



There is a reduction of violence towards individuals and families.

**The Journey Home Reintegration Initiative
Revised Mobilization Plan 2009**

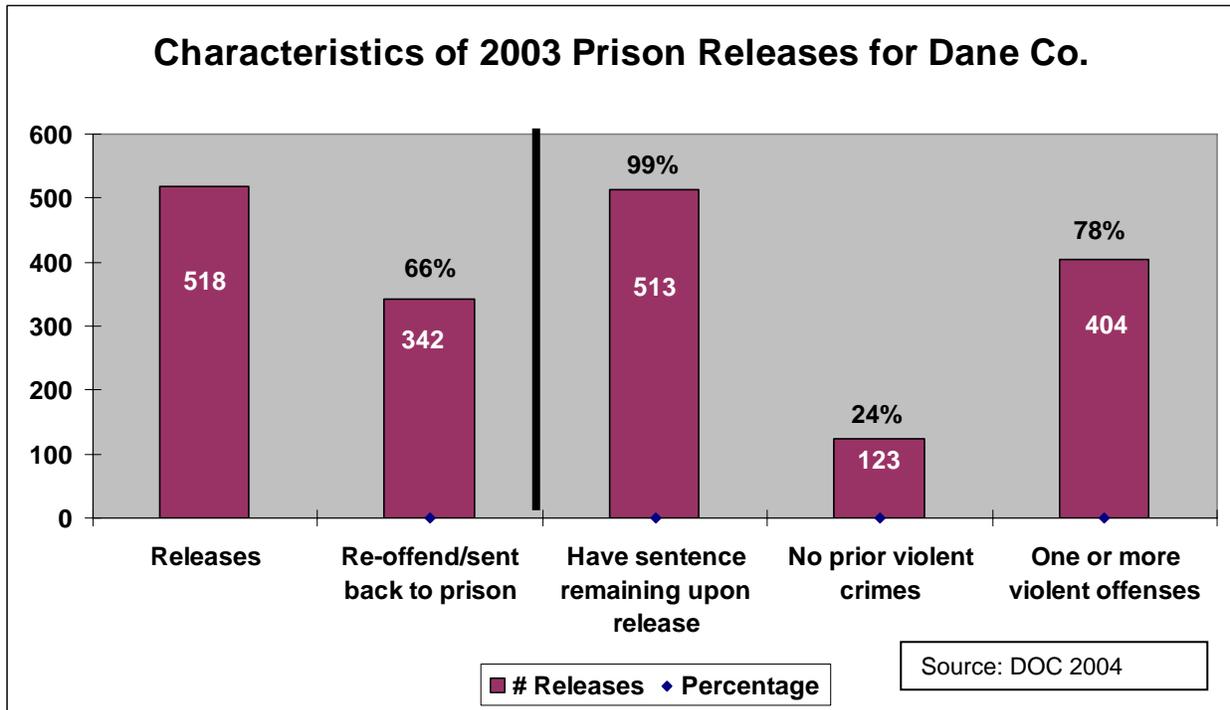
I. Problem Statement

Released prisoners who fail to successfully reintegrate with the community and commit new crimes threaten the peace and safety of all of us. We know that criminal activity for most adult offenders actually begins in their youth. They will have had several contacts or interactions with the police and the court system prior to their adult offences which place them in prison.

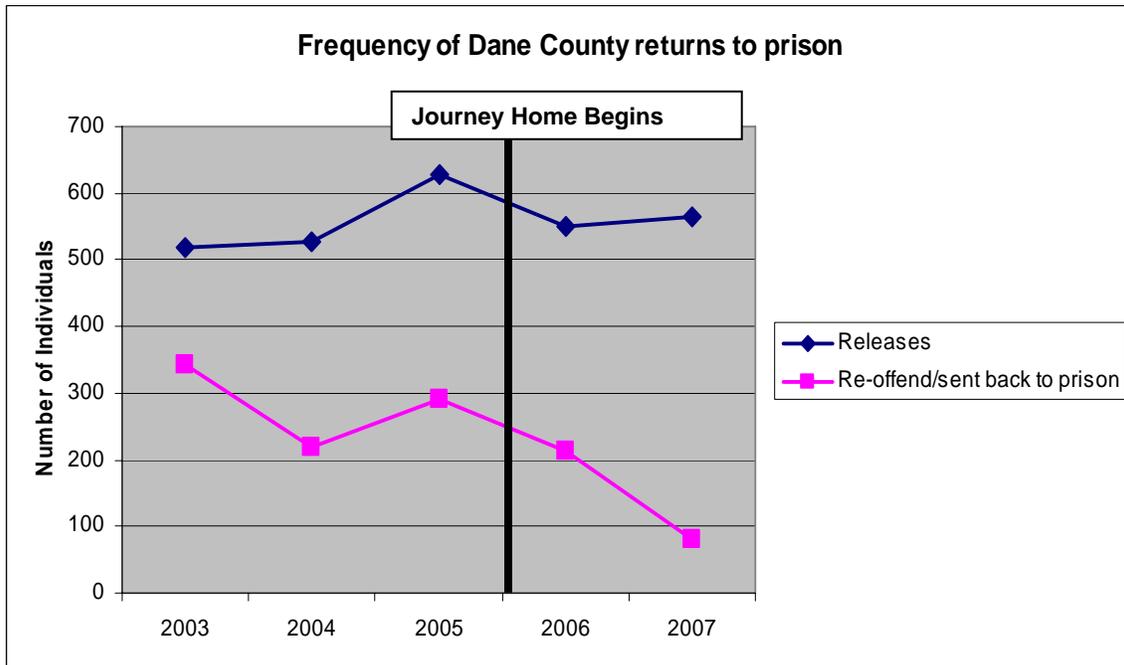
In 2004, there were 527 releases from state prisons back into Dane County. Thousands of offenders pass through the Dane County Jail each year. In 2003 16,780 people were booked and 1,144 spent 60 or more days in the County Jail. More than half of those released into the community from prison or jail commit new crimes and are re-incarcerated. This cycle of recidivism impacts not only these individuals and their families, but our community as a whole.

Most often offenders are released back into the community with no plan or knowledge of where to begin looking for housing, employment, support or treatment that they may need. Research shows that without adequate assistance more than 50% of these offenders will become frustrated and return to the life that was familiar to them prior to their conviction.

In the 2003 calendar year there were 518 offenders released into Dane County. Of the 518 released, 342 (66%) were returned to prison for a new prison sentence or revocation (Wisconsin rate in 2003 was 70%).



