

Review of Virginia's Pre- and Post-Incarceration Services



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Authority

Item 393 #7c of the 2013 Budget Bill directed that “The Department of Criminal Justice Services shall review the Offender Reentry and Transitional Services programs to determine the services provided by such programs, the types of funding provided to each program and the value to be placed on volunteer hours, the number of released offenders participating in each service and in each program, and the effectiveness of the services delivered by such programs in reducing recidivism for the released offenders.”

The “Offender Reentry and Transitional Services” (ORTS) programs refers to the prisoner reentry programs funded by the Department of Criminal Justice Services (DCJS). The programs have at various times been identified as “Pre-release and Post-incarceration Services” (PAPIS), ORTS, and the Virginia Prisoner Reentry Program. To reduce confusion, throughout this report they will be consistently referred to as PAPIS programs.

History of Virginia's Pre- and Post-Incarceration Services

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 Richmond, Virginia inspired several local churches to convene a conference on Churches and the Correctional System. Following that effort, Colonel Jay Worrall, Jr. founded the OAR movement, which at the time stood for Offender Aid and Restoration. It was his vision of citizen visitors helping jail inmates that formed the original premise for the creation of OAR organizations around the country.

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

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

PAPIS Today

PAPIS is a coalition of non-profit organizations across the state (PAPIS Virginia Re-entry Coalition), providing services and guidance to offenders before and after incarceration. The nine active PAPIS programs provide services to adult men and women who are or were incarcerated in Virginia state prisons, local jails, and work release centers.

Pre-release services are intended to prepare offenders for transition from incarceration to a normal life within the community. Jail pre-release services may include training, counseling, mentoring, tutoring, information and referrals to services. 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-release services are expected to address the specific needs of individual offenders after release from prisons or jails to help effect a successful reintegration into the community. Services include: assistance in job placement and career counseling; locating food, clothing and shelter; service referrals; and counseling services.

Staff at DCJS provide technical assistance to the Coalition. DOC partners with PAPIS providers for services in some prisons and probation and parole districts. PAPIS grantees serve on community criminal justice boards, local re-entry councils, and statewide re-entry steering committees.

For the past two years, PAPIS grants have required grantees to incorporate evidence-based practices (EBP) in their programs. EBP refers to practices that have been empirically tested and found to reduce recidivism among offenders. DCJS provides guidance and technical assistance on evidence-based practices to PAPIS and other programs (www.dcjs.virginia.gov/corrections/ebp/).

Individual Programs

The nine PAPIs programs each serve multiple localities, and some localities are served by more than one program. The individual programs and the localities they serve are listed below. Additional information can be found in Appendix A. (Parenthetical notations indicate the abbreviated names that will be used throughout this report.)

Colonial Community Corrections Transitional Services Program (Colonial)

Counties of James City and York; Cities of Poquoson and Williamsburg.

Northern Neck Offender Reentry (Northern Neck)

Counties of Essex, Lancaster, Northumberland, Richmond, and Westmoreland.

Northwestern Regional Adult Detention Facility (Northwestern)

Counties of Clarke, Fauquier, and Frederick; City of Winchester.

OAR of Arlington, Inc. (Arlington OAR)

County of Arlington; Cities of Alexandria and Falls Church.

OAR of Fairfax, Inc. (Fairfax OAR)

Counties of Fairfax, Loudoun, and Prince William; Cities of Fairfax and Manassas.

OAR-Jefferson Area (Jefferson Area OAR)

Counties of Albemarle, Fluvanna, Goochland, Greene, Louisa, Madison, Nelson, and Orange; City of Charlottesville.

OAR of Richmond, Inc. (Richmond OAR)

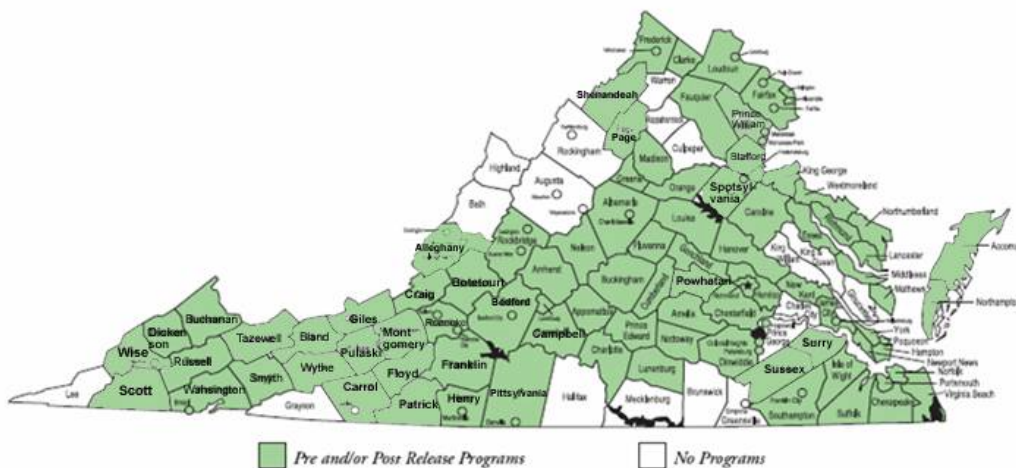
Counties of Caroline, Chesterfield, Dinwiddie, Goochland, Hanover, Henrico, and New Kent;; Cities of Colonial Heights, Hopewell, Petersburg, and Richmond.

STEP-UP, Inc. (STEP-UP)

Counties of Accomack, Isle of Wight, Northampton, Southampton, Surry, and Sussex; Cities of Chesapeake, Franklin, Hampton, Newport News, Norfolk, Portsmouth, Suffolk, and Virginia Beach.

Virginia CARES, Inc. (Va. CARES)

Counties of Alleghany, Amelia, Amherst, Appomattox, Bedford, Botetourt, Buchanan, Buckingham, Campbell, Caroline, Charlotte, Craig, Cumberland, Dickenson, Fauquier, Floyd, Franklin, Frederick, Giles, Henry, King George, Lunenburg, Montgomery, Nottoway, Page, Patrick, Pittsylvania, Powhatan, Prince Edward, Pulaski, Roanoke, Rockbridge, Russell, Scott, Shenandoah, Spotsylvania, Stafford, Tazewell, Warrenton, Washington, and Wise; Cities of Alexandria, Blacksburg, Bristol, Covington, Danville, Fredericksburg, Hampton, Lynchburg, Martinsville, Newport News, Radford, Roanoke, and Salem.



