

Crime—Re-entry

PHOTOCOPY
PRESERVATION

**Coordination of the Department of Labor and Department of Justice
Initiatives for Ex-Offenders**

12/21/99

and

The new ex-offender initiatives at the Department of Labor and the Department of Justice are complementary will be closely coordinated. To maximize their positive impact, the DOL funds will be targeted to the same communities and populations served by the DOJ initiative, with a strong preference for and heavy emphasis on youth (defined as under age 35). At the same time, DOJ will earmark \$5 million of its funds to focus on aftercare programs for juvenile offenders, to build on already existing collaborations between the two departments.

Crime-

Re-entry

**Coordination of the Department of Labor and Department of Justice
Initiatives for Ex-Offenders**
12/21/99 DRAFT

The proposed new ex-offender initiatives at the Department of Labor and the Department of Justice will be closely coordinated. The Department of Labor employment funds will be targeted to communities and to populations served by the DOJ project, with a strong emphasis on youth (youth defined as under age 35). At the same time, DOJ will earmark \$5 million of its funds to focus on aftercare programs for juvenile offenders, to be closely coordinated with DOL's efforts.

In DOJ's reentry partnerships, police and corrections agencies will team up with other community service providers and local organizations (e.g., faith-based groups, civic organizations, workforce development, fatherhood groups) to monitor offenders reentering the community from prison or jail. To ensure a successful transition, inmates preparing for release would begin programs such as employment preparation and parenting classes in prison. At least 60 percent of male inmates are fathers. In addition to providing greater supervision of offenders, the partnerships would target and provide resources such as drug treatment, job training, and mental health services – as well as help ensure that offenders meet their financial and emotional responsibilities to their children. Communities with high numbers of recently released offenders would be targeted.

DOL's initiative will provide job training and placement services to ex-offenders, with an emphasis on youth and first time offenders. By establishing partnerships between the criminal justice system and the local One-Stop delivery systems created under the Workforce Investment Act, ex-offenders could access a comprehensive array of services ranging from training to supportive services that would help them successfully re-enter the community.

December 21, 1999

Time	Name	Org	Phone Number	Message
9:00	Ed Montgomery	Department of Labor	693-6002	Returning your call

Ray Uhalde

ODJ - \$5M earmarked for juvenile funds?

~~_____~~

\$10M for courts $\Rightarrow$ \$5 + later it

for prior after-care program

Andrea Kane

Record Type: Record

To: Cynthia A. Rice/OPD/EOP@EOP, Leanne A. Shimabukuro/OPD/EOP@EOP, Deanne E. Benos/OPD/EOP@EOP

cc: Eric P. Liu/OPD/EOP@EOP

Subject: reentry

I just talked to Ricki about getting data on the age of those leaving prisons (Eric, this is a request that predates the issue of having a conference call). She referred me to Judy McBride and Amy Solomon, who I'll call 1st thing in a.m. In the meantime, she mentioned that in reality, she thought there might not be that much difference btwn the population most states would end up focusing on in their re-entry partnerships and the population Ray Uhalde from DOL said they're be willing to work w/ DOJ on (up to 30). She thinks most states will end up limiting the population to be served to those with a lower number of offenses and less serious offenses because this will be easier to sell. In fact, she thinks most of those to be served will be under 35.

She also mentioned that she may propose, depending on how much money they end up with, that about \$5 M of the DOJ money get earmarked to focus on after-care programs for juvenile offenders, to be closely coordinated with DOL's efforts. She thinks this would build on efforts already underway btwn the 2 departments on youth, and might make DOL feel like they're getting something in exchange for targeting some of their funds on the 18-35 population.

Ricki was about to return Eric's call about laying the groundwork for the conference call.

juvenile detention

Andrea Kane

Record Type: Record

To: Eric P. Liu/OPD/EOP@EOP

cc:

Subject: DOL ex-offender funds

here's language we'd suggested before. we can certainly fine tune it

----- Forwarded by Andrea Kane/OPD/EOP on 12/20/99 08:08 PM -----

Andrea Kane

Record Type: Record

To: Barbara Chow/OMB/EOP@EOP, Larry R. Matlack/OMB/EOP@EOP, Alison Perkins-Cohen/OMB/EOP@EOP, John E. Thompson/OMB/EOP@EOP

cc: Cynthia A. Rice/OPD/EOP@EOP, Leanne A. Shimabukuro/OPD/EOP@EOP, Deanne E. Benos/OPD/EOP@EOP

Subject: DOL ex-offender funds

Based on our understanding that OMB will be approving an additional \$45 M about passback for DOL's ex-offenders initiative, we wanted to confirm DPC's understanding and desire that at least \$20 M of the add-on would be very closely coordinated with the DOJ re-entry initiative. Here's some specific language to convey our intent. We believe there's room to accomodate Secretary Herman's interest in youth and still help those leaving prison, who may be a combination of youthful offenders, people in the 18-30 range who DOL tells us are sometimes considered youth depending on the definition used, and somewhat older offenders.

"Of the additional funds provided, at least \$20 M in ex-offender job training and placement grant funds will be targeted to the communities and populations participating in the DOJ re-entry initiative. These DOL funds will help ex-offenders prepare for employment, go to work, and succeed in employment, which is a critical component in successfully reintegrating them into the local community, meeting their responsibilities to their children, and avoiding recidivism. These resources will complement the DOJ re-entry partnership funding and help build critical linkages between the corrections and workforce development system."

· PACKAGE / LINKAGE

· Youth definition - up to 35

"in coordination on
youth programs in
DOJ initiative."

· \$ allow - we pushed for the \$ and this expectation and we'd like to make the work.

· grant to serve at least the same population
if DOL + DOJ in same area, will DOL serve
the pop of DOJ even beyond youth?

