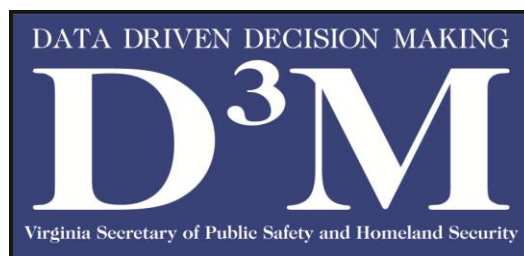# Prerelease and Post-Incarceration Services (PAPIS): Virginia Offender Reentry and Transition Services

Grant Application and Program Guide for FY 17&18 Funding

Virginia Department of Criminal Justice Services
1100 Bank Street, Richmond, VA 23219

INTRODUCTION

The Department of Criminal Justice Services (DCJS) administers general appropriation funds designated for the purpose of supporting the prerelease and post-incarceration services (PAPIS) programs. These funds are identified in the Appropriations Act as Offender Reentry and Transition Services. Applications for funding for Fiscal Years 2017 and 2018 are currently being solicited.

The Criminal Justice Services Board of the Department of Criminal Justice Services has approved funding certain prerelease and post-incarceration services programs with the use of State General Fund Grant monies. Programs requesting continued funding to support reentry and transition services must submit a grant application for the funding.

Purpose

This program supports prerelease and post-incarceration professional services and guidance that increase the opportunity for, and the likelihood of, successful reintegration of adults upon release from prisons and jails into local communities. PAPIS programs funded by DCJS should incorporate research-informed recidivism reduction practices into service delivery, with specific focus areas of assessing clients for risk and needs related to recidivism, evidence-based cognitive-behavioral programming, and targeting individual factors most strongly associated with the risk to reoffend. Prerelease and post-incarceration services should be designed in such a way that the program applies a service delivery model that is responsive to clients' risk and needs.

Prerelease services are intended to prepare clients for transition from incarceration to community. Jail pre-release services include assessment, reentry and transition planning, programming, information and referrals. Programming should focus on individual criminogenic needs and related areas of value to clients soon to be released. Prerelease services in state correctional institutions include collaboration with prison staff in developing reentry and transition plans for difficult placement cases, and connection with community services soon after release.

Post-incarceration services are provided to clients that have been recently released from incarceration and are intended to address the specific needs of individual clients after release from prisons or jails to support successful reintegration into the community and sustain crime-free lifestyles. Risk and recidivism reduction services must include assessment, cognitive-behavioral programming and interventions, information/referral, job readiness and employment services. Post-incarceration services also assist clients in obtaining stabilization and emergency services such as food, clothing, transportation, and shelter assistance.

Eligibility Requirements

Public or private nonprofit entities are eligible to receive this funding. There are currently nine reentry services providers supported by these funds. This grant program is open only to the current service providers. The following programs are eligible to apply for these funds: Colonial Community Corrections Transitional Services, Northern Neck Regional Jail Reentry & Transition Services, Northwestern Regional Adult Detention Center, OAR-Arlington, OAR-Fairfax, OAR-Jefferson Area, OAR-Richmond, STEP-UP, Inc., and Virginia CARES, Inc.

Funding

Restrictions: Indirect costs are not allowable. Grant recipients *may not* use these grant funds to:

- Purchase equipment unless it is a necessary part of, and incidental to, an approved project;
- Supplant or replace, in whole or in part, federal, state, or local funds already supporting current program services;
- Cover capital construction, renovation, or remodeling costs.

Requirements and restrictions on the expenditure of grant funds, where given, must be adhered to by the applicant.

Matching Funds: There are no matching funds required for this grant; however, in-kind support and matching funds are encouraged and must be shown in the budget.

Amount Available/Funding Limitations

There is no increase to the appropriated state funds available for this program; therefore, any significant sub-budget adjustments must be justified in the grant application. DCJS anticipates that total funds of $2,248,146.00 will be available beginning July 1, 2016. Applicants may request the same amount for each fiscal year as was awarded in FY16.

Funds shall not be used to duplicate the same services as described in the grant guidelines by multiple programs to clients residing in, or being released to, the same locality.