Now that we have had three years of implementation of the pilot and strategies, we know that we are having success in reducing the recidivism rate for Dane County. In fact, we have seen a reduction in the recidivism rate for Dane County go from 66% back in 2003 down to 15% in 2007. However, this drastic reduction does cause us to re-evaluate our goal.



In 2005 we established a goal for this initiative as reducing the recidivism rate for Dane County from 66% to 45% within four years of the implementation of our pilot. Since the recidivism rate for Dane County is now at 15%, we have already surpassed our goal of 45%.

Why This Matters

- Released offenders are returning to their loved ones and families here in Dane County.
- Community safety is an issue. If we help offenders successfully re-integrate back into the community, then they will be less likely to re-engage in criminal activities.
- The cycle of crime needs to be broken. Research tells us that if a child has a parent in prison there is a 50% chance that they too will end up in prison. (Bureau of Justice Statistics)
- There need to be a reduction in recidivism. Without help around 50% of returning offenders re-offend within 2 -3 years of being released from prison. (Bureau of Justice Statistics)
- There need to be a reduction in crime. Released prisoners with the highest re-arrest rates were motor vehicle thefts (78.8%), those in prison for possessing or selling stolen property (77.4%), larcenists (74.6%), burglars (74.0%), robbers (70.2%) and those in prison for possessing, using, or selling illegal weapons (70.2%). (Bureau of Justice Statistics)

II. National Research Supporting Strategies

According to recent research, rates of re-offense after imprisonment are very high. The largest have been completed by The Bureau of Justice Statistics (BJS), which has carried out two of the most comprehensive recidivism studies to date. The first study tracked a cohort of prisoners released from

prisons in 11 states in 1983 (Beck and Shipley 1989)¹. The most recent study tracked another cohort of prisoners released from prisons in 15 states in 1994 (Langan and Levin 2002)². The 1994 sample represented two-thirds of all prisoners released in that year. Both studies tracked the released prisoners for a period of three years.

Urban Institute reports “not only are more prisoners returning home than ever before, but they are also returning less prepared for life outside the walls. Many will have difficulty managing the most basic ingredients for successful reintegration—reconnecting with jobs, housing, and their families, and accessing needed substance abuse and health care treatment. Most will be rearrested within three years, and many will be returned to prison for new crimes or parole violations. The cycle of incarceration and reentry into society carries the potential for profound adverse consequences for prisoners, their families, and communities. Just as the potential costs are great, so too are the opportunities for interventions that could enhance the public safety, health, and cohesion of the communities at the center of this cycle.”³

According to Joan Petersilia, author of “When Prisoners Come Home” in reality, often times, those in prison are uneducated, unskilled, without family support and the stigma of haven been in prison will live with them for what seems like an eternity.⁴

Community-based re-entry programs are a relatively new concept. For years the theory was “if someone was sent to prison, when they returned to the community, they would be fixed”⁵. This of course is not true.

The ex-offenders need assistance navigating their way back into the community and community-based program have stepped up to the plate and are making home runs in helping to reduce the recidivism or return rate for ex-offenders and are increasing community safety.

National research shows that there are five components that make for successful re-entry of ex-prisoners. These components are: Residency/Housing, Education, Employment, Support, AODA/Mental Health treatment and Family. We have chosen to focus our efforts on Residency/Housing, Employment, Support and AODA/Mental Health treatment or REST. Having a three or more of these components in an ex-offenders life upon release provides a greater chance for not re-offending and returning to prison.

Residency/Housing

Research has shown that having a safe place to live provides stability to an ex-offender. Housing whether it is permanent or temporary helps to provide a sense of stability, lessens stress and makes it easier to find employment.

Most ex-offenders do not have the finances they need to pay for housing and Federal laws prohibit an ex-offender from living in public assisted housing thereby making finding affordable housing difficult.

¹ Beck, A., and B. Shipley. 1989. “Recidivism of Prisoners Released in 1983.” *Bureau of Justice Statistics, Special Report*. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

² Langan, P., and D. Levin. 2002. “Recidivism of Prisoners Released in 1994.” *Bureau of Justice Statistics Special Report*. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

³ Urban Institute; *Outside the Walls- A National Snapshot of Community-Based Prisoner Re-entry Programs*

⁴ Oxford University Press, *Criminal Justice “When Prisoners Come Home”* Joan Petersilia March 2003

⁵ Oxford University Press, *Criminal Justice “When Prisoners Come Home”* Joan Petersilia March 2003

Often times, ex-offenders do not have good credit history nor rental history that allows them to get safe and affordable housing.

Without the benefits provided by stable housing, released prisoners struggle to meet other basic needs, such as finding employment and gaining access to substance abuse treatment and health care services and may face a higher risk of relapse and recidivism. Providing access to affordable housing offers needed stability for returning prisoners and their families that could ease the transition back into the community.⁶

The private housing market represents 97 percent of the total housing stock in the United States (Bradley et al. 2001). However, the private housing market is not an option for many released prisoners because of cost. Assuming the individual cannot stay with family or friends, the barriers to accessing housing in the private market in the days immediately following release can be substantial.

As a result of policies adopted during the 1980s and 1990s, public housing may not a viable option for returning prisoners for a number of reasons. Federal laws bar many convicted felons from public housing and federally assisted housing programs. Additionally, the stock of available public housing units has been in decline for the past several decades.

Federal housing policies permit—and in some cases require—public housing authorities, Section 8 providers, and other federally assisted housing programs to deny housing to individuals who have been involved in certain criminal activities (Legal Action Center 2000)⁷.

Living with family may not be an option. Many ex-offenders have severed ties with their family members upon their entrance into the prison system. However, even when staying with family is an option, if family members are living in public housing it could jeopardize the families own housing situation by allowing a ex-offender to live with them, even if only for a short time.

Some ex-offenders are provided housing from the Department of Corrections. This housing is often in less than desirable locations, is well known by criminals and places them back into environments in which they were not able to thrive in prior to going to prison. Providing access to affordable and stable housing options will aid the transition back to the community and prevent recidivism and relapse among returning prisoners.

Employment

Having a legitimate job lessens the chances of reoffending following release from prison. This is easier said than done since having served a prison term creates a lifetime stigma for many ex-offenders. Employers are less willing to employ someone with a criminal background even if there is a shortage in workers.

This ability to find a stable and adequate source of income upon release from prison is an important factor in an individual's transition from prison back to the community and must be addressed as soon as possible upon release. The challenge of finding employment upon release can be heightened if the ex-offender does not have a place to live and renting an apartment is impossible without income and security deposit.