Fiscal Year 2013 STATISTICS

Statewide, the PAPIS programs were able to assist 14,124 offenders in FY2013, down 2% from 2012. Approximately 61% of offenders were served after release from incarceration, with the remainder receiving services prior to release. PAPIS offenders were offered a broad range of services. The number of service units in FY2013, for various service types, are listed below (some offenders received multiple services, or the same service on multiple occasions).

- Employment Related Services: 19,601
 - Job Placements: 1,275
 - Participants in Job Readiness Classes: 4,697
 - Employment Assistance: 13,629
 - Educational and Vocational Assistance/Referrals: 9,230
 - Health and Mental Health Assistance/Referrals: 1,892
 - Substance Abuse Assistance/Referrals: 6,635
 - Cognitive Behavioral Therapy or Other Counseling: 1,483
 - Life Skills Training: 25,776
 - Mentors: 577
- Risk/Needs Assessments Completed: 722
 - Direct Assistance:
 - Food: 479
 - Clothing: 1,448
 - Shelter: 2,314
 - I.D.: 2,150
 - Transportation: 13,925

RECENT TRENDS

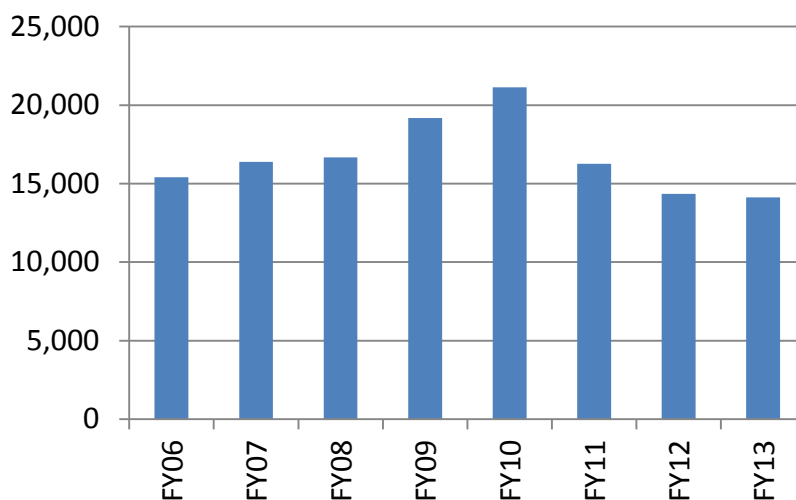
Between FY2006 and 2010, the number of offenders assisted by PAPIS programs increased 37%. During this same time, the number of offenders released from prison and jail also increased, though to a substantially lesser degree. The number of state-responsible inmates released by DOC increased 4% between FY2006 and FY2010. The number of local-responsible sentenced offenders released from local and regional jails increased 3% for the same period. Meanwhile, the state probation caseload increased 6%, and the local probation average daily caseload increased 12% between FY2006 and 2010.

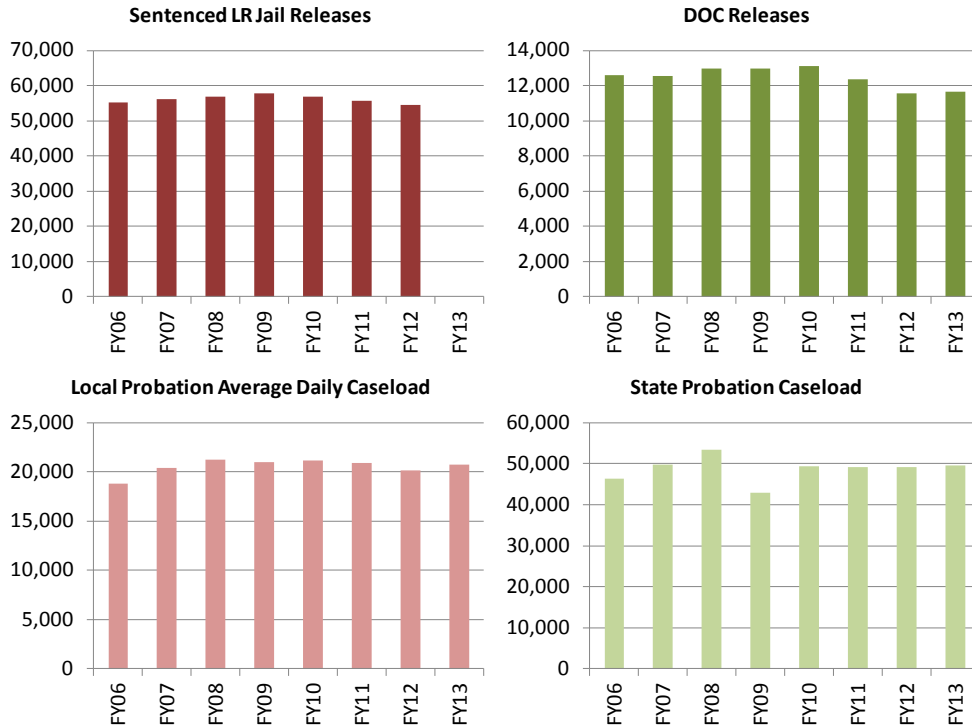
More recently, between FY2010 and FY2012, the PAPIS programs saw a 32% drop in offenders served. Other criminal justice indicators also saw a drop in the same period. Between FY2010 and 2012, the number of state-responsible offenders released by DOC dropped 12%, and the number of local-responsible sentenced offenders released by jails dropped 4%. The state probation caseload dropped slightly, less than 1%, while the local probation average daily caseload dropped 5%.

