

Community-based Reentry in Arlington County:
An Evaluation of the OAR Reentry Program

by

Sanzanna C. Dean

A Dissertation Presented in Partial Fulfillment
of the Requirements for the Degree
Doctor of Philosophy

Approved November 2014 by the
Graduate Supervisory Committee:

James Svara, Co-Chair
Cassia Spohn, Co-Chair
Kevin Wright, Member

ARIZONA STATE UNIVERSITY

December 2014

ABSTRACT

The effectiveness of community-based reentry programs is dependent on several factors, including financial and human capital resources, a clear organizational mission, the establishment and implementation of evidence-based practices and an effective referral network. The purpose of this study is to evaluate the effectiveness of the Offender Aid and Restoration (OAR) reentry program in Arlington, Virginia from the client's perspective as well as to identify challenges faced by the organization in meeting the needs of ex-offenders. The study used a mixed methods case study approach using three primary sources of data including a client satisfaction survey, semi-structured staff interviews and the review of client records. Client satisfaction surveys were used to evaluate services received by clients in the reentry program. Staff interviews were conducted to document OAR's service delivery model as well as highlight challenges faced in meeting the needs of ex-offenders. Client case records were reviewed to determine the alignment of needs identified during intake with services provided. The findings of this study show that overall, clients are highly satisfied with services received. Staff interviews indicated a need for additional staff to support program operations, training for program staff, increased funding and community-based resources as a key challenge in meeting the needs of ex-offenders in the program. A review of client case files identified a need for systematic collection and documentation of client goals and outcomes. Implications for theory and practice suggest areas for future research and strategies for implementing effective community-based reentry programs.

DEDICATION

I dedicate this dissertation to my daughter Emily. You have been Mommy's inspiration well before you were born. Challenge what you know and seek knowledge in all that you do. Knowledge, hard work and dedication are and always will be the key to empowerment. Find your passion in life and pursue it fully. Never let anyone tell you what you cannot achieve. You have been blessed with a beautiful mind and I pray that you accept your gift and you use it to empower others.

ACKNOWLEDGMENTS

I would like to thank my committee chair, Dr. James Svava for your patience, guidance and support over the years. It has been a long journey and I appreciate you being there to help me focus and keeping me on track even when I moved Washington, D.C. to pursue my career. Your unwavering support has motivated me to push through and complete this dissertation. I would not have been able to complete this dissertation had it not been for your flexibility and moral support.

To Dr. Cassia Spohn, I thank you as well. I have always had an interest in criminal justice and prisoner reentry and taking your courses solidified my decision to pursue prisoner reentry as a topic of study for this dissertation. I am grateful that you agreed to be a part of my committee. I have always valued your perspectives on justice and respect your work in the field of criminal justice. Your contributions to this dissertation and the field of criminal justice have heightened my interest and broadened my knowledge on the undeniable link between criminal justice and public administration.

Finally, I thank you Dr. Kevin Wright for graciously agreeing to be a part of my committee in the final leg of this journey. I appreciate your passion for research in prisoner reentry. I was fortunate to have someone so closely aligned with my research interests as member of my committee. You challenged me to look deeper and broader and your contributions have been valuable in the process.

I would also like to thank Dr. Anne Schneider and Peg Bortner who retired before the completion of the dissertation, but have been instrumental in shaping this project and were original members of my program of study and dissertation committee. I wish you well in retirement and am truly grateful for your contributions.

My sincerest appreciation to Dr. Gail Arnall, Executive Director and Katy Steinbruck, Reentry Director at Offender Aid and Restoration (OAR) of Arlington County. I appreciate you allowing the organization and the reentry program to serve as the foundation of my research. I couldn't have done it without you! I have enjoyed working with each of you and have learned a great deal about the organization and the reentry program.

To my husband Joseph, you have truly been my "help meet" and a vision of God's grace over me. Your untiring support, motivation and gentle push when I needed it most have been welcomed and greatly appreciated. You created the physical and emotional environment which allowed me to accomplish my goals. Your love and positive energy pushed me to believe in myself when I didn't have the energy to push through. I love you and am grateful for the bond we share.

To my parents, you taught me to pursue anything I put my mind to and consciously created opportunities for me to explore my interests. I love you and thank you for supporting my goals. Tenacity and strength are traits I inherited from you both. You have each encouraged me each in your own way and I am grateful for your love and guidance.

Most importantly, I thank you Lord God for your grace and mercy. You have blessed me with the vision to pursue this degree and the mind in which to achieve it. I pray for the wisdom, strength and courage to use this degree to carry out your will, to empower others and to be an inspiration to future generations of young people in their pursuit of knowledge, growth and empowerment.

TABLE OF CONTENTS

	Page
LIST OF TABLES	ix
LIST OF FIGURES	x
CHAPTER	
1 INTRODUCTION	1
Statement of the Problem	1
Purpose of the Study	2
Significance of the Study	2
Organization Profile	3
Research Questions	4
Theoretical Frameworks	4
APIC	5
Theory of Effective Correctional Intervention	6
Limitations of the Study	9
2 REVIEW OF RELEVANT LITERATURE	10
Introduction	10
Reentry Defined	10
History of Prisoner Reentry in the United States	12
Reentry Process and Participants	17
Characteristics of Ex-Offenders	18
Barriers to Reentry	23
Intensive Supervision	24

CHAPTER	Page
Substance Abuse	25
Health Concerns	26
Employment	27
Reentry Program Models	35
Community-based Programs	35
Vocational Work Programs.....	36
Faith-based Programs.....	36
Justice Systems Programs.....	37
What Works in Reentry Programming.....	44
Social Support.....	47
Assessment and Planning.....	52
Risk Management.....	56
3 METHODOLOGY	59
Overview of Study.....	59
Research Questions	59
Research Design	59
Population Selection and Sampling Procedures	61
Case File Reviews.....	62
Staff Interviews	62
Client Satisfaction Survey	62
Instrumentation and Data Collection Procedures.....	62

CHAPTER	Page
Data Analysis	63
4 FINDINGS	65
Characteristics of Ex-Offenders in the OAR Reentry Program.....	65
Research Question 1	71
Documented Needs of OAR Clients	74
Research Questions 2	75
Research Question 3.....	80
Client Satisfaction Survey Results	81
Overall Client Satisfication with Services.....	91
Case Note Analysis	98
Observations.....	99
Summary of Findings.....	102
5 DISCUSSION AND CONCLUSIONS.....	104
Overview of Study	104
Analysis of Major Findings	106
Research Question 1	106
Research Questions 2.....	112
Research Question 3	115
Implications	117
Implications for Theory and Research	118
Implications for Practice	128

CHAPTER	Page
Recommendations for the OAR Reentry Programs	131
Conclusions	134
REFERENCES.....	138
APPENDIX	
A ASU IRB APPROVAL	144
B RESEARCH AGREEMENT	147
C CONSENT LETTER FOR STAFF INTERVIEWS	150
D CONSENT LETTERS FOR CLEINT SATISFICTION SURVEY	152
E GUIDE FOR SEMI-STRUCTURED STAFF INTERVIEWS.....	154
F CLIENT SATISFACTION SURVEY	157
G REENTRY REGISTRATION FORM.....	160
H REENTRY ASSESSMENT FORM	167

LIST OF TABLES

Table	Page
1. Cross Tabulation of Race and Gender for Case File Review	66
2. Cross-Tabulation of Housing Status at Enrollment by Race and Gender	67
3. Highest Education by Gender and Race	68
4. Frequency Distribution of Number of Clients with Dependents	69
5. Clients with Current/Past History of Substance Use by Gender and Race	70
6. Client Access to Medical Insurance.....	70
7. Client Military History	71
8. Client Probation Status.....	71
9. Source Data for Case File Review	73
10. Documented Needs of Clients	74
11. Reason for Coming to OAR.....	82
12. Services Most Frequently Used	83

LIST OF FIGURES

Figure	Page
1. Client Satisfaction with OAR Employment Advising Services	85
2. Client Satisfaction with OAR Social Events.....	86
3. Client Satisfaction with the OAR Advocacy Group	87
4. Client Satisfaction with Coaching Sessions	88
5. Client Satisfaction with the OAR Communication Workshop.....	89
6. Client Satisfaction with the Evening Job Search	90
7. Client Satisfaction with Individual Tutoring and Mentoring Sessions	91
8. Overall Assessment of Needs Addressed by OAR Services	92
9. Overall Assessment of Customer Service provided by OAR Reentry Staff Members.....	93
10. Client Assessment of Staff Knowledge.....	94
11. Client Engagement in Development of Personal Reentry Plan.....	95
12. Overall Satisfaction with Meeting Individual Client Expectations	95
13. Percent of Clients Recommending OAR to Family and Friends	96

Chapter 1: Introduction

Statement of the Problem

In the United States, incarceration is used as a method of correcting deviant behavior in adults and juveniles. Despite the focus on crime reduction and public safety, little attention is given to what happens when the period of incarceration is ends. Each year over 650,000 offenders, both first time and repeat offenders, will be released from prison. The U.S. Department of Justice, Bureau of Justice Statistics reports that 688,384 prisoners were released from state and federal prisons in 2011, which exceeds the number of prison admissions for that year by nearly 20,000 (Carson and Sabol, 2012).

In order for ex-offenders to be successful in reentering the community, they must possess a particular set of social, education and workforce skills necessary to obtain employment, become self-sufficient and remain crime free (Rossman and Roman, 2003). Other barriers faced by ex-offenders include family instability, lack of housing, physical and mental health concerns and access to social support systems. Each of these barriers, individually and collectively can have significant impacts on recidivism for ex-offenders. The most recent study of recidivism conducted by the Bureau of Justice Statistics tracked recidivism for a cohort of prisoners released in 2005 for a period of five years following release from prison. The study tracked 404,638 prisoners from 30 states, which represents 77% of the population released that year. From the study, Durose, Cooper and Snyder (2005) report that of the prisoners tracked, 67.8% of were rearrested for a new offense within three years, and 76.6% were rearrested within five years. Data from 23 states within the study reported that 47.9% of prisoners were rearrested for a violation of probation or parole leading to incarceration within three years of release and 55.1% were

rearrested for a probation or parole violation leading to incarceration. Findings from the study indicate that 67.8% of prisoners released were convicted of a new crime within 3 years of release and 76.6% % were arrested for a new crime, within five years of their release. Further the study reports that of all prisoners rearrested within 5 years of release, 36.6% were arrested within the first 6 months following release, while 56.7% of prisoners released were rearrested by the end of the first year (Durose, Cooper and Snyder, 2005) .

Ex-offenders have a complex set of needs that must be addressed in order to be successfully reintegrated back to into society. Given the large number of prisoners released each year, the complex set of needs of these prisoners and the likelihood of recidivism, further research is needed to determine what mix of programming and services reduces the likelihood that ex-offenders will return to prison.

Purpose of the Study

The purpose of this study is to conduct an evaluation of the Offender Aid and Restoration (OAR) reentry program in Arlington, Virginia. The focus of the study is to determine how well the program meets the needs of ex-offenders receiving services through the OAR reentry program, identify best practices and document challenges experienced by program staff in meeting the needs of ex-offenders.

Significance of the Study

The needs of ex-offenders are well documented in the criminal justice literature. What is lacking in the literature is a broad range of studies targeting varied community-based service delivery approaches and their ability to meet the needs of ex-offenders. The purpose of this study is to conduct an evaluation of the Offender Aid and Restoration (OAR) reentry program, in Arlington, Virginia. This study explored the approach to

service delivery in a community-based reentry program and assessed effectiveness based on the view of the client. This study will also documented challenges faced by the OAR community-based reentry program in meeting the needs of ex-offenders as well as what resources are needed to improve service delivery. The findings provide recommendations for improving service delivery where gaps were identified.

Organization Profile - Offender Aid and Restoration (OAR)

Offender Aid and Restoration of Arlington County (OAR) is a 501 (c) (3) non-profit organization whose mission is to serve the needs of ex-offenders through the practice of restorative justice, compassion and personal accountability. OAR of Arlington County is one of six autonomous organizations of the same name and mission operating in Virginia, New Jersey and Indiana. OAR was founded in 1968 in Charlottesville, Virginia with OAR of Arlington to follow in 1974. OAR of Arlington County serves three primary populations of ex-offenders; individuals who have been incarcerated in the Arlington or Alexandria detention facilities; individuals who have been incarcerated anywhere in the country and are returning to live in Arlington, the City of Alexandria, or the City of Falls Church; and individuals who are mandated by the Arlington or Falls Church courts to complete community service hours. OAR serves both jail-based programs for incarcerated adults, and community-based reentry services for adult ex-offenders. The organization also offers community service for ex-offenders with mandatory community service as part of their parole. OAR serves nearly 800 clients per year in the reentry program and 400 clients through its pre-release program. Reentry services consist of community-based services following release as well as pre-release services for individuals in the Arlington County Detention Center, Alexandria Detention

Center and Coffeewood Correctional Center. The focus of this study will be on community-based reentry services provided to ex-offenders in Arlington County.

Reentry services offered by OAR include employment advising, coaching, resume building, job search, mock interviewing, vocational skill assessments as well as leadership and advocacy groups. OAR also provides support services such as clothing for job interviews, transportation assistance, emergency food, housing assistance, mentorship and assistance obtaining personal identification such as birth certificates, driver's license or identification cards either directly through staff and volunteer assistance or through referrals to community-based resources.

Research Questions

The goals of the study are to explore the service delivery model of a community-based reentry program, to determine which program services are most valuable to ex-offenders participating in the OAR Reentry program, and highlight challenges or best practices in delivering community-based reentry services. The study sought to answer three primary research questions as part of this evaluation. Each of these questions provides insight into the overall operation and effectiveness of reentry program services offered by Offender Aid and Restoration (OAR) in Arlington, Virginia.

Question 1: How does OAR determine the needs of ex-offenders?

Question 2: What challenges are faced by OAR in meeting needs of ex-offenders?

Question 3: How well does OAR meet the needs of ex-offenders?

Theoretical Frameworks

The theoretical frameworks for this study are the APIC model of Assessment, Planning, Identification and Coordination and the Theory of Effective Correctional

Intervention. The primary theoretical framework for this study is the APIC model developed by the National GAINS Center for Behavioral Health and Justice Transformation Center with funding from the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration (SAMHSA) and the U.S. Department of Justice as a way of delivering effective services to individuals with co-occurring disorders such as substance abuse and mental health. The model was then adapted to coordinate service delivery for homeless individuals and was later identified as an effective model for delivering services to ex-offenders transitioning from jails which was highlighted in the work of Tony Ward and Shadd Maruna (2007) in their foundational research on the rehabilitation of ex-offenders. This model is being used to evaluate delivery and coordination of services for ex-offenders released from jails and prisons served by the OAR reentry program.

APIC. The APIC Model highlights four key elements that support effective transition from jail or prison to the community. The first is *Assess*, which includes the use of comprehensive and appropriate assessment of criminogenic, social and clinical needs. An effective assessment should include skills, income, mental and physical health status, and substance abuse history as well as housing status and need for other support services. The second element in the APIC model is *Plan*. Planning for release includes developing a plan for how services will be delivered to meet the needs identified as part of the assessment process. Within the context of the community-based reentry program, planning speaks to the development and implementation of a reentry service plan. The third element in the model is *Identify* which addresses the identification of community-based programs and services to meet the needs of ex-offenders. Once services are

identified, the reentry plan should outline how and by whom services will be provided. The fourth element is *Coordinate*, which explores the need for partnership, collaboration and shared resources in order to meet the identified needs of ex-offenders.

Theory of Effective Correctional Intervention. The second framework, Theory of Effective Correctional Intervention establishes principles of effective correctional intervention proven to reduce recidivism among program participants, if implemented effectively. Key to the development of this theory are learning theories which use modeling therapy and social skills training as well as cognitive behavioral therapy to change offender behavior by altering their thoughts and belief systems (Gendreau, Smith and French, 2006). There are seven principles within the theory of effective correctional intervention which include;

Organizational Change – The organization has a culture that is receptive to implementing new ideas and has a code of ethics. A history of responding to new initiatives and coping with problematic issues in a timely manner is evident, as is proactive orientation to problem solving. Organizational harmony is reflected in low staff turnover, frequent in-service training, and within house sharing of information.

Program Implementation/Maintenance – The maintenance of the program is based upon individual level survey data on the need for the service and a thorough review of relevant treatment literatures. Implementation occurs during a period when the organization does not face contentious issues (e.g., fiscal, staffing levels, stakeholder reluctance) that might seriously jeopardize the project.

Management/Staff Characteristics: General Responsivity and High Risk – The director of the program has an advanced degree in a helping profession with several years' experience working in offender treatment programs. The majority of staff involved in direct service delivery has undergraduate degrees in the helping profession and clinical experience working with offenders. Staff members are hired on the basis of relationship and skill factors that enhance the integrity of the therapeutic relationship. Staff members are expected to endorse rehabilitation and have confidence in their ability (i.e. self-efficacy) to deliver quality services.

Client Risk/Need Practices: Targeting Criminogenic Needs – Offenders are assessed on a risk assessment instrument that has adequate predictive validities and contains a wide range of criminogenic needs. These needs are routinely reassessed over time (e.g., every three to six months) in order to target them for treatment and monitor changes in risk/need levels that will have a significant impact on case management practices.

Program Characteristics – The most effective treatment programs employ behavioral treatment modalities (general responsivity). Behavioral programs should also target criminogenic needs of higher risk offenders. The program manual details the discrete steps to be followed in presenting treatment protocol. Offenders spend at least 40 percent of their program time in acquiring pro-social skills. The ratio of reinforcements to punishers is 4:1 or more¹, and completion

¹ Gendreau, Smith and French In Cullen, Wright and Blevins (2006) define reinforcements as techniques that “increases pro-social behavior so that it will be repeated in the future...punishment attempts to suppress behavior through the use of unpleasant or harmful consequences to antisocial behavior, is used

criteria are explicit. Relapse prevention strategy methods are extended to offenders after completion of the initial phase.

Core Correctional Practices – Program therapists engage in the following therapeutic practices:

- Anti-criminal modeling;
- Effective reinforcement and disapproval;
- Problem-solving techniques;
- Structured learning procedures for skill building;
- Effective use of authority;
- Cognitive self-change;
- Relationship practices; and
- Motivational interviewing

Inter-agency Communication – The agency establishes a system (i.e., advocacy, brokerage) whereby offenders are referred to other community agencies that can provide high quality services (pp. 425-724).

Listwan, Cullen and Latessa (2006) support the implementation of reentry programs based on the principles of effective correctional intervention. They highlight three key areas that must be addressed in order for a reentry program to be affective which includes the assessment process, targets for change and relapse prevention or aftercare. They argue that the assessment process should begin prior to release. This process allows service providers the ability to screen for the best suited clients based on identified risks, needs and responsiveness factors to identify ex-offenders that are more likely to be responsive to targeted interventions. They assert that the assessment should not be a one-time process in that ex-offenders should be re-assessed to determine impacts

less often for ethical reasons for a variety of technical and ethical reasons” (p. 426). Positive reinforcements can include the use of tangible goods such as money or other material goods, social activities or reinforcement such as praise and acknowledgement.

of treatment and intervention as well as to determine any needed changes to the reentry plan. The aftercare phase is when the ex-offender begins to demonstrate skills and behaviors learned as part of the active treatment phase. The authors also note that aftercare is also an opportunity for relapse prevention which should include reassessment of needs compared to services provided. They argue that aftercare services should not be pre-determined, but based on the risk and needs of offenders as identified in assessments (Listwan, Cullen and Latessa, 2006). This study will assess the program's adherence to the principles of effective corrective intervention where data is available and can be documented.

Limitations of the Study

This study is limited in the ability to generalize findings to other community-based reentry programs. While other programs may have similar components, the service delivery model of the OAR reentry program is based on voluntary open entry and exit. Additionally, the findings are limited to perceptions of active clients as the design of the study did not seek feedback from clients who successfully completed the program or are no longer receiving services, which would include clients who left the program prior to completion. The study is also limited in the ability to make assessments or generalizations on the effectiveness of program services based on the lack of post-program follow-up services following program completion. Lastly, the study is limited in making assessments of effectiveness for any individual program service based on the current program design which delivers services to clients in a semi-structured group or on an individual, as needed basis.

Chapter 2: Review of Relevant Literature

Introduction

This chapter provides a review of relevant literature in the field of prisoner reentry and begins with defining reentry including characteristics and barriers experienced by ex-offenders. This review also provides background on the historical development of offender reentry policy and programs as well as techniques used to support successful reintegration of ex-offenders. A variety of reentry program models are reviewed, highlighting effective practices and challenges within each model. The chapter explores what works in reentry programming and concludes with a review of social support theories. Risk management and the importance of assessment and planning are addressed as core attributes of a comprehensive reentry program.

Reentry Defined

It is necessary to have a functional definition of “prisoner reentry,” as well as what the literature indicates is an appropriate definition of a prisoner reentry program. Petersilia (2004) defines reentry stating, reentry “simply defined, includes all activities and programming conducted to prepare ex-convicts to return safely to the community and to live as law abiding citizens” (p.5). However, Shadd Maruna (2011) notes that the process of reintegration is more than exiting prison and being released into the community; it also encompasses the social and psychological effects of incarceration which includes the need for forgiveness, acceptance and reconciliation of past crimes. In this dissertation, reentry is defined as *the process by which an individual prepares to reintegrate into the community following release from prison or jail*. The context of reentry services presented in this dissertation includes initiatives, programs and services

offered before release in a prison setting and services delivered in a community setting following release from prison. These programs provide a potentially diverse menu of services to prepare ex-offenders for facing the challenges of reestablishing life in a community. The focus of this study is on community-based reentry programs with recognition that these programs must cope with the reality of how well the released person was prepared for life outside of prison.

Reentry programs are often operated by community-based organizations. The target population for a reentry program varies and may include women, men, first time or violent offenders, adults or youth. Reentry programs have been the focus of research by scholars who measure the effectiveness of these programs in meeting the needs of ex-offenders and ultimately in the program's ability to reduce recidivism and transform ex-offenders into law-abiding, productive citizens. The argument centers around the aspects of these programs that influence effectiveness: program intensity, motivation of participants, funding, implementation, as well as attitudes of program staff and overall program design (Wilson and Davis, 2006; Pettus and Severson, 2006; Mears et al, 2006; Crosby and Bryson, 2005; Kettl and Fesler, 2005; Seiter and Kadela, 2003; Travis and Petersilia, 2001; McGuire, 1995 and Morash, 1982).

Seiter and Kadela (2003) created a dual definition approach that encompasses prisoner reentry activity taking place during and after incarceration. They define prisoner reentry programs as:

1. correctional programs (United States and Canada) that focus on the transition from prison to community (prerelease, work release, halfway houses, or specific reentry programs) and;

2. programs that have initiated treatment (substance abuse, life skills, education, cognitive/behavioral, sex/violent offender) in a prison setting and have linked with a community program to provide continuity of care (p. 368).

While Seiter and Kadela's definition acknowledges that community-based organizations are an integral part of the continuity of care for ex-offenders post-release, their definition does not recognize community-based organizations as a primary provider of aftercare services where the availability of pre-release services are limited or unavailable.

