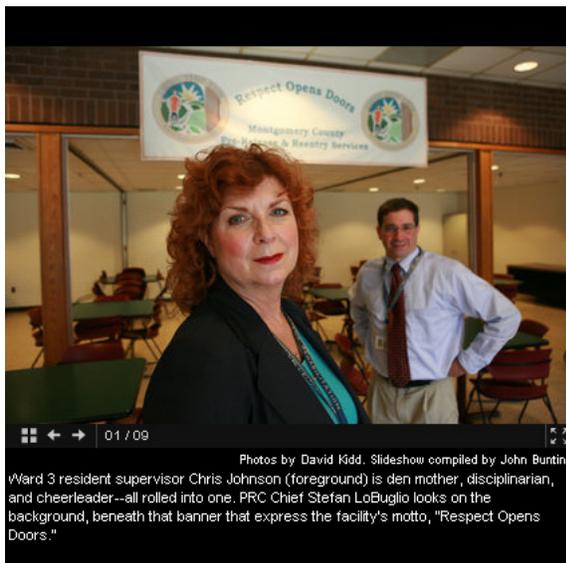
By John Buntin | August 2009

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Photos by David Kidd. Slideshow compiled by John Buntin. Ward 3 resident supervisor Chris Johnson (foreground) is den mother, disciplinarian, and cheerleader—all rolled into one. PRC Chief Stefan LoBuglio looks on the background, beneath that banner that express the facility's motto, "Respect Opens Doors."

Elvis is angry. It's early Monday morning, and the inmate whose mother loved the King of Rock 'n' Roll is sitting at a table in the cafeteria of the Montgomery County Pre-Release Center, a low-security correctional facility in suburban Rockville, Maryland. "The story was you came here and they would help you get a job," Elvis fumes. "What help?"

For Elvis, this is the first day of a new regime: an 8 o'clock meeting, then over to the computer room and telephone room for three solid hours of job hunting—all on his own. As far as he was concerned, the promise he had counted on—that the center would help place him in a position—"was false," he says angrily.

"I was counting on a lot of things," he says. "I could get my hair done. I could kiss my girl like I wanted, I could hold her in my arms. That can't happen. I can't go see my daughter graduate. I can't go to my grandmother's funeral." He's right. At the Montgomery Pre-Release Center, there's just one way to earn the privilege of spending significant time outside: You have to find work.

And that, says PRC chief Stefan LoBuglio, is exactly the point of the program. "The focus is work," says LoBuglio. "There is no basketball playing going on here. You will see no TVs turned on. If they don't have a job, they should be seeking one. We are trying to create an environment here that is serious about this work process."

LoBuglio rejects the philosophy of many prisoner reentry programs—that those released need substantial training. "The lament in corrections," he says, "is that there are too many barriers, they are struggling with too many demons. Sometimes in the field of reentry, we aim for these huge policy solutions, like let's expunge criminal records or remove the ability of employers to ask about past criminal history. We talk about these huge job training and industry apprenticeship programs." At PRC, the philosophy is entirely different, and very simple: Get a job. Any job that pays. If anger management or substance abuse prevents someone from finding employment, then it needs to be addressed, too—but the job comes first.

If this sounds familiar, it may be because the approach PRC has developed under LoBuglio over the past four years resembles one that has been used successfully in many places to deal with welfare recipients leaving the world of public assistance. Teaching participants new skills is not his focus. Instilling the basic habits of employment and responsibility is.

By most accounts, it's been remarkably effective. More than 85 percent of PRC "residents" (the name used for its inmates) exit the program with jobs and, for the first time in the lives of many, with savings. (The PRC withholds 10 percent of wages as savings, payable upon completion of the program; it also withholds 20 percent of gross wages to offset program costs and requires participants to make child support and restitution payments.) Even during the current economic downturn, most have managed to find a job within a month's time. The numbers PRC is turning in have forced policy makers and corrections officials around the country to reassess the conventional wisdom about prisoner reentry.

"How is it that when most people leave prison, they can't find jobs, but most of the people who leave us have jobs?" LoBuglio asks. "How is it that we get jobs in a reasonable time period—in a matter of weeks?"

Few people doubt that the American penal system needs to change. With just 5 percent of the world's population, the United States is home to one-quarter of the world's prison inmates. At any given time, roughly 2.3 million Americans are behind bars. Another 5 million are on probation or out on parole. The system has never demonstrated much success at deterring others from committing crimes, and even less at rehabilitating the prisoners. The one claim that could be made with some plausibility until recently was that the system reduced crime through "incapacitation"—preventing those locked up

from committing any further offenses while behind bars.

But whatever the merits of those criminology arguments, they may be moot at this point. Whether the system produces results or not, it is simply unaffordable. All told, federal, state and local governments now spend more than \$200 billion each year on law enforcement, the courts, and the penal system. None of those levels of government has the money to pay for it.