The number of PAPIS cases dropped slightly, less than 2%, in F2013. Meanwhile, the other criminal justice measures were mixed. DOC state-responsible releases and state probation both increased less than 1%, the local probation average daily caseload rose 3%, but preliminary data suggest that the number of sentenced local-responsible offenders released from jails dropped in FY2013 (complete jail data for 2013 are unavailable).

Figures 1 and 2 present the recent trends in the number of PAPIS cases served statewide, and the various other criminal justice trends.

Figure 1: Statewide PAPIS Cases





The drop in jail and prison releases between FY2010 and 2012 could explain part of the drop in Papis cases. Offenders voluntarily seek assistance from the Papis programs, often soon after their release. Fewer correctional releases results in a smaller “pool” of potential new cases.

However, the number of potential clients remains substantially larger than the number of clients served, and many Papis clients have been out of jail and prison for well over a year.

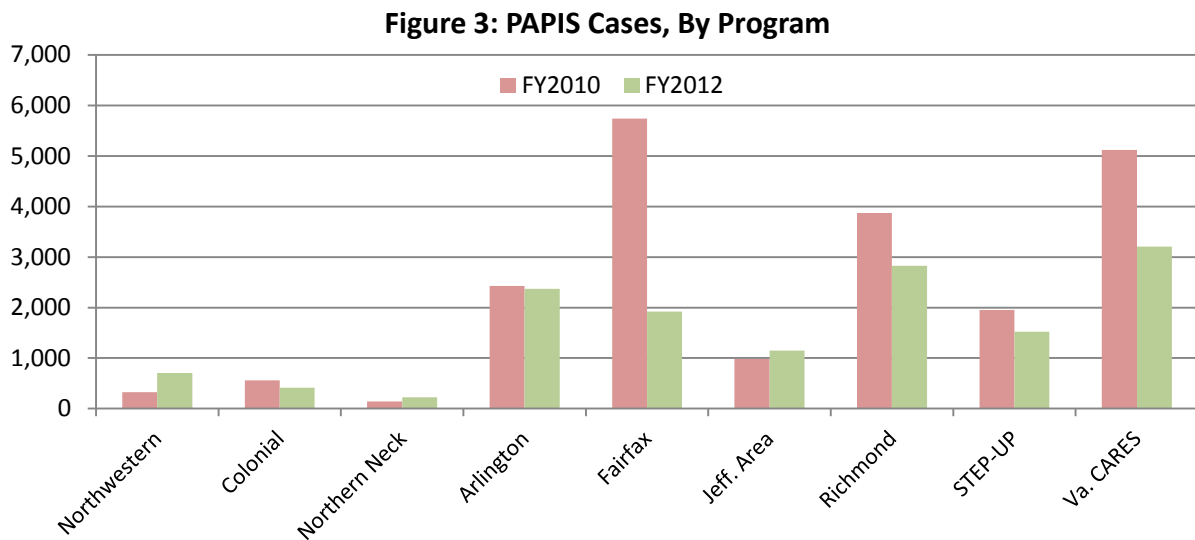
Another factor contributing to the reduction in offenders served is the reduction in funding. During FY2010, the funding Papis grant awards were cut 6.5%, requiring the programs to adjust mid-year. Then, in FY2011, the Papis grants dropped another 5.6%. Funding remained at that lower level in FY2012 and 2013. Funding for Papis programs increased 7% in FY2014.

Trends for Individual Programs

Although the number of offenders served statewide dropped 32% in between FY2010 and 2012, individual PAPIS programs did not all have the same experience. Figure 3 compares offenders served in FY2010 and 2012, for each PAPIS program.

The Northern Neck, Northwestern, and Jefferson Area OAR programs all saw an increase during this period. In FY2010, these three programs combined to serve 7% of the total number of PAPIS cases statewide. By FY2012, that had doubled to 14%.

Meanwhile, the Va. CARES and Fairfax OAR programs saw the largest decrease in the number of cases, 37% and 66% respectively. In FY2010, these two programs combined to serve 51% of the total number of PAPIS cases statewide. By FY2012, that had dropped to 36%.



FUNDING

DCJS first began funding the PAPIS programs in 1982. Initially, the programs were funded using only state general funds. In the second half of FY 2003, PAPIS services were financed using federal Byrne Memorial Formula grant funds due to a state budget shortfall. Then, in FY 2004, the PAPIS 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 FY2005, PAPIS 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 FY2006 and enlarged in FY2007 to cover the expected loss of federal funds. The Byrne funds were no longer 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.

Table 1 provides a more detailed look at the federal and state grant funds received by each of the PAPIS programs from FY 2005–2014.

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. Figure 4 shows the amount of funds that PAPIS programs received from various sources.

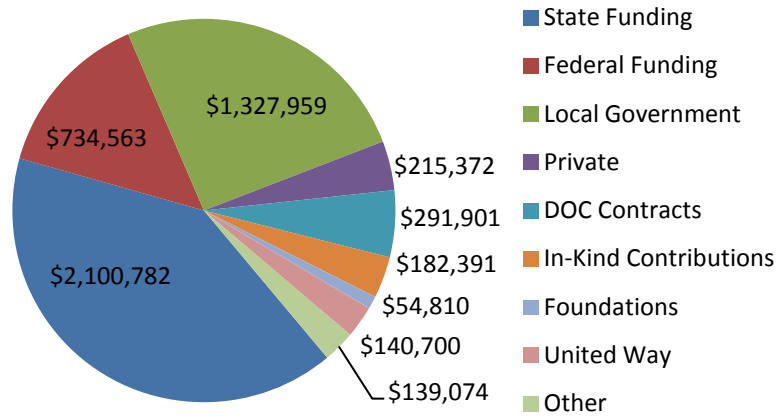
Table 1: State/Federal Grant Funds Awarded to PAPIS Programs