Studies show that released prisoners have a lowered prospect for secure employment and decent wages throughout their lifetimes (Bernstein and Houston 2000)⁸. Job training, prison industries, and

⁶ Urban Institute; Outside the Walls- A National Snapshot of Community-Based Prisoner Re-entry Programs

⁷ Legal Action Center. 2000. "Housing Laws Affecting Individuals with Criminal Convictions."

http://www.lac.org/pubs/gratis/housing_laws.pdf.

placement programs show promise in connecting former prisoners to work, thereby reducing their likelihood of further offending. Yet, today, fewer inmates are receiving in-prison vocational training than in the past and fewer still have access to transitional programs that help connect them to jobs in the community after release.

Upon return to the community, former prisoners face a number of significant barriers to securing employment, particularly employment outside of the low-wage sector.

- Employers are more reluctant to hire former prisoners than any other group of disadvantaged workers. Fewer than 40 percent of employers claim that they would definitely or probably hire former offenders into their most recently filled no-college job (Holzer et al. 2002)⁹.
- Job applicants with a criminal record are substantially less likely to be hired. According to a recent audit, when two similar applicants were sent for the same job opening, one with a criminal record and one without, the likelihood of getting hired was 40 percent lower for the applicant with a criminal record and 60 percent lower if the applicant was an African-American man (Pager 2002)¹⁰.
- The availability of criminal records online, and changing public policies regarding access to those records, make it easier for employers to conduct criminal background checks on potential employees (Holzer et al. 2002).
- The kinds of jobs for which employers have historically been more willing to hire individuals who were formerly incarcerated—blue collar and manufacturing jobs—are diminishing in the national economy. At the same time, jobs for which former offenders are barred or are less likely to be hired—childcare, elder care, customer contact, and service industry jobs—are expanding (Holzer et al. 2002).

Many returning prisoners' educational levels, work experience, and skills are well below the national averages for the general population, which make them less desirable job candidates. Individuals with criminal records face stigma from potential employers since many are reluctant to hire former offenders out of fear of crime against their business or other employees.

Not surprisingly, employers' willingness to hire former prisoners varies according to industry. Construction and manufacturing employers expressed more willingness to hire former prisoners than employers in retail trade or services. In particular, employers indicated a reluctance to hire former prisoners for positions that require a wide variety of skills and direct contact with customers.

Research suggests that well-conceptualized and strategically placed job training and placement interventions can be successful (Lawrence et al. 2002).¹¹

Support (includes Family and Faith)

The growth in incarceration over the past two decades means that more families are affected by the imprisonment and eventual return of a family member. When offenders go to prison, they leave behind family and friends who must now deal with the aftermath of their loved ones going to prison.

⁸ Bernstein, L., and E. Houston. 2000. *Crime and Work: What We Can Learn from the Low-Wage Labor Market*. Washington, DC: Economic Policy Institute.

⁹ Holzer, H., S. Raphael, and M. Stoll. 2002. "Can Employers Play a More Positive Role in Prisoner Reentry?" A paper prepared for the Urban Institute's Reentry Roundtable, Washington, DC, on March 20–21, 2002.

¹⁰ Pager, D. 2002. "The Mark of a Criminal Record." Paper presented at the annual meeting of the American Sociological Association, Chicago, August 16–19.

¹¹ Lawrence, S., D. P. Mears, G. Dubin, and J. Travis. 2002. *The Practice and Promise of Prison Programming*. Washington, DC: The Urban Institute.

According to the Urban Institute, the consequences for these families can be substantial, ranging from the loss of financial and emotional support to the social stigma attached to having a family member in prison (Waul, Travis, and Solomon 2002)¹². To date, little research has been done on the impact of incarceration and reentry on the families left behind (Johnston 2001)¹³. One thing we do know is that strong family ties during imprisonment can have a positive impact on both returning prisoners and their children. Several studies have shown that continued contact with family members during and following incarceration can reduce recidivism and foster reintegration into the community, which has broad benefits for all involved (Hairston 2002)¹⁴.

Faith institutions and other community groups have historically played a critical role in providing support for both incarcerated and released prisoner populations. Thousands of faith-based and community organizations currently provide emergency and long-term shelter, job training, substance abuse treatment, and mentoring for released prisoners and their families. All of these services can ease the reintegration of the former prisoner. Faith-based institutions typically have strong neighborhood ties, putting them in a good position to help returning prisoners and their families in a way that is grounded both in the individual and in the community.

Some studies have found that prisoners who participate in religious programming while incarcerated receive fewer disciplinary infractions than those who do not (Johnson, Larson, and Pitts 1997)¹⁵.

Regardless of where the support comes from, support for ex-offenders returning to the community from prison is greatly needed to make the transition back into the community successful. Researchers point to three distinct steps that seem to form the foundation of successful programs: (1) building relationships with the clients or target population; (2) drawing them into available programs and services; and (3) connecting them to appropriate services.

Treatment

The prevalence of communicable disease, mental illness, and substance abuse is much higher among former prisoners than the general population (Hammett et al. 2001)¹⁶. Health and health treatment plays an important role in facilitating a successful reentry back to the community.

Ex-offenders do receive treatment in prison but once they are released, they are no longer a part of the state health system and usually have only a short supply of any medications that they may have been receiving while in prison.

Substance abuse is the most common health issue among the prison population, which has important implications for both the public health and public safety concerns of released prisoners and their

¹² Waul, Michelle, Jeremy Travis, and Amy Solomon. 2002. "The Effect of Incarceration and Reentry on Children, Families and Communities." Paper prepared for the *From Prison to Home: The Effect of Incarceration and Reentry on Children, Families, and Communities* national policy conference convened by the U.S. Department of Justice and Urban Institute, Washington, DC, January 30–31.

¹³ Johnston, D. 1995. "Effects of Parental Incarceration." In *Children of Incarcerated Parents*, edited by K. Gabel and D. Johnston. New York: Lexington Books.

¹⁴ Hairston, C. F. 2002. "Prisoners and Families: Parenting Issues During Incarceration" Paper prepared for the *From Prison to Home: The Effect of Incarceration and Reentry on Children, Families, and Communities* national policy conference convened by the U.S. Department of Justice and the Urban Institute, Washington, DC, January 30–31.

¹⁵ Johnson, Byron R., David B. Larson, and T. Pitts. 1997. "Religious Programs, Institutional Adjustment, and Recidivism among Former Inmates in Prison Fellowship Programs." *Justice Quarterly*, March.

