Virginia Prisoner Reentry Evaluation Programs

INTERIM REPORT

PREPARED FOR

Joint Subcommittee to Study the Commonwealth's Program for Prisoner Reentry to Society

Chairman of the Virginia State Crime Commission

Chairman of the Senate Finance Committee

Chairman of the House Appropriations Committee

PREPARED BY

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Interim Evaluation Report on the Virginia Prisoner Reentry Programs

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I. Executive Summary

Offender reentry programs in Virginia seek to assist adult and juvenile offenders transitioning back into their communities following incarceration or other correctional supervision. The goal of these programs is to help offenders obtain basic services, job placement, and educational opportunities so they may return to the community and lead meaningful, productive, and - most importantly - crime free lives.

In recent years, prisoner reentry in Virginia has received increased attention as correctional populations and correctional expenditures have increased. As a result, the 2007-2008 Budget Bill directed the Department of Criminal Justice Services (DCJS) to evaluate the effectiveness of Virginia's offender reentry programs in reducing recidivism. DCJS will provide the General Assembly with a report on the evaluation by October 1 of each year. Work on this evaluation study began in July 2007.

This is the first report of this evaluation study, and lays the groundwork for more detailed examinations of Virginia's reentry programs.

Specifically, this report contains the following:

- *An overview of national reentry programs and relevant initiatives in other states.* This review indicates federal reentry programs such as the Serious and Violent Offender Reentry Initiative, the Transition from Prison to Community Initiative, and Reentry Courts are having a positive impact toward reducing recidivism. Reentry programs in other states, including New York's "Stay'n Out" program and Oregon's Cornerstone program also show promise.

- *An overview of recent Virginia statewide reentry initiatives.* This review focuses on reentry initiatives by the Executive and Legislative branches, including the Prisoner Reentry Policy Academy established by Executive Order # 22 (2006) and the work of several legislative joint subcommittees studying prisoner reentry issues.

- *An overview of the offender reentry programs administered or operated by Virginia's state public safety agencies.* This review examines pre-release and post-incarceration reentry programs of the Departments of Correctional Education, Corrections, Juvenile Justice, Social Services, and Criminal Justice Services. The review also summarizes efforts currently underway by these agencies to evaluate the effectiveness of these programs.

- *A detailed examination of Virginia's Offender Reentry and Transition Services (ORTS) Program.* The ORTS program, grant funded and administered by DCJS, currently includes nine locally operated programs. The nine programs vary in the types and level of reentry services they provide, and each is tailored to the needs of offenders in the local community.

The main focus of this report is Virginia's ORTS program. The ORTS program is designed to "support professional services that increase successful reentry and reintegration into communities by incarcerated adult offenders." The ORTS program has the following goals:

- Assist and prepare incarcerated adult offenders to successfully reintegrate into society.

- Assist released adult offenders in locating and retaining employment.

- Assist released offenders with structured and supportive family and counseling services.

- Develop and maintain community support systems for adult offenders using volunteers and existing community agencies and services.

Although the ORTS programs are required to adhere to the program's purpose and goals listed above, they are encouraged to produce their own models that work best in their communities and address their particular regional needs and circumstances. The nine ORTS programs currently cover approximately 70% of the localities in Virginia.

DCJS is currently working with the ORTS sites to identify, develop and organize information required for evaluating both the processes whereby the programs provide services, and the impacts the programs have on improving reentry success and reducing recidivism. Over the next several years, DCJS intends to partner with ORTS, other reentry sites, and other Virginia agencies to develop an outcome evaluation methodology for adult reentry programs in Virginia.

During mid-2007, DCJS conducted site visits, surveys, and made other contacts with the nine ORTS programs to determine their "readiness for evaluation." For the process evaluation, this determination examined whether the sites have data to address basic questions about program implementation and operations. The review found that most of the ORTS programs were somewhat prepared for a process evaluation and that most had made progress in implementing their own process evaluations. The ability of the management information systems at the sites to provide data needed for the evaluation is a question, and will have to be examined further. Over the next year, DCJS will work with the ORTS sites to continue to improve their process evaluation methods and develop "best practices" documents based on their own experiences and those of other sites around the country.

DCJS will also develop a methodology for measuring the outcomes for each of the ORTS programs by determining if program participation, individual client characteristics, and program characteristics predict short, medium, and long term outcomes for each of the programs. The primary participant outcome measure will be recidivism – how likely are program participants to engage in criminal activity following their release. The study will use a broad range of recidivism measures, and will establish longitudinal parameters for measurement.

In addition to examining the impact of ORTS participation on recidivism, DCJS will emphasize a strength-based evaluation that focuses on multiple measures of success, such as educational attainment, employment success, family, stability, paying taxes, and other measures.

In addition to developing and conducting the detailed evaluation of the ORTS program, DCJS will continue to gather additional information on the characteristics and status of the various reentry programs administered or operated by the Departments of Correctional Education, Corrections, Juvenile Justice, Social Services, and Criminal Justice Services. Special consideration will be given to documenting and examining the evaluations previously or currently being conducted on these programs.

II. Report Authority and Purpose

The FY 2007-2008 Budget Bill contained the following language directing the Department of Criminal Justice Services to evaluate Virginia's prisoner reentry programs:

> Included in this appropriation is $100,000 the second year from the general fund for the Department of Criminal Justice Services to conduct outcome evaluation research to measure the effectiveness of existing programs administered by the Offender Reentry Transition Services Coalition, the Virginia Serious and Violent Reentry (VASAVOR) program, and similar reentry programs in Virginia and in other states, in reducing offender recidivism. This outcome evaluation research and measurement shall be performed under the Direction of the Secretary of Public Safety. An annual report detailing the results of this research, including the measures used to evaluate the effectiveness of these programs, shall be provided to the Joint Subcommittee to Study the Commonwealth's Program for Prisoner Reentry to Society, the Chairman of the Virginia State Crime Commission, and the Chairman of the Senate Finance and House Appropriations Committees by October 1 each year.
>
> (FY 2007-2008 Budget Bill)

To meet the reporting requirement, the DCJS Criminal Justice Research Center is providing this interim report. It provides an overview of all major reentry programs in Virginia, with a primary focus on the Offender Reentry Transition Services (ORTS) programs administered by the Correctional Services section of the Department of Criminal Justice Services. The ORTS programs are the focus of this report because little evaluation work has been done on them. This report provides a detailed examination of the Virginia ORTS programs, and serves as a planning document for an outcome-based evaluation to take place during the following year(s).

Other Virginia agencies such as the Departments of Corrections, Correctional Education, Juvenile Justice, and Social Services, administer reentry programs. To varying degrees, these programs have been or are currently being evaluated by their respective agencies. Future DCJS reports will examine these programs and evaluation efforts for them.

III. Review of National and Other State Reentry Programs

Why Reentry Matters

Nationally, most criminal justice initiatives in the past 30 years have focused on crime prevention and incapacitating offenders (Sherman et al. 1998). Prevention efforts have focused on disruption of early factors of crime causation, such as creating education and employment opportunities for youth and young adults and intensive aftercare programming for those involved in delinquency (Dryfoos and Dryfoos 1998; Coffey and Gemignani 1994; Altschuler and Armstrong 1994). Environmental prevention has focused on reducing the targets of opportunity for potential offenders and improving the physical condition of neighborhoods (Harcourt, B. E. Ludwig, J. 2006; Cozens et al. 2005; Virginia Beach 2000). New targeted policing methods, such as Community Oriented Policing Services, WEED and SEED, and hot spot policing, have led to increased arrests and incarcerations (Austin 2001; Davis et al. 2000; Novak 1999). Policy changes such as truth-in-sentencing and three-strikes laws have increased prison time for incarcerated offenders (Austin 2001; Ditton and Wilson 1999).

Higher incarceration rates and longer sentences have the benefit of removing dangerous persons from the community. But, eventually, most of them will leave secure confinement. How well these offenders succeed in reentering their communities as productive citizens is often difficult to assess. National data indicates that 52% of offenders released from prison in 1994 were back in prison within three years (Langan and Levin, 2002). It is clear, therefore, that the effectiveness of prisoner reentry programs is a significant issue.

Recidivism among those released from incarceration is a policy and public safety concern for Virginia. The reincarceration rate for offenders released for Virginia's prisons between 1998 and 2002 has averaged about 29% (Boone et. al. 2006). Over twelve thousand offenders are released annually from DOC prisons (Schnabel, pending). Assuming historical rates continue, over 3,700 of those released in 2006 will reoffend at a level serious enough to require a return to prison, according to DOC (Schnabel, pending). Obviously, it is in the interest of public safety to reduce the reoffense rate as much as possible.

Reentry programs seek to target or interrupt the primary causes of recidivism among released offenders. Some of these offenders will have "aged-out" or "bottomed-out" of criminal involvement while incarcerated (Gottfredson and Gottfredson 1992; Golub 1990). But many are habitual offenders with an ingrained "criminal lifestyle" (Gottfredson and Gottfredson 1986; Blumstein 1986). Associations with prison gangs (Moore, Vigil, and Garcia 1983) and the overall conditions of incarceration increase the chance of reoffending and lead to decreased social and emotional functioning (Haney 2002; Clear 1996). Offenders released from incarceration face social and economic barriers (Mauer 1995; King, 1993; Freeman 1992; Lowstein 1986). Additionally, those who are on supervised release are also more likely to be monitored and under police surveillance, which increases their likelihood of being caught if they do reoffend (Myers 1983). All of these factors, if left unaddressed, contribute to the overall reoffense rates.

Returning Home: Policy Research by the Urban Institute

In 2001, the Urban Institute conducted a pilot study that interviewed men and women in the Baltimore area who were returning to the community from Maryland's state prison. The study, "Returning Home: Understanding the Challenges of Prisoner Reentry" (Visher et al. 2004) has become a seminal piece of policy research in the reentry field and provided a glimpse at "reentry challenges faced by men and women released from prison. It has also identified factors that might influence post-incarceration success or failure, such as employment, substance use, individuals' expectations and attitudes, health challenges, criminal histories, and the family and community contexts awaiting [them on return]" (Boone 2006:17).

The Urban Institute study found that one-third of respondents were rearrested within six months of release (Visher et al. 2004) and their findings indicate that "those who were rearrested were younger, had more extensive criminal histories, and were more likely to engage in substance use both prior to incarceration and after release" (Boone 2006:23). The results of the Urban Institutes' Returning Home pilot study and their subsequent research series on reentry provided impetus to Federal reentry projects with the belief that reentry programs could reduce recidivism. In 2004, the Urban Institute provided a look at prisoner reentry in Virginia (Keegan and Solomon 2004). This report described people released from State institutions and examined the growth of this population over several years. The report also provided general descriptions of reentry supervision. It did not develop models of recidivism as related to specific program efforts in Virginia and limited its scope to the prison population only.

In 2004, the Urban Institute provided a look at prisoner reentry in Virginia (Keegan and Solomon 2004). This report provided a detailed description of people released from State institutions and examined growth of this population over several years. The report also provided general descriptions of reentry supervision. The report did not develop models of recidivism as it related to specific program efforts in Virginia and limited its scope to the prison population only.

Federal Programs

In recent years, Federal experience with drug treatment for incarcerated populations has lead to increasing awareness of the evidence-based merits of inmate rehabilitation (Harrison 2001; Cullen and Gendreau 2001; Petrosino 2001). As a result of the rising costs of offender warehousing and the inevitability of release of prisoners to local communities, Federal programs began implementing coordinated services for treatment, aftercare, and supervision—also known as "wrap-around care" (c.f., Northey 1997) for offenders returning from Federal prisons. In addition, the success of drug, gun, and domestic relations courts seeded the idea of additional supervision and assistance to all offenders returning from incarceration (Maruna and LeBel 2003; Tauber and Huddleston 1999). Programs that work with people transitioning from incarceration to local communities are examples of Federal and state efforts to reduce crime within communities by reducing offenders' subsequent criminal involvement after incarceration.

The term "Offender Reentry" encompasses a wide array of programs. Programs that prepare people who are coming from incarceration for life in local communities have become known at the Federal level as "Offender Reentry", or more simply just "Reentry". Reentry programs include those that provide services before the person leaves the institution (e.g., pre-release education programs), as the person is "stepped-down" from one incarcerated setting to another (e.g., prison to jail, jail to halfway house), and after a person is released from institutionalized care. This report focuses on the location of the services rather than the location of the individual. The term "pre-release" will include any program that provides services for reentry and is occurring in an incarcerated institutional setting, such as jails and prisons. The term "post-incarceration" will mean the cluster of reentry services provided to an offender after release from incarceration.

At the Federal level, there are three main programs specifically for reentry: The Serious and Violent Offender Reentry Initiative (SVORI); Transition from Prison to Community Initiative (TPCI); and Reentry Courts.

- **SVORI**: In 2003, the Office of Justice Programs (OJP) and the National Institute of Corrections (NIC) co-sponsored an effort to reduce re-offending during post-incarceration called the Serious and Violent Offender Reentry Initiative (Boone 2006:7). SVORI was established in all 50 states, the District of Columbia and the US Virgin Islands (Boone 2006). SVORI focuses on full wrap-around services including: job assistance, life skills training, educational opportunities, substance abuse treatment and

other aftercare services. SVORI is typically organized into three phases: the pre-release phase, the transitional or early post-incarceration phase, and the post-supervision phase (Boone 2006). In the pre-release phase, SVORI clients are identified, assessed and provided reentry planning. During pre-release and transition to step-down facilities (e.g., jails, half-way houses), SVORI clients participate in orientation and skills-based education as preparation for release (Boone 2006). In post-incarceration and post-supervision, SVORI clients are provided opportunities in the community to participate in classes and receive additional support services (Boone 2006).

- **TPCI**: In 2002, the NIC collaborated with the National Governors' Association (NGA) to develop Transition from Prison to Community Initiative as a pilot program (Boone 2006). The TPCI model targets reentry services for state prisoners only (Boone 2006). TCPI focuses on risk management and structured decision-making (Mitchell 2002; Boone 2006). The TPCI model consists of seven distinct elements:

  o   Assessment and classification, beginning when the offender is first incarcerated;

  o   Transitional accountability plans, spanning an offender's time spent incarcerated, on supervision, and on aftercare;

  o   Release decision-making, because setting a tentative release date as soon as possible is essential to scheduling other program components;

  o   Community supervision and services, based on risk and needs assessments and structured around the case management model;

  o   Responses to adjustment and achievements on supervision, in which violations result in an immediate, consistent, and proportional response, and accomplishments receive a uniform and appropriate positive reinforcement;

  o   Discharge from supervision, the end of the active portion of the criminal sanction; and,

  o   Aftercare and community services, to help clients find assistance from human service agencies, as needed (Mitchell 2002).

  Eight states participate in the DOJ/NIJ Transition from Prison to Community Initiative: Georgia, Indiana, Michigan, Missouri, New York, North Dakota, Oregon, and Rhode Island. Information on the implementation of TPCI in each of these states, and on TPCI in general, can be found on the National Institute of Corrections website, http://nicic.org/TPCIModel.

  Some states have reported positive results. Missouri indicates that twelve-month recidivism rates were 4.7% lower for program clients than for a comparable group of offenders (National Institute of Corrections 2007). Michigan reports a 20% improvement in prison returns for program clients, compared to a 1998 baseline rate (MDOC 2007). New York reports significant increases in the proportion of released offenders who have Social Security cards and birth certificates, a drop in the number of parolees living in the New York City shelter system, and a dramatic increase in the amount of supervision fees collected from the supervised population (required under New York law, for offenders who are financially able) (NYSCJS 2007). Outcome data for the other participating states were not immediately available.

- **Reentry Courts**: Reentry Courts are based on experiences from drug and gun courts where the judge has management authority over the caseload, case management, and participation of the client in particular programs and treatment, as well as some of the aftercare supervision (OJJDP model program guide website: Reentry Courts; Washousky and Pirowski 2003; National Drug Court Institute

1999). Judges make the final determination of when the program client is successfully reintegrated back into society (Washousky and Pirowski 2003). Reentry Courts are, in essence, a mechanism to maintain judicial discretion and control over offenders after their release from incarceration. They are intended to be diversionary but clients are given the clear message that they will be returned to incarceration upon non-compliance.

Examples of reentry courts are in San Bernardino County, California; Uinta County, Wyoming; Los Angeles County, California; Broward County, Florida; and Nevada Prison Release. (Tauber and Huddleston 1999; see also http://www.dsgonline.com /reentry_court.htm).

At the same time, a significant body of research on drug-involved criminal populations indicates intervention programs in an incarcerated system leads to lower likelihood of recidivism, fewer post-incarceration offenses, and reduced severity of later offenses (Belenko et al. 1998; Early, 1996; Wexler 1994; Anglin and Hser 1990). Research on treatment for drug involved offenders also indicates significant cost savings to state and local government (Martin et al. 1999; Griffith et al. 1999; but see DiIulio and Piehl 1991) as well as the general public and businesses (French 1995). Given that Federal research has consistently found a high level of drug involvement among incarcerated populations (Mumola 1999; Belenko et al. 1998), these findings suggest reentry programs may be a useful tool in reducing crime in post-incarcerated populations.

Other States' experiences support the conclusion that reentry efforts do lower recidivism rates. A review of New York's "Stay'n Out" pre-release program for drug involved inmates suggests fewer parole violations and a lower chance of rearrest, reconviction, and reincarceration for program clients, compared to those who did not participate (Peters & May 1990). An evaluation of Oregon's Cornerstone program demonstrated an increase in several resiliency factors, such as self esteem, the ability to cope with stressful situations, and social competence (Field 1985; Field 1989).

The Virginia DOC found, in a 2006 quasi-experimental study, that offenders who had participated in a reentry program had significantly fewer felony arrests than a control group (Boone et. al. 2006). Similarly, the Virginia Department of Juvenile Justice (DJJ) has found that young offenders who participated in specialized correctional center programs, designed to improve their ability to succeed upon release, were less likely to be rearrested, reconvicted, or re-incarcerated (DJJ 2007).

Characteristics of Successful Programs

The 2004 NIC report, "Releasing Inmates from Prison, Profiles of State Practices", provides a summary:

Contacts with state corrections officials throughout the U.S. confirmed that every state is taking some initiative to revise and improve the process for preparing inmates for release from prison and the delivery of post-incarceration services. At a minimum, some states are using federal grant funds to target younger, higher risk inmates for more intensive institutional release preparation and aftercare services. Some states, however, have expanded "reentry" or "transitional" initiatives beyond changing the activities at the end of inmates' prison terms. Those states are engaged in major organizational or systems changes that identify inmates' success after release as a systems' goal.

Indicators of these organizational and systems changes within state corrections include the following activities:

- Agency mission and vision statements are being modified in some states to reflect emphasis on preparing inmates to lead crime-free lives or to improve reentry efforts.

- New offices or administrative positions are being established in some agencies to develop and coordinate reentry efforts.

- Some states are establishing new reentry or transitional specialist positions in prisons and the field to coordinate reentry services.

- Corrections agencies are more effectively reaching out to other governmental and community groups to partner with corrections in addressing offender needs.

- New offender assessment instruments, release planning procedures, and programs with a sharper focus on reducing criminal behavior are being developed.

- Some states are integrating institutional programs, release decision-making, and field services for more effective offender management and transition to communities.

Contacts with state corrections officials also identified some forces that are restricting progress toward developing better reentry processes and improving success rates of released inmates.

- The corrections' organizational culture and justice policy emphasis in recent decades has been more supportive of punitive approaches toward offenders and managing risk through monitoring and controls. There is some staff resistance to balancing these approaches with treatment interventions and a new emphasis on more supportive approaches.

- Corrections agencies are attempting to initiate new reentry programs at a time when states are under significant fiscal strains and unable to support new programmatic efforts.

- Society in general is resistive to integrating offenders back into society. Laws and policies often limit housing opportunities, employers are reluctant to hire ex-offenders, and resources for sex offenders, mentally ill, and other high-risk offenders are limited.

- Officials assigned to coordinate new reentry initiatives sometimes lack the information or support systems to assist them with the challenges they face in changing systems.

(Linke and Ritchie 2004:3)

Various other national reviews of programs have generally found that programs that reduce recidivism have the following criteria:

- Programming based on offender risk, needs, and willingness to participate (Petersilia 2004; Cullen and Gendreau 2000; Andrews and Bonita, 1998);

- Services in a controlled setting for an extended period of time (e.g., 9-12 months) (Harrison and Inciardi 2000; Inciardi 1999; Wexler 1994; Murray 1992);

- Focused on behavioral change/modification rather than psychotherapy (talk therapy) (Illescas et al. 2001; Cullen and Gendreau 2000);

- Step-down programming—that slowly reduces the level of supervision and forced structure (Seiter and Kadela 2003);

- Wrap-around services that extended to all parts of the inmate's life (Peters and May 1992; Chaiken 1989);

- Supportive aftercare services rather than intensive and punitive supervision (MacKenzie and Hickman 1998);

- Follow-up services and monitoring (Peters & May 1992).

