

**Report  
Preview**

# Report of the Re-Entry Policy Council

Charting the Safe and Successful Return  
of Prisoners to the Community

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and US Department of Health and Human Services

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

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

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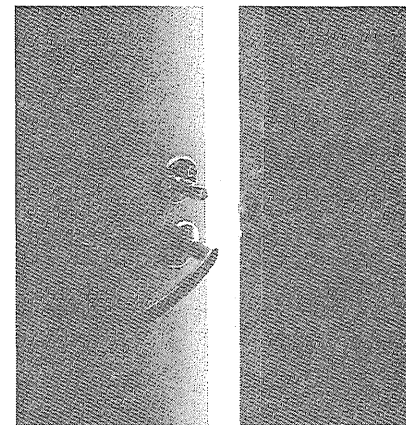
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# Re-Entry: What It Is and Why It Matters

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

- The number of people released from prison has increased 350 percent over the last 20 years.<sup>1</sup>
- Nearly 650,000 people are released annually from prisons in this country.<sup>2</sup>
- Over 7 million different individuals are released each year from US jails.<sup>3</sup>
- About 1 in 32 adults in this country was in jail or prison, or on parole or probation, in 2002.<sup>4</sup>
- Approximately 2 out of every 3 people released from prison in the US are re-arrested within 3 years of their release.<sup>5</sup>

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



“Re-entry success or failure has implications for public safety, the welfare of children, family unification, growing fiscal issues, and community health. Our country’s high recidivism rates translate into thousands of new crimes committed each year, at least half of which can be averted through improved prisoner re-entry efforts. American taxpayers went from spending approximately \$9 billion a year on corrections in 1982 to \$60 billion in 2002.<sup>6</sup> Yet, the likelihood of a former prisoner succeeding in the community upon his or her release is no better today than it was 30 years ago. It is clear that re-entry affects each one of us and must be addressed with a comprehensive and common sense approach.”

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

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

- 3 out of 4 have a substance abuse problem, but only 10 percent in state prisons and 3 percent in local jails receive formal treatment prior to release.<sup>7,8</sup>
- 55 percent have children under 18; about 2 percent of all US minors had a parent in prison in 1999.<sup>9</sup>
- 2 out of 3 lack a high school diploma, and 40 percent have neither a diploma nor a GED. Only about 1 out of 3 gets vocational training at any point during incarceration.<sup>10</sup>
- Nearly half of those in jail earned less than \$600 per month just prior to incarceration.<sup>11</sup>
- More than 1 out of 3 jail inmates reported some physical or mental disability.<sup>12</sup>
- About 1 out of 5 prisoners is released from prison without community supervision.<sup>13</sup>

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

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

# The Re-Entry Policy Council and Its Report



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

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

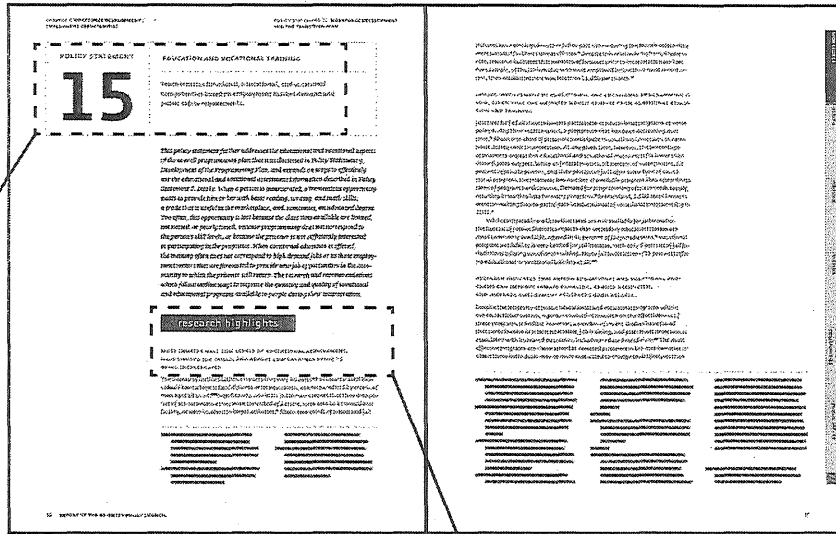
- American Probation and Parole Association
- Association of State Correctional Administrators
- Corporation for Supportive Housing
- National Association of Housing and Redevelopment Officials
- National Association of State Alcohol/Drug Abuse Directors
- National Association of State Mental Health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

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

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

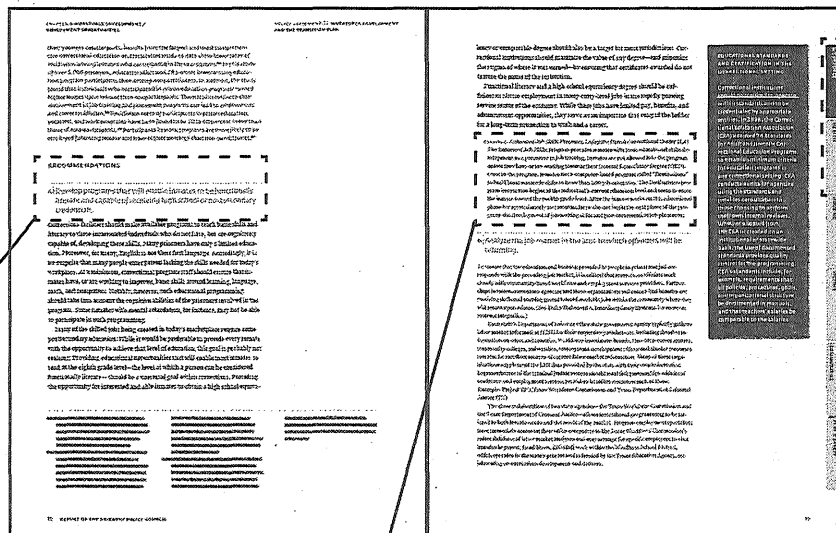
This Report Preview explains what the *Report of the Re-Entry Policy Council* offers to different audiences, introduces some of its principal ideas, and explains how to navigate the approximately 600-page document. The exact text and numbering of policy statements in this Preview is subject to change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

# Anatomy of the Report



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

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



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

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

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

# Audience

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

## What is your focus?

### PUBLIC SAFETY

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

**DEAN ESSERMAN, CHIEF, PROVIDENCE POLICE DEPARTMENT (RI)**

### WORKFORCE

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

**BOOKER GRAVES, EXECUTIVE DIRECTOR, COLORADO WORKFORCE DEVELOPMENT COUNCIL**

### VICTIMS

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

**MARIAN LINDSEY, VICE PRESIDENT, SOUTH CAROLINA VICTIM ASSISTANCE NETWORK**

### HEALTH

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

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

### HOUSING

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

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

### FAMILIES & COMMUNITIES

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

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

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

## Bipartisan Consensus

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

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

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

# THE REPORT'S PRINCIPAL IDEAS

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

## GET STARTED

- Get people together
- Understand the issue in your jurisdiction

## ADDRESS CORE CHALLENGES

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

## DEVELOP POLICIES AND PROGRAMS

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








### RELEVANT POLICY STATEMENTS

- 1: Encouraging Collaboration Among Key Stakeholders
- 2: Developing a Knowledge Base

### RELEVANT POLICY STATEMENTS

- 3: Incorporating Re-Entry into Organizations' Missions and Work Plans
- 4: Funding a Re-Entry Initiative
- 5: Promoting Systems Integration and Coordination
- 6: Measuring Outcomes and Evaluating the Impact of a Re-Entry Initiative
- 7: Educating the Public About the Re-Entry Population