History of Reentry in the United States

Prisoner reentry is not a new concept in criminal justice. The concept has been called by various terms, which include "reintegration" and "offender rehabilitation" (Travis and Petersilia, 2001; Ward and Maruna, 2007; Seiter and Kadela, 2003). The focus of reentry has shifted over the last twenty years from a pre-release activity to a comprehensive planning process which acknowledges the social supports and supervision necessary to fully reintegrate an ex-offender into society following release from prison. The concept of prisoner reentry is shaped by various stakeholders, each who play a key role in solidifying the prospects of successful reintegration.

Research on a national level regarding community reintegration and the relationship with parole was conducted by the National Research Council's Committee on Supervision and Desistance from Crime in conjunction with the Committee on Law and the Division of Social Science and Education. The 2007 report highlights the history of parole and supervision and its impact on reintegration.

The council defines the probation service as a correctional function of release which serves to ensure public safety by monitoring the conditions of release. According

to Phyllida Parsloe (1967), the probation service began as an experiment in Boston, Massachusetts as a volunteer service. This led to passing of the Probation Act of 1878 and appointing officers mainly for the provision of services post-release. Supervision was added in 1907 with the passage of the Probation Offenders Act, which can be considered an early form of reentry policy. The council notes that within this function, parole officers held a great deal of discretion, which can increase recidivism rates though their discretion to revoke or sanction parolees (The National Research Council, 2007).

In addition to the monitoring function, parole officers have also provided reentry-based services such as counseling, job search, and referral to treatment services. The National Research Council notes that there are now fewer officers who conduct support services due to a change in roles and high case loads. Many of the services are managed by another department or community-based organizations (National Research Council, 2007).

The involvement of government agencies has changed significantly since passage of the Omnibus Crime Control and Safe Streets Act of 1968, which signaled a visible presence of the federal government in crime control and policy. Tenets of the Omnibus Crime Control Act included funding billions of dollars in programs to train law enforcement officers and enhance treatment and diversion programs. The Act also created the National Institute of Justice, which is now a major contributor to research on prisoner reentry. The numbers of individuals being released from prison have created a concern for intervention and support at the national level. It is predicted that the numbers of individuals being released from prison will continue to exceed 600,000 each year. This is a drastic increase from 170,000 ex-offenders released in the 1980's (Pinard, 2010). Other

major supports for crime control in the 1960's include the National Conference on Parole and the American Law Institute, who advocated for the removal of barriers to reentry or, "collateral consequences" by acknowledging that criminal histories can create significant barriers that affect the ability of an ex-offender to be fully reintegrated back into society based on negative labels associated with being previously incarcerated.

Additional federal attention was paid to prisoner reentry during the Clinton administration. During this period, experts acknowledged the magnitude of prisoners being released and highlighted the impact on the communities to which these ex-offenders would be returning. This concern gave life to the Serious and Violent Offender Reentry Initiative and the President's Reentry Initiative, both of which were supported by President George W. Bush, as noted in his 2004 State of the Union Address (Travis, Crayton and Mukamal, 2009). The Serious and Violent Offender Initiative (2001) is a joint initiative funded by the Office of Justice Programs (OJP) and the National Institute of Corrections. These two agencies worked in partnership with other federal agencies including the U.S. Departments of Labor, Health and Human Services, Education, and Housing and Urban Development to develop effective reentry strategies to reduce recidivism while providing reintegration supports such as housing, employment, medical care and substance abuse treatment to ex-offenders considered to be violent offenders and those most likely to return to prison. The first national conference on reentry, sponsored by the U.S. Department of Justice and sponsoring agencies of the Serious and Violent Offender Reentry Initiative was held in the fall of 2004. Following the conference in the spring of 2005, the U.S. Department of Labor pledged funding in support of President Bush's reentry initiative (Wilkinson and Rhine, 2005).

The Second Chance Act was drafted as a congressional response to the increasing number of ex-offenders who return to their communities from prison and jail each year. The Second Chance Act was created to help ensure that the transition ex-offenders make from prison or jail to the community is safe and successful. This policy change acknowledges the consequences of incarceration and the causes of recidivism, focusing primarily on employment as a means to reduce the rate of recidivism and costs to tax payers. The Second Chance Act provides the ex-offender an opportunity to remain crime free and to be a contributing member of society. For citizens, it affects public safety by reducing the crime rate thus lowering tax dollars spent prosecuting crime and incarcerating convicted felons for non-violent offenses.

The Second Chance Act of 2008 was passed as the federal policy which authorized millions of dollars in grant funding to support reentry programs across the country. Funding was awarded to community and faith-based organizations to support the delivery of job training, housing assistance and vocational education services. Continued support for reentry initiatives was championed by President Barack Obama in his request for additional funding of reentry programs (National Reentry Resource Center).

The Uniform Collateral Consequences of Conviction Act of 2009 was heard by the U.S. Subcommittee on Crime, Terrorism, and Homeland Security in June of 2010. The draft act contains provisions which go beyond the funding provided in the Second Chance Act to inform offenders of the potential ramifications of a guilty plea to a felony offense, which could include the loss or suspension of certain freedoms and rights including access to housing, certain licenses, the right to vote or the imposition of certain

fees and fines. It also provides guidance for the governance of behavior for ex-offenders once released based on limitations presented with these collateral consequences. Within the 2009 Draft Uniform Collateral Consequences of Conviction Act, the term “collateral consequences” is defined as “a penalty, disability, or disadvantage, however denominated, imposed on an individual as a result of the individual’s conviction for an offense that applies by operation of law whether or not it is included in the judgment or sentence” (p. 6). The act also requires that ex-offenders be informed of these consequences in a single document, which provides possible options for remediation. Once such measure of relief is the ability of the ex-offender to request an Order of Limited Relief, which gives local officials discretion in certifying offenders for access to public housing. Additionally, under this law ex-offenders who demonstrate an uninterrupted period of law-abiding behavior (which suggests a successful reentry from prison to the community) are eligible to receive a Certificate of Restoration of Rights. This certificate can be provided to any community-based service provider as a waiver allowing the ex-offender to receive services. The Certificate of Restoration of Rights can also be provided to an employer to encourage full consideration for employment opportunities, where without the certificate the ex-offender may have been denied service or consideration in the employment process.

At the state and local level, major cities such as Chicago, Boston and Baltimore have created policies which limit or delay the realities of collateral consequences by rewriting applications for employment, housing or other services. The revised application reorders questions about criminal history from the beginning of the application process to the end of the hiring process giving the ex-offender greater chances

at reintegration by allowing full consideration in the hiring process (Travis, Crayton and Mukamal, 2009).

Reentry Process and Participants

Prisoner reentry may consist of pre-release planning by prison staff, followed by transition to community-based services designed to provide job training, housing, substance abuse treatment, counseling, and mentoring. Reentry initiatives can be developed and implemented at all levels of government and within local communities offered by non-profit and faith-based organizations. The most successful initiatives are those that include a consortium of partners from state and local government, academic, non-profit and faith-based communities. The focus of the initiative differs based on the level at which it is implemented (federal, state or local) and the stakeholders who are involved. Because reentry is a process and not a one-time event, there are a diverse group of stakeholders who are key actors in various steps of the process. Stakeholders often work together to ensure the success of the program by providing financial, political or human capital resources. Three of the primary stakeholders within the community are the corrections system and faith-based and non-profit organizations. Each are concerned with supporting successful reentry based on the need to ensure public safety and reduce recidivism. The coordination and delivery of social supports in the community is a key factor impacting successful reentry.

Other stakeholders in the reentry process include employers, family members and those involved in the provision of community-based services (Hochstetler, DeLisi and Pratt, 2010; Visher and Farrell, 2005). Each of these entities provides a support system and safety net for ex-offenders as they actively participate in the reentry process.

Community-based service providers must provide appropriate services that are based on a thorough assessment of needs, skills and interests. Potential employers are primary stakeholders as they often hold the key to the ex-offenders' ability to take the first and most important step in facilitating the reintegration process (Redcross et al., 2007).

Employment allows ex-offenders to develop and maintain a sense of purpose through self-sufficiency. The ex-offender's family and immediate community (friends, associates, neighbors) are stakeholders who can serve as a source of motivation by providing support, guidance and patience in dealing with the frustrations experienced during the reentry process (Young, Taxman and Bryne, 2002). Strong family support systems can increase the likelihood of successful reentry as Young, Taxman and Bryne (2002) note,

Family members are the most tangible and potentially most powerful community representatives that can be engaged in the reentry process. No other source of support – formal or otherwise – is as likely to be able to address the set of basic needs presented by prison releases, including housing, food and clothing and emotional backing for difficult transition and reintegration process (p. 13).

Characteristics of Ex-offenders

The National Reentry Resource Center, created by the Second Chance Act of 2008, is a partnership between the U.S. Department of Justice, Bureau of Justice Assistance and the Council of State Governments. The Center collects statistics on the characteristics of ex-offenders being released from prison and provides these data and technical assistance to communities preparing to receive and support ex-offenders. The Resource Center reports that over 729,000 ex-offenders were released from state and federal prison in 2010, with an additional 9 million released from local jails each year.

The Center estimates that roughly 24% of individuals released on parole are re-incarcerated for parole violations.

Data collected by the Center also shows that roughly 75% of offenders returning from prison have a history of substance abuse, with 70% of those exhibiting a co-occurring disorder with substance abuse and mental health concerns. The number of individuals who were homeless prior to their incarceration is approximately 10% and twice as high for those who have a history of mental illness or substance abuse. As it relates to health concerns of prisoners released into the community, the National Reentry Resource Center notes that of the total number of individuals living with HIV/AIDS, roughly 25% of those individuals were released from prison. Ex-offenders also suffer from additional health concerns as a result of improper healthcare prior to incarceration.

Limited education and lack of employment have been noted as common barriers to reentry. The Bureau of Justice Statistics (2006) reports that less educated inmates are more likely to be recidivists and as a result several programs provide vocational and academic resources that assist ex-offenders in obtaining job training and the attainment of a GED (or its state-recognized equivalent) prior to and immediately following release. The National Reentry Center noted that roughly 40% of inmates lack a high school diploma or GED prior to incarceration. This statistic supports education as a factor in obtaining initial employment and offers a partial explanation of the ex-offender's struggle to maintain consistent employment. The U.S. Department of Justice, Bureau of Justice Statistics reports that roughly 90% of public and 60% of private state and federal correctional institutions offer some form of educational programming (Stephan, 2008). County jails also provide education support services to inmates. These services consist

primarily of secondary education programs such as the completion of a high school diploma, GED or its state-recognized equivalent. Harlow (2003) reports that roughly 25% of county jails provided basic education programs. A meta-analysis conducted on the effect of correctional education on recidivism and employment outcomes post-release found that individuals who participated in correctional education programs were 43% less likely to recidivate than those who did not. This number is roughly 30% for inmates participating in GED programs specifically. The study also found that inmates who participated in correctional education programs were 13% more likely to obtain employment once released (Davis et al., 2013). The American Council on Education (2011) reports that of the 74,731 inmates taking the GED test in 2010, 75% passed the GED exam. This statistic indicates a reduction in the number of offenders who did not possess a high school diploma or GED prior to incarceration, but were released having achieved a GED.

Criminal histories and age of first criminal involvement are important factors in assessing the needs of ex-offenders. Research shows that first-time offenders who are age 32 or older are less likely to commit subsequent crimes compared to first time offenders age 27-32. This group of offenders is considered low risk for reoffending and therefore requires less intensive supervision and reentry programming (Kurlychek, Brame and Bushway, 2007).

In addition to criminal histories, gender is also a major characteristic in the development of reentry programming. The needs of female offenders have been shown to be significantly different than those of their male counterparts (Dodge and Pogrebin, 2001; Austin, Bloom and Donahue, 1992; Cobbina, 2009). Holtfreter and Wattanaporn

(2013) note, “Although ‘one-size fits all’ correctional programs may represent efficient and cost effective approaches in terms of implementation, failure to attend to gender responsive factors may prove more economically and socially costly in the long run” (p. 42). The authors argue that being responsive to needs by gender takes into account life experiences, patterns of offending, pathways to crime and how they differ for men and women. They advocate for the use of gender specific needs assessment in addition to the use of gender neutral assessments. LaVingne, Brook and Shollenberger (2009) provide a detailed look at the experiences and needs of female ex-offenders in Houston, Texas by providing data on the difference between female and male ex-offenders. The authors note that for women, barriers faced at reentry are often the result of pre-incarceration substance abuse. In addition to substance abuse issues, they note that employment history also negatively impacts the reintegration process. They argue “women have different experiences from men...they face reentry challenges with a different set of skills and deficits and those difficulties are manifested in higher rates of relapse and recidivism” (p. 3). As part of their study, the authors conducted pre-release interviews with female and male prisoners and two follow-up interviews at 2-4 months and 8-10 months after release. They highlight post-release outcomes at each of the follow-up periods as an indicator of success or barriers experienced by male and female ex-offenders. The authors note that the educational levels of men and women were similar; however; “women were less likely to have worked prior to incarceration” (p. 15). Differences in employment between men and women show that the percentage of men and women employed at 2-4 months following release was approximately the same at

34% and 36% respectively, but men were employed at higher rates at 8-10 months following release (LeVigne, Brooks and Shollenberger, 2009).

As it relates to housing, the authors report that women had less stable living arrangements than men. They note that “by 8-10 months after release, 59% of women had moved at least once compared to 39% of men” (p. 6). Another difference between women and men is that women were more likely to be rearrested following release for substance abuse and property crimes, whereas men were more likely to be rearrested for violent crimes. As of 2008, the Reentry Resource Center notes that 53.8% of men were re-incarcerated for violent offenses, compared to 35.6% of women.

One of the issues affecting both men and women is the number of prisoners who are parents. The Center noted that approximately 53% of all prisoners in 2007 were parents. This data speaks to needs of women ex-offenders as it relates to reentry planning and programming which should consist of substance abuse treatment and efforts to encourage family reunification (Ritchie, 2001). Karuza (2001) conducted an exploratory study of 136 inmate parents to determine their needs for family services. Data was collected through questionnaires sent to male and female inmates. Participants of the study were inmates age 18-49 who either had children or expected to return to homes that had children. Of the problems noted by inmates who are parents is the distance from home to the prison which makes visitation of children and other family members difficult. They also highlight that visitation facilities are inadequate for children and that prison policies prohibit physical contact between inmates and visitors within the first 60 days of an inmate’s sentence. Karuza (2001) highlights the importance of community-based family services, stating ‘without a link between community-based services and the

criminal justice system, the few family support services available in communities may be ineffective in facilitating positive family functioning for this population” (p. 69).

Results of the study found that men and women shared similar concerns; however women were more concerned about the impacts of separation on a child’s development due to incarceration and how to talk to their child about incarceration and the prison experience. Men were more interested in learning more about the termination of parental rights while both were interested in learning about techniques to lower child stress and sadness due to separation. Both men and women expressed interest in being a better parents and requested basic parenting education (Karuza 2001). Similarly, Dodge and Pogrebin (2001) conducted a study of 54 former women inmates in the areas of parenting and relationships. The primary concern noted by these women is being able to convince social service workers that they have the capacity to be responsible loving parents.

Barriers to Reentry

From a systems perspective, all parts of the system (housing, employment, vocational training and treatment) must be in place and work together efficiently and effectively to ensure the successful reintegration of ex-offenders. Due to the consequences of criminal records, lack of resources and weak social supports, the implementation of some policies may actually create additional barriers to the reentry process. Schram, Koons-Witt, Williams and McShane (2006) argue that the number of parolees returning to the community with unmet programming needs may lead to rearrest for a new crime. Some of the needs identified include housing, substance abuse treatment, family reunification services, job training and education services (Visher and Lattimore, 2008). The authors conducted a study of case files of parolees who had just

completed their parole requirements and whose cases were active during the period of November 1997 to February 1998. An assessment instrument was created by gathering information from previous surveys as well as questions from parole staff. A binary logistic model was used to assess the relationship between programming needs and background characteristics. Overall, the study found that approximately two-thirds of the women (65.2%) failed to successfully reintegrate within 12 months of release.

Intensive supervision. In *Reentry Reconsidered: A New Look at an Old Question* (2001), Travis and Petersilia focus on the complex set of issues faced by ex-prisoners reentering the community. Travis and Petersilia focus on the inadequate supervision received by newly released prisoners, stating that “parole supervision has not been proven effective at reducing new arrests and has been shown to increase technical violations” (p. 297). Travis and Persillia further note that in 1998 approximately 3.7% of prisoners were released without probation or parole supervision.

Piehl and LoBuglio (2005) argue that “supervision could lead to better outcomes for communities and recent inmates” (p. 105). Supervision can reduce factors that lead to crime such as substance abuse and unemployment. As Piehl and LoBuglio question how supervision should improve public safety, they note the purpose of supervision following incarceration as serving two goals:

First, it should help offenders make the very difficult transition from secure confinement to independent living in the community. Second, early detection of non-compliance with conditional terms of release combined with swift sanctioning may prevent individuals from committing more offenses (p. 107).

They also argue that in an attempt to secure public safety, ex-offenders can be “over supervised,” thus impeding the ability of the ex-offender to obtain employment and treatment, thereby hindering the reentry process (p. 108). Further, Piehl and Lobuglio note that supervisory discretion also plays a major role in successful reentry, stating “supervising officers can exercise significant discretion to respond to infractions....” (p. 126). This discretion can be used to enforce the law by revoking parole and sending ex-offenders back to prison or in other cases overlooking infractions and giving ex-offenders another chance at reentry.

Substance abuse. Travis and Petersilia (2001) note that “intensive supervision program clients are subject to much closer surveillance than others under supervision, and more of their violations may come to official attention, resulting in more returns to jail or prison” (p. 297). Individuals who have a history of substance abuse are among those likely to be given intensive supervision. Intensive supervision serves as a tool for ex-offenders struggling with substance abuse issues and creates more frequent contact as a technique for preventing relapse. Travis and Petersilia note that there has been an increase in the percentage of prisoners who have been convicted of drug offenses. They also note that “in 1997, 35 percent of prisoners released to parole had been incarcerated for a drug offense” (p. 297). The authors note that this percentage has further increased by 7% in 1990 and by 23% from 1985. Ex-offenders struggling with substance abuse often have a more difficult time maintaining employment and stable housing which increases re-offending leading to parole revocation and incarceration (Travis and Petersilia, 2001). In order to overcome this barrier, ex-offenders should be provided

intensive treatment while in prison as well as ongoing treatment in the community following release.

Health concerns. Healthcare is also a major issue for ex-prisoners. This concern is presented in various health-related issues ranging from sexually transmitted diseases to mental health and homelessness among recently released prisoners (Roman and Travis 2004). Osher, Steadman and Barr (2003) discuss the importance of transition planning for ex-offenders with co-occurring mental health and substance abuse issues. They highlight homelessness as an issue related to health, specifically for individuals with mental health concerns. The authors note that individuals with untreated mental health concerns often relapse into pre-incarceration life styles such as substance abuse, homelessness and criminal involvement making it difficult to assess and treat health issues. They quote Draine and Solomon (1994) who noted, “the outcomes of inadequate transition planning include the compromise of public safety and increased incidence of psychiatric symptoms, hospitalization, relapse to substance abuse, suicide, homelessness and rearrest” (Draine and Solomon as cited in Osher, Steadman and Barr, 2003, p. 80). Additionally, the authors discuss the APIC Model which includes *assessment* of needs and risks; *planning* for treatment services; *identifying* services through community programs; and *coordinating* those services with the transition plan, noting:

One of the barriers to even the best transition plan being implemented can be an inmate’s perception that transition planning is an effort by the jail to restrict her or his freedom even after release from the jail, or even an ongoing punishment. The primary way that this barrier can be overcome is by engaging the inmates from the earliest stage possible, considering and identifying his or her own

transition planning needs and then building a transition plan that meets those needs (p. 84).

Osher, Steadman and Barr (2003) suggested that the treatment planning process is more likely to be effective if there is an acknowledgement of resources needed to implement and follow a reentry plan which includes the costs associated with treatment and other health-related services. They state, “One of the most critical aspects of reentry planning is ensuring that the inmate has access to and a means to pay for treatment and services in the community” (p. 85). The APIC model can be used to effectively develop a reentry plan by starting with a comprehensive assessment to determine the need for specialized services and resources in meeting the needs of ex-offenders. These services may include intensive substance abuse or mental health treatment. It is noted that in using this model, the success of each of the steps in the process is the result of careful coordination and linking of needs with resources tailored to meet those needs.

Employment. In addition to a lack of vocational training, Travis and Petersilia (2001) emphasize that efforts to reintegrate prisoners into the community also lacked proper workforce development training. They argue “the stigma of incarceration makes ex-inmates unattractive for entry-level or union jobs, civil disabilities limit ex-felon’s access to skilled trades or the public sector, and incarceration undermines the social networks that are often necessary to obtain legitimate employment” (p. 304).

Kurlychek, Brame and Bushway (2007) examine the likely impact of employment and rehabilitation for individuals with criminal records. The authors conducted a hazard analysis to determine the likelihood of future criminal acts. Police data was used from the 1942 Racine, Wisconsin birth cohort to determine if individuals with previous criminal

records have a higher risk of obtaining a future criminal record. The primary research questions of this study were whether or not practices that deny employment based on criminal history make sense. The findings indicate that any type of criminal record has a significant impact on the prospect of future employment. One reason for this impact is that employers are not willing to risk that an employee may reoffend and negatively impact business operations or customer relations.

Devah Pager (2007) discusses research conducted on the impact of race and incarceration on employment prospects for ex-offenders. Pager supports employment as a key factor in reducing recidivism among ex-offenders, stating “employment is widely considered a centerpiece of the reentry process with the intuition that steady work can reduce the incentives of crime” (p. 25). Pager recognizes the role of employers as a stakeholder group who holds a significant amount of resources and decision making authority impacting the employment of ex-offenders. Pager states, “The employment of ex-offenders is regulated almost exclusively by the initiative and discretion of individual employers” (p. 26). Here, Pager suggests that employers are hesitant to hire ex-offenders based on potential costs incurred due to theft, violence or other workplace concerns associated with hiring ex-offenders such in addition to concerns about reliability and frequent turnover.

Pager notes, “between 75 and 80 percent of parolees remain jobless up to a year after release from prison” (p. 30). Pager proposes an explanation of these outcomes and provides three reasons which she categorizes as selection, transformation and credentialing. Selection suggests that ex-offenders who experience difficulty obtaining employment following release are those individuals who were more likely to be

unemployed prior to incarceration. Those in the selection criteria are said to not have the initiative or skills for work (Pager, 2007).

The second category is transformation which argues that incarceration undermines the ex-offender's drive and competitiveness in labor market. Pager (2007) notes "extended periods away from routines of work and skill building can leave inmates unprepared for stable economic activity" (p. 31).

The third category proposed by Pager relates to the positive or negative impacts of "credentialing" (p. 32) which she explains that "the stigma of incarceration imposes barriers to finding employment" (p. 32). Pager defines credentials as those things that prove "trustworthiness or rank" and might include a college degree or letter of recommendation. Pager argues that credentials can also be negative. A criminal record is considered a negative credential by limiting access to certain jobs and upward mobility (Pager, 2007). Pager highlights the states of Hawaii, Wisconsin and New York who have state laws that limit employers from considering criminal records only in cases where the criminal conviction would limit the ability of the ex-offender to carry out the duties of the job applied for (Pager, 2007).