Nowhere does the waste of funds seem clearer than when it comes to reentry. Two-thirds of prisoners leaving confinement are re-incarcerated within three years. This stark figure has generated something unusual in Washington: cooperation between Democrats and Republicans. Last year, Congress passed a major piece of legislation, The Second Chance Act, which provides \$360 million in funding for prisoner reentry services over a two-year period. But while there is bipartisan support for doing something, there is less agreement on what should actually be done. Some advocacy groups have focused their efforts on attempting to eliminate legal restrictions barring inmates from certain types of jobs, arguing that the stigma of imprisonment needs to be lifted. Others have sought to increase treatment of substance-abuse problems, involve family members, victims or peers in the reentry, and connect prisoners with faith-based sponsors. But the issue that comes up time and again is jobs.

"Nothing is conclusive here," says Kim Hendrickson, who recently wrote an article on work-first reentry programs in *City Journal*. "But there are so many enticing things that point to this as the one thing that cuts recidivism and gets guys back on their feet."

A class of nine residents gathers at 9:30 a.m. on a Monday morning in a conference room off the main hall of the Pre-Release Center. The group's makeup reflects the unhappy dynamics of prisoner reentry. Of those seated around the conference table—eight men and one woman—only one is in the prison system for the first time. Two of the men (including one in his early 40s) have never held a regular job at all. At least half of the rest have work histories that can be described as spotty at best.

In the past, these inmates, if they were lucky, might have been directed toward a program to equip them with specific skills—asbestos removal, environmental remediation or, most desirable of all, a union-supported apprenticeship. Unfortunately, training programs of this sort have a mixed record. A recent evaluation by the Center for Employment Opportunity in New York found that participants indeed were significantly less likely to re-offend than other ex-convicts but that they were no more likely to be employed.

In contrast, the PRC seems able to place almost all of its residents in jobs. To be sure, some of its successes reflect its location: the PRC is a short walk to bus stops and a subway station, and the job market in the greater Washington, D.C., area is far stronger than that of most places right now. But the PRC also seems to have gotten better results by doing less for its residents and demanding more.

"That's what I find fascinating about this program," says Rutgers University economist Ann Piehl, who has studied PRC. Residents "go get jobs and they stick with them even though they're getting very little money for their effort—a majority is taxed away or goes back to the county for child support or victims' compensation. But people stick with it for other rewards."

Piehl argues that the corrections community has missed something very important about reentry. While a prison record does create real barriers to employment, the moment of release itself also is a time of real possibility. She points to research suggesting that a majority of offenders actually are more motivated about finding jobs, and more likely to stick with them, than they were prior to their sentencing. That's one of the principles behind PRC—make working a habit, now.

"We know that many of our residents are low-skilled individuals," says LoBuglio. "They will churn in the labor market. What we can best do for them is teach them job-search skills and the skill of how to get a job and to see them get that job. We don't have any illusion that the jobs we are going to get them are jobs they are going to be in five years hence."

In the first week at PRC, mornings are generally devoted to meeting with a work-release coordinator, drawing up a résumé (with the assistance of a volunteer), and moving toward the procurement of a Social Security card and a valid driver's license. LoBuglio comes by to offer each of the participants a warm welcome. But he concludes with a stiff warning: Don't try to leave the premises without a pass. PRC is an unusual corrections facility in that there are no bars or gates to prohibit residents from walking out the door. "There are 2,700 jails in the country. Less than a dozen have a program like this," he tells the residents. Despite the warnings, about half a dozen people every year do try to escape. So far, all have been recaptured.

In the afternoons, there is a "Tools for Change" class, taught this week by Pernel Shaw, a longtime caseworker with the program. Shaw's professorial demeanor belies his hardscrabble past: He started out working as a trash collector on The Block, the notorious red-light district in downtown Baltimore. He knows where most of his students came from, and he knows, when it seems warranted, how to cut to the chase. He talks to the class about the habits that have brought them back into the criminal justice system.

Shaw has four afternoons to work on this group. Everyone takes a "criminal thinking" assessment test and those who score near the top of the criminality scale attend evening sessions as well. This particular week, all but two of the people in the class qualify for the extra counseling. But after that first week, they and all the others are expected to job-hunt full time.

Compared to most jails or prisons, the PRC is small, with just 188 beds. But for a prisoner reentry program, PRC is large and strikingly daring in its selection of inmates. Many reentry programs exclude sex offenders and people convicted of violent crimes. The PRC does not. Half of the residents there were convicted of felony offenses. "The individuals we exclude," LoBuglio says, "are the people with a history of escape or people whose legal status would prevent them from working."