RICK called -
talked to
Labor -
514-4969



Anna Richter
12/21/99 01:09:45 PM

Record Type: Record

To: Eric P. Liu/OPD/EOP@EOP
cc:
Subject: re-entry -- age data

----- Forwarded by Anna Richter/OPD/EOP on 12/21/99 01:09 PM -----



Cynthia A. Rice

12/21/99 12:35:32 PM

Record Type: Record

To: Anna Richter/OPD/EOP@EOP
cc:
Subject: re-entry -- age data

fyi for Eric

----- Forwarded by Cynthia A. Rice/OPD/EOP on 12/21/99 12:35 PM -----

Andrea Kane



Record Type: Record

To: Eric P. Liu/OPD/EOP@EOP, Cynthia A. Rice/OPD/EOP@EOP, Leanne A. Shimabukuro/OPD/EOP@EOP, Deanne E. Benos/OPD/EOP@EOP
cc:
Subject: re-entry -- age data

Just got some data from DOJ (Bureau of Justice Statistics) that shows:

- mean age of people released from state prison is 32
- 62% of all state prison releases are people under 35 (this includes: 41% under 30 and another 21% between 30 and 34).
- 65% of all first time state prison releases are under 35.
- 65% of all first entries to parole supervision are under 35

This means that the majority of people likely to be served through DOJ's re-entry partnerships are under 35, and this should generally be consistent with DOL's focus on young offenders depending on how DOL defines 'youth'. But, we also want to make sure their ex-offender grants provide critical employment services to those over 35 who also need help in finding a job.

As noted in earlier emails, states may choose to focus their re-entry efforts where they think they can have the greatest success/public support, so they may end up focusing on younger, non-violent, offenders for example.

Caw-
Re-entry

Project Reentry: A National Community Safety Initiative
DRAFT PLAN
November 5, 1999

THE ISSUE/PROBLEM:

- RECORD NUMBER OF INDIVIDUALS UNDER CRIMINAL JUSTICE SUPERVISION. In 1998, nearly 6 million people were under criminal justice supervision: 1.2 million individuals were incarcerated in state or federal prison; 600,00 were in local and county jails; 3.4 million adults were under Federal/State/local probation, and 700,000 were on parole.
- HISTORIC NUMBER OF PRISON RELEASES ANTICIPATED. And yet, most offenders will complete their sentences and will be released. This year, nearly 500,000 individuals will be released from state prison and return to communities across the nation. They will largely be returning to urban areas and will return in disproportionate numbers to certain neighborhoods.
- RESOURCES LACKING TO SUPERVISE REENTRY. Our prisons hold one-third of all offenders, yet about two-thirds of the resources are spent on institutional corrections. Many individuals released to community supervision will return to communities where those resources are limited and already taxed.
- ONE IN FIVE PRISONERS RELEASED WITHOUT CONDITIONS. Many inmates now serve fixed terms and must be released on predetermined dates, in some cases without any community supervision. In 1997, more than 85,000 offenders—18%—were discharged from state prison without any conditions placed on their release. These offenders tend to be most in need of supervision following incarceration, often having committed violent offenses or requiring disciplinary action during their prison term.
- OFFENDER RECIDIVISM RATES HIGH. The public safety risks posed by parolees and probationers are substantial. Nearly two-thirds of all prisoners are rearrested for new offenses within three years of release.
- OFFENDER RETURNS TO PRISON ARE MOUNTING. Between 1990 and 1997, there was a 39% increase in the number of offenders returned to prison for parole violations, with parole violators representing about 35% of all admissions to state prisons in 1997 (up from 18% in 1990).
- SUBSTANCE ABUSE KEY CONTRIBUTOR TO RECIDIVISM. Over half of state inmates (52%) reported committing their current offense under the influence of alcohol or drugs. Some 70 percent of state prisoners have a history of drug abuse. Probationers and parolees consume approximately half of all hard drugs (i.e. methamphetamine, heroin and cocaine) sold nationwide and criminals on release who use such drugs are far more likely than others to

commit new crimes. A 1995 NIJ research report indicated that between 60-75% of untreated parolees who have histories of heroin and/or cocaine use return to those drugs within three months of release. And yet community corrections often lacks sufficient authority and resources to effectively respond to the problem.

- HIGH RATES OF MENTAL ILLNESS AMONG OFFENDERS. Studies have found that rates of mental illness among incarcerated offenders to be at least double the comparable rates in the general population. Reentry challenges for people with a mental illness or other mental disabilities such as mental retardation are often compounded by the mental disorder.
- CHALLENGES TO COMMUNITY SAFETY. These issues underscore the challenges that all communities, especially large urban areas, across the country are facing. While parole and probation authorities in communities are working to improve the mechanisms for supervising these offenders, many jurisdictions have not fully focused on preparing either offenders or communities for reentry. Improving reentry supervision and support systems are issues that need to be addressed in each state. A national strategy that builds collaborations among corrections, law enforcement, and community and draws upon their pooled resources is needed.

PROJECT REENTRY: A NATIONAL COMMUNITY SAFETY INITIATIVE

PRIMARY GOAL: The goal of Project Reentry is to improve public safety by establishing comprehensive systems of offender accountability to reduce crime and recidivism rates in communities across the country. Central to this effort is helping communities focus on reentry issues, the potential impact on public safety, and creating the kind of offender supervision and support systems that are essential to help ensure a successful transition for all offenders returning to the community from prisons and/or jails.

Reentry systems would be designed to provide more effective offender oversight of conditions of release and guidance in addressing victim restitution and child and family support issues, as well as in securing employment, housing, drug treatment, and mental health and other health services to help ensure that those goals are met. Through this system, communities would also develop mechanisms for engaging offenders released without supervision in reentry programs.

Achieving successful offender reintegration requires developing effective partnerships among the judiciary, institutional and community corrections, law enforcement, and the community to establish a strategic, coordinated system of supervision and support that can draw upon each of these resources beginning during incarceration and the months following release. The initiative would be based on two separate, but complementary components -- reentry partnerships and reentry courts.