In a study of employment outcomes for ex-offenders based on race, Pager (2007) conducted an experimental employment audit in Milwaukee, Wisconsin using matched pairs of college students. The pairs included two black and two white students who took turns posing as ex-offenders in search of a job post-incarceration. The focus of the study was only in the employment application process. The study assessed the degree to which disclosing a criminal background limited ex-offenders from proceeding further in the hiring process. The design of the study was for testers to proceed as far as possible in the

initial visit which may include an on the spot interview, if offered. Gaps in employment were addressed by including work while incarcerated and using parole officers as references.

Results of the study showed that employers were often closed to hiring black ex-offenders even when the testers presented themselves as “bright, articulate college students with effective styles of self-presentation” (p. 69). Pager notes that “sixty-two percent of employers reported being “somewhat likely” or “very likely” to hire a generic applicant with a criminal record” (p. 123). Additionally, Pager reports that employers show some level of empathy for drug offenders versus violent offenders given they are able to prove rehabilitation or on-going treatment and must be willing to submit to a drug test. Pager suggests that policy recommendations should “address the real and perceived risks facing employers who hire individuals with criminal records” (p. 136). Through her research, Pager suggests that “ex-offenders are one-half to one-third as likely to receive initial consideration from employer as equivalent applicants without criminal records” (pp. 144-145).

As it relates to race, the study shows that “black job seekers presenting identical credentials to white counterparts received callbacks from employers at less than half the rate of whites”.... where for a criminal background represents one serious strike against them, for blacks it to represents almost total disqualification” (pp. 146-147). As a strategy for addressing employment barriers for ex-offenders, Pager suggests the use of intermediaries that serve as liaison between the employer and ex-offender. Pager highlighted programs in Texas, Chicago and New York that use similar strategies. A second strategy is the continuation of the Federal Bonding Program offering insurance for

employers hiring ex-offenders (Pager, 2007). Finally, Pager recommends placing time limits on access to criminal convictions noting that such practices “offers tangible incentive for ex-offenders to stay out of crime” (p. 155).

Similarly, Sarah Galgano (2009) highlights the impact of race on employment. In her study, she focuses on the impact that race and a criminal record has on employment outcomes for African and White female ex-offenders in the Chicago area. Galgano used the audit methodology to submit fictitious resumes of female ex-offenders for entry-level positions from August to November 2008. Resumes were submitted online for entry level jobs from seven categories which included administrative/clerical, hospitality/hotel, customer service, restaurant, grocery, retail and sales. In the study, both African American and White females applied for the same number of jobs in each of the seven categories. A total of 150 applications were submitted by each of the four fictitious applicants.

Results of the study found that overall there was no employer discrimination among White and African American applicants with criminal background. The response rate for call backs for offenders and non-offenders were similar with non-offenders receiving call backs for 46% of jobs applied for and offenders receiving call backs for 41% of jobs applied for. The study did find that White applicants had a slight advantage in receiving employer call-backs compared to African American applicants. However, Galgano notes that this finding applies only to the initial 75 applicants and that as employer responses fell for each group so did the advantage of call backs for white applicants. A distinct advantage was found for White applicants applying for customer service jobs. The study found that Whites received responses for 16% of jobs applied for

compared to 10% for African American female applicants. Galgano justifies the lack of employer discrimination among female ex-offenders on factors relating to women being less likely to be incarcerated for a violent offense and the supply of entry level positions are jobs typically held by women. The author cautions that limitations of the study can only be generalized to the geographic area of the study.

Research shows that employment positively affects recidivism of ex-offenders. Travis and Visher (2005) note that ex-prisoners are likely to be more successful when they are gainfully employed following release. Travis and Visher argue that “individuals with a history of joblessness are high risk for criminal involvement and locating stable, high quality work can provide an important pathway out of crime” (p. 211).

One of the most widely known community-based work programs for ex-offenders is the New York Center for Employment Opportunities (CEO) Program which provides employment opportunities through employment training and skill building. It also offers transitional employment through work crews (Petersilia, 1999). The program was initially funded as a demonstration project by the U.S. Department of Health and Human Services (HHS) with some funding support from the U.S. Department of Labor in the 1970's. CEO later became a separate non-profit organization in 1996 under its current name. The focus of the program is to provide intensive job training and placement support as a means of reducing recidivism. CEO facilitates the reentry process through supported employment, follow-up and retention support. Ex-offenders must receive a referral by their parole officer in order to participate in the program. The program uses a theory of change which focuses on initial placements that are short term, allowing program participants to receive immediate job placements. These initial placements are

transitional in that they lead to longer term full-time employment. The ability of the individual to move from a transitional job to full-time job is based on participation in life skills, academic and work readiness classes. Classes are offered using a classroom lab model where participants are organized in work crews structured to support four days of work with one day of training. Participants are typically paid minimum wage and are paid daily for the work performed. Each participant is provided written feedback on a daily basis indicating the level to which participants learn and are able to apply work readiness skills such as communication, being on time, following instructions and interacting with supervisors and peers.

CEO supports its participants in obtaining birth certificates and driver's licenses as part of its life skills courses. A key component of the program that overlaps with life skills and work readiness training is the CEO Rapid Rewards Program. The Rapid Rewards Program provides incentives to participants based on their ability to apply the concepts learned in the program that support employment retention and job growth. Employment retention is rewarded on a monthly basis. Each month, participants are provided with financial incentives in the form of transportation vouchers and grocery cards that reduce the cost of getting to and from work and providing a support bridge for household expenses such as food. Rewards increase in value with each additional month of employment with increases commencing at the beginning of each quarter. At twelve months of consecutive employment, participants are rewarded with a \$200 cash payment.

In 2007, after three years of operations, CEO conducted an evaluation of its incentive program. The evaluation sought to determine the effectiveness of the program as well as how the program could be improved. The evaluation was conducted using

qualitative interviews with program participants. Random assignment was not used, however; CEO was able to create a comparison group of individuals who had elected not to participate in the program.

Overall, the evaluation found that individuals who participated in the program had higher retention rates at 180 days and one year of employment than did those who did not participate in the program. At less than six months, there was little difference in the outcomes between the two groups. On average, 61% of participants in the Rapid Rewards program were still employed at 180 days, compared to 46% of non-program enrollees. CEO believes the two primary factors influencing the outcomes are that participants found benefit in the incentives and the incentives themselves served (on some level) as motivation to continue working even when participants reported that they were unhappy with their job placements (Bryan, Gunn and Henthorn, 2007).

In regards to the effectiveness of the CEO program in its efforts to assist ex-offenders in finding jobs and reducing the recidivism rate, Manpower Demonstration Research Corporation (MDRC) conducted a random assignment study of the CEO program titled *Transitional Jobs for Ex-Prisoners*. The study consisted of 977 participants from January 2004 to October 2005. The results of the study indicated that the CEO program produced a reduction in recidivism rates for program participants. Data showed that program participants were less likely to recidivate than those in the control group. Lower rates were found for individuals who entered the program within three months of release. MRDC notes that roughly fifty percent of participants in the program were violent offenders and that the average participant had been arrested eight

times. The total amount of time spent in prison for program participants averaged five years (Redcross, 2009).

Reentry Program Models

Reentry programs are used to address barriers to reentry by providing targeted services such as job training, educational support, substance abuse treatment or referrals to other appropriate community-based services. In doing so, reentry programs attempt to deliver services to the greatest number of participants in the most effective and cost efficient manner. There are a variety of types of reentry programs that support the needs of ex-offenders.

Community-based programs. Community-based programs are those programs which provide services to the community at large, but often focus on a particular population or social problem such as ex-offenders, women, homelessness, youth, etc. For the context of this paper, the focus here is on community-based services which support the reintegration of ex-offenders and include employment and housing services, substance abuse treatment, vocational training and educational support.

McCarthy and McCarthy (1984) suggest that in order to accomplish reintegration, community-based programs must meet the following conditions.

1. A location within and interaction with a meaningful community;
2. A non-secure environment such as the home of the ex-offender, a surrogate home, or a communal residence in which the offender lives as a responsible person with minimal supervision;
3. Community-based education, training, counseling and support services;

4. Opportunities to assume the normal social roles of citizen, family member, student and/or employee;
5. Opportunities for personal growth; and
6. Efforts to change the community by encouraging tolerance for non-conforming behavior that is nevertheless law-abiding and developing opportunities for self-sufficiency and self-realization (p. 8).

Vocational work programs. Research shows that employment positively affects recidivism of ex-offenders. Travis and Visher (2005) note that ex-prisoners are likely to be more successful when they are gainfully employed following release. Travis and Visher argue that “individuals with a history of joblessness are at high risk for criminal involvement and locating stable, high quality work can provide an important pathway out of crime” (p. 211). Other authors propose similar views of the impact of employment. In *From Prison to Work: The Employment Dimensions of Prisoner Reentry* (2004), Solomon, Johnson, Travis and McBride note that other barriers to obtaining employment include the educational and skill level attained prior to being incarcerated. Additionally, the authors propose that employers discriminate on the basis of having a criminal record, which is often coupled with biases on gender and/or race (Solomon, Johnson, Travis and McBride 2004).

Faith-based programs. A common method of delivering services in the community is through faith-based programs. These programs are located in the local community and provide support services such as housing, counseling, job training, and family reunification. However, the effectiveness of faith-based programs is often

unclear. Mears et al. (2006) discuss the debate surrounding the effectiveness of faith-based programs, stating;

It is expected that a faith-based program creates better recidivism and behavioral outcomes as compared to a situation in which released prisoners receive no programming. Secondly, it is expected that a program produces as good as or better than outcomes than “business as usual” program services. Thirdly, it is expected that the outcomes will be as good as or better than those with other reentry programs” (p. 354).

Similarly, Johnson et al. (1997) provide findings on the effectiveness of prison fellowship programs, stating “we found no overall difference between prison fellowship inmates and non-prison fellowship inmates on measures of institutional adjustment for recidivism” (p. 161). Mearns et al. highlight areas of concern when attempting to measure the effectiveness of faith-based programs. They highlight factors which can have an impact on program implementation and outcomes, which include “unclear goals about how specific activities contribute to goals, inconsistent implementation, the challenge of coordinating diverse organizations and insufficient funding” (pp. 360-362). Smith and Sosin (2001) suggest one way to address inconsistencies in programming is to develop categories of programs and program services. This allows researchers to better determine the effectiveness of services offered by faith-based agencies when comparing them to secular service providers or no intervention at all.

Justice system programs. Justice system programs are those programs administered and funded by formal criminal justice agencies. Six programs are highlighted here, the most comprehensive and long standing is the Texas RIO program.

Each program was selected based on having one or more of the program components for effective community reintegration of ex-offenders. These programs were also the most widely cited programs for prisoner reentry. Some programs are referenced for their use of community-based partners, specialized approach to reentry planning or service delivery. Others are highlighted for their focus on specific populations, such as reentry from a local jail perspective.

Kansas Department of Corrections. Carrie Pettus and Margaret Severson (2006) report the findings of the Federal Partner's Serious and Violent Reentry Initiative. This initiative uses a concept of staff support known as "boundary spanners" as a way to increase the effectiveness of reentry services to prisoners. The Kansas Department of Corrections used a boundary spanner to work with multiple systems including corrections, housing, probation and parole as well as health services and education. The boundary spanner serves as an advocate and liaison between agencies, including community-based service providers. Pettus and Severson (2006) note, "a boundary spanner looks at the fit between organizations mission, goals, objectives, tools and tasks and brings together science, policy and action into a total scheme" (p. 212). Taxman and Byrne (2003) also note the significance of partnership efforts in supporting successful reentry outcomes stating:

The underlying premise of this approach is that formal criminal justice agencies – police, the courts, institutional and community corrections – play a role not only in immediate offender processing and control, but also in long term offender change. The partnership concept also recognizes that criminal justice agencies cannot bring about successful reintegration alone (p. 102).

San Diego Parole Partnership Program. In *Parole and Prisoner Reentry in the United States*, (1999) Joan Petersilia highlights successful reentry initiatives in addressing multiple barriers to reentry, one of which will be discussed here. Petersilia notes that one of the reentry programs most successful in addressing substance abuse is San Diego's Parole Partnership Program. The program provides a maximum of 180 days of treatment to ex-offenders. Following treatment, the parolee is assigned a "recovery advocate" (p. 519) who stays with the parolee as long as needed. Research results for the program show recidivism rates for the treatment group to be eight percentage points lower than the control group.

Marion County, Indiana. In *Community Meetings a Tool in Inmate Reentry* (2003), McGarrell, Bank and Hipple discuss a study in Marion County, Indiana in which group meetings with community providers and law enforcement were held as a form of intervention to deter future criminal activity among recently released offenders. A quasi-experimental design was used to evaluate the impact of the meetings on recidivism. Findings indicate that roughly forty percent of those in the treatment and comparison group were rearrested within the follow-up period which ranges from 10-24 months depending on when the offender is released. The authors note that based on the rearrest rate for both groups "the evaluation of the pilot project did not yield evidence of impact in terms of reducing future offending" (p. 27). The authors suggest "a program that begins in prison, attempts to build in family or other social supports and includes strategies for follow-up beyond the initial meeting with offenders may prove more successful than the Indianapolis pilot project" (p. 29).

Texas Reintegration of Offenders (RIO) Program. The Texas RIO project formed a partnership between the Texas Department of Corrections and the Texas Workforce Commission to provide pre and post-release employment training and skills building. According to a 1992 study conducted by Texas A&M University, the success of the program is based on the estimated 1990 cost savings of roughly \$15 million as well as the reduction in recidivism rates for RIO participants compared to non-RIO participants. The success of the program is credited to the high level of state funding and political support for the program. The ability to secure funding for the program is based on the comparison of costs to serve an ex-offender in the RIO program compared to housing them in a correctional institution over a twelve-month period (Finn, 1998). The National Institute of Justice (1998) reports that the average cost per participant is roughly \$361, whereas; the average cost of incarceration is over \$16,000 per inmate.

The focus and structure of the program is comprehensive in its attempt to anticipate the needs of ex-offenders and provide community-based resources as a support for keeping ex-offenders employed and crime free. Services provided include job training, vocational and academic skills courses so that upon release ex-offenders are prepared to accept a livable wage. With over 90 sites across the state, the program employs a variety of staff whose primary role is to broker job placement services for ex-offenders while in prison. The intent is that individuals are employed within weeks, and in some cases days, after release.

The program operates in three models. The first is the operation of a full service center which offers a menu of services ranging from week-long workshops to direct placement support through onsite interviews and placement follow-up. The service

centers work to provide support to both the employer and the ex-offender by ensuring an appropriate match. Staff maintain relationships with the employers as a critical function in securing future placements. In the second model, the RIO program is co-located in several of the state's workforce centers. The third model serves counties and cities which are not large enough to have a comprehensive center or doesn't have a workforce center nearby. In this model, service providers offer mobile services to ex-offenders in specific communities one to two days a week.

Project RIO participants receive more than job placement and follow-up support through the program. Participants also receive specialized assessment and testing to determine academic skills that assist in developing individualized employment plans. The program assists participants with obtaining birth certificates, school transcripts and other key documents such as identification cards necessary for employment. One of the key highlights of the program is the life skills program called the Changes Program which is offered for 65 days to inmates who are within six months of release. The program works with inmates on how to deal with life outside of the prison and teaches coping skills in anger management, communication, self-concept, civic and legal responsibilities as well as how to maintain a healthy life style. Enrollment in the program is by referral; either by a parole officer or another ex-offender who participated in program.

The National Institute of Justice Report determined the program a success based on a 1992 study conducted by Texas A & M University that reports (1) the number of ex-offenders who had been placed and (2) the reduction in the number of offenders who have participated in the program and been successful in remaining crime free. The report

notes that the program placed roughly 69% of all ex-offenders served since 1985 compared to 35% of ex-offenders who did not participate in the program and had not found employment during the twelve month follow-up period. The report showed that minorities fared extremely well in the program noting that roughly 66% of both African Americans and Hispanic participants were successful compared to 30% of African Americans and 36% of Hispanics who did not participate in the program.

New York: Project Greenlight. Wilson and Davis (2006) provide the results of an evaluation of New York state's Project Greenlight Program. The multi-phase program sought to increase positive outcomes following release from prison. The program provided services while incarcerated as well as community-based services following release. The program provided an array of pre-release services including cognitive skill building prosocial behaviors as well as employment, housing and substance abuse services.

A full time community coordinator was hired to establish and coordinate transitional services with community-based service providers. The authors noted that the program was designed to be administered over a three-year period but was limited to one year as a result of reduced funding. Following a highly structured selection process and one year of intervention services, data was collected at one year following release. Data was collected through the department of corrections as well as interviews with parolees. Analysis of the interview data revealed that parolees had a greater understanding of the supervision process and requirements and felt that they received better supervision including increased referrals to community-based services.

However, the evaluation also found that roughly 31% of Project Greenlight participants were rearrested compared to 22-25% in the comparison groups. A multivariate analysis showed that age is positively correlated to a decrease in recidivism. The older the parolee, the less likely they are to recidivate (Wilson and Davis, 2006). The authors suggest that poor program outcomes could be related to multiple factors, including failed implementation, motivation of parolees and flaws in the program design.

New York: Project RIDE. When exploring reentry outcomes from a local jail setting, White, Saunders and Fisher (2008) argue that there are several limitations to providing reentry services in a jail setting based on the short length of stay and difficulty coordinating and tracking follow-up services. The authors examine a study of a New York City jail-based reentry program, Project RIDE.

The focus of the RIDE program was the provision of wraparound services by community-based providers following release. Along with these services, ex-offenders participated in 90 days of follow-up and tracking activities. Individual outcome measures included any new arrests leading to a new jail stay within one year following completion of 90-day post-release services.

Findings of the study indicate that roughly 75% offenders in the treatment and comparison groups returned to jail, with an average of two new jail stays during the one-year follow-up period. Additional data showed that the average time between program completion and subsequent incarcerations was longer for RIDE completers. The authors differentiate between “participants” and “completers” noting the following differences in outcomes:

1. When examined as whole, released inmates who participated in RIDE fared no better than comparable released inmates who did not participate. Individuals returned at approximately the same rate, at approximately the same time.
2. Individuals who received 90 days of post-release services fared far better than both those who received less than 90 days of post-release services and those who did not participate in RIDE at all. This suggests that program dosage is important, but the finding is tempered by methodological concerns (p. 16).

What Works in Reentry Programming

In *Reentry: What Works, What Does Not and What is Promising*, Seiter and Kadela (2003) provide results of a meta-analysis conducted of 32 existing reentry programs. They categorized programs meeting the criteria of a reentry program, which included rigor and variety of components included in the program. Programs were categorized as being one of the following types of reentry programs; vocational and work programs, drug rehabilitation programs, education programs, sex offender and violent offender programs, half-way house programs, and general prison release programs.

The effectiveness of programs was assessed using the Maryland Scale of Scientific Methods (MSSM) developed for the National Institute of Justice. The scale ranks each program from 1 to 5, with one being the weakest and five the strongest (Seiter and Kadela 2003). Of the 32 programs evaluated, Seiter and Kadela found that overall, vocational and work programs were found to be the most effective in reducing recidivism rates. For drug rehabilitation programs, Seiter and Kadela found that graduates of treatment programs were less likely than other parolees to have been arrested or have a parole violation. Education programs were found to be effective in increasing academic

achievement scores, but had no significant impact on reducing rates of recidivism. The authors note that participation in halfway houses and sex offender treatment programs were also found to reduce rates of recidivism (Seiter and Kadela, 2003). Given the variety and combination of services offered by community-based reentry programs, Sieter and Kadela recommend that these programs be evaluated to determine what works in community-based programs. Travis, Clayton and Mukamal (2009) note in their research that employment and vocational education and training programs produced a 17.4% reduction in recidivism when combined with other program supports.

Lowenkamp, Latessa and Smith (2006) conducted a deeper analysis of community-based reentry programs to determine effectiveness based on measures of program integrity. Data was analyzed data for 3,237 ex-offenders placed in 1 of 38 community-based residential reentry programs in Ohio following release from prison. The primary research question of the study was to determine the relationship between program integrity and program effectiveness. Program integrity was measured using the Correctional Program Inventory Assessment which, included program implementation, client pre-service assessment, program characteristics, staff characteristic and evaluation. Each of the variables is defined as follows:

Program Implementation – measures the qualifications of the program director, his/her involvement in the program, community support for the program, planning and research as well as funding.

Client Pre-service Assessments – concerned with the appropriateness of the clients received by the program and assessments are related to risk, need and responsivity.

Program Characteristics – measures the type of treatment, treatment targets, duration and dosage of treatment, matching of offenders and staff to programming, the use of rewards and sanctions, the presence of aftercare, and whether the program varies the intensity and duration of services by risk.

Staff Characteristics – measures the education and experience of staff, the evaluation and supervision of staff, staff attitudes toward treatment, staff training, and the ability of staff to have input into the program.

Evaluation – measures how well a program evaluates itself through the use of quality assurance mechanisms and outcome evaluations.

Other – includes miscellaneous items pertaining to the program such as disruptive changes to the program, funding or community support, ethical guidelines, and the comprehensiveness of client files (pp. 207).

Findings of the study indicate that 68% of programs were unsuccessful in reducing recidivism measured as offenders who committed a new offense, committed a technical violation or returned to prison, which shows a strong correlation between scores of program integrity as indicated by the CPAI and overall recidivism. Specifically, the authors note; “analysis conducted here indicates that program implementation, offender assessment, and evaluation are all important in determining the effectiveness of a correctional program” (p. 214). Additionally, the study found that programs that were successful used cognitive behavioral and behavioral therapies as key components of their program (Lowenkamp, Latessa and Smith, 2006).

In *What Works: Reducing Reoffending Guidelines from Research and Practice*, James McGuire (1995) addresses components for effective practice and service delivery. He provides three levels of consideration in creating effective service delivery.

1. Consider the overall organizational plan or design, to locate the range and type of provision which a service might reasonably be expected to provide for effective work with offenders;
2. Have a clear framework for understanding the sequential order and processes involved in delivering, monitoring and evaluating effective practice;
3. Have a clear framework to address the availability, knowledge and competency of staff to deliver effective practice (p. 222).

Community-based reentry programs provide support to ex-offenders by creating a program design that encourages ex-offenders to be proactive in the integration process by participating in the identification of communities with strong networks and available resources. The second level of effective service delivery includes documenting the process for delivering and monitoring effective strategies. This takes into consideration how the program recruits, selects and assesses the needs of ex-offenders as well as how the program maintains quality services. This also includes establishing procedures for the development and measurement of program outcomes. The third consideration includes ensuring that staff are knowledgeable and have access to relevant resources to meet the needs of ex-offenders.

Social Support

Hochstetler, DeLisi and Pratt (2010) discuss the concept of social supports and its

impact on offender rehabilitation using Francis Cullen's theory of social supports, stating "social support is theoretically important because it serves as a protective factor to both insulate persons from criminal/deviant behavior and assist in the process of correctional rehabilitation" (p. 590). Cullen (1994) expands upon Nan Lin's theory of social support which proposes that social support can be classified as instrumental or expressive and is expressed on a macro or micro level. Instrumental support is based on a means/ends relationship and is based on the perceived benefit of the relationship such as gaining employment or other tangible benefits. Expressive support is also relationship-based, however the relationship holds a more emotional and cognitive value of support such as affirmation, understanding or empathy. Lin also asserts that social support can be provided on a micro-level through close relationships with friends or family or on a macro-level through an organization or institution. Cullen adds a fourth element to Lin's theory of social support which takes into consideration whether social support is provided through a formal agency such as a community-based reentry program, criminal justice organization or informally through individuals or organizations who may provide social supports, but lack any formal influence over the ex-offender's access to services.

