

Governor's Re-entry Council

May 26, 2010
Oregon Department of Transportation
355 Capitol Street NE
Conference Room 122
Salem, Oregon

Meeting Minutes

Attendees:

Council Members: Kevin Cameron, Ron Chase, Aaron Felton, Ginger Martin, Thomas McClellan, Michael McShane, Colette S. Peters, Mark Royal, Cameron Smith, Max Williams

Steering Committee Members: Cindy Booth, Mark Cadotte, Pegge McGuire, Scott Taylor, Patrick Vance

Interested Observers: Kimberly Allain, Krissa Caldwell, Chane Griggs, Craig Keyston, Sue McGuire-Thompson, John Mullin, Anne O'Malley, Ted Smietana, Paul Solomon, Stephanie Tama-Sweet

Max Williams: Welcome and Introductions

Announcements and Information Sharing

Mr. Williams asked if anyone had any questions, especially in light of the revenue information released yesterday. Mark Royal asked about the Community Corrections allotment and whether the legislature (E-Board) or the governor has the statutory authority to reduce the allotment. Mr. Williams said it is an unresolved question as to whether or not the allotment statute trumps the community corrections statute that says that only the legislature shall impact the community corrections budget. The two statutes are being reviewed by the Department of Justice and an answer will come from that review. Mr. Williams assured the representative from the Oregon Association of Community Corrections Directors that he has communicated his concerns about the county's opt-out potential to the governor and the legislature. Representative Cameron said he doesn't believe that a special session will be called to address the situation.

Judge McShane asked if the Department of Corrections (DOC) has any flexibility in impacting sentencing. Mr. Williams said there is very little room for DOC to act independently with policies related to sentencing with early release. He has had discussions about the issue with the governor and legislators to explain how limited DOC is in making budget reductions. Statutory levels of care for inmates, labor contracts and sentencing laws all impact what DOC can do.

Aaron Felton said with only 15 staff members and 3 board members, the Board of Parole and Post-Prison Supervision found the discussion of budget reduction became personal very quickly. The board is mandated by statute to do the work it does and

although the final decision about what to eliminate is a management decision, a full staff meeting to discuss the options will be held.

Mr. Williams said he has been working since August with the Re-set Cabinet on the public safety issues, which are complicated and none are without political ramifications. At the end of June the governor will release the second phase of the work of the cabinet and options will be put on the table addressing not only public safety, but K-12, higher education and human services that will create a range of options that legislators and the new governor can consider. Mr. Williams strongly suggested that the council read the first half of the Reset Cabinet report that was recently released.

Representative Cameron said he was in a meeting recently with business and labor leaders and, while it wasn't pleasant to hear all of the negative problems with state government and business, at the end of the meeting it was evident that labor and business people were willing to work together to make changes for the benefit of those on both sides of the issues.

Pegge McGuire said at the Department of Housing and Community Services, less than 2% of their budget comes from the General Fund, so their reductions will be exclusively to programs that feed the hungry and find housing and help for the homeless. Oregon is #2 in the nation in hunger and food insecurity and in the top 3 states in the nation in homelessness. The latest one-night homeless count statistics has nearly doubled since last year. Cuts in these two programs are their only choice. Mr. Williams commented that those programs are often helping the very population we are talking about here.

Review Meeting Minutes

The minutes were accepted as written and will be posted to the Governor's Re-entry Council website.

Public Input

There was no one wishing to address the council.

Legislative Concept Ideas for 2011

Continuity of Care and General Assistance - John Mullin and Stephanie Tama-Sweet

Ms. Tama-Sweet works at the Oregon Food Bank on food and nutrition and human services programs. She and John Mullin have been working to reestablish an Oregon General Assistance Program, which is a program Oregon has historically had to provide benefits to those with severe disabilities who are applying and eligible for federal disability benefits, but often take 2 to 3 years to begin receiving those benefits. During the application process, these people have no assistance and often end up living on the street. The Concept Paper for a Pilot General Assistance Program is attached.

Mr. Mullin explained the need of those releasing from DOC and how the cooperative partnership between DOC and the Department of Human Services as a result of their representation on the Re-entry Council can assist with supporting this concept. Seventy percent of the money spent while waiting for federal (SSI and SSDI) benefits to begin is returned to the state retroactively. Statistics are being researched to determine how

much additional funding would be saved by county jails, hospitals and other agencies who often encounter these individuals because their disabilities are not being managed. Ron Chase said Sponsors, Inc. has taken advantage of the various ideations of General Assistance over the years and one of the most effective aspects of the programs has been the case management of those waiting for benefits. Judge McShane suggested that mental health courts, many of which are relatively new, would have information that could be useful to the research.

