



Source: United States Conference of Mayors

*AN INVENTORY OF
RE-ENTRY SERVICE
PROVIDERS AND
COLLABORATIVE
EFFORTS IN MARION
COUNTY, INDIANA*

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*"America is the land of second chances, and when the gates of prison open, the path ahead should lead to a better life."
-President George W. Bush, 2004 State of the Union Address*



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I. EXECUTIVE SUMMARY

This report was compiled in response to a request by the former executive director of PACE/OAR Inc to inventory Marion County Ex-Offender Re-entry Services as well as study collaborative efforts in service provision. In Marion County, there are a number of organizations (churches, nonprofits, city, and state agencies) that provide programs to assist and transition offenders and ex-offenders back into their families and society. The community will benefit from more knowledge about the various programs and services.

As a result of the request we determined the following objectives for our project:

Objective #1: Inventory programs and services available to offenders, ex- offenders, and their families in Marion County.

Objective #2: Identify the areas of overlap or gaps in service offerings.

Objective #3: Conduct research on other cities' programs and best practices of partnerships and collaborations between re-entry service providers.

Objective #4: Propose a model for Marion County that will encourage partnerships and collaboration among the various agencies and program providers.

Our fourth objective changed because our results found that many organizations already collaborate or are willing to collaborate. One of our final recommendations reflects this change.

We surveyed 72 Marion County re-entry service providers about the services they provide and challenges to collaboration. We also identified and interviewed 9 key informants who are nationally recognized for their best practices in collaborative efforts for re-entry service provision. From our results we determined the gaps and overlaps in re-entry service provision occurring in Marion County, and identified key barriers for collaborative efforts.

Regarding gaps and overlaps in re-entry service provision, our survey results found that the service gaps are in the areas of: financial Services (loans, banking services), vocational training (trade skills: carpentry, mechanic etc), and permanent housing services. These findings are consistent with the literature regarding typical gaps in ex-offender re-entry services.

The survey results also showed that re-entry service overlaps occur in many of the service areas. The top three overlaps in the service areas are: immediate emergency housing, employment training, life-skills training (anger management, personal hygiene, emotional services), and transportation assistance (help with transportation e.g. bus pass).

Based on our research findings we developed the following recommendations:

Recommendation #1: Communication Sharing & Networking

Recommendation #2: Monitoring Service Provision

Recommendation #3: Follow-up Studies on Program & Collaboration Effectiveness

II. ACRONYMS

Cross-sector Social Oriented Partnerships	CSSP
General Educational Development credential	GED
Indiana Department of Corrections	IDOC
Indiana Department of Transportation	INDOT
Managed Reintegration Network	MRN
Maryland Reentry Partnership Initiative	REP
Mayor’s Office for the Reentry of Ex-Offenders	M.O.R.E.
National Institute of Corrections	NIC
Plainfield Re-entry Educational Facility	PREF
Sexually Transmitted Disease	STD

III. RE-ENTRY AND COLLABORATIONS: REVIEW OF THE LITERATURE

Introduction

The 1980s and the 1990s brought with it a radical change in criminal justice practices and policies that reflected a shift philosophy. Policies and beliefs no longer reflected rehabilitation. Instead, they represented approaches that were considered to be *tough on crime*. This became evident in the enactment of legislation such as the three-strike laws, truth-in-sentencing, and mandatory minimum sentences. These legislations superseded indeterminate sentencing and the use of discretion by judges and parole boards (Winterfield et al., 2003; Pettus and Severson, 2006; Petersilia, 2003). As a result of the newly imposed sentencing laws, America saw, what experts refer to, as an era of "mass incarceration" (Winterfield et al., 2003; Pettus & Severson, 2006).

In 2008, the Bureau of Justice Statistics reported that more than 2.3 million people were behind bars, up from 1.9 million in 2000. Although people are being placed behind bars with the objective of making our communities safer, approximately 95% of them will eventually be released (Bureau of Justice Statistics, 2009). As a matter of fact, more than 700,000 offenders are released on an annual basis (PBS, 2009; Bureau of Justice Statistics, 2009). The re-entry process from prison to mainstream society takes on great importance because ex-offender reintegration, whether successful or not, has a number of implications on society.

What is Re-entry and Why is it Important?

Re-entry refers to the utilization of programming to promote the successful reintegration of offenders back into mainstream society once they have been released from prison (Office of Justice Programs: Reentry, 2009). "Reentry programming, which often involves a comprehensive case management approach, is intended to assist offenders in acquiring the life skills needed to succeed in the community and become law-abiding citizens" (Office of Justice Programs: Reentry, 2009, <http://www.reentry.gov/learn.html>). Re-entry programs often include but are not limited to increasing education; increasing employability; treating substance abuse; providing housing; providing life skills, and providing transportation. Offender re-entry is critical because of its implications on public safety, the economy, and other social structures (Bauer, 2001; Rose & Clear, 2002; Pettus & Severson, 2006; Petersilia, 2003; Travis, Solomon, Waul, 2001).

Theoretical Framework of Re-entry

Re-entry can be linked to a number of criminological theories including deterrence, social learning, and social control theories (Akers & Sellers, 2004). Durkheim claimed that punishment deters people from repeating a crime for which they were punished, especially if punishment was certain, severe, and swift (Sherman & Berk, 1984). Individuals assess whether punishment deters them from criminal activity through the observations of others being punished and their experiences (Sherman & Berk, 1984). As one perceives an increased risk of being punished, the likelihood of committing a crime decreases (Piquero & Pogarsky, 2003). The rewards of committing a crime are instant; however, legal sanctions are delayed (Piquero & Pogarsky, 2003). Therefore, if an individual devalues the future, they may be more likely to commit a crime (Nagin & Pogarsky, 2003). When committing a crime one can receive legal or extralegal sanctions. Nagin & Pogarsky (2001) found that the disapproval of behavior from acquaintances could be a greater deterrent than legal sanctions as they feel embarrassed or ashamed.

Individuals learn behavior through “instrumental conditioning in which behavior is shaped by the stimuli which follow or are consequences of behavior” (Akers, Krohn, Lanza-Kaduce & Radosevich, 1979). The social learning process is comprised of four major concepts: differential association, definitions, differential reinforcement, and imitation (Akers & Sellers, 2004). The first step in the process of interrelationships of the variables is differential association (Akers & Sellers, 2004). This is broken into two dimensions: interactional, which is the direct association and interaction with others who partake in certain behavior, and normative, which are the different patterns of norms and values to which the individual is exposed (Akers & Sellers, 2004). Through these social experiences, individuals will imitate behaviors and through observing the consequential social reaction, determine whether the behavior is good or bad (Akers & Sellers, 2004). The more the individual deems the behavior as good or justified, the more likely they will engage in it (Akers et al., 1979).

Traditional theory asks why people commit crimes. However, social control theory focuses on the factors that deter individuals from committing crimes (Matsueda, 1982). Travis Hirschi posits that individuals who fail to form or maintain positive bonds with society will become delinquent (Wiatrowski, Griswold and Roberts, 1981). A social bond between an individual and society can be formed through four elements: attachment (the affective ties which you form to significant others such as family and friends), commitment (the aspiration of going to school or obtaining high paying employment), involvement (participation in activities leading to success), and belief (the value system one attaches to rules) (Wiatrowski et al., 1981). Those who are bonded to society follow legal codes. Contrastingly, those whose ties with society have been broken or weakened do not feel obliged to follow the rules, but it does not mean they will not follow rules (Matsueda, 1982).

Recidivism

Research suggests that recidivism is the most common way to measure re-entry and effective re-entry programs. Recidivism is commonly defined as re-arrest, re-conviction, or re-incarceration within a specific time frame (Nunez-Neto, 2008). In Indiana, the designated time frame is three years (Indiana Department of Corrections, 2009). A review of the existing literature suggests there are two competing viewpoints on what constitutes recidivism. Some argue that an individual recidivates once they have contact with the criminal justice system, regardless of the reason. However, others argue that an individual recidivates only if they have committed a new crime that has resulted in a new conviction. As a direct result of its ambiguous definition of recidivism, recidivism is difficult to track and study. Nevertheless, a number of studies have been conducted, including two on the nation level. Two of the most monumental and comprehensive studies have been conducted by the Bureau of Justice Statistics and the United States Sentencing Commission. Their findings as well as other research findings suggest that recidivism is reduced if offenders are prepared to reintegrate into mainstream society (Nunez-Neto, 2008). Many of these studies also alluded to the fact that offenders are less likely to recidivate if the re-entry process begins during their time behind bar as opposed to post release (Nunez-Neto, 2008). This belief is supported by “what works” literature, in the field of re-entry.

Components of Offender Re-entry

A majority of formerly imprisoned individuals who re-offend do so because of a number of reasons. Once they are released, ex-offenders are expected to re-adapt to the norms and practices of a society that once deemed them too dangerous to be in the general population. However, we often fail to provide them with the necessary tools to make their transition successful. Additionally, members of society have attached a negative stigma to people who have been incarcerated thus creating barriers that could potentially prevent them from reintegrating into society (Pettus & Severson, 2006). . Therefore, ex-offenders walk through prison gates and into an environment with inadequate skills and often, a lack of social support. There are certain components that need to be present in order for ex-offenders to successfully transition into mainstream society. If missing, these components can serve as barriers to re-entry. The most cited components are education, employability, employer perception, family and community involvement, health care, mental health treatment, transportation, and housing (Pettus & Severson, 2006; Petersilia, 2003).

Transition from Prison to Community

The Nation Institute of Corrections (NIC) (2009) has proposed a model that highlights the importance of having pre and post release re-entry services to those transitioning into the community. (See Figure 1). The transition from prison to community model encourages strategic systems change by stressing that the re-entry services must begin before the offender is released

from prison. The model has several components including; Mobilize interdisciplinary, collaborative leadership teams, Engage in a rational planning process, Integrate stages of offenders' processing, Involve non-correctional stakeholders, Assure that transitioning offenders are provided basic survival resources, Implement valid offender assessments, Target effective interventions, Expand the traditional roles of correctional staff, and Develop the capacity to measure change (NIC, 2009). Indiana is currently a participant in the "Road to Re-entry Initiative" with the NIC where pre-release planning is being implemented at the Plainfield Re-entry Educational Facility (PREF) (NIC, 2009). See Appendix C for a complete literature review including the components of ex-offender re-entry.

Figure 1. Transition from Prison to Community

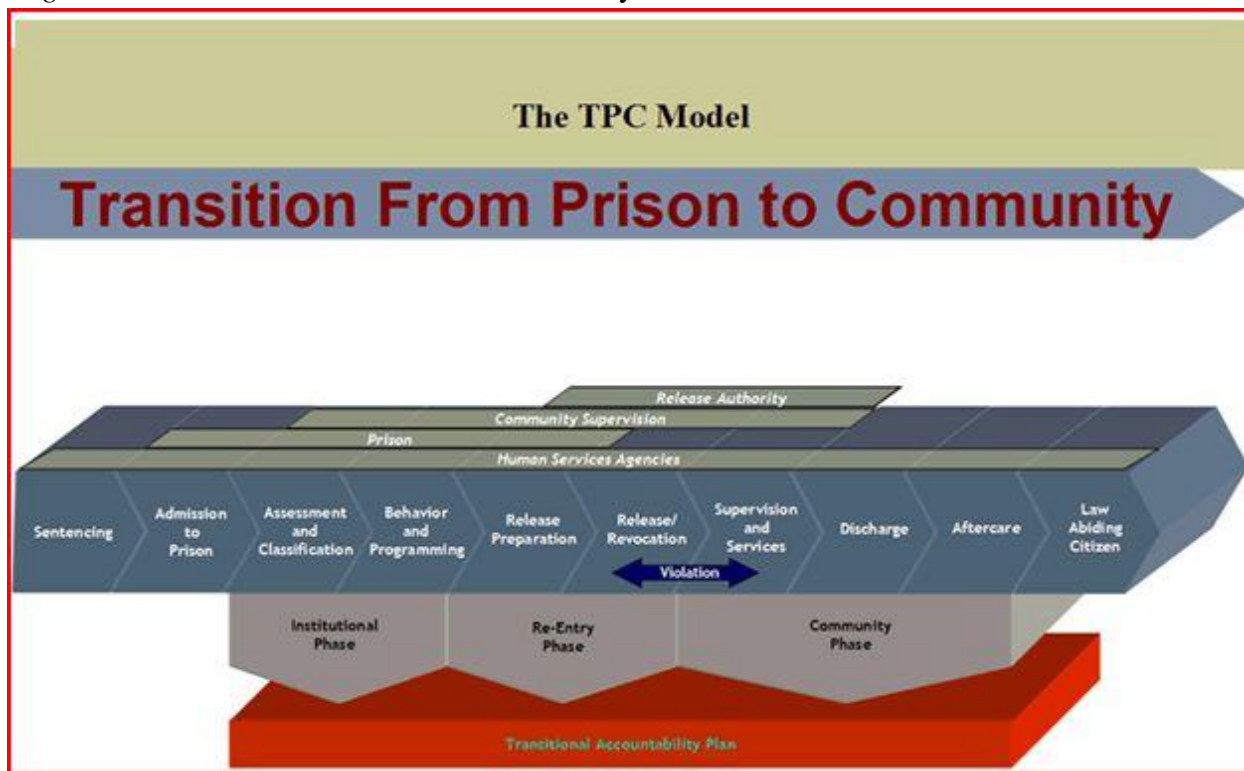


Figure source: http://nicic.gov/images/image_tpcimodel.png

Collaboration Literature Review

Much of the literature examined regarding re-entry advocates for a collaborative model approach for the provision of re-entry services. According to Taxman, et al., (2002):

The underlying premise of the reentry partnership is that each component of the criminal justice system—police, the courts, institutional and community corrections—plays a role not only in immediate offenders processing and

control (e.g., arrest, conviction, incarceration, release), but also in long-term offender change (e.g., employment, family, mental health, substance abuse, criminality). A parallel premise is that criminal justice agencies cannot do this alone, and must engage family, community-based service providers, the faith community and other sources of formal and informal support in reintegrating offenders (p. 7).

Examining collaboration theory and applying it to the context of re-entry initiatives is important because Marion County is in the process of integrating a more collaborative approach to re-entry.

Challenges to Collaboration

During the closing decades of the 20th century a progression of various forces shocked the conventional roles and relationships between the governmental, nonprofit and private sectors (Fosler, 2002). Advanced technology, accelerating globalization, increased competition, and social and political factors have all been influencing the way in which the three sectors define, implement their core role and interact with one another (Fosler, 2002). Interorganizational collaboration in the business sector continues to expand, and the collaboration imperative extends across all sectors (Goldsmith, S. & Eggers, W.D., 2004).

As organizations engage in activities that blur the lines of public-private responsibility, governments have been responding in a variety of ways, including tapping into the resources and expertise of the private and nonprofit sectors (Fosler, 2002). “Collaboration is widespread between local government and nonprofit institutions, occurring across service areas and through both informal and formal means,” (Gazley, 2008, p. 142). The opportunity to work together is a viable option because “people working in government and nonprofit organizations often serve the same clients, address the same community problem and have the potential to support one another” (Altman-Sauer, Henderson, & Whitaker, 2001, p. 34).

Despite the opportunity to work together, challenges to collaboration may prevent effective partnering. Many hurdles to collaboration exist and it would be difficult to list all of the challenges (Linden, 2002). In addition, “very little effort has been made to explain why decision makers might choose not to collaborate” (Gazley, B. 2009, p. 3). Challenges to collaboration may exist at individual, organizational, societal and/or systemic levels (Linden, 2002). A number of the main collaboration hurdles will be outlined in this section. Because of the nature of this project, challenges to collaboration for law enforcement are also important to consider. Additional challenges specific to law enforcement collaboration are discussed further in the complete literature review (see Appendix C).

Imbalance of power

In 1999, the Institute of Government conducted the Project to Strengthen Government-Nonprofit Relationships and based their findings on interviews with more than forty government and nonprofit staff members in seven counties in North Carolina (Altman-Sauer, et al., 2001). In this study, they explored the possibility that government and nonprofit organizations might improve many areas of life in the community if they worked together more effectively (Altman-Sauer, et al., 2001).

One hurdle to collaboration that their study uncovered was an imbalance of power, which “can limit the honesty and the thoroughness of information sharing, problem solving, and discussion” (Altman-Sauer, et al., 2001, p. 37). Altman-Sauer, et al. (2001) describe the imbalance of power between nonprofit and governmental organizations in the following way:

Nonprofit organizations are almost always at a disadvantage in this imbalance. An imbalance of power is a particularly challenging barrier to overcome because, whether real or perceived, it creates an unsafe environment for honest communication. People who perceive that they have less power may not think that they can offer their opinions or insights without negative repercussions. People who have more power may not realize that others feel open communication to be unsafe or undesirable (p. 37-38).

Along with this imbalance of power, is the individualistic need for power (Linden, 2002). These types of people are strong and capable and typically have achieved numerous accomplishments, but prefer to be “team captain” (Linden, 2002). Power-oriented individuals can be very difficult in collaborative settings (Linden, 2002, p. 38). These people have a difficult time finding an answer to the collaborative question, “What’s in it for me?” (WIIFM). Collaborative groups don’t typically have one central authority figure and sometimes it is hard for the collaborative group to reach an agreement on important issues (Linden, 2002). The key for power-oriented people is to determine whether or not their needs are for personal gain or are focused on organizational improvement (Linden, 2002, p. 39). “The need for power can work for the good of the whole, if that need is conditioned by maturity and self-control” (Linden, 2002, p. 39).

In addition, power issues are closely related to ‘turf’ and the crossover between the perceived responsibilities that participants have for the collaboration, and their existing service responsibilities, which can be geographic, social or political jurisdictions (Wakerman, J. & Mitchell, J., 2005). “Where there is a crossover, there needs to be clear definitions of roles and responsibilities within the collaboration” (Wakerman, J. & Mitchell, J., 2005, p. 9).

Cultural basis/different perceptions

"Cultural differences among clients, staff, volunteers, and elected officials can impede communication as they try to work together in their community" (Altman-Sauer, et al, 2001, p. 37). State agencies and community organizations often have different values, goals, and institutional cultures (Yoon, J. & Nickel, J., 2005, p. 5). "Each of those involved may hold very different philosophies about how much information should be shared, how decisions should be made, how conflicts should be resolved, and so forth. Differing viewpoints may be deep-seated, originating from the intrinsic culture of either the individual or the organization" (Altman-Sauer, et al, 2001, p. 37).

In addition, "perceptions differed about relationships among organizations and individuals, particularly about how, and how well, the human services programs, agencies, and funders worked together" (Altman-Sauer, et al., 2001, p.35). Even when relationships are positive and people meet together frequently, it's challenging to work together when there are different cultures with differing rules, values and pressures (Linden, 2002). A lack of awareness and workable solutions to address these differences can present significant challenges when these two types of groups work together inside correctional facilities or in the community (Yoon, J. & Nickel, J., 2005, p. 5).

Lack of understanding/lack of trust

A lack understanding on the part of each sector of how the other sector operated and what motivated it to act the way it did is another challenge to effective working relationships (Altman-Sauer, et al., 2001). Because people do not understand the structural differences, they hold incorrect perceptions of how or why those agencies receive government support or why they provide the services that they do (Altman-Sauer, et al., 2001, p.36).

Furthermore, trust is a key ingredient to successful collaboration (Wakerman, J. & Mitchell, J., 2005). "Without strong relationships there's no trust and with without trust there will be no collaboration" (Linden, 2002, p. 94). Poor working relationships will hurt any partnership (Linden, 2002). The essence of collaboration is a joint effort toward a common goal, which means that the actors in the collaboration are reliant on one another (Linden, 2002). Collaboration requires substantial give and take and that is more likely to occur when good relationships exist (Linden, 2002).

Accountability

Some entities are rewarded for pursuing different or even opposing goals (Linden, 2002; Van Slyke, 2003). Having a shared purpose or specific goal that the actors care about but cannot

achieve individually is essential in collaboration (Linden, 2002). Poorly defined and inadequately enforced accountability mechanisms and goal divergence can impede effective government-nonprofit relationships (Van Slyke, 2003). The process of agreeing the objective and issue(s) should lead to the identification of the stakeholders and their respective roles. The roles of the various partners need to be defined at the commencement of the collaboration. Commitment to collaboration is often helped by formalization (Wakerman, J. & Mitchell, J., 2005).

Tracking outcomes is critical for evaluating the impact of any re-entry initiative and for its long-term survival (Yoon, J. & Nickel, J., 2005). State funding and other support may be contingent on demonstrating that investments in reentry services are being used wisely (Yoon, J. & Nickel, J., 2005). Yet organizations are not always able to measure the effectiveness of their programs and the extent to which they achieve the stated goals (Yoon, J. & Nickel, J., 2005). The actors involved in collaboration should agree on which quantifiable measures matter in tracking progress toward desired outcomes and ensure they are reflected in the written agreement (Yoon, J. & Nickel, J., 2005).

Funding

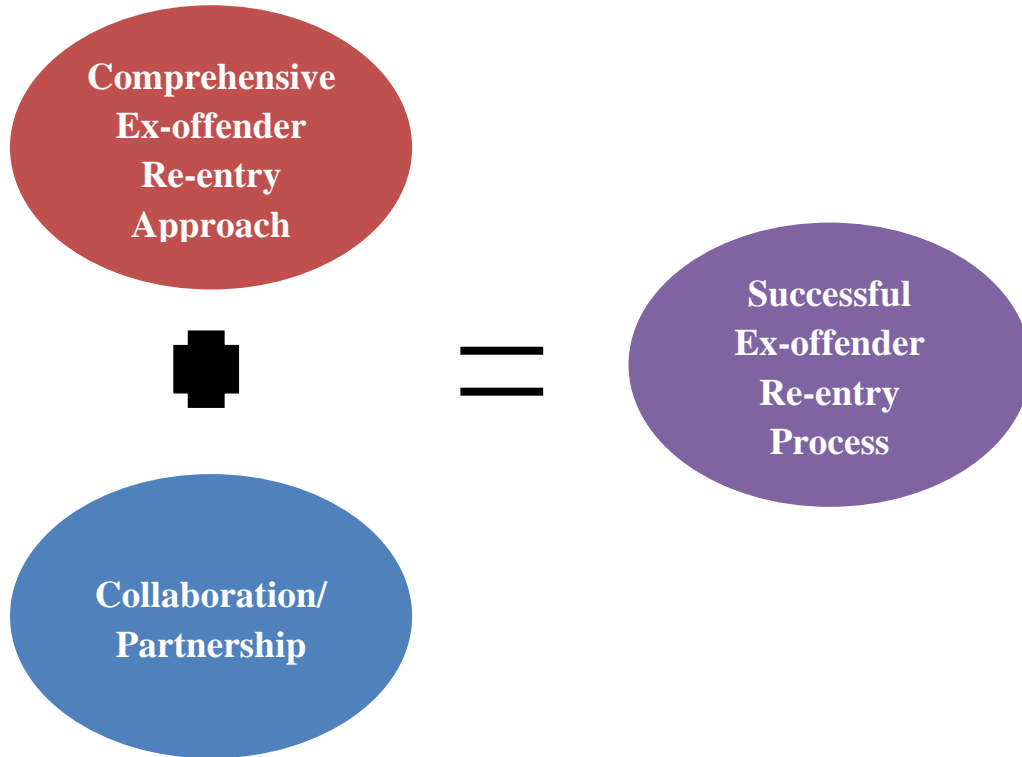
Funding is another challenge to successful collaboration (Linden, 2002). Funding can cause an imbalance to power relations within a collaborating group (Wakerman, J. & Mitchell, J., 2005). For example, nonprofit organizations may feel at a disadvantage when its funding is dependent on government (Wakerman, J. & Mitchell, J., 2005). At the same time, politicians may not tolerate the influence of unelected community leaders on public policy (Wakerman, J. & Mitchell, J., 2005).

In addition, narrow categorical funding programs may cause a barrier to collaboration (Linden, 2002). While nonprofits are not technically part of government entities, they are affected by it (Linden, 2002). Nonprofit must adhere to each governmental body's application process and funding categories--each with its own priorities, and own requirements for measuring results (Linden, 2002). Consequently, there is often a problem of categorical programs (Linden, 2002).