In the event that more than one applicant proposes to use funding to provide reentry services in the same geographical area, the applicant(s) must demonstrate that each is aware of and agree to this delineation of services, and a Memorandum of Understanding may be requested from each of the applicants.

Each applicant must describe the extent and type of services provided by each program to ensure that funds are not being used to duplicate services in one geographical area.

Any funds remaining as a result of avoiding duplication of services may be used by the program to provide services to a previously unserved jurisdiction(s).

Grant Period

Applicants will be funded for the grant cycle beginning on July 1, 2016 through June 30, 2018 (FY 2017 and FY2018). Separate budgets, budget narratives, and face sheets are required for each grant year.

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HOW TO APPLY

Applicants must adhere to all of the following applicant specifications for funding consideration:

1. Completed DCJS Grant Application must be *received by 5:00 p.m. on April 22, 2016.* Applications received after the deadline will not be considered. Applications must be submitted electronically by email to papis@dcjs.virginia.gov

   Please put the name of your program and your grant number in the subject line of the email. You will receive an automated reply once you email your grant. Early submissions are appreciated.

2. All parts of the application should a) be complete, b) comply with any page limitations, c) use the correct forms, and d) be submitted as one PDF with the name of your program and your grant number as the title of the PDF document (i.e., "OAR-Richmond 15S6375CC15" spaces are allowable) in the following order:

   - Application Face Sheet FY2017
   - Program Abstract (not to exceed 1 page single-spaced)
   - Program Description (not to exceed 10 pages)
   - Itemized Budget for FY2017
   - Budget Narrative for FY2017
   - Application Face Sheet FY2018
   - Itemized Budget for FY2018
   - Budget Narrative for FY2018

3. The Project Administrator (or designee with signatory authorization on file with DCJS) must be listed on the grant application face sheet.

Review Process
DCJS will base its review on the quality and thoroughness of the applications. The ability to use evidence-based reentry practices, current progress and planned implementation of research-informed and evidence-based practices, adherence to grant guidelines and conditions, and whether all reporting requirements are current will be considered during grant review.

Applicants will be advised if significant reductions in their proposals have been recommended and will be given an opportunity to provide additional supporting information for consideration by a subcommittee of the CJSB.

In addition to a project's performance, and the availability of funds, a key factor in determining eligibility for continuation funding will be compliance with grant financial and progress reporting requirements. **No current recipient of funding through this grant will be considered for continuation funding if, as of the continuation application due date, any of the required Financial or Progress Reports for the current grant are more than 30 days overdue.** For good cause submitted in writing by the grant recipient, DCJS may waive this provision.

Technical Assistance
For general grant application assistance, please visit the DCJS Grant Programs website and choose PAPIS to obtain proper grant application forms.

Otherwise, please contact Rebecca McNees at (804) 786-1165 or Rebecca.mcnees@dcjs.virginia.gov for questions regarding program requirements and application completion.

INSTRUCTIONS FOR COMPLETING THE GRANT APPLICATION

Application Face Sheet

Grant Program – prefilled *Offender Reentry and Transition Services*

Congressional Districts – Leave blank.

Applicant – Name of locality, public or state agency or private non-profit entity.

Faith Based Organization – Is the *applicant* a faith-based organization? "No" is checked.

Applicant FIN – Please provide the Federal Identification Number for the Applicant Agency.

Best Practice – Leave blank.

Jurisdiction(s) Served - List all localities (counties and cities) and correctional institutions (jails and prisons) served.

Program Title – Name of the transitional services/reentry agency.

Certified Crime Prevention Community – Leave blank.

Grant Period – date is prefilled.

DUNS Number – Provide the Data Universal Numbering (DUNS) Number. If you do not have a number for the locality or organization, please go to the website http://fedgov.dnb.com/webform.

Type of Application – "Continuation" is checked.

Rural, Urban or Suburban – Check all that apply to describe the applicant locality or localities.

Project Director, Project Administrator, and Finance Officer – Please provide the zip + four, e-mail address, fax number, and telephone number for each person.