Mr. Williams suggested that Mr. Mullin and Ms. Tama-Sweet provide a realistic cost estimate for the pilot suggested in their report and highlight the cost savings based on the projected shorter application period and federal repayment to the state. He also suggested the Criminal Justice Commission could be helpful with the statistics. They were invited back to a future council meeting to present more detail.

Limited Liability, Employers and Landlords - Pegge McGuire

Ms. McGuire said landlords have expressed a major concern with their liability should a renter re-offend and charges be filed against the landlord. The same is a concern for employers. The issue of not being asked on an initial application about criminal history is beginning to be implemented, which is a step in the right direction. Legislation being discussed would mitigate liability.

Anne O'Malley has been working with Ms. McGuire on this issue. She spent time discussing possibilities with Judge McShane, who was recommended to her by a number of people. Seattle worked with the federal Department of Housing and Urban Development (HUD) and has decreased the time out of prison for a person to be eligible to apply for HUD housing from 10 years to 3 years to 12 months. Minnesota has a new law that is being reviewed closely. A meeting with a landlord and her attorney is scheduled to learn what it is they would argue for and against should a bill be submitted. Research supports a certificate of rehabilitation making a significant impact on a landlord's willingness to rent to a person with a criminal history. This is something DOC can do quickly. The issue of licensing challenges was discussed. It's been found that even with a license, the business often cannot get liability insurance on the person. Mr. Williams suggested that since insurance coverage is a state oversight, the Department of Consumer and Business Services should be invited to a discussion at a future council meeting. Judge McShane offered an intern in his office to work with the Legislative Concept Workgroup to research the ORS's and OAR's on job requirements, licensing, liability, insurance barriers, etc.

OYA Proposal: Statewide Re-entry Grant Advisory - Colette Peters

Oregon Youth Authority received a grant in the amount of \$750,000 from the Office of Juvenile Justice and Delinquency Prevention with the stipulation of an in-kind match of \$750,000 for services to youth and the staff time to support the project. The Council previously approved application of the grant after a presentation on the intent of the grant. Today, Ms. Peters is requesting approval of the recommendation by the Re-entry Steering Committee for that committee to become the statewide steering committee for this project. A statewide committee is required by the federal grant. The council approved the suggestion. Mr. Williams asked that OYA present the juvenile perspective at a future meeting.

Setting a Course for the Future - Max Williams and Council Members

Mr. Williams said after 2 1/2 years, progress has been made on a number of issues. At the last meeting, a list of improvements was presented by Ginger Martin. Mr. Williams asked if the council is still comfortable with the priorities originally identified, namely, housing, employment, continuity of health care and mental health care. The one-stop resource center was a 4th priority, which has been developed in a number of locations around the state. Each one is unique and providing a variety of services. Ms. Peters appreciated the progress report and took the discussion to her executive team at OYA, who supported the work that's been done by the council, agreeing with the 3 priorities. OYA suggested that the council devote some time to examining the subject of juvenile justice re-entry, which was supported by the council.

Aaron Felton complimented the council on identifying the pertinent needs and working diligently to improve those areas and suggested that the ID card be moved to a high priority. Mr. Williams explained that the pilot by DOC and DMV was close to completion and that it is an important element to re-entry.

Ms. McGuire asked if Mr. Williams has any issues that he would like to see elevated as a priority based on the current budget situation. He said he believes the transition focus of the department is cost effective and is hopeful to not have to eliminate any of the progressive improvements DOC has made because of the current financial situation.

Scott Taylor said capturing the benefits and cost savings of the relatively small, sometimes free changes that have been made will give the council a perspective not seen. For instance, parole officers' reach-ins have made a considerable improvement in the number of parolees who report to their PO as ordered, which saves the counties a significant amount of money. If a parolee doesn't report, they are put on abscond status, a warrant is issued, eventually arrested and booked into the jail (sometimes in another county, which impacts transport costs) followed by a court appearance.

Paul Solomon reminded Mr. Williams that at one point the issue of sex offenders (30% of the DOC and OYA populations) was suggested as a need to be addressed. Cameron Smith asked about the recidivism rate of sex offenders. Mr. Williams said sex offenders recidivate at a low rate (15% vs. 30%). Ms. Peters confirmed the rates are the same for youth sex offenders. Mr. Williams said the council can look at the issue in-depth and from a number of perspectives and have the conversation. Mr. Chase believes the discussion can separate the myths from the research and science. Mr. Williams suggested that the steering committee take on the coordination of data collection and bring information to the council for the broader discussion. Cameron Smith recommended including the state police in the discussion, which was approved. Mr. Williams then asked if there are any players missing from the table. Are there non-state business people that should be brought into the council? There was agreement this would be helpful. Mr. Williams asked members to recommend people and/or organizations to be considered as council members, steering committee members or workgroup participants. Further discussion brought forward the ideas of out-reach to the business community, messaging to regional workforce councils, establishment of a speakers' bureau. These topics will be discussed further.