¹⁶ Hammett, T.M., C. Roberts, and S. Kennedy. 2001. "Health-Related Issues in Prisoner Reentry." *Crime and Delinquency*, Vol. 47 No. 3: 390-409.

communities. Not only do a significant number of released prisoners have addiction problems, but the use of alcohol and other drugs is closely linked to the commission of crime. Despite the clear need for this issue to be addressed, both in prison and after release, there is a lack of substance abuse treatment for those who need it. ¹⁷

Several studies have found that drug treatment can be a beneficial and cost-effective way to reduce both substance abuse and criminal activity (Gaes et al. 1999; Harrison 2001; Seiter and Kadela 2003).¹⁸

When released, a prisoner is more likely to stay on treatment if they have the following at the time of release (Roberts et al. 2001)¹⁹:

- Medication to cover the gap before medical benefits are obtained
- A copy of the prison medical summary
- Scheduled follow-up appointments
- Assistance completing applications for medical benefits
- Connections to other reentry services such as for housing, cash benefits, and treatment for mental health and substance abuse, if necessary.

Effective health planning for a prisoner's return to the community, specifically connecting the prisoner with community services, greatly increases the chance of his/her continuing to receive medical care.

What's Working in Other Communities

East Harlem, New York

Exodus Transitional Community (ETC) Reentry program that was established in 2000 by a group of ex-offenders has as one of its primary objective of providing housing and social services in one central facility for incarcerated individuals being released without housing options. In addition to providing housing, ETC also provides education, support, AODA/mental health and employment opportunities to In 2003, they worked with 290 ex-offenders with only three of the program participants returning to prison (U.S. Department of Labor – Center for Faith Based and Community Initiatives 2005 report).

Springfield, Illinois

Sheridan Model Prison launched on Jan. 2, 2004, targets drug usage as a leading factor in rising recidivism rates over the past decade. This program is held within a medium security adult male facility and focuses on treatment, community integration, job readiness and job placement. In 2007 this program reported that recidivism among the participants of this program is 40% better than the comparison group (Sheridan Program 2007 annual report).

Chicago Metropolitan Area, Rock Island, Illinois and Davenport, Iowa

Safer Foundation provides housing, education, support, AODA/mental health and employment to ex-offenders. In 2000, Safer received 4,300 requests for assistance and in 2004 they received 8,300 requests for assistance.

2004 Results:

1,700 were placed in jobs, 277 received GED's (56%) with 67% were found to be less likely to reoffend or less than 2% recidivism rate.

¹⁷ Urban Institute; Outside the Walls- A National Snapshot of Community-Based Prisoner Re-entry Programs

¹⁸ Gaes, G. G., T. J. Flanagan, L. L. Motiuk, and L. Stewart. 1999. "Adult Correctional Treatment." In M. Tonry and J. Petersilia (Eds.), *Prisons*. Chicago: University of Chicago Press.

¹⁹ Roberts, C., S. Kennedy, T. Hammett, and N. Rosenberg. 2001. "Discharge Planning and Continuity of Care for HIV-infected State Prison Inmates as They Return to the Community: A Study of Ten States." Washington, DC: Abt Associates.

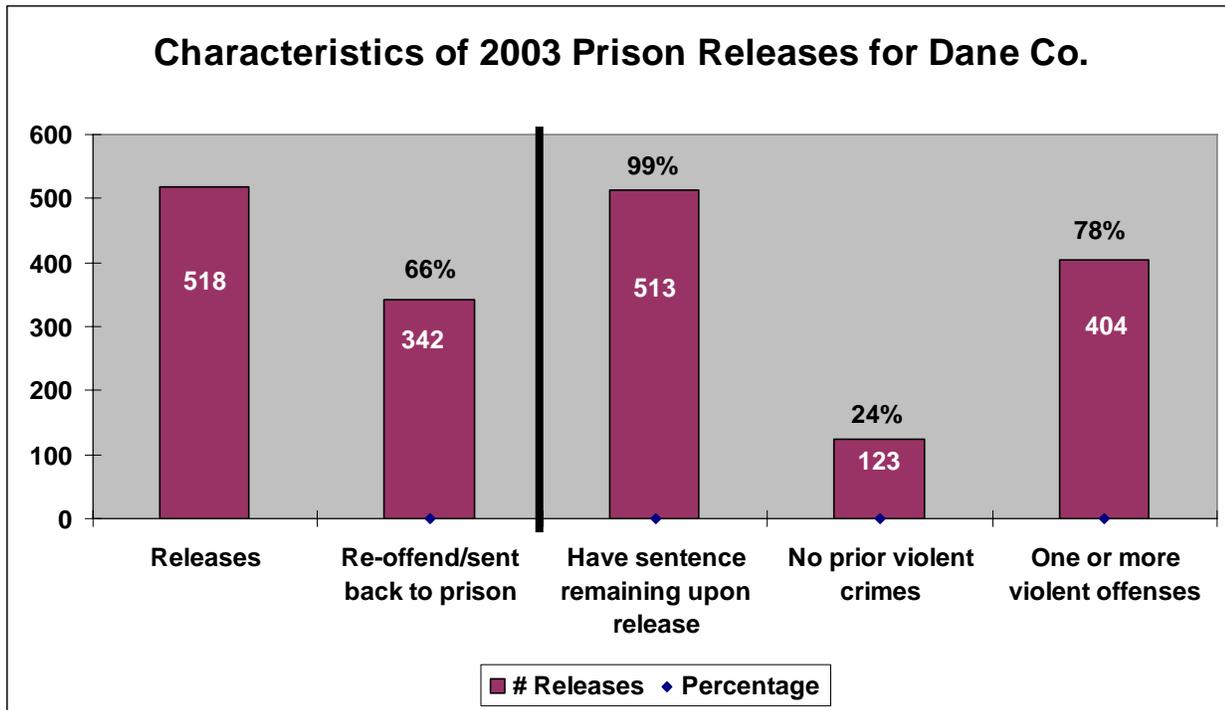
III. Local Data

Findings from the April 2005 Community Engagement

In April of 2005 UWDC gathered together 70 plus community members from all different agencies and systems to talk about the returning prisoner population. The goal of the meeting was:

- Identification of barriers facing returning prisoners
- Identification of current local resources & their capacity
- Understanding of the corrections systems and how they work together
- Create Ideas that would increase the successful reintegration of returning prisoners
- Make recommendations to Ideas for what United Way and its partners to reduce recidivism

From this meeting, the common needs that emerged were Residency, Employment, Support Systems, Treatment and better coordination of services. UWDC was asked to help in providing better coordination of services. The participants looked at the components from the national research that had an impact on the success rates of re-entry programs evaluated and including Residency, Employment, Support and Treatment (REST).



The Visions, issues and gaps in services are outlined below for Residency, Employment, Supports and Treatment.