Examples of Re-entry Collaboration

In 2009, a survey was administered at the 2009 U.S. Conference of Mayors. Subjects were asked about information, including best practices, regarding ex-offender re-entry approaches. Information was provided by 79 cities. After examining the results of the survey, two common themes emerged. Successful re-entry initiatives took a comprehensive approach when assisting ex-offenders; they also had a strong partnership with other agencies that provided ex-offender services. This relationship is outlined in the figure below.

Figure 2. Successful Collaborative Re-entry Process



Another example of re-entry collaboration that is occurring in Maryland is outlined below.

Maryland Reentry Partnership Initiative (REP)

The Maryland Reentry Partnership Initiative (REP) is a coalition of service providers that coordinate to provide a comprehensive set of reentry programs ranging from housing assistance to substance abuse treatment (Brooks et al., 2007). REP also collaborates with the criminal justice system because the REP program starts while inmates are still incarcerated at the Metropolitan Transition Center in Maryland. This program addresses reentry needs at three levels: individual, community, and systems. Ultimate REP is a community-justice partnership because public agencies and community organizations must work together to provide on-going case management to prisoners entering the community (Brooks et al., 2007). Here the systems level uses REP as a hub to bring corrections agencies and community service providers together in order “to coordinate services, share information, and ensure continuous case management during transition to the community” (p. 2). A cost benefit analysis of the REP program provided by the Urban Institute Justice Policy Center found that \$3 of benefits are returned for every dollar in new program costs. The analysis also found that REP participants committed 68 fewer crimes than offenders in a comparison group (Brooks et al., 2007).

IV. RESEARCH METHODOLOGY

Our project was comprised of four main objectives:

Objective #1: Inventory programs and services available to offenders, ex-offenders, and their families in Marion County.

Objective #2: Identify the areas of overlap or gaps in service offerings.

Objective #3: Conduct research on other cities' programs and best practices of partnerships and collaborations between re-entry service providers.

Objective #4: Propose a model for Marion County that will encourage partnerships and collaboration among the various agencies and program providers.

Through our research we were hoping to determine where the gaps and overlaps in re-entry service provisions occurred in Marion County, and to identify challenges in collaboration among Marion County re-entry service providers.

Our data collection methodology was twofold. First, an electronic survey was created and administered in order to obtain an inventory of Marion County's ex-offenders service providers. Second, key informant interviews were conducted to supplement our literature review, and to gain insight on best practices on successful offender re-entry, including inter-organizational collaboration, that is occurring around the country.

The Survey

The survey was designed reflecting our findings in our literature review. The survey consisted of questions pertaining to demographics of ex-offender re-entry service providers and their clients, budget information, fees for services, organizational information, and willingness to and challenges of and factors to successful collaboration. The survey also served as a tool to obtain the names of other service providers in Marion County. Survey Monkey was utilized to design, distribute and collect the survey data. All the survey questions were approved by the former director of PACE/OAR, Rhiannon Williams. A copy of the survey can be found in Appendix J.

Survey Participants

A list of survey participants was obtained from the Indiana Homeless Helpers, a website that lists among other things, re-entry service providers in Marion County. To ensure that the list was comprehensive, it was cross referenced using reports, websites, and other pertinent documents provided by of re-entry program funders. This information was obtained from government

agencies, foundations, and non-profit organizations¹. Finally, a snowball sampling method was used to cross reference and/or obtain the names of additional service providers. Specifically, survey participants were asked to list other re-entry service providers. Survey participants compiled from the Indiana Homeless Helpers website received the survey link to Survey Monkey on November 2, 2009 with a completion deadline of November 9, 2009.

On October 22, 2009, the Mayor's office hosted an Ex-offender Reentry Service Provider Forum. We obtained registrant contact information and cross-referenced the registrants with the Indiana Homeless Helpers lists so that duplicates did not receive the survey. We then sent the survey link by email via Survey Monkey to new contacts on November 9, 2009 with a completion deadline of November 20, 2009.

A total number of 380 surveys were distributed and 72 organizations responded, which gave us an overall response rate on the survey of 19%. For an overview of respondents see our *Results* section.

Key Informants

We spoke with 14 key informants, and they can be categorized into the following four groups (see appendix D for a list of key informants):

- Practitioners;
- Subject matter experts;
- Technical assistants;
- Government administrator

After conducting research on best practices of successful re-entry service provision and effective collaboration models, we compiled a list of organizations, and individuals from various cities around the country. We obtained names and organizations from the 2009 United States Conference of Mayors Survey and Best Practice Report. Once we compiled the list of names and contact information, we e-mailed a list of questions regarding collaboration practices in their respective cities. Please see appendix E for a complete list of interview questions and responses. We requested information from 28 individuals, 9 of whom responded. The people who responded are from the following cities:

- Indianapolis, Indiana
- Charlotte, North Carolina
- Minneapolis, Minnesota
- Washington, DC
- St. Louis, Missouri
- Spokane, Washington
- Orlando, Florida
- Reading, Pennsylvania
- Aurora, Illinois

¹ Information was obtained from governmental organizations at the federal, state, and local levels, and nonprofit and foundation institutes. For example, Indiana Criminal Justice Institute, Bureau of Justice Assistance, Annie E. Casey Foundation Form 990PF, etc.

Their responses can also be found in appendix E; and common themes are explained in the *Results* section.

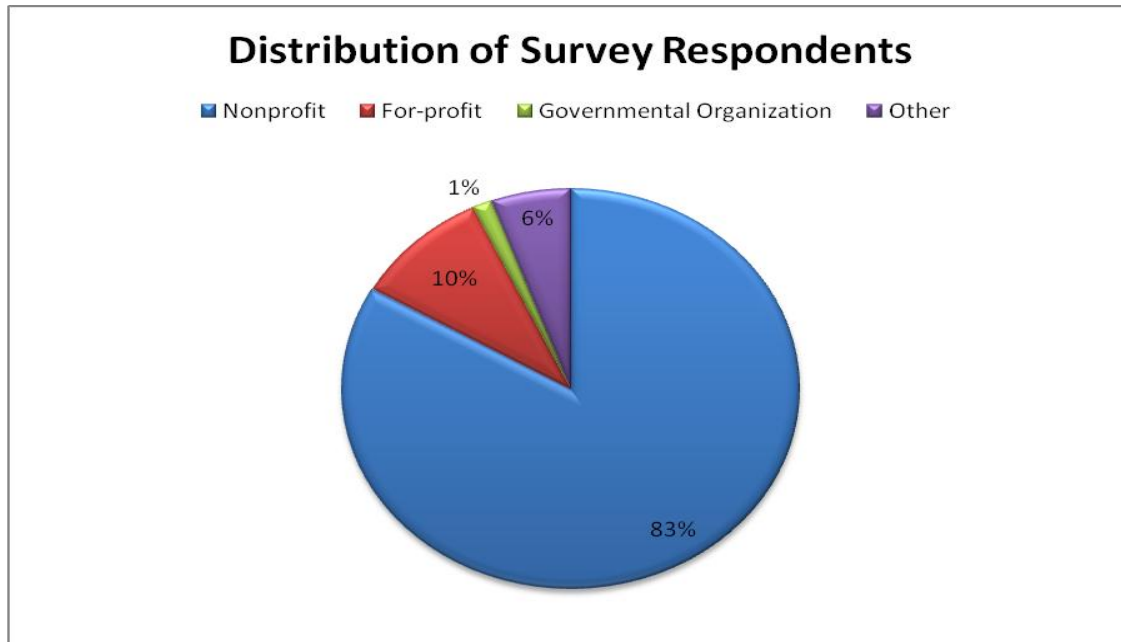
V. DATA ANALYSIS AND RESULTS

Results

The following section details the results and findings from the survey respondents and key informant interviews. Overall there were 72 survey respondents and 14 key informant interview respondents.

Profile of the Survey Respondents

Chart 1. Distribution of Survey Respondents



The survey response rate was 19%. Of the 72 organizations who responded to the survey:

- 60 organizations were nonprofit (83%)
- 7 organizations were private (10%)
- 1 represented a government organization (1%)
- 4 represented other entities (6%)

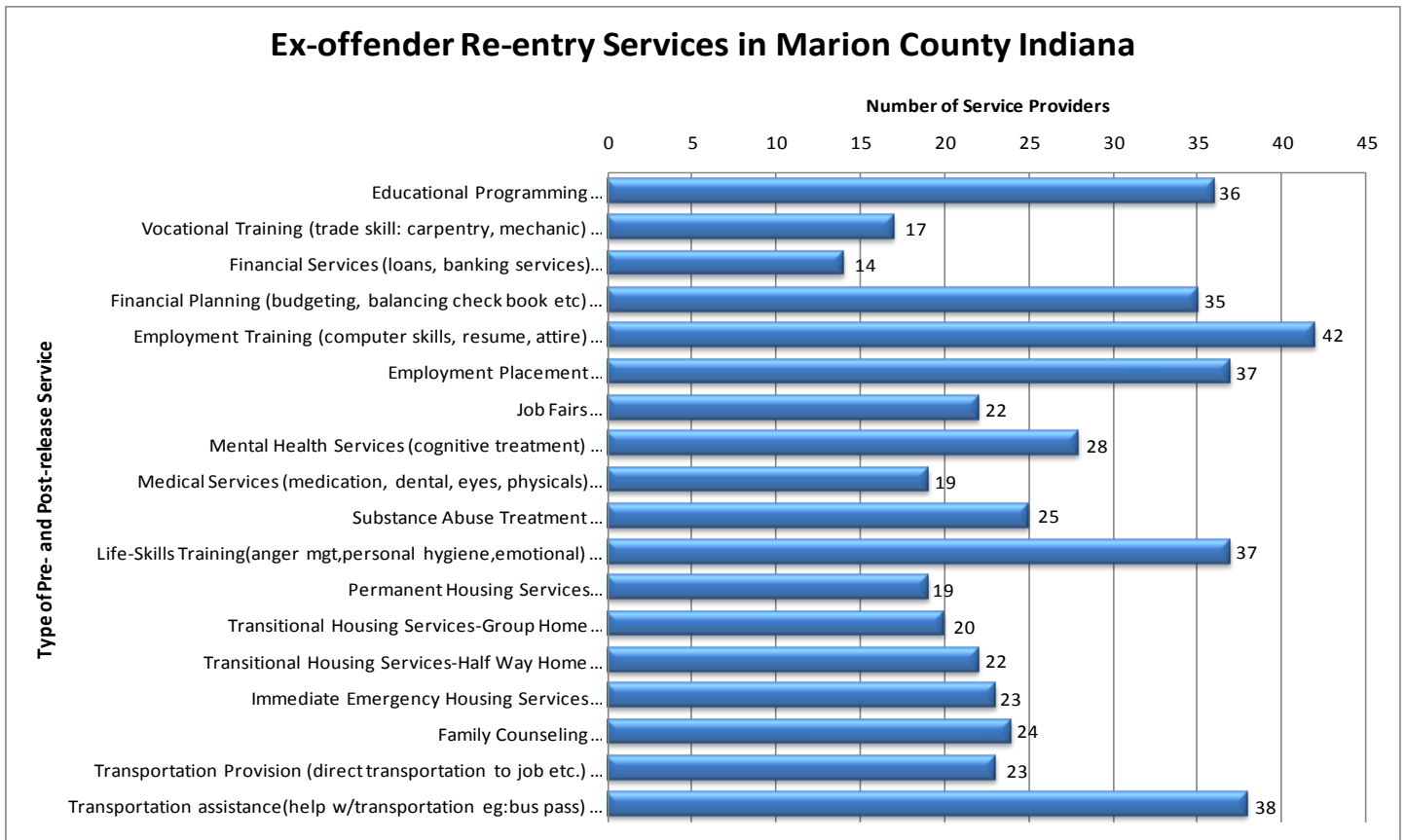
The respondents who classified themselves as “other”: did not know their organization type, were individual volunteers, a funder, or did not have a formal re-entry program.

Seventy organizations offer post release services, and 32 provide pre-release services. Two organizations offer pre-release services exclusively, while 40 offer post release services exclusively. Thirty one offer both post and pre-release services. 28 respondents reported they require a type of fee for service they provide.

Service provision

Summarized below is an inventory of the re-entry services provided in Marion County Indiana and the number of service organizations providing the services.

Chart 2. Inventory of Ex-Offender Re-entry Services in Marion County Indiana



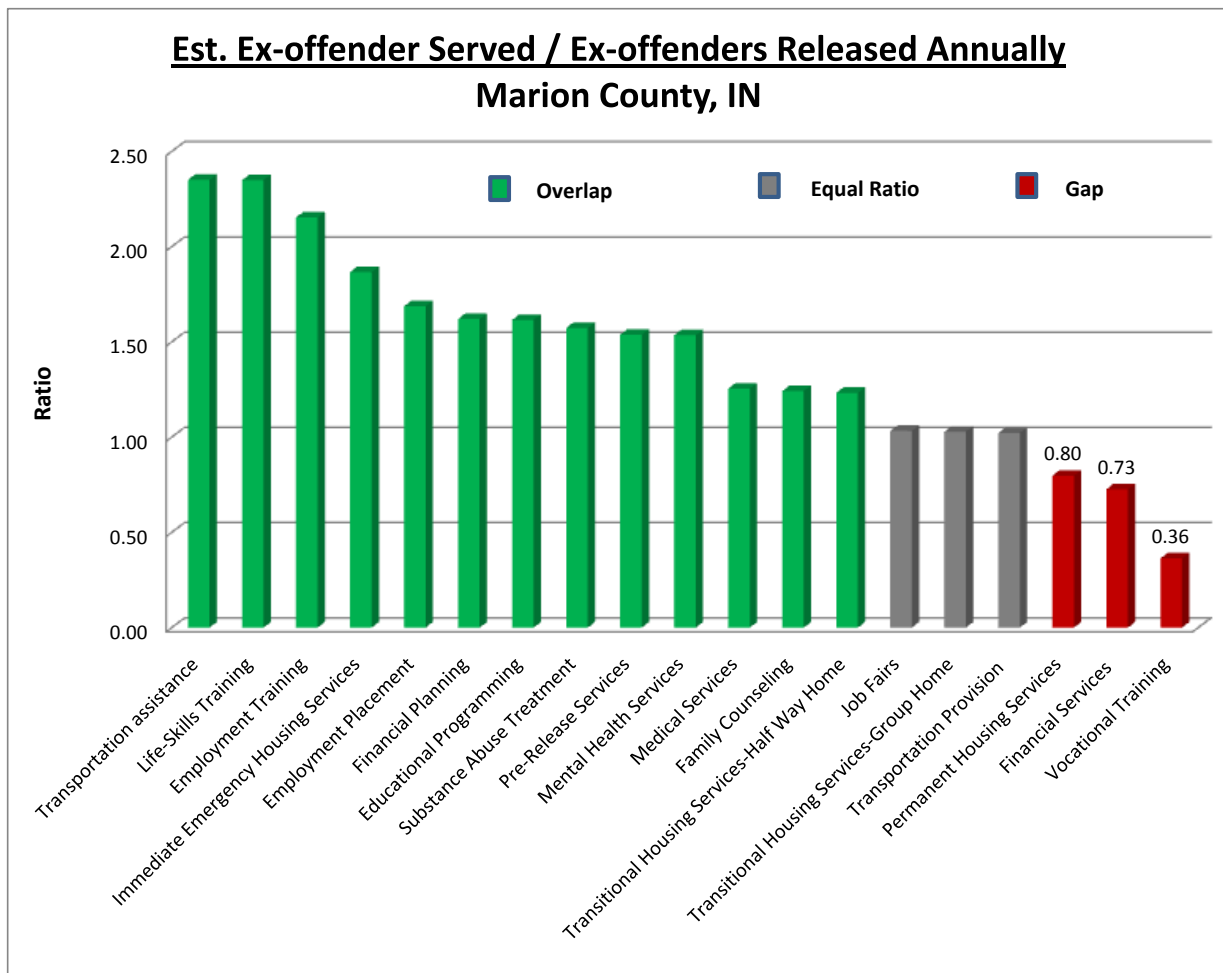
Of the 72 total survey participants, 60 service providers responded to this question while 12 did not respond. The majority provides employment training, such as, computer skills, resume work, and attire etiquette etc; whereas few organizations offer financial services, such as, loans, and banking services. (A larger chart can be found in Appendix F). Please also see Appendix G for a table showing the number of organizations serving each range of clients per service type annually.

Gaps and Overlaps in Re-entry Service Provision

To examine where gaps and overlaps in ex-offender re-entry service provision occur, we averaged each range of clients per service category and multiplied it by the number of organizations in each service category. Then we added each range's average of clients to obtain the total number of average clients served per service type. For the 201+ clients range we looked at the free range responses for the total annual clients served by each organization. There were fourteen organizations that served 201 or more clients so we averaged the free range responses by fourteen. After we had our total number of average clients served per service type we divided this number by the annual number of ex-offenders returning to Marion County. This gave us the ratio between the estimated number of ex-offenders served by type of re-entry service to the ex-offenders released annually in Marion County. In 2008, Marion County had 5,611 releases (IDOC, 2008). Services with less than a 1:1 ratio are identified as gaps, and services with more than a 1:1 ratio are classified as overlaps.

The following chart shows the gaps and overlaps in re-entry service provision.

Chart 3. Gaps and Overlaps in Re-Entry Service Provision



At this time, the service gaps are in the areas of:

- Financial Services (loans, banking services),
- Vocational Training (trade skills: carpentry, mechanic etc), and
- Permanent Housing Services

These findings are consistent with the literature regarding typical gaps in ex-offender re-entry services.

Service overlaps occur in the service areas of:

- Transitional Housing Services-Half Way Home,
- Family Counseling, Medical Services,
- Mental Health Services,
- Pre-Release,
- Substance Abuse,
- Educational Programming,
- Financial Planning (budgeting, balancing checkbook, etc),
- Employment Placement,
- Immediate Emergency Housing, Employment Training,
- Life-Skills Training (anger management, personal hygiene, emotional services), and
- Transportation assistance (help w/transportation eg: bus pass)

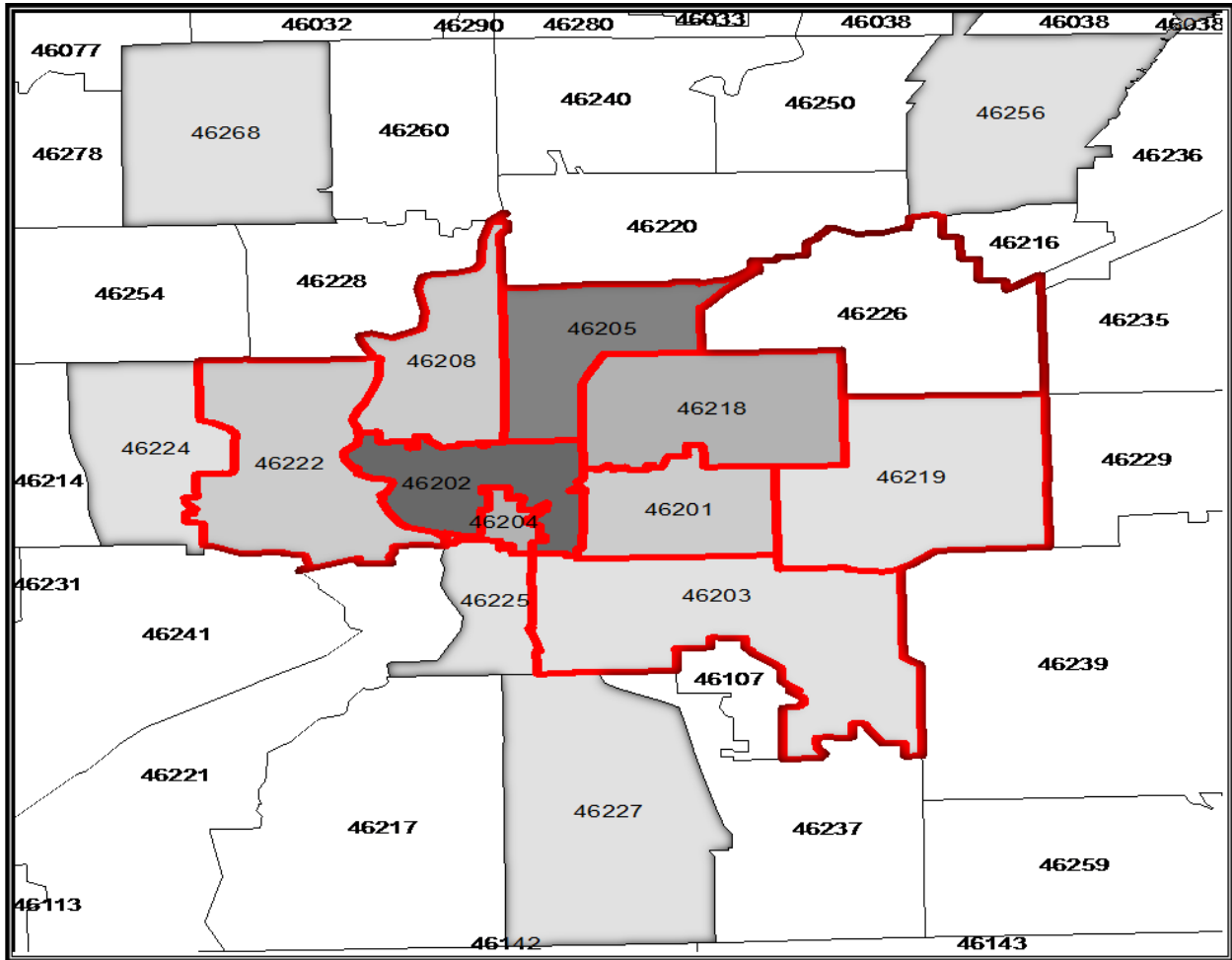
Geo-Spatial Analysis

It is important to conduct a geo-spatial analysis of locations of service provision in relation to the zip codes that have the highest concentrations of returning offenders as identified by the IDOC. These zip codes are outlined in red in the map below. Previous research has shown that transportation is often an issue for ex-offenders returning to their communities. If ex-offenders do not have proficient transportation, it is likely that they will lack the ability to obtain the critical programming and services offered outside of their immediate area.

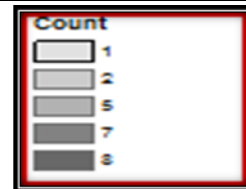
In order to create the GIS map, we surveyed service providers within Marion County to acquire the zip code they were located. Of the 72 total survey respondents, 38 organizations responded to this question, and 23 were located within the top ten zip codes. We then acquired data from the Indiana Department of Corrections to identify the top ten zip codes where ex-offenders were returning. Using the ArcGIS suite, we were able to plot this relationship, which is shown in the following map.