> **Project Director –** The daily contact for DCJS regarding the operations of the agencies. If there is more than one, please attach additional contact information on a separate page.

> **Project Administrator –** The person who has authority to formally commit the applicant to complying with all the terms of the grant application. Usually this is the city, county or town manager, state agency director, or private non-profit agency director/president/CEO/executive board chair.

> **Finance Officer –** The person who will be responsible for fiscal management of funds.

Brief Program Description – Three to four sentences that briefly describe the project goals and services.

Program Budget Summary – Report the amount of state funds requested from the itemized budget forms by category (i.e. Personnel, Supplies and Other). Total all category budgets in the last column. Include the total local funds that support this project on the bottom line. All amounts must be rounded to the nearest dollar. The "Federal" column should be blank even if the applicant is receiving federal funds in addition to state funds. The federal funds, as well as funds from any other funding source, must be reported under Number 7 of the Itemized Budget.

Program Abstract

The program abstract should summarize the grant activities and deliverables for the twenty-four (24) month period of July 1, 2016 through June 30, 2018.

The program abstract should be written for the general public and should be titled "Program Abstract." The program abstract should be no more than one (1) page, single-spaced using a standard 12-point font (Times New Roman).

Program Narrative

The program narrative must be double-spaced, using a standard 12-point font (Times New Roman) and must not exceed 10 pages.

The program narrative must clearly describe the program's design and implementation, goals and objectives, capabilities and competencies, and the expected impact and outcomes for the clients, institutions, and communities served by the program.

Sections in the program narrative should address the following elements:

Program Design and Implementation:
- Clearly describe the scope of the problem which the program seeks to impact (e.g. number of clients released to the communities served and by which local and state institutions, specific barriers to successful reentry, gaps in programs and services in the geographic area, etc.);

- Describe the geographic area(s) to which clients served are returning;

- Provide a description of the program's recidivism reduction strategy to date;

- Describe the program's current ability to target services and resources to higher risk clients and consistent with individual clients' risk level and risk-reducing needs; and

- Describe the program's current ability to ensure service quality, consistency, timing, and dosage that align with the Risk-Need-Responsivity principles.

Goals and Objectives:
- Clearly articulate the program goals and objectives that align with the PAPIS Performance Measures established by DCJS and the PAPIS Coalition (see the document titled *Offender Reentry and Transitional Services* Performance Measurement Manual);

- Present a clearly articulated strategy to reach the stated goals. The strategy should include recommended/anticipated changes to policy and practice, a work plan with timelines to implement changes, and building support locally for changes; and

- Clearly describe the program's reentry services delivery model that provides distinct services based on risk level and needs (*Reentry Services Tracks*), the specific services provided, and how the target population will be identified.

Program Capabilities and Competencies:
- Describe the management structure and staff of the program;

- Describe executive and collaborative support to develop, deliver, and adhere to a risk/need driven reentry services program; and

- Describe the capability of the program (including collaborative partners and local reentry councils) to implement changes and evaluate the progress and impact of the program activities. This section should include the data collection capacity for the required performance metrics data as outlined in the Quarterly Data Reporting Form.

Impact and Outcomes:

- Identify the impacts, goals, and objectives anticipated for the program by establishing targets for the following performance measures (see the document titled Offender Reentry and Transitional Services Performance Measurement Manual for definitions of each measure):

    O3. Risk Reduction Rate

      Service Matching Rate for each of the sub-measures 3.1-3.7
    O4. Access to Social, Emergency, Transition, and Stabilization Services (annual fiscal year target)
    P1. Target Population
    P2. Prerelease Coordination Rate
    P3. Collaboration Rate
    P4. Risk Assessment Completion Rate

      Sub-measure 4.1 Risk Distribution
    P5. Risk/Needs Adherence Rate

      Sub-measure 5.1-Appropriate Client Placement
    P6. Program Retention Rate
    P7. Evidence-Based Programming Availability

- Describe any programmatic development or organizational implementation goals and objectives that the programs anticipates achieving over the next 24 months; and

- Describe how collaborative partnerships will be leveraged to build support and resources for the program activities.