Strategy	Need	Issue
Residency	<ul style="list-style-type: none"> ▪ Safe and adequate ▪ Transitional and Permanent Housing ▪ Affordable 	<ul style="list-style-type: none"> ▪ Offenders given vouchers for limited number of days ▪ Need employment and sufficient savings to get an apartment ▪ Landlords not always willing to rent to offenders
Employment	<ul style="list-style-type: none"> ▪ More businesses to hire offenders and pay a living wage ▪ Need benefits to pay for medications ▪ Transportation is often needed 	<ul style="list-style-type: none"> ▪ Employers fearful or have had previous bad experience ▪ Jobs for low skills and limited education
Support	<ul style="list-style-type: none"> ▪ Support programs are accessible ▪ Service providers work together 	<ul style="list-style-type: none"> ▪ No coordination of services ▪ Limited capacity
Treatment	<ul style="list-style-type: none"> ▪ 80% of offenders need help dealing with AODA, Mental Health, Anger Management or Domestic Violence issues 	<ul style="list-style-type: none"> ▪ Lack ability to pay for services and medications ▪ Easier to choose to self medicate with illegal drugs

IV. Hypothesis

Released offenders who fail to successfully reintegrate with the community and commit new crimes threaten the peace and safety of all of us. Once released, offenders struggle to find employment, housing, transportation and treatment services. We will provide assistance to these offenders to help them find housing, jobs, treatment and support, to ensure a successful re-integration back into the community, and to reduce crime from this population.

Our original goal: Currently the recidivism rate for Dane County is 66%. Our goal is to reduce this rate to 45% within four years of the implementation of the pilot.

Due to the success of the pilot and Department of Corrections definition of recidivism, we recommend the following revised goal.

Our revised goal: 90% of the participants of the Journey Home Reintegration Initiative will not return to prison within two years of their release.

V. Strategies and Resources

Our Strategies

- *Target* offenders who need assistance navigating through the complex and sometimes inaccessible network of services in Dane County.

- *Provide a monthly Service Fair* that allows offenders one-point access to services that are critical in their successful re-integration.
- *Resource Specialists* will ensure offenders have access to needed services.
- *Provide* offenders with another person to discuss issues or concerns and assist with the linkage to services that are available throughout Dane County.
- *Employment* is a key to a successful reintegration. Therefore, we will work with employers to educate and encourage them to hire offenders.

Scope of Service: Upon release, offenders are encouraged to attend one of the monthly Service Fairs by the Department of Corrections. At the Service Fairs, offenders are welcomed back into the community. The Service Fairs will provide the offenders and their families with an opportunity to hear from local law officials about their responsibilities to the community and what expectations the law officials have. They will also have an opportunity for key services providers to talk about the resources that are available in these four categories: Housing, Employment, Employment Services, Treatment and Support Networks. Service providers will be ready to make appointments or inform the offenders and their families about their services.

Resource Specialists insure that the service providers who participate in the Service Fairs have available capacity to accommodate new returning offenders. We expect the Resource Specialists to maintain close relationships with all service providers to avoid referring the offenders to services where there are long waiting lists.

The Resource Specialists follow-up with offenders to ensure that they have accessed the services that are needed. The Resource Specialists collaborate with probation and parole to ensure that there is no duplication of services. It is not the intent of this initiative to replace DOC or any other social service agency in the community but to align resources and guide the offenders to services that they need. Additional offender needs will be determined on a case by case basis.

Employment is an essential part of an offender's successful re-integration. The Resource Specialists work with employers to educate and encourage them to hire returning offenders and assemble a directory of employers willing to hire returning offenders.



Service Fairs provide participants an opportunity to link up with needed services around REST (Residency, Employment, Support and Treatment).

VI. Results and Timeframe

The Safe Communities Strong Neighborhoods Community Solution Team (SCSN CST) began our interest in the population of prisoners who are returning home to Dane County in 2005. We became aware of the difficulties this population faces in reintegrating to the community, and the high numbers who return to prison within two years.

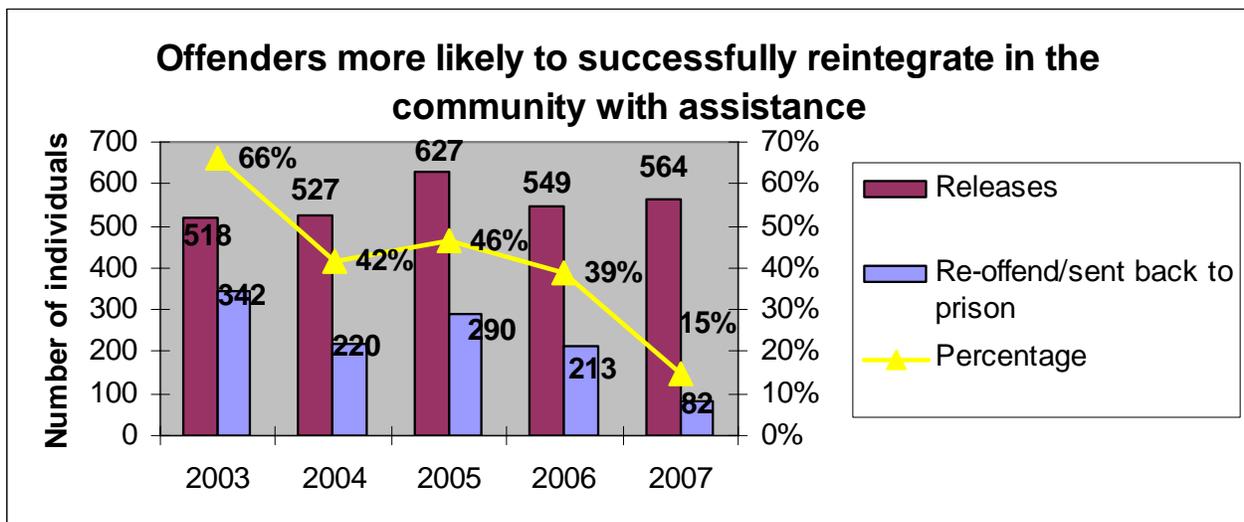
Through our local research, we learned about the protocols of releasing prisoners, the patterns of difficulty they face, and saw 66% return to prison in 2 years as they receded into old habits. We came to understand this was an area in which we should choose to work to improve safety in our community. We learned through our research that the social costs to prisoners' children is high-- that a child who has a parent in prison will be 50% more likely to go to prison themselves, underachieve in school, not graduate from high school and remain in poverty.

We researched work in other communities in Wisconsin and in the United States to learn that best practices are known and reflected through the acronym REST—residence, employment, support, treatment. Having at least three of these four elements greatly increases the chances for successful reintegration back into the community. Knowing that these best practices were not being utilized in Dane County, we designed our pilot to include these practices. Our concept: to offer a one-stop opportunity for ex-offenders and their families to gain access to service providers and learn about the resources available throughout Dane County around the 4 competencies. Research tells us that the best strategy for the first 24 months of an ex-offenders return to the community is to be able to have the one-on-one assistance.