In February 2000, the DCJS Criminal Justice Research Center released a report for the Senate Finance Committee that reviewed the literature on prison-based substance abuse treatment options. The review notes that education and counseling services within an incarcerated setting, such as therapeutic communities, have little contribution to the overall outcome of the offender unless coupled with more intensive treatment efforts. Their review also posited that, at least for substance-involved, incarcerated offenders, community aftercare was critical to success of the offender on release to the community. In short, the review found that a comprehensive approach - where the full array of life problems are addressed over the continuum of care - was the most effective at improving outcomes for substance involved, incarcerated offenders (Houston and Willard 2000).

The findings from the NIC report and other studies will be important to the DCJS process evaluation of the ORTS reentry programs in Virginia. Where appropriate, DCJS will identify how individual programs compare to these national findings, and whether the barriers noted by NIC are present in these programs.

IV. Statewide Virginia Reentry Initiatives

Although prisoner reentry has long been a concern for correctional and public safety officials in Virginia and nationally, reentry has received increased attention in the last decade. The reasons for this increased concern were outlined in a recent initiative launched by the National Governor's Association's Center for Best Practices. Reasons for these concerns cited by the NGA included:

- The national state prison population is more than 1.3 million, and more than 670,000 inmates are released from state prisons annually. Nearly two-thirds of them are rearrested with three years of release.

- States spent an estimated $43.4 billion on corrections in 2005. Reducing prisoner recidivism rates can help reduce these expenditures.

- Prisoners returning to society face many challenges that can increase their chances of re-offending. These include finding housing and employment, reconnecting with families, and dealing with mental health and substance abuse problems. Helping prisoners deal with these issues can help reduce recidivism.

- Prisoner reentry has social effects that go beyond just the effects on the individual returning to the community. There are effects on the children and families of returning prisoners, effects on the (often disadvantaged) communities to which they return, and effects on public health due to increased incidence of communicable diseases, mental health problems, and substance abuse problems.

Due to increased concerns about the problems and challenges posed by prisoner reentry, in recent years both the Executive and Legislative branches have taken additional steps to examine and improve the prisoner reentry process in Virginia. Much of the focus of these examinations has been on providing a comprehensive understanding of scope and nature of the many reentry activities being conducted in Virginia. Three of these state level examinations of reentry activities are described below: The Virginia Prisoner Reentry Policy Academy, legislative subcommittees studies of prisoner reentry, and the Catalog of Prisoner Reentry Programs in Virginia.

Virginia Prisoner Reentry Policy Academy

In July of 2003, Virginia joined with six other states and the National Governor's Association to form a reentry policy academy to effectively prepare inmates for a successful transition into their communities. In June 2006, the Virginia Prisoner Reentry Policy Academy was formally established by Executive Order Number 22. The Academy is lead by the Secretary of Public Safety and is comprised of representatives from more than twenty state agencies and offices, as well as from local services agencies, faith-based groups, and the General Assembly.

In stressing the importance of the reentry issue, the Executive Order stated "It is essential that Virginia continue with its efforts of fostering a successful transition of offenders into their communities, and reducing the rates at which they are returned to prison. If we improve their chances of acquiring and maintaining work and housing, it will significantly reduce the probability of offenders returning to a life of crime, which in turn would significantly enhance public safety."

Specifically, Executive Order 22 gave the Policy Academy the following responsibilities:

- Provide on-going coordination at the executive level of reentry initiatives across the state.

- Explore programs that will aid with the offender reintegration.

- Address policies and practices that impede successful reintegration.

- Work collaboratively to implement new policies and procedures.

- Submit a status report of actions taken to improve offender transitional and reentry services to the Governor and General Assembly by November 15 of each year.

In November of 2006 the Secretary of Public Safety submitted the first required status report on the activities of the Academy, and noted the following accomplishments:

- The Reentry Academy met in October 2006 at the Greensville Correctional Center. The agenda addressed prisoner reentry from the national, state and local level. In addition to Academy members, attendees included members of the SJR 126 Subcommittee studying the Commonwealth's Program for Prisoner Reentry into Society, the General Assembly, Supreme Court of Virginia, Law Enforcement and Community Advocacy Groups.

- The meeting provided on-going executive level coordination of reentry initiatives across the state. Representatives of local reentry planning councils from five Virginia communities discussed their plans for implementing local pilot programs to test the implementation of recommendations developed from Virginia's participation in the National Governors Association Policy Academy on Prisoner Reentry. Staff from the Departments of Juvenile Justice, Correctional Education, Corrections, and Virginia Correctional Enterprises emphasized the effort each agency is making toward successful transition of offenders back into the community. Policies and practices that impede the process were also addressed. A representative from the Local Community Corrections Act Programs and Offender Reentry and Transition Coalition (formerly known as PAPIS) outlined the efforts of such programs in aiding with offender reintegration.

- The Office of the Secretary of Public Safety announced Virginia's intention to seek financial support for these activities through funds available from the U.S. Department of Justice Prisoner Reentry Initiative (PRI) Grant. At the direction of the Secretary, DCJS applied for the PRI grant. (In September 2007, DCJS received word that it was awarded a PRI grant of about $300,000. This funding will be used to supplement the Richmond and the Norfolk Reentry Pilot Program sites.)

In April 2007, the Policy Academy and DCJS conducted *Coming Home: Building Reentry Capacity Through Community Collaboration*, a statewide conference which brought together those involved with reentry on the national, state and local level. The conference provided informational and educational sessions designed to stimulate ideas, as well as networking opportunities designed to advance collaboration on all levels. Specific topics covered at the conference included housing, mental health and substance abuse issues, family and community issues, and the Virginia Reentry Pilot Programs (For additional information and materials from the Coming Home Conference, go to http://www.publicsafety.virginia.gov/Initiatives).

Since then, key members of the Academy have met to continue information exchanges and updates on reentry activities. Members of the group include representatives from the Office of the Secretary of Public Safety and state agencies including the Departments of Corrections; Correctional Education; Criminal Justice Services; Juvenile Justice; Social Services; and Mental Health, Mental Retardation and Substance Abuse Services. An updated status report on the Academy's activities is expected in fall of 2007. (For additional information on the Policy Academy, go to http://www.publicsafety.virginia.gov/Initiatives/PrisonerReentryAcademy/index.cfm).

Legislative Subcommittee Studies
Senate Joint Resolution Number 273 (2005)

SJR 273 established a joint subcommittee "to study the Commonwealth's program for prisoner reentry to society." The subcommittee was composed of 14 members consisting of two members of the Senate, four members of the House of Delegates, two nonlegislative citizen members of a faith-based or other nonprofit organization working with offenders, and two representatives of local government or members of an organization that provides services to victims of crime. Ex-officio members included the Secretary of Public Safety, the Director of the Department of Corrections, the Superintendent of the Department of Correctional Education, the Commissioner of the Department of Mental Health, Mental Retardation and Substance Abuse Services, the Commissioner of the Department of Social Services, and the Commissioner of the Virginia Employment Commission (or their designees).

In conducting its study, the joint subcommittee was directed to continue the work of the Virginia Prisoner Reentry Policy Academy in identifying and developing strategies to address key needs and overcome barriers for offenders, prior to and upon leaving prison, to reduce the incidence of reincarceration and increase their successful social adaptation and integration into their communities.

Activities of the joint subcommittee during its 2005 meetings included the following:

- Received information about Virginia's approach to prisoner reentry as a result of its involvement in the Policy Academy.

- Received presentations on the key needs for successful reentry: stable employment, stable housing, mental health and substance abuse treatment, and family reintegration and support.

- Requested presentations on the therapeutic community programs run by DOC, federal faith-based initiatives relating to offenders, and mentoring programs for prisoners who are transitioning back into communities.

At the conclusion of its work, the joint subcommittee accepted and endorsed the following budget recommendations:

- Provide funding to the Department of Social Services for the Virginia Reentry Pilot Program.

- Budget language requiring the Secretary of Public Safety to report annually on the status of reentry programs.

- Provide funding to DOC for additional Community Day Reporting Centers.

- Budget language directing DSS to maximize federal funding available through the federal Second Chance Act of 2005 for prisoner reentry services.

- Provide funding to DOC for Community Corrections for mental health treatment services for those requiring mental health services after release from prison, and to help prevent those on probation from reoffending.

- Provide funding for jail programs through which offenders would return to their communities for reintegration services prior to release from incarceration.

The joint subcommittee also accepted and endorsed the following legislative recommendations:

- Legislation directing the Department of Housing and Community Development, with the Virginia Housing Development Authority, to develop a strategy for developing and implementing housing programs and community development for meeting the needs of formerly incarcerated persons.

- Legislation directing DOC to arrange for all offenders committed to DOC to receive the following documents upon their release from custody: summary medical records and records necessary for continued medical treatment after release, a physician's summary for anyone receiving medical treatment or needing treatment at the time of his release; verification of the individual's work history while in custody; and verification of all education and treatment programs completed while in custody.

- Legislation allowing DOC to give certain nonviolent prisoners the opportunity to participate in a residential community program, work release, or a community-based program.

- Legislation directing the Secretary of Health and Human Resources, with the Secretary of Public Safety, to establish an integrated system for coordinating the planning and provision of services for children with incarcerated parents among and between state, local, and nonprofit agencies, to provide the services needed to continue parental relationships with the incarcerated parent, where appropriate, and encourage healthy relationships in the family and community.

- The joint subcommittee also endorsed a joint resolution continuing the study for another year to follow up on items introduced or funded in this budget cycle, and recommended that the Attorney General of Virginia or his designee be added to the subcommittee.

More information on the work of the SJR 273 committee can be found in Senate Document No. 9 (2006) *Commonwealth's Program for Prisoner Reentry to Society* at http://leg1.state.va.us/.

Senate Joint Resolution Number 126 (2006)
SJR 126 continued the Joint Subcommittee Studying the Commonwealth's Program for Prisoner Reentry to Society established by SJR 273. It also added a representative of the Attorney General's office to the subcommittee.

The joint subcommittee was directed to continue to identify and develop strategies to address key needs and overcome barriers for offenders, prior to and upon leaving prison, to reduce the incidence of reincarceration and increase their successful social adaptation and integration into their communities, to identify and develop strategies to overcome the adverse effects of incarceration on children, families, communities, and the economy, and to monitor any budget provisions and changes in the law recommended over the past year to ensure maximum effectiveness.

Activities of the joint subcommittee during its 2006 meetings included the following:

- Reviewed its prior recommendations, proposed legislation, related legislation considered during the 2006 session, and recent budget amendments that impact prisoner reentry.

- Received information on the status of the work of the Virginia Prisoner Reentry Policy Academy.

- Received presentations on successful non-profit and faith-based approaches to reentry upon release.

- Received, at its public hearing, testimony from citizens who shared their experiences and provided suggestions to prisoner reentry in Virginia.

- Heard a summary of status reports on prisoner reentry and career training programs required by the 2006 Appropriations Act.

- Received presentations on the Virginia Parole Board, church involvement to reclaim former offenders, and technology to improve inmate visitation.

- The joint subcommittee staff released proposals for public comment on eight   subjects: 1) Driver's Licenses and Identification; 2) Debt Load and Child Support Arrearages; 3) Financial Provision upon Release; 4) Parenting and Life Skills; 5) Health and Mental Health Treatment of Inmates; 6) Educational Preparation for Reentry; 7) Employment Opportunities; and 8) Visitation Programs at Correctional Centers.

The work of the joint subcommittee was continued into 2007/2008 with SJR 327 (2007). More information on the work of the SJR 126 committee can be found at http://leg1.state.va.us/.

Senate Joint Resolution Number 327 (2007)
SJR 327 continued the previously established Joint Subcommittee Studying the Commonwealth's Program for Prisoner Reentry to Society. SJR 327 recognized the establishment and work of the Virginia Prisoner Reentry Policy Academy in 2006, and Executive Order 22 (2006); and that the joint subcommittee required time to confer with representatives of the Virginia Prisoner Reentry Policy Academy and to synthesize the recommendations and its proposals prior to determining the necessity for policy, fiscal, and legislative changes.

In conducting its study, the joint subcommittee was directed to: (i) process its proposals for discussion to offer appropriate recommendations therefrom; (ii) monitor the work of the Virginia Prisoner Reentry Policy Academy and its pilot programs; (iii) receive the report and recommendations of the Academy regarding the results of the pilot programs; and (iv) synthesize the joint subcommittee's proposals and the Academy's recommendations and recommend such feasible and appropriate alternatives that may reasonably facilitate the successful reintegration of prisoners in their communities. In addition, the joint subcommittee shall (i) evaluate the existing education program for prisoners in Virginia, including the advantages and benefits of the program for prisoners, their families, and the community, and its effect on recidivism; (ii) identify program needs, including ways to accommodate more inmates, and recommend solutions; (iii) review prisoner education programs in other states; (iv) consider financial aid alternatives to assist inmates in accessing college, and ways to fund college education programs for prisoners in the Commonwealth; (v) examine the relationship between poor educational opportunities, delinquency, unidentified learning disabilities, and crime; and (vi) determine the number of inmates with learning disabilities, and the average reading level of inmates in state and local adult and juvenile correctional institutions.

The subcommittee is continuing to meet throughout 2007. It was directed to complete its work by November 30, 2007, and to submit an executive summary of its findings and recommendations by the first day of the 2008 General Assembly session. More information on SJR 327 can be found at http://leg1.state.va.us/.

Catalog of Prisoner Reentry Programs
In 2007, the Best Practices Division of the Department of Planning and Budget compiled a Catalog of Prisoner Reentry Programs in Virginia. The catalog was requested by the Secretary of Public Safety as an aid to understanding the nature and scope of reentry programs across the state, and includes programs operated or administered by the Departments of Corrections, Correctional Education, Criminal Justice Services, Juvenile Justice and Social Services.

The catalog includes summary information on 75 prisoner reentry programs across the state. The catalog provides information on the following aspects of each program:

- Program Name,
- Agency Operating/Administering Program,
- Program Location(s),
- Whether Program is Pre-Release or Post-incarceration,
- Number of Program Staff,
- Program Funding Source,
- Whether Program Serves Adults or Juveniles, and
- Program Intent.

The catalog will be submitted to the Secretary of Public Safety in Fall 2007.

V. Virginia Agency Reentry Initiatives

Several state agencies provide reentry services to adult and juvenile offenders. The Departments of Correctional Education, Corrections, Juvenile Justice, Social Services, and Criminal Justice Services each make some level of reentry services available, either by operating the programs or by providing funds and administrative oversight. These reentry programs can be loosely referred to as "Pre-release Programs" and "Post-incarceration Programs", but it should be understood that many programs provide some levels of services to offenders both before and after release from incarceration.

The following describes these programs in a summary fashion, grouped according to the state agency with major responsibility for operation or oversight of the program. These summaries are not intended to provide "evaluations" of how well these programs are achieving their goals of improving reentry. Many of these programs have been previously evaluated to some degree, or are currently being evaluated, by the operating agencies or others. Where evaluations have previously been conducted on these programs, it is noted that the evaluations occurred. These methods and findings of these evaluations will be examined in greater detail in future reports.

Department of Correctional Education
The Department of Correctional Education (DCE) mission statement is "To provide quality educational programs that enable incarcerated youth and adults to become responsible, productive, tax-paying members of their communities." As such, most activities and programs conducted by DCE can be considered a reentry program, or at least directed toward the goal of improving the chances that an offender released from incarceration will successfully return to society.

DCE seeks to attain these goals by offering an array of programs in all of the major juvenile and adult correctional facilities, and programs in many adult community corrections sites. At the Department of Corrections, DCE currently has programs operating in 33 major correctional institutions, 12 correctional units, four correctional work/pre-release centers, six detention centers, three diversion centers, and nine day reporting centers.

Adult schools offer academic programs including functional literacy, adult basic education, preGED and GED classes, and a limited number of postsecondary programs. A variety of career and technical programs are operated in both juvenile and adult facilities. DCE also offers apprenticeship programs in 31 trade areas and at 23 adult correctional facilities and eight trade areas at four juvenile correctional facilities. DCE also offers secondary education academic programs at all juvenile facilities.

Pre-Release Reentry Programs
Adult Transition Education Program

The Adult Transition Education Program is a multi-faceted approach designed to foster successful transitions from prison to society for incarcerated adults within twelve months of release. The program includes three major components: the Productive Citizenship Program, the Parenting Education Program, and Cognitive Skills.

- The Productive Citizenship (PC) Program is the largest component of DCE's educational programs, and was developed to coordinate the varying educational curricula that previously were spread across different agencies. Consisting of both pre- and post-incarceration components, the program was pilot-tested in 2001, and is now available at every facility in Virginia at which inmates are preparing for their

release. 43 sites are involved, including pre-release settings at 27 Correctional Institutions and Centers, three Detention Centers, and four Diversion Centers. Additionally, the sites include post-incarceration settings at nine Day Reporting Centers/Drug Courts. Ongoing coordination and oversight of the program is shared by the Department of Correctional Education and the Department of Corrections, and DOC counselors conduct the PC in facilities in which DCE does not have positions.

The Mission Statement of the Productive Citizenship Program is to provide, "Critical transition education to offenders preparing for their release from incarceration, affording them the skills and knowledge that will enhance their chances of making a successful transition to their communities."

The program teaches functional life and social skills. Another component of the program is community-based and involves recruitment of program resources, identification of potential employers, and post-incarceration follow-up with program completers.

Other major components of the program include making referrals to local ex-offender assistance agencies in the community, locating potential employers, recruiting employers to participate in job interview events, and marketing DCE students as talented potential workers to employers and workforce development organizations.

Some of the components of the PC program includes changes in society (while incarcerated), communication and problem solving, dealing with emotions, healthy living and healthy sexuality, employment, banking and money management, securing housing and transportation, family matters, active parenting, family legal issues, substance abuse, resources and referral, and making it on supervision.

The program operates on a minimum 12-15 week cycle, with at least 40 contact hours per student per class cycle. Students complete a Transition Portfolio (containing a resume, copies of academic and vocational transcripts and certificates, a completed job application, a list of community resources, etc.), receive a standardized transcript and certificate, and participate in mock job interviews.

The Productive Citizenship Program also includes a "Fast Track" Program and WorkKeys Assessment/ Career Readiness Certificates. The Fast Track program provides limited services to inmates who are nearing release and have not been able to participate in the full core program. The WorkKeys assessments are provided to inmates who are nearing their release dates, and evaluate work readiness skills.

o *Job Interview Events* are a subcomponent of the PC offered at six locations, including pre-release settings at 3 Correctional Institutions and Centers, 1 Detention Center, and 1 Diversion Center, and in a post-incarceration settings at 1 Day Reporting Center/Drug Court. The events are offered as an extension of the Productive Citizenship Program.

   These events are designed to help prepare offenders for job interviews by practicing job interview skills. Employers are invited to attend these events to perform practice interviews with offenders nearing release. Students receive feedback on their interviewing skills, gain confidence, and learn that some employers are willing to hire workers with criminal records. Many offenders have reportedly received provisional job offers from employers at these events.

   During FY 2006-2007, 531 inmates participated in Job Interview Events.

• The Parenting Education Program is a pre-release program offered at twelve correctional institutions and centers. The course provides participants with information to build skills and knowledge about effective parenting. Topics covered by the program include communication, parental legal rights, and responsibilities while incarcerated. During FY 2006-2007, 199 inmates completed the program.

- Cognitive Skills is the smallest program offered by DCE, and can be offered early in an inmate's career at DOC or as the inmate nears release.

    o *Cognitive Skills - Problem Solving* is a pre-release program offered at one correctional institution. The program covers skills for effective communication and problem solving. Offenders are taught to identify and control their physical, mental and emotional reactions to stressful situations. During FY 2006-2007, 74 inmates completed the program.

    o *Cognitive Skills – Workwise* is a pre-release program offered to female offenders at two correctional institutions and centers. The program is a three-part course designed to prepare offenders for employment following release. The course curriculum includes: Pathfinders, Computer Literacy, and Employability Skills. During FY 2006-2007, 51 inmates completed the program.

In addition to adult educational services, DCE also provides services to young offenders in the juvenile correctional centers. DCE currently has seven schools in the juvenile correctional centers and reception and diagnostic center operated by the Department of Juvenile Justice.

Offenders in the care of DJJ receive education that meets the same standards as schools in the local public school districts. In addition to these basic education services, DCE partners with DJJ to provide the Youth Industries program, in which young offenders learn employability and job skills. For more information about Youth Industries, see the description of Department of Juvenile Justice reentry programs.

More detailed information about reentry programs at the Department of Correctional Education can be found at http://www.dce.virginia.gov.