The concept of social support is relevant to the reintegration of ex-offenders in the community and ability of the community to provide support on a formal or informal level. Social support is the foundational cornerstone of community-based reentry programs as it is deeply embedded in the program culture and builds the relationship between the ex-offender and service provider. Instrumental supports encompass the provision of individualized services such as transportation vouchers, food, clothing or other tangible incentives provided by community-based service providers. Expressive

social supports refer to concepts of community, trust and connectedness which carry emotional attachments for the ex-offender. Expressive social supports foster relationship building that is critical in establishing trust and gaining a commitment from the client to be an active participant in the program.

Wright and Cesar (2013) propose a framework for what works in offender reintegration using social support as a model for reducing recidivism across multiple levels of analysis which includes the individual, community and systems levels. They argue, “programs that deliver social support in a manner that addresses criminogenic risks and needs while acknowledging the different learning styles of offenders have worked to reduce reoffending” (p. 382). Individual level social support includes treatment strategies and modalities that based on the principles of risk, need and responsiveness to treatment. Social support at the community level includes the availability of resources in the community and how these resources impacts the ability and willingness of the community members to support the reintegration of ex-offenders. At the systems level, corrections agencies are encouraged to provide social supports though the appropriate training and staffing of community corrections officers as corrections officers often maintain high case loads and tend to focus on cases that are likely to be more high profile such as violent or sexual offenders. However, the authors argue for programming and supervision based on the principle of effective correctional intervention based on empirical models used to assess offender risks, needs and responsiveness to treatment (Wright and Cesar, 2013).

Breese, Ra’el, and Grant (2000) conducted a qualitative study on the correlation between social supports and recidivism for ex-offenders. The authors conducted in depth

interviews with a sample of 21 male prisoners in an Ohio medium security facility. The sample consisted of men between the ages of 21 and 54 who were incarcerated in a state prison during the study and had been incarcerated on more than one occasion. The sample consisted of 11 African American men and 10 Caucasian men. As part of the sampling methodology, the offense leading to the current incarceration must be different than offenses for previous incarcerations.

The study sought to determine the quality and type of social support received and the individual's perspective of its impact before, during and following incarceration. The impact of social support on recidivism is based on the personal accounts of their criminal histories as reported through a series of focused interview questions. The interviewees recounted the availability of social supports prior to and in between incarcerations and noted that one of the most significant factors is the lack of skills needed to obtain employment at sustainable wages and the ability to remain employed. Criminal activity served as an illegal means of employment for interviewees.

The study found that there are differences in the awareness of community-based supports for African American and Caucasian males noting that Caucasian males are more likely to be aware of community-based social supports, but less likely to access them. In reporting the overall findings of the study, the authors note, "Our study also suggests that the levels and quality of social support showed no significant bearing on recidivism. The findings indicate that those individuals not properly prepared for reentry and lacking the essentials (job readiness, community service, and life-coping skills) that prerelease was initially structured to provide have increased chances of returning to prison, no matter how strong the personal support system might be. Without the essential

life skills, social support only served to delay illegal and/or self-defeating behaviors” (p. 18). Here, the authors acknowledge the importance of social support as a core component of reentry programming, but note that a mixture of social supports without proper pre-release planning, life skills, education and work readiness skills will do little to create conditions for successfully community reintegration.

In a report on communities and reentry, Christy Visher and Jill Farrell (2005) discuss the findings of their 2002 Chicago study. The authors conducted focus groups with residents of four Chicago communities with the highest numbers of ex-offenders returning from prison. The study sought to understand the role and views of community-based stakeholders in the reentry process. The study highlights various concerns of members of the communities in which prisoners were to be released. Some of the concerns expressed by community members include fear of increased crime, lack of availability of housing and jobs, and general mistrust of the ex-offender population. One of the greatest concerns related to housing is the ability of ex-offenders to afford payments for rent, which affects the landlords and property owners (Visher and Farrell, 2005). For other community members the concern for housing is resistance to allowing ex-offenders into the community, which supports the principle of “not in my back yard”. The focus groups highlighted concerns of citizens, who argued that their communities are not equipped to handle the needs of ex-offenders as these communities are already heavily plagued by crime, substance use and lack of employment and other necessary community-based services. Focus group members did not blame the dysfunction of the community on the ex-offenders alone. The report noted that residents who participated in the focus groups held negative perceptions of law enforcement and their treatment of ex-

offenders and were often sympathetic to the obstacles that ex-offenders must overcome following release.

This study is relevant to the dialogue on the importance of social supports as the review of relevant literature illustrates that communities, families and other stakeholders are not prepared or willing to provide supports needed to ensure a smooth transition back into the community. The lack of preparedness can be related to fear, stigma or personal bias against ex-offenders. The feelings are often coupled with the reality of limited availability of resources to meet the needs of ex-offenders.

Assessment and Planning

As the number of ex-offenders released from prisons and jails increases each year, so does the need for community-based services available to ex-offenders immediately following release. The ability of community-based programs to provide effective services is directly related to the assessment of needs and the identification of available services to meet those needs.

Statistics reveal that the average time served in prison is approximately 27 months, which is five months longer than the average reported in 1990 (Travis and Petersilia, 2001). Following more than two years of incarceration, ex-offenders are in need of reintegration support with family, children, employment, and housing. This can be extremely difficult when coupled with a lack of preparation and inadequate resources in the community. Travis and Petersilia (2001) note that the lengthened time of incarceration poses additional challenges for ex-offenders as they work towards reintegration with family, work and other social support systems. While the length of incarceration may be a factor in recidivism rates for ex-offenders, data on the effects are

inconclusive showing a slight increase in recidivism for prisoners with longer sentences (Nagin, Cullen and Jonson, 2009). Reasons for the lack of certainty about the impacts of incarceration on recidivism is based on the number of factors that may deter or influence future criminal activity which may include the age of the offender, prior criminal history, prison conditions and amenities, family supports and level of risk.

Chamberlain (2012) conducted a study of prisoner needs and services provided while in prison using data from the 2004 U.S. Department of Justice, Bureau of Justice Statistics state and federal inmate survey. She specifically focused on substance abuse treatment, employment and education services. Data from the most recent survey found that approximately 27% of all inmates participated in vocational training which is a decline from the 1991 survey at 31% for all inmates. Inmates receiving education services also declined from 45% in 1991 to 31% in 2004. Approximately 35% of inmates surveyed received substance abuse treatment services in 2004 which represents a 5% decrease from the 1991 survey. This speaks to the decline in the availability of services in prisons and the need for community-based services following release.

Travis and Petersilia (2001) address the lack of readiness for communities to meet the needs of soon-to-be-released offenders, noting that “the inescapable conclusion is that we have paid a price for prison expansion, namely a decline in the preparation to return to the community. There is less treatment, fewer skills, less exposure to the world of work and less focused attention on planning for a smooth transition to the outside world” (p. 300).

Robinson and Crow (2009) support assessment as the key to delivering effective community-based offender rehabilitation. The purpose of assessment is to identify areas

of need, but also to recognize solutions based on available resources. Assessment also highlights strengths of the ex-offender that can be used to positively impact treatment outcomes. The authors caution that the inconsistent use of assessment can lead to misleading results often shaped by the views and skills set of the practitioner delivering and interpreting the results of the assessment.

In *Coordinating the Criminal Justice System: A Guide to Improve the Administration of Justice*, Leslie Smith provides an overview of research conducted by the National Research Council (2008) which includes recommendations of techniques, programs and initiatives that can be used to improve criminal justice programs, specifically reintegration outcomes. One such technique is reentry planning. Smith references the work of Rosenthal and Wolfe (2004), noting that reentry is more of a multi-stage process that begins during the pre-trial process and continues through release. The National Research Council (2007) notes that, “the key to successful reentry planning is identifying the challenges prior to release and developing tailored reentry plans that identify appropriate services” (p. 51). The council cautions that it is difficult to plan and deliver services to inmates, as they are often transferred between institutions. Moving prisoners between facilities limits the amount of time inmates may participate in any program, which is often short of completion.

The question of developing a specialized reentry plan is “what combination of services works?” The National Research Council’s Committee on Supervision and Desistance from Crime (2007) recognizes that one of the major concerns of reentry planning is the lack of resources in the communities to which ex-offenders will be returning. There seems to be little emphasis placed on community development as a

proactive tool in reducing or preventing crime. Most criminal justice policies are reactionary and are based on the premise of crime and punishment for the individual. David Schichor (2006) notes that policy makers should be aware of the conditions of reentry and the complexities which exist in the reentry process; however, he cautions against undertaking community development initiatives as the answer to increase the success rate of reentering prisoners. Although not specifically noted by Schichor, taking on community development as a tool to reducing crime is a long term process which once complete may still not meet the complex list of needs presented by ex-offenders. One benefit of community development as a technique to reducing or preventing crime is that developed communities can provide access to social supports and economic resources such access to employment, healthcare, and training.

The final recommendation of the committee is that “parole authorities and administrators of both in-prison and post-release programs redesign their activities and programs to provide major support to parolees and other releasees at the time of release [and] these interventions should be subject to rigorous evaluation” (p. 82). The rigorous evaluation of programs and services allows policy makers and administrators the tools needed to make sound decisions and to answer the question of what combination of services work. The reentry plan should consist of a mix of services proven to produce reliable outcomes for a particular group if implemented consistently for program participants (Rossman and Roman, 2003).

This review of literature supports the theoretical framework which speaks to the importance of planning, assessment and coordination in the delivery of services to ex-offenders reentering society following release from prison or jail. It is the combination of

assessment, planning and coordination of services that leads to the delivery of effective services and interventions for reducing recidivism and increasing the likelihood of successful community reintegration. The significance of pre-release planning is noted in the APIC (Assessment, Planning, Identifying and Coordinating) model in that it prepares the ex-offender for reintegration in the community by assisting in the transition from institutionalization to becoming a functioning member of society (Osher, Steadman and Barr, 2002). Pre-release planning assists with the coordination of health services as well as providing linkages to housing, employment and educational services in the community (Travis and Petersilia, 2001).

Risk Management

A major component of reentry planning is the need for supervision as a means of risk management and ensuring public safety. The release of offenders entails risks of recidivism, relapse and a general failure of the ex-offender to reintegrate. Ward and Maruna (2007) argue that risk management should be broadened from a focus on public safety to include an assessment of unmet needs and tailoring interventions to meet those needs. Ward and Maruna (2007) note that “any rehabilitation option offered to prisoners and probationers needs to make sense to clients themselves and be clearly relevant to the possibility of their living a better life” (p. 19). In an attempt to address this issue, Ward and Maruna review two theoretical models for rehabilitation that can be applied to prisoner reentry. They review the Risk Need Responsivity Model (RNR) by Andrews and Bonta (2003) and the Good Lives Model by Ward and Steward (2003). The significance of these two models is that they include various components of a balanced

theory, which includes “risk management and strength-based intervention approaches” (p. 19).

The RNR model proposes that “corrections interventions should be structured according to three core rehabilitation principles: risk, need and responsivity” (p. 20). Within the RNR, the risk refers to the likelihood that an individual will commit a new crime as a result of unmet needs. The responsivity principle refers to the responsiveness of the offender to intervention and treatment. The RNR suggests that individuals with higher levels of risk should receive more intensive intervention (Ward and Maruna, 2007).

The second model of offender rehabilitation is the Good Lives Model (GLM). The foundation of the Good Lives Model is the focus on the individual’s strengths and values and the premise that given the necessary capabilities the offender can be successful at remaining crime free (Ward and Maruna, 2007). The Good Lives Model is most often used with sex offenders. Ward and Maruna (2007) note “it’s easier to motivate individuals to change their offense-related characteristics by focusing on perceived benefits (primary goods they accrue from their offending) and by exploring a more appropriate means to achieve what is of value to them” (p. 108).

The Good Lives Model assumes that treatment should be strengths-based and that offenders have a right to accept or refuse treatments (Ward and Maruna, 2007). Regarding the effectiveness of the GLM, Ward and Maruna (2007) state that “to date, it is too early to answer this conclusively” (p. 168). Ward and Maruna suggest that the strength of the Good Lives Model is its usefulness in reducing denial and increasing acceptance of crimes committed. It also provides a high level of clinical therapy,

addressing social factors such as life circumstances and community environment as influences of crime-producing behaviors (Ward and Maruna, 2007). By encouraging individuals to acknowledge triggers that produce negative behaviors and criminogenic thoughts, the program reduces the risk that an ex-offender will commit a new crime.

Chapter 3: Methodology

Overview of Study

The aim of the study was to answer three primary research questions which provide insight into the overall operation and effectiveness of reentry program services offered by Offender Aid and Restoration (OAR) in Arlington, Virginia. This study was designed as an exploratory study to better understand effective strategies used by community-based reentry programs to meet the needs of ex-offenders and seeks to measure how needs are assessed and services are provided to meet those needs. Where challenges are identified, the study seeks to determine the impact of these challenges on the program's ability to meet needs identified in initial intake assessments.

Research Questions

Question 1: How does OAR determine the needs of ex-offenders?

Question 2: What challenges are faced by OAR in meeting needs of ex-offenders?

Question 3. How well does OAR meet the needs of ex-offenders?

Research Design

This study was conducted using a mixed methods case study approach. According to Yin (2009), "in general, case studies are the preferred method when (a) 'how' or 'why' questions are being posed, (b) the investigator has little control over events, and (c), the focus is on a contemporary phenomenon within a real-life context" (p. 2). Yin (2009) defines the case study method as "an empirical inquiry that investigates a contemporary phenomenon in depth within its real-life context, especially when the boundaries between the phenomenon and context are not clearly evident" (p. 18). A case study format often derives data from multiple sources such as interviews, documents, and observation. It is

used in evaluation research to explain relationships and causal links between the phenomenon and the intervention, to describe the intervention and context in which it was delivered, to illustrate specific outcomes or observation in an evaluation or to highlight areas of the intervention that have no clear set of outcomes (Yin, 2009). Using the case study method, qualitative and quantitative data was collected using three primary sources of data, which includes, staff interviews, file reviews and a client satisfaction survey.

Qualitative data was collected through semi-structured staff interviews, reviews of client records, and analysis of program documents. During the interview process, OAR reentry program staff members were asked to respond to five questions related to daily activities, tools used to meet the needs of ex-offenders, challenges meeting those needs and an overall assessment of the program's effectiveness in meeting the needs of ex-offenders. Case record reviews were conducted to compare needs identified on the needs assessment and in-take forms with actual services provided either directly by program staff and volunteers or through referral to other community-based organizations. Actual services provided were documented through a review of client progress notes, case notes and a report of "service units". The service unit report was created by reentry program staff to track support services provided to clients such as bus passes, food vouchers or clothing support. Qualitative data was also collected through observation of semi-structured program workshops.

Quantitative data was collected using the OAR Client Satisfaction Survey. The survey was created to measure client satisfaction with services received in the OAR reentry program. Surveys were administered and collected by reentry staff in paper and

electronic format. Electronic surveys were collected online using Survey Monkey data collection software. Surveys were administered to all active program clients categorized as receiving intensive services from January 1, 2014 through June 30, 2014. “Intensive services” is defined as clients who have participated in reentry program services between two and five times per week for a minimum of four weeks. Participation in the survey was voluntary, however incentives were provided in the form of a \$10 target gift card to clients who returned a completed survey. The survey is based on a five point Likert scale with responses ranging from 1 to 5 with 1 being the lowest score and 5 being the highest. The survey also included opened-ended responses used to gather additional feedback from survey respondents on the need for additional services and their overall assessment of the program. The survey measured client satisfaction with program services, staff knowledge and how well the program met needs identified in the intake and assessment process.

Population Selection and Sampling Procedures

Case file reviews. The sample for selection of case files to be included in the review included an analysis of the total number of clients who received intensive services July 1, 2013 through June 30, 2014. This period was selected to ensure a full year of programming and data for clients. Of the 65 clients identified, a random sample of 30% of the total eligible cases were selected for review. Systematic random sampling was used to select records for the case file review. The total population of available cases was 65. Every third case was selected until all cases had equal probability of being selected. The final number of 19.5 was rounded up to 20 to complete the sample of size of 30%. The

following sampling fraction was used to determine the intervals for selecting cases based on the total sample available for selection and the targeted sample size.

$$\text{Sampling Fraction} = \frac{n}{N} = \frac{20 \text{ sample size}}{65 \text{ total cases}} = 3.25 \text{ or } 3$$

Staff interviews. The OAR reentry program is staffed by three full-time reentry staff which includes two case managers, one employment specialist and one part time volunteer case manager. Given the small size of the reentry team, all staff members were invited to participate in the semi-structured interviews. While all staff were asked to be part of the interviews, participation was voluntary and staff were given the option to decline participation at any time. Each of the four staff members participated in the interviews and provided responses to all questions.

Client satisfaction survey. The target group for the client satisfaction survey was generated by volunteer participation of eligible clients receiving intensive services, defined as a participation in reentry programming for minimum of two times per week for a minimum of four weeks during the period of January 1, 2014 through June 30, 2014. A total of 56 clients were eligible to participate in the survey.

Instrumentation and Data Collection Procedures

The research design is based on a mixed methods case study approach which proposes to answer the proposed research questions through the administration of client satisfaction surveys, semi-structured staff interviews and document analysis in the form of case file reviews. Observations were also conducted of two semi-structured group workshop sessions.

Qualitative data collected using document analysis of key program policies and client case records were used to answer research question one, “How does OAR determine the needs of ex-offenders?” Quantitative data collected from the client satisfaction survey was used to answer research question two, “How well does OAR meet the needs of ex-offenders?” and staff interviews were used to answer research question three, “What challenges are faced by OAR in meeting needs of ex-offenders?” The following questions were used for conducting staff interviews:

1. Please provide your title and explain your role and daily activities in providing services to ex-offenders in the OAR reentry program.
2. What is your most useful tool, asset or resource used in your work with ex-offenders?
3. Please describe any challenges faced in meeting the needs of ex-offenders?
4. What tools or resources are needed to improve your ability to meet the needs of ex-offenders?
5. In your opinion, how well do you believe the OAR reentry program meets the employment needs of ex-offenders?
6. In your opinion, how well do you believe the OAR reentry program meets the housing needs of ex-offenders?
7. In your opinion, how well do you believe the OAR reentry program meets the substance abuse needs of ex-offenders?
8. In your opinion, how well do you believe the OAR reentry program meets the transportation needs of ex-offenders?

Data Analysis

Quantitative data were collected using the client satisfaction survey and qualitative data collected from the case file reviews, staff interviews and observations.

Data from the client satisfactions survey and case file reviews were analyzed using SPSS

statistical software. Qualitative data collected through the case file review were converted to nominal responses and entered into SPSS for conducting analysis. Frequencies and cross-tabulations were run to provide descriptive statistics on client demographics, to document client needs identified in the reentry plan and client intake forms and to determine the type and frequency of services received. Findings are organized in response to each of the primary research questions.

Chapter 4: Findings

The findings of this study are organized in response to each of the primary research questions and the methodology used to collect data. Using a mixed methods case study approach, this dissertation collected quantitative data using the OAR Client Satisfaction Survey and qualitative data using document analysis, semi-structured staff interviews and observation of group workshops.

The presentation of results proceeds in the following manner. First, case files are used to determine how OAR assessed the needs of clients, including methods used and data collected as part of the assessment process. Next, staff interviews are used to determine challenges face by OAR reentry staff members in providing services that meeting the needs of ex-offender clients. Lastly, a client satisfaction survey was used to indicate the level of client satisfaction with services provided in the OAR reentry program. Observations were conducted to provide the researcher with a better understanding of how program services are delivered and to assess the level of client participation and interactions between clients as well as the client and reentry program staff members. A review of client characteristics provides an overview of the type of clients accessing services through the OAR reentry program.

Characteristics of Ex-Offenders in the OAR Reentry Program

The case file review was conducted for clients who were no longer active in the program, but received intensive services (a minimum of 2-5 times per week for a minimum of four weeks) during the period of July 1, 2012 through June 30, 2013. A total of 65 cases were identified. Random sampling was used to select a 30% sample size which yielded a total of 20 files for the review.

Of the 20 files reviewed, 4 were female and 16 were male. The majority of clients served were African American, which represented 15 of the clients in the sample, four were Caucasian and one client was Asian. Of the four females served during the data collection period, two were African American and two were Caucasian. Table 1 provides a cross-tabulation of clients served by race and gender during the data collection period. All clients responded to this question on the assessment form; therefore there were no missing data for the race and gender data elements.

Table 1

Cross Tabulation of Race and Gender for Case File Review

Gender	Race/Ethnicity			Total
	African American	Asian	Caucasian	
Female	2	0	2	4
Male	13	1	2	16
Total	15	1	4	20

Demographic data collected on housing status revealed that at the time of registration, five clients indicated that they were currently homeless, eight clients were living with relatives or a friend, one client lived alone and one client was living in a shelter or other transitional housing. For five of the files sampled, clients did not provide a response to their housing status at the time of enrollment. Table 2 illustrates the housing status of clients at the time of enrollment based on race/ethnicity as well as gender.

Of the 15 clients who provided housing information, five were homeless at the time of enrollment. All five clients were male, four were African American and one was Caucasian. Eight clients were living with relatives or friends; six of the eight clients were

male and two were female. African Americans accounted for six of the eight clients living with relatives or friends; one client was Asian American and one client was Caucasian. The one client living in a shelter or other transitional housing was an African American male as well as the one client living alone.

Table 2

Cross-Tabulation of Housing Status at Intake/Enrollment by Race and Gender

	Homeless	Relative	Friend	Self	Shelter Other Housing	No Response	Total
Gender							
Female	0	1	1	0	0	2	4
Male	5	5	1	1	1	3	16
Total	5	6	2	1	1	5	20
Race/ Ethnicity							
African American	4	4	2	1	1	3	15
Asian	0	1	0	0	0	0	1
Caucasian	1	1	0	0	0	2	4
Total	5	6	2	1	1	5	20

Other demographic data collected as part of the case file review includes the highest level of education achieved, number of dependents, current or past history of substance use, access to medical insurance, military history and probation status. In assessing the highest level of education completed by OAR clients, data were collected for each record reviewed. Of the 20 records reviewed, all but one included information on

educational background. Data in Table 3 indicates that of the 19 clients providing educational background information on the reentry registration form, 15 indicated that they had completed a high school diploma; 12 were male and 3 were female. Four clients indicated they completed at least the 11th grade; all four clients were male.

When reviewing data on the highest level of education completed by race/ethnicity, the data indicates that 10 out of 15 of African Americans had completed a high school diploma or GED, while 4 out of 15 African Americans had completed at least the 11th grade; the one Asian client responding to this question had completed a high school diploma and all four Caucasian clients had completed a high school diploma or GED at the time of enrollment.

Table 3

Highest Education by Gender and Race

Gender	Highest Education Completed			Total
	11th Grade	HS Diploma GED	No Response	
Female	0	3	1	4
Male	4	12	0	16
Total	4	15	1	20

Race/Ethnicity				
African American	4	10	1	15
Asian	0	1	0	1
Caucasian	0	4	0	4
Total	4	15	1	20

Table 4 illustrates the number of clients who indicated that they were parents with dependent children. The chart also indicates the number of dependents noted by clients

as part of the registration and assessment process. The data indicates that 13 of the 20 clients providing data had no dependents, while four clients had at least one dependent, one client had two dependents and one client had four dependents. Of the 20 files reviewed one client did not provide a response.