Grant Year	Colonial Comm. Corrections	Northern Neck Regional	Northwestern Regional	OAR Arlington	OAR Jefferson Area	OAR Fairfax	OAR Richmond	Step Up, Inc.	Virginia CARES	TOTAL
FY2005	\$29,784	\$46,561	\$45,272	\$158,161	\$87,886	\$108,829	\$277,084	\$164,882	\$976,259	\$1,894,718
FY2006	\$29,784	\$46,551	\$45,272	\$158,146	\$87,886	\$108,829	\$277,084	\$164,882	\$976,259	\$1,894,693
FY2007	\$41,342	\$51,751	\$47,179	\$190,241	\$92,619	\$112,805	\$326,978	\$181,655	\$1,071,643	\$2,116,213
FY2008	\$46,716	\$51,751	\$47,179	\$195,266	\$103,905	\$126,557	\$426,563	\$246,341	\$1,133,735	\$2,378,043
FY2009	\$46,716	\$51,751	\$47,179	\$195,266	\$103,655	\$127,739	\$426,563	\$246,341	\$1,133,735	\$2,378,945
FY2010*	\$43,697	\$48,407	\$44,130	\$182,649	\$97,191	\$118,379	\$399,000	\$230,424	\$1,060,478	\$2,224,356
FY2011	\$41,270	\$45,718	\$41,679	\$172,502	\$91,792	\$111,803	\$376,834	\$217,622	\$1,001,562	\$2,100,782
FY2012	\$41,270	\$45,718	\$41,679	\$172,502	\$91,792	\$111,803	\$376,834	\$217,622	\$1,001,562	\$2,100,782
FY2013	\$41,270	\$45,718	\$41,679	\$172,502	\$91,792	\$111,803	\$376,834	\$217,622	\$1,001,562	\$2,100,782
FY2014	\$72,029	\$67,333	\$41,679	\$172,502	\$101,768	\$116,826	\$406,234	\$247,047	\$1,022,128	\$2,247,546

Note: Not included in this table is a \$50,000 FY2008 start-up grant to three localities, pending assurances that the localities would provide operations funding after June 30, 2008.

*After the mid-year adjustment

Figure 4: Papis Funding Sources, FY2012

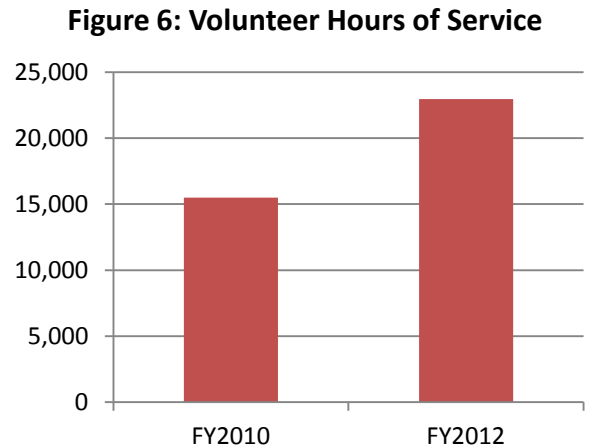
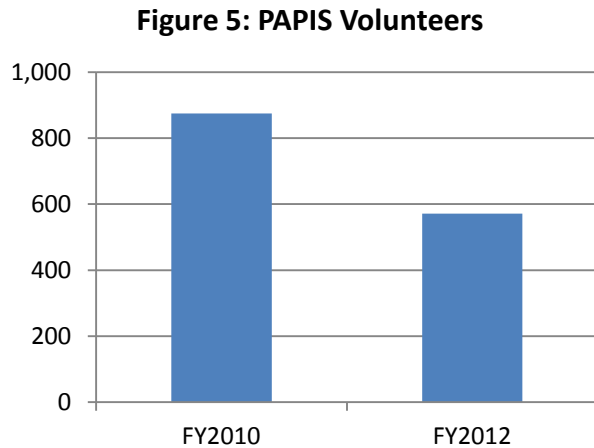


Source: Papis Coalition annual report, "Papis: Virginia Reentry Coalition – FY12"

Decreased funding since FY2008 has caused the Papis programs to close offices in parts of the state and eliminate and/or delay filling some positions. This financial barrier affects the level and type of services available to offenders. The programs have attempted with limited success to find other funding streams to supplement funds they receive from DCJS. The Richmond program closed its Petersburg office after operating with a deficit of between \$65,000 and \$100,000 for the past four years. This closing was the first staff layoff in the program's history. Papis providers are not located in all areas of the state and are not sufficiently funded to provide services to all offenders in need.

VOLUNTEER HOURS

In addition to direct funding, the PAPIS programs also receive substantial assistance from community volunteers. As Figures 5 and 6 demonstrate, the number of volunteers has dropped in recent years, but the number of service hours provided by those volunteers has actually increased. In FY2010, volunteers averaged fewer than 18 hours of service each; by 2012, that increased to 40 hours each. As a result, although the number of volunteers dropped 35% between FY2010 and 2012, the total hours of service actually increased 48%.



The Corporation for National and Community Service, an independent federal agency, estimates that, on average, an hour of volunteer service is valued at \$21.79, nationally. The Virginia-specific estimate is \$22.60 (www.volunteeringinamerica.gov/pressroom/value_states.cfm). Applying that figure to the number of hours worked by PAPIS volunteers yields a value of almost \$519,000 in FY2012.

SERVICES PROVIDED

All nine of the active PAPIS programs, which provide services to adult men and women who are either currently incarcerated or have recently been released from Virginia state prisons, local jails, and work release centers, have an employment component. These programs offer job skills training, job readiness training, and employment placement. Employment services may also include helping clients obtain transportation assistance (e.g., bus tickets) and required work materials such as tools, boots, and uniforms. Most of the PAPIS programs also provide emergency housing assistance.

Many of the PAPIS programs provide referrals for mental health, substance abuse, wellness, and physical health services. Some specific programs provide family reunification services, parenting classes, and other similar family services programs. Most programs also provide mentors for the offenders they serve using community volunteers.

DCJS continues to receive federal funds through the Department of Social Services (DSS) for Supplemental Nutrition Assistance Program Employment Training (SNAPET) cases. The Department distributes these funds to the re-entry program grantees to reimburse them for PAPIS program expenses that supported employment services for food stamp recipients/re-entry cases. As a result, participating local social services departments and community non-profits that are members of the Virginia PAPIS Coalition can receive SNAPET funds for job training of eligible former offenders.