Evaluation of DCE Reentry Programs
In 2003 the University of Cincinnati conducted a limited evaluation of DCE's Cognitive Skills programs. Findings indicated some positive aspects of the program for participants, including a reduction in the number of infractions, a reduction in depression scores, an increased likelihood of receiving commendations or awards for accomplishments, and overall favorable ratings of the programs by participants. The significance of the results was limited due to the small sample sizes used in the study.

In 2004 DOC and DCE published a preliminary program evaluation report on the Productive Citizenship program. The study compared recidivism and employment for participants who completed and did not complete the program. Results showed that participants who completed the program were less likely to recidivate (defined as a recommitment to DOC). No meaningful difference was found between completers and non-completers in measures of employment following release. This study is considered preliminary due to limited samples of offenders used and difficulty encountered in obtaining complete measures for the offenders studied.

Department of Corrections

DOC offers a range of programs and services to more than 30,000 state prisoners that support the effective operation of facilities by constructively occupying otherwise idle inmate time and reducing unrest. Programs also provide those inmates who choose to change criminal behaviors with meaningful opportunities for positive growth.

Prison programs are aligned within the Department so that inmates with long sentences or behavior problems (those housed in maximum or close custody prisons) receive programs that promote positive prison adjustment. Those inmates nearing release (those housed in medium or minimum custody facilities) receive programs aimed at reducing recidivism by providing services to improve their reentry into the community.

DOC Pre-release Reentry Programs

DOC offers the Productive Citizenship program at all of its institutions, and participation is mandatory for all offenders within 12 months of their release. The program provides basic life skills information. Details on the Productive Citizenship program were provided in the previous description of programs offered by the Department of Correctional Education.

In 2002, DOC began a program to initiate pre-release partnerships with local jails to provide reentry transition services to offenders Under DOC's Offender Jail-Based Reentry Program, state responsible offenders are returned to the jail in the community to which they will be released. They are then provided transitional education and programming to effect a smooth transition to society. The program is designed to reestablish the offender with his community and family, and provide easy access to those who will provide supervision and job development skills. Offenders who qualify for the work release program will be placed in that status for a minimum of 45 days and may remain on work release for up to eight months. There are 15 such programs in Virginia jails. Through the Virginia Serious and Violent Offender Reentry Initiative (VASAVOR), similar but more intensive programs are available in Fairfax and Newport News for serious and violent offenders, giving this hard-to-place population of offenders an opportunity to connect with their supervision officer and begin to receive services while in a local jail setting.

In 2007, DOC, in partnership with the Department of Social Services, began operation of the Virginia Prisoner Reentry Pilot Programs. Five pilot programs currently operating across the state will allow for testing and evaluating the implementation of the recommendations and strategies developed from Virginia's participation in the National Governors Association Policy Academy on Prisoner Reentry. Pilot program results will assist in decision making on the most cost-effective methods to approach delivery of pre-release and post-incarceration reentry services. Directors of local departments of social services bring together representatives of public and private agencies, businesses, community-based service providers and faith-based organizations to form a local reentry council. These councils develop a reentry plan for their locality that identifies resources available, methods for interagency coordination and implementation of policy academy recommendations. More detailed information on the Reentry Pilot Programs is provided in the discussion of reentry programs operated by the Department of Social Services.

Project SOAR (Supporting Offenders After Release) is a volunteer partnership between the Virginia Department of Corrections and the faith community. The program provides reentry life skills training, mentoring, and referrals to necessary community resources. The program is offered to nonviolent offenders (males and females) who are within 150 to 210 days of release. Offenders must complete a ten week faith-based Reentry Life Skills curriculum prior to release to be matched with a mentor. Upon completion of the course the offender is assigned a mentor from a faith community within his/her release region. Mentor

screening is carefully done to respect the religious beliefs and traditions of the offender. The offender promises to remain in contact with mentor for at least twelve months after release.

Several DOC institutions operate reentry programs that are specific to those prisons. Briefly, they include:

- Dillwyn Correctional Center, Transition Cooperative – A voluntary program that serves as a work assignment and includes life skills training, counseling, and other services.

- Southampton Correctional Center, Pre-Release Center Cognitive Community Program - A cognitive community is a 24-hour per day program that is based on pro-social values. The community is maintained by the offenders with the oversight and guidance of program and institutional staff, who serve as role models. The cognitive community offers relapse prevention, life skills, parenting, healthy relationships, self-esteem and problem solving. The Southampton program is for female inmates.

- Powhatan Correctional Center, Cognitive Community Program – Modeled on the Southampton program, the Powhatan program is for male inmates.

- Virginia Correctional Center for Women Pre-Release Program – A six-week program that includes a manual with community resource information specific to each offender's home community.

- Buckingham Correction Center, Preventing Recidivism by Educating for Parole Success – Designed by an inmate to "reshape" offenders prior to their release by addressing four key aspects of their life: physical, emotional, psychological, and physiological. Plans are currently underway to expand the offering of the program to other DOC facilities.

DOC Post-Incarceration Programs
DOC contracts with private vendors to provide housing and services to offenders transitioning from prison, through eight Community Residential Programs, also called halfway houses. Offenders receive supervised housing, random urinalysis testing, life skills and basic counseling. Offenders work or go to school while they receive treatment. The length of the program varies depending on the offender's sanctioned length of stay. Offenders are required to pay for room and board.

Residential Transitional Therapeutic Communities (TTCs) provide a step-down for offenders who are within 90 days of their release date and are graduates of the prison's Therapeutic Community. The TTC is actually the fifth phase of the Therapeutic Community in the prison, and only offenders who have graduated from the first four phases are eligible.

Until recently, DOC also used four Detention Programs and five Diversion Programs as residential placements for offenders leaving prisons. Legislative changes became effective July 1, 2005, which now prevent offenders sentenced to state-responsible incarceration from being housed in these programs.

Day Reporting Centers provide nonresidential services to offenders in the community. Staffed by probation and parole staff, these ten centers require daily contact with offenders, which can include random checking on daily itineraries, job interviews, counseling attendance and community service. Offenders are provided intensive substance abuse treatment, aftercare/relapse prevention counseling, Alcoholics Anonymous and Narcotics Anonymous groups, GED and life skills classes, job referrals, and vocational services. Other services such as parenting skills are provided based on offender needs.

For more detailed information on DOC reentry programs, go to www.vadoc.virginia.gov.

For more information on all of DOC's reentry programs, see *Prisoner Reentry Programs: Descriptions and Initial Outcome*s, which is anticipated for release in Fall 2007. An early draft of that report served as a reference for the information included in this report.

Evaluations of DOC Reentry Programs
The Department of Corrections is in the process of evaluating its reentry programs. For evaluation results, see *Prisoner Reentry Programs: Descriptions and Initial Outcomes*, which is anticipated for release in Fall 2007.

Department of Juvenile Justice

The Virginia Department of Juvenile Justice (DJJ) follows a balanced approach of offender accountability and comprehensive services to achieve its vision of "Successful Youth, Strong Families, Safe Communities." For youth committed to the state, this means that assisting in the youth's successful reentry into the community is a primary goal from the date the youth is admitted to state care.

DJJ Pre-release Reentry Programs

The first encounter a juvenile has with a correctional center occurs at the Reception and Diagnostic Center (RDC), the central intake facility for committed youth. The primary function of RDC is the orientation, evaluation, and classification of juveniles. All youth receive medical and dental examinations in addition to a psychological screening and evaluation. Sex offender evaluations are also performed at RDC. Each juvenile receives a battery of tests from Department of Correctional Education staff to identify the appropriate educational level, vocational aptitude, and any special educational needs. At the conclusion of the evaluation process, individual evaluators meet to discuss each case to determine treatment needs, length of stay, classification, transitioning/reentry, and placement recommendations. From RDC, juveniles are sent to their designated correctional facilities.

DJJ provides a range of treatment services and placement alternatives for incarcerated youth, all with the goal of helping youth succeed when they return to their communities. Treatment services in the correctional centers include a range of mental health services, specialized services for offenders with substance abuse or sex offender treatment needs, educational services provided by the Department of Correctional Education, and Youth Industries, a program operated in partnership between DJJ and DCE, which teaches employability skills.

In addition to these programs, DJJ provides a number of placement alternatives where a youth may spend all or part of his sentence. These include the Virginia Wilderness Institute, which emphasizes work ethics, education, self-discipline, responsibility, and accountability through participation in rigorous work and daily structure, and the Community Placement Program, in which youth are placed in specialized programs in one of two participating detention homes, rather than in a correctional center.

Although all programs for incarcerated youth are intended to improve participants' ability to return to their community, DJJ has recently begun a placement program with the specific goal of assisting with reentry. The Detention Reentry Project uses local detention homes (currently three facilities are participating) to transition youths from the state juvenile correctional centers back into the community. Youths spend the final 30-60 days of their confinement in these detention homes, which will make it easier for parole officers and family to visit them and prepare them for the return home.

DJJ Post-Incarceration Reentry

DJJ parole staff begin preparing a youth's parole plan when the youth first enters the RDC. Parole services build on the programs that the juvenile received during the period of secure confinement in the Juvenile Correctional Centers. Protection of public safety is emphasized through a level system of supervision based on the juvenile's assessed risk of reoffending and adjustment to rules and expectations. The period of parole varies according to the juvenile's needs, level of risk, offense history, and adjustment. Parole officers provide case management services, facilitate appropriate transitional services, and monitor adjustment to the community. Juveniles may receive family and individual counseling, referral to other community services, vocational services, or specialized educational services. These services are provided statewide by a network of approved vendors from which the local Court Services Units (CSU) purchase programs and services for paroled juveniles and their families. In FY 2007, 552 young offenders received transitional parole services

purchased by local CSUs, with some youth receiving multiple services. Some of these services include:

- Electronic monitoring/surveillance services – 165 youth,

- Mental Health Assessments/Counseling – 71 youth,

- Mentoring/Therapeutic Mentoring – 389 youth,

- Intensive Service Programs – 8 youth,

- Educational Services – 3 youth,

- Employment Services – 62 youth,

- Substance Abuse Services – 85 youth,

- Sex Offender Services – 64 youth,

- Anger Management – 13 youth,

- Life Skills – 22 youth, and

- Crisis Management - 1 youth.

An additional 133 youth in FY 2007 participated in STREET Smart, an intensive case management and employment program for offenders in the Tidewater and Richmond areas.

Additionally, some offenders may spend time in a halfway house or similar transitional living program to learn basic life skills – such as budgeting, employability skills, and meal preparation – that will allow them to live independently once they are released. The halfway houses have a capacity of about ten youth each.

Evaluations of DJJ Reentry Programs

DJJ's Research and Evaluation Unit prepares an annual *Data Resource Guide* (*DRG*), which reports reoffense rates for offenders in various agency programs. Table 1 below presents twelve-month rearrest, reconviction, and reincarceration rates for all juvenile offenders released from Juvenile Correctional Centers in FY 2004, as well as for released offenders who participated in various programs.

**Table 1. Twelve-Month Recidivism Rates for Juvenile Offenders
Released from DJJ Juvenile Correctional Centers in FY 2004**

Program	Rearrest	Reconviction	Reincarceration
JCC Releases: Total	51.9%	40.4%	20.8%
Substance Abuse Treatment	53.6%	41.2%	20.6%
Sex Offender Treatment	35.7%	27.6%	9.2%
Youth Industries	34.1%	14.6%	7.3%
Virginia Wilderness Institute	38.1%	28.6%	16.7%
Halfway Houses	41.3%	32.6%	17.4%

For more information, see the 2006 DRG at: www.djj.virginia.gov/Resources/DJJ_Publications.

Department of Social Services

The Department of Social Services (DSS), working in conjunction with the Department of Corrections, is currently overseeing the Virginia Reentry Pilot Programs initiative in five locations across Virginia. The programs, developed from the work of the Virginia Prisoner Reentry Policy Academy, will be used to test and evaluate implementation of the recommendations developed from Virginia's participation in the Academy. The Pilot Programs address reentry needs in four broad areas identified by the Policy Academy:

1. Financial Obligations, Housing and Financial & Community Resources,

2. Employment and Education,

3. Family and Community Reintegration, and

4. Health, Mental Health, and Substance Abuse.

Locations for the Pilot Programs were selected on a voluntary basis. The five DSS offices and their community partnerships are using only existing personnel and other resources during the pilot period. (Note: there is no dedicated funding being provided to DSS for the Pilot Programs or for DSS evaluation of these programs). Directors of local departments of social services serve as conveners for reentry councils in the pilot localities. The reentry councils are composed of representatives of public and private agencies, businesses, community-based service providers and faith-based organizations.

The local councils develop reentry plans for their localities that identify resources available, methods for interagency cooperation, integrated service delivery and implementation of policy academy recommendations.

Each Pilot Program locality has an assigned state correctional facility from which 25 to 50 offenders will be referred for participation in the program. Pilot Program localities and their assigned correctional centers are shown in Table 2:

Table 2. Reentry Pilot Program Localities and DOC* Correctional Centers

Pilot Program Locality	Correctional Center
Norfolk/Greensville-Emporia	Greensville Correctional Center
Culpeper	Coffeewood Correctional Center
King George & Planning District**	Haynesville Correctional Center
Richmond	Powhatan Correctional Center
Culpeper/Richmond/Norfolk	Fluvanna Correctional Center

* Two additional pilot sites were added in the Summer of 2007. Charlottesville/Albermarle will work with local jail offenders. The Southwest Regional Council will work with federal inmates and regional jail inmates.

** Includes Spotsylvania, Stafford, and Caroline Counties, and the City of Fredericksburg

The original five pilot sites began working with program participants January 1, 2007. As participants leave the correctional centers, they will be joining the pilot program through 2008. The Reentry Pilot Programs occur over an 18 to 24 month period, spanning both pre-release and post-incarceration periods, and have three key phases.

DSS Pre-release Reentry Programs

Phase I: Before release from incarceration, inmates participating in the programs are given scheduled information about services and obligations that affect them and their families during the time they are incarcerated.

Phase II: Three to six months before release, representatives of the correctional facility and the local reentry council meet with affected inmates and develop plans for return to the community. The planning addresses financial obligations, housing, financial and community resources, education and training, employment, health, mental health, and family and community reintegration. Measurable outcomes are established for these areas with the offender.

DSS Post-incarceration Reentry Programs
Phase III: During the 12 months following the ex-offender's release, there is contact with a team representing the reentry council. The council develops methods for on-going communication and support for the returning ex-offender and the established outcomes are measured at one, three, six and twelve months after release. This phase includes a fatherhood/motherhood and family-to-family mentoring component in which trained mentors work with the ex-offender. Skill building in strengthening relationships, education and financial literacy is also provided. Mentors serve as concerned adults who provide support and help build positive connections with the community.

The Greensville-Emporia reentry pilot program will examine the issue of returning ex-offenders with special needs. Special needs inmates are a growing segment of the prison population, and require specialized care upon their release. This care varies depending on the needs, and can include hospital care, nursing home care, assisted living care, or dialysis. The program will develop an assessment plan for dealing with special needs inmates, including identifying Medicaid and/or Social Security eligibility.

Evaluations of DSS Reentry Programs

The Pilot Programs themselves are an effort to evaluate the implementation of the recommendations developed by the Reentry Policy Academy. Outcomes will be tracked for the correctional center pilot participants in six areas: employment, housing, financial obligations, health/mental health/substance abuse services, family and community reintegration and recidivism. DSS is currently finalizing the data collection tool for this evaluation.

The programs are still ongoing, and DSS is making progress reports to the Virginia Reentry Policy Academy and the legislative subcommittee studying reentry. DSS will produce a written report on the evaluation at a later date.

Department of Criminal Justice Services

The Department of Criminal Justice Services (DCJS) provides pass-through funds and administration of grants for Offender Reentry and Transitional Services (ORTS). ORTS provides access to transitional pre-release and post-incarceration services for adult men and women who are or were in Virginia state prisons or local jails and work release centers. These services are intended to prepare offenders for transition from incarceration to life in the mainstream community. ORTS programs typically offer both pre-release services and post-incarceration services. The nine ORTS programs currently operating in Virginia are:

- Colonial Community Corrections Transitional Services (Colonial CCTS)

- Northern Neck Offender Reentry and Transition Services (Northern Neck ORTS)

- Northwestern Regional Adult Detention Center Offender Reentry and Transitional Service Program (Northwestern ORTP)

- Offender Aid and Restoration of Arlington, Inc. (OAR Arlington)

- Offender Aid and Restoration / Jefferson Area Community Corrections (OAR Jefferson Area)

- Offender Aid and Restoration of Richmond, Inc. (OAR Richmond)

- Opportunities, Alternatives & Resources of Fairfax, Inc. (OAR Fairfax)

- Skills Training Employment Placement-Upward Progress (STEP-UP)

- Virginia Community Action Reentry System, Inc. (Virginia CARES)

ORTS Pre-release Reentry Services

ORTS programs provide a wide variety of pre-release services within local and state detention facilities. Pre-release services in state correctional institutions may include assisting with delivery of DOC's Productive Citizenship program and developing parole plans. Pre-release services in jails may include training in obtaining employment, individual counseling, and referrals to other services. The programs often provide (1) in-facility classroom workshops, (2) GED programs, and (3) gender or culturally specific programming where appropriate.

ORTS Post–incarceration Reentry Services

ORTS provides a wide variety of post-incarceration services. The common services requested by program participants include help with:

- Meeting emergency and basic needs (housing, food, clothing, and medical, legal and financial assistance),

- Working with disabilities (e.g., application for SSI benefits),

- Obtaining identification and other documents (e.g., drivers licenses, birth certificate),

- Finding transportation (e.g., bus tokens, ride share referrals),

- Locating educational and training opportunities and providing individualized tutoring;

- Gaining employment (e.g., job counseling, work placement), and

- Finding mental health, substance abuse, and family counseling.

The following section will provide a more detailed examination of the ORTS programs.

Evaluation of ORTS Reentry Programs

This evaluation is the first formal evaluation of the ORTS reentry programs since the 1980s.

VI. ORTS - Historical / Administrative Overview

Virginia's offender reentry program history can be traced back to the civil rights era of the late 1960s. A 1968 prison strike at the State Penitentiary in the City of Richmond inspired several local churches to convene a conference on Churches and the Correctional System. Following that effort, Colonel Jay Worrall, Jr. founded the Offender Aid and Restoration (OAR) movement. It was his vision of citizen visitors helping jail inmates that formed the original premise for the creation of OAR organizations around the country (oarfairfax.org).

A few years later, as part of their anti-poverty efforts, Total Action Against Poverty (TAAP), a Roanoke Community Action Agency, began providing reentry assistance through a small counseling-based "self-awareness" program. By the mid seventies, TAAP had developed the STOP-GAP program to formalize provision of services to recently released inmates, including life skills training, job placement, and counseling, among others (DCJS, 1982, 3-6).

OAR programs and other reentry services became established throughout Virginia in the early to mid 1970s. A few are highlighted in the timeline below. The reentry programs funded by DCJS have at various times been identified as "Pre-release and Post-incarceration Services" (PAPIS) and later as "Offender Reentry and Transition Services" (ORTS). To reduce confusion, they will be consistently referred to throughout this report as ORTS programs.

Offender Reentry Efforts Timeline

1971   Colonel Jay Worrall established the first Offender Aid and Restoration program in Roanoke, Virginia. This pilot program marked the beginning of a statewide effort to meet the needs of offenders through the use of citizen volunteers and community groups (www.oarric.org).

1971   OAR Roanoke, Fairfax, and Jefferson Area established.

1974   OAR Arlington and OAR Richmond established.

1979   Virginia Community Action Reentry System (Virginia CARES) is incorporated.

1982   DCJS funds reentry services for Virginia CARES and OAR Richmond.

1987   DCJS funds reentry services for STEP-UP (Hampton Roads/Tidewater area).

1990   DCJS funds the Clarke/Frederick/Winchester Regional Jail reentry program.

1997   DCJS funds the Northern Neck Regional Jail reentry program.

1999   DCJS funds Middle Peninsula Regional Jail reentry program.

2000   DCJS funds the Riverside (Prince George) and the James City County (Colonial Community Corrections) reentry program.

2003   National Governor's Association (NGA) announces Virginia one of 7 states selected for Prisoner Reentry Policy Academy.

2003   The Middle Peninsula and the Riverside programs fold during the 2nd half of the year.

2004   General Assembly creates committee to study the work of the Governor's Reentry Policy Committee and other aspects of the reentry services picture. This group has continued through succeeding years and is now SJR327.

2007   The Joint Commission on Healthcare establishes a Behavioral Health Subcommittee which will focus on mental health services for the newly released.