Figure 3. GIS Map

Locations of Service Providers in Marion County



Zip Code	Frequency
46201	2
46202	8
46203	1
46204	5
46205	7
46208	2
46218	5
46219	1
46222	2
46224	1
46225	1
46227	1
46256	1
46268	1
Total	38



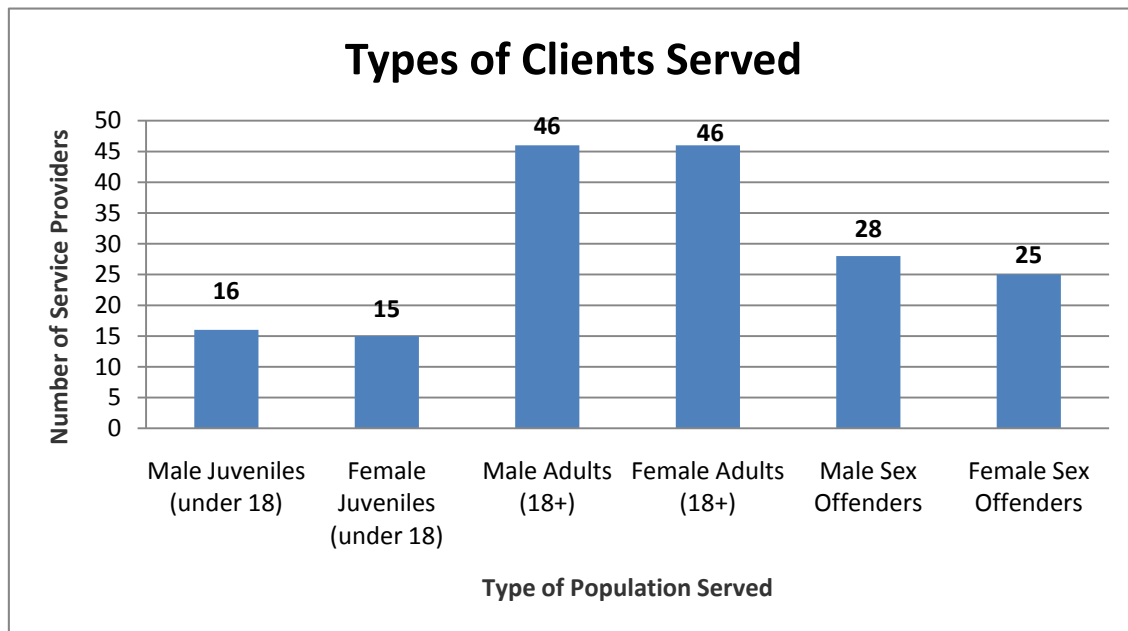
Our results showed us that within the top ten zip codes there were two zip codes that had just one service provider, three that had two services providers, two that had five service providers, one that had seven service providers, and one that had five service providers. In addition, there was one zip code without any service providers.

We must disclose that we had a relatively low response rate to this question and it might not be representative to where service providers are located and how many service providers are located within each zip code. This map serves as a quest for future geo-spatial analysis conducted by a centralized office that will monitor service provision and geographic locations.

Types of Clients Served & Organization

The chart below identifies the number of service providers per the type of clients served.

Chart 4. Types of Clients Served

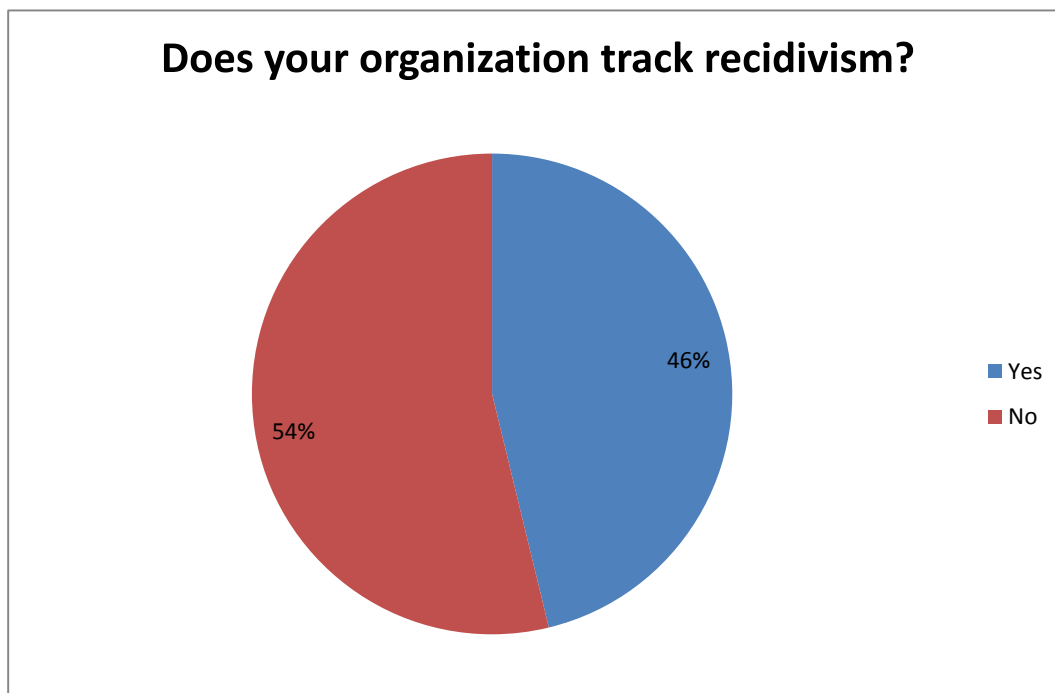


Of the 52 organizations that responded, 46 organizations serve both male and female adult ex-offenders (18yrs +). Around 16 organizations serve male and female juveniles (under 18); and approximately 26 organizations serve male and female sex offenders. There were 20 organizations that did not respond. Appendix H highlights the breakdown of the number of staff employed by re-entry organizations.

Recidivism & Success

The pie chart below shows that 24 out of 52 organizations track client recidivism and 20 organizations did not respond.

Chart 5. Recidivism Tracking



All organizations define client recidivism differently. The IDOC (2008) defines recidivism as *an offender's return to incarceration within 3 years of their release date from a state correctional institution*. Of the 72 respondents, 27 organizations provided their definition of recidivism. Of the 27 that responded, 7 gave a specific time frame regarding recidivism while 20 did not offer a time frame.

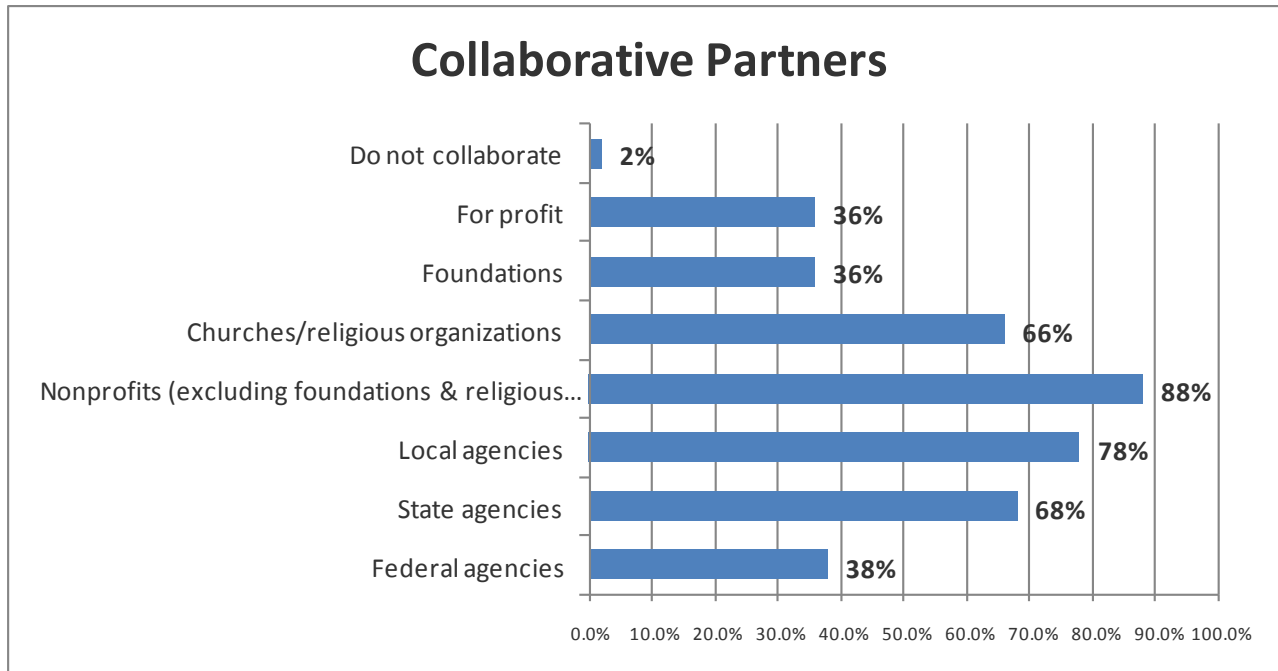
We also requested in our survey that organizations define "success" for their clients. Of the 72 total respondents, 52 provided their definition of success while 20 did not respond. Please see Appendix I for the comments from the survey on how various organizations track recidivism and define organizational success.

Collaboration

Of the 72 total survey participants, only 50 replied in the collaboration section. Of the 50 respondents, 48 organizations note that they collaborate with other service providers while 2 organizations do not presently collaborate.

The following chart details the types of organizations with which re-entry service providers are collaborating.

Chart 6. Collaborative Partners



The data shows that organizations primarily collaborate with other nonprofit organizations (excluding foundations & religious orgs/churches).

In addition, we asked survey participants whether or not they would be willing to collaborate. Of the 72 total survey participants, 49 responded to this question while 23 did not. Overall 42 out of 49 organizations said they are willing to collaborate with other service providers. None of the respondents indicated that they would not collaborate while 7 felt that they may be willing to collaborate.

We were also interested in finding out whether organizations agree or disagree with the literature regarding challenges to collaboration. Survey respondents strongly agreed or agreed that the following top three factors were challenges or barriers to collaboration:

- Funding (61.8% agreed)
- Lack of Community Support (60.8% agreed)
- Lack of Information Sharing/Trust (57.8% agreed)

We also wanted to know which factors organizations found helpful towards collaboration. Survey respondents agreed or strongly agreed that the following top three factors were helpful to collaboration:

- Accountability (45% agreed)
- Information Sharing (43% agreed)
- Trust in other collaborators (40.5% agreed)

We were also interested in whether or not there was a relationship between the type of collaborating organization and the factors of collaboration. We ran a cross-tab analysis testing significance using Kendall’s tau-c test. The following table shows the significant results. Although we obtained significant results, they may be skewed due to low sample size.

Table 1. Cross-tab analysis

	Political Buy-in (Helpful towards Collaboration)					
		Strongly Agree	Agree	Neutral/NotSure	Disagree	Strongly Disagree
Local Agency Collaboration	Yes	34%	28%	11%	6%	0%
	No	2%	4%	11%	2%	2%

Note: the relationship is significant at the .01 level by Kendall’s tau-c test.

	Accountability (Helpful towards Collaboration)					
		Strongly Agree	Agree	Neutral/NotSure	Disagree	Strongly Disagree
Nonprofit Collaboration (non church)	Yes	42%	40%	6%	2%	0%
	No	0%	8%	2%	0%	0%

Note: the relationship is significant at the .01 level by Kendall’s tau-c test.

	Difficulty in Sharing Pooled Funds (Challenge to Collaboration)					
		Strongly Agree	Agree	Neutral/NotSure	Disagree	Strongly Disagree
Foundation Collaboration	Yes	1%	6%	18%	8%	2%
	No	28%	20%	6%	8%	2%

Note: the relationship is significant at the .01 level by Kendall’s tau-c test.

	Ease/Ability in Sharing Pooled Funds (Helpful towards Collaboration)					
		Strongly Agree	Agree	Neutral/NotSure	Disagree	Strongly Disagree
Foundation Collaboration	Yes	4%	19%	8%	6%	0%
	No	29%	23%	4%	6%	0%

Note: the relationship is significant at the .01 level by Kendall’s tau-c test.

Based on our results, there is a moderately positive relationship between organizations that collaborate with local agencies and agree political buy in is helpful to successful collaboration.

There is a moderately positive relationship between organizations that collaborate with nonprofit organizations (excluding churches) and agree that accountability is helpful to successful collaboration. There is a moderately negative relationship between organizations that collaborate with foundations and agree that sharing funds with other organizations is a challenge to successful collaboration. There is a moderately negative relationship between organizations that collaborate with foundations and agree that sharing funds with other organizations is a challenge to successful collaboration.

Nine people out of 28, identified as best practice re-entry collaborators from the United Conference of Mayors 79-City Survey of Ex-offender Re-entry Efforts survey, responded to our interview questions about their collaboration experiences. Summarized below is a list of common themes pertaining to re-entry and collaboration; for a complete copy of interview questions and responses, see Appendix E. As indicated in the methodology section, we contacted a list of key informants identified as being involved in re-entry best practices. The numbers in parenthesis represent the number of times the statement was given as an answer.

Cities and organizations decided to collaborate for the following reasons:

- To ease jail overcrowding (1)
- To maximize the strength and expertise of existing reentry service providers (2)
- To meet the needs of ex-offenders while maximizing limited resources (3)
- Failure of governmental organization (at the state and local levels) to take the lead in collaborating (1)
- To address other social problems such as homelessness (2)
- Increased funding opportunities (3)
- Sheds light on what other organizations do thus reducing service duplication (1)
- Reduce gaps in service provision (1)
- Improve recognition (1)

They identified the following factors as challenges to collaboration:

- Difference in organization culture (2)
- Lack of financial resources to promote collaboration (2)
- Fear that funding opportunities will diminish since organizations are competing for the same fund sources (3)
- Difficulties determining takes the leadership roles, and who takes credit for successes (2)
- Lack of communication (1)
- Service duplication (1)

They identified the following factors as effective methods for collaboration:

- Share a common goal (2) and measure them (1)
- Build relationships between key players in the government, non-profit, faith-based arena (2)
- Effective and ongoing communications (3)
- Enlist the support of key founders and key decision makers (1)
- Match identified needs with resources in the community (2)
- Identify gaps and services then seek collaborative funding opportunities (1)
- Having ex-offenders at the table (1)
- Transparency, accountability and consistency (1)
- Clear objectives and expectations grounded in evidence-based practices (1)
- Develop interagency memorandum of understanding (1)
- Develop interagency contractual agreements (1)
- Community engagement and through neighborhood and community activities, organizations, events, and associations (1)

Collaborators communicate using the following methods:

- Monthly and/or quarterly reports (3)
- Regular meetings (6)
- Emails (5)
- Phone (2)
- Mapping project (1)

Do you have any networking opportunities with re-entry service providers? If so, what types of networking events do you have? Who organizes/funds these events?

- Annual networking fairs coordinated by governmental entities (4)
- Monthly partnership meetings (1)
- Networking events are often funded by the organization that coordinates the event (2)

Generally speaking, key informants indicated that collaboration is a necessary component of a successful ex-offender re-entry program. They also noted similar challenges to collaboration as the Marion County service providers; however they included cultural makeup of the organization as a challenge.

Financial Picture

Of the 72 total survey respondents, 31 respondents answered the financial section of our survey. Results show that budgets vary from \$250 dollars to \$7 million. Most of the funding comes from individual donations or federal government dollars, followed closely by fees, foundations, and state government funding. Many of the organizations either do not calculate or, were not aware

how much of their budget is allocated for re-entry services. Of those that did calculate the dollars allocated to re-entry services, budgets ranged from \$15,000 to \$6 million.

VI. DISCUSSION

The following section discusses some of the implications from our results.

Gaps & Overlaps

While there may be overlaps in service provision, very few organizations have the capacity to serve more than 76-100 people annually per re-entry service. One might recommend that organizations try to gain better results through increased service capacity, leaving new organizations to start programs for identified gaps; however, many organizations offer a comprehensive approach to ex-offender re-entry and cannot expand all their programs at the same time.

Collaboration

Our results echoed the literature review in terms of challenges to collaboration, both quantitatively and qualitatively. Many of the organizations from our electronic survey and from the best practice collaborators identified the need to collaborate. Originally we thought to propose a model of collaboration, however many of the organizations noted they already collaborate or are willing to collaborate. Therefore, one of the main issues towards a successful re-entry model may be the effectiveness of the collaboration model.

Based upon the survey results, both electronic and email, many organizations are looking for other organizations with which they can partner. The best practice email indicated that many of the practitioners provide networking opportunities for re-entry service providers. One of the most prominent challenges was obtaining the funding to start a collaborative partnership. Marion County may want to start looking for more opportunities to fund collaborative services

Recidivism tracking

As noted in the results section, organizations differ on the definition of recidivism, and many do not track client recidivism. This is a problem since the ultimate goal of a successful re-entry program is to reduce recidivism. Organizations need to track client recidivism; and work together to create a standard definition and quality measures to make a quality re-entry program.

Types of Clients & Funding Issues

Though it was beyond our scope of work we wanted to know what clients re-entry service providers served. While our results show that many organizations only serve male and female adult offenders (18yrs +) there may be other factors influencing services for these clients. For example, many of our respondents were primarily nonprofit organizations, which may not have state accreditation to serve juveniles or sex offenders. Often juvenile services are contracted out

to various providers through state or city mandated funding. Also our funding questions indicated there is a wide variety of budgets and allocated services for re-entry provision. This may affect collaborative processes or how organizations receive funding because the organization might not primarily service ex-offenders.

Limitations to Survey Design

While this survey provided us with great information about Marion County re-entry service providers, some holes in our data remain. The following are considered limitations to this survey's design.

- Low response rate
- Sample Attrition
- For a better GIS sample, we should have asked participants for their organizational zip code at the beginning of the survey and made it a required question
- For a better understanding of collaboration efforts in Marion County, we should have provided a definition of collaboration for our survey participants.
- Many survey participants did not know how to accurately answer our survey question about total number of clients served. In the future, it is recommended that “the total number of clients served” be a range choice response instead of a free choice response.
- While compiling data results, we found that an error in client range had been placed in the survey. This error occurs when questioning organizations about the number of clients served annually per service type. We do not, however, feel this error significantly impacted our results.

VII. SUMMARY AND RECOMMENDATIONS

RRP Consultants accepted the challenge as outlined in our Scope of Work to work with the city to create an inventory of ex-offender re-entry service providers in Marion County, to identify gaps and overlaps in service provision, and to research best practices regarding collaboration. As a result of our findings, our group has three recommendations concerning re-entry service provision and service provider collaboration in Marion County. The following section explains in further detail our three recommendations. We hope that these recommendations will initiate conversations and actions towards enhancing ex-offender re-entry service provision in Marion County.

Recommendation #1

Communication Sharing & Networking

Based upon our results, and echoed in our literature review, lack of trust, lack of information sharing, accountability, power imbalance, and lack of community support are challenges to collaboration. Networking will reduce these particular challenges to collaboration. Opening lines of communication between various organizations will reduce these particular challenges to collaboration. In order to open the lines of communication, networking is needed.

One respondent of the survey stated, “It would be refreshing to see a re-entry program run by the city of Indianapolis that actually canvassed the current re-entry providers for input and inclusion”. Other respondents reiterated this sentiment. Many of the best practice cities/organizations indicated they participate in an annual networking event and/or monthly partnership meetings; this is in addition to regular emails and phone calls.

We recommend the following networking opportunities:

- **Annual Networking Meeting for Service Providers**
This can be added to the annual *Mayor’s Office on Ex-Offender Reentry Service Provider Forum*. During the last two forums, service providers expressed the desire for networking opportunities. Organizers of this forum need to decide how to integrate organized networking into the forum. Some possibilities are blocked networking time during forum, annual networking events outside of the forum, etc.
- **Monthly Partnership Meetings**
Twelve monthly networking lunch meetings between various service providers, including public, private, and nonprofit entities. Specifically we suggest that these meetings are coordinated through the Mayor’s Office on Re-entry, but funded by the hosting organization. For example: 12 different service providers agree to host a lunch networking session. During a session the hosting service

provider can present briefly on their organization so attendees know what their organization provides and if they might be compatible for collaboration. The rest of the time may be spent on informal networking between attendees. Eventually this may evolve into specific issues pertaining to re-entry services (such as: shared experiences in re-entry service provision, information sharing, common pitfalls/solutions, etc).

- **Bi-annual Town Hall Meetings**

A successful re-entry program includes community support and involvement. These meetings would be specifically geared towards connecting the community with information from service providers and the government on re-entry issues. This forum can be used to listen to community concerns regarding ex-offender re-entry and educate the community on the re-entry process. These meetings may also include ex-offenders that can speak to the community on their experiences with re-integration into society.

If the Mayor's Office on Ex-Offender Reentry prefers not to coordinate the above suggestions, they can appoint another coordinating entity, or assist in the creation/establishment of a professional re-entry service provider association overseen by a board of directors. The coordinating entity or professional association will then take on the responsibilities and duties of these networking events.

Recommendation #2

Monitoring Service Provision

Mapping Best Practices

Mapping can be used to better help ex-offenders locate critical re-entry services. Maps can also be used to inform both policy makers and key stakeholders of the local dynamics of re-entry services. Maps can be used as a tool to develop strategies and promote diverse partnerships.

Washington D.C.

The District of Columbia's Office on Ex-Offender Affairs has implemented a mapping tool much like MapQuest® that allows users to locate services based on the proximity of the location they provide. The local government and service providers have been fully supportive of the project from the very beginning. The program is also expected to give the city an accurate portrayal of how many ex-offenders reside within the community and also how many are utilizing services.

Albuquerque

The city of Albuquerque has partnered with the with the State of New Mexico Corrections Department's Deputy Secretary for Reentry and Prison Reform to leverage information

technology data for reentry mapping of parole and probation clients in Bernalillo County. The program is designed to give local government officials an accurate depiction of where ex-offenders are returning within the community. Other goals of the system are to see if the presence of ex-offenders has any bearing on crime rates as well as the proximity of accessible re-entry services. These analyses will allow policy-makers to determine what is working within the community and where to make changes.

We recommend that the city create and maintain a database of re-entry service providers to better serve ex-offenders. This database will allow policy-makers to identify gaps and overlaps in re-entry services in Marion County, Indiana. Through our analysis our group was able to identify that financial, vocational, permanent housing, and medical services were lacking in Marion County. If a permanent system was created the city could identify these gaps and overlaps and provide incentives to private and non-profit organizations to provide these services through earmark grants.

Another component of this system is to maintain geographic information regarding these organizations. This information could be used to identify where the gaps of services reside geographically. Similar to providing earmarks to encourage particular re-entry services, the city could educate service providers physically located outside of the target areas (geographic hot-spot areas where ex-offenders are returning) the ability to acquire more clients thus more grant money.

Our map serves as a quest for future geo-spatial analysis conducted by a centralized office that will monitor service provision and geographic locations.

Recommendation #3

The fourth recommendation contains two follow-up studies that were beyond the scope of our project. We also recommend that these follow-up studies are performed by a neutral third party.

Measuring Re-Entry Program Effectiveness

One follow-up study needs to evaluate the effectiveness of re-entry services in Marion County Indiana. One of the goals of the Indiana Department of Corrections (IDOC) of lowering the recidivism rate and changing lives. Specifically this includes forging partnerships to enhance prisoner re-entry and bring Indiana to the forefront of national discussion surrounding the re-entry process (IDOC Roadmap to Re-entry, 2009). This study will further these goals and demonstrate fiscal responsibility to the public.

A component of measuring re-entry effectiveness is defining and tracking recidivism. As noted above in the *Results* and *Discussion* sections many of the key agencies and organizations serving the re-entry population vary in their definition of recidivism or they do not track client

recidivism. Tracking recidivism is important because the ultimate goal of a re-entry program is to reduce ex-offender recidivism.

We recommend that both the city and the service providers develop a unified definition of recidivism. Presently the IDOC defines recidivism as *a return to incarceration within three years of the offender's date of release from a state correctional institution* (IDOC Recidivism, 2009)². We propose that all organizations tracking recidivism use this definition because the state is the primary agent through which the justice system is organized. We are presently unaware of any state law changes to require a unified definition for recidivism; however the Mayor's Office of Ex-offender Re-entry may lead the effort to use IDOC's definition of recidivism among service providers. It's important to note that not all service providers track recidivism because their ultimate goal might not be to reduce recidivism.

Secondly, we recommend that those organizations that do not track recidivism begin tracking recidivism. The most common method is to use the DOC Number assigned to an offender upon entry into the DOC system. For example the city of Indianapolis is creating a database that will track information on all ex-offenders as they return to Marion County from DOC. This will include demographics as well as recidivism data. Eventually this database will be utilized by re-entry service providers in the city.

Measuring Re-entry Collaboration Effectiveness

The second follow-up study needs to measure the effectiveness of collaborative efforts by service providers. From our survey findings many re-entry service providers already collaborate or are willing to collaborate with other entities. Attendees at the 2009 Mayor's Office on Ex-Offender Re-entry Service Provider Forum indicated that collaboration is a top priority for service provision. Since people are collaborating and desire to collaborate, the quality and outcome of these collaborations needs to be studied in order to provide a comprehensive picture of re-entry programs in Marion County.

In order to carry out this study, the city of Indianapolis needs to have a common goal for collaborative efforts of re-entry service providers. This goal should be the product of conversations between key stakeholders such as city officials working in re-entry as well as nonprofit and private re-entry service providers. This group can also set benchmarks and develop measureable outcomes to use in evaluating their collaborative efforts.