With the board approval our mobilization plan, our goal at that time was to reduce recidivism from 66% to 45% within four years of the implementation of the pilot. This goal was established based on the number of offenders who return to prison whether it is for a probation and parole violation or for a new crime.

Madison-area Urban Ministry (MUM) was the agency that was awarded the initial investment of \$55,000 to implement this program in 2006, \$56,212 in 2007, \$56,218 for 2008 and \$94,000 which give us an \$887 investment for one-on-one assistance per participant. Since the Journey Home initiative began, we have seen the recidivism rate for the Journey Home participants of 5.4 in 2006, 9.7 in 2007 and 8.5 in 2008.

These results have driven the community-level recidivism rate to 66% in 2003 to 39% in 2006 and in 2007 the rate was 15%. The community-level data for 2008 will come from the Department of Corrections later this summer.



Challenges

- *Data* – The Department of Corrections partners with United Way in this initiative, but has a complex, non-automated process to track this released offenders. A rolling two-year time frame is established to track offenders
- *Resources Specialists* are key to success. They possess a unique blend of experience in the prison system, success in re-building their lives and networking with the community to create referral opportunities and linkages for their clients, however we need more of them to meet the need in this community.
- *The 2009 un-employment rate* is challenging for any unemployed person and particularly difficult for those recently released and with lower skills.
- *Sex-offenders* are the most challenged group of offenders. They have the greatest difficulty in finding housing and employment, the tightest monitoring and the greatest likelihood of returning to prison for violating conditions of their release.
- Continuing pressure on the State of Wisconsin Department of Corrections budget may cause a greater number of prisoners to be released from incarceration but kept under supervision by the DOC. Additional releases overwhelm the program.

Our Three Year Journey : Program Results



Strategy	Goal	2006	2007	2008
Resource Specialists (provide one-on-one assistance)	100	331 446 one-time assistance	134 706 one-time assistance	106 359 one-time assistance 173 letters received
Service Fairs	500 Attendees	331 Attendees	390 Attendees	343 Attendees
Service Providers	Depends on client need	135	95	62
Residency (housing)	Depends on client need	Did not track	20	44
Employment	Depends on client need	101 earning \$9-\$15 an hour	49 earning \$9-\$15 an hour	43 earning \$7 - \$20 an hour
Support/Treatment	Depends on client need	20 in therapy (Psychologist)	85 in therapy (Psychologist)	Psychologist no longer available
Recidivism	66% to 45%	331 with 18 returned = 5.4%	134 with 13 returned = 9.7%	106 with 9 returned = 8.5%. w/out sex offenders 1.9%

Pilot Results – 3 Years

- In three years a total of 571 ex-offenders have worked one-on-one with the Resource Specialists over a period of time for case specific assistance. 1,064 ex-offenders have attended the monthly Service Fairs. A total of 1,684 received one-time assistance from the Resource Specialists.
- In the 36 months of the pilot implementation, the Resource Specialists have worked one-on-one with 571 individuals with 45 of them returning to prison.
- In the third quarter of 2007, we discovered that faithful implementation of our initiative was not being done due to reduction in key staff time at Madison-area Urban Ministries. Less one-on-one assistance was being offered to individual and more group assistance was being provided to try to handle the volume of cases.
- In addition to the struggle of providing the one-on-one assistance, the Resource Specialists worked with 9 sex offenders. Seven of the sex offenders were returned to prison for revocation and 2 were returned for new crimes. This increased our return rate for 2008. Without the sex-offenders, our return rate would have been 1.9%.

Plans

We have piloted this program for 36 months and re-evaluated for continued funding. In 2008 when we discovered that faithful implementation of the program was not being followed in the initiative for 2007 due to staffing changes, we increased capacity at the agency to again provide more one-on-one assistance. With this increased capacity, we anticipate that the Resource Specialists will provide services to at least 100-200 offenders a year. We anticipate that more than 500 offenders will participate in the Service Fairs.

Date	Plan
August 4 th 2005	Review Draft Proposal
September 1 st	RFP presented to Vision Council
September 7 th	Changes to the Team (if no changes ready to mail to

	community)
September 9 th – Sept. 30 th	RFP Available
October 6 th	SCSN Mobilization Plan presented to Vision Council for October Board meeting
October 7 th NOON	RFP Deadline
October 7 th Afternoon	Mail proposals to CST
October 12 th	Committee reviews proposals
October 27 th	Reintegration Mobilization pilot presented to the Board of Directors
November 2 nd	Presentations & proposal selection
December 1 st	Funding recommendation to Vision Council
December 13 th	Recommendation to Executive Committee
December 16 th	Award recipient(s) notified
March 2006	Implementation of pilot begins with Madison area Urban Ministry (MUM)
January 2007	1 st review of Journey Home Initiative
March 2007	Overcoming Barriers to Success Community Conversation
June 2007	UWDC Board reviews 1 st year progress of pilot
June 2008	UWDC Board reviews 2 nd year progress of pilot
January 2009	Increased funding to MUM to \$94,000 to increase capacity of initiative
May 2009	SCSN reviews 3 rd year of pilot implementation and recommends revised goal
June 2009	Vision Council & UWDC Board reviews revised Mobilization Plan and goal
September 2009	CST & Vision Council approval final revisions to Mobilization plan and goal
September 2009	UWDC Board approves revised Mobilization Plan and goal
1 st quarter 2010	Analysis of 3 year results and renew investment to MUM Research scope and dimension of the population
2 nd quarter of 2010	Design lab to discuss and research possible expansion of pilot to the jail population in the future
2 nd quarter of 2010	Discussion on best practices for working with sex-offenders
3 rd quarter of 2010	Seek additional capacity for mental health treatment
2011	Increase capacity at MUM as needed

Appendix

1. **2005 Community Engagement Findings**
2. **Successful Practices for Reintegration Summarized**
3. **Tracking our Results**
4. **Safe Communities, Strong Neighborhood CST Roster**

United Way of Dane County
April 2005 Re-Integration/Recidivism Community Engagement Findings

Vision in the area of Residency for returning prisoners

Safe and adequate transitional and permanent housing

Issues to be addressed for Residency

1. Existing housing units are not available (including those developed with public funds –HUD)
2. Landlords who will work with offenders
3. More housing units
4. Cannot move back with family members live in Section 8 housing

External Factors to keep in mind

1. Lack of affordable housing
2. Offenders record discourage some landlords
3. Upon release offenders do not have a lot of money to pay for housing and are often placed in temporary housing
4. Offenders can not return to live with family that are in Section 8 housing
5. Takes time to get a job to pay for housing