Updates: WorkSource Oregon Pilot - Cindy Booth

Ms. Booth reports the pilot project of providing limited web-based internet access to inmates has been successful at Oregon State Correctional Institution. The pilot began April 5, 2010 and to date 150 inmates have been served; 58 are on a waiting list; there are 29 websites including the Employment Department's iMatch Skills where a profile can be developed and accessed after release. The profile can be made available to employers, vocational skills can be included and a resume written. The Department of Human Services site makes available the Oregon Health Plan and food stamp applications, which are available in Spanish, Russian, Vietnamese and English. There is also information on emergency shelters, community drug and alcohol treatment providers. Annualcreditreport.com is available. Project Clean Slate and housingconnections.org are also available. In the Portland area, this is a site to apply for emergency and long-term housing. The Chemeketa Community College site gives access to 24 databases with information on educational grants. Expanding this program to the other releasing institutions can be done as surplus computers become available. Anne O'Malley then offered free computers that were donated by an architectural firm, which were gladly accepted.

The institution staff gave the pilot favorable reviews. The access puts more responsibility for planning their release on the inmate, which frees up staff time, gives inmates a sense of accomplishment and makes them more familiar with resources in the community. They are also much less intimidated by the computer and the resources. Access to sites for veterans is coming, as well as access to county websites. Security has been checked daily and no problems have been noted.

Funding for Identification - Ginger Martin

The Criminal Justice Commission has identified funding they are making available to the ID card project. The interest being earned on grant funds is the source. The method for payment is: the parolee will take the required documents to the community corrections office; a check payable to DMV will be issued and given to the parolee to take to the DMV to get the driver license or ID card. The county will invoice the Criminal Justice Commission which will reimburse the county. The Oregon Association of Community Corrections Directors agreed to this process; with the understanding that there may be an occasional problem with a county, which will be solved if/when it occurs. Sue McGuire-Thompson said some birth certificates are not catching up with the releasing person. Ms. Martin said she believes there is a process problem within DOC, which is being addressed.

Implementation Tasks - Ginger Martin

Ms Martin said driver licenses and other forms of identification that were being brought to prison in-take with offenders were being sent out to a person in the community designated by the inmate. That practice has stopped and the identification is being held in the person's file to be returned to them at release.

A Second Chance Grant application was written to fund the council's strategy to increase transitional housing and notice about whether or not it will be awarded should be forthcoming in the fall.

Mr. Williams offered that copies of the TPC Re-entry Handbook are available today. An article about the Re-entry Council, written by Mr. Williams (ghostwritten by Ginger Martin) and published in Corrections Today is also available. Both are attached.

General Assistance Coalition
Concept Paper for a pilot General Assistance Program
Providing a bridge for the "Poorest of the Poor" Returning to the Community
April 28, 2010

Concept: Helping inmates with disabilities in prisons and local jails to successfully adjust to life in the community through a targeted General Assistance Program

Background - States have long had general assistance programs, and the origins can be traced back to "Relief" programs from the Depression era. With some variation, states fund programs that serve people with disabling conditions who are not receiving federal disability benefits, and who are not otherwise eligible for workers compensation or unemployment insurance. The recipients are very low income individuals or childless couples with very few assets. Although state funded, states may claim reimbursement of the cash assistance paid to clients when recipients qualify for federal disability benefits. This is an incentive to encourage states to maintain GA programs.

Oregon's Program – GA was a flexible program before the establishment of the federal Supplemental Security Income (SSI) program in 1974, and for sometime thereafter, although it was never very well funded, and was often offered up as a potential program elimination to balance the budget of the Department of Human Services (DHS.) A person could qualify for GA: on a temporary basis (e.g., a day laborer with a broken arm); on an ongoing basis (e.g., a client in long term care); or on the basis of meeting impairment and financial eligibility criteria and agreeing to apply for federal disability benefits.

By 2002, GA was essentially limited to the last category, and was structured as a pre-federal benefit program. Clients had to have no more than \$1,500 in assets, of which only \$50 could be liquid assets, have little to no income, and had to be unable to work for a year or more. Advocates often referred to this population as the "poorest of the poor." The statewide caseload was about 2,500 people. The program had three basic features: cash assistance (\$314/month); Oregon Health Plan (OHP) Plus eligibility; and case management assistance to help the clients qualify for SSI and/or Social Security Disability Insurance (SSDI.)