### RELEVANT POLICY STATEMENTS

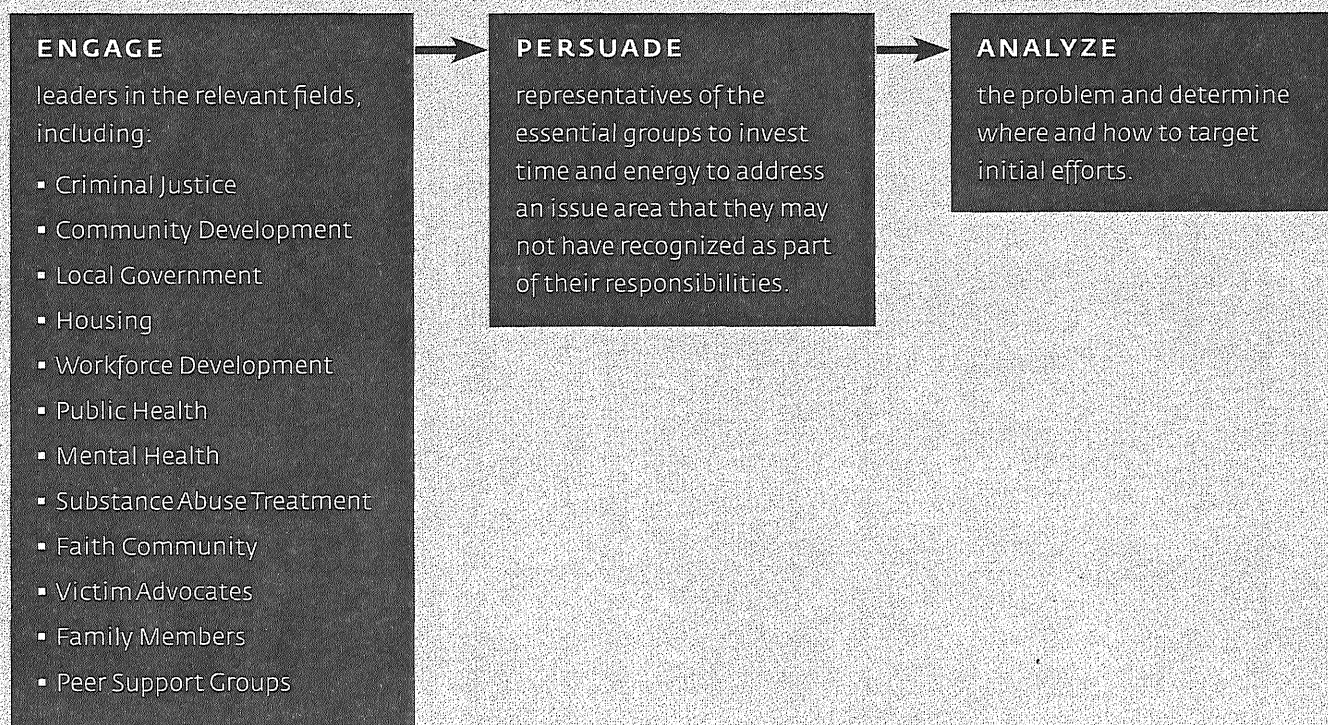
 <b>INTAKE</b>	8: Development of Intake Procedure	9: Development of Programming Plan
 <b>PRISON AND JAIL</b>	10: Physical Health Care 11: Mental Health Care 12: Substance Abuse Treatment 13: Children and Families	14: Behaviors and Attitudes 15: Education and Vocational Training 16: Work Experience 17: Advising the Releasing Authority
 <b>TRANSITION</b>	18: Release Decision 19: Housing 20: Planning Continuity of Care 21: Creation of Employment Opportunities 22: Workforce Development and Transition Plan	23: Victims, Families, and Communities 24: Identification and Benefits 25: Design of Supervision Strategy
 <b>COMMUNITY</b>	26: Implementation of Supervision Strategy 27: Maintaining Continuity of Care	28: Job Development and Supportive Employment 29: Graduated Responses
 <b>SERVICE SYSTEMS</b>	30: Housing Systems 31: Workforce Development Systems 32: Establishing Effective Substance Abuse Treatment	33: Availability of Effective Mental Health Services 34: Children and Family Systems

# Get people together

## CHALLENGES

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

## SECTION HIGHLIGHTS



### RELEVANT POLICY STATEMENT

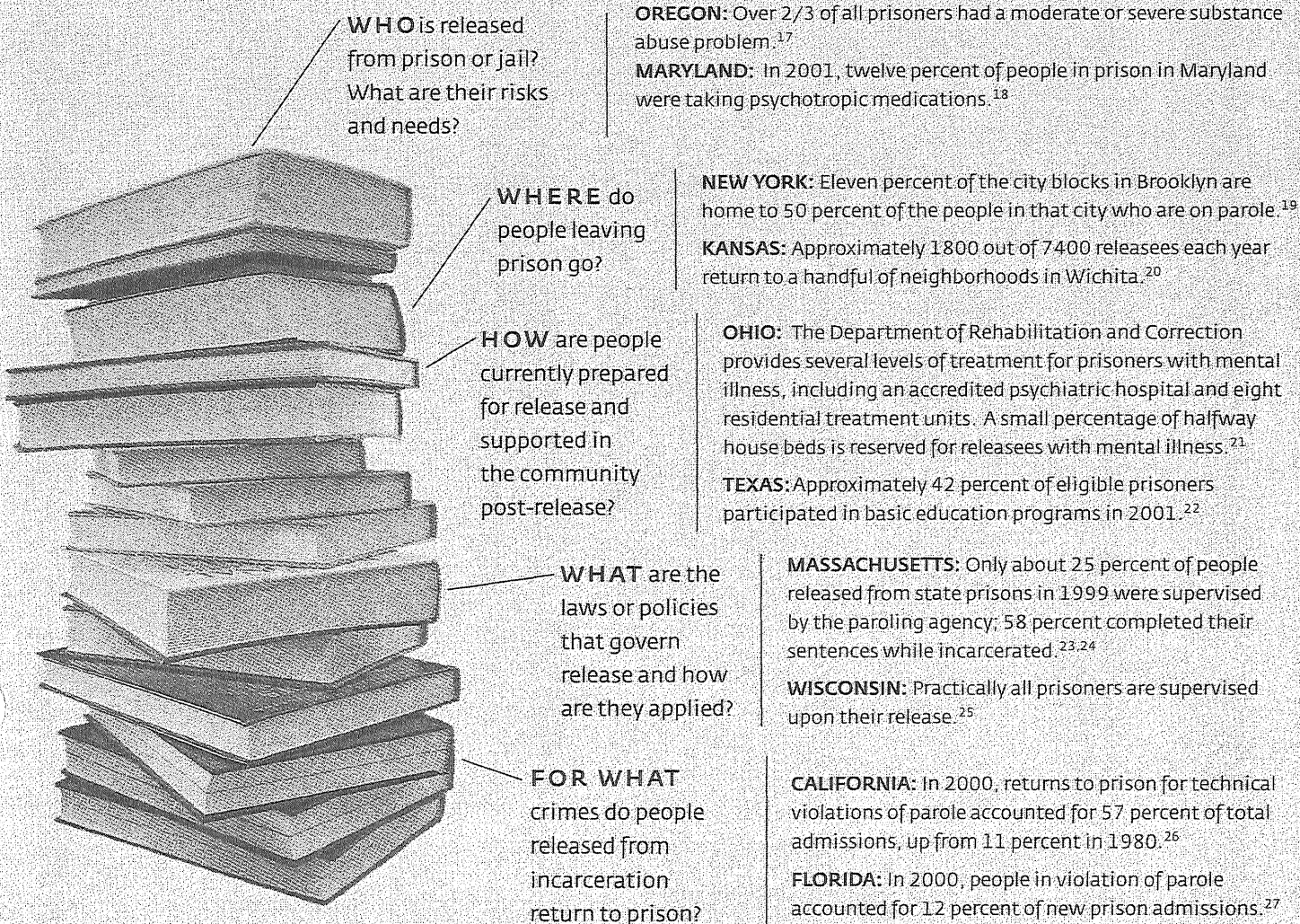
- 1: Encouraging Collaboration Among Key Stakeholders