PART I: REENTRY PARTNERSHIPS (\$50M, including 3% Technical Assistance/Evaluation set aside)

There are three goals to the Reentry Partnerships Initiative (RPI): ensuring public safety, cost

efficient and effective systems of accountability, and offender productivity. The RPI seeks to improve risk management of released offenders by enhancing monitoring and follow-up, strengthening individual and community support systems, and repairing the harm done to community and victims. Grants would be provided to states and communities to create reentry partnerships--consisting of police and corrections agencies, community groups, and service providers--to develop strategic systems to achieve these goals. Partners would work together to marshal and coordinate an array of resources to assist offenders with their transition. The partnership would comprehensively address issues concerning offenders entering the community after incarceration with minimum supervision and accountability and enhance supervision and other resources available to address these issues. This approach focuses on keeping communities safe, minimizing returns to prison for technical violations, and maximizing contributions to state and local economies.

In addition to ensuring that offenders are prepared for their return to communities, the partnership will also focus on preparing the community for returning offenders through the analysis of reentry statistics and the availability of adequate supervision and support systems. Offender reentry plans will be developed at both the community and individual levels, and will be based on networks of both criminal justice agencies (i.e., institutional corrections, probation, parole, and police) and community resources (i.e., employment, treatment, family, business, faith-based organizations). In particular, plans will assess the needs communities where there will be a high concentration of returning offenders, especially urban areas and neighborhoods where a disproportionate number of offenders return to certain neighborhoods.

CORE PROGRAM TO STATES

The national goal is to enhance significantly the effectiveness of offender supervision nationwide within five years. Up to 50 demonstration sites will be selected in each year, in geographically diverse locations, focusing on communities with the highest concentration of returning offenders. States, in partnership with one or more selected local communities, will apply for discretionary program funding. Priority will be given to applications that target communities where reentry concentrations are high and the potential to connect existing resources is great.

ESSENTIAL ELEMENTS

- Identification of Appropriate Reentry Offender Population
- Case Management Approach to Program Administration
- Reentry Needs Assessment, Case Management Plan, along with Programming, During Incarceration
- Structured Reintegration Plan Post Release
- Full Use of Community-based Support Resources
- Strong Collaboration Among Criminal Justice System, Social Services, and Other Agencies
- Routine Monitoring and Follow-up to Ensure Accountability
- Graduated Sanctions And Incentives

- Broad Community Involvement, including Victims
- Integrated Information Management

Participating jurisdictions would be required to provide at least a 25% dollar or in-kind match such as commitments of job training funds, treatment beds, drug testing, personnel, etc). Grants up to \$2,000,000 will be awarded to support the following:

- * Strategic Planning/Analysis
- * Case Managers
- * Reentry Support Center
- * MIS for Case Management
- * Staff Training Travel and Related Expenses
- * Drug Testing
- * Services/Treatment, including Drug/Mental Health Treatment and Job Placement Programs
- * Convening Victims Panels and Other Community Meetings
- * Surveillance Technologies
- * Incentives (For Example, Bus Tokens for Participants)

PART II: REENTRY COURTS (\$10M, including 3% Technical Assistance/Evaluation set aside)

A Reentry Court Demonstration Program would be developed to create reentry courts, which would be modeled after drug courts for offenders under conditional releases. The goal is to test using the coercive power of the court in promoting positive offender behavior to minimize the public safety risks to the community throughout the reintegration process. The court's challenge also involves drawing in and coordinating the full range of criminal justice and community resources essential to ensuring a successful transition to community life.

Reentry courts would manage the return to the community of individuals being released from prison, using the authority of the court to apply graduated sanctions and positive reinforcement and to marshal resources to support the prisoner's reintegration to promote positive behavior by the returning prisoner. The expectation is that the focus on reentry issues in the courts will help reduce the recidivism rate of returning prisoners and will encourage a broad-based coalition to support the successful reintegration of those offenders.

ESSENTIAL ELEMENTS

- Judicial Oversight
- Pre- and Post-Release Assessment and Planning
- Active Involvement by Parole/Probation and Community Policing Officers
- Full Use and Coordination of Support Services

- Structured Programs that Ensure Accountability to Community
- Graduated Sanctions
- Rewards for Success

Up to 25 sites would be selected each year. Participating jurisdictions would be required to provide at least a 25% dollar or in-kind match. Grants up to \$500,000 dollars would be provided to implement a reentry court. Funds could be used to support the following:

- * Strategic Planning/Analysis
- Reentry Court Coordinator
- Case Managers
- Reentry Support Center
- MIS for Case Management
- Drug Testing
- Services/Treatment
- Staff Training
- Surveillance Technologies

Small planning grants would be provided as needed. Funds could be used to support:

- * Strategic Planning/Analysis
- * Staff Development
- * Reentry Data Gathering/Analysis
- * Convening Public Meetings

In addition, enhancement grants would also be provided to support continued program development.

PART III: REENTRY INNOVATIONS PROGRAM (\$10M)

This program will focus on devising and testing additional innovative and model programs. There are many approaches that can be taken to address reentry issues. The goal of this effort would be to develop those options. NIJ would design such programs and solicit participation from states.

PART IV: CENTER FOR SENTENCING AND OFFENDER MANAGEMENT POLICY (\$5M)

A Center for Sentencing and Offender Management Policy would be established within NIJ to develop the capacity at the national level to track sentencing and corrections and policy, trends in offender management, and to make links between legislation, outcomes, and resources. No place currently exists to work with states in developing and assessing statistics related to returning offenders, to track trends, project the out-years impact of sentencing legislation, and

help states prepare for those years. Information from the Center would be of direct benefit to reentry efforts over time, as well as to policymakers at all levels.

The Center's mandates include:

Developing National Capacity to Track and Forecast Given the variance between states' sentencing structures and policies, and the major recent sentencing policy changes such as Truth-In-Sentencing, it is important to grasp the full impact and be able to help states plan for it at the local level.