For any subcontracted reentry services to other agencies or programs, targets must be established for each subcontractor providing direct reentry services.

Project Budget Itemization and Narrative

The overall project budget is a vital part of the grant application. The budget narrative should explain the reason for *each* requested budget item and provide the calculation basis for its cost. All requested items must be justified and related to the proposed project *or they may be deleted* from the budget and the total award reduced.

When completing the itemized budget forms and narrative budget, remember that:

- State funding portions of the budgets must match with totals given on the Application Face Sheet.

- All additional funds supporting this project must be included in the itemized budget in each line item, in Section 7 of the itemized budget form, and in the budget narrative. Additional funds include, but are not limited to, fees, local, federal, or other state funds supporting the project. Fees must be identified in Section 7 of the itemized budget form.

- All amounts must be rounded to the nearest dollar.

Provide clear, detailed information in the budget as follows:

1. **Personnel/Employees**
   a. Salaries: List each position by title on the itemized budget form (and name of employee, if available). Show the annual salary rate for the employee and the number of annual hours to be devoted to the project by the employee. (Job descriptions and qualifications of staff should be on file at the local agency.)

      Justify the necessity of creating new positions, and the workload must justify creating or maintaining full-time positions.

   b. Employee Benefits: Indicate each type of benefit included and the total cost allowable to employees assigned to the project. If this is percentage based, indicate the percentage.

2. **Consultants**
   a. For individuals to be reimbursed for personal services on a fee basis: List each type of consultant or service (with numbers in each category and names of consultants when available), the proposed daily fee rate, and the amount of time to be devoted to such services. Consultant rates may not exceed $650.00/day.

   b. For organizations, including professional associations and educational institutions, performing professional services: State the type of services being performed and estimated contract prices. Requests for contracted services and consultants will be very carefully screened. Consultant and contracting fees will be approved only when it is justified that the use of outside contract agencies and consultants will significantly and permanently enhance project effectiveness.

   c. Consultant Travel and Subsistence: This is generally not allowable for this grant program unless it is necessary, reasonable, and justified. These must be reasonable and adhere to the grantee's established travel policy. High mileage should be explained and justified.

   d. Description of each service contracted for and the name of the service provider.

   e. Total budgeted amount for each service and a per client/group cost.

   f. If services are contracted, include, as an *attachment*, a copy of a **current** Memorandum of Understanding (MOU) and/or contract (if a private provider is currently utilized and expected to continue) or a description of what the contract will include and a description of how the service provider will be or has been selected.

3. Travel

Itemize total travel expenses of project personnel by local mileage, non-local, and subsistence. Grantees must follow the state's travel policy *unless there is a written local travel policy*. The state allows reimbursement for actual reasonable expenses. Unless a local policy governs, mileage is reimbursed at the federal rate (currently 54 cents/mile). Transportation costs, such as air and rail fares, are at coach rates. Subsistence is paid according to a per diem rate. Justify travel by explaining its relevance to job duties.

4. Equipment

Equipment includes, but is not limited to, the purchase or lease of items such as office furniture, copiers, fax machines, telephones (but NOT line service), wiring, and cellular phones. Each major item to be purchased must be listed separately with unit cost. Each item to be leased or rented must be listed separately with the cost associated with the lease or rental. The budget narrative must explain the relevance of each item to the project. Items not justified may be deleted.

5. Supplies and Other Operating Expenses

All costs should be itemized within this category by major types with the basis for computation ("x" dollars per month, "y" dollars per person, etc.). If necessary, major expenses can be itemized within major categories in each subheading with justification in the narrative. Office rental costs must be reasonable and consistent with rents charged in the area. Supplies and Other Operating Expenses include, but are not limited to, the following:

Rent, utilities, telephone services, internet access/internet provider contracts, cellular phone services, office supplies (including printing expenses - do not separate), training, vendor maintenance contracts/agreements, postage, and/or special printing projects.

6. Indirect Costs

Indirect costs are not allowable for this grant program.