# Understand the issue in your jurisdiction

## CHALLENGES

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

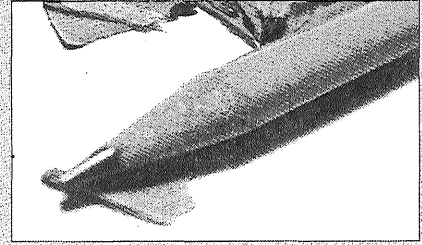
## SECTION HIGHLIGHTS



### RELEVANT POLICY STATEMENT

2: Developing a Knowledge Base

# Redefine missions



## CHALLENGES

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

## SECTION HIGHLIGHTS

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

### RELEVANT POLICY STATEMENT

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

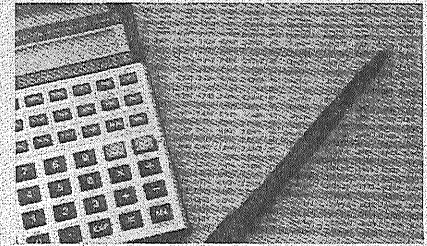
# Maximize value of existing funding

## CHALLENGES

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

## SECTION HIGHLIGHTS

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

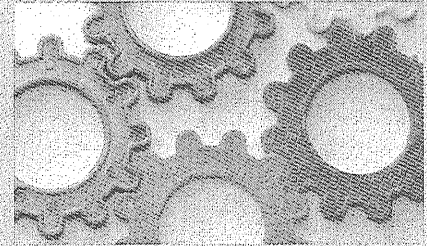


## inspiration from the field

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

RELEVANT POLICY STATEMENT  
4: Funding a Re-Entry Initiative

# Integrate systems



## CHALLENGES

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

## SECTION HIGHLIGHTS

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

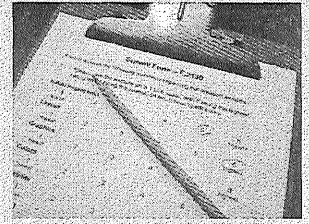
## inspiration from the field

The **Maryland Re-Entry Partnership** brings together participants from public and private agencies and systems, including criminal justice, health, and housing, to support the re-entry of prisoners in Baltimore. Community-based case managers (CCMs) meet with people incarcerated in state facilities before they are released to develop individualized re-entry plans. After those people return to Baltimore, the CCMs continue to meet with them. The CCMs act as “boundary spanners,” connecting released individuals to services in different systems.

### RELEVANT POLICY STATEMENT

5: Promoting Systems Integration and Coordination

# Measure performance



## CHALLENGES

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

## SECTION HIGHLIGHTS

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

### RELEVANT POLICY STATEMENT

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

# Inform and reassure the public



## CHALLENGES

- Public's lack of familiarity with (and general misconceptions about) prisons and jails, the people released from these institutions, and the issue of re-entry generally<sup>28</sup>
- Stories in the media that sometimes over-simplify criminal justice issues and sensationalize exceptional cases illustrating system failures
- Risk that information about prisoner re-entry—or about the development of a new program or service targeting incarcerated populations—might actually galvanize community or political opposition to a re-entry initiative

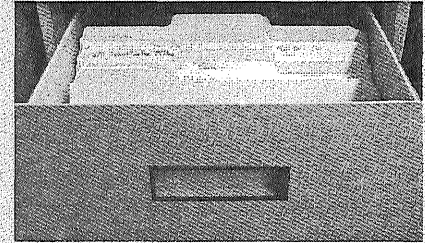
## SECTION HIGHLIGHTS

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

### RELEVANT POLICY STATEMENT

7: Educating the Public About the Re-Entry Population

# Make smart release and community supervision decisions



## inspiration from the field

The **Missouri Department of Corrections (DOC)** assesses and re-assesses individuals in prison and after release to allocate supervision resources efficiently. Institutional staff develop individualized Transition Accountability Plans and provide the parole board with varying release and community supervision options designed to achieve successful reintegration of prisoners back into society. Community corrections officers then match varying degrees of intervention, control, and treatment with the individual needs of the offender and his or her environment and progress.

## CHALLENGES

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

## REPORT HIGHLIGHTS



### PRISON AND JAIL

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



### TRANSITION

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



### COMMUNITY

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

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

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

### RELEVANT POLICY STATEMENTS

- 17: Advising the Releasing Authority
- 18: Release Decision
- 25: Design of Supervision Strategy

- 26: Implementation of Supervision Strategy
- 29: Graduated Responses



# Ensure support for victims



## CHALLENGES

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

## inspiration from the field

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

## REPORT HIGHLIGHTS



### INTAKE

- Ensure that information about victim or victims' interest in notification and, if applicable, victim contact information, are included in the institutional file.

- Provide opportunities for crime victims and victim advocates to inform inmates' individualized plans for programming during incarceration.



### PRISON AND JAIL

- Provide (and encourage inmates to attend) victim impact panels, impact of crime classes, and other educational programs involving victims and/or victim advocates which are designed to convey the harm resulting from crime.

- Notify victims that the releasing authority is considering release of a particular person and invite victims to provide input into the release decision and the terms and conditions of release.



### TRANSITION

- Prepare victims for offenders' return to the community, and provide victims with protection, counsel, services, and support, as needed and appropriate.

- Include victims or victim advocates on a team charged with implementing the recommendations of the releasing authority and developing a supervision strategy.



### COMMUNITY

- Concentrate community supervision resources on the period immediately following release from prison or jail, and adjust supervision strategies as victims' needs change.

- Provide the victim with an opportunity to inform responses to violations of release conditions.

## RELEVANT POLICY STATEMENTS

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

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

# Offer safe places to live

## CHALLENGES

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



## inspiration from the field

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

## REPORT HIGHLIGHTS



### INTAKE

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



### TRANSITION

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



### COMMUNITY

- Help releasees to maintain stable housing.



### SERVICE SYSTEMS

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

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

## RELEVANT POLICY STATEMENTS

8: Development of an Intake Procedure

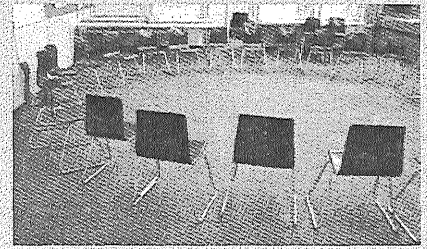
19: Housing

24: Identification and Benefits

27: Maintaining Continuity of Care

30: Housing Systems

# Break the bonds of addiction



## CHALLENGES

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

## inspiration from the field

**Delaware's KEY-Crest program** is a three-stage process that includes an in-prison therapeutic community, work release, and community-based aftercare. Among KEY-Crest participants, 77 percent were arrest-free 18 months after their release, compared to only 46 percent of a control group. Further, 47 percent of program participants were drug-free after 18 months, compared to only 16 percent of a control group.

## REPORT HIGHLIGHTS

- 

**INTAKE**

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

**PRISON AND JAIL**

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

**TRANSITION**

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

**COMMUNITY**

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

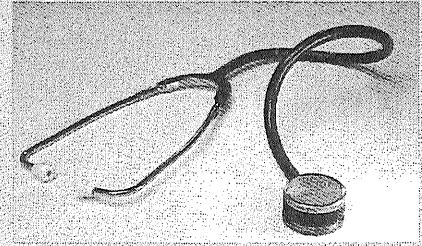
**SERVICE SYSTEMS**

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

### RELEVANT POLICY STATEMENTS

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

# Treat physical and mental illness




## CHALLENGES

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


## inspiration from the field

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


## REPORT HIGHLIGHTS

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
**INTAKE**

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


**PRISON AND JAIL**

  - Facilitate community-based mental and physical health care providers' access to prisons and jails and promote delivery of services consistent with standards of the public health model.
- 

**TRANSITION**

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

**COMMUNITY**

  - Facilitate releasees' sustained engagement in treatment and mental health and supportive health services.
- 

**SERVICE SYSTEMS**

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

## RELEVANT POLICY STATEMENTS

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

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

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






# Foster meaningful relationships



## CHALLENGES

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

## REPORT HIGHLIGHTS

- 
**INTAKE**
  - Assess each inmate's family strengths and needs upon admission to a correctional facility, including dependent care responsibilities, child support debt, domestic violence history, and family relationships.
- 
**PRISON AND JAIL**
  - Make available services and supports for family members and children of prisoners, and, when appropriate, strengthen relationships between prisoners and their families.
  - Ensure that family members have opportunities to provide input into the conditions of release and gauge their willingness and capacity to receive their relative upon release.
- 
**TRANSITION**
  - Prepare family and relevant community members for offenders' return to the community, and provide them with protection, counsel, services, and support, as needed and appropriate.
- 
**COMMUNITY**
  - Consult family and community members regularly to determine their assessment of the re-entering person's adjustment and modify supervision strategies accordingly.
- 
**SERVICE SYSTEMS**
  - Support interagency efforts to enhance systems supporting children and families, identify populations with special needs, provide staff cross-training, and address permanency and service planning challenges.