GA was eliminated January 31, 2003, and then re-opened in November of 2003 as a program for those people assessed as likely to qualify for SSI. Anyone with work history that might qualify for SSDI was excluded. This very limited program continued until September 30, 2005, and has been closed since that time. ORS 411.710 to 411.730 is still on the books, and the statutes are very "general" indeed.

Attempts to restore the program – Advocates worked to restore full GA funding in the 2007 and 2009 legislative sessions. Although very well received, unanimously supported, and passed by the House Human Services Committee, the bills never emerged from the budget writing Ways and Means committee.

New Concept – establish a Pilot Project in the 2011 session – We recognize that in this economic climate, any program with a fiscal impact will be difficult to move. Given this reality, advocates have been looking at a smaller, targeted pilot project to serve a limited number of high needs people with disabilities and highlight the potential cost-savings to the State. Advocates remain committed to full restoration when economic conditions improve.

We know that very low-income, vulnerable people with disabilities are at great risk of homelessness and incarceration, ultimately costing all of us in human service and public safety expenditures. The proposed pilot project would provide case management to people with disabilities who are leaving the Oregon prison system. In addition, a parallel program would be created in one urban and one rural county to work with the jail population. Our belief is that a targeted GA program would help reduce recidivism rates, potentially saving money while providing a critical service for an at-risk population.

How the Pilot Project would work – SB 913, passed in the 2005 session, mandated the suspension of Medicaid and disability benefits at the time of incarceration. To ensure that benefits are reinstated or newly established, the State Department of Corrections (DOC) and the Department of Human Services, (DHS) are working collaboratively to screen for benefits for inmates with mental health disabilities prior to release. According to DHS, 5-8 inmates are approved for Presumptive Medicaid through the pre-release process, and approximately one third of this group have been awarded SSI and/or SSDI benefits. Another third have been previously denied for technical reasons, and the final third do not have pending applications. In other words, 2/3 of those released could benefit from advocacy and assistance to obtain benefits. Also, those who are qualified for SSI and or SSDI have an average wait of 42 days before receiving disability benefits. There is an income gap for those people.

Intensive case management and limited case assistance would help stabilize those with disabilities released into the community. This would be coordinated with community partners, including corrections, acute and mental health providers, the local SPD/Area Agency on Aging office. Housing, SNAP (formerly Food Stamps), and other services would be secured. While SB 913 did not identify those with physical disabilities, this pilot project proposes to work with this population as well. Further, two county jails would be identified to run a parallel program. The features of the pilot are envisioned as follows:

- One case manager to work with all inmates with severe disabilities leaving the State's prison system (state staff)
- One case manager to work with inmates in local jails (an urban and a rural county would be selected to participate in the pilot; staff functions would potentially be contracted out)
- A cash assistance grant would be established as a bridge until the first disability check is received. A representative payee or money management volunteer would

be identified, as needed, to handle the GA cash grant to pay for housing and other necessary services

- A local team would be established, consisting of the case manager, corrections staff, and a lead local social service agency
- Every effort would be made to ensure that the former inmates would connect with their OHP physical health care and mental health providers
- Client outcomes will be tracked over time

Next Steps/Followup – As we move forward, the following information would be needed:

- Information on the non SB 913 population – i.e., inmates with physical disabilities (information needed from DOC, to be requested)
- Establishing potential caseload size and costs (Advocates and SPD)

In addition, these would be items of follow-up:

- Hearing before the September 2010 Human Services Interim Committee (Advocates)
- Approaching a university and/or foundation to seek support for evaluating the pilot project (Advocates)
- Seeking support - we met with the Continuity of Care Work Group on April 19, 2010. We are submitting this revised concept, seeking initial approval of the Re-Entry Council Steering Committee and the Department of Human Services. A joint policy option package could be developed. Advocates would proceed with a bill in any case, since even with agency support, there would be no guarantee this project would be in the Governor's Recommended Budget (All)
- Work to identify an urban and rural county interested to participate (Advocates)
- 2011 session follow-up (Advocates)

Further Discussion and Information – In an April 25, 2010 Statesman Journal article (“Prisons to adapt to Mental Illnesses”) it was noted that 6,797 prisoners, or nearly half of the total prison population, are mentally ill. The article describes changes in procedures and alternate hospital placements, but these numbers also underscore the need for successful re-integration back in the community. We have also been working with the Center on Budget and Policy Priorities in Washington DC. While tracking information goes back to 2006, and there is limited current information, it is clear that most states (38) had some form of General Assistance programs at the time of the study. Again, advocates will continue to work to restore a full program in future years, but we are committed to a modest pilot project for a very costly and at-risk subset of the population in need.