7. Cash Funds from Sources Other than Grant Funds Supporting this Project

Funds from sources other than this award, including project income, local or federal funds supporting the project must be included in the budget summary (and on the itemized budget and the narrative budget). Funds shown in this item are not governed by the terms, conditions, and assurances which apply to the grant award. Local funds and fees should be included on the Grant Application Face Sheet under the appropriate column. List source and amount of cash from the other sources (other federal or state grants, donations, private charities, etc.) that support this project.

Prerelease and Post-Incarceration Services (PAPIS):
Virginia Offender Reentry and Transition Services

Grant Application and Program Guide for FY 2017&2018 Funding

Program Description Supplemental Guidance

Purpose
This program supports prerelease and post-incarceration professional services and guidance that increase the opportunity for, and the likelihood of, successful reintegration of adults upon release from prisons and jails into local communities. PAPIS programs funded by DCJS should incorporate research-informed recidivism reduction practices into service delivery, with specific focus areas of assessing clients for risk and needs related to recidivism, evidence-based cognitive-behavioral programming, and targeting individual factors most strongly associated with the risk to reoffend. Prerelease and post-incarceration services should be designed in such a way that the program applies a service delivery model that is responsive to clients' risk and needs.

Prerelease services are intended to prepare clients for transition from incarceration to community. Jail pre-release services include assessment, reentry and transition planning, programming, information, and referrals. Programming should focus on individual criminogenic needs and related areas of value to clients soon to be released. Prerelease services in state correctional institutions include collaboration with prison staff in developing reentry and transition plans for difficult placement cases, and connection with community services soon after release.

Post-incarceration services are provided to clients that have been recently released from incarceration and are intended to address the specific needs of individual clients after release from prisons or jails to support successful reintegration into the community and sustain crime-free lifestyles. Risk and recidivism reduction services must include assessment, cognitive-behavioral programming and interventions, information/referral, job readiness and employment services. Post-incarceration services also assist clients in obtaining stabilization and emergency services such as food, clothing, transportation, and shelter assistance.

Research evidence for effective reintegration and recidivism reduction for reentry services include several key components of effective programs. These components include focusing intensive reentry services to those clients at higher risk for reoffending as indicated by validated, actuarial risk and needs assessment, employing comprehensive interventions that match the individual risk and needs of the client, providing programming that is cognitive-behavioral and aids clients in recognizing their antisocial behaviors, learning new skills and prosocial replacement behaviors, employing professional, appropriately trained, and qualified staff, and having a quality assurance and continuous quality improvement process in place to monitor the program staffs' ongoing compliance with standardized tools. For additional information about effective and research-supported reentry programs, please visit http://www.crimesolutions.gov/ and the What Works in Reentry Clearinghouse.

The primary objective of the PAPIS Programs is to reduce recidivism and increase successful reintegration for adults upon release from incarceration. Based upon reliable research findings, there are six fundamental principles[1] of evidence-based correctional practice that are widely accepted as strategies to reduce future criminal behavior.

Program Descriptions should address or include elements of all of the following:

1) Objectively Assess Criminogenic Risks and Needs: Maintain a comprehensive system to establish risk screening and needs assessment. The actuarial assessment of clients—in a reliable and valid manner—is essential for the effective treatment of people returning from correctional facilities (Andrews and Bonta, 2010). The levels of services for individual clients must be matched to individual risk and need.

2) Enhance Intrinsic Motivation: Staff must be able to relate to clients in interpersonally sensitive and constructive ways in order to enhance intrinsic motivation and program completion. Research findings suggest that motivational interviewing or other cognitive-behavioral communication techniques can effectively enhance the client's desire to initiate and maintain behavior changes (Miller and Rollnick, 2002; Miller and Mount, 2001).

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[1] Program Guidance is provided as established by the Bureau of Justice Assistance for programs funded with the intent to improve reentry services and reduce recidivism rates in recent Second Chance Act Recidivism Reduction grant programs.