Table 4

Frequency Distribution of Number of Dependents

Number of Dependents	n
0	13
1	4
2	1
4	1
No Response	1
Total	20

When asked about current or past substance abuse history, 13 out of 19 clients providing this data indicated that they had history of substance use in the past or were currently using illegal or legal substances as noted in Table 5. The reentry registration form did not collect data on the type of substance used. Data indicates that males accounted for the majority of clients with a history of substance abuse. Of those providing data on the reentry registration form, 9 out 15 men indicated they had past history or current substance abuse issues, whereas 4 out of 4 women stated they had past history or current substance abuse issues. Substance abuse history data was also analyzed by race/ethnicity for comparison with gender. The data reveals that 9 of the 14 African Americans, and 3 of the 4 Caucasian clients had substance abuse histories, as did the one Asian American in the sample.

Table 5

Current/Past History of Substance Use by Gender and Race

Gender	Substance Use			Total
	No	Yes	No Response	
Female	0	4	0	4
Male	6	9	1	16
Total	6	13	1	20

Race				
African American	5	9	1	15
Asian	0	1	0	1
Caucasian	1	3	0	4
Total	6	13	1	20

Data were collected on the reentry registration form to determine if clients had access to medical insurance at the time of enrollment. Table 6 indicates that only three of the 20 clients had medical insurance at the time of enrollment. Of the 20 files reviewed all clients responded whether or not they had access to medical insurance.

Table 6

Access to Medical Insurance

Race	n
No	17
Yes	3
Total	20

Military history was also a data element collected on the reentry registration and assessment forms. The registration form asked clients if they had past military history and the assessment form asked clients if assistance was needed to obtain a veteran ID

card or other veteran benefits. Table 7 indicates that there was only one of the 20 clients indicated they had previously been a member of the military.

Table 7

Military History

Military History	n
No	19
Yes	1
Total	20

Of the sample of 20 files reviewed, Table 8 indicates that 11 clients were actively on probation at the time of enrollment. One client did not respond to this question.

Table 8

Probation Status

Probation Status	n
No	8
Yes	11
No Response	1
Total	20

Research Question 1: How does OAR determine the needs of ex-offenders?

The first research question seeks to understand how OAR assesses the needs of clients, at what point in the enrollment process assessments are conducted, the type of assessment instruments used and the type of data gathered from the assessment process. In order to answer this question, data were collected using document analysis by conducting a review of client records. Four forms were selected as part of the review:

the *OAR Reentry Registration Form*, the *OAR Reentry Assessment Form* and client *progress notes and case notes*. The registration form collected a broad range of information about clients, including demographic information, housing status, substance abuse history, history of convictions and most recent incarceration. The registration form also provided clients an opportunity to state needs for transportation services, clothing or food.

The reentry assessment form collected similar information, but focused on gathering information on services and resources needed. Types of assistance requested on the form includes a request for assistance in obtaining legal documents, such as driver's license, birth certificate, social security card, military discharge papers, or copies of other documents such as a high school diploma or GED. The form also sought to document medical history and current access to health insurance, substance use history, housing status and the number of dependents. For purposes of this dissertation, data on criminal histories was not collected and all personal identifiable information, including offense information and criminal histories was redacted. Only data on the current probation status was available for data collection and analysis. Given the similarities of data collected on the separate forms, this analysis combined information collected on the reentry assessment and registration forms and produced a single analysis of needs.

Table 9 illustrates the types of data elements and source for each element reviewed as part of the case file review. The chart is separated by demographic information and identified needs. Where data elements were present on both forms, or clients provided conflicting information between the two forms, demographic information was used from the reentry registration form and needs were collected from

the reentry assessment form. An exception is noted for transportation needs, which is only collected on the registration form. Both forms are collected as part of the intake and orientation process and serve the purpose of gathering background information about the client in an effort to assist in the delivery and coordination of services based on the client's background and immediate needs.

Table 9

Source Data for Case File Review

Data Element	Registration Form	Assessment Form	Both
<i>Demographic Information</i>			
Gender	×		
Ethnicity	×		
Housing Status			×
Homeless Status	×		
Marital Status	×		
Dependents			×
Highest Education Completed	×		
Military History	×		
Substance Abuse History			×
Health Insurance			×
Probation Status	×		
<i>Needs Identified</i>			
Social Security Card		×	
Birth Certificate		×	
Driver's License		×	
Alien Registration		×	
Passport		×	
Veteran's ID Card		×	
High School Diploma/GED		×	
Transportation	×		
Clothing		×	
How did you hear about OAR?		×	

Documented Needs of OAR Clients

On the reentry assessment form, clients were asked to indicate which of the items in Table 10 they needed assistance in obtaining. Of the items listed, the most highly requested need was transportation, with 13 out of 20 clients indicating a need for transportation assistance followed by 8 out of 20 of clients requesting clothing support. Other documented needs include assistance obtaining a social security card, birth certificate and driver's license, as five clients indicated a need for both a social security card and birth certificate, with three clients indicating a need for a driver's license. No clients indicated a need for an alien registration card, passport or veteran's identification card and three clients indicated a need for academic assistance.

Table 10

Documented Needs (N=20)

Documented Need	Yes	No
Social Security Card	5	15
Birth Certificate	5	15
Driver's License	3	17
Alien Registration	0	20
Passport	0	20
Veteran's ID Card	0	20
Academic Assistance	3	17
Transportation	13	7
Clothing	8	12

The primary service provided by OAR is employment advising and placement support for ex-offenders who are within six months of release from prison or jail. Based

on data collected during the assessment and intake process, the typical client served by OAR is African American males with prior substance abuse history. Most clients have completed a high school diploma and are currently on probation at the time of enrollment. The majority of clients served have somewhat stable living arrangements and are living with friends and relatives, but regularly need transportation and clothing assistance as well as assistance with obtaining legal documents such as a driver's license, birth certificate or a social security cards.

Question 2: What challenges are faced by OAR in meeting needs of ex-offenders?

The second research question seeks to understand what challenges are faced by OAR staff members as they attempt to address the needs of clients in the program. Staff interviews were used as the primary method of collecting data on methods and strategies used to provide services to ex-offenders. During the interview process, staff members were asked to respond to the following eight questions regarding their role in the program, personal or professional assets used in delivering services to ex-offenders and any challenges encountered in providing services as well as their overall view of effectiveness of program services.

1. Please provide your title and explain your role and daily activities in providing services to ex-offenders in the OAR reentry program.
2. What is your most useful tool, asset or resource used in your work with ex-offenders?
3. Please describe any challenges faced in meeting the needs of ex-offenders?
4. What tools or resources are needed to improve your ability to meet the needs of ex-offenders?

5. In your opinion, how well do you believe the OAR reentry program meets the employment needs of ex-offenders?
6. In your opinion, how well do you believe the OAR reentry program meets the housing needs of ex-offenders?
7. In your opinion, how well do you believe the OAR reentry program meets the substance abuse needs of ex-offenders?
8. In your opinion, how well do you believe the OAR reentry program meets the transportation needs of ex-offenders?

Given the small number of staff and to protect anonymity, responses have been aggregated and references to the responses will be noted as “staff”, “staff members” or “program staff” to account for the general views of the OAR reentry team which includes two case managers, one employment specialist and one part time volunteer case manager. During the interviews, staff members were asked to provide their title and explain their role in the program to include daily activities and how they go about providing services to ex-offenders in the OAR reentry program. Staff indicated that they generally saw themselves as coaches and facilitators providing a variety of services, some administrative in nature such as client registration, intake and data entry as well as supporting job development which might include resume writing, conducting mock interviews or coordinating weekly workshops to support clients in meeting their goals. In order to be responsive to the needs of newly released clients, staff highlighted that they sometimes conducted registration on a walk-in basis and orientation with clients one-on-one.

The second question focused on highlighting tools and resources that staff members regarded as most useful in providing services to ex-offenders. The most frequently noted assets or resources were past experience in serving at-risk populations

such as adult or juvenile offenders and a background in counseling or mental health. Other resources noted include print resources such as the Virginia Ready to Work Toolkit and other online resources for working with ex-offenders. Some staff members interpreted this question outside of education, professional experience or physical assets and highlighted personal emotional assets such as empathy as a tool that is helpful in working with ex-offenders, noting that showing empathy assists program staff in building relationships and establishing trust between the client and service provider.

In the third question, staff members were asked to describe any challenges faced in meeting the needs of ex-offenders. Staff members indicated that it is often very difficult to find employment for clients with a criminal background. One staff stated, “Clients need a job and it’s difficult to deliver on that because of legalized employment discrimination”. Other employment-related challenges include establishing relationships with employers, which staff members believe is critical to assisting clients with finding jobs, specifically for clients with limited skills and low academic achievement in addition to a criminal background. The mental health of clients and lack of services to meet the mental health needs of clients was emphasized as a challenge to serving ex-offenders. The stigma and labels placed on ex-offenders was also noted as a challenge when working with community-based organizations to coordinate services for clients. Stigma was believed to be a barrier within the organization as reentry program staff generally felt that there is a lack of connectedness among OAR leadership to the core issues facing ex-offenders. Specifically, staff noted that they felt that leadership within the organization supported the mission of transforming the lives of ex-offenders, but did not have intimate knowledge of issues facing ex-offenders and as a result did not feel that leadership staff

were able to fully advocate for funding, build key relationships or build on evidence-based practices. Lastly, program staff highlighted a need for sensitivity training among employers and community-based service providers as well as expanded communications courses that focused on topics of “political correctness” in talking about their past experiences and basic socialization skills.

The fourth question inquired about what tools and resources were needed to improve the staff’s ability to meet the needs of ex-offenders. Responses ranged from a need for additional training for community-based partners, to training for staff on how to go about establishing relationships with employers, to specific program-related resources such as a request for additional case management and placement staff to assist in developing jobs for clients and conducting short and long-term follow-up services to support clients with job retention. Staff members expressed a need for expanded program services such as a transitional jobs component that would assist clients in making the transition from prison to work while building work history and trustworthiness with employers. In addition to the adoption of a transitional jobs model, staff members suggested using more evidence-based decision making to determine the types of reentry services that should be offered to clients. Program staff also addressed the desire to have more transparency in program operations and decision-making. Staff members generally wanted a more open form of communication as they currently did not feel they could give open and honest feedback to leadership about how to improve the program. Staff members noted that they did not feel that their ideas were taken seriously and would likely not be implemented.

The following four questions asked for the staff's personal opinion on how the OAR program meets the employment, housing, substance abuse and transportation needs of clients. As it relates to how well the program meets the employment needs of ex-offenders, staff members provided responses ranging from very well to average. Staff members who provided a positive assessment stated that positive client feedback supports their view of how well the program is doing in assisting clients with getting a job when the client refers their friends and family to the program and the clients call or come back to thank the staff for getting them a job. The staff members who responded that employment support was average suggested that case managers should work more closely with employment advisors to coordinate services for clients. Staff members also believed that the program could do a better job of working with employers after clients are placed to support job retention and employer relations. Other responses from staff members suggested that the program should be more structured and could be better organized in providing employment advising and counseling by offering more staff training on how to work with ex-offenders.

When asked how well OAR meets the housing needs of clients, staff members were generally unclear about how housing support services are provided to clients. Staff members noted that these services are coordinated by one or two staff in the program using referrals and were aware that there is a formal process in place. Staff members were able to name some of the referral services, such as Arlington County Shelter, and indicated that some referrals are conducted through phone intake with other community-based organizations.

Program staff felt the program met the substance abuse needs of clients “as well as we can” given the limited resources for substance abuse treatment. Arlington County Behavioral Health Services was provided as a resource; however, staff members stated that clients are often turned down for services due to lack of resources or due to the fact that clients were considered low risk. Staff members admitted that it is often difficult to assess substance abuse needs because clients don’t speak openly about their substance use issues.

The final question inquired about how well staff members believe OAR meets the transportation needs of clients. Staff members felt that the program did a great job at providing transportation support to clients and highlighted the provision of transportation vouchers as incentives, but stated that these resources are constrained by the program’s budget and that more funding was needed to provide these critical services for clients.

Research Question 3. How well does OAR meet the needs of ex-offenders?

The final research question provides insight into how the client perceives the benefit of services provided in the OAR reentry program. The OAR Client Satisfaction Survey was used to measure client satisfaction with services using a five point Likert Scale. Clients were asked to document services received and measure their value in meeting the intended need. The survey was administered to active clients receiving intensive services for a minimum of four weeks during the period of January 1, 2014 through June 30, 2014. The survey was administered to a total of 56 clients. A total of 35 clients completed the survey for a response rate of 63%. OAR offered an incentive of \$25 to clients who completed the survey. Clients were provided an option to complete a paper survey or online survey through Survey Monkey. While the exact reason why the

some clients did not complete the survey are unknown, some clients may see the completion of the survey was seen as a waste of time, others may feel they did not have anything to contribute or are generally uncomfortable providing personal information to in this format.

Client Satisfaction Survey Results

Demographic Information. Demographic information collected on the survey indicates that the OAR clients who completed the survey range in age from 20 to 64 years old, with a median age of 41 years old. Of the 34 respondents providing gender information on the survey 7 were female and 27 were male. One client did not respond to this question on the survey. The ethnic background of survey respondents revealed that 28 were African American, 4 were Caucasian, and 5 were of mixed race; two clients did not respond to this question.

Primary Reason for Coming to OAR. Survey question four was structured as an open-ended response and asked respondents to indicate in their own words their primary reason for coming to OAR.

Survey respondents provided a variety of reasons for why they came to OAR to receive reentry services. Table 11 illustrates that the majority of clients indicated a need for employment assistance and overall support in getting back on their feet following a recent release from prison. There were 13 clients who stated employment assistance as the primary reason for coming to OAR and 15 clients who came for general support and assistance with transitioning or “getting back on their feet” after prison. Four clients came to OAR for fellowship with others experiencing challenges related to reentry while four clients indicated that they were interested in support services such as clothing or

transportation assistance. One client sought out OAR as an option for completion of court-mandated community service and two clients were specifically interested in attending the communication workshop.

Table 11

Reason for Coming to OAR

Primary Reason for Coming to OAR	n
Employment Assistance	13
Getting Back on Feet/Life Change	15
Communication skills	2
Community Service	1
Support Services	4
Fellowship Networking	4

Services Received at OAR. Survey question five asked respondents to select which of the seven program services they received while participating in the program. Respondents were given the option to select more than one service. No survey respondents skipped this question; therefore the data provided in Table 12 represents the most frequently used services during the data collection period based on the responses of the 35 clients who completed the survey.

A combined measure of services received indicates that of the 35 clients responding to the survey, six clients received all seven services; three clients received six services; five clients received five services; five clients received four services; seven clients received three services; three clients received two services; and six clients received at least one service. A review of services selected by race and gender reveal that although participation for any service was voluntary and based on client choice, African American clients (both male and female) tended to participate in a higher number of

services, between five to seven services per clients; whereas, Caucasian clients chose to participate in a smaller number of services, ranging between two and five per client. The variance in service participation rates suggests that Caucasian clients were more targeted in the services selected or were assessed as needing fewer services during the intake and assessment process. Generally, African American females also tended to participate in a higher number of services, at six to seven per client. There were two African American clients who responded to receiving one to three services each. Thus, the data indicates that while African American females participate at varying levels, participation is likely based on a need for services or a perceived value of future benefit in supporting efforts to successfully reintegrate back into the community. Similar to Caucasian clients, the level of participation in services may be driven by an individual assessment of needs in addition to client choice.

Table 12

Services Most Frequently Used (N=35)

OAR Program Service	Client Participation	
	Yes	No
Employment Advising	25	10
Social Events	23	12
Advocacy Group	25	10
Individual Coaching with Jenny	23	12
Communication Workshop	15	20
Tuesday/Thursday Evening Job Search	15	20
Individual Mentoring and Tutoring	12	23

Measure of Client Satisfaction. The next section of the survey is broken into two groups of responses; one to measure satisfaction with specific services and the other to measure overall satisfaction with the program. Survey questions six through twelve

sought to gauge client satisfaction with each of the core services provided in the OAR Reentry Program. Survey respondents were asked to indicate their satisfaction using a five point Likert Scale choosing from items labeled “Strongly Agree”, “Agree”, “Neither Agree or “Disagree”, “Disagree” and “Strongly Disagree”. An additional response selection of “N/A -Did Not Receive Services” was added to capture clients who did not participate in the service referenced in the survey question. Survey questions thirteen through eighteen measured overall satisfaction with the program and used the same five Likert Scale responses for questions six through twelve, but added a response of “NA-Don’t Know” for clients who may have felt they did not have sufficient experience with or knowledge of the program to respond using Likert Scale responses.

Findings from this section of the survey are displayed using pie charts to illustrate client responses to each question, but also to assess the frequency of selection of each Likert Scale item. Not all charts include data on each of the five points within the scale. Data is represented as percentages of total respondents responding to a particular question. Respondents were given the option to skip questions; therefore the total percentage is based only on the number of respondents answering a particular question and not the total number of survey respondents. The survey question is included in the title of each chart.

Client Satisfaction with Individual Services Received. Question 6 (Figure 1) indicates that the purpose of the employment advising services is to help clients market themselves to employers. Respondents who received these services were indicating in their response how well they believe the program prepared them to market themselves to employers. Employment advising services include individual employment advising,

individual and group job search, interview skills workshops and “dress for success” sessions which assists clients in understanding how to dress for an interview. Survey results indicate that the majority of clients felt well prepared to market themselves to employers. In figure 1 and the remaining figures showing the assessment of services, the percentage breakdown for all responses is provided including the percentage of respondents who did not take part in employment advising services or did not answer the question. The discussion of these figures will focus on the variation in the satisfaction level for respondents who reported receiving the service. In figure 1, excluding the three respondents who did not receive the service, 29 clients (91%) indicated “strongly agree” or “agree” that employment advising services helped them market themselves to employers. Two clients provided neutral responses, whereas one client did not feel the program’s employment advising services prepared him or her to market themselves to employers.

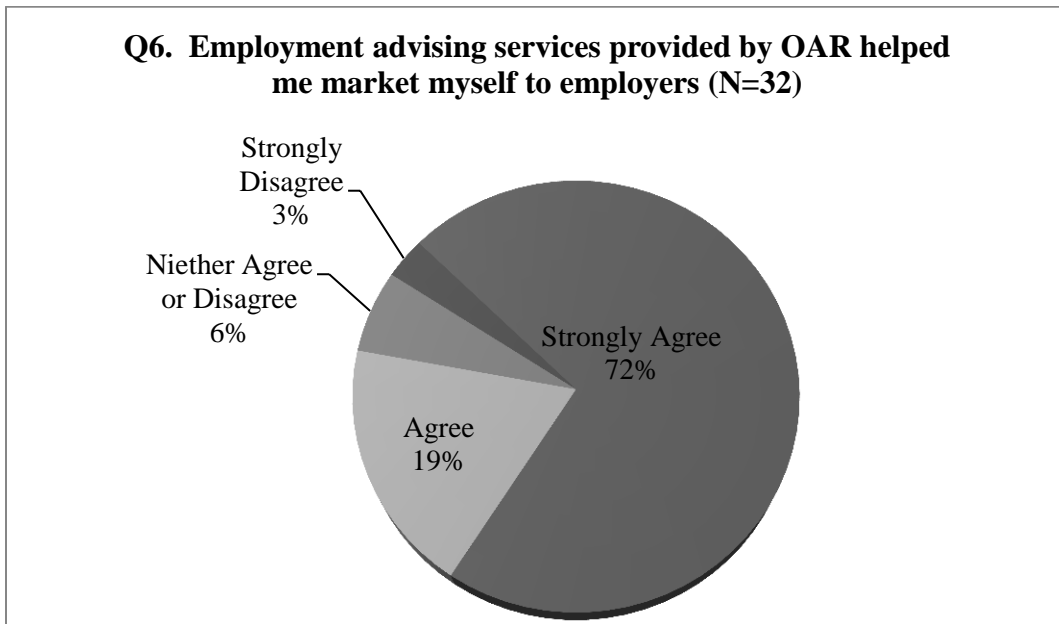


Figure 1: Client Satisfaction with OAR Employment Advising Services.

OAR hosts monthly social and community events to assist clients in building pro-social relationships. Social events are used as a strategy to ease the transition of ex-offenders back into the community and may include group sports activities, history or cultural events, restaurant outings or a professional speakers forum. As indicated in Figure 2, the majority of clients who received this service felt that social events provided by OAR assisted in building positive relationships and increasing personal self-esteem with 28 clients (93%) responding “strongly agree” and “agree”. Only one client provided a neutral response and one client “strongly disagreed” indicating that they did not feel that the program assisted in providing positive social relationships or did not assist in building self-esteem.

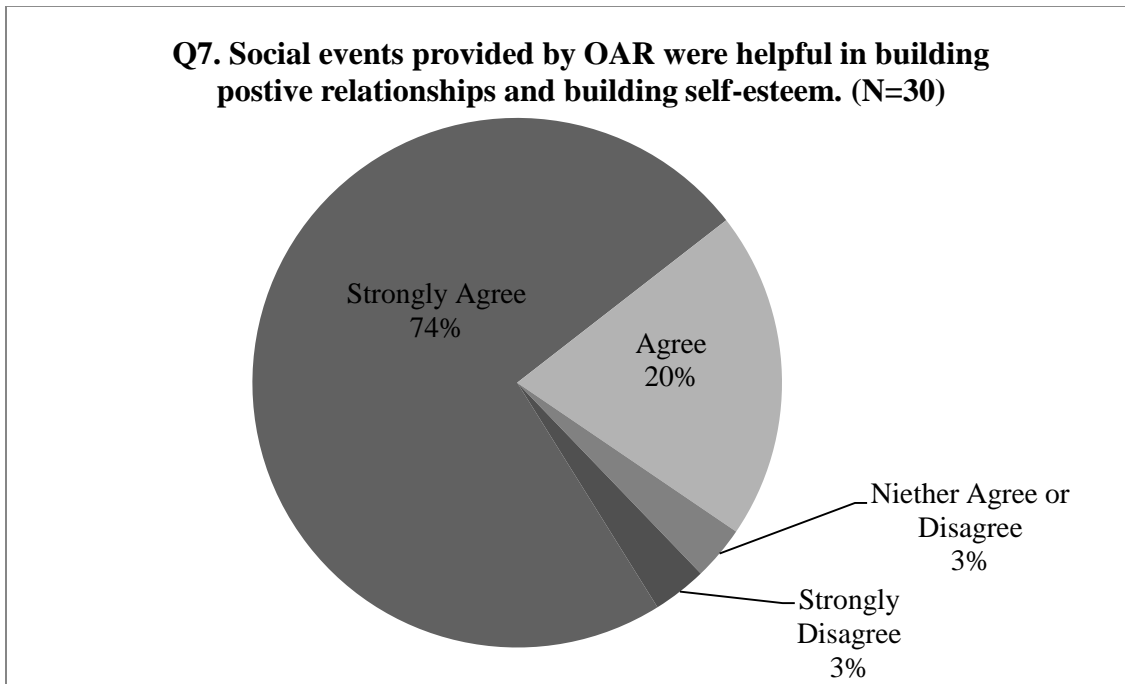


Figure 2: Client Satisfaction with OAR Social Events.