Both evaluating and monitoring of collaborative efforts are necessary in coordinating public services. Re-entry collaborative efforts can begin the evaluation process by studying a number

² For additional information about IDOC recidivism see Indiana Department of Correction Recidivism Rates Decrease for 3rd Consecutive Year (www.in.gov/idoc/files/IDOCRecidivism.pdf)

of specific outcomes (quality, comprehensiveness, and cost effectiveness) and asking a number of questions³, such as:

- How do you define collaboration?
- What are the primary goals of the group?
- How active are the group members and how frequently do they meet?
- Why types of organizations are represented at the table.
- Does the group represent the population they are trying to serve?
- What are the major problems that the group is facing
- How the group been able to reduce and/or eliminate gaps and duplication in services?

Many methodologies can be used to answer the questions listed above, such as:

- Surveys
- Focus groups
- Interviews
- File and record reviews

These resources should not be viewed as an exhaustive source for information on collaboration efforts, but rather this information acts as a starting point for research on evaluating collaborative efforts.

Finally, the re-entry process from prison to mainstream society takes on great importance because ex-offender reintegration, whether successful or not, has a number of implications on society. This is why it is critical that we work together in an effective manner to ensure that ex-offenders have a chance to become productive members of society.

³To view a complete list of outcomes and questions that should be the focus of the initial study, please see <http://www.npgoodpractice.org/Resource/EvaluatingCollaborationProcess.aspx>

While this report was originally designed for families and high risk youth, it can be modified to fit the ex-offender population.

VIII. APPENDICES

- A. Acknowledgements and Contact Information**
- B. Statement of Work**
- C. Complete Literature Review & List of References**
- D. Key Informant Interviews**
- E. Best Practices on Collaboration: Interview Questions & Responses**
- F. Larger Chart 1. Inventory of Ex-Offender Re-entry Services in Marion County Indiana**
- G. Counts of Service Type by Organizational Capacity**
- H. Employment Type**
- I. Definitions of Recidivism and Organizational Success**
- J. Copy of Blank Survey**

Appendix A: Acknowledgements

ACKNOWLEDGEMENTS & CONTACT INFORMATION

RRP Consultants would like to thank Dr. Alfred Ho and Teresa Bennett, of the School of Public & Environmental Affairs at IUPUI, for their guidance and support on this research project.

Throughout the entire process, they have been very helpful.

- **Dr. Alfred Ho Associate Professor, SPEA altho@iupui.edu**
- **Teresa Bennett Director, IUPUI Solution Center tkbennett@iupui.edu**

RRP would also like to thank Rhiannon Williams, Director of Re-entry, Indianapolis Mayor's Office for her help and support throughout the process. We have thoroughly enjoyed the experience and hope the Mayor's office will take and expand on our findings and recommendations.

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Appendix B: Statement of Work

For: PACE/OAR, Inc.

From: RRP (Reducing Recidivism Through Programming)

Re-Entry: Inventory of Service Providers and Programs in Marion County

Statement of Work (SOW)

09/21/2009

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SCOPE OF WORK

I. Overview of the Project

At the end of 2007, federal and state prisons and local jails held just under 2.3 million inmates⁴. A large majority of these imprisoned Americans will be released back into society at one point or another. Approximately 700,000 offenders are released on an annual basis⁵.

A 2007 report by the Marion County Justice Agency reports that 58% of prisoners released to Marion County are rearrested within one year. Based on recidivism rates reported by the Indiana Department of Correction, nearly 50% of offenders released to Marion County will return to prison within 3 years.

The Indiana Department of Correction (IDOC) defines recidivism as a return to incarceration within three years of the offender's date of release from a state correctional institution⁶. The current recidivism rate in Indiana is between 37 and 40%.

In Indiana, there are a number of organizations (churches, nonprofits, city, and state agencies) that provide programs to assist and transition offenders and ex-offenders back into their families and society. The community would benefit from more knowledge about the various programs and services, as well as an improved model for ensuring ex-offenders' successful transition.

Annually, PACE/OAR provides direct services to at least 1,500 ex-offenders returning to the Marion County community. Without services provided to this population to assess their needs and challenges, they are often forced back into their previous criminal lifestyles. Based to a large degree on the direct intervention of our organization, our clients have their conditions stabilized prior to beginning the equally important and long-range task of becoming self-sufficient. This is critically important because we serve a "fragile" population that is often underserved or – worst case – ignored by agencies and organizations (both public and private).

Our group will focus on Marion County's re-entry services and programming. We will work closely with PACE/OAR to obtain a comprehensive inventory of programs.

⁴ Bureau of Justice Statistics. (2009). Prisoners in 2007. Retrieved on September 12, 2009 from <http://www.ojp.usdoj.gov/bjs/abstract/p07.htm>

⁵ Council of State Government. (2005). *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community*. New York.

⁶ Indiana Department of Correction. (2009). Indiana Department of Correction Recidivism Rates Decrease for 3rd Consecutive Year. Retrieved on September 12, 2009 from <http://www.in.gov/idoc/files/IDOCRecidivism.pdf>

II. Project's Objectives

Objective #1: Inventory programs and services available to offenders, ex- offenders, and their families in Indiana.

Objective #2: Identify the areas of overlap or gaps in service offerings.

Objective #3: Conduct research on other cities' programs and best practices of partnerships and collaborations between re-entry service providers.

Objective #4: Propose a model for Indiana that will encourage partnerships and collaboration among the various agencies and program providers.

III. Scope of Work

a. *Focus*

We are working to propose a collaboration model for re-entry service providers.
We are identifying the program gaps and overlap in Marion County.

b. *Conceptualization*

- i. Why are re-entry programs/services important?
- ii. Who are the main funding sources for re-entry service providers?
- iii. What collaborations/partnerships are occurring in Marion County? Who are they occurring with?
- iv. What can/should be done to encourage collaboration?
- v. Which sector would be most appropriate to lead a unified re-entry initiative?
- vi. Evidence based programs (model programs)

c. *Approach/Methodology*

1. Literature Review

- a. Academic Studies
- b. Government publications
- c. Criminal Justice periodicals
- d. Communication and public management journals
- e. Best practices/Model programs: Chicago, NY and Baltimore
- f. Case studies
- g. Possibly try to obtain statistics to determine if this is a major concern for Marion County.

2. Data collection & conduct research of programs and services

- a. Identify re-entry service providers through snowball sampling
- b. Perform a random audit of program providers
- c. Interviews with field experts
- d. Interviews with service recipients
- e. Data analysis compilation of information gathered

3. Level of Analysis

- a. Organizational and state and local government
- b. Offender type
- c. Program type
 - i) Employment
 - ii) Housing
 - iii) Education
 - iv) case management—includes all other services including life-skills, day care, transportation, vocational training, cognitive/behavior skills, health care, substance abuse, mental health, and other services not yet identified

IV. Location of Work

RRP Consultants will work in Indianapolis and have weekly in-person meetings Mondays at 5pm on IUPUI's campus.

V. Period of Performance and Project Schedule

Start: August 28, 2009

Finish: December 12, 2009 (tentative)

VI. Deliverables

The following deliverables will be presented in a final report to PACE/OAR at the conclusion of the project (date to be determined):

- a. A comprehensive collaboration model
- b. successful re-entry model and ways to implement it
- c. an assessment of services offered including gaps & overlap
- d. recommendations & implications
- e. Youtube video

VII. Expectations of PACE/OAR, Inc.

The following items are expected of PACE/OAR, Inc. in order to complete this project.

- a. List of main funding sources.
- b. Access to offender re-entry tracking database.

- c. Access to any other pertinent information (e.g. grant contracts, 990's, annual reports, etc.)
- d. Providing contact information for key informants.

VIII. Contingency clause

In the event of unexpected findings, we reserve the right to modify our scope of work.

IX. Project Schedule

Phase I		August/September
8/29/2009	Start Literature Review	RRP (All)
8/29/2009	Submit Project & Research Outline	Mike
8/31/2009	Meet with Organization & Professors for Q & A Session	RRP (All)
9/12/2009	Submit Final Draft of Scope of Work	Emily
9/16/2009-10/2/2009	Obtain signed Scope of Work from Pace/OAR	Corinne
9/21/2009	Start Report Outline	RRP (All)
9/29/2009	Prepare Interview Questions	Tashi
Phase II		October
10/3/2009	Progress Report Due	Tashi
10/3/2009	Start Survey	Corinne
10/12/2009	Complete Survey	Corinne
10/4/2009-10/23/2009	Data Collection and Analysis	RRP (All)
10/12/2009	Complete Report Outline	Emily
10/22/2009	Attend "They Mayor's Office on ExOffender Re-entry" series	RRP (All)
10/24/2009	Complete Literature Review	Mike
10/24/2009	Progress Report Due: Report Outline, Literature Review, Preliminary Data Collection & Analysis	RRP (All)
10/4/2009-10/23/2009	Conduct Interviews	Mike/Tashi
10/26/2009-	Final Report Planning	RRP (All)

10/30/2009		
10/26/2009-10/30/2009	Individual Team Meeting with Instructors	RRP (All)
Phase III November		
11/6/2009	Rough Draft of Report Due Electronically	Corinne
11/9/2009-11/12/2009	Instructor Review & Comments on Report	Instructors
11/14/2009	Group Presentations & Peer Review	RRP (All)
11/14/2009	Individual Team Meeting with Instructors	RRP (All)
11/14/2009-11/30/2009	Complete Final Report & Presentation	RRP (All)
11/30/2009	Plan Executive Summary YouTube Video	RRP (All)
Phase IV December		
12/12/2009	Complete YouTube Video	Emily
12/1/2009-12/16/2009	Group Presentations & Delivery of Report to Clients	RRP (All)

Contract

This Statement of Work is agreed to and signed by:

Rhiannon Williams

9/29/2009

Rhiannon Williams, Executive Director PACE/OAR, Inc.

Date

Tashi Johnson

Tashi Johnson, RRP Consultant

Date

Michael Roberts

Michael Roberts, RRP Consultant

9/30/09
Date

Corinne A Wagner

Corinne Wagner, RRP Consultant

9/30/09
Date

Emily Wiegand

Emily Wiegand, RRP Consultant

9/30/09
Date



Appendix C: Complete Literature Review & List of References

Reentry and Collaboration: Review of the Literature

Reentry Literature

Introduction

The 1980s and the 1990s brought with it a radical change in criminal justice practices and policies that reflected a shift philosophy. Policies and beliefs no longer reflected rehabilitation. Instead, they represented approaches that were considered to be a "tough on crime. This became evident in the enactment of legislation such as the three-strike laws, truth-in-sentencing, and mandatory minimum sentences. These legislations superseded indeterminate sentencing and the use of discretion by judges and parole boards (Winterfield et al., 2003; Pettus and Severson, 2006; Petersilia, 2003). As a result of the newly imposed sentencing laws, America saw what experts refer to as an era of "mass incarceration" (Winterfield et al., 2003; Pettus & Severson, 2006).

In 2008, the Bureau of Justice Statistics reported that more than 2.3 million people were behind bars, up from 1.9 million in 2000. Although people are being placed behind bars with the objective of making our communities safer, approximately 95% of them will eventually be released (Bureau of Justice Statistics, 2009). As a matter of fact, more than 700,000 offenders are released on an annual basis (PBS, 2009; Bureau of Justice Statistics, 2009). The re-entry process from prison to mainstream society takes on great importance because ex-offender reintegration, whether successful or not, has a number of implications on society.

What is Re-entry and Why is it Important?

Re-entry refers to the utilization of programming to promote the successful reintegration of offenders back into mainstream society once they have been released from prison (Office of Justice Programs: Reentry, 2009). "Reentry programming, which often involves a comprehensive case management approach, is intended to assist offenders in acquiring the life skills needed to succeed in the community and become law-abiding citizens" (, Office of Justice Programs: Reentry, 2009 <http://www.reentry.gov/learn.html>). Re-entry programs often include but are not limited to increasing education; increasing employability; treating substance abuse; providing housing; providing life skills, and providing transportation. Offender re-entry is critical because of its implications on public safety, the economy, and other social structures (Bauer, 2001; Rose & Clear, 2002; Pettus & Severson, 2006; Petersilia, 2003; Travis, Solomon, Waul, 2001).

Public safety

A large majority of the emerging literature that focuses on re-entry examines it as a public safety issue, and not just a correctional issue (Bauer, 2001; Rose & Clear, 2002). To address the prison overcrowding problem, offenders are being released before completing their court order sentences. Offender who are released are not equipped with the tools that are necessary to meet their basic needs, take care of their families, pay child support, or pay probation fees (Pettus & Severson, 2006; Petersilia, 2003). To avoid being held in contempt or re-arrest due to failure to meet their financial obligations, they turn to illegal income generating activities such as selling drugs, burglarizing, and robbing. Needless to say, these activities jeopardize public safety.

Financial cost

According to The National Association of State Budgets (2004), with the exception of health care, spending on corrections has increased more rapidly than any other item in state budgets across the nation. Between 1982 and 2001, correction expenditures increased from \$9 billion in 1982 to \$60 billion in 2001 (Bauer, 2001; Travis, Solomon, Waul, 2001). Not included in these figures are costs associated with arrest and sentencing processes (Travis et al., 2001). This increase can be seen right here in Indiana. According to Indiana Department of Corrections, the department's general fund budget for the 2010 fiscal year is \$691.6 million, up from \$667.3 in 2009. Failed re-entry processes leads to an increase in the number of crimes committed. An increase in crimes translates into the need for more prison beds. This ultimately translates into an increase in correction expenditures, and less spending on preventative programs and other crime reduction initiatives.

Social impact

When ex-offenders recidivate, it disrupts family structure and weakens family ties. It interferes with families attempting to repair relationships that may have been broken when the offender was initially incarcerated. A large percent of the men and women in prison have children on the outside (Rose & Clear, 2002). If ex-prisoners re-offend this will negatively affect the already strained relationship that they have with their children; it will obviously interfere with their ability to raise their children in a stable and positive environment (Rose & Clear, 2002). Besides growing up in a household with their fathers and/or mothers in and out of their lives due to incarceration, children can also be negatively affected by recidivism in additional ways. Rose and Clear (2002) argue that because certain neighborhoods regularly experience the removal and return of criminal offenders which means that children are not only dealing with incarceration within their families, but within their community at large. Children who live in these neighborhoods will assume that going in and out of prison is a normal way of life. They may also be exposed to frequent criminal behaviors, which according to the differential association and social learning theories, can lead to an increase in crime (Akers & Sellers, 2004).

Recidivism also has a negative effect on the social structure and daily operations of communities. Communities that experience a high rate of offender removal and return will more than likely have disruption in collective efficacy (Akers & Sellers, 2004). This interferes with the formation of social network and the quest to maintain social control (Rose & Clear, 2002). According to Akers and Sellers (2004) such communities are breeding grounds for crime. This is the case because they have a concentration of offenders who are strained and frustrated because they are struggling to meet their financial obligations and therefore resorts to illegal activities to fulfill their needs (Akers & Sellers, 2004; Rose & Clear, 2002)

Theoretical Framework of Re-entry

Re-entry can be linked to a number of criminological theories including deterrence, social learning, and social control theories (Akers & Sellers, 2004). Durkheim claimed that punishment deters people from repeating a crime for which they were punished, especially if punishment was certain, severe, and swift (Sherman & Berk, 1984). Individuals assess whether punishment deters them from criminal activity through the observations of others being punished and their experiences (Sherman & Berk, 1984). As one perceives an increased risk of being punished, the likelihood of committing a crime decreases (Piquero & Pogarsky, 2003). The rewards of committing a crime are instant; however, legal sanctions are delayed (Piquero & Pogarsky, 2003). Therefore, if an individual devalues the future, they may be more likely to commit a crime (Nagin & Pogarsky, 2003). When committing a crime one can receive legal or extralegal sanctions. Nagin & Pogarsky (2001) found that the disapproval of behavior from acquaintances could be a greater deterrent than legal sanctions as they feel embarrassed or ashamed.

Individuals learn behavior through “instrumental conditioning in which behavior is shaped by the stimuli which follow or are consequences of behavior” (Akers, Krohn, Lanza-Kaduce & Radosevich, 1979). The social learning process is comprised of four major concepts: differential association, definitions, differential reinforcement, and imitation (Akers & Sellers, 2004). The first step in the process of interrelationships of the variables is differential association (Akers & Sellers, 2004). This is broken into two dimensions: interactional, which is the direct association and interaction with others who partake in certain behavior, and normative, which are the different patterns of norms and values to which the individual is exposed (Akers & Sellers, 2004). Through these social experiences, individuals will imitate behaviors and through observing the consequential social reaction, determine whether the behavior is good or bad

(Akers & Sellers, 2004). The more the individual deems the behavior as good or justified, the more likely they will engage in it (Akers et al., 1979).

Traditional theory asks why people commit crimes. However, social control theory focuses on the factors that deter individuals from committing crimes (Matsueda, 1982). Travis Hirschi posits that individuals who fail to form or maintain positive bonds with society will become delinquent (Wiatrowski, Griswold and Roberts, 1981). A social bond between an individual and society can be formed through four elements: attachment (the affective ties which you form to significant others such as family and friends), commitment (the aspiration of going to school or obtaining high paying employment), involvement (participation in activities leading to success), and belief (the value system one attaches to rules) (Wiatrowski et al., 1981). Those who are bonded to society follow legal codes. Contrastingly, those whose ties with society have been broken or weakened do not feel obliged to follow the rules, but it does not mean they will not follow rules (Matsueda, 1982).

Recidivism

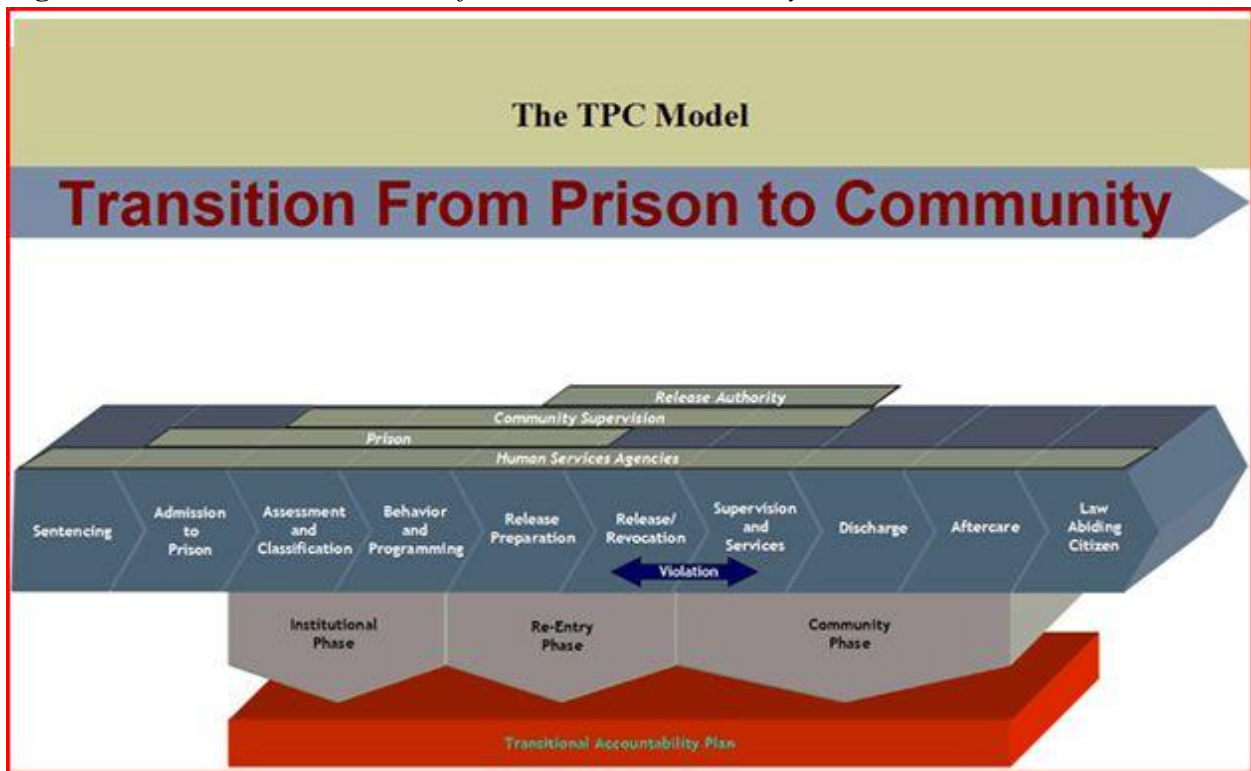
Research suggests that recidivism is the most common way to measure re-entry and effective re-entry programs. Recidivism is commonly defined as re-arrest, re-conviction, or re-incarceration within a specific time frame (Nunez-Neto, 2008). In Indiana, the designated time frame is three years (Indiana Department of Corrections, 2009). A review of the existing literature suggests there are two competing viewpoints on what constitutes recidivism. Some argue that an individual recidivates once they have contact with the criminal justice system, regardless of the reason. However, others argue that an individual recidivates only if they have committed a new crime that has resulted in a new conviction. As a direct result of its ambiguous definition of recidivism, recidivism is difficult to track and study. Nevertheless, a number of studies have been conducted, including two on the nation level. Two of the most monumental and comprehensive studies have been conducted by the Bureau of Justice Statistics and the United States Sentencing Commission. Their findings as well as other research findings suggest that recidivism is reduced if offenders are prepared to reintegrate into mainstream society (Nunez-Neto, 2008). Many of these studies also alluded to the fact that offenders are less likely to recidivate if the re-entry process begins during their time behind bar as opposed to post release (Nunez-Neto, 2008). This belief is supported by “what works” literature, in the field of re-entry.

Components of Offender Re-entry

A majority of formerly imprisoned individuals who re-offend do so because of a number of reasons. Once they are released, ex-offenders are expected to re-adapt to the norms and practices of a society that once deemed them too dangerous to be in the general population. However, we often fail to provide them with the necessary tools to make their transition successful.

Additionally, members of society have attached a negative stigma to people who have been incarcerated thus creating barriers that could potentially prevent them from reintegrating into society (Pettus & Severson, 2006). . Therefore, ex-offenders walk through prison gates and into an environment with inadequate skills and often, a lack of social support. There are certain components that need to be present in order for ex-offenders to successfully transition into mainstream society. If missing, these components can serve as barriers to re-entry. The most cited components are education, employability, employer perception, family and community involvement, health care, mental health treatment, transportation, and housing (Pettus & Severson, 2006; Petersilia, 2003).

Figure 1 *Transition from Prison to Community*



Source: http://nicic.gov/images/image_tpcimodel.png

The Nation Institute of Corrections (NIC) (2009) has proposed a model that highlights the importance of having pre and post release re-entry services to those transitioning into the community. The transition from prison to community model encourages strategic systems change by stressing that the re-entry services must begin before the offender is released from prison. The model has several components including; Mobilize interdisciplinary, collaborative leadership teams, Engage in a rational planning process, Integrate stages of offenders' processing, Involve non-correctional stakeholders, Assure that transitioning offenders are provided basic survival resources, Implement valid offender assessments, Target effective interventions, Expand the traditional roles of correctional staff, and Develop the capacity to measure change (NIC, 2009). Indiana is currently a participant in the "Road to Re-entry Initiative" with the NIC where pre-release planning is being implemented at the Plainfield Re-entry Educational Facility (PREF) (NIC, 2009).

Education / Employability

A number of studies have shown that educational, vocational, and employment programming, if implemented correctly, provides offenders with skills and tools that will eventually prevent them from reoffending.

Table 1

The Effectiveness of Correctional Programming
<p><u>Pre-college education</u> (elementary/secondary/GED)</p> <ul style="list-style-type: none"> ▪ 9 of 14 studies found participants were less likely to recidivate ▪ 3 of 4 studies found participants more likely to be employed after release
<p><u>College-level education</u></p> <ul style="list-style-type: none"> ▪ 10 of 14 studies found an inverse relationship between college education and recidivism ▪ 3 of 3 studies found participants more likely to be employed after release
<p><u>Vocational programs</u></p> <ul style="list-style-type: none"> ▪ 9 of 13 studies found participants less likely to recidivate ▪ 5 of 7 studies found participants more likely to be employed after release

Source: Gerber and Fritsch (1994).