2007   General Assembly funds DCJS study of reentry programs in Virginia.

Philosophy and Intent of the ORTS program

The ORTS 2008 Program Guide states that the program's purpose is to "to support professional services that increase successful reentry and reintegration into communities by incarcerated adult offenders. Successful employment placement services must be emphasized in the scope of service delivery, due to its importance in the successful reintegration process." Individual ORTS programs are required to adhere to the overall program's purpose and goals, but they are also encouraged to produce models that address their region's particular needs and circumstances. The goals of the overall program are to:

- Assist and prepare incarcerated adult offenders to achieve successful reintegration into society (DCJS, Fed Grant App, 2007),

- Assist offenders with structured and supportive family guidance and counseling services,

- Assist released adult offenders in locating and retaining employment, and

- Develop and maintain community support system for adult offenders through the use of volunteers and existing community agencies and services (DCJS, Fed Grant App, 2006).

Toward these goals, the ORTS programs coordinate their efforts with state institutions, local jails, and probation/parole offices to offer transition services to adult offenders. Collaborative arrangements with DOC include assisting with or providing the Productive Citizenship (life skills) curriculum to DOC inmates. Additionally, some programs have cooperative agreements with various agencies and organizations such as Department of Social Services, Department of Correctional Education, local Community Service Boards, Welfare to Work programs, Homeless Coalitions, local Chambers of Commerce, local career development centers and others.

Most programs begin working with offenders prior to their release from incarceration and many provide instructions for contacting an ORTS program or other local community services in their community after their release. Intake interviews are typically conducted at the beginning of the relationship and result in individual assessments and release plans.

Program services generally assist offenders who have been convicted of an offense and are in:

- Jail, serving a sentence and approaching release date, or

- Prison, and identified as eligible for parole or discharge and in need of release plan, or

- The community, following release from incarceration.

Pre-release services are intended to prepare offenders for transition from incarceration to life in the community. Pre-release services in the jails or prisons may include:

- Jail pre-release services may include training, counseling, mentoring, tutoring, information and referral. Training focuses on job-hunting skills, budgeting, consumer skills, family relationships, transition expectations, and related areas of value to offenders soon to be released.

- Pre-release services in state correctional institutions include assisting prison staff in delivering the Department of Corrections' Life Skills Program, and developing parole plans for difficult placement cases.

Post-incarceration services often address the specific needs of individual offenders after release from incarceration, and may include job placement assistance and career counseling; emergency services such as housing, food, and clothing; and service referrals and counseling (DCJS, *In-house document*, 2007).

ORTS Funding and Program Administration

DCJS first began funding the ORTS programs in 1982. Initially, the programs were funded using only state general funds. In the second half of FY 2003, ORTS services were financed using federal Byrne Memorial Formula grant funds due to a state budget shortfall. Then, in FY 2004, the ORTS programs were funded solely with federal Byrne Formula grants.

The following year, there were indications that the Byrne Memorial Formula Grant program would be reduced or eliminated. Therefore, in state FY05, ORTS programs were funded for three months with Byrne Formula grants and the remaining nine months were funded with a federal Byrne Discretionary Fund grant (earmark). A small amount of state general funds was appropriated for reentry in FY06 and enlarged in FY07 to cover the expected loss of federal funds. The Byrne funds will no longer be available to these programs after June 30, 2008. These state and federal funds cannot be used for indirect expenses, equipment purchases (unless a necessary part of approved project), offenders adjudicated in the juvenile justice system, or capital construction (DCJS, Fed Grant App, 2007).

Table 3 provides a more detailed look at the federal and state grant funds received by each of the ORTS programs from 2000 – 2007. Two programs (Riverside and Middle Peninsula) discontinued services when they were unable to provide matching funds in FY 2003.
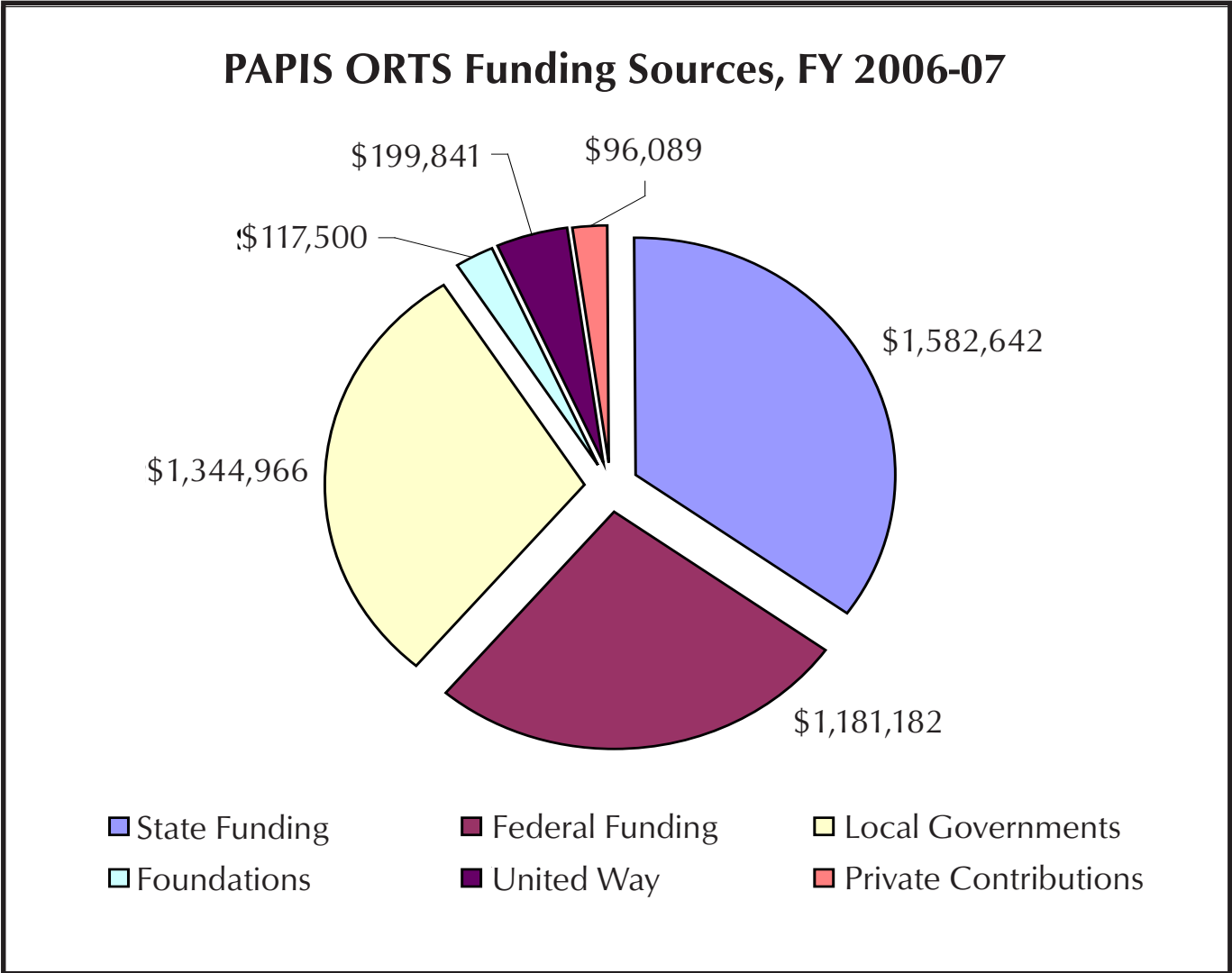
Table 3. State/Federal Grant Funds Awarded to ORTS Programs

Grant Year	Colonial CCTS	Northern Neck ORTS	Northwestern ORTP	OAR Arlington	OAR Jefferson Area	OAR Fairfax	OAR Richmond	STEP-UP	Virginia CARES	Prince George County	Middle Peninsula Regional
00-01	$29,784	$46,551	$45,272	$158,146	$87,888	$108,829	$276,221	$164,876	$1,176,482	$45,090	$49,353
01-02	$29,784	$46,551	$45,272	$158,146	$87,888	$108,829	$277,082	$164,841	$1,178,848	$44,566	$49,262
02-03	$20,849	$32,586	$31,692	$110,703	$61,521	$43,532	$193,958	$115,389	$802,641	$17,827	$19,704
03-04	$17,870	$27,931	$27,164	$99,838	$52,733	$45,000	$166,250	$98,904	$570,519	-	-
04-05	$27,748	$43,332	$42,144	$147,333	$81,876	$101,355	$258,137	$153,603	$946,287	-	-
05-06	$29,784	$46,551	$45,272	$158,146	$87,886	$108,829	$277,084	$164,882	$976,259	-	-
06-07	$41,342	$51,751	$47,179	$190,241	$92,619	$112,805	$326,978	$181,655	$1,071,643	-	-
07-08	$46,716	$51,751	$47,179	$195,296	$103,905	$126,557	$426,563	$246,341	$1,133,735	-	-
Total	$243,877	$347,004	$331,174	$1,217,849	$656,316	$755,736	$2,202,273	$1,290,491	$7,856,414	$107,483	$118,319

Note: Amounts depict State and Federal monies, does not include local match funds, if required. Not included in this table is a $50,000 FY2008 start-up grant to three localities, pending assurances that the localities will provide operations funding after June 30, 2008.

In addition to state and federal funds, programs receive funding from local governments, United Way, private foundations and individual donations. All programs supplement their personnel resources with volunteers. (DCJS, Federal Grant Application, 2007). Figure 1 shows the amount of funds that ORTS programs received from various sources (ORTS Coalition, 2007).

Figure 1. ORTS Funding Sources, FY 2006-07

PAPIS ORTS Funding Sources, FY 2006-07

State Funding $1,582,642
Federal Funding $1,181,182
Local Governments $1,344,966
Foundations $117,500
United Way $199,841
Private Contributions $96,089

Administration and monitoring of the ORTS programs is provided by DCJS staff in the agency's Correctional Services and Grant Administration units. Programs are required to collect and report specific information quarterly to DCJS. Program data include the number of active clients, average caseload size, and number and types of services provided. They are also required to develop a system for following up with job placement/referral clients at 3, 6, and 12-month intervals after release. Additionally, programs are required to submit quarterly financial reports (DCJS, Fed Grant App, 2007).

ORTS Coalition

The ORTS Coalition is made up of the nine current ORTS programs operating around the state. The group formed around 1999 (OAR Richmond, 2007) in an effort to work together instead of in competition with each other, and to provide a single message to state legislators, agencies and others interested and concerned about the successful reintegration of previously incarcerated individuals into Virginia communities. It provides a model for other states in how state and local governments, community-based non profit organizations, and community volunteers can work together to provide these services to prisons, jails, offenders and their families (ORTS Coalition, 2006).

The Coalition seeks to provide full statewide coverage of transitional and reentry services to offenders returning to Virginia communities by filling both geographic and programmatic gaps in service. Currently, the Coalition members provide services to over 70 percent of Virginia localities, as illustrated by the map in Figure 2. Part of this evaluation will include assessing local program fidelity to the ORTS philosophy, model and processes described in the grant announcement.

Although ORTS is administered by the state as a single program by DCJS, individual program sites must tailor services to the needs and resources of their communities. The following section of this report examines the different ORTS programs operating in Virginia.

Figure 2. ORTS Programs and Service Areas

Colonial CCTS
James City, Poquoson, Williamsburg, York, Charles City, New Kent (post-incarceration only)

Northern Neck ORTS
Essex (Post-Incarceration Only), Lancaster, Northumberland, Richmond County, Westmoreland

Northwestern ORTP
Clarke, Frederick, Winchester, Fauquier

OAR Arlington
Arlington, Alexandria, Falls Church

OAR Fairfax
Fairfax, Loudoun, Prince William

OAR Jefferson Area
Counties of Albemarle, Fluvanna, Greene, Goochland, Louisa, Madison, Orange and Nelson, City of Charlottesville

OAR Richmond
Cities of Ashland, Richmond, Colonial Heights, Hopewell, Petersburg, Counties of Henrico, Chesterfield, Dinwiddie, Hanover, Caroline, Goochland, New Kent, Prince George (Pre-Release Only)

Step–Up
Norfolk, Virginia Beach, Portsmouth, Chesapeake, Hampton and Newport News (Pre-Release Only), Isle of Wight, Suffolk, Southampton, Franklin City, Gloucester

Virginia Cares
Abingdon, Alexandria, Allegheny, Amelia, Amherst, Appomattox, Bedford, Botetourt, Bristol, Buchanan, Buckingham, Campbell, Caroline, Charlotte, Chesapeake, Chesterfield, Craig, Cumberland, Danville, Dickenson, Franklin County, Fredericksburg, Hampton (Post-Incarceration Only), Henrico, Henry, Lunenburg, Lynchburg, Martinsville, Newport News (Post- Incarceration Only), Norfolk, Nottoway, Petersburg, Pittsylvania, Portsmouth, Prince Edward, Richmond, Roanoke City and County, Rockbridge, Rocky Mount, Russell, Salem, Smyth, Virginia Beach, Washington

VII. Review of Local ORTS Programs

This section provides a detailed review of the nine local ORTS programs described in Section VI. To gather the information for these reviews, DCJS staff made site visits to the local ORTS programs and interviewed the ORTS program director and/or other program staff. In cases where sites visits were not possible (STEP-UP, Inc. in Norfolk, and Northwestern Regional Adult Detention Center), program information was gathered through telephone interviews and reviews of documentation provided by the sites.

Several types of information were collected from the program sites in order to develop an understanding of program activities;

- Types of services offered by the programs (pre-release or post-incarceration),

- Types and numbers of clients served by the program,

- Types of locations at which services are provided (institutions, detention centers, etc.),

- Program origin/history, and

- Program staff characteristics.

Prior to the site visits, DCJS staff administered a survey to the ORTS programs to gather information about the types of data collection and information management systems used by the sites. This information was used to do a preliminary assessment of the types of information that the sites currently could provide to support an evaluation. Findings of the preliminary assessment were used to guide more detailed questions posed during the site visits.

In the ORTS program descriptions that follow, each one is described in two ways. First, a summary provides a description of basic program services, operations and capacity. Second, each program is assessed in terms of its "readiness for evaluation." The information used to describe and assess these programs were collected through site visit interviews, grant documents, website or web content, and documents and materials provided by the program.

Colonial CCTS

Program Information
Colonial Community Corrections Transitional Services (Colonial CCTS)
4093 Ironbound Rd., Suite B
Williamsburg, VA 23188
Phone: (757) 564-2311
Fax: (757) 229-8963
http://www.james-city.va.us/communityservices/cc-transitional.html

Program Summary
Colonial CCTS provides access to transitional pre release and post incarceration services for approximately 584 adult male and female clients who are in Virginia Peninsula Regional Jail (VPRJ), or who were previously incarcerated and are now living in Poquoson, Williamsburg, or the counties of James City or York. Post incarceration services are also made available in the counties of Charles City and New Kent.

Pre release and post incarceration services are organized within the Colonial Community Corrections (Colonial CC) office. This office also houses the probation and pre-trial services for this area. The Colonial CC also has a small satellite office in York County.

Colonial CC began in 1995 with the Comprehensive Community Corrections Act for Local-Responsible Offenders (CCCA) and the Pretrial Services Act (PSA). This expanded their probation supervision services to include pretrial services to the 9th Judicial District. The addition of the criminal justice planner in 1998 helped the Colonial CC identify and address gaps in services which aided the establishment of their reentry services program. Colonial CCTS started receiving funds in 2001 for the provision of pre-release and post-incarceration services.

Staff
Colonial CCTS has three staff, a program administrator, a program coordinator, and a transitional services jail liaison. The pre release program administration is contracted to a facilitator for pre release training. Colonial CCTS also uses volunteers to supplement their staff. Among approximately 8 -10 active volunteers, one additionally serves as a volunteer coordinator.

Volunteering at Colonial CCTS began as a grassroots effort focused on the transportation challenges that face those released from the VPRJ. This evolved into a vibrant mentoring program that helps transition approximately 20 – 30 nonviolent offenders preparing for release from the VPRJ each year. Mentor and client have at least two to three meetings prior to release, and about half maintain follow up after release. Volunteers also provide transportation assistance and access to basic needs (e.g., clothing, phone cards, food, etc.).

Pre-release services
Colonial CCTS provides pre-release services to VPRJ. These services include:
- Employment preparedness and resume assistance,
- Parenting education,
- Substance abuse counseling,
- Release planning, and
- Referrals for educational services.

The classes are available to the facility's general population, and clients participate on a volunteer, "first-come" basis.

The employment preparedness curriculum includes the following four subtopics: stress management, active communication, setting boundaries, and budgeting and career readiness.

Post-incarceration services
Colonial CCTS provides post-incarceration services from their main offices in Williamsburg. Post-incarceration clients are referred to the program by state and local agencies, program managers, and literature available in state and local detention facilities.

Post-incarceration services include:

- Employment assistance (placement, resume writing, interview and job counseling),

- Assistance with emergency and basic needs (housing, food, clothing, mediation services),

- Identification assistance (picture ID and documentation),

- Transportation assistance,

- Substance abuse services, and

- Referrals for mental health/counseling/support groups.

Colonial CCTS provides case management and follow-up services to its post incarceration clients. Providing services to homeless post incarceration clients is very challenging in the Williamsburg/James City County area. Colonial CCTS has an agreement with a local motel to provide up to two weeks of emergency shelter for those who qualify, however, there are currently no long term homeless services available.

In addition to providing core reentry services, Colonial CC is piloting implementation of Evidence Based Practices and using them in delivery of reentry services. This is done through screening and assessing clients based on their level of risk and need, cognitive behavioral therapy ("thinking for change"), positive reinforcement, and through the practice of motivational interviews.

Evaluation Readiness

Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

   Colonial CC's program administrator and other staff are supportive of ongoing process evaluation. The program collects information about its ongoing activities and organizational performance.

Can the Program:

☐ *Determine whether the program served intended participants?*

   During the site visit, Colonial CC was able to produce examples of intake documents, identify the numbers of people served by each program component.

☐ *Tell the story behind program delivery?*

   Colonial CC has brochures, pamphlets and other documentation to provide clients and stakeholders that describe their program components. The staff we spoke to were very informed about the program, its components and the history of the program.

☐ *Identify best practices that they use or that other programs use?*

   Colonial CC is a pilot site for Virginia Community Criminal Justice Association's Evidence-Based Practices for Pretrial Services and Community Corrections programs. They have incorporated best practice program elements such as motivational interviewing, cognitive behavioral therapy (CBT).

☐ *Identify whether program services and activities are provided as intended?*

   The evidence-based practices program they are implementing has built-in feedback mechanisms for the organization and includes regular reviews of the services and activities.

☐ *Provide data or information to use for program improvement?*

   Colonial CC collects data and information to use for program improvement as part of the EBP model.

☐ *Track how resources are being used?*

   Colonial CC's program administrator keeps track of budget expenditures.

☐ *Reach important target audiences of stakeholders?*

   Colonial CC provides an annual report that is available to board members and other stakeholders.

Notes: Colonial CC reentry services are housed organizationally under community corrections.

OUTCOME Evaluation Checklist

☐ *Is the program ready for a process evaluation?*

See the process evaluation checklist above.

☐ *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

Colonial CC's executive director and staff are supportive of participating in an outcome evaluation.

☐ *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

At this point, the evaluation does not have information about this topic.

☐ *How developed is their record keeping and MIS systems?*

At this point, the evaluation does not have information about this topic.

☐ *How comfortable is program staff to the concept of "evidence-based practices"?*

Colonial CC is a pilot site for Virginia Community Criminal Justice Association's Evidence-Based Practices for Pretrial Services and Community Corrections programs.

Can the Program:

☐ *Identify and quantify the program inputs?*

As part of the EBP model, Colonial CC can identify organizational inputs, such as number of clients, volunteers, resources, and staff levels.

☐ *Identify and quantify the program outputs, including activities and participation?*

Colonial CC keeps track of program outputs such as activities and participation using a desktop database application and additional spreadsheets.

☐ *Identify and quantify short, medium and long range outcomes?*

At this time, it is unclear whether they can track individual client outcomes for extended periods of time (e.g., over one year).

☐ *Identify the logical linkages between program activities and program outcomes?*

At this point, the evaluation does not have information about this topic.

☐ *Can the program identify comparison groups?*

At this time, the program has not identified comparison groups. However, this will be part of the evaluation work plan for the upcoming year.

Northern Neck ORTS

Program
Northern Neck Offender Reentry and Transition Services (Northern Neck ORTS)
Northern Neck Regional Jail
P.O. Box 1090, 3908 Richmond Road, Warsaw, VA 22572
Phone: 804-333-6006
http://www.nnrj.state.va.us/inmate_info/OTR_%20Services.htm

Program Summary
Northern Neck ORTS offers pre-release and post-incarceration services for adult clients, both male and female, who have been incarcerated at the Northern Neck Regional Jail and the Lancaster Jail. The program also provides post-incarceration services to offenders released from the Middle Peninsula Regional Security Center that reside in Essex County. Post-incarceration services are also provided for reentry clients residing in Westmoreland, Richmond, Northumberland, and Lancaster counties.

Northern Neck ORTS has a much smaller group of clients compared to the other ORTS programs, and the clients are dispersed over a very wide territory that has very little access to public transportation.