The OAR Advocacy and Leadership Group provides a forum for clients to share their experiences related to transitioning out of prison and back into the community.

Clients receive feedback and support on how to advocate for themselves in procuring services from community-based providers, how to conduct themselves in legal and professional environments as well as understanding how to cope with and address the negative stigma of being an ex-offender which includes how to speak about their past crimes. Figure 3 indicates that of the clients attending the OAR advocacy and leadership group, 29 clients (97%) responded “strongly agree” and “agree”. One client indicated “strongly disagree”.

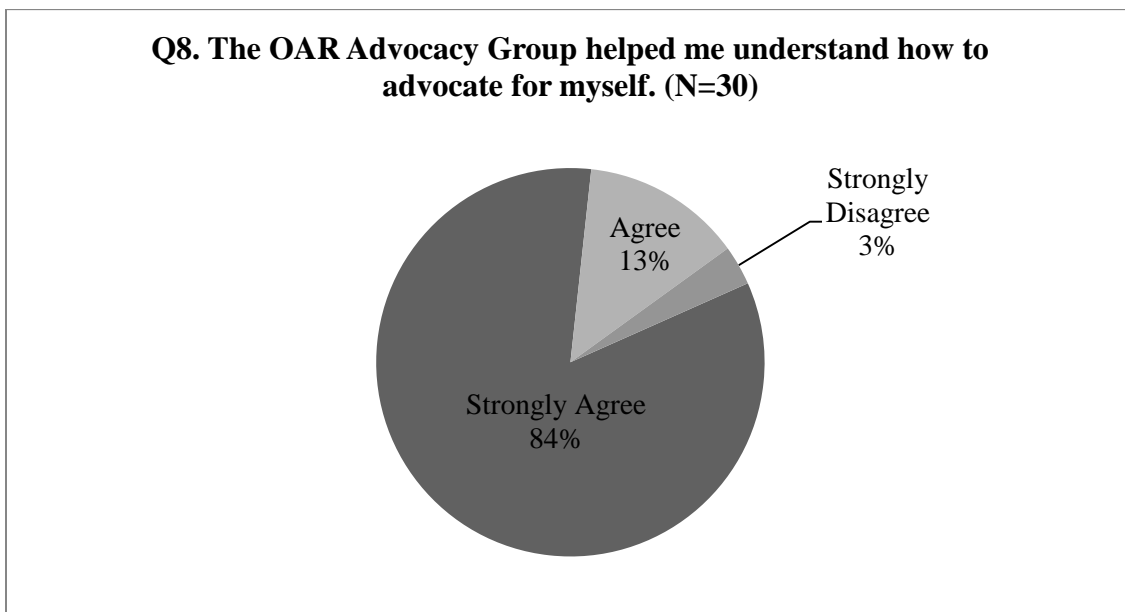


Figure 3: Client Satisfaction with the OAR Advocacy Group.

Individual coaching services assist clients in developing short and long-term goals while working to identify strategies for successful job search and placement. Survey question nine seeks to measure client satisfaction with coaching services provided by a specific staff person. The OAR Reentry Program Director indicated that clients would be more familiar with the service and provide a more accurate response if the question referenced the staff person providing the service. The name of the staff member was also

added so that clients would be able to distinguish between coaching services and other services addressing similar topics such as the communications workshop.

Data illustrated in Figure 4 indicates that of clients receiving coaching services, 27 clients (93%) indicated that they “strongly agree” or “agree” that coaching services provided by OAR staff were useful. One client provided a neutral response of “neither agree or disagree” and one client provided a response of “strongly disagree”, noting they did not find coaching services helpful or useful.

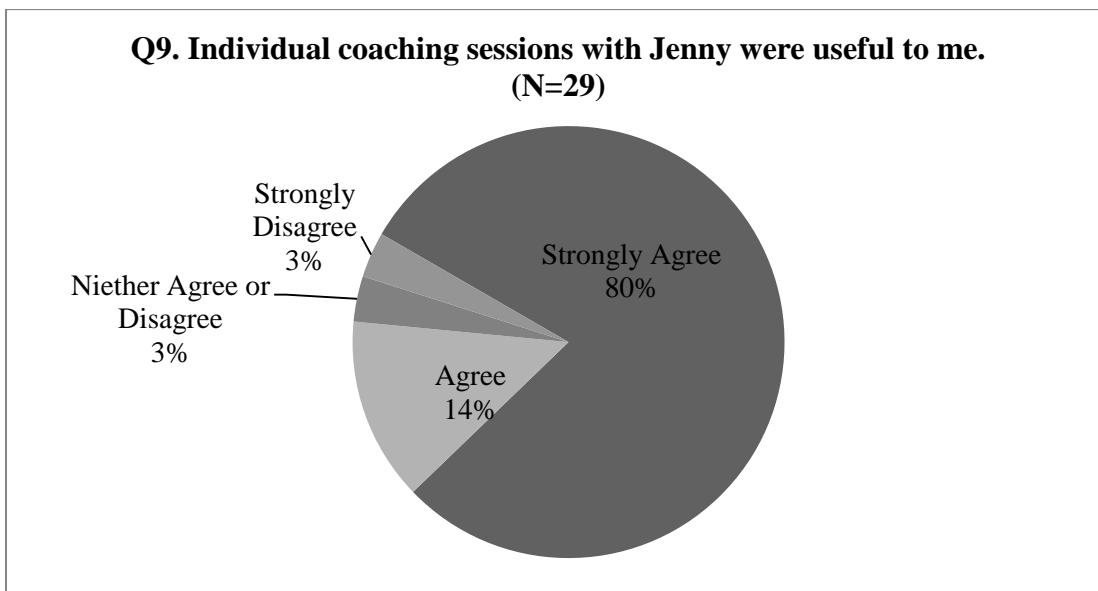


Figure 4: Client Satisfaction with Coaching Sessions.

The OAR Communication Workshop is offered in a group setting twice a week over an eight week period. Workshops include topics such as resiliency, forgiveness, disclosure and effective listening and communication. Participants are given opportunities to practice new skills gained while supporting their peers in applying techniques and strategies learned. Data in Figure 5 indicates all survey respondents who participated in the OAR communication workshop felt their communication skills

improved as a result of participating in the workshop series, as 100% of respondents receiving the service provided a response of “strongly agree or “agree”.

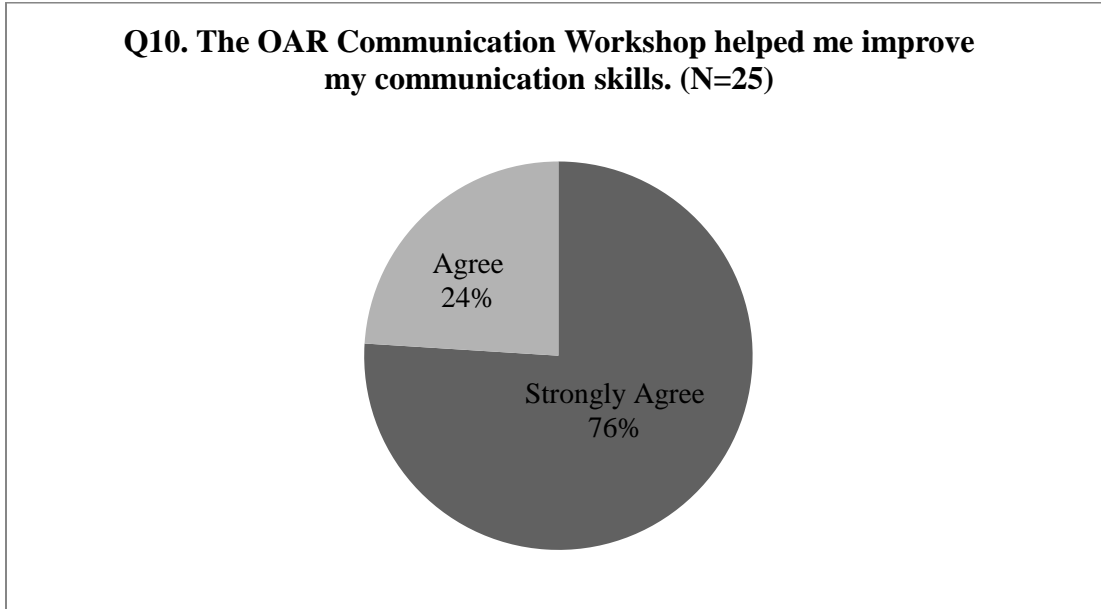


Figure 5: Client Satisfaction with the OAR Communication Workshop.

OAR provides support to clients in locating and applying for jobs. Services are provided twice a week in the evening and are open entry. Reentry staff members are available to answer questions and assist clients in completing online applications, creating or editing their resume and conducting online job searches. Data in Figure 6 indicates that 20 clients (91%) responded “strongly agree” or “agree” noting that the Tuesday/Thursday evening job search has helped them find and apply for jobs. Two clients provided neutral responses of “neither agree or disagree”.

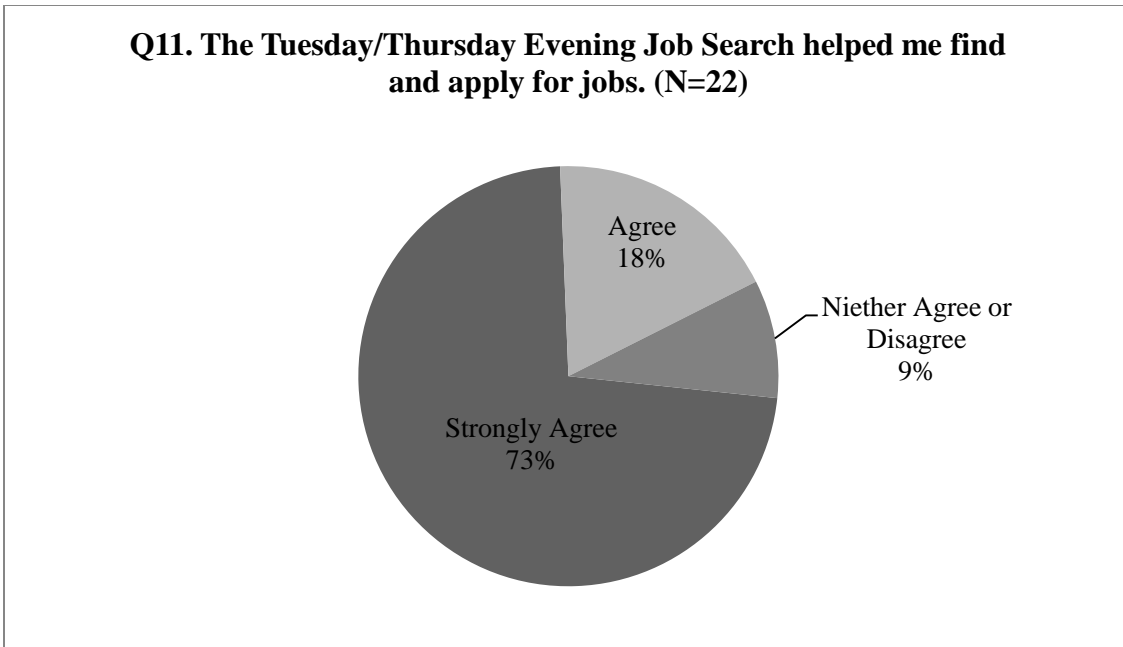


Figure 6: Client Satisfaction with the Evening Job Search.

Another service provided by the OAR reentry program includes basic academic support and personal mentoring on an as needed basis. Nearly all clients receiving this service indicated that they felt services were tailored to their individual needs. Data in Figure 7 indicates that 23 clients (96%) responded “strongly agree” or “agree”. One client provided a neutral response of “neither agree or disagree”.

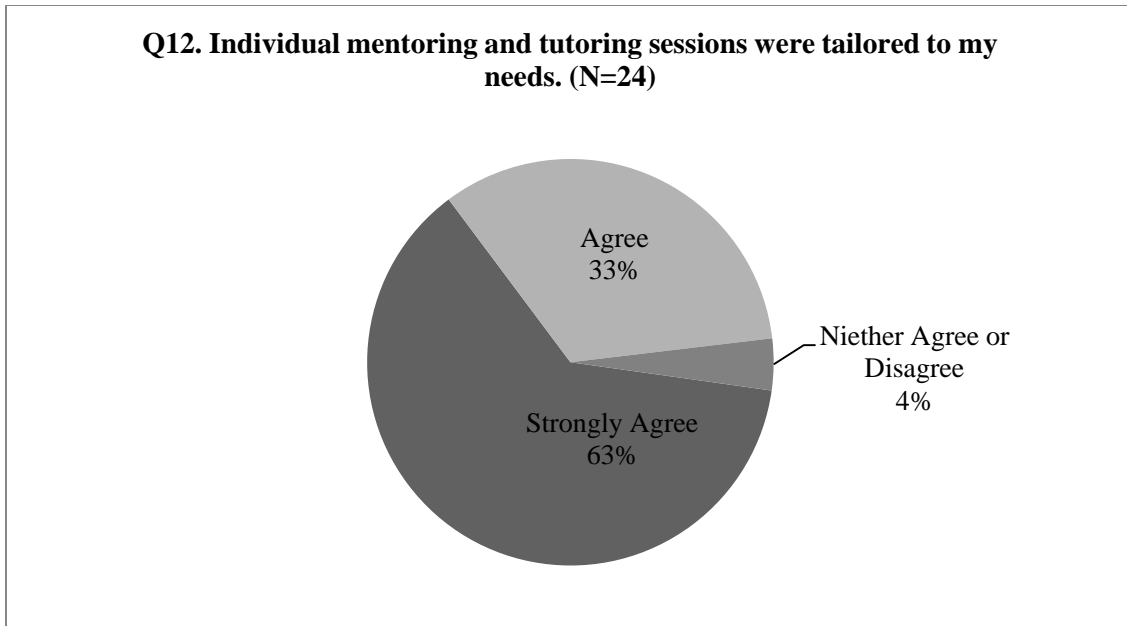


Figure 7: Client Satisfaction with Individual Tutoring and Mentoring Sessions.

The next group of survey questions measured client satisfaction with the OAR reentry program based on their overall experience in the program. Survey respondents were asked to rate their perceptions on staff knowledge, how involved they were in the development of their individual reentry plan, how well the program met client expectations and if clients would refer family and friends to the OAR reentry program based on their experience.

Overall Client Satisfaction with the Reentry Program

The next set of survey responses indicates the level of overall client satisfaction with the reentry program. Clients are asked to provide their assessment of the program based on their likelihood to refer family or friends to the program, perceived staff knowledge, how welcomed they felt, and if the program met their individual needs for why they chose to receive services through the OAR reentry program. Clients were also

asked to indicate their level of involvement in the development of their individual reentry plan and

Data noted in Figure 8 indicates that the nearly all clients responded that they believed OAR provided services that met their individual needs as 34 clients (97%) responded “strongly agree” or “agree”. One client provided a neutral response of “neither agree or disagree”. Thus, it appears that the occasional lower rating of specific services covered in questions six through twelve did not reflect a general dissatisfaction with the usefulness of services.

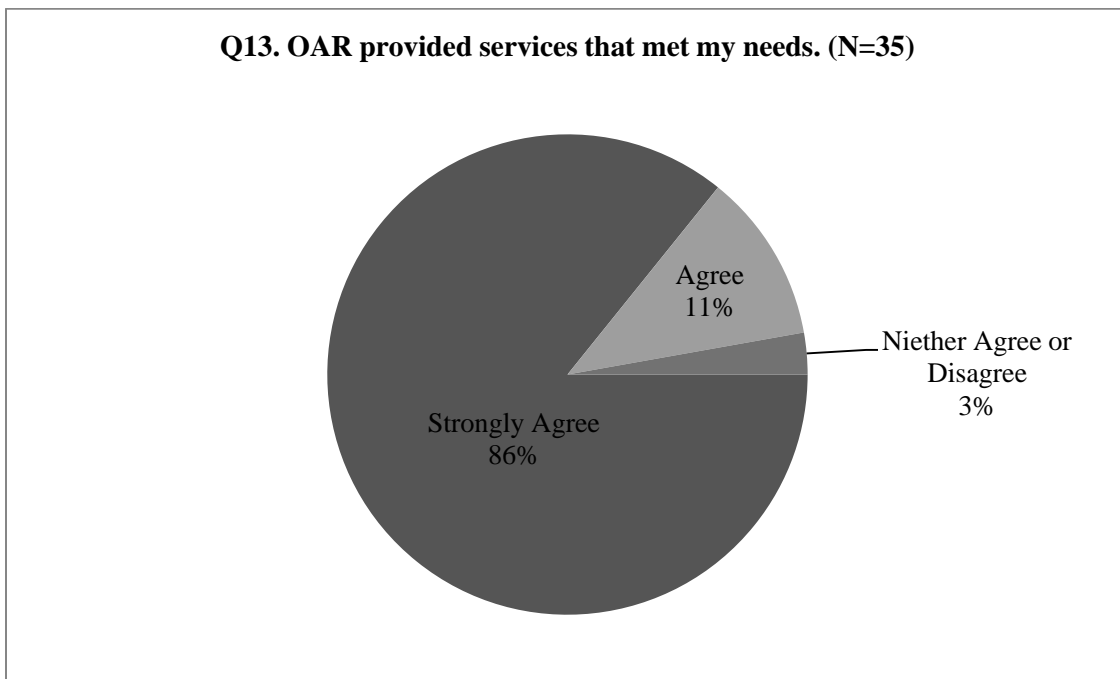


Figure 8: Overall Assessment of Needs Addressed by OAR Services.

OAR bases its program model on creating an atmosphere of respect and trust where clients feel welcome and valued. Question 14 seeks to measure how ex-offenders perceive their initial interactions with staff in the program. Figure 9 indicates that all clients responding to the survey indicated that they felt welcomed by OAR reentry staff;

all 34 clients (100%) noted that they “strongly agree” or “agree,” acknowledging that they felt welcomed by OAR reentry program staff members.

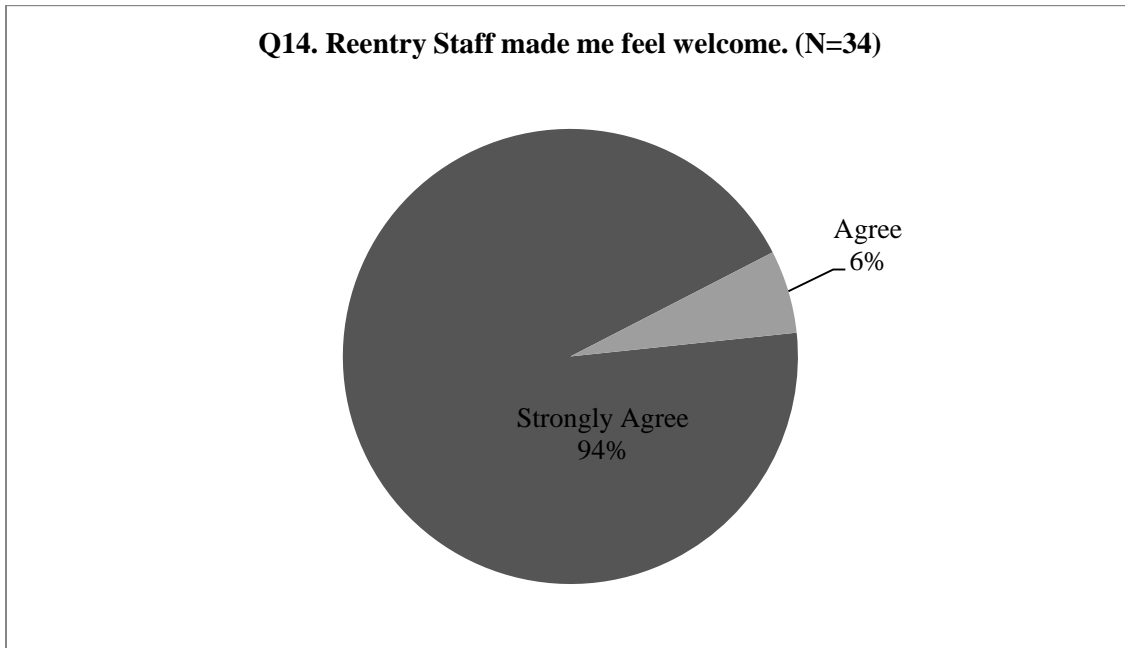


Figure 9: Overall Assessment of Customer Service provided by OAR Reentry Staff Members.

Clients were asked to assess staff knowledge in providing services that meet the needs of ex-offenders. Figure 10 illustrates that of the 35 clients responding to the survey, 34 clients (97%) responded “strongly agree” or “agree” and one client indicated that he/she did not know if staff were knowledgeable. Responses to question 15 indicate that clients felt generally confident that OAR reentry program staff possess the knowledge and skills necessary to be deliver services that meet the needs of ex-offenders.

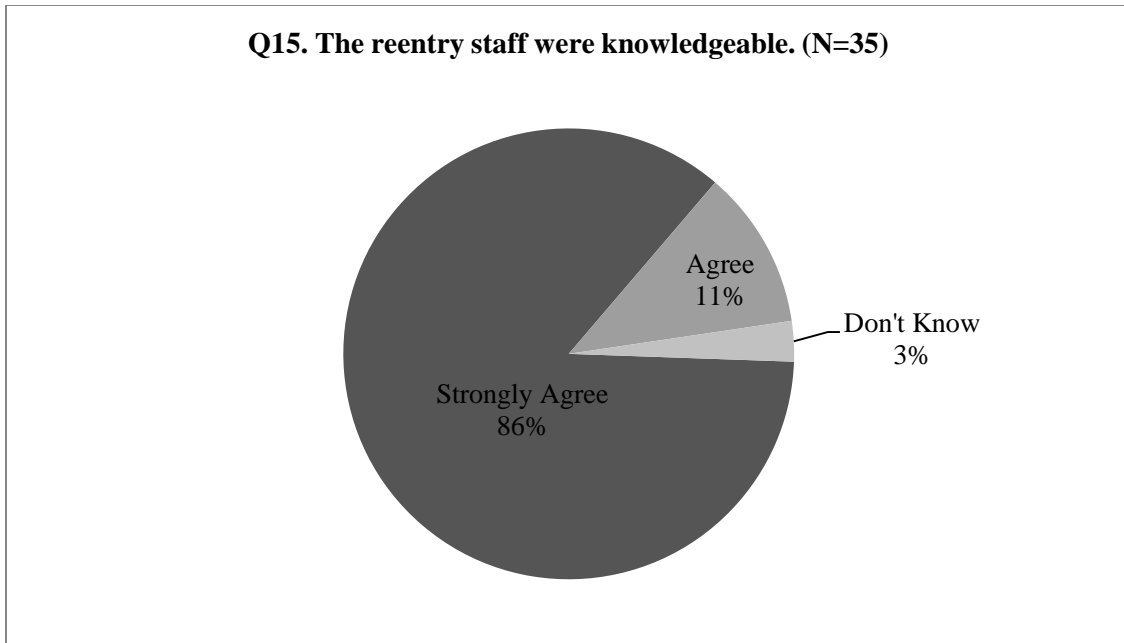


Figure 10: Client Assessment of Staff Knowledge.