Providing Cost/Benefit Analyses The theory is that if offenders are better managed/integrated upon release, they will be less likely to return to prison, less likely to cause harm to others, and more likely to get job/pay taxes, etc. The risk is that offenders will commit new crimes on the outside that otherwise would not have been committed during post-release supervision period. It is critical to provide some cost/benefit analyses of several of the "innovation" partnership and courts sites, so that we can project if such initiatives are actually cost effective over the long term (in terms of public safety and dollars).

Transferring Lessons from Demonstration Sites The goal would be to capture lessons learned in the demonstration projects, and to quickly transfer this information to other communities. It is critical to document the process and determine the impact of the initiative. Strategies for sharing knowledge and practice would include funding travel to observe the demonstration projects, technical assistance for new site implementation, and publications.

ADMINISTRATIVE REQUIREMENTS FOR NATIONAL INITIATIVE

In 2001, a total of 15 positions and \$1.2 million are required to support this initiative:

- * Seven positions are necessary to administer two discretionary grant programs: (1) the Reentry Partnerships and (2) Reentry Courts. This staff would consist of one Program Manager (GS 14), five Grant Program Specialists (GS 9/12), and one Administrative Support staff (GS 5).
- * Five positions are required for the Reentry Innovations Program: one Division Chief (GS 14), three Program Managers (GS 9/12), and one Technical Support staff (GS 5).
- * Three positions are required for the Center for Sentencing and Offender Management Policy: one Section Chief (GS 14) and two Social Scientists (GS 11/12).

Technical Assistance and Evaluation.

This request includes \$1.8 million, which is a three percent set-aside of the Partnerships and

Reentry Court discretionary grant funds, for technical assistance and evaluation purposes. Technical assistance and program evaluation are critical elements of any new grant program. Specifically, the technical assistance will provide grantees with direct guidance in administering an effective and efficient program. Grantees will have access to a variety of technical assistance and evaluation services, including assistance in the development of program goals, implementation strategies, capacity building, as well as in developing systems to generate, collect and analyze data, and measure performance.

Summary Funding Chart
(\$ in millions)

National Reentry Initiative	2001	2002	2003	2004	2005	Total
Reentry Partnerships	\$48.5	\$48.5	\$48.5	\$48.5	\$48.5	\$242.5
Reentry Courts	9.7	9.7	9.7	9.7	9.7	48.5
TA/Evaluations	1.8	1.8	1.8	1.8	1.8	9.0
Reentry Innovations	10.0	10.0	10.0	10.0	10.0	50.0
Center for Sentencing & Offender Mgmt	5.0	5.0	5.0	5.0	5.0	20.0
<i>Total, Program Funding</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$375.0</i>
Total, Management and Administration	1.2	1.3	1.3	1.4	1.4	6.6
Grand Total	\$76.2	\$76.3	\$76.3	\$76.4	\$76.4	\$381.6

The School District of the City of Erie, Pennsylvania

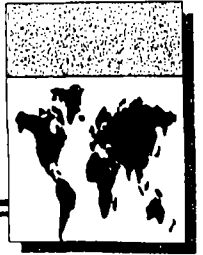
ERIE FAMILY CENTER

The Fathers Workshop™

LONG DISTANCE ROADS™

Developed At
Incarcerated Fathers Program
State Correctional Institution at Albion
Pennsylvania Department of Corrections

Transitioning Incarcerated Fathers To Their Families and Communities



The Fathers Workshop developed, has begun implementing and evaluating a three phased strategic plan for for successfully transitioning incarcerated fathers back into their communities and the lives of their children. Each phased is designed to overlap providing a seamless support system that anticipates the difficulties of successfully transitioning into the community.

Phase I: During Incarceration

While the father is incarcerated at a federal, state or county prison, implement a prevention/intervention fatherhood program, which promotes responsible fatherhood and fosters stronger relationships between inmates and their children.

"Long Distance Dads" was developed at the State Correctional Institution at Albion to be this type of a prevention/intervention with the ultimate goal of reducing the recidivism re-arrest rate of incarcerated fathers.

The success of the program prompted the Pennsylvania Department of Corrections to request training and implementation of the Long Distance Dads program at twenty-two institutions within the next four years. Thus far seven institutions have begun implementation, with eight more to be trained by the end of the year.

Phase II: Probation and Parole

Immediately after release is the most vulnerable time for an incarcerated father, especially if he has served more than two years apart from his family. Crucial to his success is having a support system for transitioning into the lives of his children, family, friends, job and community. An effective fatherhood program working with Probation and Parole can provide weekly support groups, family counseling, education and career development through collaborations with existing community programs and services. This kind of support can help with the adjustments a father and his family must make.

Phase III: Community Fatherhood Programs

Ideally an effective community fatherhood program may be involved in all phases of transition, co-facilitating the incarcerated program with prison staff, collaborating with Probation and Parole to provide support programs and continuing to provide services to the father and his family long after he is no longer on parole.

Two new programs available to fatherhood programs are; Welfare to Work for Non-Custodial Parents can provide the means for incarcerated fathers to obtain education enabling them to obtain a family-sustaining career. The second is the Federal Access & Visitation Program for Non-Custodial Parents that enables fathers to spend regular meaningful time with their children since many may be separated or divorced from the child's mother. Services include supervised visitations, maintaining child support, job/career counseling and a place to talk about family issues.

The Fathers Workshop has experienced significant success in working with incarcerated fathers and their families. Our continuing research and innovation envisions even greater potential in the future.

Child Support and the Incarcerated/Paroled Obligor

**Jessica Pearson, Ph.D.
Center for Policy Research
1570 Emerson Street
Denver, Colorado
303/837-1555**

A demonstration/evaluation project awarded to the Colorado Child Support Enforcement Division (Pauline Burton, Director) by the Federal Office of Child Support Enforcement, Grant No. 90-XE0007, with additional support from the Colorado Department of Corrections, the Colorado Department of Labor and Employment, the Colorado Judicial Department, and Rose Community Foundation.