Northern Neck ORTS has been serving reentry clients since 1997. At the time, Lancaster County had the second highest unemployment in the state, and grant funds were sought to provide training and employment assistance to post-incarceration offenders, as well as other reentry services. The Northern Neck ORTS is organizationally housed under Community Corrections within the Northern Neck Regional Jail (NNRJ).

Staff
Northern Neck ORTS has two staff members: the program director and one case manager. Prior to the current case manager, there was frequent turnover in staff supporting the reentry program. As a result, the program has had changes in vision and mission focus. At the same time, the program has developed components that are based on a mix of experiences and offers a remarkable array of services for such a small staff.

The current program director is also the director of the community corrections program. She provides managerial oversight for the program. She has ample experience working with correctional clients and agencies and has many strong ties with local groups and individuals in the region. The current case manager has past experience working with Goodwill Industries and brings significant experience, and contacts, with providing educational and training opportunities to disadvantaged populations. To supplement its small staff, the program uses volunteers to provide the DOC Productive Citizenship group curriculum as well as AA and NA programs in NNRJ.

Pre-release services
Northern Neck ORTS provides pre-release services in the jail setting. These services include:
- Preparatory classes for pre-release clients,
- Employment preparedness,
- Educational/vocational training,
- Life skills classes (Productive Citizenship),
- Identification assistance, and
- Job placement for work release inmates.

Additionally, individual counseling is available to pre-release clients. Typically, this involves the caseworker and client working together to develop an individual release plan prior to release from the jail. All classes and services in pre-release are offered equally to both male and females clients.

The Northern Neck ORTS caseworker also provides some services to a local therapeutic community (TC). The TC serves approximately 12 persons, all male.

Post-incarceration services
Northern Neck ORTS provides post-incarceration services from their offices inside the NNRJ. To receive services, clients must meet with the reentry case manager for an intake interview, which reviews information such as: criminal history, alcohol or drug use, and employment history. Post-incarceration services include:

- Employment assistance (placement, tools, uniforms/clothing, resume writing, interview and job counseling, vocational or educational referrals),

- Assistance with emergency and basic needs (housing, food, clothing),

- Identification assistance (picture ID and documentation),

- Transportation assistance,

- Referrals for mental health/counseling/support groups, and

- Referrals to other agencies that provide services that ORTS does not offer.

Additionally, training/education funds are available for certain types of training through partnerships with other community resources.

Because the size of the post-incarceration service population is relatively small and spread across a large, mostly rural, service area, much of the case management and service placement for reentry clients consists of individual plans and remedies based on family and social networks rather than more structured programs.

Follow up services are provided for all clients. However, providing post-incarceration services is a great struggle due to local transportation issues. There is some transportation assistance through Bay Transit, but this is limited to use for medical appointments and is only available Monday – Friday until 6 PM. Because of the rural environment and insufficient access to public transportation, clients often have trouble keeping appointments with case workers. Only about half maintain regular contact with their Northern Neck ORTS caseworkers after release.

Post-incarceration housing does not typically pose a problem for clients in the Northern Neck region because most have family in the area. However, those clients who are homeless present a significant challenge for the small staff and can consume much of their available time and resources.

Evaluation Readiness

Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐   *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

>   Northern Neck ORTS's executive director and staff members are open to the idea of using information to improve organizational processes.

Can the Program:

☐   *Determine whether the program served intended participants?*
>   During the site visit, Northern Neck ORTS was able to produce examples of screening and assessment information, and identify the numbers of people served by each program component.

☐   *Tell the story behind program delivery?*
>   Northern Neck ORTS's executive has an extensive oral history of the area and program. Northern Neck ORTS's web site has very limited information about the reentry program, and information is provided through handouts and references. The staff we spoke with were very informed about the program, its components, and its mission.

☐   *Identify best practices that they use or that other programs use?*
>   Northern Neck ORTS's services reflect largely what the staff and volunteers can provide from their own experiences and expertise.

☐   *Identify whether program services and activities are provided as intended?*
>   Northern Neck ORTS's staff provides workshops and self-monitors those that are given by volunteers.

☐   *Provide data or information to use for program improvement?*
>   Northern Neck ORTS's MIS system tracks data as mandatory grant reports require. Much of the data for the program and its services is in summary form.

☐   *Track how resources are being used?*
>   Northern Neck ORT's director keeps track of budget expenditures using a spreadsheet. It is unclear at this point how the information is broken out for different services and clients.

☐   *Reach important target audiences of stakeholders?*
>   Northern Neck ORTS was able to list stakeholders during the site visit.

Notes: Northern Neck ORTS indicates they serve a relatively small number of clients, and post-incarceration efforts are typically unique for each client. As such, solutions are often ad-hoc and rely on personal connections with members in the community.

OUTCOME Evaluation Checklist

☐   *Is the program ready for a process evaluation?*
          See the process evaluation checklist above.

☐   *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*
          Northern Neck ORTS's executive director and staff are supportive of an outcome evaluation.

☐   *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*
          It is unclear at this point what data records will be available from which stakeholder groups. This is part of the project work plan for the upcoming year.

☐   *How developed is their record keeping and MIS systems?*
          Northern Neck ORTS's MIS system includes only data that are needed for grant reporting. Much of the information is in summary form.

☐   *How comfortable is program staff to the concept of "evidence-based practices"?*
          The program staff and management appear to be aware of the tenets of evidence-based practices. The staff has applied best practices learned from Goodwill Industries to the current program.

Can the Program:
☐   *Identify and quantify the program inputs?*
          Northern Neck ORTS's MIS system includes only data needed for grant reporting. Much of the information is in summary form.

☐   *Identify and quantify the program outputs, including activities and participation?*
          Northern Neck ORTS keeps track of organizational outputs, such as classes provided, number of people seen, and different services provided. Many of these outputs are tracked in their MIS system in summary form.

☐   *Identify and quantify short, medium and long range outcomes?*
          The assessment and follow-up instruments were developed in-house and include ratings and short descriptions of need on six domains: Academic and job skills, employment, housing, transportation, alcohol use/drug use, and marital and family relationships.

☐   *Identify the logical linkages between program activities and program outcomes?*
          Northern Neck ORTS currently does not have a logic model that connects activities and program outcomes.

☐   *Can the program identify comparison groups?*
          At this time, the program has not identified comparison groups. However, this will be part of the evaluation work plan for the upcoming year.

Notes: Northern Neck ORTS provides an example of a rural program. Much of the data will needed for an outcome evaluation will need to be gathered from physical records and files.

Northwestern ORTP

Program
Northwestern Regional Adult Detention Center Offender Reentry and Transitional Service Program
(Northwestern ORTP)
141 Fort Collier Road
Winchester VA 22603
Phone: 540-665-6347
http://www.co.frederick.va.us/Regional_Jail/Reg_jail.htm

*Note: DCJS was not able to conduct a site interview at the Northwestern Regional Adult Detention Center due to availability of key program staff. This report provides notes from a phone conversation with one of the staff members in charge of the detention facilities and their DCJS grant applications.

Program Summary
Northwestern Regional Detention Center houses an estimated 600 inmates and Northwestern Regional Adult Detention Center Offender Reentry and Transitional Service Program (Northwestern ORTP) provides pre-release instructional services to approximately 250 general population inmates housed in pods. Northwestern Regional Detention Center also provides an intensive pre-release program to approximately 60 inmates who are in a therapeutic community (TC) setting. The TC is a 90 day voluntary program for any inmate who has enough time in their sentence to complete the program and meets the appropriate sentencing charges (e.g., nonviolent offenders). Northwestern ORTP does not provide post-incarceration services.

Northwestern ORTP has a traditional TC with step-down programming component as well as a traditional reentry services program. It has regrouped all of its pre-release functions under the title of Offender Reentry Transition Program. It serves the jurisdictions of Fauquier, Frederick, and Clarke Counties and the City of Winchester.

Staff
Northwestern ORTP has a staff of four (4) employees, only one of whom is funded under the ORTS grant. This staff includes a program director and three ORTS specialists for delivering programs. In FY07, on average, they used 35 community volunteers each month to assist with service delivery.

Pre-release services
Northwestern ORTP provides pre-release services in the jail and TC setting. An inmate's need for substance abuse treatment, anger management, life skills and employment/job search training is formally assessed early during intake and training in these areas is subsequently made available to them prior to their release. In addition, they are afforded opportunities for developmental work such as the Inmate Work Force, Community Inmate Work Force, Work Release, and Home Electronic Monitoring to assist them after their release. At the time of their release, inmates without employment are provided assistance in their job search and other transitional aid such as identification document procurement, food, shelter and clothing assistance, documentation of training, etc. Based upon formal assessments done early after their incarceration, these individuals are given priority consideration for participation in classes designed to ease their return into society. This counseling and training includes

- Anger management,
- Substance abuse intervention,
- Employability skills training,

- Employment,

- Parenting,

- Interviewing techniques,

- GED,

- Human relation skills, and

- Resume writing.

Transitional work assignments, such as work release and work within the facility, are made available to reentry clients during pre-release. This provides an additional "step-down" experience and provides hands-on job readiness skills.

Post-incarceration services
The ORTP provides information for post-incarceration planning to District 11 Probation & Parole.

Evaluation Readiness
Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> The evaluation team was not able to meet with Northwestern ORTP's executive director prior to this report. The evaluation team had a short phone discussion with another staff member, and a site visit will be scheduled during the upcoming year.

Can the Program:
☐ *Determine whether the program served intended participants?*
> The program includes a therapeutic community and has screening to select those participants. At this time, it is unclear what services and tracking information is available for post-incarceration clients.

☐ *Tell the story behind program delivery?*
> Northwestern ORTP's web site is not well developed. At this point, the evaluation has no information about this topic.

☐ *Identify best practices that they use or that other programs use?*
> At this point, the evaluation has no information about this topic.

☐ *Identify whether program services and activities are provided as intended?*
> At this point, the evaluation has no information about this topic.

☐ *Provide data or information to use for program improvement?*
> At this point, the evaluation has no information about this topic.

☐　　*Track how resources are being used?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*Reach important target audiences of stakeholders?*
　　　　At this point, the evaluation has no information about this topic.

Notes: The evaluation team was not able to meet with Northwestern ORTP's executive director prior to this report. The evaluation team had a short phone discussion with another staff member, and a site visit will be scheduled during the upcoming year.

OUTCOME Evaluation Checklist

☐　　*Is the program ready for a process evaluation?*
　　　　See the process evaluation checklist above.

☐　　*Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*How developed is their record keeping and MIS systems?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*How comfortable is program staff to the concept of "evidence-based practices"?*
　　　　At this point, the evaluation has no information about this topic.

Can the Program:
☐　　*Identify and quantify the program inputs?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*Identify and quantify the program outputs, including activities and participation?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*Identify and quantify short, medium and long range outcomes?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*Identify the logical linkages between program activities and program outcomes?*
　　　　At this point, the evaluation has no information about this topic.

☐　　*Can the program identify comparison groups?*
　　　　At this point, the evaluation has no information about this topic.

Program
Offender Aid and Restoration of Arlington, Inc (OAR Arlington)
400 N. Uhle Street, Suite 704
Arlington, VA 22201
Phone: 703.228.7030
Fax: 703.228.3981
Email: Info@OARonline.org
http://www.oaronline.org

Program Summary
OAR Arlington provides access to pre-release and post- incarceration services for approximately 1,700 adult men and women each year who (1) are incarcerated in Alexandria or Arlington detention facilities, or (2) are incarcerated at a State or Federal facility and planning to return to Arlington, Alexandria, or Falls Church, or (3) were incarcerated at one time and currently reside in Arlington, Alexandria, or Falls Church.

Juvenile clients served by OAR Arlington's reentry programs are largely from diversionary court programs (that is, adjudicated alternative sentencing) or are secondary clients through family counseling, fatherhood programs, or other services where an adult is the primary service client.

OAR Arlington was incorporated in 1974 and is one of several Offender Aid and Restoration programs that has its roots in Richmond and expanded to other areas. OAR Arlington has a long tradition of providing services that emphasize what is now known has the restorative justice model. The restorative justice model emphasizes acceptance of how one's actions have affected others, how one's actions relate to his or her acceptance in and forgiveness by the community, and how to restore mutual accountability between the community and the person.

Staff
OAR Arlington has a core staff of fourteen (14) employees. This staff includes the executive director, one director of and one assistant for volunteer and educational services, two administrative assistants, a director of reentry and out- reach, a grants manager, a director of business development, two educational program coordinators, three reentry case managers, and two community service case managers. In addition, they accept and encourage interns from local colleges and, during Spring 2007, had four interns working with them (OAR newsletter April -June 2007). Besides their core staff, they have contracted services with consultants for audits, network maintenance, and legal services.

OAR Arlington uses volunteers as an integral part of its staff. In 2007, OAR Arlington had over 300 volunteers representing about 17,000 service hours (Executive Director). Volunteers are recruited from partner organizations and word of mouth inquiries. All volunteers complete a written application and background check, are interviewed by OAR Arlington's director of volunteer and education services.

All staff and volunteers are provided training on the operations and procedures of the detention centers through the Sheriff's office, as well as in-depth training by the OAR Director Of Volunteer and Education Services. OAR Arlington staff are all trained in emergency preparedness. Most staff receives HIPAA and other administrative or regulatory training. When offered, staff participate in state reentry training workshops or programs. OAR Arlington staff handles program intake, case management and direct services for clients; these services are handled through direct-hire staff and on-site volunteers. In FY08, OAR has hired for the first time

a part-time consultant to run its new Faith-Based Initiative, funded in part by a Grassroots grant from the U.S. Department of Labor. Only in one case does OAR pay for a consultant to teach inside the detention center (the Impact of Crime course). All other teaching is provided by staff, volunteers and un-paid interns. OAR does not subcontract for technical assistance, fund raising, training, reporting, or financial accountability.

Pre-release services
OAR Arlington provides pre-release services to the Arlington County Detention Center and the Alexandria Detention Center. These services include:

- In-facility classroom courses,

- Employment preparedness,

- Tutoring for GED students (English and Spanish), and

- Gender-specific support groups.

The classes are available to the facility's general population, and clients participate on a volunteer, "first-come" basis.

Specific to employment preparedness, OAR Arlington also offers job specific training as part of its pre-release curriculum, and provides an Employability Readiness Group (ERG). This is a six week course (two sessions a week) that instructs clients on how to conduct effective job searches, write resumes and cover letters, interview, and work productively with supervisors and co-workers.

Post-incarceration services
OAR Arlington provides post-incarceration services from their main offices in Arlington and from the Probation and Parole Office in Alexandria. Post-incarceration clients are referred to the program by state and local agencies, program managers, OAR volunteers inside the facilities, and literature available in state and local detention facilities. All reentry clients are voluntary. Community Service clients, however, are mandated by the courts to report to OAR to fulfill their community service hours.

Post-incarceration services include:

- Employment assistance (placement, tools, uniforms/clothing, resume writing, interview and job counseling),

- Assistance and referrals for emergency and basic needs (housing, food, clothing, and medical, legal and financial assistance),

- ID assistance (picture ID and documentation),

- Transportation assistance,

- Adult education/training (including GED classes, GED tutoring, limited scholarship opportunities, and literacy training),

- Disability referrals to DHS, and

- Referrals for mental health/counseling/support groups.

OAR Arlington provides case management and follow-up services to its clients. Every client, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12

months. Once employed, staff provide follow-up services, with intensive follow-up during the first three, six, and 12 months of employment.

Beyond the core reentry services, OAR Arlington also provides support for the county's supervised community services and other diversionary programs and assistance to the families of inmates. These services provide additional organizational and networking capacity that helps OAR Arlington work with local employers, victims groups, and other non-profit and faith-based groups. In combination with the more traditional reentry services, OAR Arlington seeks to provide a community-wide capacity for offender reintegration across the full continuum of post-adjudicated clients. Additionally, in 2007, OAR Arlington received Virginia's Children of Promise Mentoring Program's partner award for their work with children of incarcerated parents (OAR newsletter April-June 2007).

OAR Arlington has strong ties to the business community and is generally very entrepreneurial. In FY07, OAR Arlington established a wholly-owned subsidiary, Sage Flowers (modeled after the Delancey Street Project). OAR Arlington also sells donated items on eBay to help support its services (OAR Newsletter October – December 2006). They approached and received a grant to fund literacy programs as part of its pre-release and post-incarceration services from the Verizon Foundation.

OAR Arlington staff described the lack of space for classes as one of the challenges to offering more educational courses in the detention facilities. Administratively, problems managing their current MIS system was identified as a major challenge.

Evaluation Readiness
Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐   *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

       OAR Arlington's executive director is very positive and enthusiastic about using information to improve organizational processes. The managers, staff, and volunteers receive information about why process evaluation is important.

Can the Program:

☐   *Determine whether the program served intended participants?*

       During the site visit, OAR Arlington was able to produce examples of screening and assessment information, identify the numbers of people served by each program component, and showed examples that they were able to track information in their case management documents about what services the participants received. Case management begins tracking clients at intake; case files remain open indefinitely and are updated for returning clients. When a client moves to an area served by another OAR agency, efforts are made to transfer the case file. Each participant is asked to sign a release of information.

☐   *Tell the story behind program delivery?*

OAR Arlington has a well developed web site and has brochures, pamphlets and other documentation that it provides as part of its marketing and service delivery message. The staff we spoke to seemed very informed about the program, its components, and its mission and were able to reiterate much of the information provided in the brochures.

☐ *Identify best practices that they use or that other programs use?*

OAR Arlington has begun to explore what other organizations in other states are using as part of their reentry services.

☐ *Identify whether program services and activities are provided as intended?*

OAR Arlington has a client satisfaction survey that provides the program with feedback to its services and process. This is provided to everyone who receives services from the program. It includes measures about being able to speak privately with case managers, staff and others, whether they were treated respectfully, and whether OAR Arlington services improved their situation and if they would recommend them to others. These are compiled on a monthly basis and feedback is provided to staff.

☐ *Provide data or information to use for program improvement?*

OAR Arlington has a MIS system that tracks much of the data for the program and its services. However, they do not have a person on staff that can modify the MIS system. As a result some of the information that they would like to track is in hard copy form.

☐ *Track how resources are being used?*

OAR Arlington has a MIS system that keeps track of the fiscal data. Information should be available by specific program, if not by groups of program participants. However, they do not have a person on staff that can modify the MIS system. As a result some of the information that they would like to track is in additional spreadsheets and in hard copy form.

☐ *Reach important target audiences of stakeholders?*

OAR Arlington was able to produce a list of stakeholders during the site visit.

OUTCOME Evaluation Checklist

☐ *Is the program ready for a process evaluation?*

See the process evaluation checklist above.

☐ *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

OAR Arlington's executive director is very positive and enthusiastic about an outcome evaluation. The managers, staff, and volunteers were very receptive and encouraging about the prospects of an outcome evaluation and indicated that they were very willing to participate.

☐ *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

OAR Arlington holds memorandums of agreement with DOC, DCJS, Commonwealth's Attorney, and Arlington County's Sheriff's Office. However, it is unclear at this point what data records will

be available from which stakeholder groups at this time. This is part of the project work plan for the upcoming year.

☐ *How developed is their record keeping and MIS systems?*

OAR Arlington has an MIS system, but they find it hard to modify it to their own needs. Some of their record keeping is done in alternative spreadsheets and physical files. Although the evaluation site team did not have time to spot check the physical records, the program indicates that the records for the past two years are fairly complete.

☐ *How comfortable is program staff to the concept of "evidence-based practices"?*

The program staff and management appear to be comfortable with evidence-based practices and were able to demonstrate how they used data as part of the organizational and individual review process.

Can the Program:

☐ *Identify and quantify the program inputs?*

OAR Arlington has an MIS system to keep track of persons in the program and moderate reporting capability on the people that are provided services during pre-release. However, they find the MIS system hard to modify to their own needs. Some of their record keeping is done in alternative spreadsheets and physical files. In addition, the pre-release documentation is based on physical rosters that the inmates and staff complete. All post-incarceration clients are required to complete intake documentation.

☐ *Identify and quantify the program outputs, including activities and participation?*

OAR Arlington keeps track of organizational outputs, such as classes provided, number of people seen, and different services provided. Many, but not all, of these outputs are tracked in their MIS system.

☐ *Identify and quantify short, medium and long range outcomes?*

Every participant, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12 months. Records of self-reported outcomes are maintained in their MIS system.

☐ *Identify the logical linkages between program activities and program outcomes?*

OAR Arlington has well documented measures and other tools they use to collect information.

☐ *Can the program identify comparison groups?*

At this time, the program has not identified comparison groups. However, this will be part of the evaluation work plan for the upcoming year.