Visions in the area of Employment for returning prisoners

- Businesses that hire offenders and pay a living wage
- Adequate transportation to jobs
- More/expanded programs such as “Windows to Work” that provide pre-release counseling and job training

Issues to be addressed for Employment

Lack of previous employment history & job skills

Education and assistance for employers

Better transportation & other support services to keep people working at long term employment Life skills & job training programs

A few examples of Employers who hire offenders

- Capital Newspapers
- Placon
- Webcrafters

External Factors to keep in mind

1. Number of employers who will employ offenders
2. Jobs do not always offer benefits that are needed to continue medications etc...
3. Offenders may not have any job experiences or skills
4. Offenders often lack basic life skills
5. Need additional supports and mentors to be a liaison between offenders and employers
6. Offenders often have gaps in their employment history

Visions in the area of Support Networks for returning prisoners

- When an offender is ready to change, the support people and programs are accessible (enough resources and easy to find).

- Service providers working together and communicating with each other.
- Tracking and measuring what works and identifying available capacity.

Issues to be addressed

- Unrealistic expectations, for example making money (expectation of family as well)
- Lack of coordination of services
- Especially hard to respond to adversity – “the first coffee cup breaks....”
- Coping skills and social isolation

External Factors to keep in mind

1. State supervised offenders do not receive county funded services
2. Hard to navigate the system – unclear where they should start looking for services
3. Lack of ability to pay for services/no insurance to help with costs

Visions in the area of Treatment for returning prisoners

- Clients are provided with access to for issues such as AODA, Mental Health, Anger Management and Domestic Violence
- Access to appropriate medications upon release

Issues to be addressed in the area of Treatment

- Resources & capacity issues
- Cultural and Gender sensitive treatment
- Life Skills – issues
- AODA & Drug treatment
- 1 to 1 psychotherapy

External Factors to keep in mind

1. Offenders fall through the cracks because they are unable to continue with medication and/or treatment because neither the State or County systems view them as part of their clientele.
2. Lack of ability to pay/no insurance to help pay for services
3. Prescription medications often have undesirable side effects
4. Offenders choose to self medicate with illegal drugs & alcohol
5. Trouble navigating the system/unsure where to turn for services
6. Lack of capacity

**Successful Practices for Reintegration Summarized
Community Practices in Racine, New York and Springfield**

Program Vision	Summary	Education	Support	AODA/Mental Health	Employment
<p>Community Re-Entry Program – Division of Racine Vocational Ministry – Contact: James Schatzman – Racine Vocational Ministry, Terri Lee Danner – Division of Community Corrections, Sgt. Steve Madsen – Racine Police Dept. Provides coordinated services to support recently released offenders to create and maintain a crime-free lifestyle. Neighbors, businesses, social services, law enforcement, the faith-based community and the participants are all accountable for building a better tomorrow.</p>	<p>❖ Re-entry meetings (with neighbors, businesses, social services, law enforcement, the faith-based community and the offenders family) all welcome the ex-offenders back into the community and go over expectations and services that are available to assist them in their reintegration process.</p> <p>❖ This program targets those who were convicted of a crime involving a gun, violent offenders and gang members.</p>	<p>Are present at the meeting to answer any questions that the ex-offender has regarding education opportunities.</p>	<p>Are present at the meeting to answer any questions that the ex-offender has regarding support services that are available and to schedule meetings.</p>	<p>Are present at the meeting to answer any questions that the ex-offender has regarding services that are available.</p>	<p>A representative from the workforce development center explains the services that are available and will schedule a meeting with ex-offenders to walk them through finding employment.</p> <p>Racine Vocational Ministry provides assistance with case management in the employment area and also works with the ex-offenders in obtaining employment through the employers involved with this program.</p>

Program Vision/Summary	Housing	Education	Support	AODA/Mental Health	Employment
<p>Exodus Transitional Community Inc. New York City, NY Provides supportive services to men and women who are in transition from incarceration to full reintegration into their communities. By helping individuals build stable lives, promoting social and economic well-being therefore, breaking the cycle of recidivism.</p>	<p>The primary objective for the Exodus Housing Initiative is to provide housing and social services in one central facility for incarcerated individuals being released without housing options. Programming will provide training on skills needed for independent living. Our programs are designed to meet the needs of ex-offenders at any stage of transition. Until our goal of obtaining a building is achieved, our housing coordinator establishes linkages with various housing programs throughout the city. The housing seminar allows ex-</p>	<p>ETC encourages our participants to make use of all available opportunities that will improve their quality of life. For participants seeking to further their education, ETC has partnered with the Episcopal Social Service College Initiative. An Academic Counselor gives a presentation for all participants on the available options regarding financial aid and applying to colleges in the City University of New York system. Academic counseling is available to those participants in search of programs that will suit their own interests and abilities.</p>	<p>ETC participants are provided with a community mentor who provide guidance on employment, spiritual development, community resources and who also serves as a daily source of support. Working in conjunction with ETC, this initiative affords our participants the best possible and most effective support system upon release.</p> <p>ETC facilitates the transition process by providing participants with emergency support services. ETC offers both breakfast and lunch to participants enrolled in the program. For those</p>	<p>Our Addictive Personality evening group meets once a week to educate participants about relapse prevention and risk reduction techniques. Addictive Personality focuses on barriers to reintegration by addressing relapse triggers such as money problems, relationship difficulties, and the temptations of the 'street life'. Our Addictive Personality group addresses the fact that even though physically released, men and women remain imprisoned by mental addictions until they are able to achieve self-empowerment. Addictive Personality is a supportive environment where people can converse with others experiencing similar</p>	<p>The Working through the Wilderness Program develops relationships with potential employers and allows participants to research job opportunities, develop resumes, conduct mock interviews and learn about workplace ethics. The employability trainings help participants acquire skills that will enable them to secure and retain employment.</p> <p>Upon completion of employability training workshops, job-ready participants take part in Career</p>