Tuesday is the day residents have "team meetings" with the staff members who will be overseeing their transition to employment. This week, most of the newcomers have been assigned to the ward supervised by Chris Johnson, a redheaded dynamo who gave up her catering career in Florida to become a corrections official. Each resident also has a case manager and is assigned to one of the PRC's two work supervisors.

According to LoBuglio, most residents fall into one of three categories. First are the people with "pretty good jobs, prospects and skills." The attitude with those people, says LoBuglio, is "let's not teach them asbestos removal. Let's get their old job back." Another third have worked before and have some job skills but also have more serious problems. Then there's the third and final group—the people who have never really had a steady job at all.

First up at this Tuesday morning's team meeting is Chris. The 25-year-old would appear to belong to the first, least difficult group. Chris had worked at a Midas muffler shop as a supervisor. Then one day, he was pulled over driving a damaged truck—on a suspended license. Police also found two grams of marijuana in his front pocket.

This is Chris' third time through prison, and his second time through the PRC. On a previous occasion, he was returned to prison after threatening staff and stealing from other residents. But "he appears to be a calmer person now, better able to monitor his emotions," says Sylvia Hernandez, his caseworker. He had been locked up for about six weeks prior to his transfer to the PRC.

Chris enters the conference room, looking penitent. He's clear on his goals. "I want to go home and not come back here," he says. "I want to do right this time. I miss normal living." A staff member presses him on how he plans to stay out of trouble. "I haven't lived at home since I was 16. I am going to go home. I am going to go to Narcotics Anonymous meetings every day. I am going to go to church every Sunday." As for his job at Midas, Chris says he expects to be back at work in a week. "They know I'm here," he says. "They gave me a letter. It talks real good about me, actually."

The next person up is Keith. This past January, police responded to a call about a camera stolen from a Circuit City store. They caught up with Keith in a parking lot, whereupon he drove away and refused to stop in response to police commands. When they got him to pull over, two cops had to break the window to get him out. They searched the vehicle and found a baggie of marijuana and five baggies of crack cocaine. He also had two police radio scanners and the stolen camera.

This isn't Keith's first time in the criminal justice system, either. His rap sheet lists more than a dozen convictions for grand larceny, second-degree assault and possession of a weapon. He served more than seven years in Virginia for larceny. His PRC screener noted his "extreme criminal record." Still, Keith did have a regular job before reentering the system: He worked for Washington, D.C.'s child and family services agency.

"He worked for child and family services?" asks Chris Johnson, incredulously. "How does a guy with that record get a job with child and family services?"

"He's a phone and computer tech," answers work supervisor Hillel Raskas. "So he may not deal with clients."

Keith's goals sound straightforward: "Keep working on my sobriety, continuing my education at college, and employment." As for the prospects of returning to his old job, Keith says he called his old boss yesterday. "He couldn't tell me if I could go back to that position," Keith reports. "He said he has to check my folder. I told myself I will be patient and wait."

LoBuglio's third group, those with no significant work history, includes people like Jerrell, who was arrested for shoplifting \$500 worth of products from a store in order to resell them for drugs. It's not true to say that Jerrell has never worked—he had a job as a bus attendant in 2004. But he quit it to feed his addictions—crack, marijuana and malt liquor, in stupendous quantities.

"Have you ever been clean before?" the case manager asks.

"The longest I have ever been clean was two weeks."

"What helped you stay clean for two weeks?"

"Not being around my old buddies."

"What is it going to take to work?" the case manager asks.

"I have no idea."

The heart of PRC's program is a set of six levels that residents progress through on their way to release. Each level comes with a more generous set of visitation and exit privileges, and each is tied in some way to finding and then maintaining satisfactory employment. In the first phase of the program, residents are allowed three visitors a week, but are forced to be in bed by 10 p.m. When they find a job, they can stay up later and go out on 8-hour home visits. Privileges ramp up from there. At the highest stage, inmates have no curfew, unlimited numbers of visitors and multiple 40-hour home passes. In the corrections world, according to Rutgers' Piehl, rules often seem arbitrary and punitive, but the PRC's rules are straightforward and effective at encouraging even the tough cases to at least try finding a job. "That behavioral piece is really uncommon," Piehl says.

Of the class of nine, two immediately go back to work at their old jobs. Keith and Chris do not. Keith is told that his previous supervisor at child and family services had been transferred to the motor pool and that his old job most likely no longer exists. Chris' boss at Midas, after spending several days "thinking it over," calls back and informs him that Midas has a

mandatory 120-day cooling off period.

But neither Keith nor Chris seems discouraged. Both hold the same back-up plan—working as a plumber’s assistant. Even Jerrell is hopeful. He and the group’s sole female resident, Kassie, have teamed up to look for jobs in retail. They’re hoping a local Giant grocery store might hire them on as stockers.