TPC REENTRY HANDBOOK

Implementing the NIC Transition from Prison to the Community Model

A companion document to
INCREASING PUBLIC SAFETY THROUGH SUCCESSFUL OFFENDER REENTRY:
EVIDENCE-BASED AND EMERGING PRACTICES IN CORRECTIONS

and
THE NATIONAL INSTITUTE OF CORRECTIONS
TPC CASE MANAGEMENT HANDBOOK

Exhibit 4-3. TPC Implementation Roadmap Checklist

Completing the following checklist periodically during the TPC implementation effort can provide a concise overview of progress toward changes in transition and reentry practices.

Implementation Step	Begun	In Process	Completed	Examples From the TPC Pilot States (See Appendix II)
1. Create and charter teams.				
<p>1. Has a statewide leadership team been established with cabinet-level leadership and support? Does membership include:</p> <ul style="list-style-type: none"> • Representative of the Governor's office? • Institutional, community corrections, and releasing authority? • State agencies charged with providing services for health, mental health, substance abuse, vocational education, and youth and family? • Any other key stakeholders? <p>2. Has a deputy director-level steering committee been sponsored by the leadership team with a clear charter?</p> <p>3. Are local reentry task forces established at the city, county, or regional levels addressing the challenges of reentry in those communities?</p> <p>4. Do those local reentry task forces have membership both from state agencies and local communities?</p> <p>5. Does each of these teams have a clear understanding of ground rules for membership; a designated chair, facilitator, and recorder; and adequate staff support?</p>				<p>Example 1: Indiana Policy Group and Steering Committee</p> <p>Example 2: Structure of Michigan's Prisoner Reentry Initiative</p> <p>Example 3: Rhode Island Team Structure</p> <p>Example 4: North Dakota TPC Working Group Structure</p> <p>Example 5: Missouri Substance Abuse Ad Hoc Team Charter</p>
2. Develop a clear vision and mission.				
<p>6. Has your leadership team articulated a clear and elevating vision of the future? Do all participants understand how your communities will benefit if you are successful in your transition and reentry efforts?</p> <p>7. Is your vision supported by a clear statement of mission, i.e., an overall outcome that is measurable and achievable?</p>				<p>Example 9: Georgia Reentry Impact Project Vision</p> <p>Example 10: Vision Statements From Three TPC Sites</p>

Exhibit 4-3. TPC Implementation Roadmap Checklist (continued)

Implementation Step	Begun	In Process	Completed	Examples From the TPC Pilot States (See Appendix II)
3. Develop a workplan.				
<p>8. Does each of the teams working on transition and reentry have:</p> <ul style="list-style-type: none"> • A specific set of tasks for which they are accountable? • A timeline for completion of tasks and subtasks? • Clear assignment of responsibility for these tasks to individuals or subcommittees? • A regular meeting schedule and way of reporting work to the leadership of the transition and reentry effort? 				<p>Example 11: Rhode Island's Strategic Use of TPC Subcommittees</p>
4. Understand current policy, practice, populations, and resources.				
<p>9. Has your effort undertaken the following:</p> <ul style="list-style-type: none"> • Creation of a system map that outlines how cases currently move through the system from sentencing (or before) through discharge from supervision (and after)? • Analysis of the current incarcerated, reentering, and supervision populations that includes information on numbers, profiles of offenses, risk levels, criminogenic needs, and deficits? • Collection of data on current outcomes or performance of the transition process, including recidivism (e.g., rearrest, reconviction, return to prison), at different time intervals? • An investigation into current barriers for offenders returning to the community? • A review of current policies and practices of criminal justice agencies and their partner agencies that affect transition and reentry, specifically those that create barriers or hinder access to helpful services and resources such as: <ul style="list-style-type: none"> o Assessment? o Programming and interventions? o Release preparation? 				<p>Example 12: A Primer on System Mapping</p> <p>Example 13: Rhode Island TPC "Mapping the System—Zone 1"</p> <p>Example 15: Missouri Reentry Process (MRP) Offender Populations Analysis</p> <p>Example 16: New York's Transition From Prison to Community Initiative: Population Analysis</p> <p>Example 17: Georgia Risk Reduction Programming Available Through DOC</p> <p>Example 18: New York TPC Strategy on Data Sharing</p> <p>Example 19: New York Presents an Information Strategy</p>

Exhibit 4-3. TPC Implementation Roadmap Checklist (continued)