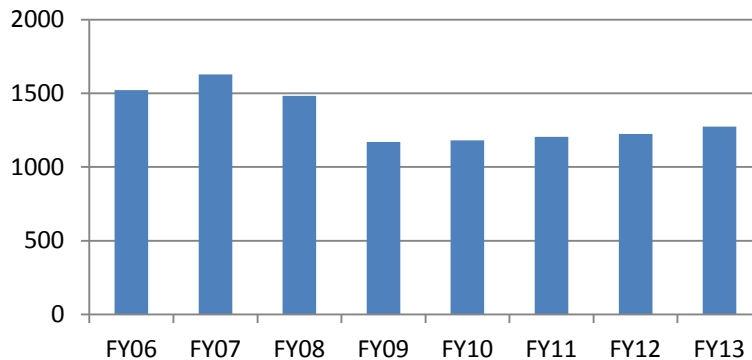
PAPIS OUTCOMES

Program outcomes can be measured in various ways. One way is to measure discrete, identifiable, program achievements.

For example, one major activity of the PAPIS programs is the provision of employment services, with the ultimate goal of placing offenders into jobs. As Figure 7 demonstrates, although the number of job placements dropped after the 2008 recession, PAPIS programs are still placing offenders in more than 1,200 jobs each year.

Job placements dropped 21% between FY2008 and 2009. But after FY2009 they did not drop again, and between FY2009 and 2013, job placements increased 9%.

Figure 7: Job Placements for PAPIS Cases



Another way to measure a program outcome is by its failures. For programs serving an offender population, this generally means measuring recidivism. In a previous DCJS examination of the PAPIS programs, DCJS obtained data on individuals in eight of the nine PAPIS programs who were released from jail in FY2006. The amount and quality of data available greatly varied across the programs, but it did allow for a limited analysis of recidivism among PAPIS participants compared to other offenders released from jail that same year.

Recidivism Analysis

Evaluation data were provided by eight of the nine PAPIS programs (STEP-UP did not provide data). However, the amount of data varied widely across the sites. A few could provide great detail on the offender's participation and activities in the program. Others could provide offender names, but no program start dates. Some sites had several years' worth of offender data, others only a single year.

The PAPIS offender data were matched to jail data provided by the State Compensation Board. Only 75% of the PAPIS offenders could be matched to the jail release data.

Jail Rearrest Rates

In spring 2008, the DCJS Research Center worked on a committee convened by the Office of the Secretary of Public Safety to calculate recidivism measures for jail, prison, and juvenile corrections facilities. The goal was to create measures that would be comparable across the various correctional populations. To that end, only offenders released from a correctional setting following the completion of their sentence would be included in the analysis. See Appendix B for more information on how the recidivism measures were created.

The rearrest rates for offenders released from jail following the completion of their sentence in FY2006 are reported below.

Table 2: Rearrest rates for offenders released in FY 2006

Release Cohort	Jail Releases	6 Months	12 Months
FY 2006	55,222	18.7%	29.9%

Among the 55,222 offenders released from Virginia jails in FY 2006, approximately 19% were rearrested within six months of release, and approximately 30% were rearrested within 12 months of release.

PAPIS Client Demographics

The amount of available information about the PAPIS cases varied across the eight individual PAPIS programs. The evaluation team sought to collect data on offenders whose intake date occurred in FY2004-2006. However, some programs could not identify intake dates. In those cases, offenders who were released from jail during FY2004-2006 were identified. In some cases, only offenders from 2006 could be identified.

Table 3 reports the number of PAPIS cases identified at each of the eight participating PAPIS programs, the percentage of these cases that could be matched to jail data received from the State Compensation Board, and the percentage with identified intake dates. Tables 4 and 5 report the sex, race, and age (at intake) distributions for the identified offenders. Obviously, age at intake could not be identified in those cases missing an intake date.

Table 3: PAPIS Cases in Each PAPIS Site Identified and Matched to Jail Data

PAPIS	Cases Identified	Percent in Jail Data	Percent With Intake Date
Colonial	321	100%	0%
Northern Neck	45	78%	4%
Northwestern	180	96%	100%
OAR Arlington	2,873	67%	56%
OAR Fairfax	6,391	66%	66%
OAR Jefferson Area	892	81%	81%
OAR Richmond	6,088	82%	82%
Virginia CARES	4,604	81%	81%
Total	21,394	75%	71%

Table 4: Race and Sex of PAPIS Cases

PAPIS	Percent Male	Black	White	Hispanic	Other
Colonial	77%	47%	53%	0%	0%
Northern Neck	50%	69%	29%	3%	0%
Northwestern	70%	32%	68%	1%	0%
OAR Arlington	77%	66%	23%	8%	3%
OAR Fairfax	73%	32%	42%	11%	14%
OAR Jefferson Area	79%	70%	29%	0%	1%
OAR Richmond	76%	78%	20%	1%	1%
Virginia CARES	73%	78%	21%	1%	0%
Total	75%	62%	28%	5%	5%

The majority (75%) of the PAPIS offenders were male, although males comprised only 50% of the offenders at the Northern Neck program. Overall, blacks comprised 62% of the PAPIS cases but this varied among the programs, ranging from 78% of the offenders in the OAR Richmond and Virginia CARES programs to 32% of the offenders in the Northwestern and the Fairfax programs.

Table 5: Age at Intake for PAPIS Cases Identified

PAPIS	20 or Younger	21-25	26-35	36-45	46-55	56 or Older
Colonial	NA	NA	NA	NA	NA	NA
Northern Neck	NA	NA	NA	NA	NA	NA
Northwestern	3%	22%	31%	27%	14%	2%
OAR Arlington	4%	16%	26%	31%	21%	3%
OAR Fairfax	15%	21%	26%	26%	11%	2%
OAR Jefferson Area	7%	16%	27%	34%	15%	2%
OAR Richmond	5%	13%	29%	35%	15%	2%
Virginia CARES	3%	12%	27%	37%	19%	3%
Total	7%	15%	27%	33%	16%	2%

Rearrest Rates for PAPIS Cases

Data collected from the individual PAPIS programs were compared with the release cohorts identified in the recidivism analysis. Identifiable PAPIS program releases represented about 7% of total jail releases. However, there may be a significant number of PAPIS cases in the cohorts who could not be matched, due to errors in the identifying data collected from the programs.