According to the Urban Institute (2009), a large portion of the prison population has a significantly lower level of educational attainment than the general population. As of October 19, 2007, 35% of the offenders in the adult facilities in Indiana were considered to be illiterate (Indiana Department of Corrections, 2008).

In their report to the U.S. Congress, the National Institute of Justice argued that education is one of the most effective ways to reduce recidivism, more effective than shock incarceration and boot camp (Sherman et al., 1997). Additionally, a 1997 three state study conducted by the Correctional Education Association, for the U.S. Department of Education, revealed that when offenders participated in educational programming, their likelihood of reoffending was reduced by almost 30%. The study also revealed that for every dollar spent on education, there was a two dollar decrease in prison cost (Steurer, et al. 1997). If offenders obtain some formal educational, their chances of finding stable employment, once out of prison, are higher. Vocational educational also have a positive effect on lowering recidivism because offenders have the opportunity to increase their level of employability thus making them more marketable once they are released. Based on a meta-analysis, Wilson, et al. (2001) found that participants of jobs in prison settings, short-term vocational training, and job search assistance outside of prison are less likely to recidivate than those who do not participate in a treatment program. It is hard to ignore the fact that no amount of education will matter if ex-offenders are having difficulties finding stable employment because of their record. With this in mind, we cannot address the education issue without addressing the barriers that ex-offenders face in the job market.

Resembling a college campus, PREF is an open environment where daily operations reflect the “real world” to which they will soon be returning (Lloyd, 2007). This is shown through residents being allowed to wear civilian clothing and through the facility operating on respect and mutual support between the ‘residents’ and the staff. That respect and mutual support is even evident in the terminology used, with the inmates referred to as ‘residents’ (Lloyd, 2007). PREF seeks to change traditional corrections, but also the attitudes of a society where they are focused on punitive justice (Lloyd, 2007). Rather than being sentenced to PREF, offenders must apply to participate in this program. Offenders must be within 12 to 36 months of their release date to enter PREF. Additionally, they must be committed to participating in a demanding setting, in which they must be enrolled in educational or vocational training or obtain employment within the facility (Lloyd, 2007). Those who do not meet the demands of the program while at PREF will be transported to a different IDOC facility (Lloyd, 2007).

Unique to other facilities, if residents enter PREF without a high school diploma or General Educational Development credential (GED), they are required to enroll in either basic adult education (literacy) or GED classes based on their education level. Once they have earned their

GED, residents are allowed to enroll in vocational training courses (Lloyd, 2007). PREF offers a wide array of programs including business services, building trades, culinary arts, electronics repair, landscape management and horticulture, and small engine repair (Lloyd, 2007). PREF has also partnered with the Indiana Department of Transportation (INDOT) to allow qualified residents to obtain classroom instruction and on-the-job training. Those who successfully completed the program are then eligible for regular, full-time employment with the INDOT upon release (Lloyd, 2007).

Although the IDOC mandates that every inmate complete a 65-hour pre-release program targeting life skills training, educational advancement, assessing community resources, and job search training, PREF addresses these skills as an experience rather than a program (Lloyd, 2007). Along with educational and vocational training, PREF offers courses in substance abuse training, family reunification and parenting, anger management, and problem-solving (Lloyd, 2007). Unavailable to any other prison, Lincoln Bank has partnered with PREF to allow residents to establish a savings account. Residents can use issued debit cards within the facility, but the services continue once released (Lloyd, 2007).

Employer Perception

Providing imprisoned offenders with the opportunity to become more employable and/or participate in an educational program is trivial once they are released if they are unable to utilize the skills gained due to employment barriers. Employment is considered to an important component of an offender's reintegration process. There is a great deal of evidence supporting the notion that stable employment can reduce recidivism (Pager, 2006). However, ex-offenders are continuously faced with the challenge of finding work. According to Kennedy & Garcia (2006), up to 70% of employers in the private sectors refuse to hire ex-offenders, regardless of the crime they committed or the position they are applying for. Employers fear that ex-offenders might pose a threat to their staff and business thus leaving them to potentially bear the burden of property and personal victimization (Pager, 2006). In addition safety and security concerns, employers are also worried about the public image of their business. Employers fear that they might be ridiculed by others businesses, and most importantly, their customers; to reduce the possibility of losing business, they refrain from hiring ex-offenders (Santarelli et al., 2007). Finally, employers are also concerned about productivity and stability. Ex-offenders, especially those with a prior drug problem, are viewed as unreliable due the assumption that they will revert back to old habits that initially placed them behind bars (Pager, 2006).

The fact that many employers refuse to hire ex-offenders undoubtedly serves as a challenge for not only the offenders themselves, but also policy makers who are trying to address the issue of recidivism. Offenders who have stable employment will be more likely to do things such as taking care of basic needs like food and clothing, paying child support, and paying probation fees

if necessary (Pager, 2006). Additionally, having a job facilitates structure, new roles, and a new support system, all of which can play an important role in the reintegration process (Soloman et al., 2004).

Family and Community Involvement

A large majority of the studies on the relationship between family and ex-offenders suggest that ex-prisoners with strong family ties are more likely to have successful re-entry process than those who have a weak family tie (Byrne & Taxman, 2006; Laub & Sampson, 2003; Sampson & Laub, 1995; Martinez, 2009; Andrew et. al, 2006)). Over 71% of returning offenders live with their family members once they are released (Martinez, 2009). Offenders depend on family members for emotional support, financial support, transportation, food, housing, and other basic needs, thus preventing them from resorting to income generating crimes (Fishman, 1986; La Vigne, Visher, & Castro, 2004; Martinez & Christian, 2009; Martinez, 2009).

Getting the community involved in the reentry process is also important because it serves as an additional support system for offenders. It can also give ex-prisoners a reason to refrain from committing crimes. When an individual violates a law, they are excluded from the social order and punished once they are placed behind bars. Once offenders are released, being welcomed and supported by the community members might serve as a legitimate reason to be a productive member of society. Due to stigmatization, offenders are marginalized and legal or illegally barred from jobs, housing, and other conventional activities (Pettus & Severson, 2006). Offenders are not the only ones being stigmatized. According to Rose & Clear (2002), the offender's family experience similar social judgment which creates additional and unnecessary strain. Because of this exclusion and negative treatment, offenders might feel the need to return to their old criminal lifestyle out of pure desperation, frustration, or just to be rebellious. Getting the community involved eradicates the stigmas that are attached to being an ex-offender.

Medical Services / Mental Health

The re-entry process needs to continue into the community by providing ex-offenders the health care support they need. Many inmates need the help of Medicaid to cover the costs of substance abuse treatment or HIV medication (Krane & Potter, 2001). Krane & Potter (2001) claim, "ideal discharge planning covers pre-release enrollment in Medicaid and related benefit programs, monitoring of CD4 counts and HIV viral load and access to HIV medications for infected inmates, substance abuse treatment, HIV counseling, other psychosocial support, and sexually transmitted disease (STD) services. (pp. 1)" One of the great challenges for newly released inmates is avoiding a return to drug use and crime. Petersilia (2001) estimated that one in six prison inmates have a mental illness. Treatment of mental illnesses is not the primary function

for the criminal justice system. However, research suggests that the criminal justice system is assuming more responsibility for the treatment of people with mental illnesses (Wilson and Drain 2006). Wilson and Drain (2006) suggest, "This may be indicative of greater resources being available for criminal justice initiatives and, thus, greater incentive for collaboration. As more funds become available for reentry services, it will be important to explore further which systems take the lead in accessing funds and the resulting extent of collaboration across systems. (pp. 877)" It's in the best interest of corrections and communities to provide good transition services to help inmates return successfully to their communities (Wilson and Drain 2006).

Transportation

The ability for an ex-offender to succeed in mainstream society is largely dependent on reliable means of transportation to work, probation/parole meeting, court dates, and a wide-array of re-entry services (Werholtz, 2007). Transportation is so important that it is being included in comprehensive re-entry plans around the country (Werholtz, 2007). Griggs (2004) states that there is a complex relationship between crime and employment but studies have shown that having a job with decent wages is associated with lower rates of recidivism. Probation officers preparing pre-sentence investigation reports can assist in the process of assessing risk-related needs associated with employment. Some examples of employment needs based information include dependable transportation and valid driver's licenses (Griggs, 2004).

Housing

Housing is a vital ingredient to the re-entry process. In the institutional/pre-release stage of the re-entry process the offender should begin to plan for housing, support network, employment (Taxman, 2004). Taxman (2004) explains, "Priority should be given to the concerns of offenders that generally fall into the categories of survival needs—a place to live, a place to work, food on the table, and people to love. The attention to these basic details will soothe the concerns of offenders" (pp. 33). Furthermore, Taxman (2004) suggests that department of corrections should help inmates in this process by providing them a means to acquire the necessary identification that is required to rent housing such as a driver's license or social security card.

Collaboration Literature Review

Much of the literature examined regarding re-entry advocates for a collaborative model approach for the provision of re-entry services. According to Taxman, et al., (2002):

The underlying premise of the reentry partnership is that each component of the criminal justice system—police, the courts, institutional and community

corrections—plays a role not only in immediate offenders processing and control (e.g., arrest, conviction, incarceration, release), but also in long-term offender change (e.g., employment, family, mental health, substance abuse, criminality). A parallel premise is that criminal justice agencies cannot do this alone, and must engage family, community-based service providers, the faith community and other sources of formal and informal support in reintegrating offenders (p. 7).

Examining collaboration theory and applying it to the context of re-entry initiatives is important because Marion County, at this time, does not use a collaborative approach to re-entry.

Collaboration can be inter-organizational, such as within the prison system, or extra-organizational, which involves the community stakeholders, community organizations, and government agencies. The following section briefly describes: collaboration theory, why collaboration is utilized, the basic foundation of a collaborative model, two examples of successful re-entry collaborative models, and barriers to collaboration (Brooks et al., 2007; Das & Teng, 2000; Gazley, 2009; Kramer, 2000; Linder & Rosenau, 2000; Madhok, 1997; Slesky & Parker, 2005; Young, 2000).

Theories of Collaboration

The main collaborative theories can be divided into two categories sociological and institutional/economic (Das & Teng, 2000; Gazley, 2009; Kramer, 2000; Linden, 2002; Linder & Rosenau, 2000; Young, 2000; Slesky & Parker, 2005; The United States Conference of Mayors, 2009).

Sociological Theories

Sociological theories of collaboration tend to focus on the need to collaborate due to societal trends and issues (Gazley, 2009).

One example of this theory in motion is Cross-sector Social Oriented Partnerships (CSSP) (Slesky & Parker, 2005). CSSPs are partnerships that address societal challenges; such as economic development, education, community capacity building, etc. (Slesky & Parker, 2005). These partnerships are either transactional (short term, constrained, and mostly self-interest oriented) or integrative/developmental (longer term, open-ended, and mostly common-interest oriented) (Slesky & Parker, 2005). CSSP's under a social scope view community groups and organizations as stakeholders of issues (Slesky & Parker, 2005). When applied to re-entry, we see that the community, the government, and nonprofit organizations have a stake in reducing the recidivism rate. One way to do that is form CSSPs to solve tackle the issue of high recidivism.

We would probably find that a comprehensive re-entry partnership model will be integrative/developmental because the issue being solved is a long term and common interest oriented issue.

Another sociological theory for collaboration is societal sector platform, which reasons that CSSPs form because sector lines are blurred (Slesky & Parker, 2005; Kramer, 2000). "Blurring occurs when services or functions traditionally associated with an organization, private firm, or government entity are adopted by other sectors, producing "hy-brid- governance issues (Slesky & Parker, 2005; Kramer, 2000). Here CSSPs will form because of public necessity, pressures, and trends. Sociological partnership literature also finds that two logics may account for CSSPs or collaborative efforts: substitution logic and partnership logic (Slesky & Parker, 2005; Linder & Rosenau, 2000; Young, 2000). According to partnership logic, the sectors are already inclined to work together to solve societal issues, whereas substitution logic states that partnerships occur because the sector has failed in its natural role and the other sectors can offer substitute services (Slesky & Parker, 2005; Linder & Rosenau, 2000; Young, 2000).

Institutional & Economic Theories

Institutional & Economic Theories focus on how partnerships can work in a field that normally focuses on individual outcomes and bottom lines (Gazley, 2009). Collaboration in these fields finds ways to attach economic and institutional value to partnerships and alliances. One way to explain collaboration under this broad category is through the resource based sub-field theory (Das & Teng, 2000).

Resource based theory is the concept that alliances or collaboration are based on the value (both potential and actual) of pooled resources (Das & Teng, 2000). Often the theory deals with private entities, but the theory can be modified to fit government and nonprofit collaboration models.

According to Das & Teng (2002) there are four major alliance (collaboration) formations:

- Equity Joint Ventures: separate entities in which partners literally work together,
- Minority Equity Alliances: one or more partners take an equity position in others,
- Bilateral Contract-Based Alliances: are used when primary resources are knowledge based, and
- Unilateral Contract-Based Alliances: are used when primary resources are property based

These alliances are formed when the pooled resources of two or more partners will give the organizations a competitive advantage in their sector (Das & Teng, 2000). When dealing with nonprofits and government collaboration models, the competitive advantage is to save resources

to accomplish a common aim. Specifically, in re-entry models, collaborative practices may reduce recidivism if community and government resources are pooled to provide a comprehensive re-entry initiative. Furthermore, if the collaboration is successful that may give the practitioners a competitive advantage when looking for continued funding. Private foundations or the federal government are apt to provide funding to successful collaborations.

Das & Teng (2000) propose that alliances should be created or are created along the dimensions of resource similarity and resource utilization. These dimensions create four types of alignment: supplementary, surplus, complementary, and wasteful.

A Typology of Inter-Partner Resource Alignments (Taken from Das & Teng 2000, Table 4 p. 49.)

Table 2

Resource Similarity	Resource Utilization	
	Performing Resources	Nonperforming Resources
Similar Resources	Supplementary (Similar-Performing)	Surplus (Similar-Nonperforming)
Dissimilar Resources	Complementary (Dissimilar-Performing)	Wasteful (Dissimilar-nonperforming)

Using the above table, nonprofits and government organizations will want to collaborate or form an alliance when the collective strengths of all parties are supplementary or complementary. This is because, "partners bring in something unique and non-redundant to the alliance, so the overall resource base of the alliance becomes stronger," (Das & Teng, 2002; Hill & Hellriegel, 1994). While surplus resources do not add to the collective strengths of an alliance, they do allow for more autonomy between the parties and may reduce conflicts (or challenges to collaboration) because each party can have room to make decisions (Das & Teng, 2002). Das & Teng (2002) note that conflicts between parties arise when there is a wasteful alignment because "wasteful resources often suggest a lack of compatibility in the different resources contributed by partners" (p. 53). When applying this to a re-entry collaborative model we might see that there are needless replicated services funded by the same source. This harms the collaboration internally, but also externally since the public will view the expenditure as wasteful and not producing promised results.

So why collaborate, and why now?

Collaborations have increased in the first part of the 21st century because nonprofits want to "work across boundaries to deliver better service, value, and outcomes for customers, stakeholders, and communities" (Linden, 2002). Organizations are moving towards collaborative models due to blurred organizational boundaries between the public, private, and nonprofit sector; organizations moving from mechanized management structures to more horizontal management systems and networked structures; technology advances; public unwillingness to tolerate poor performance; and the diffusion of authority over major issues (Linden, 2002). Blurred boundaries are even encouraged by contemporary forces because

reductions in government support and changes in philanthropic giving encourage nonprofits to generate revenues with commercial activities. Factors like privatization and loss of public confidence have weakened governments at all levels, forcing them to rely more on business and civil society to provide public goods and services. Businesses need to answer to broader and more global constituents than previously, and these new stakeholders demand greater citizenship behaviors on a variety of issues (Slesky & Parker, 2005).

There are also many benefits to collaboration as summarized in the following chart (From Linden, 2002, Exhibit 1.1 on p. 7):

Table 3

• better use of scarce resources/cost effective
• ability to create something that you cannot create on your own
• higher quality, more integrated product or service for end users
• potential for organizational and individual learning,
• better ability to achieve important outcomes

In addition to these benefits, Gazley (2009) also includes diffusion of risk, the ability to buffer external uncertainties, and conflict avoidance. Organizations tend not to collaborate because of the potential disadvantages such as the financial costs of partnering, the perceived loss of control, flexibility issues, and recognition (Gazley, 2009, Huxham, 1993). Collaborations are also useful for "enhancing knowledge in critical areas of functioning where the requisite level of knowledge is lacking and cannot be developed within an acceptable timeframe or cost" (Das & Teng, 2002; Madhok, 1997, p 43).

In order for a collaboration to be successful, the following framework is recommended (Adapted From Linden, 2002, Exhibit 4.1 on p.59):

Table 4

• The basics for a collaboration are in place
• The principals have open, trusting, relationships with one another
• The stakes are high
• The participants include a constituency for collaboration,
• The leadership follows collaborative principles

Specifically the basics include: (From Linden 2002, Exhibit 5.1 on p. 73)

Table 5

• The parties have a shared purpose or specific goal that they care about but cannot achieve on their own.
• The parties want to pursue a collaborative solution, now, and are willing to contribute something to achieve it.
• The right people are at the table.
• The parties have an open, credible process.
• There is a champion for the initiative, someone with credibility and clout who makes this a high priority.

In addition to the above tables, an interview of government and nonprofit staff members in North Carolina, conducted by the Institute of Government found that collaborative projects are most effective when all the following conditions are present (Altman-Sauer, et al., 2001):

- The focus is on one issue.
- The goals are clearly defined.
- Representatives of all the stakeholders are involved in the problem-solving process.
- Time and resources are available to support planning.

***Two Examples of Re-entry collaboration
Philadelphia, Pennsylvania***

One re-entry collaboration model occurs in Philadelphia, PA and involves a private foundation, a nonprofit organization, and government offices (The United States Conference of Mayors, 2009). Funded by the John S. and James L. Knight Foundation, a transitional sheltered workshop for ex-offenders has been created by a partnership through the Mayor's Office for the Reentry of Ex-Offenders (M.O.R.E) is partnered with Goodwill Industries. The Managed Reintegration Network (MRN) of the M.O.R.E office refers ex-offenders to Goodwill who hires them for hands-on industrial work, where they can earn a paycheck and build their resume. MRN assigns ex-offenders a case manager and ex-offenders must complete a two-week Community and Personal Responsibility training course before they can be referred to the

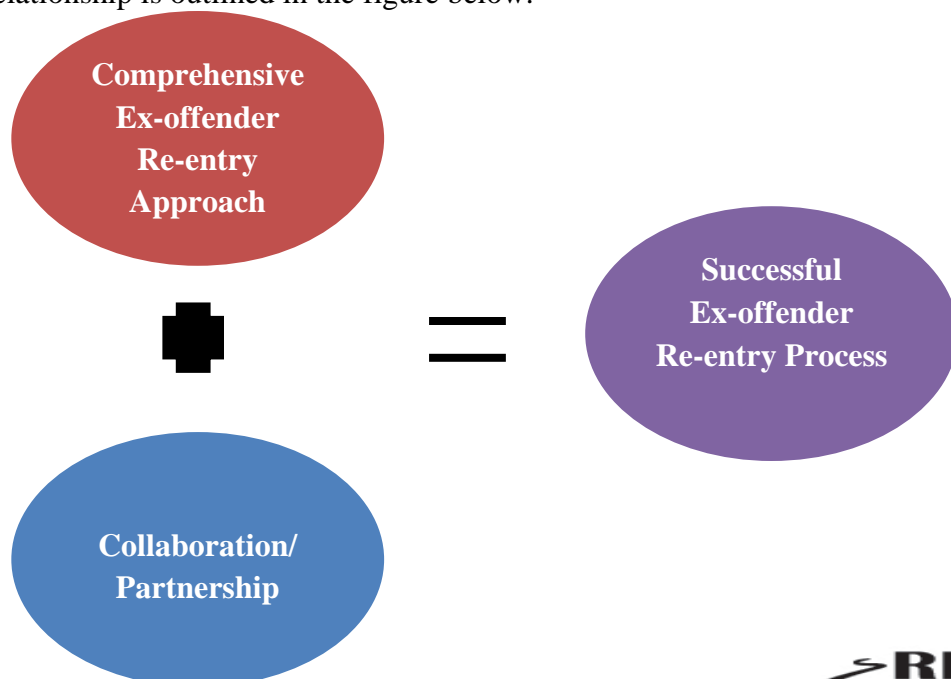
Goodwill program. MORE also provides job retention/training skills for the ex-offenders. This model is financially efficient. It also helps ex-offenders transition into the community quicker and provides the chance to change potential employers/community's preconceptions about ex-offenders (The United States Conference of Mayors, 2009).

Maryland Reentry Partnership Initiative (REP)

The Maryland Reentry Partnership Initiative (REP) is a coalition of service providers that coordinate to provide a comprehensive set of reentry programs ranging from housing assistance to substance abuse treatment (Brooks et al., 2007). REP also collaborates with the criminal justice system because the REP program starts while inmates are still incarcerated at the Metropolitan Transition Center in Maryland. This program addresses reentry needs at three levels: individual, community, and systems. Ultimate REP is a community-justice partnership because public agencies and community organizations must work together to provide on-going case management to prisoners entering the community (Brooks et al., 2007). Here the systems level uses REP as a hub to bring corrections agencies and community service providers together in order “to coordinate services, share information, and ensure continuous case management during transition to the community” (p. 2). A cost benefit analysis of the REP program provided by the Urban Institute Justice Policy Center found that \$3 of benefits are returned for every dollar in new program costs. The analysis also found that REP participants committed 68 fewer crimes than offenders in a comparison group (Brooks et al., 2007).

In 2009, a survey was administered at the 2009 U.S. Conference of Mayors. Subjects were asked about information, including best practices, regarding ex-offender re-entry approaches. Information was provided by 79 cities. After examining the results of the survey, two common themes emerged. Successful reentry initiatives took a comprehensive approach when assisting ex-offenders; they also had a strong partnership with other agencies that provided ex-offender services. This relationship is outlined in the figure below.

Figure 2



The city of Los Angeles currently partners with the Mayor's office, the California Department of Corrections, the county's Probation department, and different nonprofit and private entities in their effort to provide services to ex-offenders, through The Honor and Strength (HAS) program. The program begins before the offenders are released, providing offenders with services geared towards needs such as employment and mental health (2009 Survey and Best Practices). The City of Denver takes the same comprehensive and collaborative approach through the Newark Prisoner Re-entry Initiative (NPRI)". Through a partnership with the U.S. Department of Labor and five faith and community based organizations, the city is able to enhance the provision of supportive services such as reunification of families.

Challenges to Collaboration

During the closing decades of the 20th century a progression of various forces shocked the conventional roles and relationships between the governmental, nonprofit and private sectors (Fosler, 2002). Advanced technology, accelerating globalization, increased competition, and social and political factors have all been influencing the way in which the three sectors define, implement their core role and interact with one another (Fosler, 2002). Interorganizational collaboration in the business sector continues to expand, and the collaboration imperative extends across all sectors (Goldsmith, S. & Eggers, W.D., 2004).

As organizations engage in activities that blur the lines of public-private responsibility, governments have been responding in a variety of ways, including tapping into the resources and expertise of the private and nonprofit sectors (Fosler, 2002). "Collaboration is widespread between local government and nonprofit institutions, occurring across service areas and through both informal and formal means" (Gazley, 2008, p. 142). The opportunity to work together is a viable option because "people working in government and nonprofit organizations often serve the same clients, address the same community problem and have the potential to support one another" (Altman-Sauer, Henderson, & Whitaker, 2001, p. 34).

Despite the opportunity to work together, challenges to collaboration may prevent effective partnering. Many hurdles to collaboration exist and it would be difficult to list all of the challenges (Linden, 2002). In addition, "very little effort has been made to explain why decision makers might chose not to collaborate" (Gazley, B. 2009, p. 3). challenges to collaboration may exist at individual, organizational, societal and/or systemic levels (Linden, 2002). A number of the main collaboration hurdles will be outlined in this section.