Implementation Step	Begun	In Process	Completed	Examples From the TPC Pilot States (See Appendix II)
<ul style="list-style-type: none"> o Release practices? o Supervision and services? o Responses to violations? • A review of existing resources and services available to offenders within both institutions and communities? • Completion of the Integrated Case Management and Supervision Checklist to assess current practices in case management? 				
5. Align with evidence-based practice.				
<p>10. Does your system assess offenders' risks and needs (using validated, actuarial assessment tools) at entry into the system and at various points thereafter, especially before release to the community?</p> <p>11. Does your system use positive incentives to enhance the intrinsic motivation of offenders to transition successfully without reoffending?</p> <p>12. Does your system:</p> <ul style="list-style-type: none"> • Prioritize supervision and treatment resources for higher risk offenders? • Target interventions to offender needs related to their criminality (criminogenic needs)? • Take into account temperament, learning style, motivation, culture, and gender when assigning programs? • Structure 40%–70% of high-risk offenders' time for 3–9 months? • Integrate treatment into incarceration, transition, and community phases of the sentence? <p>13. Do you employ cognitive-behavioral treatment methods?</p> <p>14. Do you use and emphasize positive reinforcement for desired behaviors?</p>				

Exhibit 4-3. TPC Implementation Roadmap Checklist (continued)

Implementation Step	Begun	In Process	Completed	Examples From the TPC Pilot States (See Appendix II)
15. Do you engage ongoing support for successful transition from offenders' natural networks of support?				
16. Do you measure outcomes of your practices?				
17. Do you provide feedback to staff and offenders about behavior and outcomes?				
6. Conduct a gaps analysis.				
18. Has your team carefully considered what it has learned about current practices and resources in contrast to its vision of the future?				Example 21: Indiana's Gap Analysis and Targets of Change
19. What are the gaps between where you are now, and where you want to be in your "preferred future"?				
7. Identify targets of change.				
<p>20. You likely will identify many gaps between the current situation and where you would like your transition and reentry practices to be in the future. You need to prioritize your desired changes, which will become your targets of change. Have you identified likely targets of change for the following?</p> <ul style="list-style-type: none"> • Assessment practice. • Programming and interventions with offenders. • Targeting strategies for resources by risk, need, and responsiveness. • Release preparation. • Work with special populations. • Release and revocation practices. • Supervision strategies and services in the community after release. • Discharge and aftercare. • Integrated case management and supervision. • Case plans (e.g., do you have transition accountability plans in place?). 				Example 22: Georgia's Targets of Change

Exhibit 4-3. TPC Implementation Roadmap Checklist (continued)

Implementation Step	Begun	In Process	Completed	Examples From the TPC Pilot States (See Appendix II)
8. Develop an implementation plan.				
<p>21. Do you have a detailed implementation plan in place? (Because TPC implementation is a complex undertaking, you must support the work of teams in executing your plans for change. It is important to sustain efforts, to structure them with a detailed implementation plan, to require regular progress reports, and to adjust and correct strategy based on the experience of planning and implementing change.)</p>				<p>Example 26: Michigan's Implementation Plan</p>
9. Execute, monitor, adjust, correct.				
<p>22. Do you currently have procedures in place to define and track outcomes? (At a minimum, your transition efforts must include the development of outcome measures and the capability to collect, analyze, and use data on outcomes. The most basic measures would involve recidivism data—including arrests, reconvictions, and reincarceration—on offenders transitioning from prison to the community. Outcome data should be collected at 6 months postrelease and 1, 2, and 3 years thereafter.</p> <p>23. Do you have procedures in place to document indicators associated with successful offender outcomes such as employment, sobriety, involvement in and completion of required treatment, and stable housing? (Your efforts should include the development of process or interim measures that would track improvements in such reentry indicators.)</p> <p>24. Do you have procedures in place to track changes in your own system and ways of operating over time? (A measurement strategy should define and collect data that documents improvements in such things as assessment, case planning, and targeted interventions as offenders move through the transition and reentry process.)</p>				<p>See chapter 6 for examples of approaches to measuring and tracking changes in recidivism, reentry indicators, and system change.</p>

Exhibit 4-3. TPC Implementation Roadmap Checklist (continued)

Implementation Step	Begun	In Process	Completed	Examples From the TPC Pilot States (See Appendix II)
10. Evaluate.				
25. Have you discontinued interventions proven ineffective and supported those demonstrated to contribute to recidivism reduction? Optimally, the stakeholders involved in this effort will also be able to identify research capability—within agencies, local universities, or other research organizations—to plan and conduct controlled studies to document the outcomes of interventions currently in use.)				



Oregon Reentry Council Is Tasked With Improving Offender Transitions

By Max Williams

Ensuring that offenders are successful after release from state custody is a fundamental public safety interest in Oregon. The successful reintegration of offenders returning from custody requires work by multiple state and local agencies; no single agency can accomplish the goal alone. A long-term commitment to public safety requires that correctional agencies address reentry through focused leadership and engagement of many local and state-level partners.