Many of the offenders, PAPIS cases and non-cases alike, have multiple admissions and releases from jail. Even when PAPIS intake data are available, it is difficult to tie that intake to a specific date of release from jail.

Analysis here will include only PAPIS cases with an intake date. An offender will be considered a PAPIS cases if his (or, rarely, her) intake date occurs within one year before or up to thirty days after release from jail. (Fifteen offenders were rearrested within 30 days of release, but prior to beginning with a PAPIS program; these offenders are not considered to have been PAPIS cases at the time of rearrest.)

This will exclude those whose intake date came long after their release from jail, and who therefore would be less likely to have been participating in PAPIS prior to rearrest. It will also exclude those who became PAPIS cases further in the past, which is necessary because the most successful of those cases would not be in the FY 2006 jail release cohort; including cases with those older intake dates would bias the results against the PAPIS programs (since only the least successful would be identified in the data). Additionally, all cases missing an intake date will be excluded, as will offenders who simply took longer than 30 days to begin participation.

This measure is still obviously imprecise. But it seems to be no less reasonable than other options, and will be used in this analysis. The rearrest analysis will consider those PAPIS cases who were released from jail in FY 2006, and whose intake date occurred within one year before or up to 30 days after release. (See Appendix C for the distribution of these PAPIS cases across the individual PAPIS program sites.)

Table 6: Rearrest rates for PAPIS cases released from jail in FY 2006

Population	Jail Releases	6 Months	12 Months
PAPIS Clients*	2,102	19.6%	32.2%
Total Jail Releases	55,222	18.7%	29.9%

*PAPIS clients identified as those whose intake date was within one year before or 30 days after jail release.

As seen in Table 6, the rearrest rates for PAPIS offenders were higher than for the statewide rates for all offenders released from jail. However, there are major differences between PAPIS cases and other released jail offenders. Compared with other offenders in the FY 2006 release cohort, PAPIS offenders on average had more prior arrests than other offenders (median of 10 prior arrests for PAPIS offenders vs. 5 prior arrests for other offenders). PAPIS offenders on average also had more prior commitments to jail in recent years, compared with other offenders (median of 3 prior commitments to jail for PAPIS offenders since July 2003, vs. 2 prior commitments for other offenders). Prior arrests and prior jail commitments were both found to increase the likelihood of rearrest.

Table 7: Median number of prior arrests and prior jail commitments for PAPIS offenders and other offenders*

Population	Jail Releases	Prior Arrests	Prior Jail Commitments
PAPIS Clients	2,102	10	3
Other Offenders	53,120	5	2

*Prior arrests identified by Virginia State Police. Prior jail commitments identified within the Local Inmate Data System. Data from both systems were collected as part of the separate recidivism study cited earlier. Arrest data include all arrests identified by the State Police. The LIDS data include jail commitments beginning in July 2003.

Therefore, to control for the impact of these factors and provide a more meaningful comparison for the PAPIS offenders, a matched sample of non-PAPIS offenders was selected. This sample was matched on number of prior arrests (5 or fewer, 6 or more) and number of prior jail commitments (2 or fewer, 3 or more). Table 8 compares rearrest rates for PAPIS offenders and the matched sample.

Table 8: Rearrest rates for PAPIS offenders and a matched sample of offenders released in FY 2006

Population	Jail Releases	6 Months	12 Months
PAPIS Clients	2,102	19.6%	32.2%
Matched Sample	2,102	22.5%	35.6%

As can be seen in Table 8, the rearrest rates for PAPIS offenders were lower than those for the matched sample. Within six months of release, 19.6% of PAPIS offenders were rearrested, compared to 22.5% rearrested in the matched sample. Within 12 months of release, 32.2% of PAPIS offenders were rearrested, compared to 35.6% rearrested in the matched sample. The reductions in the rearrest rates for the PAPIS offenders were statistically significant ($p < .05$) at both six and twelve months.

Within the limitations of this analysis, the PAPIS programs were successful to the extent that their offenders were less likely to be rearrested than non-clients.

More Recent Analysis

For the current 2013 report, DCJS attempted to conduct a similar analysis to compare rearrest rates for a more recent cohort of PAPIS and non-PAPIS participants released from jails. However, DCJS was unable to obtain the data needed for a more current analysis due a recent advisement from the Office of the Attorney General.

When DCJS conducted its research using the 2006 jail release cohort, research staff visited local PAPIS program sites and obtained information which identified persons who participated in the programs. DCJS then examined data in the Local Inmate Data System (LIDS) and the Virginia State Police criminal history record files, to determine which and how many of these persons had been rearrested following the PAPIS program. This allowed DCJS to estimate recidivism rates for PAPIS and non-PAPIS individuals.

DCJS was able to obtain the identifying data for PAPIS individuals because, at the time, DCJS was operating under a March 30, 1992 DCJS Policy Statement which stated, “the Department of Criminal Justice Services determines from a reading of its own fundamental legislation that the Department is a ‘Criminal Justice Agency’ satisfying the requirements of 19.2-389, and is entitled as a matter of law to access criminal history records for the purposes allowed by 19.2-389.” The DCJS Policy Statement was based on a February 19, 1992 memo from the Office of the Attorney General (OAG) to then-DCJS

Director Lindsay Dorrier, which provided an opinion that DCJS may be considered a criminal justice agency.

However, a more recent January 24, 2013 memo from the OAG to DCJS states that, given more current and restrictive state and federal laws concerning access to records containing personal identifiers, DCJS is no longer considered a criminal justice agency. Therefore, DCJS was not able to obtain the data needed for a more current recidivism analysis.

Under the current advisement of the OAG, DCJS would be able to analyze data for those PAPIS offenders who had signed a release allowing the use of their information for research purposes. The PAPIS programs have begun requiring such waivers, and a number of cases were submitted for analysis for this current report. However, an insufficient number of cases could be matched to jail data; no usable results would have been possible.