3) Target Higher-Risk Clients: Programming resources both in the institution and community are reserved for moderate- and high-risk individuals (lower-risk individuals with high needs are connected with traditional service providers, rather than corrections-funded programs when possible). Measures are taken to ensure that statutorily required program participation related to conditions of release or completion of supervision does not result in placements that undermine the risk and need principles. Consistent findings from a wide variety of recidivism studies show that interventions and treatment resources focused on lower-risk clients produce little if any positive effect on the rates of subsequent criminal behavior (McGuire, 2001, 2002) and can at times increase the risk level of low-risk clients. Maximum benefit is gained when intervention resources are directed to moderate- and high-risk clients.

4) Address Clients' Greatest Criminogenic Needs. The greatest emphasis must be placed on addressing those needs which are most closely associated with criminal behavior. When the factors that lead the client to commit crimes are effectively addressed, that person is less likely to commit crime (Elliot, 2001).

5) Use Cognitive-Behavioral Interventions: These strategies are focused on changing the client's thinking patterns in order to change future behavior. The most effective interventions provide opportunities for participants to practice new behavior patterns and skills with feedback from program staff. (Andrews and Bonta, 2010)

6) Determine Dosage and Intensity of Services: Higher-risk clients require significantly more structure and services than lower-risk clients. The overall number of hours and intensity of treatment is tailored to sufficiently meet the needs of moderate- and high-risk individuals (200+ hours for high-risk individuals versus 100 hours for moderate-risk individuals). At least 40% of time per week should be spent in therapeutic tasks, which can also include work and school activities. Additionally, during the initial three to nine months post-release, 40%–70% of high-risk clients' free time needs to be occupied with delineated routine and appropriate services (Bourgon and Armstrong, 2006; Latessa, 2004; Gendreau and Goggin, 1995).

These recommended amounts can and should be coordinated with community supervision (probation) agencies for those clients released from incarceration with community supervision obligations. A recommended intervention schedule is provided in the Offender Reentry and Transitional Services (PAPIS) Performance Measurement Manual; Appendix B: Glossary.

Important Questions and Considerations from the Research:

- Program staff must understand the importance of working with *moderate- and high-risk* clients rather than low-risk clients in order to demonstrate that their program can decrease recidivism.
- The most effective organizational-change strategies involve supervision and coaching of staff to reinforce the expected way of doing business—training alone is not sufficient.
- Who are you targeting for your program?
- Do the risk and needs of your target population match the services and supports you have funded through your grant or you are proposing to fund through your grant application?
- When and how are the risks and needs of your target population assessed?
- Following the risk/need assessment, are the services and interventions developed with the client?
- Are these interventions based upon a systematic assessment of individual levels of risk and criminogenic needs?
- How are services coordinated for your target population as they move from the institutional phase, to the reentry phase, to the community phase?
- How is programming begun in prison linked to the programming that the client receives in the community?
- How are reentry and treatment resources prioritized for moderate and high risk clients?
- Are your interventions cognitive-behavioral based?
- Have staff members been trained to appropriately use cognitive-behavioral interventions and strategies?
- Do you collect case-level data on which of your program participants have (1) housing, (2) employment, (3) substance abuse treatment [if necessary], (4) mental health treatment [if necessary], and (5) social support?

References:

Andrews, D.A., and J. Bonta (2010). *The psychology of criminal conduct, fifth edition.* New Providence, NJ: Matthew Bender & Company, Inc.

Bourgon, G., and B. Armstrong (2006). Transferring the Principles of Effective Treatment into a "Real World" Setting. *Criminal Justice, 32*(1), 3-25.

Elliott, D. (2001). Youth violence: A report of the Surgeon General.

Gendreau, P. and C. Goggin (1995). Principles of effective correctional programming with offenders. Center for Criminal Justice Studies and Department of Psychology, University of New Brunswick, New Brunswick.

Latessa, E.J. (2004). The challenge of change: Correctional programs and evidence based practices. *Criminology & Public Policy*, 3(4), 547-560.

McGuire, J. (2002). Evidence-based programming today. Paper presented International Community Corrections Association Conference, Boston, MA, November 2002.

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Miller, W. and K.A. Mount (2001). "A small study of training in Motivational Interviewing: Does one workshop change clinician and client behavior?" Albuquerque, NM.

Miller, W. and S. Rollnick (2002). *Motivational Interviewing: Preparing people for change.* New York, NY: Guilford Press.