## inspiration from the field

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

- Provide opportunities for family and community members to provide input into individualized plans for programming during incarceration.
- Facilitate efforts of faith-based institutions, peer support groups, and other service providers to engage prisoners and to improve their trust and confidence in treatment and services.
- Ensure that people who are eligible for public benefits receive them immediately upon release from prison or jail.
- Include family members on a transition team charged with developing and implementing a supervision strategy.
- Consult family members about graduated sanctions and incentives most likely to effect a change in behavior.

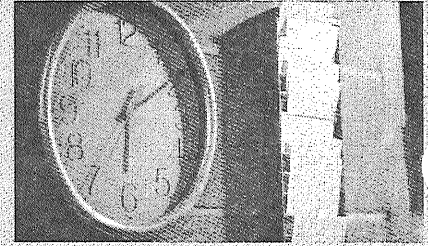
## RELEVANT POLICY STATEMENTS

- 8: Development of Intake Procedure
- 9: Development of Programming Plan
- 13: Children and Families
- 14: Behaviors and Attitudes

- 17: Advising the Releasing Authority
- 23: Victims, Families, and Communities
- 24: Identification and Benefits
- 25: Design of Supervision Strategy

- 26: Implementation of Supervision Strategy
- 29: Graduated Responses
- 34: Children and Family Systems

# Provide training, education, and jobs








## inspiration from the field

Working with people from the time of their incarceration until their community supervision ends, the **Texas Department of Corrections' Project RIO** helps offenders seek, find, and maintain employment in their home communities. An evaluation found that 69 percent of RIO clients found employment versus 36 percent of non-clients. Further, RIO clients recidivated less often: 23 percent of RIO clients were re-incarcerated versus 38 percent of the comparison group.

### CHALLENGES

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

### REPORT HIGHLIGHTS

- |   |  |  |
|---|--|--|
|  | <p><b>INTAKE</b></p> <ul style="list-style-type: none"> <li>▪ Assess employment situation, education level, literacy, and vocational interests and aptitudes of people admitted to prison or jail, using objective, validated instruments.</li> </ul>  | <ul style="list-style-type: none"> <li>▪ Include workforce specialists on a team charged with developing individualized programming plans for people admitted to a correctional facility and ensure that the plan addresses any educational, training, or employment issues revealed during intake.</li> </ul> |
|  | <p><b>PRISON AND JAIL</b></p> <ul style="list-style-type: none"> <li>▪ Teach inmates functional, educational, and vocational competencies based on employment market demand and public safety requirements.</li> </ul>                                 | <ul style="list-style-type: none"> <li>▪ Provide inmates with opportunities to participate in work assignments and skill-building programs that build toward successful careers in the community.</li> </ul>   |
|  | <p><b>TRANSITION</b></p> <ul style="list-style-type: none"> <li>▪ Promote, where appropriate, the employment of people released from prison and jail and facilitate the creation of job opportunities for this population.</li> </ul>                  | <ul style="list-style-type: none"> <li>▪ Connect inmates to employment, including supportive employment and employment services, before their release to the community.</li> </ul>   |
|  | <p><b>COMMUNITY</b></p> <ul style="list-style-type: none"> <li>▪ Recognize and address the obstacles that make it difficult for someone who has been incarcerated to obtain and retain viable employment while under community supervision.</li> </ul> |  |
|  | <p><b>SERVICE SYSTEMS</b></p> <ul style="list-style-type: none"> <li>▪ Create a comprehensive workforce system that is integrated, market-driven, accountable, universal, and portable.</li> </ul>   |  |

### RELEVANT POLICY STATEMENTS

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

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

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

# 9 WAYS TO USE THE RPC REPORT

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

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

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

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

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

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

## 4. ASSESS COMPREHENSIVENESS OF AN EXISTING RE-ENTRY EFFORT

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

## 5. FIND OUT WHAT OTHER JURISDICTIONS ARE DOING

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

## 6. LEARN ABOUT RELEVANT RESEARCH

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

## 7. ADVOCATE FOR CHANGE

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

## 8. RESPOND TO PUBLIC PRESSURE GENERATED BY A RECENT TRAGEDY

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

## 9. EDUCATE THE MEDIA

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

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

— **JOHN ASHCROFT**

UNITED STATES ATTORNEY GENERAL

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

— **DAVID LEWIS**

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

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

— **TIMOTHY RYAN**

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

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

— **SALLIE A. GLICKMAN**

EXECUTIVE DIRECTOR, PHILADELPHIA  
WORKFORCE INVESTMENT BOARD (PA)

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

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

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

— **PAT TUTHILL**

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

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

— **REGINALD A. WILKINSON**

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

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

— **SENATOR SAM BROWNBACK  
(R-KS)**

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

— **JEREMY TRAVIS**

SENIOR FELLOW, THE URBAN INSTITUTE (DC)

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

— **CHUCK COLSON**

FOUNDER, PRISON FELLOWSHIP (VA)

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

— **CHARLES CURIE**

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

## PROJECT PARTNERS

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

Coordinated by the Council of State Governments

WWW.REENTRYPOLICY.ORG



police chiefs | formerly incarcerated people | pretrial service administrators | probation officials | state legislators |  
substance abuse treatment providers | workforce investment chairs | judges | district attorneys | prosecutors | state  
alcohol and drug abuse directors | county executives | crime victims | public housing administrators | victim advocates

state corrections directors | public defenders | court administrators | workforce development officials | researchers |  
jail administrators | sheriffs | supportive housing providers | state mental health directors | housing development officials

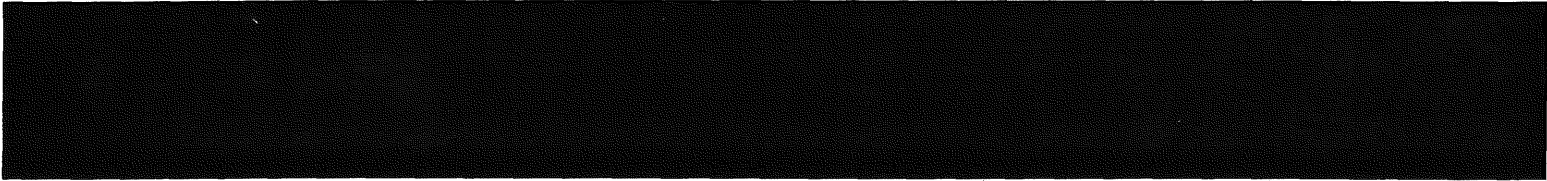
# Minnesota State Senate Hearing on Prisoner Re-Entry