Imbalance of power

In 1999, the Institute of Government conducted the Project to Strengthen Government-Nonprofit Relationships and based their findings on interviews with more than forty government and

nonprofit staff members in seven counties in North Carolina (Altman-Sauer, et al., 2001). In this study, they explored the possibility that government and nonprofit organizations might improve many areas of life in the community if they worked together more effectively (Altman-Sauer, et al., 2001).

One hurdle to collaboration that their study uncovered was an imbalance of power, which “can limit the honesty and the thoroughness of information sharing, problem solving, and discussion” (Altman-Sauer, et al., 2001, p. 37). Altman-Sauer, et al. (2001) describe the imbalance of power between nonprofit and governmental organizations in the following way:

Nonprofit organizations are almost always at a disadvantage in this imbalance. An imbalance of power is a particularly challenging barrier to overcome because, whether real or perceived, it creates an unsafe environment for honest communication. People who perceive that they have less power may not think that they can offer their opinions or insights without negative repercussions. People who have more power may not realize that others feel open communication to be unsafe or undesirable (p. 37-38).

Along with this imbalance of power, is the individualistic need for power (Linden, 2002). These types of people are strong and capable and typically have achieved numerous accomplishments, but prefer to be “team captain” (Linden, 2002). Power-oriented individuals can be very difficult in collaborative settings (Linden, 2002, p. 38). These people have a difficult time finding an answer to the “What’s in it for me?” (WIIFM) question in collaboration. Collaborative groups don’t typically have one central authority figure and sometimes it is hard for the collaborative group to reach an agreement on important issues (Linden, 2002). The key for power-oriented people is to determine whether or not their needs are for personal gain or are focused on organizational improvement (Linden, 2002, p. 39). “The need for power can work for the good of the whole, if that need is conditioned by maturity and self-control” (Linden, 2002, p. 39).

In addition, power issues are closely related to ‘turf’ and the crossover between the perceived responsibilities that participants have for the collaboration, and their existing service responsibilities, which can be geographic, social or political jurisdictions (Wakerman, J. & Mitchell, J., 2005). "Where there is a crossover, there needs to be clear definitions of roles and responsibilities within the collaboration" (Wakerman, J. & Mitchell, J., 2005, p. 9).

Cultural basis/different perceptions

"Cultural differences among clients, staff, volunteers, and elected officials can impede communication as they try to work together in their community" (Altman-Sauer, et al, 2001, p.

37). State agencies and community organizations often have different values, goals, and institutional cultures (Yoon, J. & Nickel, J., 2005, p. 5). “Each of those involved may hold very different philosophies about how much information should be shared, how decisions should be made, how conflicts should be resolved, and so forth. Differing viewpoints may be deep-seated, originating from the intrinsic culture of either the individual or the organization” (Altman-Sauer, et al, 2001, p. 37).

In addition, “perceptions differed about relationships among organizations and individuals, particularly about how, and how well, the human services programs, agencies, and funders worked together” (Altman-Sauer, et al., 2001, p.35). Even when relationships are positive and people meet together frequently, it’s challenging to work together when there are different cultures with differing rules, values and pressures (Linden, 2002). A lack of awareness and workable solutions to address these differences can present significant challenges when these two types of groups work together inside correctional facilities or in the community (Yoon, J. & Nickel, J., 2005, p. 5).

Lack of understanding/lack of trust

A lack understanding on the part of each sector of how the other sector operated and what motivated it to act the way it did is another challenge to effective working relationships (Altman-Sauer, et al., 2001). Because people do not understand the structural differences, they hold incorrect perceptions of how or why those agencies receive government support or why they provide the services that they do (Altman-Sauer, et al., 2001, p.36).

Furthermore, trust is a key ingredient to successful collaboration (Wakerman, J. & Mitchell, J., 2005). “Without strong relationships there’s no trust and with without trust there will be no collaboration” (Linden, 2002, p. 94). Poor working relationships will hurt any partnership (Linden, 2002). The essence of collaboration is a joint effort toward a common goal, which means that the actors in the collaboration are reliant on one another (Linden, 2002).

Collaboration requires substantial give and take and that is more likely to occur when good relationships exist (Linden, 2002).

Accountability

Some entities are rewarded for pursuing different or even opposing goals (Linden, 2002; Van Slyke, 2003). Having a shared purpose or specific goal that the actors care about but cannot achieve individually is essential in collaboration (Linden, 2002). Poorly defined and inadequately enforced accountability mechanisms and goal divergence can impede effective government-nonprofit relationships (Van Slyke, 2003). The process of agreeing the objective and

issue(s) should lead to the identification of the stakeholders and their respective roles. The roles of the various partners need to be defined at the commencement of the collaboration.

Commitment to collaboration is often helped by formalization (Wakerman, J. & Mitchell, J., 2005).

Tracking outcomes is critical for evaluating the impact of any re-entry initiative and for its long-term survival (Yoon, J. & Nickel, J., 2005). State funding and other support may be contingent on demonstrating that investments in reentry services are being used wisely (Yoon, J. & Nickel, J., 2005). Yet organizations are not always able to measure the effectiveness of their programs and the extent to which they achieve the stated goals (Yoon, J. & Nickel, J., 2005). The actors involved in collaboration should agree on which quantifiable measures matter in tracking progress toward desired outcomes and ensure they are reflected in the written agreement (Yoon, J. & Nickel, J., 2005).

Funding

Funding is another challenge to successful collaboration (Linden, 2002). Funding can cause an imbalance to power relations within a collaborating group (Wakerman, J. & Mitchell, J., 2005). For example, nonprofit organizations may feel at a disadvantage when its funding is dependent on government (Wakerman, J. & Mitchell, J., 2005). At the same time, politicians may not tolerate the influence of unelected community leaders on public policy (Wakerman, J. & Mitchell, J., 2005).

In addition, narrow categorical funding programs may cause challenges to collaboration (Linden, 2002). While nonprofits are not technically part of government entities, they are affected by it (Linden, 2002). Nonprofit must adhere to each governmental body's application process and funding categories--each with its own priorities, and own requirements for measuring results (Linden, 2002). Consequently, there is often a problem of categorical programs (Linden, 2002).

Barriers to Collaboration for Law Enforcement

Because of the nature of this project, barriers to collaboration for law enforcement are also important to consider. In an effort to determine the state of law enforcement's participation in offender reentry initiatives, the International Association of Chiefs of Police (IACP) partnered with OJP's Bureau of Justice Assistance (BJA) to comprehensively examine law enforcement's role in offender reentry initiatives (Department of Justice, Bureau of Justice Assistance, & International Association of Chiefs of Police, 2005). Their study found that existing literature "revealed that little information is available on what role law enforcement has in offender reentry or on the impact of offender reentry efforts in general" (Department of Justice, et al., 2005, p. 2).

The literature, however, does indicate that law enforcement has long partnered with corrections officials to provide enhanced supervision or fugitive apprehension support (Department of Justice, et al., 2005). They also found that (Department of Justice, et al., 2005):

- The value of police participation is recognized in theory but not in practice (p.2)
- Law enforcement agencies are often included in reentry efforts as an afterthought (p.2)
- Reentry activities that involve law enforcement span the spectrum from pre-release to post-release participation (p.2).
- Most law enforcement-involved reentry initiatives focus on violent adult or sex offenders (p.2)

Law enforcement officials involved in reentry initiatives do encounter challenges (Department of Justice, et al., 2005). “Politically, offender reentry is a controversial topic that can contribute to a variety of challenges” (Department of Justice, et al., 2005, p. 4). Additionally, a common misunderstanding about law enforcement participation in reentry programs is that law enforcement will be doing social work instead of focusing on crime prevention and public safety (Department of Justice, et al., 2005, p. 4). Some additional challenges include (Department of Justice, et al., 2005):

- **Changing political priorities.** Responding to “hotbutton” issues creates an unstable foundation for law enforcement. Police have not been invited to the table to discuss and make decisions about returning offenders. Therefore, they are reactive rather than proactive to legislation or correctional agency protocols governing returning offenders (p. 4).
- **Lack of political buy-in.** The local political climate may be resistant to having a program in their community. Critics of such programs verbalize that if a program is created, more offenders will relocate to the community to obtain program services. The local political establishment may not want to absorb additional offenders or make their communities a haven for offenders (p.4).
- **Flexible administrations.** Shifting administrations and the resulting public policies and laws have the capacity to negatively impact police authority. For instance, a change in the state political structure can unravel statewide efforts if there are no specific and formalized policies in place. One important example of this impact is the use of warrantless searches by police whether or not a parole or probation officer is present. Where one state may support warrantless searches another may not. Changing existing strategies and activities may require additional resources and procedures to conduct the same activities (p.4).

- **Lack of political or government support.** If the governing body of the jurisdiction is not on board with law enforcement’s approach, then it may be difficult to participate. Two reasons that such involvement would not receive support are: 1) image and 2) potentially negative press. For the political representatives or decision-making body, it may send the wrong message to become involved in offender reentry or may be in contrast to their politically recognized image (p. 4).

- **Lack of resources.** Resources for the initiative generally refer to funding and people. Both are necessary to ensure success and may be impacted by:

1) *Temporary or inadequate funding.* While some reentry programs are implemented by in-kind services, grants, or are absorbed into existing budgets, limited or conditional funding can impact program implementation, resource allocation, and sustainability. It is difficult to begin an initiative only to have the funds removed midstream. Lack of consistent funding also creates barriers to committing personnel to offender reentry efforts (p. 4).

2) *Lack of interest and buy-in from law enforcement.* Law enforcement-involved offender reentry programs experience a lack of internal buy-in both from the top-down and bottom-up. One reason is resistance to the paradigm shift necessary to participate. Some law enforcement officials may feel that shifting from an intervention and suppression focus to partner with social service agencies makes them look soft on crime or more like social workers. Law enforcement officials involved in such programs advise that buy-in involve a switch from an “us versus them” to a “help them prevent harm to us” perspective (p. 4-5).

3) *Lack of community support.* Communities across the country have vocalized their opinions against programs that encourage a return of offenders back to “our” community. “Not in my backyard” and other such philosophies can be difficult, but not impossible to overcome (p. 5).

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Appendix D: Key Informant Interviews

- Two subject matter experts: one for information regarding the re-entry process, and one for collaboration between nonprofit and governmental organizations.
- Two individuals offered technical assistance. One offered assistance with our survey while the other gave us further guidance on the re-entry process.
- One Re-entry government official provided us with pertinent re-entry data for Marion County.
- Nine best practitioners offered insight re-entry collaborative efforts in their respective cities.

Appendix E: Model Cities: Best Practices on Collaboration: Interview Questions and Responses

1) Why did your city/organization decide to collaborate?

Indianapolis: WFI recognizes that working in collaboration can encourage greater resources, improved recognition, and increased rewards when facing competition for finite resources. Collaboration is often described as a recursive process where two organizations work together in an intersection of common goals by sharing knowledge, learning and building consensus. Working in collaboration is paramount to WFI's capacity to achieve the strong performance results we have enjoyed as a young and growing organization. During its inception, WFI realized that a fragmented approach to prison reentry would lead to the same abysmal results already shown by silo efforts to address this complex social problem. Subsequently, a model was developed that essentially marries private sector employment and business practices with responsive social services and access to resources necessary for successful reentry. Neither the private sector nor the public (or non profit) sector has the resources to tackle the issue of prison reentry independently. However, by joining together, this model has the momentum to exponentially improve results, as shown by decreased recidivism, increased tax base, and a myriad of qualitative results related to family, community, and personal development.

Currently, WFI partners with the following public and private entities:

- National Transitional Jobs Network
- Social Venture Network
- Indianapolis Private Industry Council
- United States Department of Labor – Beneficiary Choice
- United States Department of Health and Human Services – Job
- Opportunities for Low Income Individuals (JOLI)
- State of Indiana Department of Faith Based Initiatives
- Indiana Department of Workforce Development
- City of Indianapolis - Community Development Block Grant
- Trusted Mentors, Inc.
- John Boner Center
- Keys to Work, Inc
- PACE / OAR
- CAFÉ
- Choices, Inc.
- Management 2000
- Indianapolis Archdiocese
- Global Peace Initiatives
- Shipley Communications
- Federal Office of Child Support Enforcement
- Center for Law and Social Policy (CLASP)
- Sagamore Institute for Policy Research

- Indianapolis Tox Drop Program
- City of Indianapolis – Department of Public Works
- Indiana Department of Environmental Management
- Indiana Office of Pollution Prevention and Technical Assistance ("OPPTA")
- Purdue University Technical Assistance Program (TAP)
- Indianapolis Mayor's Reentry Task Force
- Indianapolis Mayor's Office of Sustainability
- Marion County Leadership in Action Program (LAP)
- Indiana Recycling Coalition
- Independent Colleges of Indiana
- Indiana State University
- TREES – Terre Haute
- Marion County Probation
- King Park Community Development Association
- Local Initiative Support Corporation (LISC)
- Marion County Community Corrections
- Indiana Department of Correction
- Indiana Department of Child Services
- Indiana Family and Social Services Administration
- Marion County Child Support Offices
- Indiana Legal Services

Minneapolis, MN: We decided to collaborate because it brought together the strength of both organizations, the Minneapolis Police Department and the Greater Minneapolis Council of Churches. A police department can arrest people, the courts can charge and convict people yet almost all people sent to prison return home. The way to change behavior with a person is through relational base work that begins prior to release and walks with the offender on their journey back to community. Therefore the goal of this relationship is to improve public safety by changing offender behavior through mentoring.

Reading, PA: The initial effort to collaborate around Reentry programming came from severe overcrowding at the County jail: the Berks County Jail has a design capacity to hold 790 inmates, but the population has spiked to in excess of 1,300 inmates over the past several years. The County was faced with spending considerable dollars to build/expand the facility, or collaborate with community-based partners to instead work at lowering long-term recidivism rates.

Orlando, FL: The Idignity program, a monthly identification program, was the brainchild of five downtown churches that recognized the need for identification documents as critical in the process of re-entry and attaining self sufficiency. This need was apparent after participating in our City's Project Homeless Connect events.

Spokane, WA: The decision to collaborate was two-fold. The HGAP pilot funding emphasized the importance of collaboration, as well as rewarding it with positive scores as they ranked applicants. More importantly, collaboration was seen as a valuable method when looking at the

needs of a client. The initial thought is that the CREST team, consisting of mental health, vocational, and housing professionals, would look jointly at each applicant, and the decision to accept the applicant into the program would be made jointly. Lastly, it was believed that many of the services needed for clients to succeed were already in place, just not being utilized or accessed. Collaboration allowed for this linkage to take place.

St. Louis, MO: In our 10-Year Plan to End Chronic Homelessness implemented in 2005, re-entry was one of the issues we identified as being a contributor to the homeless problem we had here in the City of St. Louis. While we have a city Corrections Department within city government there has been little done in addressing the needs of ex-offenders so it was our decision to seek ways of collaborating with others to address this need. We have done that both locally and at the state level as I serve on both our local re-entry group MERRGE and the statewide steering committee of the Missouri Re-Entry Project of the state's Department of Corrections.

Washington DC: The Office on Ex-Offender Affairs has been in operation since January of 2008 and from the office's inception has been a member of the Criminal Justice Coordinating Council (CJCC) Reentry Steering Committee. The Director of the OEOA and the Director of Court Services and Offender Supervision Agency (CSOSA) co-chair the CJCC Reentry Steering Committee. This committee is charged with creating and implementing the strategic plan for combating recidivism and to improve the conditions and quality of life for District residents who have been in the criminal justice system

Charlotte, NC: Our organization collaborates with many different organizations individually and as a member of various networks of agencies in our community. The decision to collaborate increases our knowledge of what other organizations do, thereby reducing duplication and maximizing the community resources. We also have applied for grants together to fill gaps in service and bring important dollars to specific issues. Collaboration also improves communication. The networks we belong to are: The Homeless Services Network- many of those being released from prison or jail are homeless or become homeless very soon after release. This network was begun in 1993, and has applied for federal funding for housing through HUD, serves many people with criminal records throughout the organizations that participate, developed a front line staff problem solving process to present difficult cases and utilize "community think" to problem solve. This network has over 30 organizational members. Another is MORN (Mecklenburg Opportunities for Reentry Network)- organized in March 2005 to bring together those working with people with criminal records and ancillary services such as education, financial management, etc. This organization holds an annual career expo for people with criminal records only that includes educational and vocational training opportunities as well as employers and resources for people with criminal records (PCR). All PCR's must complete an employment readiness program from one of three partners or attend a session at vocational rehabilitation/probation parole to receive a ticket to enter the expo. MORN also seeks to educate the partners about each other to improve our collaboration and to bring in local speakers to educate us about issues specific to PCR's such as mental health services in our area, housing- the 10 year plan to end homelessness, discuss fair housing issues for PCR's, and most recently the plan to utilize stimulus money for people exiting institutions including prisons and jails. The Transformation Network was convened by Prison Fellowship to bring houses of faith to integrate

with MORN by meeting on weekends so that people from local houses of faith to increase mentoring relationships, expand education about the criminal justice system into the churches and develop relationships between the organizations and those who want to serve this population. The Mecklenburg County Jail has reached out to community partners and invited them in to the jail to serve inmates and connect with them before they get out so the community is prepared to receive them when released and so the inmate knows what resources are available for them when they are released. This network is modeled after the jail reentry program developed by NIC (I think that is where this comes from). DSS collaboration to serve work first clients to improve employment placement and work experience by providing employment readiness services, assessments and job lead assistance. This is a group of partners who meet regularly to examine the process of serving work first clients, look at duplication, develop consistency of services and problem solve issues. Due to this collaboration, the local DSS applied for subsidized employment funds that will help local employers with reductions in force and will increase the skill building opportunity for those with marginal employment experience. CCT serve the work first clients who have criminal records only, other partners also serve this population with less emphasis on overcoming that barrier. EKWIP- Empowering Kids with Incarcerated Parents- this developed out of a collaborative grant with Big Brothers Big Sisters and CCT. This collaboration includes Charlotte Mecklenburg Schools, Prison Fellowship, and other programs addressing children of promise. This includes school based support groups for children of incarcerated parents, referrals for an Amachi mentor (the big brothers big sisters mentoring program for children of incarcerated parents), quarterly community events for families with children of incarcerated parents. Reentry Collaboration Project

Aurora, IL: We decided to collaborate due to funding guidelines and better service delivery for the clients

2) What are the common barriers to collaboration? And how has your organization overcome/avoided these barriers?

Indianapolis, IN: Barriers to collaboration: Like WFI, each collaborative agency, private sector business, and governmental entity has individual goals and objectives they are required to meet. Like WFI, each has a paradigm and approach which is embedded within organizational culture. Much like there is rich diversity in humanity, there is rich diversity in organizations. Just as individuals struggle with appreciating diversity, so do larger organizational bodies.

For example, quite often, there are competing goals between collaborative agencies which must be worked through. Too frequently, the ex-offenders are caught between these competing goals, inadvertently setting them up for failure while also creating barriers to employment.

Case example: If WFI has hired the individual to work Monday through Friday, 8:00 – 4:30; drug court requires a weekly drug drop that is charged to the participant; if the participant is on probation and required to meet each week during the day with their probation officer; if the individual is required to pay child support (arrearage and current); and if the inability to pass a drug test, keep fees current, or child support current; then to follow one requirement (come to work) would put the participant in violation of

other requirements (attend court, drug test, etc.), resulting in a probation violation – thus the individual is most at risk to be returned to DOC for a *technical rule violation* brought on by systemic issues rather than individual choices.

These competing goals have a devastating effect on individuals, families, communities. Staggering statistics help to further illustrate the implications of limited collaboration.

- **There are now 1 out of 26 Hoosiers who are under some form of oversight by the criminal justice system.**
- **This is up from 1 in 115 just 15 years ago.**
- **In Marion County (where WFI is located) that number is 1 out of 12.**
- **In some of our poorest neighborhoods that number is 1 out of 3.**
- **Incarceration/felonies is now the defining characteristic of poverty.**
- **70% of all those returning to prison in Indiana are confined due to *technical rule violations*.**

Given these staggering statistics, it is imperative that agencies interface and enhance collaborative efforts. Agencies that serve low income persons and deliver poverty alleviation services need to understand this phenomena, yet most do not, even though they have begun to talk collaboration language.

While goals are often far from compatible, someone coming out of prison must deal with all of them to survive. The current larger political and economic system is mired in focusing on individual issues, rather than a holistic approach.

Response to Barriers to Collaboration: WFI strives to improve collaborative efforts not only for this agency but also to contribute to the larger prison reentry system in place. Towards this end, WFI persistently strives to develop and sustain both formal and informal relationships necessary to fulfilling the mission, goals, and objectives of this young and thriving organization. Through ongoing dialogue, open lines of communication, compromise, and extensions of good faith – WFI strives to overcome barriers to collaboration through leading by example.

Specifically, President, Gregg Keesling represents WFI on the Leadership in Action Program (LAP), funded by the Annie E. Casey Foundation. This group brings representatives from the Governor's office, Mayor's office, DOC, Probation, Parole, sister agencies, and funders together to improve one another's understanding of individual entities goals and objectives. Keesling also represents WFI at the international, national, state, and local levels of business affiliations necessary for operational growth and sustainability. Keesling also represents WFI as a member of the Mayor's Reentry Task Force.

Thomas Gray, Vice President, represents WFI with regional recycling efforts through a strategic public/private partnership between Indiana State University, Trees Inc, and IDEM. Gray represents WFI on the statewide association, Indiana Recyclers Coalition. Gray also works closely with IDEM, City of Indianapolis, and state regulatory bodies to assure recycling

compliance. Gray works closely with Keesling to assure collaborative efficiency with private sector partners so necessary to the business model cultivated by WFI.

Neva Hagedorn, Director of Human Capital Development, is committed to engaging and strengthening relationships with non-profits, sister agencies, the employer community, private and public funding sources, and community affiliations necessary to meeting the recruitment, training, social service, and employment needs of program participants. Hagedorn oversees engagement of post secondary institutions, employer groups, and private sector businesses to encourage sustainable social and economic opportunities for program participants.

Minneapolis, MO: A think a common barrier is that police and corrections often see offenders as perpetrators and faith communities often see offenders as victims. Therefore we had to address the organizational culture difference by creating a new paradigm of seeing offenders as human beings being offered the opportunity for change and yet holding them accountable at the same time. An example is one offender who had 69 months stayed for second degree drug possession. We matched him with one mentor prior to release and upon release this offender did not stay in touch with his mentor. The offender had a probation violation which returned him to the correctional facility where we matched him again. Again upon release not only did he not stay in contact with his mentor but was arrested on a new 5th degree possession charge. We wrote impact letters to the County Attorney office, stated all we did to try and help him and asked that the remaining time be revoked which they did. On the other hand we have also had some cases where we worked with the City Attorney to drop charges.

Reading, PA: The biggest barriers are (1) the lack of funds to promote collaboration, and (2) the fear from individual organizations that their funding will be somehow affected by more broad-based collaborative efforts. We were fortunate in that the "powers that be" in the community - the County Commissioners and Judges in the government system, and the local United Way in the non-profit sector, accepted the necessity of the Reentry efforts and helped bring agencies and departments to the table (agencies and departments that they funded). Once the agencies were engaged, they agreed that they were already working with this population - in a disjointed and less-than-successful manner.

Orlando, FL: What are the common barriers to collaboration? Common barriers are the issues of who gets credit for the project and who takes the leadership role. And how has your organization overcome/avoided these barriers? The ability to have each participating entity feel like an equal partner and forming a separate entity so it is not perceived as the mission of one group alone.

Spokane, WA: Common barriers to collaboration are communication, funding, and time constraints. Our organization overcame these barriers with frequent interactive meetings. Stakeholder input was requested from the onset of the application process, and key stakeholders contributed time, expertise, and personnel throughout the process. Once funding was obtained, weekly meetings were held for key stakeholders, and community informational meetings were held for all interested parties. We also produced annual contracts for organizations being funded from the grant, which had measureable outcomes that dictated future funding. These

organizations being funded also were required to submit quarterly reports which measured performance.