	<p>offenders to learn about housing authority laws that affect them. They are also given information about the rules and regulations of different shelters.</p>		<p>individuals in need of transportation assistance, Metrocards are made available to ensure a safe trip home and return to ETC the following day. We also have a clothing closet, where participants can access both casual and business attire.</p> <p>Alternatives to Domestic Violence are our evening group for individuals with violent histories who are mandated to anger management training. This 12-week program is designed specifically to assist individuals in recognizing, accepting and altering their violent behavior.</p>	<p>stressors and temptations. Referrals for in- and outpatient treatment programs are also available, along with ETC individual counseling</p>	<p>Day. Career Day is the final phase before participants are placed in employment. The entire day is dedicated to the development of employment resources, attending job fairs and face-to-face interviews, completing resumes and gaining computer knowledge.</p>
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Program Vision/Summary	Housing	Education	Support	AODA/Mental Health	Employment
<p>Sheridan Model Prison - Springfield, IL</p> <p>Launched on Jan. 2, 2004, with the goal of becoming a national model drug prison and reentry program that targets drugs as a leading factor in rising recidivism rates over the past decade. Drug and property offenders (<i>which are largely considered to be drug-involved</i>) have among the highest recidivism rates in the state prison population, and it is estimated that as many as 69 percent of all adult prison admissions annually are for drug- or drug-involved crimes.</p>	<p>The Safer Foundation administers two minimum security male residential transition centers totaling over 500 beds, on behalf of the Illinois Department of Corrections (IDOC).</p> <p>To assist with this transition residents are provided with a range of services, including case-management services, cognitive therapies, mental health services, substance abuse treatment and family support services. A daily regimen of structured activities help residents develop a sense of responsibility and self-sufficiency, facilitate their</p>	<p>Current educational programs have the common goals of increasing literacy, assisting clients to obtain a GED (General Equivalency Diploma) and teaching clients the life skills they need to succeed in the world of work.</p> <p>Clients attend classes daily and participate actively in the interactive, peer-oriented learning under the guidance of trained facilitators. The success of this methodology -- unlike traditional classrooms -- is that students help each other succeed and in so doing, build self-esteem through teaching others what they know best. Teamwork and problem solving are highly valued skills in</p>	<p>Safer's staff identifies appropriate agencies, makes referrals and appointments on behalf of the client and maintains on-going relationships with both the client and the agency to encourage follow-through. When these basic needs are attended to, staff encourages the client to return to the Safer Foundation for assistance in obtaining employment.</p>	<p>Targets offenders, with the exception of sex offenders and murderers, designated by clinicians as having a substance abuse problem that impacts their criminal behavior. Every inmate involved in the program is immersed into a therapeutic community environment that involves intensive drug treatment, cognitive skills development, counseling and mental health services. The goal of these services is to make the offender accountable for addressing both his drug addiction as well as to change the fundamental values and attitudes that have driven past criminal behavior. The prison-based drug treatment is provided</p>	<p>Ex-offenders are required to participate in a SAFER Foundation job preparedness program that provides them with the skills to seek honest work upon their return to their communities.</p> <p>This program provides vocational training for jobs in a series of growing business sectors with opportunities for hiring ex-offenders, including Hospitality, Manufacturing, Technology and Construction.</p> <p>The SAFER Foundation provides job preparedness</p>

	<p>ability to pay rent, restitution and taxes and provide opportunities to establish critical ties to family and community</p>	<p>this classroom, as they are in the workplace.</p>		<p>by the Gateway Foundation, which has been recognized for successfully reducing crime and recidivism among drug-involved offenders in their programs nationwide.</p> <p>Treatment Alternatives for Safe Communities (TASC) begins working with offenders in prison to develop their clinical reentry plan for drug treatment, housing, mental health and anger management services, and then continues to work with them and manage the plan throughout their entire parole term.</p>	<p>services that begin in the prison and carry through to actual job placement in the community.</p>
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**United Way of Dane County
Safe Communities, Strong Neighborhood CST
The Journey Home Reintegration Pilot (year 3)**



Strategy	Goal for 2006	Actual Results for 2006	Results as of December 2007	Results for as of December 2008
1. Service Fairs	500 attendees	331 attendees	390 attendees	343 attendees
2. One-on-one w/ Resource Specialists to establish plans, goals, find resources	100	331 446 previously released who were also interviewed for services	134 new cases 706 interviewed for services	106 new cases 359 interviewed for services 173 letters from inmates
3. Service Providers Attending the Service Fairs	No Goal	135	95	62
4. Residency	No Goal		20	67 needed housing and 25 found stable housing. 8 temporary housing & 11 emergency housing/shelter
5. Employment	No Goal	101 employed earning between \$9 and \$15 an hour	49 employed earning between \$9 and \$15 an hour	71 new cases with 43 obtaining employment earning between \$7-20 an hr. 52 completed employment class.
6. Support/Treatment (retired volunteer psychologist)	No Goal	20 in therapy with volunteer psychologist	85 in therapy with volunteer psychologist	No longer available due psychologist going back to work.
7. Transportation	No Goal	Did not track	599 Bus tickets	494 bus tickets
7. *Recidivism	66% to 45% in four years	331 with 18 returned 5.4%	134 with 13 returned 9.7% 7 returned = 5.2% From the 2006 core an additional 6 returned = 7.3%	571 in program with 45 returned since 2006 of program or 7.9%. (22 returned for new offenses or 3.9%) 106 with 9 returned or 8.5% (7 were sex offenders revoked for rule violations, 2 returned for new crimes) or 1.9% without sex offenders

*Average length of time from offense back to prison is 10 months. The recidivism rates are based on a 24 month experience. (Total clients since 2006 = 571 with 45 returned or a recidivism rate of 7.9%. Over 2,082 interviewed by the Journey Home initiative since 2006.) 2007 Dane County rate is 15%.

**United Way of Dane County
Safe Communities, Strong Neighborhood CST
2009 Roster**

Name	Affiliation
Deirdre A. Morgan, Chair	Warden, Oakhill Correctional Facilities
Maryann Sumi, Vice-Chair	Judge, Dane County Circuit Court
Chief Noble Wray, former Chair and <i>Ex-officio</i>	Chief of Police, Madison Police Department
Richelle Anhalt	Dane County Sheriff Dept
Kenneth B. Axe	Attorney, Lathrop & Clark Law Firm
Joseph A. Balles	Captain, Madison Police Department
Casey S. Behrend	Executive Director, Youth Services of Southern Wisconsin Inc.
Jule Cavanaugh	Assistant Regional Chief, Region 1, Department of Corrections
Ronald L. Chance	Dane County Human Services
Tyrone Glenn	Facilities Management, Dane County Courthouse
Gretchen R. Lowe	AFSCME Retirees Subchapter 52
Dennis Lynch	VP Healthcare and General Manager of Southern Operations, Miron Construction Co., Inc.
Todd J. McVey	Pastor, Good Shepherd by the Lake Lutheran
Sadie M. Pearson	Community Volunteer
John Pinto	Community Volunteer
Erna Reed	Community Volunteer
Meredith J. Ross	Clinical Professor of Law, University of Wisconsin Law School
Pat Schramm	Executive Director, Workforce Development Board
Thomas R. Solyst	Executive Director, Vera Court Neighborhood Center