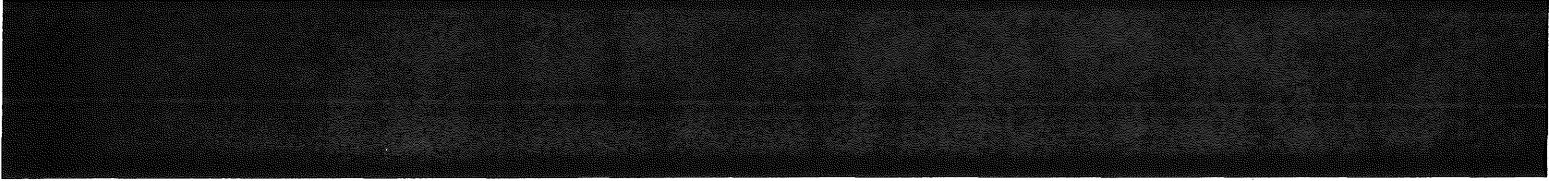
Presenter:

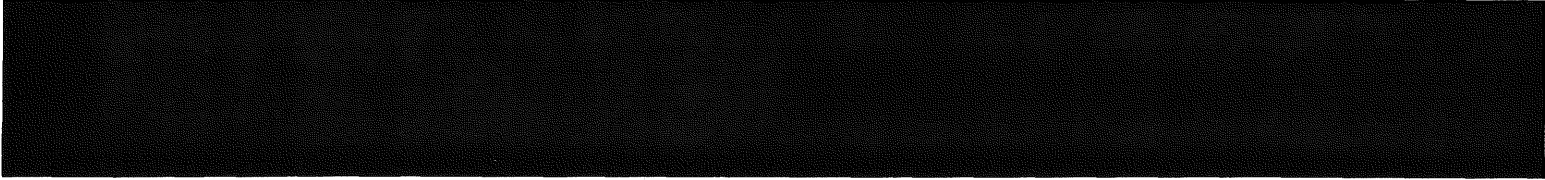
Elizabeth Nevins, Project Coordinator  
Council of State Governments, Eastern Regional Conference

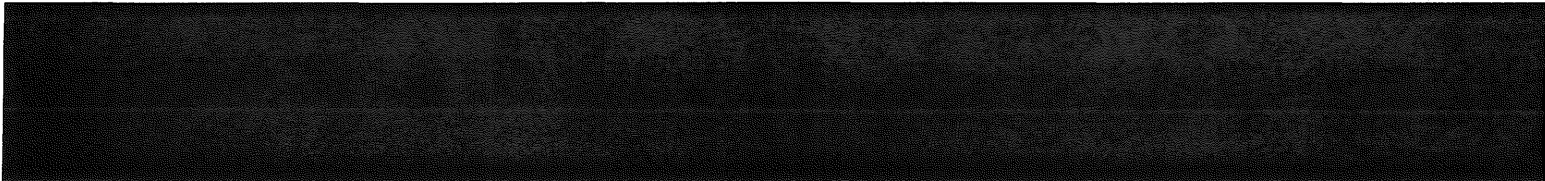


St. Paul, MN  
August 24, 2005

- 
- 97% of the people in prison will be released from prison at some point.
  - Approximately **625,000** individuals will exit prison this year.
  - Jail administrators across the U.S. make approximately **10 million** releases each year.

- 
- 30% of individuals released from state prison are re-arrested within the first six months following release. Within three years of release, 2 out of 3 of these individuals are re-arrested.
  - 1 out of 2 people released from state prison returns to prison either for a new crime or a parole violation.
  - Revocations are the fastest growing category of prison admissions.

- 
- American taxpayers went from spending approximately \$9 billion a year on corrections in 1982 to \$60 billion in 2002.
  - Spending on corrections has been the fastest- or second-fastest growing item in state budgets over the last 15 years.
  - Despite the increased investment in corrections, recidivism rates remain virtually unchanged over the past 30 years.



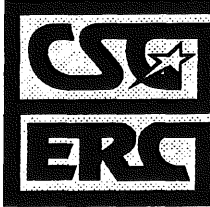
**President George W. Bush - State of Union Address,  
January 20, 2004**

*“America is the land of the second chance, and  
when the gates of the prison open, the path ahead  
should lead to a better life.”*

**Bipartisan support for the Second Chance Act**

*House: Portman (R-OH), Davis (D-IL)*

*Senate: Brownback (R-KS), Biden (D-DE)*



- **Non-profit, non-partisan membership association of state government officials**
- **Funded largely through state dues**
- **Represents all three branches of state government: legislature, judiciary, and executive branch**
- **4 regional offices**



police chiefs | people with criminal records | pretrial service administrators | probation officials | state legislators | substance abuse treatment providers | workforce investment chairs | judges | district attorneys prosecutors | state alcohol and drug abuse directors | county executives | crime victims



public housing administrators | victim advocates | state corrections directors | public defenders | court administrators | workforce development officials | researchers | jail administrators | sheriffs | supportive housing providers | state mental health directors | parole officials | housing development officials



**Strengthening prisoner re-entry policies to reduce recidivism, increase public safety, and cut prison costs**



- **Provide Training, Education and Jobs**

- *Project RIO (TX)*



employment up 50%



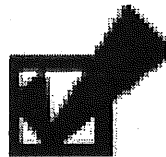
recidivism down 40%





- **Ensure Support for Victims**

- *WA Department of Corrections*



**Victims and their families receive extensive assistance and support**



- **Offer Safe Places to Live**

- *St. Leonard's Ministries, IL*



**Recidivism – under 20%**



- **Break the Bonds of Addiction**

- *KEY-Crest Program, DE*



Substance Abuse down 47%



Recidivism down 31%



- **Treat Physical and Mental Illness**

- *Project Bridge, RI*



recidivism: only 3% of  
participants re-sentenced



program costs: \$8,400/ 18 months  
incarceration costs: \$40,000/ year



- **Foster Meaningful Relationships**

- *La Bodega de la Familia, NY*



Substance abuse down 36%



Recidivism down 50%



- **Make Smart Release and Community Supervision Decisions**

- *Results Driven Supervision, GA*



Parole Completions up 11%



- **Connecticut**

- **Michigan**

- **Kansas**

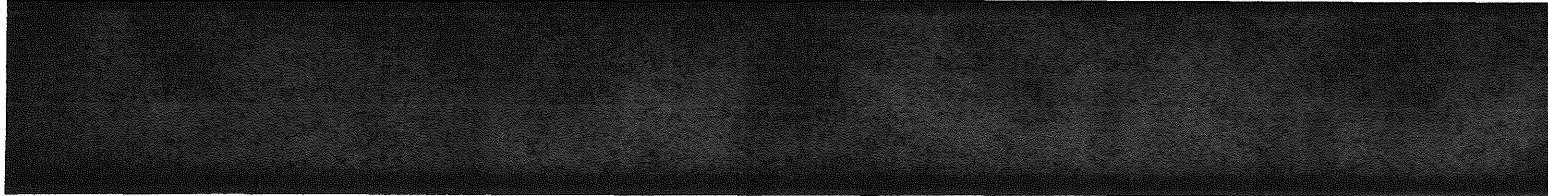
  
**■ PREDICAMENT**

- Mounting fiscal pressure on state budgets coupled with growing prison populations
- Increasing numbers of admissions to prison are violators of probation / parole
- Weakening community supervision and supports