Recognizing the importance and complexity of this task, Oregon Gov. Ted Kulongoski created the Governor's Re-entry Council in May 2007. The council met initially in November 2007 and now meets on a quarterly basis. The council's goal is to analyze and improve the effectiveness of offender reentry from incarceration to community. The group is actively working through statewide policies, practices and laws to identify and remove barriers to successful

offender reentry and to develop state-level strategies for improved reentry.

Council members include state agency heads from parole, courts, human services, employment, housing, veterans, motor vehicles and community colleges. Oregon legislators are represented, as are directors of statewide associations for community corrections, sheriffs, chiefs of police, district attorneys and social service providers.

The first task on the council's agenda was to understand more about the offenders being released from custody and the types of problems they face when returning to community life, such as lack of education, unemployment, homelessness, addiction and mental illness. Each council member agency identified how its mission and services could contribute to helping former inmates be successful and crime-free after release. Most important, each member agency realized its part in the success or failure of

Oregon's new statewide approach to reentry. As a result, the council immediately began to identify specific barriers to successful reentry. There were many ways in which reentry improvements could be made in Oregon, so the council had to prioritize.

In addition, members wanted to demonstrate quick success. Improvements that could be made immediately were pursued, followed by a more careful analysis of the larger and more challenging barriers such as improving employment rates and access to housing.

First Reentry Improvements

Reentry wiki. The Oregon Department of Corrections took the lead on establishing a Web-based directory of reentry services, programs, resources and information listed by county and statewide program area. The Oregon Re-entry Wiki is an online, dynamic resource for offenders and their families who are looking for assistance in transitioning back into the community after being incarcerated. The site is particularly useful because information and content can be updated and added by member counties and agencies without designating one point of contact to oversee the whole site. The wiki can also be used as a resource for members of the general public who desire to gain a better understanding of the reentry process and the ways in which they can help offenders successfully reintegrate into society. (Visit the Wiki at <http://oregonreentry.wikidot.com/start>.)

Statewide transition network. A statewide network, including prison and community corrections officials, was revived to work on reentry and transition. The network's purpose is to improve release planning and information-sharing. Network members set the following goals, which they are working on now:

- Improvement of the content of release plans;
- Consistent processes for reach-ins (visits while offenders are still incarcerated) by parole officers; and
- Provision of training on electronic case files and data entry guidelines.

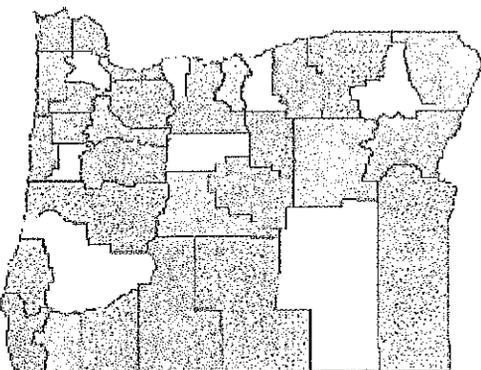
Personal identification documents. For offenders who do not have a birth certificate, the DOC and the Oregon Department of Human Services has partnered to provide these documents to offenders prior to release from prison. For offenders who do not have a social security card, the Social Security Administration and the DOC signed a memorandum of understanding so that replacement cards are provided to offenders prior to release. In addition, the DOC and the Oregon Department of Transportation-Driver and Motor Vehicles Services Division (DMV) began a pilot program in which selected offenders are transported to a DMV office where they are issued state photo ID cards prior to release.

Reentry programming. The DOC now offers a transition curriculum in all regional release facilities. Topics include employment skills, success on supervision, family relationships, financial management and being a good renter. Also, a faith-based reentry curriculum has been introduced within DOC prisons. This program is designed to assist participants preparing for the challenges and opportunities of reentry by tapping into sacred stories, teachings and traditions in various faiths. As a resource for female offenders transitioning from prison, a new gender-specific cognitive change/reentry program for women was launched in 2008. Each offender completes a minimum of 197 curriculum hours. Programming includes three hours of facilitated class and one hour of homework four days per week for six months. Transition planning is an important component of the program.

Veterans services. All veterans known to the DOC are contacted by the Oregon Department of Veterans Affairs prior to release so that the array of veterans services available can be tapped during transition.

Continuity of health and mental health care. Through improving internal processes, the DOC now provides 30 days of needed medications at release. In addition, a prequalification process has been put into place through a cooperative effort between the Seniors and People with Disabilities Section of the Oregon Department of Human Services and the DOC so that offenders who qualify for federal disability benefits can begin receiving them immediately at the time of release.