For the first few days, nothing seems to pan out. Chris’ plumbing gig falls through when the business owner (a friend’s father) learns that Chris doesn’t yet have a valid driver’s license. Reinstating it would mean straightening out a child-support payment problem. Likewise, Keith’s plumbing job fails to materialize. Jerrell and Kassie are still waiting to hear back from Giant.

According to the Urban Institute’s Nancy LaVigne, such setbacks are quite common. Offenders exiting the corrections system often claim that a job is waiting for them—only to find that the anticipated opportunity is more complicated than they expected. About half of the people who say they have a post-prison job lined up are actually employed in that position two to four months after release, she says. So it’s hardly surprising that Chris and Keith would overstate their job prospects.

But what happens next is surprising. The class keeps looking. At the end of his second week at the PRC, Keith’s job as a construction site plumber’s assistant does come through. He’s only earning \$9 an hour—less than half of what it would take to support himself in civilian life. But he’s already making plans to do better: Next month, he’s going to start a class at Goodwill Industries in environmental services.

Keith isn’t happy with the PRC’s do-it-yourself attitude. “They send you out to the wolves,” he says. He could live without the rules and the extensive monitoring—during a recent 8-hour home visit, his case manager called three times to check on his whereabouts. Nor does he much like the idea that the PRC approach has pushed him to work. “A person has to have it within himself to work,” Keith says. But it’s clear that he does want to climb the PRC’s ladder of privileges as quickly as he can, to gain more and more of the freedoms of the outside world.

Most of Keith’s classmates are trying, too. Jerrell has made it through a preliminary screening to a job interview at Target. And Chris has persevered with Midas, to the surprise and delight of his work supervisor. After the plumbing job fell through, Chris tried another Midas repair shop—and got offered a job as a technician, working five days a week plus Saturdays. The pay isn’t as good as his old position, but still, Chris says as he comes home from work one Saturday evening, “It’s good to be outside.”

Chris heads off to the cafeteria to enjoy a perk of his current standing at PRC—dinner with his father, who’s here for a visit. He’s already thinking about level three. He’d be eligible for a 16-hour home visit, instead of an 8-hour visit. “People say this place sucks, but look at what it’s done for me. I’ve fixed my child support and gotten my driver’s license.

“You have a sense of stability,” Chris goes on. “You have an object and goal. You’re able to make money.”

Not everyone in this particular class shares Chris’ upbeat assessment. But the system at PRC has a way of encouraging everyone to give work a shot—even the disgruntled Elvis. For a while, Elvis will entertain only unrealistic ideas about what jobs are available to him—what he really wants to do, he says, is take a few college criminology classes and become a secret agent. PRC staff won’t sign off on fanciful plans like that one. So for now, Elvis is looking for something a little less exciting but more realistic. He has recently interviewed for a job as a supervisor of gas-meter readers. He doesn’t get the job. Until he succeeds, he’s stuck in the cafeteria, computer room and telephone room, job hunting.

That’s fine, according to work supervisor Hillel Raskas. “Ultimately,” he says, “it is up to them.”

Related Terms: [Ann Piehl](#) [Baltimore](#) [Business](#) [Business Relation](#) [case manager](#) [caseworker](#) [chief](#) [Chris Johnson](#) [City Journal](#) [collector](#) [Congress](#) [coordinator](#) [Crime and](#) [Safety](#) [Democrats](#) [economist](#) [Human Interest](#) [Human Services](#) [Kim Hendrickson](#) [King](#) [Labor](#) [Law](#) [Maryland](#) [New York](#) [Person Career](#) [Republicans](#) [Rockville](#) [Rutgers University](#) [Stefan](#) [LoBuglio](#) [supervisor](#) [Technology](#) [United States](#) [Washington](#) [Washington, D.C.](#)

Research Spotlight

Presented by the NCPC Research and Evaluation Department

Topic

Impact and Cost-Benefit Analysis of the Maryland Reentry Partnership Initiative

Date

Published January 2007

Findings:

- A four-year study using a treatment group and a comparison control group found that Maryland's Reentry Partnership Initiative was successful in reducing crime. The Reentry Partnership Initiative is a coalition of service providers who coordinate efforts to provide comprehensive reentry services to inmates being discharged to specific Baltimore neighborhoods. It addresses reentry needs at three levels: individual, community, and systems.
- As one example of the program's success, there were 11 attempted murder charges and two murder charges in the control (nonprogram) group. There were no attempted murder or murder charges in the treatment group.
- The treatment group returned about \$3 in benefits for every dollar in new costs. The total net benefit to the citizens of Baltimore (and therefore, Maryland) was \$7.2 million—approximately \$21,500 per participant.
- The costs examined include costs to victims, prison costs, probation costs, and "supervision costs." Given the savings in both public and private realms, the overall saving from the treatment group compared with the control group was \$31,824.
- The study covered reentry participants over a three-year period.

Source: Urban Institute Justice Policy Center at <http://www.urban.org/publications/311421.html>