**■ CONCEPT**

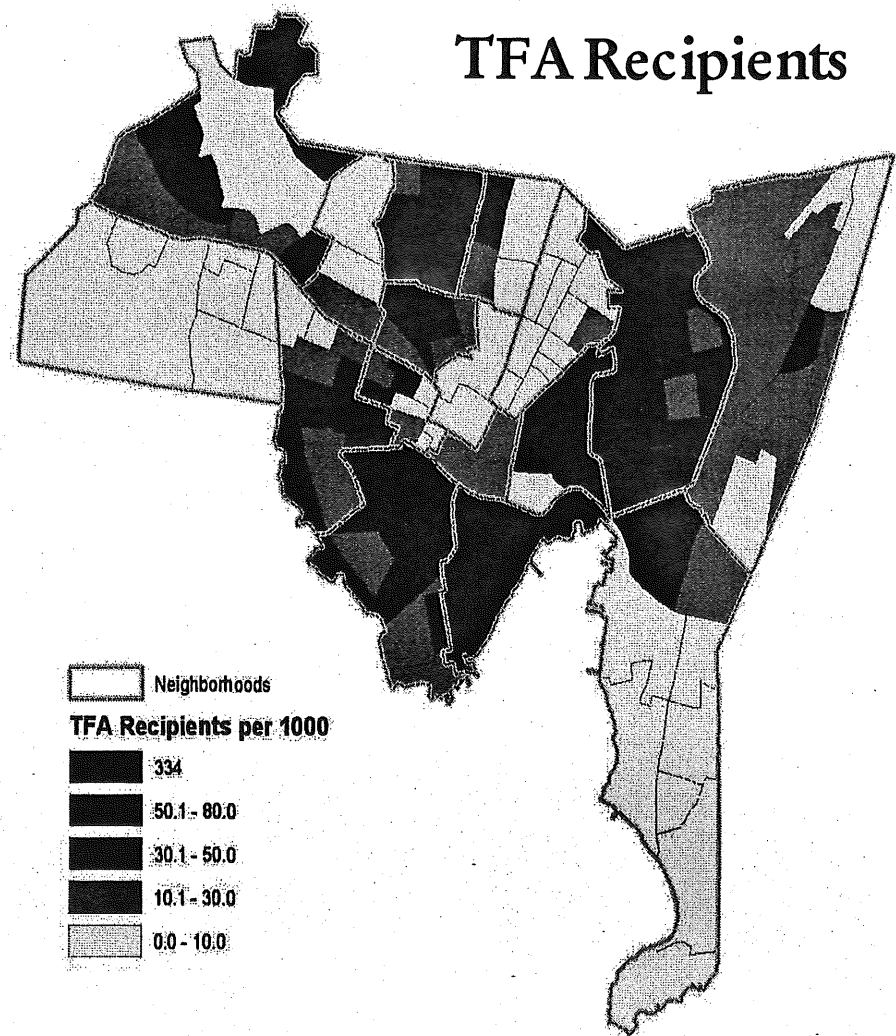
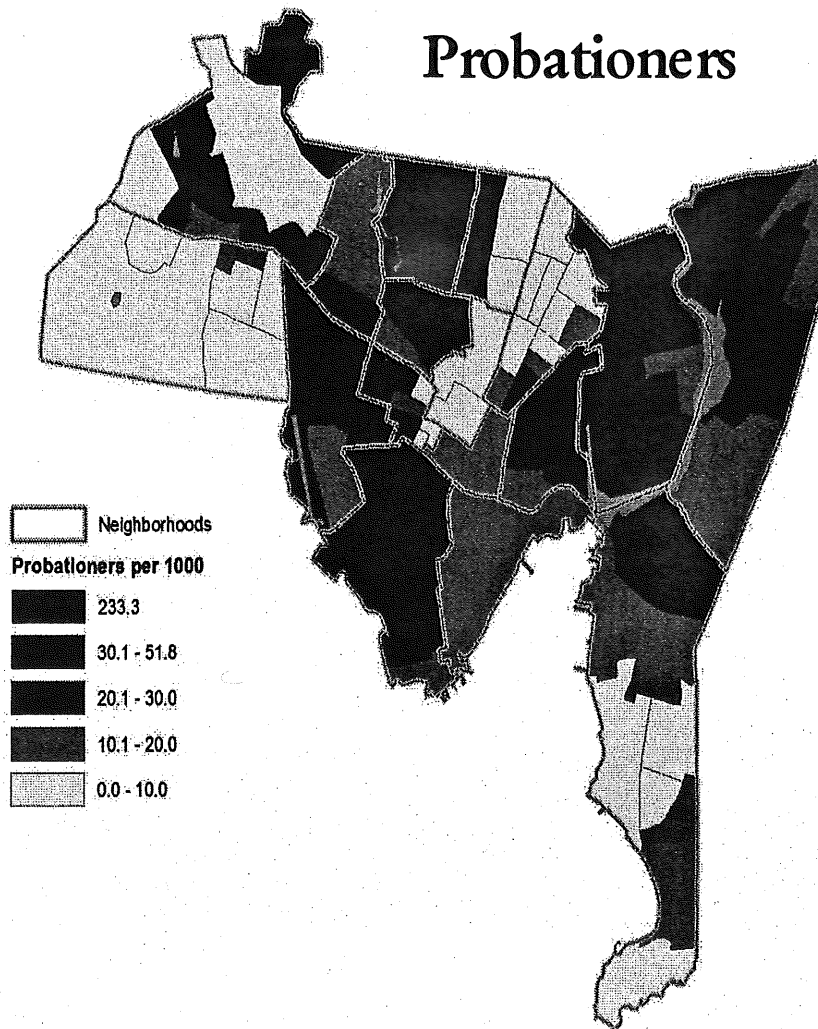
- Save money by managing growth of corrections system
- Increase public safety by using a portion of the savings to strengthen community supervision and build community capacity to receive offenders released from prison





## Probationers

## TFA Recipients





## Lawmakers approve plan to reduce prison population

May 6, 2004 – Associated Press

HARTFORD, Conn. -- The state Senate passed a plan to reduce Connecticut's prison population Wednesday night, finishing a major legislative priority just an hour before the session's close.

Senators praised the bill as an effort to reduce recidivism and a way to avoid building more prisons. The measure passed 36-0 and now heads to Gov. John G. Rowland's desk.

"The nature of this is to address what we all understand to be an overwhelming problem," said Sen. Andrew McDonald, D-Stamford, co-chairman of the Judiciary Committee. "I think it also represents a recognition of the fact that we will never be able to build our way out of a criminal justice issue."

The state's prison population - around 19,000 - is about 2,000 more than state facilities were built to handle, McDonald said. Advocates of the legislation said it could reduce the prison population by up to 2,000 inmates.

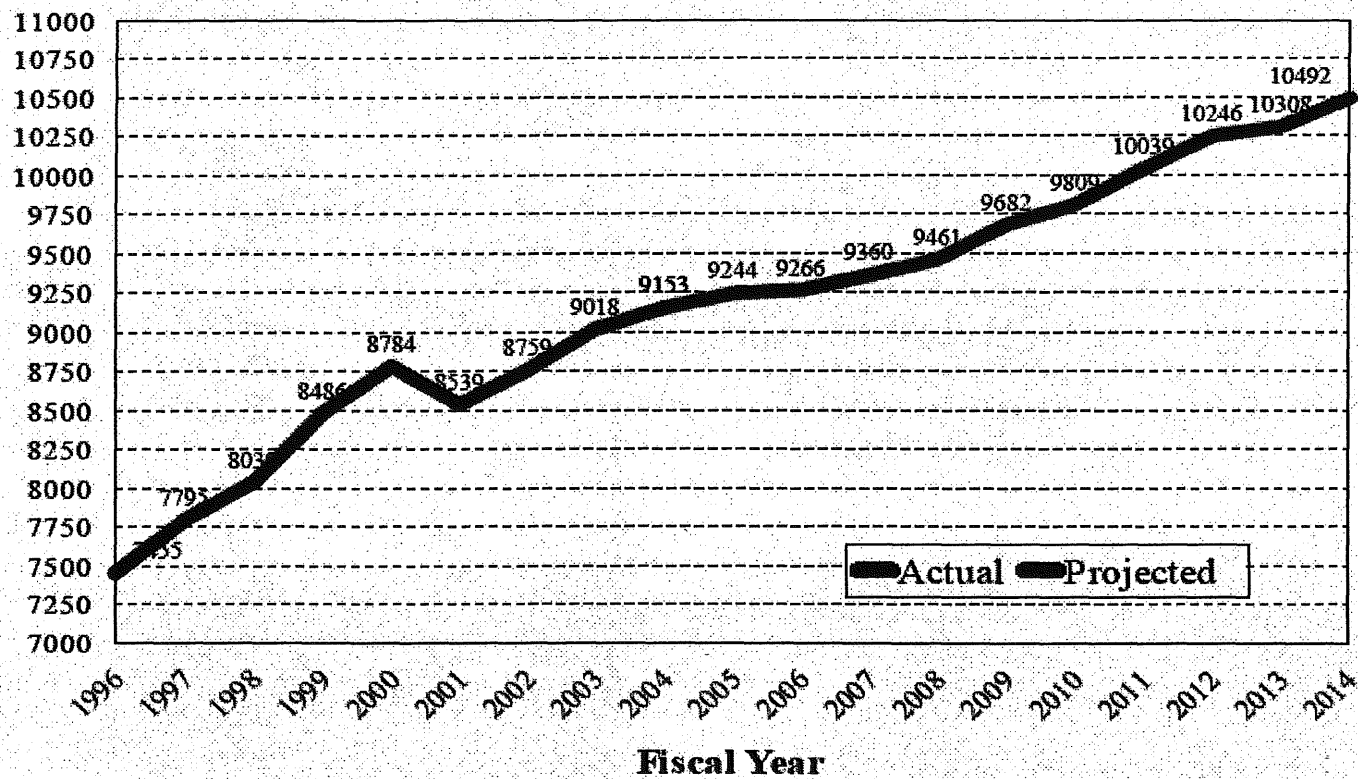
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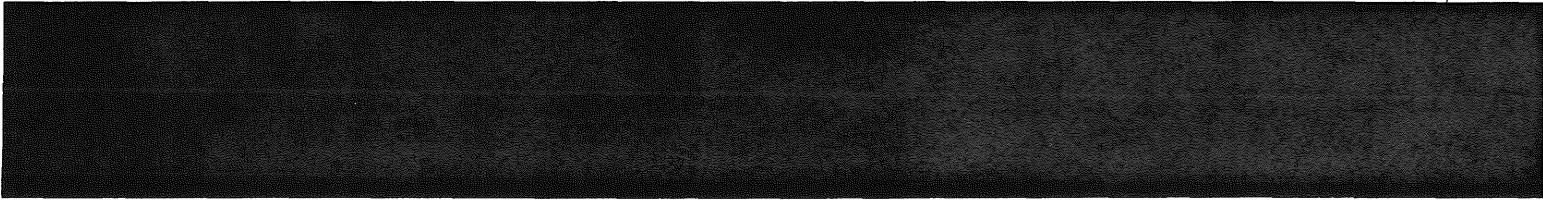