Child Support and the Incarcerated/Paroled Obligor

The Colorado Population

Inmate Population (DOC)	12,500	Inmates/Parolees in Child Support System	6,262
Private Inmate Population	2,912	Need Paternity Testing	446
Number of Facilities	23	Need Child Support Established	1,328
Released to Parole	2,822	Need Child Support Order Enforced	3,456
Sentence Discharged	934	Paying Child Support	1,032
Sent to Probation	241	Percent w/Zero Child Support Orders	38.7%
Miscellaneous Releases	448	Average Child Support Order	\$178.39
3-Year Recidivism Rate	41%	Median	\$162.00
Average Prison Time Served	22.5 months	Range of Child Support Orders	\$0 to \$2,485
Wages Paid to Colorado Inmates	\$.60 to \$2.50 per day (\$3 million per year)	Average Arrearage	\$11,738
Balance in Inmate Accounts	\$12 million	Median Arrearage	\$8,463
		Range of Arrearages	\$3 to \$170,375

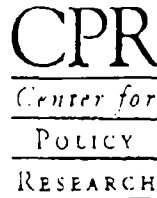
Center for POLICY RESEARCH
1570 EMERSON STREET * DENVER, CO 80218 * 303/837-1555

Child Support and the Incarcerated/Paroled Obligor

The Problem

- **No consistent policy for incarcerated and paroled obligors**
- **Treatment of incarceration as "voluntary unemployment" in some jurisdictions with imputation of minimum wage ordered or orders based on pre-prison earnings**
- **Incarcerated obligors do not know or neglect to request a modification of orders based on changed circumstances**
- **Generation of substantial arrearages during imprisonment based on orders set at unrealistic levels**
- **Post-prison attachments of up to 65% of gross earnings to cover current support and arrears**
- **Post-prison driver's license suspension due to non-payment of support, limiting employment opportunities**
- **Overwhelming child support obligations may drive paroled obligors away from legitimate employment and contribute to recidivism.**

**Center for POLICY RESEARCH
1570 EMERSON STREET * DENVER, CO 80218 * 303/837-1555**



The Work and Family Pilot Project Brief Summary and Review of Implementation Issues

Jessica Pearson, Ph.D.

The Work and Family Pilot Project is a collaboration of the Colorado Department of Corrections, the Colorado Division of Child Support Enforcement and the Colorado Department of Labor and Employment, and the Center for Policy Research (CPR). The one-year budget for the project exceeds \$300,000 and is being paid for with a grant from the federal Office of Child Support Enforcement and a variety of state funding mechanisms. Project staff expect to serve at least 300 offenders who are released to Denver County during the coming 12 months. The project is expected to begin in August 1999.

The Project aims to provide employment and family re-integration services to ex-offenders with minor-aged children who are released to Denver County. Ex-offenders will be referred to the Project by parole officers and community corrections personnel. Referred parents will receive assistance with employment, child support review and adjustment and family reintegration. They will also be referred to other relevant support services. The project will be evaluated by CPR, an independent, non-profit research organization. As part of the evaluation, CPR will assess the characteristics of participants, the nature of the services they receive as a result of their referral to the Project, and their subsequent experiences with employment, child support payment, visitation/access, and return to prison. The Project will be staffed with an intake/data entry worker, a child support technician, a family reintegration specialist, a case manager and an employment counselor/job developer. Project architects have faced many obstacles in the process of implementing this project. They include the following:

Housing the Project: Our original plan was to house the Pilot with a One-Stop Job Service Center. This was canceled, however, when it was discovered that a clause in the building lease prohibited ex-offenders from being in the building. Other logical sites were unacceptable because they offer on-site day care and offenders sometimes have parole plans that restrict their contact with children. We also faced severe financial constraints and could only consider donated space

Participant Housing, Transportation, and Employment Issues: Parolees are typically prohibited from driving for a year or two after their release from prison. This means that the Project has to be housed in a central location that is accessible by public transportation. Many ex-offenders lack housing and live at homeless shelters. This makes it impossible for case managers to contact project participants.

Many employment programs focus on job placement in industry sectors that are unsuitable for ex-offenders like health care, child care and food services (handling liquor). Other employers have

security requirements that ex-offenders cannot meet (jobs at the airport and in offices). Bonding is an issue for many employers who do not understand bonding options available to offenders. Still another barrier to employing ex-offenders are insurance policies that employers have requiring them to use traditional bonding providers who refuse to bond felons. Most employment program providers do not know how to "market" offenders to employers.

Upper Level DOC Support: During a change in administration, the Pilot Project lost its anticipated DOC funding. Education and reintegration efforts typically lose funding in favor of security and facility maintenance. It is anticipated that new funding will be secured next year under the watchful eye of a more supportive agency head.

Funding: There are no administrative funds for the Project. The Community Reintegration Program of the DOC is subsidizing the Project and paying for telephone, computer, and office operating expenses. These are costs that the Community Reintegration Program did not anticipate.

Staffing: All staff are paid for by different agencies and different funding sources. While all staff will be housed together, there is no coherent management and reporting structure.

Multiple Funding Sources: Funding for the Pilot Project has been patched together. Each funder has distinct eligibility requirements, outcome expectations, contracting procedures, and reporting mandates. It is difficult and time consuming to serve many different masters. The fragmented funding scheme creates service inequities.

Failure to Qualify for Other Service Programs: Many ex-offenders do not qualify for various programs designed to serve non-custodial parents and as a result face few opportunities for receiving meaningful services. Many fathers lack the requisite information (child's social security number) to determine whether their children are recipients of TANF and whether they qualify for Welfare-to-Work funding. Others do not get identified as JTPA-eligible while they are incarcerated. Indeed, most do not qualify for any special "funding streams." Results-oriented programs that are judged by placement rates are reluctant to enroll ex-offenders because they are difficult to place and have multiple barriers to employment. Ex-offenders are even being rejected by newer responsible fatherhood programs like the PFF demonstration in Denver. The CBO administering the PFF project in Denver believes that ex-offenders are older and more troubled than the population they serve. NPCL seems to share this sentiment and recently disallowed a proposal to spend \$20,000 of planning grant funds awarded to Colorado to retain an employment counselor/job developer to focus exclusively on the creation of jobs for ex-offenders.