OAR Jefferson Area

Program Information
OAR/ Jefferson Area Community Corrections Program (OAR Jefferson Area)
750 Harris Street Suite #207
Charlottesville, Virginia 22903
Phone: (434) 296-2441
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Program Summary
OAR Jefferson Area provides access to transitional pre-release and post- incarceration services for approximately 650 to 750 adult men and women each year who (1) are incarcerated in Albemarle/ Charlottesville Regional Jail (ACRJ), Central Virginia Regional Jail, Coffeewood Correctional Center, Fluvanna Correctional Center, ACRJ TC Unit or (2) are incarcerated at a state facility and planning to return to Charlottesville or the Counties of Albemarle, Fluvanna, Goochland, Greene, Louisa, Madison, Nelson, and Orange or (3) were incarcerated at one time and currently reside in the above areas.

OAR Jefferson Area began in 1971 as one of six offender reentry pilot sites, funded by federal grants. In 1975, they added an employment assistance program offering pre-release planning and job seeking assistance to incarcerated and previously incarcerated individuals. During the past decade, OAR Jefferson Area has developed four major areas of service:

- Court services, including pretrial services, drug court, and local probation programs,

- Pre-release services,

- Post-incarceration services, including transitional and reentry, and

- Collaborative services including drug court, restorative justice and criminal justice planning.

The mission of the OAR/Jefferson Area Community Corrections Program is "to assist individuals who are arrested, imprisoned, or released from incarceration to gain and retain self-respecting, self-sustaining and crime-free lifestyles."

OAR Jefferson Area has a long tradition of providing services that emphasize what is now known has the restorative justice model. The restorative justice model emphasizes acceptance of how one's actions has affected others, how one's actions relates to his or her acceptance in and forgiveness by the community, and how to restore mutual accountability between the community and the person.

Staff
OAR Jefferson Area has a staff of 27 employees, four of whom work specifically with the reentry services program (reentry program manager and three reentry specialists). Both the executive director and assistant director are also actively involved in the day-to-day operations of the reentry program. Interns and volunteers help to supplement the staff and include about 8 – 10 regular volunteers.

Volunteers conduct some classes in the jails and therapeutic community and also provide mentoring services to jail population. All staff and volunteers must complete jail safety orientation. Most staff have been trained in evidence based practices, specifically motivational interviewing.

Pre-release services
OAR Jefferson Area provides pre-release services to Albemarle/Charlottesville Regional Jail, Central Virginia Regional Jail, Coffeewood Correctional Center, Fluvanna Correctional Center, and ACRJ TC Unit. These services include:

- In-facility classroom workshops (includes Productive Citizenship),

- Employment preparedness,

- Education/literacy,

- Life skills,

- Parenting/fatherhood,

- Identification assistance, and

- Information and referral services.

DOC chose Albemarle/Charlottesville Regional Jail as a pilot site for reentry. Due to the preliminary success of the pilot, the administration of the jail asked OAR Jefferson Area to provide the same program for the local jail population. At the outset, participation in the program was voluntary to the jail population, but now the program is mandatory for the eligible local population. Eligible offenders are those whose sentence will allow for completion of an 8 week course.

Some classes are offered to the jail's ineligible population, and for them, attendance is voluntary. This program will be offered to the female jail population beginning in September 2007. OAR Jefferson Area is also preparing to implement a jail transition program in which clients will meet with a caseworker at least twice during the one month period prior to their release date to set goals and plan for a successful transition.

Post-incarceration services
OAR Jefferson Area provides post-incarceration services from their office in Charlottesville. Post-incarceration clients are referred to the program by state and local agencies, program managers and literature available in state and local detention facilities.

Post-incarceration services include:

- Employment assistance (placement, tools, uniforms/clothing, resume writing, interview and job counseling),

- Adult education/training (including literacy, ESL tutoring, GED prep, pre-employment skill training),

- Assistance with emergency and basic needs (housing, food, clothing),

- identification assistance (picture ID and documentation),

- Transportation assistance,

- Family services, and

- Referrals for mental health/counseling/support groups.

OAR Jefferson Area also provides reentry services to walk in clients. These services typically include case management services, identification assistance and emergency referrals. OAR Jefferson Area provides follow-up services to its clients through case management and follow-up phone calls.

In addition to providing core reentry services, OAR Jefferson Area Pretrial Services and Local Probation programs is piloting implementation of evidence based practices (EBP) and using the same practices in delivery of reentry services. This is practiced through screening and assessing clients based on their level of risk and need, cognitive behavioral therapy ("Thinking for Change"), positive reinforcement, and through the practice of motivational interviews.

Evaluation Readiness

Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> OAR Jefferson's executive director, assistant director, and reentry program manager are very positive and encouraging about ongoing process evaluation. The program collects information about its ongoing activities and organizational performance.

Can the Program:

☐ *Determine whether the program served intended participants?*

> During the site visit, OAR Jefferson was able to produce examples of screening and assessment information, identify the numbers of people served by each program component, and showed examples that they were able to identify information in their hard copy case management documents about what services each participant received.

☐ *Tell the story behind program delivery?*

> OAR Jefferson has brochures, pamphlets and other documentation to provide clients and stakeholders and that described their program components. The staff we spoke to were very informed about the program, its components and the history of the program.

☐ *Identify best practices that they use or that other programs use?*

> OAR Jefferson Area is a pilot site for Virginia Community Criminal Justice Association's Evidence-Based Practices for Pretrial Services and Community Corrections programs. They have incorporated best practice program elements such as motivational interviewing, cognitive behavioral therapy (CBT).

☐ *Identify whether program services and activities are provided as intended?*

> The evidence-based practices program that they are implementing has built-in feedback mechanisms for the organization and includes regular reviews of the services and activities.

☐ *Provide data or information to use for program improvement?*

> OAR Jefferson Area collects data and information to use for program improvement; however, much of this information is captured in hardcopy.

☐ 	*Track how resources are being used?*

> OAR Jefferson Area's executive director keeps track of budget expenditures with the help of the fiscal clerk/office manager. This information is tracked using a spreadsheet.

☐ 	*Reach important target audiences of stakeholders?*

> OAR Jefferson Area provides an annual report that is available to board members and other stakeholders.

Notes: OAR Jefferson Area is housed organizationally under community corrections along with their criminal justice planner, drug court, pretrial services, local probation program, and restorative justice program.

OUTCOME Evaluation Checklist

☐ 	*Is the program ready for a process evaluation?*

> See the process evaluation checklist above.

☐ 	*Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> OAR Jefferson Area's executive director and staff are very supportive and are looking towards the partnering with DCJS on an outcome evaluation for their program.

☐ 	*Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

> At this point, the evaluation does not have information about this topic. However, the participation of OAR Jefferson Area to develop an EBP model suggests that their stakeholders are supportive of outcome evaluations.

☐ 	*How developed is their record keeping and MIS systems?*

> OAR Jefferson Area currently uses a desktop database program (MS Access) and spreadsheets to organize information for reports, but individual records are primarily kept in hard copy.

☐ 	*How comfortable is program staff to the concept of "evidence-based practices"?*

> OAR Jefferson Area is a pilot site for Virginia Community Criminal Justice Association's Evidence Based Practices for Pretrial Services and Community Corrections programs. The management team and staff appear to have excellent training and understanding of EBP.

Can the Program:
☐ 	*Identify and quantify the program inputs?*

> As part of the EBP model, OAR Jefferson Area can identify organizational inputs, such as number of clients, volunteers, resources, and staff levels.

☐ 	*Identify and quantify the program outputs, including activities and participation?*

> OAR Jefferson Area keeps track of program outputs such as activities and participation using a desktop database application and additional spreadsheets.

☐ 	*Identify and quantify short, medium and long range outcomes?*

OAR Jefferson Area can identify and quantify these at an organizational level. But, at this time, it is unclear whether they can track individual client outcomes for extended periods of time (e.g., over one year). This is partly because of the limitations of their current MIS system.

☐ *Identify the logical linkages between program activities and program outcomes?*

OAR Jefferson Area has a logic model that identifies linkages between organizational inputs, outputs, and individual client outcomes.

☐ *Can the program identify comparison groups?*

At this time, the program has not identified comparison groups. However, this will be part of the evaluation work plan for the upcoming year.

Notes: OAR Jefferson Area has an excellent conceptual understanding of evaluation requirements. The lack of adequate MIS system and reliance on hard-copy documentation will make data collection for an outcome evaluation difficult.

OAR Richmond

Program Information
Offender Aid and Restoration of Richmond, Inc. (OAR Richmond)
One North Third Street, Suite 200
Richmond, Virginia 23219
Phone: (804) 643-2746
Fax: (804) 643-1187
http://www.oarric.org

Program Summary
OAR Richmond provides access to transitional pre-release and post-incarceration services for adult men and women who (1) are incarcerated in Richmond City Jail, Henrico County and Henrico County Regional Jail, Pamunkey Regional Jail (Hanover County), Chesterfield County Jail, and Petersburg City Jail and Annex or (2) were incarcerated for an adult criminal conviction at one time and currently reside in the greater Richmond/ Petersburg metropolitan area. As one of the Prisoner Reentry Policy Academy pilot programs, OAR Richmond currently provides pre-release and post-incarceration services to pilot participants who are incarcerated at Powhatan and Fluvanna Correctional Centers.

In addition to serving currently and previously incarcerated individuals, OAR Richmond also provides services to the families of incarcerated persons. During FY 2007, OAR Richmond served 3,812 clients in the cities of Richmond and Petersburg and neighboring counties.

OAR Richmond was incorporated in 1974 and grew out of the efforts that began when Colonel Jay Worrall led a statewide effort to meet the needs of offenders by involving citizen volunteers and community groups. OAR Richmond's philosophy is founded in the belief that successful offender reentry requires a community-based approach – individual volunteers working in partnership with government agencies and other nonprofit service providers.

OAR Richmond's mission is to provide community managed services aimed at restoring the individual offender as a responsible member of the community. This is achieved through programs that support the restoration of offenders, their families, and victims by "encouraging volunteer participation, alternatives to incarceration for nonviolent offenders, and services for offenders/ex-offenders as part of its community justice efforts."

Staff
OAR Richmond has a core staff of 13 full-time, four part-time, and three contract employees. This staff includes the executive director, a fiscal/administrative manager, operations manager, reentry specialist, program manager, receptionist, janitor, data technician, special programs case manager, five case managers that work inside the jails, one post-incarceration intake case manager and one employment services case manager that work at the OAR Central Office (the agency's largest post-incarceration services site) and a community resources coordinator. Contract positions include a substance abuse counselor and group facilitators working at DOC pre-release jail programs.

Volunteers are used to provide many services to OAR Richmond clients. In FY 2007, 92 volunteers served clients as mentors, facilitators of client groups and special projects, and also serve as Board members. Volunteers work in OAR's Central Office in downtown Richmond, Chesterfield County Jail, Henrico County Regional Jail (New Kent County), Henrico County Jail, Pamunkey Regional Jail, Petersburg City Jail & Annex,

and Richmond City Jail. Jail volunteers must complete OAR and jail orientation and training and obtain jail security clearance in order to work in the jails.

Recently, OAR Richmond has experienced excessive staff turnover. Often new case managers hired are just out of college, and many move on to state and federal government positions after a few years. Working in the jail setting often presents a lot of challenges that can also contribute to staff turnover.

Pre-release services
OAR Richmond provides pre-release services to local and regional jails in the greater Richmond/Petersburg area. Depending on funds available, service location, and specific eligibility guidelines, these services include:

- Productive Citizenship classes (life skills),
- Employment preparedness,
- Educational groups and workshops,
- Release planning,
- Individual and group counseling,
- Alcoholics Anonymous/Narcotics Anonymous,
- Mentoring, and
- Referrals (for basic needs, housing, and drug/alcohol treatment).

Additionally, the special programs case manager works with special-needs populations. Currently, that position is working with females at the Richmond City Jail who have been identified as having convictions for prostitution and have agreed to participate in the AND (A New Direction) Pre- and Post-release Program. Funding proposals have been submitted for additional special programs case manager positions. Having a designated, specialized case manager oversee the more time consuming client cases frees up time for regular case managers and gives them the ability to serve more clients.

Post-incarceration services
OAR Richmond provides post-incarceration services to previously incarcerated individuals living in the greater Richmond/Petersburg area. Depending on funds available, service location, and specific eligibility guidelines, these post-incarceration services include:

- Employment assistance (job search, work tools, uniforms/clothing, work boots, resume writing, interview and job counseling),
- Employment retention incentives,
- Assistance with emergency and basic needs (housing, food, clothing, medical, and financial counseling/assistance),
- Adult education/training including GED classes,
- Identification assistance (picture ID and birth certificates),
- Transportation assistance,
- Substance abuse counseling and support groups,
- Goal setting assistance, and
- Referrals for other services not directly provided by OAR.

OAR Richmond provides case management and follow-up services to its clients. Job retention outcomes are measured and tracked using "incentives." However, these outcomes can be affected by staff (case manager) turnover when it impacts the professional long-term relationship with the clients. Client cases are never "closed"; clients may be request services at any time.

OAR Richmond's primary mission is to provide community-based services that assist previously incarcerated individuals to become responsible members of their community. To this end, they provide a vast array of services to many individuals who walk in their doors every day, with or without referrals, and partner with numerous government, community, and non profit agencies to provide services throughout the service area.

OAR Richmond also partnered with the Richmond City Police Operation Call-In (a program that focuses on enforcement and services for selected former offenders in the community); in A New Direction (AND) program, which provides rehabilitative services to female sex workers in order to help them transition out of that lifestyle and has recently been approved by the Richmond judges as a court-ordered alternative to incarceration. OAR Richmond is also a pilot site for the Virginia Prisoner Reentry Policy Academy.

Evaluation Readiness

Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> OAR Richmond's executive director is very positive and enthusiastic about using information to improve organizational processes. The managers and staff receive information about why process evaluation is important and appear to be incorporate process evaluation in their day to day activities.

Can the Program:

☐ *Determine whether the program served intended participants?*

> During the site visit, OAR Richmond was able to produce examples of screening and assessment information, identify the numbers of people served by each program component, and show examples that they were able to track information in their case management documents about what services the participants received.

> OAR Richmond also participates in yearly "point-in-time" counts that provide a quick enumeration of total client sample and identifies related client background information and services that they were provided.

☐ *Tell the story behind program delivery?*

> OAR Richmond has a well developed web site and has brochures, pamphlets and other documentation that it provides as part of its marketing and service delivery message. The staff we spoke to are very informed about the program, its components, and its mission and were able to reiterate much of the information provided in the brochures.

□   *Identify best practices that they use or that other programs use?*

>   OAR Richmond has begun to explore what other organizations in other states are using as part of their reentry services.

□   *Identify whether program services and activities are provided as intended?*

>   At this time, it is unclear how monitoring of services and activities is performed. Documenting this process will be part of next year's evaluation activities.

□   *Provide data or information to use for program improvement?*

>   OAR Richmond has an MIS system that tracks much of the data for the program and its services.

□   *Track how resources are being used?*

>   OAR Richmond has an MIS system that keeps track of the fiscal data. In addition they have a fiscal manager on staff. Information should be available by specific program, if not by groups of program participants.

□   *Reach important target audiences of stakeholders?*

>   OAR Richmond has brochures, quarterly newsletters, and reports that are made available to key stakeholders. OAR Richmond has regular meetings with its board members and provides regular (monthly and yearly) reports to its board members. OAR Richmond was able to produce a list of stakeholders during the site visit.

OUTCOME Evaluation Checklist

□   *Is the program ready for a process evaluation?*

>   See the process evaluation checklist above.

□   *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

>   OAR Richmond's executive director is very positive and enthusiastic about an outcome evaluation. The managers and staff were very receptive and encouraging about the prospects of an outcome evaluation and indicated that they were very willing to participate.

□   *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

>   OAR Richmond holds memorandums of agreement with DOC, Salvation Army, YWCA, Freedom House, and Caritas, Pamunkey Regional Jail, Boaz and Ruth, Inc., Capital Area Workforce Investment Board, Embrace Richmond, Henrico and Richmond Sheriff's Departments, Probation and Parole District 41, Homeward, Virginia Supportive Housing, Crater Regional Workforce Investment Group, and the Commonwealth's Attorneys Office, among others. However, it is unclear at this point what data records will be available from which stakeholder groups. This is part of the project work plan for the upcoming year.

□   *How developed is their record keeping and MIS systems?*

>   OAR Richmond has a MIS system that they find useful when they have staff that can manage and modify the MIS system. Although the evaluation site team did not have time to spot check the physical records.

□ *How comfortable is program staff to the concept of "evidence-based practices"?*

> The program staff and management appear to be very comfortable with evidence based practices and were able to demonstrate how they used data as part of the organizational and individual review process.

Can the Program:

□ *Identify and quantify the program inputs?*

> OAR Richmond has an MIS system to keep track of persons in the program and moderate reporting capability on the people who are provided services.

□ *Identify and quantify the program outputs, including activities and participation?*

> OAR Richmond keeps track of organizational outputs, such as classes provided, number of people seen, and different services provided. OAR Richmond has evaluation work tools, instruments, and measures that they use to keep track of organizational outputs.

□ *Identify and quantify short, medium and long range outcomes?*

> Every participant, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12 months. Records of self-reported outcomes are maintained in their MIS system.

□ *Identify the logical linkages between program activities and program outcomes?*

> OAR Richmond has well documented manual of logic model, measures, and other tools they use to collect information.

□ *Can the program identify comparison groups?*

> At this time, we do not have information about this topic. However, this will be part of the evaluation work plan for the upcoming year.

Notes: OAR Richmond performed an in-house "snap-shot" evaluation study in 2003. The snapshot study included clients that had services in March 2001 and March 2002 and examined whether those who had services had any records of incarceration the following year.

OAR Fairfax

Program
Opportunities, Alternatives & Resources of Fairfax, Inc. (OAR Fairfax)
10640 Page Ave., Suite 250
Fairfax, VA 22030
Phone: 703-246-3033
Email: info@oarfairfax.org
www.oarfairfax.org

Program Summary
Opportunities, Alternatives & Resources of Fairfax (OAR Fairfax) provides access to transitional pre-release and post-incarceration services for approximately 2,000 adult men and women each year who are in (1) Virginia state prisons, (2) other detention facilities and jails in Virginia, (3) Fairfax county Adult Detention or Prerelease Centers, or (4) Loudoun County Work Release Center, and who (a) were charged with an offense in, or (b) are returning live in Fairfax, Loudoun County, or Prince William County.

Juvenile clients who are served by OAR Fairfax reentry programs are largely from diversionary court programs (that is, adjudicated alternative sentencing) and through family counseling, fatherhood programs, or other services where an adult is the primary service client.

OAR Fairfax was incorporated in 1971 and is one of several Offender Aid and Restoration programs established that year in Virginia. OAR Fairfax's services model is based on a restorative justice framework where offenders are expected to take ownership of their past actions and consequences and to work to repair and establish ties with the local community whereby they are accepted and reintegrated into the community as productive, non-threatening, members of that community.

Staff
OAR Fairfax has a core staff of twenty-one employees. This staff includes the executive director, director of communications and development, a director of programs, a director of operations, an assistant to the executive director, a volunteer coordinator, an alternative sentencing coordinator and three case managers, a VASAVOR program coordinator and assistant, a Beacon program executive administrator and assistant, a senior case manager and 3.5 case managers on specific areas, an employment coordinator and a service coordinator, and adult detention center programs coordinator. In addition to its core staff, OAR Fairfax has contracted services with consultants for audits, bookkeeping, network maintenance, and legal services.

OAR Fairfax uses volunteers as part of its education and training program. In 2007, OAR Fairfax had a core group of 90 volunteers representing about 6,035 service hours. Of these, roughly 30 were involved in the mentoring program, providing mentoring relationships to 75 offenders (source: application 2006). All volunteers complete a written application and background check, are interviewed by OAR Fairfax's volunteer services coordinator, and are required to attend orientation and training on special needs of reentry clients and the jails' operations and procedures. All staff and volunteers are provided training on the operations and procedures of the detention centers through the Sheriff's office. Training is provided through the Sheriff's office and in-service learning modules.

OAR Fairfax staff handles program intake and case management, and provides direct services for clients mostly through direct-hire staff and on-site volunteers. Very few services for clients are sub-contracted to

service partners, although OAR Fairfax does subcontract for technical assistance, fund raising, training, reporting, and financial accountability.

Pre-release services
OAR Fairfax provides pre-release services in the Fairfax County Adult Detention/Prerelease Center and the Loudoun County Work Release Center. These services include:

- Educational and life-skills curriculum,

- GED program,

- Restorative justice curriculum called "Impact of Crime,"

- Gender specific programming for women who are incarcerated,

- Mentoring services in the pre-release setting, and

- Work-on-release program "The Beacon," (modeled after the Delancey Street Project).

Additionally, OAR Fairfax participates in the Department of Corrections VASAVOR program where high-risk offenders are provided a continuum of care and "stepped-down" from state prison incarceration to detention in local jails and subsequent release to the community.