The foundation of OAR’s service delivery model uses a strengths-based or “solutions-focused” framework in working with clients. The solutions-focused approach requires that clients be an active part of the planning and brokering of services that support their own transition and reintegration with the community. Question 16 asked clients to indicate if they were actively involved in the development of their personal reentry plan. Data shown in Figure 11 indicates that 32 clients (91%) noted that they “strongly agree” or “agree” that they were actively involved in creating their reentry service plan. One client provided a neutral response of “neither agree or disagree”, while two clients noted that they did not know or were unsure if they had been involved in developing their reentry service plan.

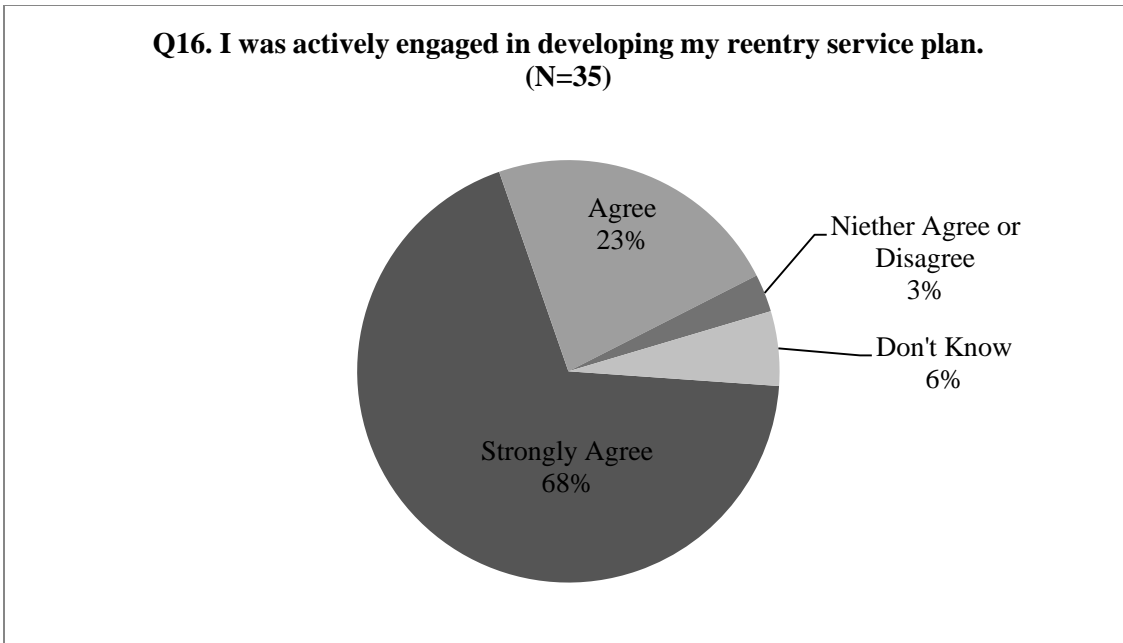


Figure 11: Client Engagement in Development of Personal Reentry Plan.

When asked if the OAR Reentry program met client expectations, data in Figure 12 indicates that 31 clients (97%) indicated “strongly agree” or “agree”. One client provided a neutral response of “neither agree or disagree”.

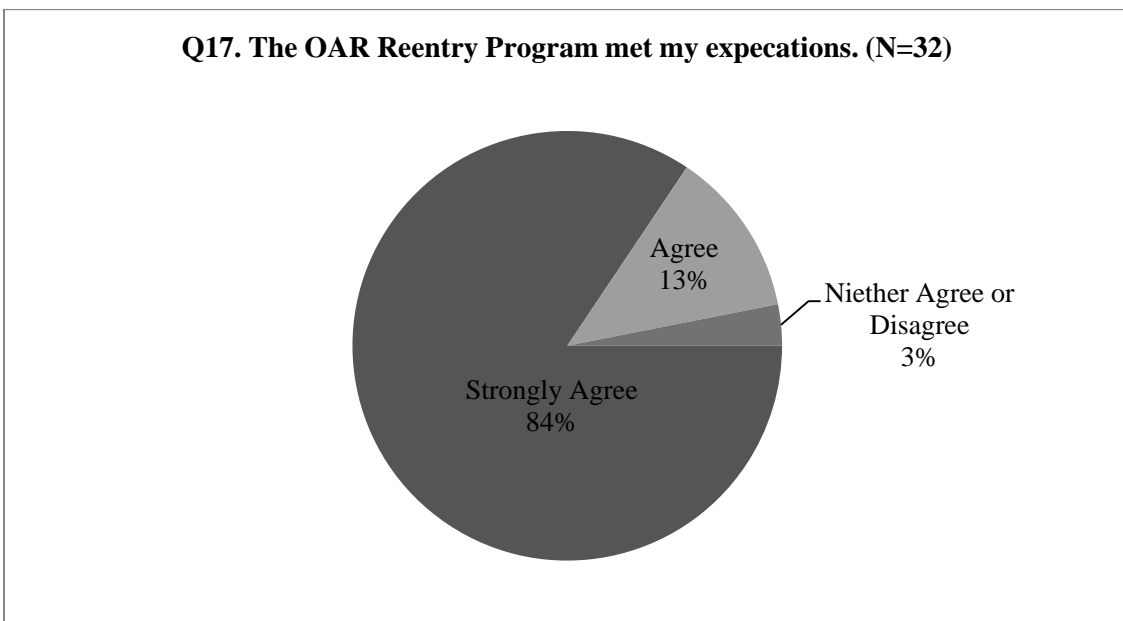


Figure 12: Overall Satisfaction with OAR in Meeting Individual Client Expectations.

The final survey question sought to determine the percentage of clients who had received services in the OAR reentry program and who would refer friends and family members in need of services. Figure 13 indicates that of the 35 clients responding to the survey, 34 clients (97%) provided an affirmative response to referring family and friends. One client indicated that he/she did not know if he/she would refer family and friends to the OAR reentry program.

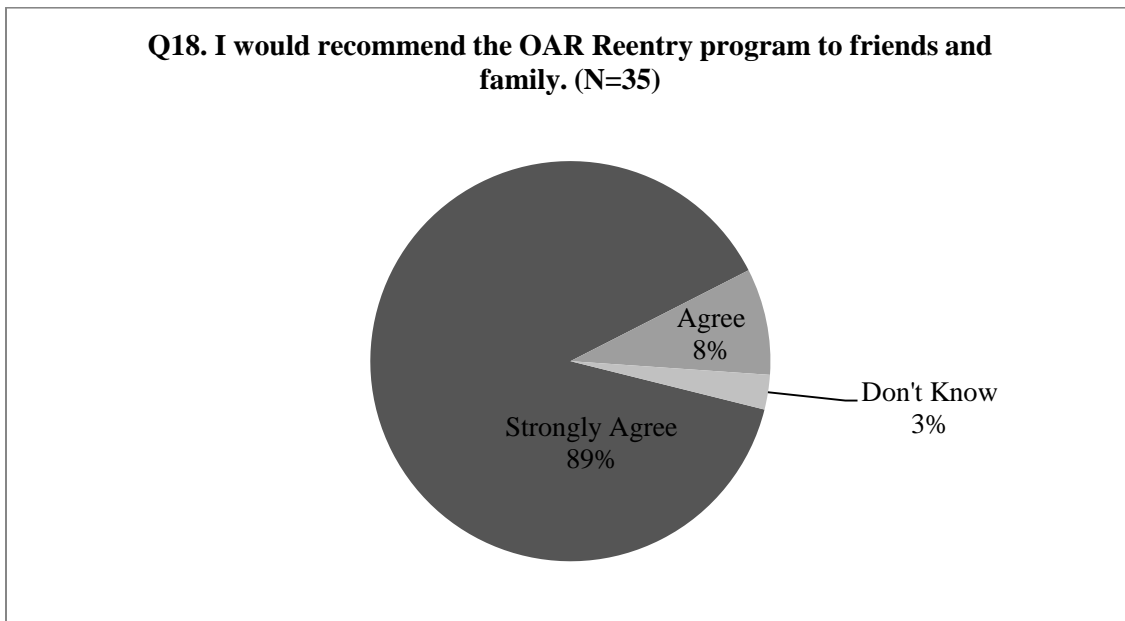


Figure 13: Percent of Clients Recommending OAR to Family and Friends.

Open-Ended Survey Questions. The final section of the survey (questions 19 through 21) were open-ended questions that asked clients for feedback on how OAR could improve services, if there were services needed not provided by OAR and if they were receiving services outside of OAR. Question 19 asked “Please share your comments on how we can improve the OAR reentry program services”. Not all clients responded to this question; however, those who provided responses indicated that OAR reentry services could be improved in the following ways:

- “Improve relationships with employers that hire ex-offenders”.
- “Host job fairs at OAR with employers that are willing to hire ex-felons”.
- “Make sessions longer”.
- “Offer transgendered services”.
- “More resources for transportation”.
- “More sporting events”.
- “Contact clients by phone, not all of us have access to email”.
- “More programs that are for long-term reentry”.

The remaining responses noted that clients were generally pleased with services provided by OAR and clients responded that the program is “fine the way it is”. Some clients used this opportunity to thank OAR staff for a job well done and acknowledged OAR for helping them get back on their feet after being released from prison.

Question 20 on the survey asked clients, “Are there services needed that are not provided by OAR?” Survey respondents provided the following responses:

- “Housing assistance”.
- “More job search times.”
- “Transportation for school”.

Other written responses included feedback such as, “not that I can think of” and “seems like everything is covered”. A need for housing assistance was the most frequently noted service and was listed by six different clients responding to the survey.

The final question asked clients, “Are you receiving services by other organizations not provided by OAR?” The majority of respondents indicated that they were not receiving services by organizations outside of OAR. Nine clients noted that

they were receiving services outside of OAR; and eight clients provided additional information about the type of service received or the organization providing the service.

Feedback provided includes the following services and service providers:

- Department for Aging and Rehabilitative Services (DARS)
- Department of Health Services Drewery Center (DHS)
- Food assistance
- Transportation services through Richard Scott at Job Avenue
- Vouchers for medical visits

Open-ended survey questions sought feedback on how OAR can improve services and if clients were receiving services outside of the OAR reentry program. In general, clients responded that the program adequately meets the needs of clients. Where additional feedback was provided, clients indicated that the program could be improved by expanding services currently offered, such as longer job search times, more transportation support services and increased access to employers through job fairs or other networking events. Clients were also asked to indicate if they were receiving services by other community-based organizations. Few clients responded to this question; however, those who responded indicated they were receiving behavioral health, medical treatment, food vouchers and transportation support through other organizations.

Case Note Analysis

An analysis of client case notes and progress notes was conducted for each of the 20 files selected for the case file review. The OAR service units tracking document was also reviewed as part of the case note analysis. Each of these documents was reviewed to

determine what services were provided in response to the needs identified in the reentry assessment and client intake forms.

The case notes provided ongoing documentation of conversations with the client and services provided by OAR in support of the client's job search activities which included individual coaching services, resume writing, client interviews and assistance with online applications. Examples of other services provided based on needs identified during the assessment and intake process include client referrals for housing assistance and substance abuse treatment, GED and tutoring support for a client studying to take the GED exam, financial support for obtaining a driver's license and support assisting clients in obtaining a social security card and birth certificate. The service most frequently documented in case notes and progress notes is the provision of transportation support services through metro cards and bus tokens. OAR uses a tracking system of service units to document support services provided to clients which includes the name and value of each service provided. The type and amount of services provided differs for each client and generally includes services such as transportation assistance, food, housing/eviction support, retail gift cards, or clothing. The average amount of services provided per client is \$986.40.

Observations

During the data collection period, I conducted two observations of OAR's group workshops. I observed the communications group and life skills workshop focused on financial literacy. The OAR communications group lasted one hour and thirty minutes and was structured as a support group and discussed a variety of topics led by group members. There were 11 clients in attendance who were seated at a large round table.

The facilitator opened the session asking clients if they had any good news to share or anything they wanted to share with the group. One client reported how excited he was that he had just received a job offer after completing a certificate program.

Another client shared his frustration with not being able to move forward with his employment and career goals given barriers presented with having a criminal background. Several group members offered encouragement and used faith and spirituality as a tool for coping with daily frustrations and obstacles encountered. One client stated that she too feels the same and urged group members to “remember that we are not alone in the fight”. Another client shared experiences of generational involvement with crime in her family and her hopes for her children and grandchildren to “do better” and avoid being involved with the criminal justice system. She noted, “a lot of things can be avoided if you think before you act”.

One client noted that it seems that communities of color are “broken down by the people that live there”. Several clients agreed and noted that, “it’s hard to live right when crime is all around you”. The conversation turned back to the impact of crime and dysfunction on children in low-income communities. One client noted how he has observed the negative impacts of dysfunctional families and communities on the social and emotional development of youth in the community in that they have low expectations for themselves and see crime as a regular occurrence in their neighborhood.

The session closed with one client noting how he was struggling with getting a job and staying sober. He noted that, “when things are good, they are really good”. The client was referencing his periods of sobriety and employment. He shared with the group his personal dreams and that he felt it was too late to pursue them and that he has ruined

his life and chances of ever being happy again. Other clients probed him on why he felt this way and offered encouragement and referrals to community shelters and treatment centers that could help him get sober and find employment. One client commented, “sobriety is a state of mind, you could get sober if you truly wanted to; it has to come from within and you have to be strong enough to know your own self-worth and work to build your own self-esteem”.

The overall tone of the session was supportive among group members. All clients appeared to be comfortable sharing personal challenges providing support and encouragement for those who had shared during the session. The session started on time; however, there were some clients who arrived late. There was one client who took on the informal role of group leader and openly chastised others for being late. Throughout the session, the informal group leader challenged members to “keep it 100” in being honest about their personal responsibility for their lives and how they came to be in their current situation. Other group members seemed to accept his role as no one openly disagreed or challenged the behavior or feedback.

The second observation took place during one of the evening life skills workshops. There were nine clients in attendance and two presenters representing a local financial institution. The workshop lasted approximately one hour and focused on the topic of how clients can protect themselves when banking online. The presenter was engaging and provided opportunities for clients to ask questions or provide personal examples related to the workshop content which included how to set passwords, how to protect your online account and precautions that banks take to secure personal accounts.

Some clients asked questions about how banks “have the right to freeze funds” which refers to when a bank places a hold on an account shortly after a purchase or the bank declines a transaction when illegal activity is expected. One client voiced frustrations about how it can be difficult for an ex-offender to get a checking or savings account when most banks run a credit and background check. The presenter provided information to clients about the types of accounts that can be opened for customers who are “higher risk” that give potentially high risk customers an opportunity to build a relationship with the bank and build credit worthiness. The session closed shortly thereafter and clients thanked the presenter for coming and sharing helpful information. .

Summary of Findings

The purpose of this chapter is to highlight key findings as they relate to each of the three research questions for the study. The data collection methods used incorporated a mix of qualitative methods though the use of case file reviews, staff interviews and observations of group workshops. Qualitative data was collected using client satisfaction surveys. Each method provided insight into the overall service delivery model for the OAR reentry program. Case file reviews indicated that OAR uses the reentry assessment and registration form to collect client demographics and document client needs. The case note and progress notes are used to document client progress towards goals and services provided in support of client needs.

Feedback from the staff interviews indicates that while staff are generally supportive of their work and the mission of the program, significant challenges were experienced in getting clients jobs and being able to assist them in retaining those jobs. Staff members expressed some level of frustration with the service delivery model and of

offered areas for improvement. Staff members also highlighted leadership concerns as it relates to the administration of the reentry program and how it relates to the overall mission of the organization.

Observations of client workshops indicated that clients are generally pleased with the content and purpose of group workshops. Clients were actively engaged and respected stated roles between the facilitator and other group members.

Finally, this chapter highlighted client satisfaction with OAR reentry services as provided by data collected on the OAR Client Satisfaction Survey. Overall, clients responding to the survey indicated they were pleased with services provided. Although most services were highly rated, a few clients utilized the open-end responses of the survey to offer feedback on areas to improve the program.

Chapter 5: Discussion and Conclusions

Overview of the Study

The use of incarceration as punishment for offenders serves as a mechanism for ensuring public safety while holding offenders personally accountable for crimes committed. Recent data on recidivism and the effects of incarceration in the United States, indicates that the impacts of incarceration extend beyond the individual who committed the crime. Recidivism data collected by the U.S. Department of Justice, Bureau of Justice Statistics indicate that over three-quarters of prisoners released in 2005 are rearrested within five years of release while nearly two-thirds are a rearrested within three years of release. Data also shows that age is a significant factor in recidivism among releasees. The Bureau of Justice Statistics reports, that “84% of individuals age 24 or younger were rearrested within five years of release compared to 78.6% of individuals ages 25 to 39 and 69.2% of individuals age 40 or older” (Durose et al, 2014, p.12). The needs of ex-offenders returning to the community and the ability of the community to meet these needs have a direct impact on recidivism. This is a critical area of consideration given the limited number of programs and services within the correctional system available to address the education, employment, mental and physical health needs of prisoners.

In addition to recidivism, research also shows that the impacts of incarceration is not isolated to the offender and have serious and long-lasting effects on the families of prisoners, even after release. The National Research Council (2014) reports, “incarceration is associated with weaker family bonds and lower levels of child well-being” (p. 262). Impacts on the community are addressed in terms of the availability of

resources in the communities to which ex-offenders will be returning. The primary concern in the release of prisoners is that many prisoners will return to the same communities in which prisoners lived prior to incarceration. The National Research Council notes, “the evidence is clear that the large increase in incarceration has been concentrated in high-crime, disadvantaged minority communities and has transformed the character of life in poor urban neighborhoods” (p. 338). This creates barriers for reintegration of ex-offenders given the limited availability of resources and presence of socioeconomic disadvantages such as lack of employment, homeless, and substance abuse that contributed to criminal activity leading to the high rates of incarceration of individuals within disadvantaged communities.

The purpose of this dissertation was to conduct an evaluation of the OAR Reentry program, a community-based prisoner reentry program providing services to ex-offenders in Arlington, Virginia and the surrounding communities of Alexandria and Falls Church, Virginia. Using a mixed methods case study approach, the study sought to answer three primary research questions; (1) “How does OAR determine the needs of ex-offenders?” (2) What challenges are faced by OAR in meeting needs of ex-offenders? (3) How well does OAR meet the needs of ex-offenders? The significance of this study is that it examines the internal dynamics of a re-entry program in meeting the challenges it faces and the nature of interactions between staff and clients. It sought to determine, given the documented needs of ex-offenders, how well community-based reentry programs are equipped to meet these needs and support the reintegration of prisoners released into the local community. Moreover, the study sought to determine if ex-offenders felt their individual needs were addressed by services offered through the OAR reentry program.

Data were collected using document analysis through case file reviews, semi-structured staff interviews and an analysis of data collected through the OAR customer satisfaction survey. Document analysis was used to determine how OAR assesses the needs of clients and what services were provided to meet those needs. Staff interviews were used to determine what challenges the organization faced in meeting the needs of ex-offenders while the data collected from the client satisfaction survey was used to determine how well OAR meets the needs of clients. Observations of two group workshops were conducted to better understand the needs of OAR's clients and how the program provided services to meet those needs.

Analysis of Major Findings

This chapter provides insight into how OAR assesses the needs of clients and provides services that meet those needs. An analysis of client satisfaction is provided based ratings of services received by OAR clients. The findings also highlight challenges faced in meeting documented needs. Major findings identified in the analysis of data are presented as they relate to each of the three research questions. This chapter also provides an assessment of how the overall program design and service delivery model of the OAR reentry program aligns with the theoretical frameworks for the study.

Research Question 1: How does OAR determine the needs of ex-offenders?

The findings from this study indicate that OAR assesses the needs of its clients through the intake and registration process conducted prior to beginning program services. Information on basic needs such as housing, clothing, transportation and food is collected as part of the intake process. A need for other support services such as educational

services, assistance obtaining legal documents and referrals to other community-based services such as substance abuse treatment and mental health is also collected during the intake process. The findings suggest that the assessment and intake process is comprehensive in that it provides a complete picture of social supports needed to assist clients in making the initial transition from prison or jail to the community. Currently, the OAR reentry program only conducts assessments at intake using the tools highlighted in this study, thus services are not recommended based on a comprehensive assessment of risk and criminogenic needs in addition to a need for employment and related social supports. The literature highlights the use of interventions based on the principles of Risk-Need-Responsivity (RNR), which encompasses the assessment of criminogenic risk factors such as poor problem solving and decision-making skills, negative peer associations and unemployment (Ward and Stewart, 2003; Ward and Maruna, 2007). Prior to completion of the study, the OAR reentry program director had taken steps to seek appropriate training on implementing more comprehensive assessment techniques and discussed plans for varying the service delivery model based on level of risk and intensity of services needed.

Once needs are assessed, case management staff develop the reentry service plan which is incorporated as part of the client progress notes. The reentry plan is formatted as a checklist that serves as a guide for case managers in providing services to clients and documenting completion towards the activities listed. Consequently, this approach to planning limits the ability to develop short-term and long-term goals and document successes toward completion of stated goals. The level of client engagement in developing the reentry plan is not apparent in the current format as the reentry plan does

not provide a separate document for clients to monitor and measure their own progress. The reentry plan should be formatted as a separate document which outlines services or training needed, client goals and timelines for completion based available resources including client strengths and assets.

The OAR Reentry program places strong emphasis on the use of social supports as client motivators for program participation and resources that reduce barriers experienced during initial reintegration following incarceration. The program employs the use of instrumental and expressive social supports as highlighted by Wright and Cesar (2013), but currently these address only social needs. Wright and Cesar argue that “programs that deliver social support in a manner that addresses criminogenic risks and needs while acknowledging different learning styles of offenders have worked to reduce reoffending” (p. 382). The different learning styles of OAR clients are considered in the variety of service delivery modalities used such as individual coaching, group workshops, and self-guided job search activities.

Significant findings identified through the case file reviews indicate that data collected during the intake process provided useful information on the characteristics of OAR clients compared to ex-offenders nationally in the areas of housing status, highest level of education completed, family status, and history of substance abuse. Findings on the housing status of OAR clients indicate that while the majority of clients indicated stable housing arrangements (clients who reported living with family, friends or alone), approximately 40% of clients had less stable housing arrangements and indicated they were homeless or living in a shelter or other transitional housing. The percentage of clients who reported being homeless at the time of enrollment is significantly higher than

the national rates noted in the literature as the National Reentry Resource Center Facts and Trends (2014) reports that approximately ten percent of ex-offenders are homeless following release from prison (<http://csgjusticecenter.org/nrrc/facts-and-trends/>).

The variance in homelessness rates for ex-offenders in the OAR program compared to the national average could be explained by the availability of affordable housing in the local community. The average household income in 2009 for Arlington County, Virginia was approximately \$96,218 with average rent ranging from \$1,498 to \$1,902 per month compared to the state average of \$832 per month (http://www.city-data.com/county/Arlington_County-VA.html). The proximity to the national capitol makes Arlington a desirable location for middle class professionals, thus the availability of low-income housing or public housing significantly limits housing options for ex-offenders. The variance from national homeless rates may also be explained by the consistency of data collection efforts by community-based service providers such as shelters or transitional housing facilities. Roman and Travis (2004) note, “new attempts at matching parole client names and identification numbers to homeless shelter rolls also show large numbers of parolees relying on shelter systems—though the numbers underestimate the true extent due to missing information” (p. 7). This need may be underreported if housing status is not a standard data element collected as part of the intake process for community-based reentry programs. The lack of stable housing indicates a need for housing support services, which the OAR reentry program is not able to provide. Referrals are used to facilitate coordination with community-based service providers to address this need; however, the strength of partnerships and the effectiveness of placement based on these referrals are yet to be determined. The program does not

conduct follow-up assessments beyond initial intake, and consequently the provision of services or resolution of unmet needs has not been assessed as part of this study.