State of Delaware Fatherhood Initiative Activities

In 1993 Governor Thomas R. Carper established the Governor's Family Services Cabinet Council. The FSCC was established as a forum for the exchange of ideas and collaborative policy development and planning between the seven cabinet agencies focused on services for children and families in Delaware. The members of the Council are the Secretaries of the Departments of Health and Social Services, Labor, Education, Public Safety, Services for Children, Youth and their Families, Corrections, the Delaware State Housing Authority and the State Budget Office. Governor Carper chairs the Council.

The Delaware Fatherhood Initiative developed out of the discussions of the FSCC and evolved out of other initiatives. Following are some of the activities that have been implemented as Delaware strives to be a father and family friendly state.

Delaware's welfare reform program has worked to assure that two-parent families are not experiencing a "marriage penalty". Barriers to assistance for two-parent families have been removed by a federal waiver of restrictive requirements on previous work experience, allowing one and two parent families equal access to supports and services.

All participants in Delaware's welfare reform program must participate in a parenting program as a requirement of receipt of benefit.

Delaware's Strengthening Young Parent Families program targets job readiness, parenting skills training, and job entry services for both of the young biological parents. Parenting education and supports such as subsidized child care and family Medicaid will continue to be available.

Delaware has developed a Parents Seek Work Program (PSW) to increase an unemployed or under-employed non-custodial parent's (usually a father's) ability to meet his child support obligation by requiring work and removing barriers to employment. PSW mandates participation in work readiness workshops, supervised job search activities, and employment support services as well as training in parenting skills.

Three years ago Delaware established PEP, the Parent Education Partnership. The PEP Committee is the coordinating body that oversees parenting services in the state, reviews best practice in the field of parenting education and support services, and each year publishes a PEP Inventory of parent education services in the state.

Delaware, through the Department of Health and Social Services has established Family Visitation Centers across the state. These centers support non-custodial parents (usually fathers') visitation of their children, while protecting the child's safety and decreasing family conflict.

In June 1999 on the Friday before Fathers Day, Governor Carper hosted the Governor's Summit on Fatherhood and brought together over 125 of Delaware's civic, business, religious and policy leaders to discuss and develop new strategies to confront the impact of father absence on our schools, our businesses, our children and their families.

As parenting education programs developed across the state, Governor Carper and the Family Services Cabinet Council recognized the need to take these services into the state's correctional facilities. At present, all of the correctional facilities in Delaware have parenting programs of varying types.

Inmates are selected to participate in parenting programs through the following processes: 1. Court order; 2. Inmate request and 3. Short-time release date. Certain inmate classifications are not eligible, such as lifers and inmates in maximum security.

Selection is also dependent upon an inmate's particular characteristics and impact on security. Security is a prime consideration. As inmates are classified into certain housing, that can dictate whether or not they can participate.

The parenting programs within Delaware's correctional facilities are provided by a variety of community based non-profit family and social service organizations and educational institutions.

Funding for the programs is provided for through contractual dollars in the general fund budget of the Delaware Department of Services for Children, Youth and their Families. The Department of Corrections presents a proposal to the DSCYF each year for funding for these programs, and contracts are then developed with the non-profits.

Some of the non-profit agencies also use other sources of funding to provide these services, i.e. state grant-in-aid dollars; private fundraising; funds from the Delaware Trust Fund (a tax check-off program).

The programs in each facility are developed by that facility's staff and approved by the Warden. They range from a weekly one or two hour small group session, to a program focused on young parents ages 18-21. The groups average 10-12 persons at a time and the curriculum covers such areas as family communication, resolving conflicts, confrontation skills, stress, expressing emotion, redirecting children's misbehavior, effective discipline and growth and development of children.

For more information contact: Lynne Howard, Office of the Governor, 302.577.3210
lhoward@state.de.us

Richard Seifert, DE Dept. of Corrections, 302.739.5601
rseifert@state.de.us

Crime -
Re-entry

copy -
Safe Schools

MEMORANDUM

TO: Bruce Reed

FROM: Ricki Seidman 5144969

SUBJECT: Attached AG's Letter

DATE: August 9, 1999

points
reentry

Bruce, here's a copy of the letter the AG is planning to give to the President this afternoon. It was finished just as she walked out the door. As you can see, it moves away from the model communities approach to enhance our school safety related stuff and to focus on reentry.

The Safe Schools/Healthy Students grants will be ready to announce August 31, but can be held until the week after Labor Day (Sept. 7-10). Can we get a date for a Presidential announcement?

Attachment (1)

cc: Barbara Chow



Office of the Attorney General
Washington, D. C. 20530

August 9, 1999

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

America is only as healthy as its communities, and our communities are at a crossroads. As the year 2000 draws near, we face a new century with an opportunity to demonstrate significant reductions in crime and improve outcomes for children, families and communities. This moment in time provides a unique occasion for the Federal government in partnership with State and local jurisdictions to make a concerted commitment to the effective practices we know can result in safer streets, stronger communities, and healthy, law-abiding children and families.

Under your leadership, this Administration has developed and implemented several significant efforts, including Empowerment Zones and Enterprise Communities, the Livable Communities Agenda, and the New Markets Initiative. At the Justice Department, we have had considerable success with Weed & Seed and our Comprehensive Strategies program, to name but a few. We have established various partnerships with the Departments of Education, Health and Human Services, Labor, EPA and HUD, and worked in coordination with other agencies, as well.

There is more progress to be made. It cannot be done by Departments working alone. While partnerships to date between two and, more rarely, three agencies have improved our effectiveness, broader efforts will increase our success exponentially.