Post-incarceration services
Post-incarceration services are provided from their main offices in Fairfax next to the Fairfax County Adult Detention/Prerelease Center, two satellite offices at the Alexandria Probation and Parole Day Reporting Center and the Loudoun County Work Release Center, and at the Skills Source Centers in Fairfax, Loudoun, and Prince William Counties. Post-incarceration clients are referred to the program by State and local agencies, program managers and literature available in state and local detention facilities. All clients are voluntary and not part of a mandated program. However, those who are at a facility where OAR-based services are provided must participate in the pre-release services to qualify for post-incarceration services and case management.

Post-incarceration services include:

- Employment assistance (placement, tools, uniforms/clothing, resume writing, interview and job counseling),

- Assistance with emergency and basic needs (housing, food, clothing, and medical, legal and financial assistance),

- ID assistance (picture ID and documentation),

- Transportation assistance,

- Adult education/training (limited scholarship opportunities, literacy, cultural sensitivity),

- Disability referrals to Department of Rehabilitative Services, and

- Referrals for mental health/counseling/support groups.

OAR Fairfax provides case management and follow-up services to its clients. Every client, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12 months. Once employed, staff provide follow-up services, with intensive follow-up during the first three, six, and 12 months of employment.

OAR Fairfax also provides support for the county's supervised community services and other diversionary programs and assistance to the families of inmates. These services provide additional organizational and networking capacity that helps OAR Fairfax work with local employers, victims groups, and other non-profit and faith-based groups. In combination with the more traditional reentry services, OAR Fairfax seeks to provide a community-wide capacity for offender reintegration across the full continuum of post-adjudicated clients.

Evaluation Readiness

Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> OAR Fairfax's executive director is very positive and enthusiastic about using information to improve organizational processes. The managers, staff, and volunteers receive information about why process evaluation is important and appear to incorporate process evaluation in their day to day activities.

Can the Program:

☐ *Determine whether the program served intended participants?*

> During the site visit, OAR Fairfax was able to produce examples of screening and assessment information, identify the numbers of people served by each program component, and showed examples that they were able to track information in their case management documents about what services the participants received. Case management begins tracking clients at intake; case files remain open indefinitely and are updated for returning clients. When a client moves to an area served by another OAR agency, efforts are made to transfer the case file. Each participant is asked to sign a release of information.

☐ *Tell the story behind program delivery?*

> OAR Fairfax has a well developed web site and has brochures, pamphlets and other documentation that it provides as part of its marketing and service delivery message. The staff we spoke to seemed very informed about the program, its components, and its mission and were able to reiterate much of the information provided in the brochures.

☐ *Identify best practices that they use or that other programs use?*

> OAR Fairfax has begun to explore what other organizations in other states are using as part of their reentry services. OAR Fairfax believes many of the programs in the ORTS programs are leading in the use of best practices. OAR Fairfax would like to document their own activities and develop a best practice list based on their own experiences along with lessons learned in other states.

☐ *Identify whether program services and activities are provided as intended?*

> OAR Fairfax has a client satisfaction survey that provides the program with feedback to its services and process. This is provided to everyone who receives services from the program. It includes

measures about being able to speak privately with case managers, staff and others, whether they were treated respectfully, and whether OAR Fairfax services improved their situation and if they would recommend them to others. These are compiled on a monthly basis and feedback is provided to staff.

☐ *Provide data or information to use for program improvement?*

OAR Fairfax has a management information system (MIS) that tracks much of the data for the program and its services. In addition, they have partnered with George Mason University as part of an ongoing evaluation program. The university provides OAR Fairfax with information about its program.

☐ *Track how resources are being used?*

OAR Fairfax has a MIS system that keeps track of the fiscal data. Information should be available by specific program, if not by groups of program participants.

☐ *Reach important target audiences of stakeholders?*

OAR Fairfax has a newsletter it provides to key stakeholders and has regular meetings with its board members. OAR Fairfax was able to produce a list of stakeholders during the site visit. The list of stakeholders includes: clients, staff, board members, volunteers, sheriff's office, probation and parole, state Dept. of Corrections and county officials, elected officials (local, state, federal); community funding pool of administrators /reviewers; the United Way, donors: individuals, foundations, businesses, churches, media, educational institutions, federal agencies and the community in general.

OUTCOME Evaluation Checklist

☐ *Is the program ready for a process evaluation?*

See the process evaluation checklist above.

☐ *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

OAR Fairfax's executive director is very positive and enthusiastic about an outcome evaluation. The managers, staff, and volunteers were very receptive and encouraging about the prospects of an outcome evaluation and indicated that they were very willing to participate.

☐ *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

OAR Fairfax holds memorandums of agreement with DOC, DCJS, the Commonwealth's Attorney, and the Fairfax County's Sheriff's Office. OAR Fairfax participates on the Human Services Coalition of Northern Virginia and the Network Against Family Abuse, and Virginians Against Domestic Violence. In addition, OAR Fairfax is working with GMU to provide some follow-up information on clients, including follow-up across state lines. However, it is unclear at this point what data records will be available from which stakeholder groups at this time. This is part of the project work plan for the upcoming year.

☐ *How developed is their record keeping and MIS systems?*

OAR Fairfax has an MIS system that they find very useful, and they have staff that can manage and modify the MIS system. Although the evaluation site team did not have time to spot check the physical records, the program indicates that the records for the past two years are fairly complete.

☐ *How comfortable is program staff to the concept of "evidence-based practices"?*

The program staff and management appear to be very comfortable with evidence based practices and were able to demonstrate how they used data as part of the organizational and individual review process.

Can the Program:

☐ *Identify and quantify the program inputs?*

OAR Fairfax has an MIS system to keep track of persons in the program and moderate reporting capability on the people that are provided services during pre-release. However, the pre-release documentation is based on physical rosters that the inmates and staff complete. All post-incarceration clients are required to complete intake documentation.

☐ *Identify and quantify the program outputs, including activities and participation?*

OAR Fairfax keeps track of organizational outputs, such as classes provided, number of people seen, and different services provided. OAR Fairfax has extensive evaluation work tools, instruments, and measures that they use to keep track of organizational outputs. Many of these outputs are maintained in their MIS system.

☐ *Identify and quantify short, medium and long range outcomes?*

Every participant, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12 months. Records of self-reported outcomes are maintained in their MIS system.

□   *Identify the logical linkages between program activities and program outcomes?*

        OAR Fairfax has well documented manual of logic model, measures, and other tools they use to collect information.

□   *Can the program identify comparison groups?*

        OAR Fairfax is working with GMU to track and identify a comparison group that can be used to model program outcomes.

Notes: OAR Fairfax has a lengthy partnership with a long-running NIDA project run through GMU's Department of Psychology and headed by Dr. June Price Tangney. The project has significant post-incarceration tracking that includes follow-up for clients who go out of state. Their focus of investigation is whether there are social-cognitive factors (e.g., moral reasoning and emotions) that predict resiliency to recidivism and whether the positive social-cognitive factors can be shaped through the intervention process in a lasting and meaningful way. The study includes more than 200 participants at the post-incarceration stage with follow-up information.

Program
Skills Training Employment Placement-Upward Progress (STEP-UP)
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*Note: DCJS was not able to conduct a site interview at STEP-UP due to availability of key program staff. This report provides notes from a phone conversation with one of the staff members in charge of the detention facilities and their DCJS grant applications.

Program Summary
STEP-UP provides access to transitional pre-release and post- incarceration services for approximately 2,000 adult men and women each year who (1) are incarcerated in Norfolk City Jail, Portsmouth City Jail, Chesapeake City Jail, Newport News City Prison Farm, Brunswick County Jail, Southampton County Jail, Western Tidewater Regional, Virginia Beach Correctional Center, Deerfield Correctional Center, Virginia Correctional Center for Women, Fluvanna Correctional Center, James River Correctional Center, Haynesville Correctional Center, Indian Creek Correctional Center, St. Brides Correctional Center, and Hampton Correctional Facility; or (2) are incarcerated at a State or Federal facility and planning to return to the Hampton Roads/Tidewater area, or (3) were incarcerated at one time and currently reside in the Hampton Roads/Tidewater area. The Hampton Roads/Tidewater area consists of Norfolk, Virginia Beach, Chesapeake, Hampton, Newport News, Portsmouth, Suffolk, Franklin, Gloucester, Isle of Wight and Southampton.

STEP-UP was incorporated in 1975 to serve the Commonwealth of Virginia with offices in four parts of the state. STEP-UP's original mission was to assist women offenders at the Virginia Correctional Center for Women in Goochland in transitioning from prison to productive lives in their communities. This assistance took the form of counseling, job training and job placement. Additionally, it was one of the first programs in the country that provided reentry services to women. STEP-UP's mission has evolved since then and now includes services to incarcerated and post-incarcerated adult males and females, assisting them in finding gainful employment and directing them to various community support services. STEP-UP also participates in the Department of Corrections VASAVOR program, which is designed to provide a continuum of care for high-risk offenders to transition them back to the community.

Staff
STEP-UP has a core staff of 7 employees. This includes the executive director, two full time and one part time offender transition specialists, job development specialist, and a VASAVOR case manager and clerical/job development specialist.

STEP-UP also uses volunteers to supplement the work of its staff. In 2007, STEP-UP had five regular volunteers who assist with providing both pre release and post incarceration services. Volunteers receive various types of training related to the character of the work. In addition, STEP-UP will work with and accept assistance from interns from local universities from time to time.

Pre-release services
STEP-UP provides pre-release services to local jails and detention facilities in the Hampton Roads/Tidewater area. These services include:

- In-facility classroom workshops on variety of issues,

- Employment preparedness,

- Productive Citizenship, and

- Family/client counseling.

The classes are available to the facility's general population, and clients participate on a volunteer, "first-come" basis. Pre release programs may consist of a four, six, or eight week curriculum. Additionally, STEP-UP participates in the Department of Correction's VASAVOR program where high-risk offenders are provided a continuum of care whereby they are "stepped-down" from state prison incarceration to detention in local jails and subsequent release to the community, DOC's Offender Re-entry Jail Programs, as well as the City of Norfolk's Department of Social Services Pilot Offender Re-entry Program.

Post-incarceration services
STEP-UP provides post-incarceration services from their main offices in Norfolk, with some services offered at other locations in the area such as the workforce centers, social services offices, day reporting centers, probation and parole offices, libraries and community services boards. Post-incarceration clients are referred to the program by state and local agencies, program managers and literature available in state and local and state detention facilities. All clients are voluntary and not part of a mandated program.

Post-incarceration services include:

- Employment assistance (placement, tools, uniforms/clothing, resume writing, interview and job counseling),

- Assistance with emergency and basic needs (housing, food, clothing, and medical, legal/mediation and financial assistance),

- Identification assistance (obtain picture ID, birth certificate, and other documentation),

- Adult education/training (limited scholarship opportunities, literacy, cultural sensitivity),

- Transportation assistance, and

- Life skills counseling.

STEP-UP provides case management and follow-up services to its clients. Clients are monitored through follow-up phone calls and case management for a period of at least 12 months. Once clients are employed, staff provides follow-up services, with intensive follow-up during the first four weeks of employment, as well as the first two, three, six, and twelve months of employment.

Evaluation Readiness
Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

STEP-UP's executive director is very positive and enthusiastic about using information to improve organizational processes and service delivery. Staff receives information about why process evaluation is important and appear to incorporate process evaluation in their day-to-day activities. The program collects information about its ongoing activities and organizational performance.

Can the Program:

☐ *Determine whether the program served intended participants?*

STEP-UP uses three types of screening and assessment tools to measure client attributes, can identify the numbers of people served by each program component, and tracks information about what services each participant received.

☐ *Tell the story behind program delivery?*

STEP-UP has brochures, handouts and other documentation to provide to clients and stakeholders that describe their program components. Local print media, staff presentations to community groups and agencies, and providing services for over 30 years keeps the community and client base aware of STEP-UP's services.

☐ *Identify best practices that they use or that other programs use?*

STEP-UP has begun to explore what best practices and evidence based practices organizations in other jurisdictions are using as part of their reentry services.

☐ *Identify whether program services and activities are provided as intended?*

STEP-UP uses a pre and post test to measure whether clients are receiving information as intended in the Productive Citizenship curriculum. They are also working on a staff evaluation tool for use with the jail and prison population to measure client satisfaction and staff effectiveness.

☐ *Provide data or information to use for program improvement?*

STEP-UP collects program data and information about client services, however about 60% of this information is captured in hardcopy.

☐ *Track how resources are being used?*

STEP-UP's executive director keeps track of budget expenditures and forwards information to a contracted accounting firm that handles monthly financial reports, quarterly taxes, and other reporting.

☐ *Reach important target audiences of stakeholders?*

STEP-UP provides all stakeholders with an annual report and meets with stakeholders individually, as needed.

OUTCOME Evaluation Checklist

☐ *Is the program ready for a process evaluation?*

> See the process evaluation checklist above.

☐ *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> STEP-UP's executive director and staff are very supportive and are looking towards the partnering with DCJS on an outcome evaluation for their program.

☐ *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

> STEP-UP holds memorandums of agreement with about half of their stakeholders, however, it is unclear at this point what data records will be available from which stakeholder groups. This is part of the project work plan for the upcoming year.

☐ *How developed is their record keeping and MIS systems?*

> STEP-UP currently uses a desktop database program and spreadsheets to organize information for reports, but also maintains many individual records in hard copy.

☐ *How comfortable is program staff to the concept of "evidence-based practices"?*

> Program management has knowledge of evidence based practices and were able to discuss how they used data as part of the organizational and individual review process.

Can the Program:

☐ *Identify and quantify the program inputs?*

> STEP-UP has an MIS system to keep track of persons in the program and is able to report types of pre release and post incarceration services received per client.

☐ *Identify and quantify the program outputs, including activities and participation?*

> STEP-UP keeps track of organizational outputs, such as classes provided, number of people seen, and different services provided. Many, but not all, of these outputs are tracked in their MIS system.

☐ *Identify and quantify short, medium and long range outcomes?*

> Every participant, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12 months. Some records of self-reported outcomes are maintained in their MIS system.

☐ *Identify the logical linkages between program activities and program outcomes?*

> At this point, the evaluation does not have information about this topic.

☐ *Can the program identify comparison groups?*

> At this time, the program has not identified comparison groups. However, this will be part of the evaluation work plan for the upcoming year.

Notes: STEP-UP has a good conceptual understanding of evaluation requirements. The lack of adequate MIS system and reliance on hard-copy documentation may make data collection for an outcome evaluation difficult.

Virginia CARES

Program
Virginia Community Action Reentry System, Inc. (Virginia CARES)
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Roanoke, VA 24011
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Program Summary
Virginia CARES provides access to transitional pre- and post- release services for approximately 1,800 adult offenders per year who are or were in state prisons and local jails. These services are made available in 20 correctional facilities through contracts with the Virginia Department of Corrections, local community action agencies, and various service partners. The Virginia CARES central office provides oversight of all contracted services, including site monitoring, technical assistance, fund raising, training, reporting, and financial accountability.

Virginia CARES works with Virginia DOC and DCE to provide pre-release training and information to adult inmates at state institutions within six months of their release date. No juvenile offenders are served by Virginia CARES programs, unless it is through family counseling, fatherhood programs, or other services where an adult is the primary service client. In addition, Virginia CARES works with ex-offenders who hear of their services as "walk-ins." Of the nine ORTS sites, Virginia CARES provides services to the most dispersed geographical service area, and covers thirty seven cities and counties in Virginia. .

Virginia CARES developed from federal and state "war on poverty" programs in the 1960s and 1970's that targeted work development programs and ultimately created Virginia's Community Action Agencies (CAAs). It was officially established in 1981 as a three year demonstration project, supported largely with Federal dollars. In the mid 1980s, Virginia CARES funding was cut, and consequently its mission and scope were substantially decreased. Since then, funding from the state and private foundations increased along with its mission and scope of service areas. The focus has also shifted from the core direct delivery of work opportunity programs to a referral and partnership based program that provides a broader range of services for released and soon-to-be released offenders.

Virginia CARES has faced an increasingly competitive environment for expansion of services. A review of services and potential overlap by DCJS and Virginia CARES in 2006-2007 resulted in a realignment of service catchment areas and closure of offices in Richmond and Norfolk. At the same time, services expanded to other underserved areas in the state.

Staff
Virginia CARES has a core staff of seven employees at the central office. This staff includes the executive director, the program director, the finance director, one MIS coordinator, an executive assistant, an administrative clerk, and a resource marketing and developer (i.e., planner and grant writer). In addition to their core staff, they have contracted services with consultants for audits, MIP (bookkeeping), network maintenance, and legal services.

As a referral service agency, Virginia CARES does not currently use volunteers as part of its core staff; however, many of its service partners do make use of volunteers. Virginia CARES also encourages its service

providers to recruit and train potential mentors. Virginia CARES staff is provided training through classes supported by the DOC Training Academy as well as through workshops and seminars on reentry provided by state and federal agencies. Training is also provided to key stakeholders and board members through annual Virginia Community Action Partnership training held twice a year.

Pre-release services
Virginia CARES works with Virginia DOC and DCE to provide pre-release training and information to adult inmates at state institutions within six months of their release date. This includes the provision of DOC's Productive Citizenship curriculum.

Virginia CARES, through contract service agencies, provides initial participant assessment, case management, and follow-up service for at least one year to program participants following release or volunteer entry (a.k.a., "walk-ins").

Post-incarceration services
Virginia CARES provides standard post-incarceration services through referrals service and case management. Post-incarceration services include:

- Employment assistance (placement, tools, uniforms/clothing, resume writing, interview and job counseling),

- Assistance with emergency and basic needs (housing, food, clothing, and medical, legal and financial assistance),

- ID assistance (picture ID and documentation),

- Transportation assistance,

- Mentoring,

- Disability referrals to DHS, and

- Referrals for mental health/counseling/support groups.

Follow-up services are seen as critical to reducing recidivism by the program. Every participant, regardless of work status, is monitored through follow-up phone calls and case management for a period of at least 12 months. Participants with problems are encouraged to come back to the office or request that Virginia CARES staff visit their homes to help them. Once clients are employed, staff provides follow-up services, with intensive follow-up during the first three, six, and 12 months of employment.

Additionally, all programs complete monthly reports that include information about whether goals had been met, if there are any organizational changes such as staffing problems or trends, other problems or trends, number of mentors developed by the program, number of participants served during the month, number of applicants for restoration of voting rights, number of job readiness workshops held, number of support groups held, number of volunteers, number of hours volunteers worked, number of participants each quarter who still held a job after the end of the quarter and number who have not returned to prison.

Evaluation Readiness
Individual organizations may or may not be ready for a comprehensive process and outcome evaluation. Such evaluations require both the willingness of program management and staff to participate, and the ability to deliver information about the program and its clients. The following checklists give some indication of this site's readiness for a process and outcome evaluation.

PROCESS Evaluation Checklist

☐ *Is there support for process evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> Virginia CARES' executive director is adamant about using information to improve organizational processes. The managers, staff, and volunteers receive information about why process evaluation is important. The Roanoke central office implements process evaluation and review for all of its contracted service partners.

Can the Program:

☐ *Determine whether the program served intended participants?*

> During the site visit, Virginia CARES was able to produce examples of review and report documents it requires of all of its contracted service partners. Virginia CARES is able to identify the numbers of people served by each program component, and showed that they were able to track information in their case management documents about what services participants overall received. The current MIS systems are not linked to each other. Because the services are contracted and service partners are widely distributed across the state, the evaluation team was not able to do site visits for each of the partners. As a result, it is not clear at this point what level of data each of the service agencies keeps on a client by client basis.

☐ *Tell the story behind program delivery?*

> Virginia CARES has a well developed discussion of the story behind the organization. The staff we spoke to seemed very informed about the program, its components.

☐ *Identify best practices that they use or that other programs use?*

> Virginia CARES has begun to explore what other organizations in other states are using as part of their reentry services. Virginia CARES has identified best practices in contract monitoring and has developed work tools from those best practices.

☐ *Identify whether program services and activities are provided as intended?*

> Virginia CARES provides contract oversight on a regular basis and performs site visits at each of its contract service sites.

☐ *Provide data or information to use for program improvement?*

> Virginia CARES has an antiquated MIS system. This system tracks core data for the program and its services. However, the MIS system does not track the new information that they are collecting. Currently this information is collected on hard copy and they transfer the information to electronic worksheets for reports.

☐ *Track how resources are being used?*

> Virginia CARES has regular fiscal audits. Currently this information is collected on hard copy and they transfer the information to electronic worksheets for reports.

☐ *Reach important target audiences of stakeholders?*

> Virginia CARES was able to produce a list of stakeholders during the site visit.

OUTCOME Evaluation Checklist

☐ *Is the program ready for a process evaluation?*

> See the process evaluation checklist above.