Summary

The Virginia Prisoner Reentry Program: PAPIS provided services to over fourteen thousand offenders in FY2013. Though the programs' grant funding has dropped in recent years, along with the number of offenders the programs serve each year, the number of job placements the PAPIS programs have achieved for those offenders has actually increased.

In addition to the successes the programs have achieved regarding job placements and the provision of other services, there is some evidence that the programs help reduce the rate of rearrest for program participants.

Offenders served by the PAPIS programs had more prior arrests and more prior jail commitments than other offenders released from jail in FY 2006, on average. Given this difference in offense histories, it is not surprising that PAPIS offenders on average had a higher rate of rearrest than the average for offenders released statewide. When matched against a group of non-PAPIS offenders with similar offense histories, PAPIS offenders had a statistically significant lower rate of rearrest.

Appendix A: PAPIS Programs

Re-entry Program Provider Directory

Colonial Comm. Corr. Transitional Svcs.
4093 Ironbound Rd., Suite B
Williamsburg, VA 23188
Phone: (757) 564-2311, FAX: (757) 229-8963
Email: hal.diggs@jamescitycountyva.gov

Contact: **Hal Diggs**, Director
Area Served: James City, Poquoson,
Williamsburg and York
Institutions: Virginia Peninsula Regional Jail

**Northern Neck Reg. Jail Reentry &
Transition Services**
P.O. Box 1090
Warsaw, VA 22572
Phone: (804) 333-6006; Fax: (804) 333-6029
email: vmoore@nnrj.state.va.us
jsegar@nnrj.state.va.us

Contact: **Vivian Moore**, Director
Jamie Segar, Case Manager
Area Served: Essex (post-release only),
Lancaster (post-release only),
Northumberland, Richmond Co., and
Westmoreland
Institutions: Northern Neck Reg. Jail

**Northwestern Regional Adult Detention
Center**
141 Fort Collier Road
Winchester, VA 22603
Phone:(540) 665-6374, Fax: 540-678-1339
Email: bconover@co.frederick.va.us
tbell@co.frederick.va.us

Contact: **Theresa Bell**, Coordinator
Bruce Conover, Superintendent
Area Served: Clarke, Fauquier, Frederick,
Winchester,
Institutions: Northwestern Regional Adult
Detention Center

OAR-Arlington
1400 N. Uhle Street, Suite 704
Arlington, VA 22201
Phone: (703) 228-7030; Fax: (703) 228-3981
email: garnall@oaronline.org
ksteinbruck@oaronline.org

Contact: **Gail C. Arnall**, Exec. Director
Katy Steinbruck, Director
Area Served: Arlington, Alexandria, and Falls
Church
Institutions: Jails in Alexandria, & Arlington

OAR-Fairfax
10640 Page Avenue, Suite 250
Fairfax, VA 22030-4015
Phone: (703) 246-3033; Fax: (703) 273-7554
Email: doverton@oarfairfax.org
bcosby@oarfairfax.org

Contact: **Derwin Overton**, Exec. Director
Brandon Cosby, Program Director
Area Served: Counties of Fairfax, Loudoun,
Prince William; Cities of Fairfax and
Manassas
Institutions: Fairfax Adult Detention Ctr.,
Fairfax Jail AIB, Loudoun Work
Release Center

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OAR-Jefferson Area

750 Harris St., Suite 207
Charlottesville, VA 22903
Phone: (434) 296-2441; Fax: (434) 979-4038
email: psmith@oar-jacc.org
rcarew@oar-jacc.org

Contact: **Pat Smith**, Executive Director
Ross Carew, Asst. Director
Area Served: Counties of Albemarle,
Fluvanna, Goochland, Greene,
Louisa, Madison, Orange & Nelson,
City of Charlottesville
Institutions: Albemarle/Charlottesville Reg.
Jail, Central Virginia Reg. Jail,
Piedmont Halfway House

OAR-Richmond

One North Third Street, Suite 200
Richmond, VA 23219
Phone: (804) 643-2746; Fax: (804) 643-1187
email: executivedirector@oarric.org
programmanager@oarric.org
website: <http://www.oarric.org/>

Contact: **Barbara Slayden**, Exec. Director
Calvin Weaver, Program Mgr.
Area Served: Cities of Colonial Heights,
Hopewell, Petersburg; Richmond;
Town of Ashland; Counties of
Caroline, Chesterfield, Goochland,
Hanover, Henrico, New Kent
Institutions: Jails in Chesterfield & Henrico
Counties, & Richmond City Jails;
Henrico Co. Regional Jail and
Pamunkey Regional Jail, Deep
Meadow, Fluvanna, Powhatan
Correctional Centers and Virginia
Correctional Center for Women

STEP-UP, Inc.

5900 E. Virginia Beach Blvd., Suite 102
Norfolk, VA 23502
Phone: (757) 588-3151; Fax: (757) 587-4507
Email: sbrandt@stepupincorporated.org

Contact: **Sandra Brandt**, Executive Director
Area Served: Cities of Chesapeake, Franklin,
Hampton, Newport News, Norfolk,
Portsmouth, Suffolk and Virginia
Beach, Wakefield; Counties of
Accomack, Isle of Wight,
Northampton and Southampton,
Surry, Sussex
Institutions: Brunswick, Deerfield, Virginia
Correctional Center for Women,
Greensville, Haynesville, Indian
Creek, St. Brides, Sussex I and II;
Jails in Chesapeake, Hampton,
Newport News, Norfolk, Portsmouth
& Virginia Beach

Virginia CARES, Inc.
108 Henry St., SW, 3rd floor
Roanoke, VA 24011
Phone: (540) 342-9344; Fax: (540) 342-9427
Email: afisher@vacares.org
awest@vacares.org