Broader efforts require not only your leadership and support, but the ongoing, active involvement of the White House. To best accomplish the objectives described below, the Domestic Policy Council should serve the coordinating function. Housing these proposed initiatives in the White House will both raise their profile and indicate to communities that they are receiving this Administration's highest level of commitment.

I would very much like to work with you in two specific areas that I believe are critical to the health of our communities and the well-being of all Americans. In the area of healthy building blocks for child development, I believe we have

The President

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made great strides, and I am recommending several additional steps we might take to institutionalize our approach. A second, very compelling area that is less well developed pertains to the reentry into society of persons completing prison terms, a large number of whom are between the ages of 18 and 35. Our handling of this issue will have tremendous impact on public safety and the criminal justice system in the next century. I urge you to consider the following proposals:

Safe Schools/Healthy Children/Strong Communities

Since 1992, this Administration has learned an extraordinary amount about how the federal government can best assist communities, families, and children. Building on decades of prior experience in federal support for communities, we have finally learned critical lessons about how best to provide to communities the tools they need to support safe, healthy, and prosperous citizens. I believe there are six pillars, or building blocks of a safe and healthy community for children:

- 1) strengthening parents;
- 2) ensuring adequate health care;
- 3) improving education and job preparation;
- 4) getting adults more involved in the lives of kids;
- 5) safeguarding children's environments; and
- 6) providing public safety.

During the last year we have taken a major step toward funding comprehensive community-building strategies by bringing together the resources of three agencies to combat youth violence. The FY99 Safe Schools/Healthy Students (SS/HS) program will provide 50 communities with \$380 million over three years to execute comprehensive safe school strategies. The strategies must include partnerships between the school district, local law enforcement, and the local mental health authorities. Collaboration is also required with community-based organizations, parents and others. For the purpose of this program, a comprehensive strategy must include the following six elements:

- 1) a secure school environment;
- 2) prevention and early intervention;
- 3) mental health assessment and services;
- 4) early childhood development;
- 5) education reform; and
- 6) safe school policies.

This first-ever effort to channel support from three Cabinet agencies into one funding stream has received a strong response: more than 470 applications were received, of which 340 passed the

The President
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first two levels of review. The grants are scheduled to be awarded at the end of August, and I hope you will join the Departments in making the announcement.

Grant Expansion

We can build on the initial success of this effort. I propose that we expand this grant to encompass, even more comprehensively, elements that create safe and healthy growing environments for children. The next three areas for expansion that seem most logical are job preparation (Department of Labor), nutrition (USDA) and physical health (HHS). There are a number of ways to accomplish this, but I would recommend one of the following alternatives:

- (1) Create a second round of 50 grants that would engage all five agencies (with an added contribution from HHS on the physical health side). This would require an additional expenditure of \$400 - \$450 million over three years. By doing this, we would meet the obvious need and interest of a larger number of communities, but the expense is significant. Currently, the agency contributions for year one of SS/HS are: DOJ: \$95 million (\$15 million from OJJDP and \$80 million from COPS); DOE: \$60 million from the Safe and Drug Free Schools Program; and HHS: \$25 million from the Center for Mental Health Services. Additional agency contributions should be no less than \$15-20 million per year to make their participation worthwhile.
- (2) A less costly alternative would be to hold a limited competition among the successful FY99 applicants to broaden their grants for the second and third years in the areas described above. This would have the benefit of reaching communities that we have already determined to be most prepared to plan comprehensively and execute those plans, and deepening our impact in those communities.

There may be other agencies, such as HUD or Transportation, that can contribute in relevant program areas. The Treasury Secretary has also expressed his interest in the project to me.

Federal Healthy Parenting Collaborative

Our interagency collaboration should not end with joint grant making. Our work in early childhood development has led us to understand the importance of, and the need to, equip parents, particularly parents of children who experience significant risk factors, with the knowledge and skills to raise their children in a safe and healthy environment. Secretary Riley has frequently said that the most important element in preventing youth from

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becoming violent is the presence of a warm, caring adult with whom the youth has a strong, individual connection. Most experts believe that the best connections are between children and their parents.

A number of Cabinet-level agencies make significant investments in programs targeted at parents. Some of these programs are directly focused on healthy parenting and some are aimed at the target population but have a different focus (e.g., Welfare-to-work, WIC, etc.). Several months ago, my staff met with staff from the Department of Education and the Department of Health and Human Services to get an overview of their primary programs in this area. They found many possible areas for knowledge sharing, cooperation and collaboration. However, there is little or no current coordination on this issue among the relevant agencies, although we do work together on related issues such as neglected and abused children and children exposed to violence.

I propose that you create a Federal Healthy Parenting Collaborative. Senior officials at the Departments of Justice, Education, HHS, HUD, Labor, Agriculture, Interior, Defense and others would participate in a working group with the goal of coordinating and enhancing our efforts within the government and with the private, foundation, and non-profit sectors. Information and knowledge sharing would enable the agencies to enhance and cross-fertilize our programs. A Department of Education parenting effort that is housed in their adult literacy program could provide us with materials for work that the Department of Justice does in prisons and vice versa. Several agencies have fatherhood initiatives that are not currently coordinated. Without a formal mechanism for sharing information government-wide, we will miss out on important opportunities.

After sharing information and knowledge among ourselves, the Collaborative would collectively engage in outreach with experts in academia, the private sector, state and local government, the foundation world and the non-profit sector, culminating in a "White House Conference on Healthy Parenting in the 21st Century" that you would host in early 2000. The Conference would be the occasion to set a national agenda with goals and commitments by all the relevant players. The Healthy Parenting Collaborative would be an effective vehicle for federal government cooperation with the non-profit organization you announced at the May 10 summit meeting following the Columbine tragedy and for various other initiatives such as the Ad Council/Kaiser Foundation "Talk to your Kids" campaign.