## **THE RESULTS:**

- **Inmates housed out of state housed returned to CT**
- **\$14 million reinvested in community supervision, community-based programs**
- **Focus on inter-agency collaboration, improved outcomes, and increased accountability**

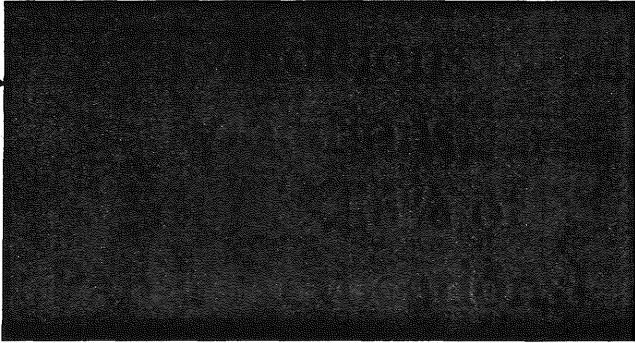
## Actual and Projected Prison Population





July 1, 2003 to Dec. 30, 2004

**Parole Revocations  
3,603 (42% of  
Admissions)**



- **Close to 88% of the parolees with conditions violations served 6 months or less**
- **26% were admitted more than once during the 18 month period studied**
- **49% were on parole for a non-person felony**

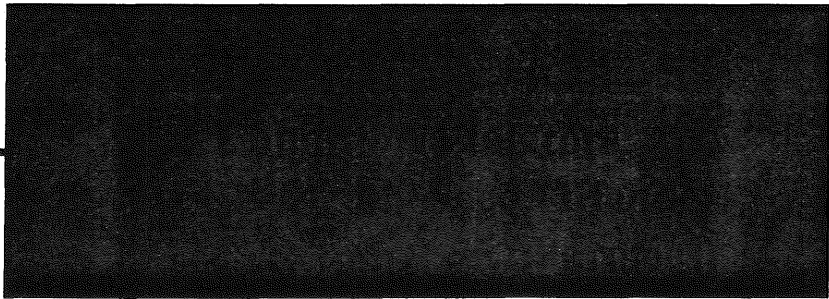
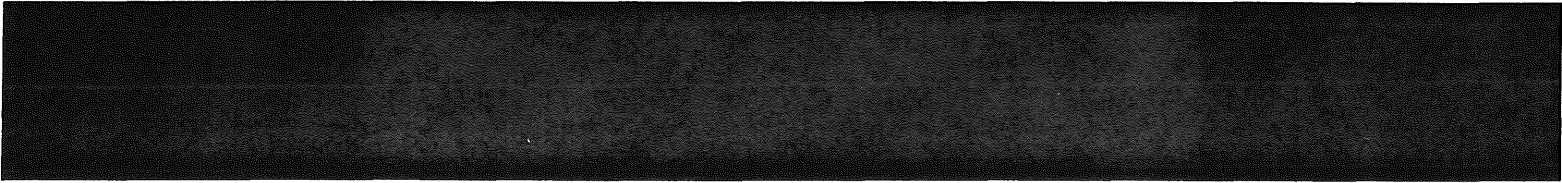


**In Lieu of Prison Diverted to  
Community Intermediate Punishment  
Rehabilitation Initiative (CIPRI)**



**Elements**  
**Community Level**  
**Risk/Needs Assessments**  
**Secure and/or Other Housing**  
**Intense "Wrap Around" Services**  
**Collaboration/Coordination**  
**Accountability/Performance Measures**


**Average 6  
months  
participation  
with goal  
of reducing  
recidivism by  
25%**




<b>Prison</b>
<b>Prison LOS Cost</b>
<b>\$1,208,257</b>
<b>Recidivism LOS Cost</b>
<b>\$1,734,131</b>
<b>Total</b>
<b>\$2,942,388</b>

**\$561,790 in Cost  
Avoidance for  
Every 100  
Offenders  
Diverted to  
CIPRI**

<b>CIPRI</b>
<b>LOS Cost</b>
<b>\$1,080,000</b>
<b>Recidivism LOS Cost</b>
<b>\$1,300,598</b>
<b>Total</b>
<b>\$2,380,598</b>

- 
- To promote public safety by reducing the threat of harm to persons and property by released offenders in communities to which they return
  - To increase success rates of offenders who transition from prison by fostering
    - Effective risk management and treatment programming
    - Accountability for both offender and system officials
    - Victim and community participation



- 
- **Engagement of Wide Array of State- and Local-Level Agencies and Organizations**
  - **Identification of Common Clients**
  - **Use of National Re-Entry Resources**
    - *National Institute of Corrections*
    - *Council of State Governments*
    - *National Governors Association*



## *Policy Change in Three Phases*

- **Getting Ready**
  - Assessment and Classification
  - Inmate Programming
- **Going Home**
  - Release Preparation
  - Release Decision Making
- **Staying Home**
  - Supervision and Services
  - Revocation Decision Making
  - Discharge and Aftercare



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**Project Coordinator**  
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**enevins@csg.org**

**[www.reentrypolicy.org](http://www.reentrypolicy.org)**

00:19:19

**EIGHTH CONGRESSIONAL DISTRICT CAUCUS  
UNIVERSITY OF MINNESOTA BOARD OF REGENTS SELECTION  
WEDNESDAY, FEBRUARY 9, 2005  
7:30 A.M. – ROOM 318 STATE CAPITOL**

**Senator David Tomassoni convened the Eighth Congressional District Caucus at 7:40 a.m. on Wednesday, February 9, 2005 at 7:30 a.m. (See attached list of "Congressional District 8 Legislators")**