Oregon Reentry Wiki Is Up and Running



Wiki provides information for those returning to the community

The Oregon Re-entry Wiki is a "one-stop-shop" approach to providing information on state- and county-level services and resources available to offenders who have been released from Oregon Department of Corrections custody. The site allows state agencies and local community partners to easily post relevant information on the Web, and gives offenders, their families, release counselors and parole officers a single place to identify resources available to them upon return to their home communities. The wiki can also be used as a resource for members of the general public, who desire to gain a better understanding of the reentry process, and the ways in which they can help offenders successfully reintegrate into society.

Visit the Wiki at <http://oregonreentry.wikidot.com/start>.

Increased opportunities for college education. Scholarships for college courses are available from a private foundation connected to one of the community colleges that serves Oregon's prisons. Eighty-one students participated in classes during 2007-2008; 59 were supported by scholarships and an additional 22 were self-funded.

Employment. Employment kiosks, with information provided by the Oregon Department of Employment, have been installed in each of the regional reentry prisons to assist inmates in looking for work prior to release.

Housing. Funding from Oregon Housing and Community Services was used to create new transitional housing for offenders. The grant will bring 45 new units of housing and 62 additional transition beds into the community.

Reentry service site model. An Oregon model for one-stop transition service centers was approved by the council. The governor identified \$1.5 million in Edward Byrne Justice Assistance Grant dollars to fund three pilot reentry service sites.

Oregon Board of Parole and Post-Prison Supervision. Members of the Oregon Board of Parole and Post-Prison Supervision, working in concert with community corrections, the DOC and a national expert on evidence-based practices and parole, reviewed the conditions of supervision imposed at the time of release from custody. Release conditions have been revised so that they focus on the most important requirements and support successful reentry.

DOC agency reorganization. Release counselors working within the DOC institutions have been moved into a centralized and specialized unit to better focus their work on transition planning and community reintegration.

Community engagement. The council agreed to focus initial work in four priority areas: employment, housing, continuity of health and mental health care, and reentry resource centers. Workgroups were convened with subject matter experts in each of the four areas to assess barriers and develop strategies to overcome them. To date, more than 100 individuals from both the private and public sector have joined together to work on the successful transition of offenders moving from incarceration to community living. This work is unfolding as a true collaboration, with only about one-quarter of the participants representing the correctional system. Those participating in the community engagement process are from other state agencies, local service providers, employers, health care experts and landlords. Successful transition also depends on what happens in individual communities to reduce the barriers there. Several counties have created local reentry councils to identify and address the barriers where the real solutions are local.

Next Steps

Work programs within the institutions are creating real-life processes for hiring and evaluating workers. When an inmate applies for a job, he or she fills out an application similar to those in use in the community. Inmates receive performance evaluations on soft skills such as responsibility, effort and relationships with inmate co-workers. Employers who have participated in the employment workgroup have advised that these soft skills are perhaps even more

important than specific job skills, although this initiative will also include capturing specific job skills learned and certifications achieved in prison. The information needs to be packaged in a way that will be useful to potential employers.

Offenders leaving prison need government-issued identification to find work and housing. The DMV and the DOC have been challenged to find a way to issue state identification cards to inmates prior to release. The next step on this front will be to explore models of locating the necessary DMV equipment inside a DOC facility or developing a mobile unit to service this population.

The Oregon Employment Department has a wealth of career and job-oriented resources available on the Internet. The DOC and the Oregon Department of Employment information technology staffers are now in the process of addressing security concerns inherent in bringing Internet resources inside a prison so that these resources can be used by offenders prior to release. If security risks can be overcome, the goal would be to provide limited access to the Internet so offenders could look for work before release.

With regard to housing, the council has approved an innovative program to provide incentive funding to communities that wish to develop new transitional housing options for offenders leaving prison. This initiative will require additional funding that has not yet been developed.

As for health and mental health care, the DOC mental health and release staff members have improved internal processes for summarizing the information necessary to facilitate a transfer of care and appropriate supervision for those receiving mental health care or who have serious health problems. The department will now begin to reach out to county mental health providers to improve access to care as well as coordination of care. The goal is for every offender who has a serious health or mental health problem to leave prison with a doctor's or mental health services provider's appointment in their home community, and for the doctor/mental health services provider to have needed information to continue care after release.

A Great Motivator

Early achievements aimed at improving the reentry process statewide have been a motivating force for the Governor's Re-entry Council and for the many partners that have engaged with the council in developing strategies for improvements. Many improvements did not require new resources, but instead have relied on emphasizing shared agency missions along with reprioritization of staff and resources. There is much work remaining. Progress on Oregon's reentry initiatives will depend on state and local agencies working together to address more complex barriers and provide additional resources to effect real change.

Max Williams is director of the Oregon Department of Corrections.