A Government-Wide Community Information Network

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Everywhere I travel, people ask for easier, more convenient access to information about grants and programs of the Federal government. The information available from each agency is balkanized, but the concerns and interests of the public are not isolated by agency. An important component of this Safe Schools/Healthy Students/Strong Communities Initiative should be to provide centralized, seamless information about available programs and ongoing activities.

Over the past 18 months, the Justice Department has developed a page on our web site called, "Building Blocks for Safe and Healthy Communities." This page contains information about all of our programs and grants, divided by topic. The five primary topics are employment, health, shelter, education and public safety. Each topic is further divided, depending on the developmental stage of life covered by the program: infancy to preschool, K-12, or post-high school. This enables every user to quickly identify what they are interested in by subject area and age level.

I would like to see every Cabinet-level agency organize information about its programs in a similar format. One entity should then have the responsibility to package all of this information and make it available over the Internet.

This might have been impossible to do before the Internet, but as more and more people have access to the Web, it becomes inexcusable not to harness the technology to put government at their fingertips. I know there are costs involved in this project, but I do not think they would be too significant if every agency absorbed their share. My staff has already had some promising discussions about this with other agencies and OMB.

Reentry

We have spent considerable time in this country focusing on increasing prison bed space, and little time making community corrections viable and effective. Various sentencing reforms have propelled prison populations from 320,000 inmates in 1980 to roughly 1.2 million in 1998. The costs of confinement in the same period rose from about \$5 billion to \$22 billion (1996). At the same time, we now have approximately 3.9 million men and women on probation and parole in this country. That is almost 4 times as many offenders out in the community as there are in prison.

Public debate has been focused on record prison growth, but the obvious consequence -- record prison releases -- has been almost entirely ignored. Some 500,000 inmates will leave prison this year. They will return mainly to urban areas and will

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return in disproportionate numbers to certain urban neighborhoods. For example, exploratory work conducted at the National Institute of Justice found that 80 percent of the inmates returning to Baltimore last year returned to 5 percent of the city's zip codes. We have not done a lot to get either the offenders or our communities ready for this. To protect our communities and continue the reduction in crime, we need to do more.

We must confront the potential danger that returning inmates present to communities. One quarter of the entire paroled population, some 173,000 parolees, returned to state prisons in 1997. Previous studies by the Bureau of Justice Statistics found that some 65 percent of all inmates will be returned to custody within 3 years of release. These returns are a significant drain on state resources: states now admit one revocation to prison with every two new commitments. Thus, while the primary concern is public safety, the primary solution is not likely to be increased parole revocation.

The volume of returning inmates introduces new social phenomena that must be considered:

- ▶ In areas of concentrated reentry, inmates pose not just individual safety concerns but community safety threats;
- ▶ Abolition of parole in many states and reductions in other state community release program resources exacerbate the social adjustment task for individuals and communities alike; and
- ▶ The basic demographics of prison populations - males aged 18 to 35 - offers American industry the single largest untapped labor pool in the domestic economy.

We need to reorient our approach to this segment of the community, the 18-35 year old, who has gotten on the wrong side of the criminal justice system, or who is at-risk of doing so. We cannot become a society that treats these individuals only as threats to be contained, and not as resources to be nurtured. Community corrections and supervision programs that include drug testing, drug treatment and other transitional services, such as job training and placement assistance, are critical to restoring hope to the individuals involved, and to minority communities decimated by the high percentage of men in prison, on probation or on parole.

Our strategies must simultaneously keep communities safe; minimize returns to prison; and maximize contributions to state and local economies. Policy makers must devise strategies that balance surveillance and sanctions against long term human

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resource investments. We must transform this danger into opportunity.

We have been considering two basic strategies: Reentry Courts and Reentry Partnerships. Reentry courts build from the drug court concept of judicial supervision in order to improve the offender's long-term behavior. Judges would assume oversight of parole and other conditional release functions in order to monitor performance and channel human resources. Reentry partnerships build from police/corrections partnerships. Institutional and community corrections agencies would team with local police and urban services to monitor offenders in the community but also target job, housing, family support, and counseling resources. The Department of Justice is continuing to develop both of these concepts.

While the Department of Justice has expertise in sanctions, it needs the support of other Federal agencies to help develop the human resources components of these programs. We have identified a number of agencies as potential partners in reentry programs:

- ▶ HUD (reentry and long-term housing);
- ▶ HHS (welfare assistance eligibility to provide transitional income), Administration on Children and Families (support for absentee fathers -- a third of all inmates have children), SAMSHA (CMHS for mental health and CSAT for drug treatment services);
- ▶ DOL (jobs and training programs);
- ▶ USDA Food and Nutrition Service (food stamp; WIC); and
- ▶ ED (adult literacy; training programs).

I propose that you issue a directive creating a new working group composed of these agencies. The purpose of this working group would be to develop an integrated team approach to dealing with these issues, create opportunities for communities to develop their own comprehensive strategies and remove any existing unnecessary barriers. I am willing to spend whatever time necessary and work closely with the DPC.

Over the next year, I hope that we can both use the bully pulpit to create a public discussion of these issues.

The magnitude of the reentry problem is a very recent discovery. No one yet has a firm grasp on what to do or how to do it. What has surprised officials so far is the diversity of audiences that resonate with the issue and the willingness of

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state and local agencies to participate in experiments even though no promises of financial aid have been made. Perhaps policy makers see returning offenders as an identifiable safety threat. Possibly officials see chances to integrate human resources in new and more effective ways. I believe we can have a significant impact on this issue during the next fifteen months.

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I realize these proposals are ambitious. But I believe we owe the American people nothing less. I hope you will seriously consider implementing some or all of these projects. If you choose to do so, I pledge to do everything within my power to make them a success.

I look forward to talking with you further about these ideas and any other relevant proposals that you might be entertaining. Thank you for your consideration and for your leadership in this important area.

Sincerely,



Janet Reno