**A quorum was present.**

**Excused senators :**

**Ruud  
Bakk  
Lourey  
Larson  
Nienow**

**Excused representatives:**

**Howes  
Dill  
Hilty  
Gazelka  
Blaine**

**I. Candidate Presentations:**

**1) Dr. Anthony Baraga (see attached biography)**

**UNABLE TO ATTEND:**

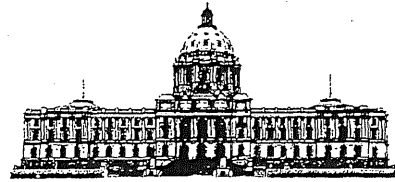
**2) Dr. Edward Borowiec (see attached biography and letter explaining his absence)**

**II. After discussion, it was agreed that a voice vote would be taken. Representative Murphy moved that Dr. Baraga be recommended for a second term on the University of Minnesota Board of Regents. Representative Anderson seconded her motion.**

**THE MOTION WAS ADOPTED.**

**III. The meeting was adjourned at 8 a.m.**

**David J. Tomassoni**  
Senator – District 5  
St. Louis County



**Senate**

State of Minnesota

**8<sup>TH</sup> CONGRESSIONAL DISTRICT CAUCUS  
UNIVERSITY OF MINNESOTA BOARD OF REGENTS HEARING**

**Wednesday, February 9, 2005  
7:30 a.m. – Room 318 Capitol**

**AGENDA**

- I. Call to Order**
- II. Adoption of Rules**
- III. Candidate Presentations (5 minutes each)**
- IV. Candidate Q & A Roundtable (15 minutes)**
- V. Balloting**
- VI. Adjournment**



## **Proposed Rules Governing the Eighth Congressional District Regent Recommendation**

1. A majority of the legislators whose districts are fully or partially within the boundary of the congressional district shall constitute a quorum.
2. In voting, a simple majority of votes cast shall be sufficient for the passage of an item.
3. Voting shall be on a proportional basis with each legislative district fully within the congressional district have five votes and each legislative district partially within the congressional district having the number of votes which are proportioned to the population in that district calculated to the nearest one-fifth.
4. The calculation of the proportional votes shall be made in accordance with the formula set forth.
5. When voting to recommend a congressional district Regent candidate, a simple majority of votes cast shall prevail. In the event that there are more than two candidates and none with a majority of votes, the two candidates with the highest number of votes shall remain and the other candidates dropped from consideration.

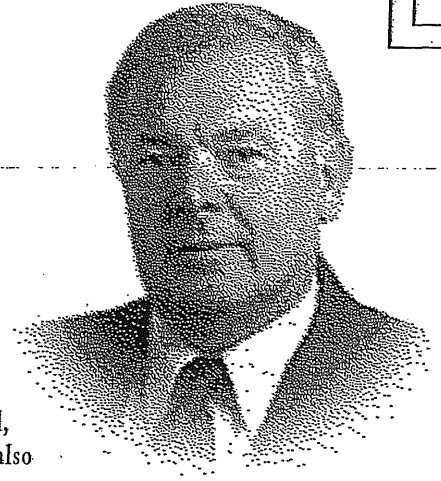
A second vote shall be held on these two candidates and the candidate with the highest number of votes shall receive the recommendation of the congressional district caucus. This recommendation shall be forwarded to the chairs of the Joint House and Senate Committees on Education by the caucus convener/chair.

Congressional District 8 Legislators	
Senator	Votes
Skoe	1
Saxhaug	5
Ruud	4
Tomassoni	5
Bakk	5
Solon	5
Lourey	5
Larson	1
Koering	5
Wergin	2
Nienow	5

Representative	Votes
Sailer	2
Anderson, I	4
Solberg	5
Moe	3
Howes	5
Rukavina	5
Sertich	5
Dill	5
Murphy	5
Huntley	5
Jaros	5
Hilty	5
Soderstrom	5
Simpson	2
Gazelka	5
Blaine	5
Erickson	3
Eastlund	4
Nelson, P	5

EIGHTH DISTRICT

# ANTHONY BARAGA



Anthony Baraga was elected to the University of Minnesota Board of Regents in 1999 and is vice chair of the Board. He earned his B.S. and M.D. from the University of Minnesota and completed his radiology residency at United Hospitals in St. Paul.

Baraga is a retired radiologist from northern Minnesota and president of Medical Imaging North. He has served as chief of staff at Hibbing General Hospital, Chisholm Memorial Hospital, and Mesabi Regional Medical Center-University. He also served as president of the Range Medical Society.

Baraga was a captain in the Minnesota National Guard.

**Describe how your experience and qualifications would enable you to be a good regent.**

I have been involved with many private boards and public boards. I have been successful in my practice and in other ventures. I also think I have been a good regent during my present term.

**What are the most important issues confronting the University of Minnesota and how would you contribute to solving them?**

The most important problem at the present time is financing of public education. It is imperative that the public and the elected officials become more aware of this problem, as education is becoming more expensive. Informing the legislators and keeping the state portion of the costs from being cut any more is very important. Working hard to get more private money to help offset the cost is also very important. We cannot let our quality slip.

## N O T E S

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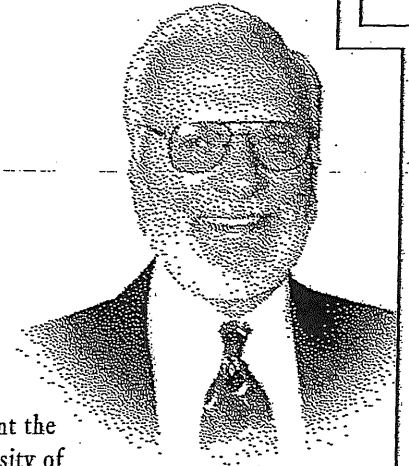
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EIGHTH DISTRICT

# EDWARD BOROWIEC



As the youngest of three sons, born in Canada to immigrant parents during the Depression decade, I was fortunate that they understood the significance of a sound education and provided strong family guidance. I attended Canadian schools to the 9th grade when my family moved to Michigan. After secondary school and three years of service in the U.S. Marine Corps, my interest in learning began in earnest.

In 1962, I graduated from the University of Detroit with a Ph.D. in English, and spent the following academic year teaching secondary English, pursuing a law degree at the University of Detroit, and working toward an M.A. in English at the University of Michigan. In 1963, I accepted a California teaching position and enrolled in the graduate school at the University of Southern California where I received both a master's (1966) and a Ph.D. (1971) in linguistics. In 1969, I accepted a position as an assistant professor of English and linguistics at California State University, Long Beach. I retired from the California State University system in 2002, after 40 years as an educator, and my wife and I settled into the home we built in northern Minnesota. I take great pride in knowing that my three sons obtained doctorates in their chosen fields; two of them a Ph.D. and one an M.D. Today, my wife and I frequently volunteer our services at the local school, assist with township governance, and travel abroad when circumstances permit.

**Describe how your experience and qualifications would enable you to be a good regent.**

I have worked within the California State University system for 35 years. I have served as a statewide program administrator, as an on-campus program administrator, as an assistant department chair, as liaison faculty to the University of California and to the California Community Colleges, and as a member of the tenured faculty, and because of that vast experience at all levels of higher education, I feel I have a sound understanding of the mission and the operation of a major state university system.

**What are the most important issues confronting the University of Minnesota and how would you contribute to solving them?**

The key issues today are (1) appropriate funding for the University during a period of economic malaise, (2) attracting a greater diversity of students to the University, particularly those whose families have traditionally and historically not prized a university education for their children, and (3) attracting and retaining high quality faculty across the academic spectrum. While some citizens and legislators see the University as a financial drain on the state's budget, regents will have the perpetual task of convincing everyone that the University is the greatest, most powerful economic engine we possess, and that the returns on our collective investment will be far greater and longer lasting than any of us might have imagined. Reaching a broader array of students, both the nontraditional and those in families new to higher education, will in time, lessen other fiscal burdens on the state at the same time that it provides for a sense of greater inclusion and community cohesion. And finally, faculty are the backbone of any university. Without highly trained and dedicated teachers and researchers, the University abandons its purpose and places students and the statewide community on a path to mediocrity.

## NOTES

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