St. Louis, MO: I believe there is a hesitancy to combine forces as often agencies and organizations are competing for the same funding sources. We have overcome that by the city taking the lead role in securing additional funding and encouraging providers to partner together in utilizing those funds.

Washington DC: Due to the unique nature of the District, we have to partner with Federal agencies that we have no oversight capacity over, such as CSOSA and the U.S. Probation Office for the District of Columbia (the two federal agencies charged with supervising all DC residents that are either on probation or parole).

The OEOA has excellent working relationships with all District of Columbia agencies that we collaborate with. Additionally, the OEOA has good relationships with the federal entities that we collaborate with such as the U.S. Attorney's Office for the District of Columbia, Bureau of Prisons, U.S. Parole Commission, CSOSA and the U.S. Probation Office for the District of Columbia.

Charlotte, NC: One barrier is a collaboration that includes partners who do similar work such as with MORN. MORN is the most comprehensive group addressing reentry needs and includes partners such as the police department, sheriff's office, state and federal probation and parole, nonprofit organizations, programs that are faith based, employment, housing, educational, and recovery programs are represented. There are three primary partners who provide employment readiness. This created issues in meetings and outside of meetings as each partner thought their process was best, heard and accepted negative comments from clients who participated in more than one of the programs, held employer list close and did not share, etc. This took the longest time to work out, and honestly it wasn't until one of the organization's representatives left that the collaboration started working. So a key to overcoming barriers is having partners on the team who are willing to work together and not sabotage the work of the collaborative effort. Another barrier are those who want to collaborate to get funded, and aren't willing to do the work after to make it work or to play a role in the projects success. This is common when dollars are the convening reason for collaboration. Usually these are not good collaborations because the groundwork for collaboration happens over a short period of time and the partners are often focused on how the funding will help their program and not the collaborative effort as a whole. One of the most common ways to avoid negative issues of collaboration are for the parties involved to have a specific role that is not duplicated in the other partners and to meet regularly to develop paths of communication that help the process run smoothly. I personally think a solid understanding of the other partners, their methods and processes and finding ways to improve and inform those processes is essential. We do not want partners to change what they do or become involved in how they do it, we want to add to and utilize resources in a way that maximizes what can be done. In the EKWIP program BBBS knows how to match mentors, but they didn't know anything about families of people who are incarcerated, so CCT provided training to the mentors and BBBS staff about family issues, critical points in time, changes that may occur due to those critical points in time (i.e. mini crises that occur when incarcerated parents are transferred to other units), CCT also includes an experiential exercise in the training that helps mentors and others working with incarcerated children about their bias against the parent, and family of inmates. Training programs are also offered for the school system psychologists and social workers. Another way we have worked to overcome barriers is to

develop a Memorandum of Understanding or Agreement for all the partners that is clear about roles, processes, decision making, outcome measures and method for tracking, meetings and how often, separation of liability, how to change processes and creates a continuous evaluation of the outcomes and process. This is a messy and often seemingly unproductive part of the process, but in the end it is worth it. The devil is in the details. I think the networks that CCT participates in as members have helped foster collaborations. Several partners in MORN have some similar missions, but work with subpopulations of reentry such as men only or women only. I have seen relationships develop that has provided some synergy between these partners. The same has occurred with the Homeless Services Network. The DSS collaboration helped us put together a stimulus grant very quickly because we had already been working on some of the issues. This also created a sense of confidence with the NC Department of Health and Human Services who was forwarding a state grant to the feds. We had very ambitious goals and because of the collaboration we were able to convince them that we could meet those goals.

Aurora, IL: Trying to decide who is doing what and who is going to be the head/lead agency for grants. Everyone wanted to be the lead agency until we held a meeting to identify each other's strengths. Also community education is necessary---try to convince people working with offenders is a smart and a tax saving thing if it is done properly.

3) Funding issues:

A. Have there been funding issues in regards to successful collaborative efforts? If so, please elaborate on the issue(s).

B. Were you required to collaborate due to funding guidelines?

Indianapolis, IN: Funding is still too often delivered in silos. It is not possible to fund the overall needs of the reentering population, leading to providers like WFI (any provider for that matter) need to piece it all together through divergent funding sources. This divergent funding manifests itself in multiple funders who all have a different slant and different reporting requirements. These silos are not conducive to improved understanding how things are connected and often overburden staff and organizational resources that are much needed for program services. This redistribution is an unintended yet serious consequence of funding requirements.

WFI has stepped outside the box to develop our own private funding stream. As electronic recyclers, we are essentially minors. You can obtain as much precious metals from a ton of electronic waste as you can from 55 tons of ore. Our workers are minors. The revenue from our recycling operations reduces our need for silo funding and allows us to deliver the most important thing a person coming out of prison needs, a job! We get 50% of our \$1.5 million dollar budget from this private sector activity. It is a start and gives us more flexibility. We want to collaborate with others who want to develop their own funding streams like this. We are now consulting with the Chicago based Heartland Alliance to replicate our approach in Benton Harbor MI.

b. Were you required to collaborate due to funding guidelines?

Yes, local, state, and national funders seem to understand and appreciate the need for collaboration.

Minneapolis, MN: We have not had any funding issues nor were we required to collaborate to get funding.

Reading, PA: There have been and will always be funding issues. But there needs to be commitment from local government to seed these efforts, and there needs to be sustainable community-based funding that follows. Our original Reentry plans included the opening of a 450-bed Community Reentry Center that was originally scheduled to open 2 years ago. Due to funding constraints, we will instead open 134-beds at the facility - now planned for January, 2010. That being said, the United Way of Berks County has dedicated sustained annual funding to provide for post-release case management for the target population, and other organizations (like the local One-Stop Employment Gov't agency) have dedicated in-kind employees to the programs.

We were not "required" to collaborate due to funding guidelines, but it quickly became apparent that there would be no one "master funder" and that the extensive reentry-related problems - a high risk and high needs population - have programming needs that are too big for one or two (or four or five) agencies -- pre-release, post-release, housing, employment, education, substance abuse, mental health, family reunification, etc.

St. Louis, MO: Our most significant achievement in terms of securing funding resulted from our effort led by the Mayor of St. Louis, Francis G. Slay, to seek funding from the Missouri L that was designed to address the needs of those ex-offenders who were being released on what is called a Director's Release. These are individuals who have served out their entire sentences receiving no time off for good behavior and who come to St. Louis under no supervision of any kind. We were successful in securing a \$1 million appropriation in 2006 through the MO. Department of Corrections which established Project Re-Connect. Project Re-Connect is a true collaboration between four agencies, Center for Women in Transition, the Society of St. Vincent de Paul, Provident Inc. and Employment Connection. Based on the success of this project we were able to secure two more years of funding and are currently in the third year of the program.

3b. No.

Washington DC: None.

Every week the Office of Partnerships and Grant Services disseminates a Federal Grants Bulletin that lists all the grant opportunities available for re-entry services. Some of the grants listed in the Federal Grants Bulletin allow for collaboration between agencies and the ability to partner with civilian service providers.

Charlotte, NC: The best collaborations will occur when partners are already working together. Most successful collaborative efforts take a great deal of time that is often underestimated when developing a budget. The communication efforts with continuous meetings alone take a great deal of staff time, especially for the first six months.

Funders are more and more requiring collaborative efforts in their funding guidelines. My experience has been that collaborations that occur due to funding have a much tougher time and often are not true collaborations, but joint funding requests for separate but related services

4) How do your collaborators communicate with each other?

Indianapolis, IN: There are a myriad of ways in which collaborators communicate with one another. Examples follow:

- **Monthly LAP program meetings.**
- **Monthly service provider meetings hosted by funders**
- **Presentations at interagency meetings (probation; Mayor’s Reentry Task Force; community forums; etc.)**
- **Monthly and quarterly written reports (MCCC; Crime Prevention; Probation)**
- **Regular contacts through email, phone, and personal meetings.**
- **Organized tours of WFI**
- **Presentations to professional associations, national groups, and local groups – upon request**
- **Shared provider training**

Minneapolis, MN: We have monthly reports sent to City and County Attorney’s office, provide updates and work in collaboration with probation as often as needed, we have an access data base that provides what services we connect for the mentee and provide notification to our partners if a mentor has a new encounter with the Minneapolis Police Department. We also get referrals from Drug Court, Mental Health Court, and probation/parole and we provide monthly updates on those referrals.

Reading, PA: We hold regular meetings - the Berks County Criminal Justice Advisory Board is the grouping of senior managers from the justice/government system and has had Reentry as a top priority since 2004. The Berks Community Resources Network brings together 35+ local non-profit and government agencies. We also e-mail each other. Alot. :)

Orlando, FL: Various methods of communication.

Spokane, WA: Collaborators are part of the team that makes decisions. We met with Judges, went to Corrections Centers, Correctional Team meetings and other unfunded collaborators as we were both starting and ongoing with our program. Our CREST team meets weekly to staff all the individual participants to make sure we are providing the best services we can. Our SHARPP team which has more collaborators than CREST meets every over week so we can update all of our activities. We are also in constant email and phone contact.

St. Louis, MO: We have a very strong Continuum of Care involving homeless services that meets on a monthly basis. The city's Continuum is facilitated by our Department of Human Services. On Project Re-Connect, I serve on the oversight committee that meets monthly with all of the partners on this project.

Washington DC: By phone, email and during scheduled meetings of the CJCC Re-entry Steering Committee and subcommittees. Additionally, service providers will be able to communicate with each other, via the Mapping Project the OEOA will be adding to our website for public usage in December of 2009.

Charlotte, NC: Regular meetings, utilize group distribution, having an MOA or MOU as a guideline for operations, non formal get togethers. For one of my collaborative groups we began meeting for dinner one Friday a month, this has forged good working relationships in more formal meetings and helped us understand each other better than what we could develop in formal meetings

Aurora, IL: networking through e-mails and a monthly meetings

5) Do you have any networking opportunities with re-entry organizations? If so, what types of networking events do you have? Who organizes/funds these events?

Indianapolis, IN: WFI participation on the interagency groups and partnerships listed above provide opportunities for networking. Typically, the forum is a meeting, round table, conference, or lunch session. The events are typically funded by the hosting entity.

Minneapolis, MN: We have a group called the Transition Coalition that meets monthly and is run by the State of Minnesota Department of Corrections that has a speaker and time for sharing. We also have a monthly group of faith based reentry partners that meet.

Reading, PA: We held a Regional Reentry Summit here in the spring. It was funded by the U.S. Attorney's Office as part of the Department of Justice 222 Corridor Anti-Gang Initiative and organized by BCPS/BerksConnections.

Orlando, FL: The Central Florida Commission on Homelessness has a Jail discharge workgroup that meets monthly and also offers symposiums on different topics such as housing issues, and mental health issues. The City has also recently initiated a local Re-entry council of stakeholders. It is in its formulative stages at present.

Spokane, WA: Meetings were held across the region with other organizations who were funded for these types of programs. Website was developed by CTED which shared common forms, contracts, tools. Bimonthly goto meetings are now held. also we go to conferences surrounding homelessness. and are on task forces regarding jail pilot, etc.

St. Louis, MO: We have networking opportunities both at the state and local level. As I mentioned, I serve on the steering committee of the Missouri. Re-Entry Project of the Department of Corrections that meets practically every month in Jefferson City. This project consists of 7 different. Departments of state government and some local representatives such as myself. Also, at the local level we have an organization called MERRGE that is one of many local groups around the state that meet on a regular basis. These local groups are sponsored and facilitated by the MO Department of Corrections although our local group is in the process of moving this activity and responsibility to a regional organization called ARCHS. Missouri is

very much on the cutting edge of efforts to assist ex-offenders in their transition back to the community.

Washington DC: Many of the re-entry organizations in the Metropolitan District area will notify the OEOA if they have an event and the OEOA will place it on their website. Most of the events posted on the OEOA website are free. The events are funded by the respective organization that is hosting the event and networking takes place during the event.

The OEOA is charged with organizing Mayoral Town Hall Meetings, wherein the Mayor will address the constituents directly and listen to their concerns. Mayoral Town Hall Meetings are funded by the District government. (Chart depicting primary Needs Identified during 2008 Mayoral Town Hall Meeting and daily visits to the OEOA are listed below).

Charlotte, NC: Do you have any networking opportunities with re-entry organizations? If so, what types of networking events do you have? Who organizes/funds these events? One of the MORN partners, the Mecklenburg County Sheriff's Office held a resource fair for partners as well as people with criminal records and other organizations that interface with this population. The Career Expo has held 4 annual fairs for PCR's. Each month at the MORN meeting we feature an organization and provide them with time to discuss their mission, referral process, goals, outcomes,

6) What are some effective collaboration strategies for re-entry?

Indianapolis:

- **Developing interagency Memorandum of Understandings**
- **Develop interagency contractual agreements**
- **Engage second and third tier partners in education, dialogue, and involvement with the issue at hand**
- **Community engagement through neighborhood and community activities, organizations, events, and associations**
- **Develop a Social Enterprise Model which incorporates private sector, social services, and government in all working together to achieve common goals while addressing common social problems**
- **Link research, policy, practice**
- **Earmarked support for issue**

Minneapolis, MN: think the most effective collaboration strategies are to share a common goal, build relations between the various groups and ongoing communications. For example we work with the Minnesota Indian Resource Center (MIWRC) to help coordinate services for Native American women who are incarcerated for prostitution and need post release culturally based services. Our program provides the mentors and the MIWR actually comes into the facility prior to release to coordinate post release services. Because of this relationship and the need for Native American mentors MIWRC has allowed their staff to participate as mentors and give them work time to do that activity.

Reading, PA: 1. Enlist the support of key funding and decision-making agencies in the government and non-profit sector and invite all appropriate organizations to the table, including the faith-based community.

2. Effectively identify your target population and measure the specific post-release needs of the target population. Collect and share your facts and measure your outcomes: utilizing validated assessment tools, choose key success factors to focus on - i.e. employment, housing, substance abuse, etc. and measure your success.

3. Match identified needs with existing resources in the community.

4. Seek collaborative funding opportunities where gaps in services are identified.

Orlando, FL: Identifying particular issues to work on and then inviting all the stakeholders to weigh in on solutions. Not only are many brains better than one, this creates relationships and communication between providers that allows for effective progress to be made in solving individual situations.

Spokane, WA: We respect the jail rules, etc. getting into the jails and work releases are key to successfully implementing re-entry programs. I actually come from the corrections background and have worked with or networked with all the correctional centers our program works with for years prior to our program beginning. Our team has background checks, badges for collaborators, we approach the institutions as a team instead of individual organizations. We have worked so closely with the correctional centers that they support our program completely.

St. Louis, MO: Project Re-Connect is an excellent example of a successful collaboration involving four not-for-profit agencies. This project recruits participants before leaving correctional facilities here in Missouri and provides them those services that we know are crucial to the re-entry process. Help is afforded in finding a place to live, employment assistance, health and mental health services and probably most crucial is having someone to relate to through case management services.

Washington DC: The most successful collaborations are those that have members of the ex-offender population at the table during the strategy making sessions. The OEOA reaches out to the local Advisory Neighborhood Commissions (ANC) within the eight (8) wards that comprise the District of Columbia to determine the needs of the ex-offender population in various localities.

Charlotte, NC: I think what we are doing with MORN is a good collaboration strategy. What happened was two other similar collaborative efforts also developed and we have been able to make some progress on a common collaboration with at least two branches at this point, one faith based as a support to the other that is service and advocacy based. I think meeting and coming to common understanding, sharing information and the work of each other has lead to some natural collaborations that have formed between partners. In fact, that has been one of the pleasures of the MORN group is to see how others are coming together to address issues.

Our advocacy information is an effective collaboration to rally those each partner knows around an issue. Our career expo has been a good experience in working together and sharing a work load for a common goal.

After meeting for almost four years, MORN members and supporters introduced the concept to the local county commissioners. Not only were members present, but also other supporters such as board members, judges, public defenders, church folks and people with criminal records, etc. I think they were surprised at the number in the chamber when I asked them to stand with me. Within two days, I was called to come meet with the Assistant County Manager to discuss reentry in Mecklenburg County and what needed to be done. This is now being looked at from a county level about how to improve the processes from arrest to reentry which is part of MORN's mission statement.

7) Any additional comments you would like to share with us about your experience.

Indianapolis, IN: The United States has 5% of the world's population, yet we have 25% of the world's prison population. We incarcerate more people per capita than Russia and China combined. It should be noted that at 5% of the world's population, we also utilize 25% of the world's resources. There is a connection to our rampant consumption and desire to have the next best thing as cheaply as possible and thus we have shifted much production overseas to the detriment of our urban communities. As more and more folks in the United States become disconnected from work, they have been picked up by the criminal justice system. We believe by incarcerating more and more people it makes us safer, but statistics tell us different.

Old social problems must be approached with fresh new perspectives. As a society, we can no longer afford to operate in a paradigm of individualism, depending on secular strategies to address complex social problems. Somehow, in the United States, we have more people in prison than in college for the first time in America. Something must be done, and by all of us. No one body is able to address the social ills brought on by this growing issue of prison reentry. We must leave of our comfort of "doing the same thing and expecting different results" and move into unfamiliar territory of trusting "other". In the final analysis, the issue of collaboration, of improving the abysmal outcomes of prison reentry, and of improving public safety comes down to one simple phenomenon – trust. Hopefully through the WFI model we are fostering trust in a way that reaches past our arms and into the broader community. Our future depends on it.

Minneapolis, MN: I am more than willing to provide any other resources that you need. If you go to our website, [www.gmcc.org/community justice project](http://www.gmcc.org/community%20justice%20project), you will see a video; also the University of Minnesota did a evaluation of best practices for mentors/mentees. Anything else you need let me know. One other piece is support for mentors; we hold ongoing training, mentor dinners, mentor support group and a picnic for both mentors and mentees.

Reading, PA: We are very fortunate that our local jail's Warden has embraced and led reentry efforts. Instead of isolating his facility from the community, he welcomes collaboration and assistance

St. Louis, MO: Project Re-Connect has demonstrated that by providing basic support services upon release have made a significant difference in the outcomes for ex-offenders. While the project has been of limited duration, one of the measures we looked at was re-offenses following

release. For those participating in the program for the period March 2007 to December 2008, 8.2% re-offended while among non-participants the rate was 34.5% during the same period.

Washington DC: Over 2200 returning residents visited the OEOA in 2008 and through these visits the specific demographical needs of the returning residents in the District are spoken and addressed. The concerns of a returning resident who visits the OEOA should be taken seriously. Visits to the OEOA are voluntary, not mandatory. The OEOA understands that the concerns the returning residents voice are genuine and we try our best to address them. The assessments derived from client visits is how the OEOA will decide what type of programming to use to satisfy clients needs.

The OEOA utilizes volunteers who have a good understanding of the reentry landscape but they must have one important characteristic. They must genuinely care about people, especially individuals that may not be as fortunate as they are and at some point in their life made a mistake for which they were legally punished for. Volunteers are important because they add sincerity and purpose to the mission of the office due to the unselfish giving of their time.

Charlotte, NC: Start when there is no money- find partners who will do it for the greater good. These are the people who want to solve problems. There will still be a few who are in it for the money, but you can make some good progress.

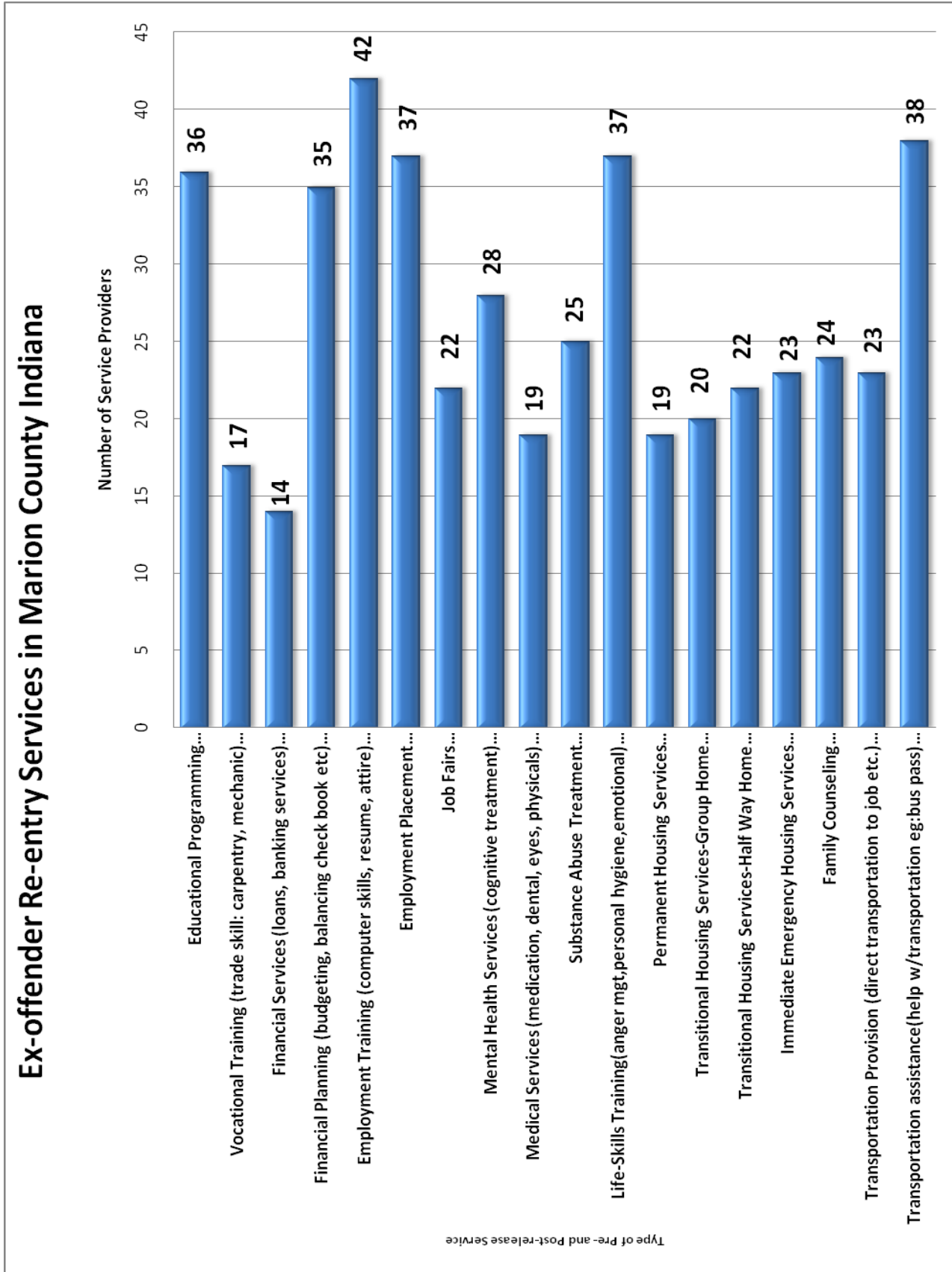
When you bring people together to work on reentry issues you can find the gaps in service and as a group look for ways and funding to fill the gap to improve the process and services. Something that was an issue for me and a few partners who had been doing this for a while, was all the new comers who came in telling us what we needed to do. We wanted to scream after a few meetings of being told what we really needed to do.

Another was the folks who come to the table and tell you all the things they are going to do, but present it as though it was happening. There are a lot of folks out there who see a big picture concept, but have no funding, insufficient community structure, but they aren't willing to throw in with those who are doing much of the work already to make other programs stronger so work can go deeper into filling the gaps and making policy changes that will address some of those issues. An example is that a lot of people want to start their own employment readiness program, they could support ones that are already in existence, so energy can be diverted into areas that are not being addressed.

I do not know you, am not sure if you will understand this and you are free to call me about it, but there is one other thing that has occurred to some of us when collaborating is something a friend of mine referred to as, "God is not a collaborator." Many faith based organizations have trouble collaborating with other faith based programs or community based programs, because they had a "burning bush moment" and it is their mission from God. I hope you understand that I am a person of faith that believes in hearing a message from God. The best example is the story of the flood, and the trucks came through the neighborhood telling people the dam would break, and they needed to go to higher ground and a family said that God would save them, they would be alright, then the boat came when the water was up to their porch and again they told the rescuers that they believed that God would save them, and the helicopter came when they were

sitting on their roof and they told them the same thing, that God would save them. So when they got to the pearly gates, they asked God why he had forsaken them and s/he replied, "I did not forsake you, I sent you help three times."