☐ *Is there support for an outcome evaluation at different organizational levels, such as the leadership, managers, and practitioners, as well as among service partners?*

> Virginia CARES' executive director is very receptive and supportive of an outcome evaluation. The core staff is eager to participate and support an outcome evaluation work.

☐ *Is there support for an outcome evaluation among stakeholder groups that may provide key information for the evaluation, such as re-arrest rates?*

> It is unclear at this point what data records will be available from which stakeholder groups at this time. This is part of the project work plan for the upcoming year.

☐ *How developed is their record keeping and MIS systems?*

> Virginia CARES has an antiquated MIS system. They cannot modify it to their own needs, even by contracting for IT services. Some of their record keeping is done in alternative spreadsheets and physical files. However, many of the records are kept at the contracted services sites, and the evaluation site team did not have time to visit the service sites. Virginia CARES does frequent audits of the sites' records and local databases, and the records should be up-to-date and relatively complete.

☐ *How comfortable is program staff to the concept of "evidence-based practices"?*

> The program staff and management appear to be very comfortable with evidence based practices and were able to demonstrate how they used data as part of the organizational and individual review process.

Can the Program:

☐ *Identify and quantify the program inputs?*

> Virginia CARES keeps track of persons in the program and has good reporting capability on the number of people that are provided services during pre-release. However, their MIS system is antiquated and some of their record keeping is done in alternative spreadsheets and physical files.

☐ *Identify and quantify the program outputs, including activities and participation?*

> Virginia CARES requires its contracted service providers to keep track of organizational outputs, such as classes provided, number of people seen, and different services provided. This information is provided to Roanoke in roll-up reports rather than documented in a client by client basis.

☐ *Identify and quantify short, medium and long range outcomes?*

> Virginia CARES can identify, quantify, and track outcomes for the organization and the contracted service partners. It is unclear at this point, given the antiquated MIS and the dispersed service partners, how well Virginia CARES can identify and track outcomes on a client by client basis. The evaluation team will work with Virginia CARES to explore how best to address this issue as part of the work plan for the upcoming year.

☐   *Identify the logical linkages between program activities and program outcomes?*

           Virginia CARES has well documented organizational measures.

☐   *Can the program identify comparison groups?*

           At this time, the program has not identified comparison groups. However, this will be part of the evaluation work plan for the upcoming year.

Notes: While Virginia CARES may or may not be able to provide tracking of individual clients, Virginia CARES is well-positioned to provide measures at the organization level. In addition, Virginia CARES provides an excellent opportunity for the evaluation to look at how a reentry program can develop quality control of contracted services in comparison to other programs that provide more direct services.

VIII. Evaluation Methodology

Beginning in FY 2007-2008, DCJS began working with ORTS sites to develop and organize information for process evaluations. Over the next several years DCJS intends to partner with ORTS, other reentry sites, and other agencies to develop a framework for outcome evaluation methodology for adult reentry programs in Virginia.

In addition to developing and conducting the detailed evaluation of the ORTS program, DCJS will continue to gather information on the characteristics and status of the various reentry programs administered or operated by the Departments of Correctional Education, Corrections, Juvenile Justice, Social Services, and Criminal Justice Services. Particular attention will be paid to documenting and examining the evaluations previously completed or currently being conducted on these programs. Several are still undergoing evaluation, and it is still too early to provide any information on the findings of these studies.

One important aspect of the DCJS evaluation project is to help ORTS and other reentry program sites develop expertise in evaluating their own programs and services. This philosophy for the DCJS process evaluation flows from Michael G. Maxwell's (2001), "Frugal Guide to Evaluation for Criminal Justice". This guide sought to: "(1) de-mystify evaluation methods; (2) promote and provide guidance to local officials on self-evaluation; and (3) describe frugal evaluation methods – approaches to design, measurement, data collection, and interpretation that produced useful findings at relatively low cost." Importantly, Maxwell's evaluation guide argues that organizations can and should participate in the development and implementation of their own process evaluations, and they can do so without sacrificing quality or integrity of the evaluation process. Over the course of the project, DCJS will emphasize that programs develop and apply a consistent evaluation framework across reentry sites and services, but that also meets their own organizational needs. In this regard, DCJS seeks to identify the expertise for evaluation services, to provide guidance in selecting quality evaluation methodologies, and to conduct an initial outcome evaluation study for ORTS programs.

Two general categories of evaluation studies are process evaluations and outcome (or impact) evaluations. Process evaluations focus on organizations' ability to provide services as intended, and outcome studies focus on the results of those services either for the individual (e.g., participation in crime), for groups of individuals (e.g., rates of crime), or for the system overall (e.g., lowered costs for courts, prisons, and law enforcement) . There are specific types of studies that can be used as part of one or both of these general types of evaluations: for example, "Gap analyses", "Return-on-Investment" (ROI; a.k.a., cost-to-benefit) studies. There are also specific data collection methods (e.g., focus groups, surveys, structured interviews) and statistical tools (e.g., survival analyses, Structural Equation Modeling, Hierarchical Linear modeling); but detailed discussion of these is beyond the scope of this report. As specific methods and statistical tools are mentioned, the report will refer to other sources that describe them. Otherwise, the following two sections lay out DCJS' general approach to process and outcome evaluation for reentry, as of this report.

Process Evaluation

Stufflebeam's (2003) CIPP framework provides a framework for process evaluation. It focuses on four general domains:

Context (historical circumstances and current state of affairs),

Input (human, material, and financial resources),

Process (are the activities developed being implemented and how), and

Product (short term outputs, long term outcomes, sustainability and transportability of the initiative).

The CIPP model focuses heavily on whether the mechanisms are put into place to facilitate and improve services. Stufflebeam (2003) provides example checklists for each of these areas that can be modified for use by specific programs. For example, there are checklists to document whether partnerships, staffing, and multidisciplinary teams have been established and whether these have been used by clients, have resulted in appropriate referrals to services, and service providers have used suggested best practices.

A complimentary approach to assessment is provided by Goldkamp and Associates (2001). Goldkamp notes how assessments of drug courts tend to ignore the large diversity of activities, philosophies, and goals among these programs. Goldkamp finds that generalizations about program and services provided by drug courts fail to document important differences. As a result, reviews of drug courts erroneously compare programs together when, on closer inspection, the commonality among programs and service were chiefly: (1) a philosophy of "problem solving," (2) that the judges were "hands-on," and (3) that they worked with drug involved offenders.

Goldkamp and associates (2001:2) argue that evaluations of programs need to document carefully what specific services are provided, what the program philosophy is, and exactly what the program services "are" and "what they are not". Goldkamp (1999) earlier suggested the use of a typology for process evaluations of "problem solving agencies", such as drug courts. This typology describes eight key dimensions generally thought to link the activities of the intervention program with individual outcomes:

- Target problem,
- Target population,
- Screening (or ensuring the correct target is achieved),
- Modification and adaptation of process and procedures,
- Structure and content of intervention,
- Responses to performance by the client to the intervention (client accountability),
- Productivity of the program, and
- Extent of system-wide support.

As part of this project, DCJS will work with ORTS program to develop descriptions for each of the CIPP domains. These descriptions will use Goldkamp's (2001) dimensions as a method of organizing the descriptions and ensuring that the organization, services, and service partners are described in enough detail to clearly identify what each program offers and does not offer.

During the August 2007 site visits to the ORTS programs, DCJS asked each program to provide some of the CIPP evaluation information as part of its readiness review. The review found that most of the ORTS programs were prepared for a process evaluation and that most had made significant process in implementing their own process evaluations.

Over the next year, DCJS will work with the ORTS sites to improve their process evaluation methods and develop "best practices" documents based on their own experiences and those of other sites around the country. In addition, DCJS will work with ORTS to develop revised versions of checklists and other process evaluation tools and tailor them to the goals and activities of each of the ORTS sites.

The first focus of the ORTS process evaluation will describe their service populations in detail and examine if any of the characteristics of their service population impact service delivery. Some client characteristics that will be examined (as data are available) include:

- Client demographics,
- Length of incarceration,
- Offense and incarceration histories,
- Risk assessment levels,
- Employment history,
- Education levels,
- Religious identification,
- Marital status,
- Substance abuse history,
- Mental health history,
- Physical health history (e.g., disability status), and
- Participation in other jail or community programs.

DCJS will seek to determine whether and how the types and characteristics of the service population are related to the services provided or requested, such as food, clothing, housing, and transportation, with specific focus on how the organization adapts the latter four dimensions suggested by Goldkamp (2001): structure and content of intervention; responses to performance by the client to the intervention; productivity of the program; and extent of system-wide support. The goal of this work will be to examine the specific needs of reentry populations that shape service delivery.

The long term goal of the partnership between ORTS and DCJS is to develop organizational capacity within the ORTS programs so they can conduct process evaluations themselves, either individually or as a group. During subsequent years of the DCJS evaluation project, DCJS hopes that the increased self-evaluation capacity will naturally produce linkages with additional experts in other Virginia departments, local universities and businesses. In partnership with DCJS, it is hoped that ORTS programs create their own capacity for reviewing and implementing best practice standards, either individually or as a group, and put into place the long term capacity for ongoing process evaluation.

Outcome Evaluation

The Department of Corrections cites the Urban Institute's study of 88 SVORI programs and concludes that comparison and generalizations are difficult from studies of SVORI programs because of the diversity of those programs in terms of population, enrollment capacity, geographical parameters, program components and program duration (Boone 2006:8). Noting these difficulties, DCJS proposes to use these differences to the advantage of the evaluation work. Specifically, the DCJS evaluation will use differences in sites, populations, and other differences as comparison groups.

Measuring Individual Client Outcomes

DCJS will model predictors of individual outcomes for each of the ORTS programs. The models will examine if program participation, individual client characteristics, program characteristics (as discussed in the process evaluation above) predict short, medium, and long term outcomes for each of the ORTS programs.

Samples

DCJS will work with the ORTS programs to match lists of ORTS clients with criminal record searches. This will be done in a way that is consistent with any confidentiality agreements and provides the appropriate protections of client confidential information. The State Police Central Criminal Records Exchange (CCRE) criminal history record files, the DOC inmate databases, and the State Compensation Board's Local Inmate Data System are sources for criminal history checks. DCJS will develop statistical models that will examine predictors of the likelihood of success for different groups of reentry clients within each program. These models will compare those who are not rearrested, reconvicted, or reincarcerated to all those who were in the program and seek to identify any important predictors that are related to program implementation.

A comparison between the likelihood of being rearrested, reconvicted, reincarcerated, or not should reveal if program participation is an important predictor of recidivism. DCJS will work with the relevant agencies to identify a matching sample to the sample obtained from the ORTS sites for people who were incarcerated and released from state correctional centers and local jails. A large random, sample will be pulled, and, where possible, use a Monte-Carlo sampling design for creating subsets of the sample to be used for comparison models. The lists of offenders (ORTS program clients and other offenders) will be compared to the State Police, DOC, and LIDS data, to identify new arrests, convictions, and incarcerations. The site specific samples and the statewide samples will allow DCJS to develop baseline comparison for re-offense rates for people from multiple agencies.

OAR Fairfax has teamed with George Mason University (GMU) on an ongoing evaluation of the use of restorative justice models. GMU's smaller sample has more extensive records that include tracking clients in other border states. DCJS hopes to work with GMU and OAR Fairfax to develop statistical models that can be compared against models generated from statewide samples.

Client Characteristics and Program Services

DCJS will conduct analyses to explore whether clusters of offense types, number of offenses, or separate groupings of technical and non-technical violations that are important to understanding reentry program outcomes.

At the individual level, the evaluation will examine if ORTS clients are functioning better after receiving and completing services. Services would include:

- Education (e.g., GED instruction),
- Vocational training,

- Job placement,

- Life skills,

- Anger management,

- Parenting classes,

- Substance abuse resistance, and

- Mentoring.

Measuring Client Success
Importantly, DCJS will emphasize a strength-based evaluation that focuses on multiple measures of success, such as:

- Educational attainment,

- Employment (attainment and retention),

- Family stability,

- Restoration of voting rights,

- Paying taxes, and

- Owning property.

Data for these measures and others may be available from the ORTS programs themselves, or from relevant agencies such as the Virginia Employment Commission, the Virginia Department of Taxation, the Virginia Department of Social Services, the Virginia Department of Juvenile Justice, and the Office of the Secretary of the Commonwealth.

Recidivism
In addition, DCJS will evaluate the short term, medium, and long range recidivism outcomes for clients in the ORTS programs. DCJS will look at a wide range of measures of recidivism that reflects the broad spectrum of the criminal justice process, including self-reported criminal involvement, rearrest, reconviction, and incarceration. Below is a short summary of each of these measures.

Self-reported criminal involvement is one measure of recidivism that has proven useful and accurate for researchers studying recidivism (see for a comprehensive review: Harrison and Hughes 1997). Research indicates that self-report measures can be very accurate, provided that there is trust, compensation, and low likelihood of rearrest based on the self-report information (Huizinga and Elliott 1986). Studies that use self-report measures typically have written agreements that supersede the ability of criminal justice system to use the information for purposes of rearrest and investigation of the individual (Singer et al. 1995). Self-reported criminal involvement is often the most expensive and hardest measure of recidivism to obtain. For the DCJS evaluation, some self reported data maybe available through a partnership of one the ORTS sites and GMU. However, it is unlikely that such information will be available on a large portion of the ORTS client sample.

An alternative measure of recidivism is rearrest. Rearrest is a measure of contact with the criminal justice system with a new offense. Rearrest data, compared to self-report recidivism data, are relatively easy to obtain. However, because rearrest includes people who are arrested, but not necessarily convicted of a crime, critics of this measure have argued that rearrest is a measure that does not accurately reflect judicial determination of involvement of crime. This criticism is particularly relevant for people who have prior contact with the criminal justice system and who are under post-incarceration supervision, as are clients of reentry programs.

Reconviction is a post-adjudication measure that serves to capture where a court has made a decision about guilt or innocence. Still, some critics argue that reconviction is not a good measure of recidivism because there is potential for appeal. Moreover, for those that plead, reconviction is a result of negotiation among court officials and the counts, severity, and length of the sentence may vary due to court resources, case loads, and local precedents, as well as other factors not related to the underlying offending behavior. For those that do not plead, the same criticism can be leveled as with rearrest: that final court judgment has not been reached until the plea process is completed.

Reincarceration is another measure of recidivism. Reincarceration avoids the issue of whether and how a court has ultimately found the person guilty or not guilty, and focuses more on the resulting use and consumption of organizational resources (i.e., jail or prison space). However, in many cases, the person who has not been reincarcerated has committed additional crimes, but is either in diversionary programs, waiting appeal, or the charges are not serious enough to warrant a return to secure confinement.

An additional consideration when measuring recidivism is whether and how to count technical violations, such as violations of parole or failures to appear in court. Technical violations are often an area of plea negotiation, are used as proxies for involvement in crime, and have been found to be important predictors of subsequent involvement in crime. Technical involvement may or may not lead to reincarceration and, as such, may or may not be reflected in rates of reincarceration.

The Department of Corrections and the Department of Juvenile Justice each report some form of recidivism rates for offenders released from incarceration. DOC defines recidivism as a return to the state prison system. DJJ reports multiple reoffense measures, including rearrest, reconviction, and reincarceration. DOC's measure includes reincarcerations for technical violations, while DJJ's measures include only new criminal (misdemeanor or felony) offenses. DOC's reincarceration measure does not include offenders sentenced to jail, while DJJ's reincarceration measure includes offenders sentenced to the juvenile correctional centers, adult prison, or jail (DJJ *Data Resource Guide,* DOC *Recidivism Report*).

DCJS will use a broad range of recidivism measures, including measures that are comparable to those reported by DOC, DJJ, and other agencies, such as:

- Rearrest, in three separate categories,
    - o for a recommission of the initial offense, or
    - o for any criminal (felony/misdemeanor) offense, or
    - o for any offense (criminal or technical violation);
- Reconviction, in three separate categories,
    - o for a recommission of the initial offense, or
    - o for any criminal (felony/misdemeanor) offense, or
    - o for any offense (criminal or technical violation);
- Reincarceration, in three separate categories,
    - o for a recommission of the initial offense, or
    - o for any criminal (felony/misdemeanor) offense, or
    - o for any offense (criminal or technical violation).

Measures of Time
Time and time frames are important to measures of success, especially with regard to recidivism measures. How long a person stays "recidivism free" is an important measure of success for reentry programs. One can calculate the length of time "recidivism free" by subtracting the length of time from release to new arrest, reconviction, or reincarceration. However, the decision as to when to start and stop the recidivism "stop watch" is less clear. DCJS will examine several points in time starting with the first formal contact with the ORTS program and extending into post-incarceration.

DCJS notes that there are many factors that impact the timing of, and reporting of, rearrest, reconviction, and reincarceration that have little or nothing to do with the actual offense. But, these timing factors may have much to do with the offender's background, the court system they are convicted in, the local law enforcement and probation offices' resources to do monitoring and surveillance, and the availability of prison and jail space. As a result, statistical models that use the length of time free from recidivism as a success measure need to be cautious about any co-determinates that may determine the length of time, especially when making causal inferences.

Determining the date of exit from incarceration can also prove difficult. Sometimes those who are ready to be released, re-offend while in prison or jail settings. Those who are in half-way houses or under work-release supervision also make it less clear about when people are released from incarceration. These make determination of program entry and exit for reentry programs difficult to determine. For post-incarceration services, some are entering the program directly from services, while others have been out for many years and are just recently seeking services. During the course of the outcome evaluation, DCJS will examine how different entry points into the system may impact measures of overall success and failure in the program.

Organizational Outcomes
On the organizational level, DCJS will work with ORTS sites to identify and track program inputs (e.g., number of people served, number of staff and volunteers, amount of fiscal resources), outputs (e.g., the number of classes, the number of public engagements), and outcomes (rates of employment, rates of recidivism). Where possible, DCJS will use common business and economic practices to evaluate the program's strength. The goal will be to identify environmental constraints and predictors of success for the organization as a whole. Additional attention will focus on the transportability lessons in one program to another reentry program. DCJS will explore the leveraging of funding to service agencies, and whether more appropriate referrals result in using more cost-efficient resources.

Potential Barriers to Evaluation
The evaluation is dependent on a viable and ongoing partnership with the ORTS group. The readiness evaluation suggests that most, if not all, of the program sites are eager to conduct an evaluation study. At this point, the program leaders understand that an evaluation study is not the same as "validation", and that some of the results may suggest areas of needed improvements. Many of the programs are using or getting ready to use evidence-based practice models and understand that negative results are often opportunities for program improvement and innovation, rather than program failure.

The evaluation is largely dependent on the data and information kept and tracked by the ORTS programs. Many of these programs are confident that they have the data for process and outcome evaluation, but many also report that they are not confident in their current MIS and client tracking systems. A closer inspection and study of their MIS needs is highly recommended, and an upgrade to a statewide reporting system is suggested.

IX. Summary

The 2007-2008 Budget Bill directed the Department of Criminal Justice Services (DCJS) to evaluate the effectiveness of Virginia's offender reentry programs in reducing recidivism, and provide the General Assembly with a report on the evaluation by October 1, 2007. This first report contains the following:

- Overview of national reentry programs and reentry programs in other states,

- Overview of recent Virginia statewide reentry initiatives,

- Overview of the offender reentry programs administered or operated by Virginia's state public safety agencies, and

- Detailed examination of Virginia's Offender Reentry and Transition Services (ORTS) Program.

The main focus of this report is on Virginia's ORTS program, funded by DCJS grants in nine locations across the state and serving about 70% of Virginia's localities. The ORTS program is designed to "support professional services that increase successful reentry and reintegration into communities by incarcerated adult offenders."

DCJS is working with the ORTS sites to implement process and outcome evaluations of these programs. During mid-2007, DCJS conducted site visits, surveys, and made other contacts with the nine local ORTS programs to determine their "readiness for evaluation." Over the next several years, DCJS intends to partner with ORTS, other reentry sites, and other Virginia agencies to develop an outcome evaluation methodology for adult reentry programs in Virginia.

The ORTS evaluation outcome measures will include recidivism – how likely are program participants to be rearrested, reconvicted, and reincarcerated following release. Multiple measures of reentry success, such as educational attainment, employment success, family, stability, paying taxes, and other measures, will also be examined.

Based on the readiness review of the ORTS sites, DCJS feels that most of the programs are ready to conduct process and outcome evaluations in partnership with DCJS. One possible problem is the state of the management and information systems (MIS) at the program sites, and their ability to provide data for evaluation. It is unclear at this point what burden data collection from paper records will place on the evaluation effort.

In addition to developing and conducting the ORTS program evaluation, DCJS will continue to gather information on the characteristics and status of reentry programs administered or operated by the Departments of Correctional Education, Corrections, Juvenile Justice, Social Services, and Criminal Justice Services. Particular attention will be paid to documenting and examining the evaluations previously or currently being conducted on these programs.

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