Contact: **Ann Fisher**, Exec. Director
Anthony West, Program/Training Director
Cities/Towns of: Abingdon, Alexandria,
Bedford, Blacksburg, Bristol,
Christiansburg, Clifton Forge,
Covington, Danville, Farmville,
Fredericksburg, Gate City, Hampton,
Lynchburg, Martinsville, Newport
News, Radford, Roanoke, Rocky
Mount, and Salem;
Counties of: Alleghany, Amelia, Amherst,
Appomattox, Bedford, Botetourt,
Buchanan, Buckingham, Campbell,
Caroline, Charlotte, Craig,
Cumberland, Dickenson, Fauquier,
Floyd, Franklin, Frederick, Giles,
Henry, King George, Lunenburg,
Montgomery, Nottoway, Page,
Patrick, Pittsylvania, Powhatan,
Prince Edward, Pulaski, Roanoke,
Rockbridge, Russell, Scott,
Shenandoah, Spotsylvania, Stafford,
Tazewell, Warrenton and
Washington, and Wise
Institutions: Alexandria, Appalachian
Detention Center, Augusta, Botetourt
Unit #25, Brunswick, Buckingham,
Coffeewood, Deep Meadow,
Dillwyn, Fluvanna, Lunenburg,
Nottoway, Patrick Henry Unit #28,
Petersburg Federal Prison, Powhatan,
Ridgeway, Rustburg, Tazewell Unit
#31, Virginia Correctional Center for
Women, Wise Unit #18
Local Jails Served: Danville City Farm,
Hampton, Lynchburg and Roanoke;
Regional Jails: Blue Ridge, Duffield, Fauquier,
New River Valley, Piedmont and
Western Virginia.

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Appendix B: Recidivism Methodology, FY2008 Report

The extract below is from the FY2008 report, *DCJS Outcome Evaluation Report on the Virginia Prisoner Reentry Programs*:

For this report, the rearrest rate of ORTS clients released from jail in FY 2006 was compared to the rearrest rate for other offenders released from jail in the same fiscal year. Only an arrest for a new, criminal offense, occurring after release from jail, was counted. Technical offenses (e.g., probation and parole violations, failure to appear, or contempt of court) were not counted as new criminal arrests. Arrest and conviction data were collected from the Virginia State Police, and therefore include only arrests occurring within Virginia.

The ORTS clients were identified within the population of all offenders released from jail upon completion of a sentence (i.e., no pretrial cases) in FY 2006. This population was identified as part of a study of jail recidivism, which examined releases from FY 2004, 2005, and 2006. Only the FY 2006 cohort was used in this current analysis, as several of the ORTS programs could identify few or no clients in earlier years. The methodology for selecting the FY 2004-06 cohorts for the initial study, and for identifying new, criminal arrests, follows.

Population Selection

Jails differ from prisons in that most individuals who are released from jail have not completed a sentence imposed by a court. For the period between July 1, 2003 and June 30, 2006, 49% of individuals released from jail had been admitted on a pretrial basis. Another 15% had been serving, but not completing, one of a series of weekend detentions. Fewer than 20% of jail releases recorded by the Local Inmate Data System (LIDS) were of offenders who had completed the incarceration portion of their sentence. These individuals, having been sentenced by a court and having served their time in jail, are the offenders appropriate for rearrest analysis.

Table A1: Release codes used to identify offenders for inclusion in rearrest analysis

Release Code	Release Reason
10	To Probation
16	Time Served
32	To Parole
34	Sentence-Remainder Suspended
38	Fine And Cost Paid
39	Sentence Served
48	To Treatment Facility
58	To Day Reporting Program

Table A1 reports the release codes used to identify jail releases appropriate for this study. Within this group of offenders, 93% had a release code of 39 or 16.

In addition to release codes, some commitment codes indicated offenders inappropriate for analysis of rearrests for jail releases. Specifically, offenders with commitment codes 90 ("Department of

Corrections transition reentry program”) or 62 (“For court appearance, Department of Corrections inmate”) were excluded, as being more appropriate for prison rearrest analysis.

Using these criteria, offenders released in FY2004, 2005, and 2006 were selected. This resulted in recidivism cohorts of 56,886 offenders for FY2004, 60,061 in FY2005, and 60,901 in FY2006. Some offenders appeared two or more cohorts, due to subsequent incarcerations and releases.

Identification of New Arrests

The recidivism cohorts were matched to arrest data by the Virginia State Police (VSP), using name and date of birth. The VSP only has information on arrests occurring within Virginia. Every individual should have had at least one match (the arrest that resulted in their being committed to jail). In cases in which no match could be made (that is, the VSP had no record of the individual ever being arrested), the individual was dropped from the analysis, with the assumption that an error in the name or DOB information prevented a match. Twelve percent of FY2004, ten percent of FY2005, and nine percent of FY2006 jail releases were dropped from the analysis for this reason.

The VSP data were used to identify new arrests. New arrests were defined as arrests occurring after the date of release from jail. For purposes of this analysis, arrests for “technical” offenses were excluded, in order to produce results comparable with those from the Virginia Department of Juvenile Justice (DJJ). Technical offenses, for the purposes of this analysis, include all offenses with some version of the following descriptors in the arrest description provided by the VSP:

- Probation violation (probation revocation, violation of probation, fail to abide terms of probation, fail to comply with probation, failure to cooperate with probation officer, etc.)
- Parole violation (violate conditions of release, other variations similar to probation violation above)
- Contempt of court, (contempt, violation of a court order, contempt of court/[OFFENSE], capias/contempt of court, etc.)
- Failure to appear (fail to appear, failed to appear, failing to appear, fail to comply with court).
- Failure to appear on a misdemeanor or felony charge was not considered a technical offense in this analysis.
- Similar words that were clearly a misspelling of one of these descriptors (e.g., “pobation”, “fal to appear”)

Appendix C: Distribution of PAPIS Cases for Rearrest Analysis

The rearrest analysis considered those PAPIS cases who were released from jail in FY2006, and whose intake date occurred within one year before or up to 30 days after release. Table A2, below, presents the distribution of these PAPIS cases across the individual PAPIS program sites.

Table A2: Distribution of PAPIS Cases Included in Rearrest Analysis

ORTS	Cases Identified
Northwestern ORTP	32
OAR Arlington	202
OAR Fairfax	802
OAR Jefferson Area	77
OAR Richmond	702
Virginia CARES	287
Total	2,102