Appendix F. Large Chart 1

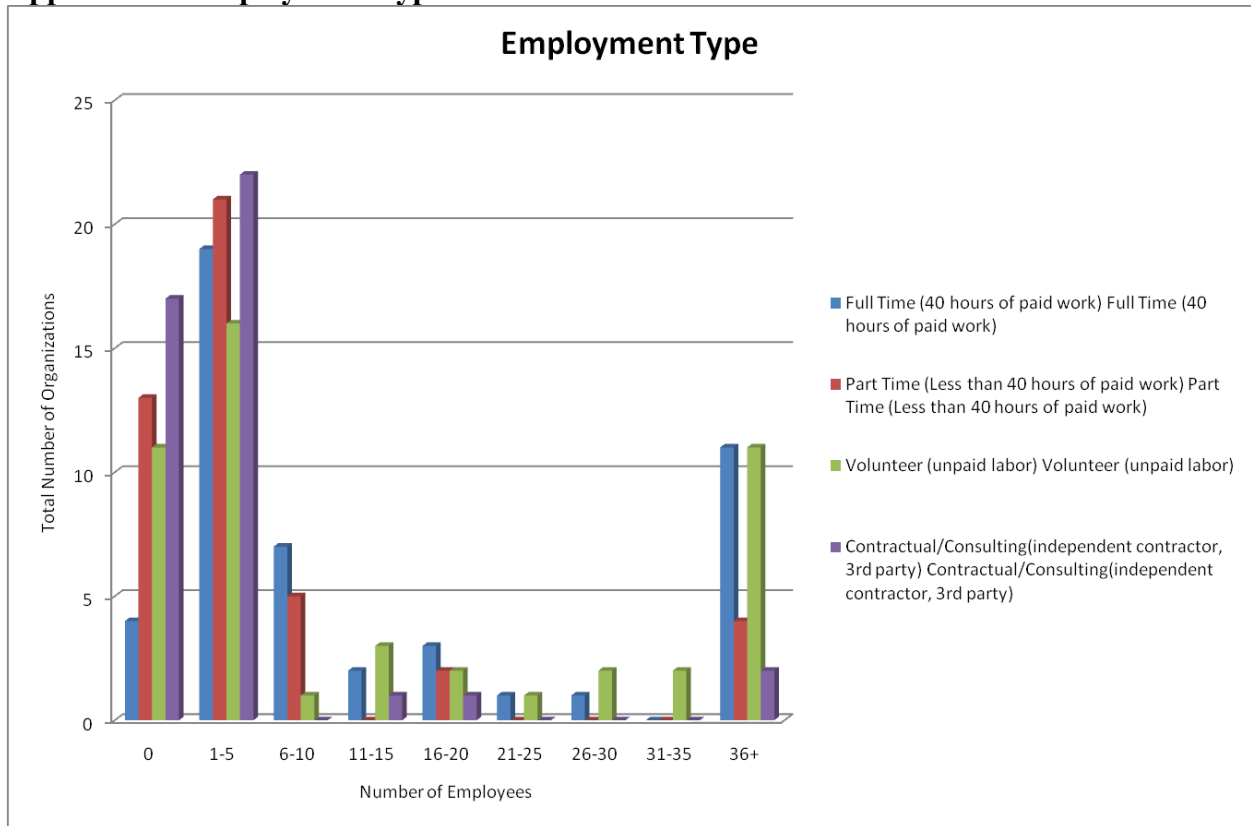


Appendix G: Counts of Service Type by Organizational Capacity

Counts of Service Type by Organizational Capacity

<u>Service Type</u>	<u>0-25</u>	<u>26-50</u>	<u>51-75</u>	<u>76-100</u>	<u>101-125</u>	<u>126-175</u>	<u>176-200</u>	<u>201+</u>
Pre-Release Services	11	3	4	4	0	1	0	6
Educational Programming	17	2	1	6	2	1	1	6
Vocational Training	8	4	0	2	0	1	1	1
Financial Services	7	3	1	0	0	0	0	3
Financial Planning	12	7	3	3	1	2	1	6
Employment Training	14	8	2	3	2	3	2	8
Employment Placement	13	6	3	2	2	2	3	6
Job Fairs	11	2	1	2	1	1	0	4
Mental Health Services	10	4	4	1	2	1	0	6
Medical Services	6	3	1	2	1	1	0	5
Substance Abuse Treatment	7	3	4	0	1	3	1	6
Life-Skills Training	7	10	2	2	3	3	1	9
Permanent Housing Services	11	1	1	1	0	1	1	3
Transitional Housing Services-Group Home	10	2	1	1	0	1	1	4
Transitional Housing Services-Half Way Home	10	5	1	0	0	0	1	5
Immediate Emergency Housing Services	11	3	1	0	0	0	0	8
Family Counseling	10	5	2	2	0	0	0	5
Transportation Provision	11	4	2	1	0	1	0	4
Transportation assistance	7	8	4	5	2	3	0	9

Appendix H: Employment Type



Appendix I: Definitions of Recidivism and Organizational Success

How does your organization define recidivism?

- When a person is rearrested prior to completion of their sentence after completing services with our agency or post completion.
- If the client re-enters prison.
- The inmate not returning to prison for two years.
- If a client re-offends within 3 years of release
- Repeat offending/ beginning to use alcohol or drugs.
- Client's who are arrested on a new charge within three or five years of their successful completion of our program.
- A relapse back to homelessness or substance abuse.
- Probationers who commit a new offense.
- We continue contact with past residents after they have moved on, by alumni association, and house activities, working with the new resident etc...
- Did not get rearrested in 6 month period post release (Marion County only)
- Committing new crimes resulting in arrest and incarceration
- Drug addiction relapse
- If a client is re-incarcerated, we count that as recidivism in this program.
- Recidivism is defined as committing another offense or violation that results in client
- Being re-incarcerated.
- Those that return to incarceration within two years of their release.
- Entering back into custody
- Job loss.
- I do not know the answer to 12 nor 13.
- New crimes committed after previous re-incarceration under the Apollo 13 Re-entry program.

- Follow Along from 12 months to couple of years.
- repeat offender
- Returning to destructive lifestyle
- Recidivism is defined as no new arrests within 6 months of release. No new convictions after 6 months of release.

How does your organization define success?

1st level is maintaining six months or transitional employment. 2nd level - obtaining a private sector job. 3rd level - maintaining a private sector job for six months"

Working out THEIR plan for their lives with our encouragement and support.

Individual completes an individual development plan which inventories current assets (skills, resources, etc); sets a goal for economic self-sufficiency; identifies resources needed to obtain goal, completes financial literacy and life skills assessment and avails oneself of resources if recommended; creates household budget; follows through on "next steps" to achieve goal; meets with resource partners connected with; communicates regularly with counselor / mentor, organizational resource; fulfills obligations - does "homework", stays emotionally, and physically invested. Also measure if independent wage or self employment position is secured, total wages earned weekly, application of earnings to household budget.

Good job and giving back to the community

We define success "with" our clients rather than "for" them. Generally we all want to see them stay in the community with no recidivism. Many want to return to school or work, stay off drugs, reunite with families, etc.

Employment, permanent housing, transportation, meeting stipulations of release, reconnected/reintegrated into family and community.

NO re-arrests for 3 yrs, employed, have housing, able to give back, volunteering, mentoring, etc.

Successes are evaluated individually. You cannot determine success equally across such a diverse population of people. Success may be qualified for a person who has stayed in treatment and or out of jail for a six month period as to where prior they had not done so. However as an agency, we go on accomplishments of completions and continued pro-social activity

Clients who obtain housing, are able to establish some type of relationship with their families and those who obtain and retain employment.

Success is remaining housed, exiting the criminal justice system, and stabilizing their life.

UWYGPM define success by behavior changes. The ability to cope more with life's ups and down.

Covering Kids and Families define success by the number of completed applications we submit. Our goal is to reduce the number of uninsured in Central Indiana through enrolling in Hoosier Healthwise, Healthy Indiana Plan (HIP) and Health Advantage.

I supply cell phone activations or cell phones to clients to help them have a connection to services needed to get ahead in life so that they won't have to use a third-party number to get call. Organization makes it possible for our clients to have a direct dial phone number and voice mail for enabling service providers to contact them directly. We contact them two weeks after receiving their service to inquire as to how having a person line of communication has helped to improve their lives, especially in the areas of job search and looking for a place to live.

Making and striving toward goals and remaining in that process without giving up.

Clients are assessed and goals are created for each client. Success is based on successful completion of personal goals agreed upon by staff and clients.

A successful client in the Keys to Work, Inc,. Program obtains and retains employment for 1 year, without new arrest.

Success is defined individually according to the client need.

Client's who complete our program on their court ordered release date without being being violated or absconding from our program.

Employment at least \$9.00/hour full time with benefits or full time enrollment in higher education.

Substance free with an income and safe affordable permanent housing.

Probationers who complete the terms of their probation without fail.

We have a six month program, designed to assist one to become a productive member of society. we do this by character building and a spiritual way of life through a 12 step recovery program. If an individual completes our program, and moves out sober, on their own, that is a success, moreover, we

encourage continued contact for 3 months minimum, by attending house meetings and reviewing progress monthly.

Very individually. Each client using case management services has individual goals that define success. As an organization our overarching goals for each client include income (benefits and/or employment) and housing stability.

Completion of established treatment of individual plan goals.

Staying clean and sober, living lives free of crime.

Completion of addictions program. One year long residential treatment program with a three year follow up and service plan. We have many layers of service and programs that this survey cannot account for.

When they don't call back and ask for more information or additional referrals

Successful discharge would be when a client completes treatment goals and probation/parole guidelines.

Success is defined as the client achieving his or her goals which are individually defined. All have a goal of acquiring employment. In addition, other goals may be improving their life skills and/or education, obtaining vocational training, overcoming barriers or challenges such homelessness and substance abuse.

The women that leave this program because they now have their own home or apartment and never return to prison.

Being in the program, being employed, being clean & sober, not reoffending, following through with mental health issues for 3 months or more.

Completing the program or sentence.

Not defined

If the client is able to maintain employment and sobriety.

Successful job placement and graduation from Vocational Rehabilitation and a successful closure (or transition into follow along status with a job coach)

When he and I decide he no longer need my counsel.

Completion of services with no further contact with legal system.

The ability to obtain and retain employment for more than 6 months.

I do not know. As my involvement with the Prison Ministry is on a voluntary basis and entails directly working in the prisons.

Organizing personal information to become employable such as: birth certificate, driver's license, social security card.

Significant progress in Education endeavors such as receiving GED, entering technical training or college.

Part-time or full-time employment after being incarcerated or unemployed for a significant amount of time.

Becoming a better parent/role model through active engagement with their children."

Achieving educational goals they set for themselves, and setting new goals. Going up a grade level in their literacy skills.

Working not in and out of hospitals or jail.

We define "success" as when they obtain and maintain a full or part time job for more than 30 days.

PAIR - abiding by the terms of compliance for 12 months.

Community Corrections - abiding by the terms of their community corrections sentence."

tax burden to tax payer

Harm Reduction

Successful completion of treatment plan with involvement of the client and in collaboration with the referral source.

Self-sufficiency/Barrier Removal/Job Retention/Goals complete

Establishing and maintaining employment, securing social security benefits, establishing relationships with children and family members, establishing permanent housing.

Obtaining a technical credential or associate degree as well as gainful employment with a potential for upward mobility within that career field.

Learning the Quality of Life

If we assist them in gaining employment.

1. Introduction

Dear Re-entry service providers of Marion County, IN:

We are graduate students from IUPUI's School of Public and Environmental Affairs conducting research on re-entry services in Marion County, IN. Our results will be presented to the Mayor's Office of Ex-Offender Re-entry.

We are contacting you to obtain valuable information regarding your ex-offender re-entry program/s. This information will be used to provide a comprehensive inventory of services, develop a list of gaps and overlaps of service provision, and identify barriers to collaboration.

Your information will be anonymous and data will only be used in an aggregate summary. We ask that you please take 10-15 minutes to fill out our survey.

We thank you in advance for taking our survey and being an integral part of our capstone project. If you have any questions please contact us.

Mike Roberts, IUPUI, mr8@iupui.edu
Emily Wiegand, IUPUI, wiegande@iupui.edu
Tashi Johnson, IUPUI, johnsta@iupui.edu
Corinne Wagner, IUPUI, cowagner@iupui.edu

Please note questions with an (*) require an answer before moving on to the next page

2. General Information

* questions require an answer before moving on to the next page

* 1. Is your organization:

Nonprofit

For-profit

Governmental Organization

Other

Other (please specify)

* 2. Does your organization provide (check all that apply):

Pre-release services

Post release services

* 3. Does your organization charge fees for services?

Yes

No

* 4. If yes, how does your organization determine the fees?

Flat Fee (One fee for all clients)

Sliding Scale (variable fees based on ability to pay)

Not Applicable (N/A)

Other (please specify)

3. Clients Served

* 5. If your organization provides any of the following services, how many clients do you serve annually?

	0-25	26-50	51-75	76-100	101-125	126-175	176-200	201+	Not Applicable (N/A)
Pre-Release Services (eg: counseling, etc)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Educational Programming	jn	jn	jn	jn	jn	jn	jn	jn	jn
Vocational Training (trade skill: carpentry, mechanic)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Financial Services (loans, banking services)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Financial Planning (budgeting, balancing check book etc)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Employment Training (computer skills, resume, attire)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Employment Placement	jn	jn	jn	jn	jn	jn	jn	jn	jn
Job Fairs	jn	jn	jn	jn	jn	jn	jn	jn	jn
Mental Health Services (cognitive treatment)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Medical Services (medication, dental, eyes, physicals)	jn	jn	jn	jn	jn	jn	jn	jn	jn

4. Clients Served (cont)

* 6. If your organization provides any of the following services, how many clients do you serve annually?

	0-25	26-50	51-75	76-100	101-125	126-175	176-200	201+	Not Applicable (N/A)
Substance Abuse Treatment	jn	jn	jn	jn	jn	jn	jn	jn	jn
Life-Skills Training(anger mgt, personal hygiene, emotional)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Permanent Housing Services	jn	jn	jn	jn	jn	jn	jn	jn	jn
Transitional Housing Services-Group Home	jn	jn	jn	jn	jn	jn	jn	jn	jn
Transitional Housing Services-Half Way Home	jn	jn	jn	jn	jn	jn	jn	jn	jn
Immediate Emergency Housing Services	jn	jn	jn	jn	jn	jn	jn	jn	jn
Family Counseling	jn	jn	jn	jn	jn	jn	jn	jn	jn
Transportation Provision (direct transportation to job etc.)	jn	jn	jn	jn	jn	jn	jn	jn	jn
Transportation assistance(help w/transportation eg: bus pass)	jn	jn	jn	jn	jn	jn	jn	jn	jn

* 7. How many ex-offenders do you serve annually?

* 8. How many total clients do you serve annually?

5. General Questions

* 9. Does your organization have the capacity to serve more clients than it currently serves?

Yes

No

* 10. Please indicate the following populations you serve. (check all that apply)

Male Juveniles (under 18)

Female Juveniles (under 18)

Male Adults (18+)

Female Adults (18+)

Male Sex Offenders

Female Sex Offenders

* 11. Please indicate the type of staff your organization employs and the number of staff your organization employs? (check all that apply)

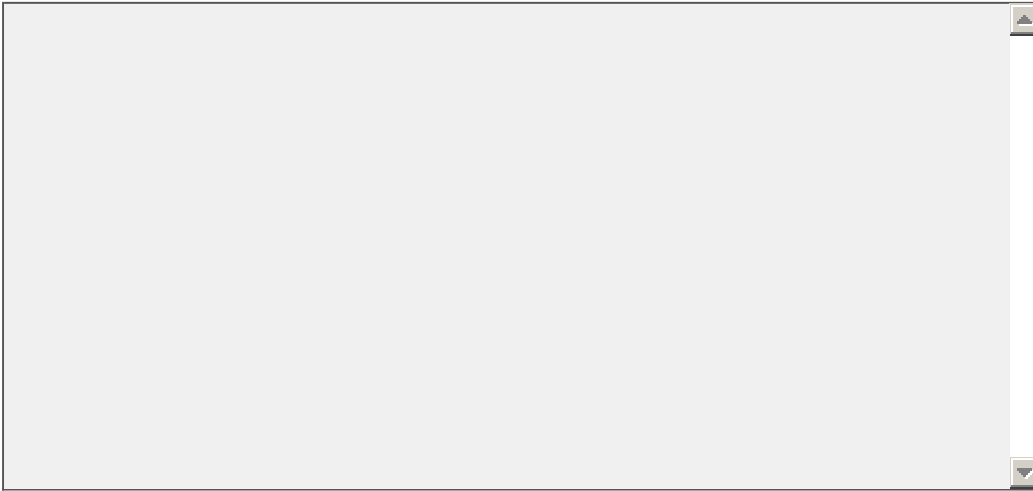
	Number of Staff Employed
Full Time (40 hours of paid work)	<input type="text"/>
Part Time (Less than 40 hours of paid work)	<input type="text"/>
Volunteer (unpaid labor)	<input type="text"/>
Contractual/Consulting (independent contractor, 3rd party)	<input type="text"/>

* 12. Does your organization track client recidivism?

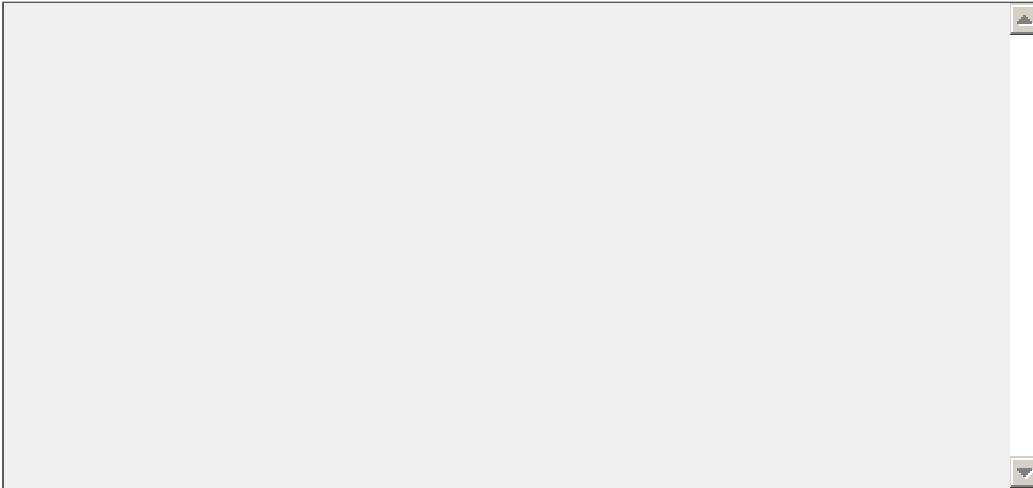
Yes

No

13. If yes, how does your organization define "recidivism"?



* 14. How does your organization define "success" for your clients?



6. Collaboration

* 15. Do you currently collaborate with other organizations to provide ex-offender programs and/or services?

Yes

No

* 16. What types of organization(s) does your agency collaborate with? (check all that apply)

Federal agencies

State agencies

Local agencies

Nonprofits (excluding foundations & religious orgs/churches)

Churches/religious organizations

Foundations

For profit

Do not collaborate

17. Would your organization be willing to collaborate with other service providers? (THIS QUESTION IS OPTIONAL)

Yes

No

Maybe

* 18. To what extent do you agree that the following factors are challenges to collaboration?

	Strongly Agree	Agree	Neutral/Not Sure	Disagree	Strongly Disagree
Accountability (checks & balances to common goals)	jn	jn	jn	jn	jn
Changing administrations (national, state, local)	jn	jn	jn	jn	jn
Cultural make-up of organization	jn	jn	jn	jn	jn
Difficulty in sharing pooled funds	jn	jn	jn	jn	jn
Funding (grant restrictions on collaboration)	jn	jn	jn	jn	jn
Funding (not enough \$ to create partnership)	jn	jn	jn	jn	jn
Lack of information sharing	jn	jn	jn	jn	jn
Lack of strategic planning	jn	jn	jn	jn	jn
Lack of community support	jn	jn	jn	jn	jn
Lack of political buy-in	jn	jn	jn	jn	jn
Lack of resources (administrative capacity, technology etc)	jn	jn	jn	jn	jn
Lack of trust in other collaborators	jn	jn	jn	jn	jn
Political priorities	jn	jn	jn	jn	jn
Power imbalance among collaborators (turf issues, ego)	jn	jn	jn	jn	jn

* 19. To what extent do you agree that the following factors are helpful to collaboration?

	Strongly Agree	Agree	Neutral/Not Sure	Disagree	Strongly Disagree
Accountability (checks & balances to common goals)	jn	jn	jn	jn	jn
Changing administrations (national, state, local)	jn	jn	jn	jn	jn
Community Support	jn	jn	jn	jn	jn
Cultural make-up of organization	jn	jn	jn	jn	jn
Ease/ability in sharing pooled funds	jn	jn	jn	jn	jn
Funding (grant eligibility/incentives to collaborate)	jn	jn	jn	jn	jn
Funding (\$ to create partnership)	jn	jn	jn	jn	jn
Information sharing	jn	jn	jn	jn	jn
Political buy-in	jn	jn	jn	jn	jn
Political priorities	jn	jn	jn	jn	jn
Resources (administrative capacity, technology etc)	jn	jn	jn	jn	jn
Strategic planning	jn	jn	jn	jn	jn
Trust in other collaborators	jn	jn	jn	jn	jn

7. Re-entry organizations

- * 20. Please list the names of other organizations you know that provide re-entry services in Marion County. It would also be helpful if you can provide some form of contact info such as: phone number, email, address, and/or website.



8. Funding (OPTIONAL)

This survey section is on your organization's funding. All the information on this page is OPTIONAL. However, this information is valuable to our research so we would appreciate you filling it out. Once again this information is anonymous.

21. Approximately what is the size of your organization's annual budget ?
(dollars)

22. Approximately how much of your organization's annual budget is
dedicated to re-entry services? (dollars)

23. Approximately what percent of your organization's funding for re-entry
services comes from the following sources? (%)

Federal Government

State Government

City Government

Individual Donations

Foundations

Fees

Other

9. Organization Information (THIS SECTION IS KEPT ANONYMOUS)

All information on this page is ANONYMOUS. We ask for your organization's information to ensure that we do not re-survey your organization and to map service provision. Our report will not give/provide names of individual organizations. All data collected is for aggregate purposes only.

* 24. Please fill in your contact information for your main branch in Marion County, IN.

Job Title/Position:	<input type="text"/>
Organization:	<input type="text"/>
Address:	<input type="text"/>
Address 2:	<input type="text"/>
City/Town:	<input type="text"/>
State:	<input type="text"/>
ZIP/Postal Code:	<input type="text"/>
Email Address:	<input type="text"/>
Phone Number:	<input type="text"/>

25. Please fill in your contact information for your satellite office in Marion County, IN.

Organization:	<input type="text"/>
Address:	<input type="text"/>
Address 2:	<input type="text"/>
City/Town:	<input type="text"/>
State:	<input type="text"/>
ZIP/Postal Code:	<input type="text"/>
Email Address:	<input type="text"/>
Phone Number:	<input type="text"/>

26. Please fill in your contact information for your satellite office in Marion County, IN.

Organization:	<input type="text"/>
Address:	<input type="text"/>
Address 2:	<input type="text"/>
City/Town:	<input type="text"/>
State:	<input type="text"/>
ZIP/Postal Code:	<input type="text"/>
Email Address:	<input type="text"/>
Phone Number:	<input type="text"/>

10. Thank You

We would like to thank you for your assistance in gaining valuable information about re-entry services offered in Marion County!

27. If you would like a copy of our finalized report please enter your email address below.

28. Please state any further comments about the survey and/or recommendations regarding re-entry services and collaboration.