Data on the highest level of education completed indicates that the vast majority of clients served had completed a high school diploma. A small percentage of clients in the OAR reentry program, 20%, did not have high school diploma prior to incarceration compared to 40% nationally, as reported by the Reentry Resource Center. OAR does not collect data on whether education services were provided to ex-offenders while incarcerated; therefore, academic services provided while incarcerated are not collected as part of the intake process. Currently, the OAR assessment forms only asks clients to provide the highest level of education completed and to identify a need for support obtaining a high school diploma or GED. Case note reviews indicate that the OAR program was supporting at least one client with educational support services and tutoring to pass the GED exam. Given that only one client was identified in the case note review as receiving academic support and the services provided by OAR are basic one-on-one tutoring services, it is possible that other clients in need of more intensive educational support services may be receiving educational services through another service provider (not documented by OAR). Other clients may have not indicated a need or interest in pursuing educational support services during the intake process.

Family status is a key factor in facilitating successful reintegration back into the community. As part of the intake process, OAR collects data on the number of dependents for their clients, whether or not they are paying child support and if the client is working with other organizations on family or parenting issues. The Reentry Resource Center (2014) reports that roughly 53% of inmates in 2007 were parents with at least one

dependent child. Findings from this study are significantly lower and do not mirror the national statistic, as roughly 65% of clients in the OAR reentry program reported having no dependents. Karuza (2001) asserts the benefits of community-based family reunification support services for ex-offenders with dependent children. Family reunification can serve as a means of facilitating positive family functioning as families with healthy relationships are better equipped to serve as a social support network for ex-offenders. OAR does not provide family reunification support services and the findings from this study do not indicate there are large numbers of clients who are parents and in need of family support services. Information on family status is an important data element in that it assists in the coordination of services with other agencies where a need is identified. This information may also identify court mandates for child support, visitation, counseling or other conditions of probation or parole which are critical to the reintegration process.

Key findings on substance abuse history identified through the case file review indicate that approximately 65% of clients admitted to having past or current substance abuse issues. This compares to roughly 75% nationally (Hammett, Roberts and Kennedy, 2001). Despite the high level of need, during interviews staff members noted that the availability of resources for clients needing substance abuse and mental health treatment services is extremely limited, leaving clients without access to the services needed. Unmet substance abuse needs impact the ability of clients to maintain stable employment, housing and often lead to further involvement in crime (Travis and Petersilia, 2001).

To summarize the challenges faced by OAR participants, they have relatively greater needs compared to national data in the area of housing. On the other hand, they

have lower levels of need related to education and family support services for ex-offender parents. They closely match the national data regarding substance abuse needs. Overall findings for research question one indicate that OAR has a process in place for conducting an initial assessment of client needs. The documentation of client needs focuses primarily on the need for social support services, which are critical to supporting successful integration into the community following incarceration, but also to ensure that clients are able to actively participate in program services.

Research Question 2: What challenges are faced by OAR in meeting needs of ex-offenders? Staff interviews were used to determine challenges faced by OAR in meeting the needs of ex-offenders. Major findings indicate that the stigma of a criminal background creates barriers for OAR clients in obtaining and maintaining employment and limits access to other community-based services. Staff members also highlighted limited resources in the community as well as within OAR as a barrier to meeting the needs of clients. Other challenges noted signal a need for alignment of the organization's mission and goals with staff members' perceptions of the vision and mission of the organization. Staff members indicated that there is a disconnect between the mission of the organization and how leadership perceives their role in supporting the mission of the organization. Staff members highlighted a need for evidence-based programming and a more open and collaborative process which includes the input of staff members in the development of program services as well as staff involvement in decisions about what services will be provided and how those services will be offered. Staff comments seem to indicate concerns with internal communication structures between program staff and OAR's leadership.

The significance of findings for challenges faced in meeting the needs of ex-offenders is that these challenges, if unresolved, can pose greater challenges for the organization in carrying out its mission to, “assist offenders in leading productive and responsible lives”. Based on the analysis of findings, the challenges noted can be grouped into three primary categories which include stigma experienced by ex-offenders when seeking services outside of OAR, issues related to promoting the mission and patterns of communication within the organization (specifically around decision-making processes and staff buy-in of those decisions), and lastly, the limited availability of resources to meet the needs of ex-offender clients.

The stigma faced by ex-offenders poses barriers to OAR clients in meeting housing, education and employment needs. The level of coordination, communication and buy-in of community-based partners can assist in bridging gaps in obtaining services for ex-offenders. Literature on program and policy implementation is applicable to this discussion in outlining how OAR can overcome challenges in meeting the needs of ex-offenders. To reduce stigma when coordinating with community-based partners, OAR can provide frequent and timely communication necessary to build and maintain relationships for clients as they go about navigating the process of reintegration. Crosby and Bryson (2005) recommend communicating with community-based partners, stakeholders and those likely to be a part of the service delivery process frequently and consistently using a variety of communication channels such as community forums, newsletters, websites, list serves and press releases. Effective and timely communication can aid staff and clients in reducing negative impacts of stigma. As it relates to organizational communication, staff members expressed frustration with how the

organization makes decisions about the delivery of services and highlighted a desire to be a part of the decision making process. Additionally, staff believed that some members of the organization's leadership did not understand the mission of the program and thus were not able to communicate to external stakeholders the importance of the work accomplished by the reentry team, most notably the successes of clients in the program as a result of services provided by OAR. Staff members highlighted this concern in reference to the organization's ability to increase funding for the reentry program. For example, it was recommended that OAR use more evidence-based practices to guide service delivery and to collect and use outcome data as a way to improve services as well as to communicate measures of effectiveness to funders and other community stakeholders. During the interviews, staff members also identified shortcomings in internal communication and decision making processes. Examples were cited as it relates to decisions to enhance the service delivery model, staff indicated a need for more frequent communication and regular planning sessions where staff feedback is valued as part of the decision-making process. Robert Nakamura and Frank Smallwood (1980) argued that any well-organized plan must consider and plan for how goals and activities related to achieving those goals are communicated to the program staff who will then relay these goals to stakeholders and other interest groups. The third challenge highlighted in the findings is related to the availability of resources to meet the needs of ex-offenders. Staff interviews highlighted strained resources both within the organization and limited resources at other community-based organization as a barrier to meeting the needs of ex-offenders. Here, staff indicated that generally, non-profit organizations have limited funding and resources to meet the depth of needs presented by clients in the local

community. A need for staff training was identified as a way to support clients as some staff felt that they did not have the adequate knowledge and skills to address the needs and challenges presented by ex-offender clients. OAR leadership should insure that staff members are appropriately trained and have the right resources to effectively carryout and support the program's purpose. Kettl and Fesler (2005) argued that having staff available to support implementation provides little support when those individuals lack training and specific skills to coordinate resources and deliver services.

Research Question 3: How well does OAR meet the needs of ex-offenders?

The OAR Client Satisfaction Survey was used to determine client satisfaction with services provided. In addition to the client satisfaction survey, staff perceptions of effectiveness on key OAR services were collected during the staff interviews. Data collected from the client satisfaction surveys indicated that overall, clients were very pleased with services provided by OAR. In most instances, the vast majority of clients rated satisfaction with services received at a four or five indicating "agree" or "strongly agree" noting that services provided met their intended needs. Where clients disagreed, the negative responses represented not more than two clients of the total population of responding to the survey and receiving the stated service. Areas where clients recommended additional services included expanded housing assistance, more transportation support services and improved relationships with employers, which signaled a need for improved job placement support services. Clients also requested longer program sessions, expanded hours for job search as well as services for transgendered clients.

Data collected on client satisfaction was limited to clients who were currently receiving services. Assessments of the satisfaction of clients who are no longer receiving services were not collected as part of this study. This study could have benefitted from having the feedback of past clients as these clients would be able to provide a measure of satisfaction following completion of program services. It is likely that the overall experience for clients no longer receiving services would differ from that of current clients; therefore, the recommendations for how to improve services would be different as well. It is also reasonable to assume that some clients may have left the program due to dissatisfaction with services received. There are several factors that could impact satisfaction for past clients. One of the most significant factors is the ability of OAR to meet the employment needs of ex-offender clients with serious or violent offenses where employers or community-based partners are unwilling to work with OAR clients. Another factor associated with satisfaction is the level of client motivation and readiness to be actively engaged in program services. Some clients may have enrolled in services at OAR, but did not regularly participate in program activities or utilize support services available to clients just beginning the transition from prison to the community. A third factor addresses the possibility that the needs and skill level presented by ex-offender clients may have been greater than OAR's ability to meet those needs. The OAR reentry program is not a workforce training or education program and clients who may have needed these skills to be successful in acquiring employment at a livable wage would continue to struggle with reintegration and therefore rate the program as unsuccessful in meeting their needs. Although current clients rated the program very highly, it is likely that over time the level of client satisfaction will change as clients are able to fully

evaluate the program's effectiveness. There will be clients who are successful in meeting their reentry goals as a result of participation in the OAR reentry program and therefore rate the program highly. There will also be clients who will continue to experience difficulties with reintegration which will be negatively attributed to the program's inability to meet their needs, thus lowering the client's overall satisfaction with the program.

Staff perceptions of OAR's ability to meet the needs of clients ranged from "good" to "average" and seemed to be based on staff awareness of the program structure and resources available to meet the needs. Staff members indicated that overall, they felt the program did a good job at meeting the basic needs of clients and that OAR has a referral process in place for addressing more complex needs such as substance abuse, housing or mental health services.

Implications

Two major themes emerged during the analysis of data and highlights findings identified in response to each of the primary research questions. Major themes in the analysis of findings are, first, the importance of needs assessments as the cornerstone of reentry planning, which is aligned with the first research question which seeks to understand how OAR determined the needs of ex-offenders. The second theme centered on the importance of balancing appropriate program design features and effective service delivery practices including the use of evidence-based services, which was emerged as a challenge during staff interviews. The balance between program design and effective service delivery was also identified in responses to the client satisfaction survey, where clients indicated overall satisfaction with the current program structure, but also specified

a need for expanded program service offerings. The findings of this dissertation have clear implications for theory and research and for practice with direct implications for the OAR reentry program. Specifically, the two themes highlight the interdependence between effective program design and service delivery practices, in that both elements must be present in the development and implementation of reentry programming.

Implications for Theory and Research. The theoretical frameworks used for this study are the APIC model of Assessment, Planning, Identification and Coordination and the Theory of Effective Correctional Intervention. The first emphasizes program design and the second contains practices that are claimed to be effective. Implications are based on how the findings of this study align with the theoretical frameworks used to guide the study and how these frameworks respond to the primary research questions for the study. The models are used to assess OAR's structure and process, and the research findings suggest a need for refinements in both models.

The overall findings for this study indicate that the OAR reentry program addresses key components of both theoretical frameworks, but is more closely aligned with the APIC model. The program has demonstrated alignment with three of the four components of the APIC Model which includes assessment, identification and coordination. The basis of this assessment is drawn from clear indications in the review of program documents, interviews with program staff and client satisfaction with services received.

The first element of the APIC model is *Assess*. The program conducts an assessment of need and documents in a systematic way the social support services needed to assist clients in reintegrating back in to the community. For most clients, the primary

service sought is employment support services. While the program conducts an assessment of needs, the assessment is limited to social support needs and does not address the evaluation of criminogenic needs. The program director has acknowledged a need for more comprehensive assessment tools and plans to implement risk-based assessment using the Virginia Modified Screening Tool and the Offender Screening Tool (M'OST/OST). Job readiness skills will be assessed using the Canada One-Step Job Readiness Assessment. These tools will be used in addition to the current reentry registration and client assessment forms to ensure a comprehensive assessment of client needs and assets.

The second element in the APIC model is *Planning* which speaks to the development of a reentry service plan based on the comprehensive assessment of needs. The OAR reentry program uses an integrated reentry planning process that is incorporated as part of the progress and case notes documentation. The reentry plan highlights key activities needed to broker services for clients and includes a checklist for completion of stated activities. The reentry plan is used a case management tool used to guide the activities of case managers providing services to OAR clients. Although the program has a planning tool in place, the structure of the reentry plan does not meet the criteria within this element of being a comprehensive planning tool as the reentry plan is incorporated with the client progress and case notes and is not formatted a separate document that incorporates client input for identifying and addressing needs.

The third element in the model is *Identify* which refers to the identification of community-based programs and services to meet the needs of clients as identified during the assessment process. Services are identified for some clients through an integrated

services committee which is comprised of community-based service providers within Arlington County. Clients are referred to OAR for employment and other community-based agencies for non-employment related services.

The fourth element is *Coordinate* and addresses the need for coordination among community-based organizations in a collaborative process where agencies agree to share information and resources to meet the needs of ex-offenders. The OAR Reentry Director acknowledged that support is needed to better coordinate with other community-based organizations to reconnect clients with services throughout their participation in the program, not just at enrollment. OAR is also member of the local reentry council which is organized by a group of stakeholders who support ex-offenders in accessing services.

The second framework, Theory of Effective Correctional Intervention, establishes principles of effective correctional intervention that have demonstrated success in reducing recidivism among program participants, if implemented effectively (Gendreau, Smith and French, 2006). OAR provides employment resources and related social support services to ex-offenders. The program supports the use of cognitive behavioral treatment through implementation of “Thinking for Change” which applies concepts of social learning theory and social skills training; however, the Reentry Director stated that, “OAR does not view its reentry program as a “treatment program” or “correctional intervention”. The coaching component uses a mix of techniques based in “Solutions-focused Brief Therapy”. At the time of the study, OAR staff members were scheduled to receive training on techniques on motivational interviewing with ex-offenders.

There are seven principles within the Theory of Effective Correctional Intervention: organizational change, program implementation and maintenance,

management and staff characteristics, client risk/need practices, program characteristics, core correctional practices and interagency communication. The full description of the core principles for this framework are outlined in chapter one. The areas where the OAR reentry program exhibit the strongest alignment with this framework include organizational change, program implementation and maintenance, management and staff characteristics, and interagency communication. OAR meets the criteria for organizational change as program staff have been a part of the reentry team for over one year. Although internal communication was identified as a concern during staff interviews, OAR recognizes the need for staff training on techniques to improve overall communication and building effective teams. The organization has worked on developing an office culture that supports conflict resolution, decision-making, accountability, trust and focus on results. In 2014, the reentry staff participated in several trainings that support the mission and vision for the reentry program which includes Thinking for Change, M'OST/OST, Offender Workforce Development Specialist, and Mental Health and First Aid.

In the area of program implementation and maintenance, OAR collects individual level survey data to determine the needs of clients served. The organization actively pursues research on the use of evidence-based practices for serving ex-offenders and seeks training on implementing strategies based on proven outcomes. While the program actively seeks to identify evidence-based programs and practices, OAR has not yet begun implementation of a particular program model or service. The OAR Reentry Director notes that the program is largely driven by funding requirements and treatment modalities are implemented based on literature and research endorsed by the funding agency. OAR

currently uses the Center for Effective Public Policy coaching packets as a resource for identifying evidence-based programs proven to work with ex-offender population.

The OAR staffing structure is closely aligned with the theoretical framework for management and staff characteristics, which highlights the skills and qualifications of key staff on the ability to direct service delivery for the ex-offender population. Nearly all of the management staff has advanced degrees in human services, business management, organizational development or other disciplines that support the overall mission of the organization. The staff credentials of the OAR leadership team include the following;

- Coaching Services Manager - Master of Psychology;
- Employment Services Manager - Master of Business Administration;
- Intake Services Manager - Juris Doctor;
- Community Services Director - Master of Public Policy;
- Director of Programs - Master of Arts in Organizational Development;
- Reentry Director - 16 years of experience working in reentry on multiple job training programs and;
- Clinical Supervisor - Licensed Practical Counselor

Each of the reentry program staff has a bachelor's degree and at least two years of experience working with at risk populations of adults or youth and has expressed their continued interest and passion for working with ex-offender clients as part of the OAR reentry program.

Within the area of interagency communication, OAR has demonstrated the use of a referral network of community-based organizations to provide targeted services not offered by the OAR reentry program. OAR is a member of the integrated services

committee for both jails and state reentry councils for Alexandria and Arlington, Virginia and has long-standing MOUs and partnerships with social service providers and non-profit organizations in the local community. OAR maintains electronic files for regularly used resources such as external agency referral forms, contact information and brochures on the organization's shared drive. The resources are organized by service such as such as counseling, housing, food, etc. and are accessible to the members of the OAR reentry team. While the program has demonstrated the use of a referral process and repository of resources, the strength of those partnerships and effectiveness of the referral process should be regularly evaluated. Findings from staff interviews highlighted instances where OAR clients were referred for services and turned away for "poor fit" or lack of resources.

Areas less closely aligned with the Theory of Effective Correctional Intervention include client risk need practices, program characteristics and core correctional practices. Client risk- need practices highlight the use of risk-based assessments with the ability to target criminogenic needs that are used to build the overall service delivery plan. OAR's assessment practices currently do not assess the client's risk of reoffending and assessments are only offered at intake. OAR is aware of the need to revise its assessment process and registered their intake services staff to attend the M'OST/OST training for implementing risk-based assessments which measures clients based on criminogenic needs and risk for re-offending. As a community-based organization whose primary focus is employment services, the OAR service delivery model is not closely aligned with the principle of program characteristics which focuses on responsivity to behavioral treatment strategies. The program does not offer a structured treatment protocol and

therefore, does not have the capability to implement services or measure the impact of cognitive behavioral interventions for clients served. Within the element of program characteristics, the theoretical framework notes that clients should spend at least forty percent of time in the program participating in pro-social activities. While the program does support clients in developing prosocial skills, the ratio of time spent in prosocial activities is not tracked. The organization has plans to implement more cognitive behavioral training using Thinking for a Change (T4C) and Moral Reconciliation Therapy (MRT).

In the area of core correctional practices, OAR has demonstrated the use of anti-criminal modeling through the use of volunteers and hosting of pro-social activities. Motivational interviewing is implemented as part of the solutions-focused brief therapy. Individual coaching services is used to assist clients in building effective relationships. Several components of the core correctional practices criteria are not yet implemented and are proposed to be addressed through the implementation of the Thinking of a Change and Moral Reconciliation Therapy training such as the development of problem solving techniques, structured learning for skill building and cognitive self-change. The appropriate use of authority is highlighted as one of the core characteristics for the element of core correctional practices within the Theory of Effective Correctional Intervention. The program does not actively implement the use of authority as a key component in the program based on the program culture of open entry and open exit services. The use of authority is also restricted based on the focus on strength-based solutions which views the client as an active contributor to his/her own service delivery plan that uses personal accountability in addition to positive peer supports. Positive

reinforcement is practiced through the use of incentives and individual and public recognition for personal accomplishments.

The theoretical frameworks used for this study were selected based on the review of literature on core components of an effective prisoner reentry program. The APIC model is more general in its presentation of characteristics given that this framework was adapted for use with prisoner reentry and correctional populations. The Theory of Effective Correctional Intervention is more specific and includes seven core program characteristics which provide detailed criteria for measuring the effectiveness of programs targeting correctional populations.

Both models were useful in measuring how closely components of the OAR reentry program aligned with characteristics of each framework. When analyzing the findings against each framework, I found that both had strengths as well as shortcomings. The APIC model was broad enough for identifying core activities for implementation of a reentry program, but did not provide a more structured framework for programs to follow in developing or measuring program design and structure. On the other hand, the Theory of Effective Correctional Intervention provided clear explanations for each of the seven characteristics and sub-elements of the framework.

The findings for each of the three research questions demonstrate that OAR is aligned with both frameworks. Research question one sought to determine how OAR determine the needs of ex-offenders. *Assessment* is the first element of the APIC model, which states that reentry programs should conduct a comprehensive assessment of needs. In the Theory of Effective Correctional Intervention, the program implementation/maintenance characteristic bases the need for services on “individual

survey level data” which is collected through the reentry registration and assessment forms used to gather information on client needs.

The second research question identified challenges experience by the OAR reentry program in meeting the needs of ex-offenders. Findings for this question are aligned with the *planning, identification* and *coordination* elements of the APIC model as well as within the characteristics of organizational change, program implementation and maintenance and interagency communication outlined in the Theory of Correctional Intervention. The review of case files identified limitations in the reentry plan used to identify and coordinate services for ex-offenders. Staff interviews highlighted a need for identification of services based on needs and the availability of resources in the community as one of the challenges. The availability of services also includes the eligibility of ex-offender clients to receive those services. The element of coordination within the APIC model is addressed as a subset of question one, but is also applicable to research question two in that once needs are identified, the APIC model suggests that the timely and effective coordination of services in the community is key to addressing the needs identified through the assessment process, which was identified as a challenge for reentry program staff. Challenges in response to research question two are also addressed in the organizational change, program implementation and maintenance and interagency communication characteristics of the Theory of Correctional Intervention. Staff interviews identified issues with internal communication and sharing of information as well as a need for additional staff training to increase the capacity of staff to implement effective services to ex-offender clients. Interagency communication was identified as a challenge to meeting the needs of ex-offenders based on the organization’s ability to

broker services with other community-based organizations on behalf of ex-offender clients served. Thus, the APIC model and Theory of Correctional Intervention model may not give sufficient attention to overcoming the organizational and community constraints that limit the capacity of a reentry agency to develop and deliver a coherent program of services to clients.

Findings in response to research question three, which sought to determine how well OAR met the needs of ex-offender clients, are aligned with the overarching goals of both frameworks. The findings of the study indicate a broad commitment to meeting client needs based on principles of effective implementation of services to ex-offenders.

Implications for theory address the need for a model that focuses on implementation of reentry programs in a community-based setting through a local non-profit or other non-corrections agency. The theory should be aligned with the structure and framework of community-based reentry programs. As highlighted in the findings, community-based reentry programs experience challenges not addressed in either model selected for this study, most notably resource allocation and measuring program outcomes. The APIC model was adapted for use ex-offenders with co-occurring substance abuse and mental health disorders, and the Theory of Effective Correctional Intervention is targeted for services within a correctional setting. A theoretical framework for community-based reentry programs should include elements of program design, organizational culture, location and physical environment in which services are delivered, appropriate staffing, program planning, communication, funding and sustainability and data collection and measuring outcomes. In addition, the framework

should include criteria drawn from evidence-based practices that have proven to be effective in reducing recidivism.

Implications for research include expanding the scope of data collection and follow-up services to include a mix of clients currently receiving services as well as those no longer receiving services. For clients no longer receiving services, research could be conducted on the impact of services at intervals ranging from 30 days to one year post-program completion. An evaluation of effectiveness could also be conducted based on the demographics of clients receiving services to determine program impacts based on gender, age and ethnicity as well as effectiveness of core services to measure impacts on producing desired outcomes.

Additionally, given the major finding of client satisfaction, further research is needed to determine what components of the service delivery model most directly impact client satisfaction. Findings of client satisfaction should be correlated with recidivism outcomes of clients who rated satisfaction of services received highly, indicating that program services had a positive impact on reintegration back into the community following release from prison. Finally, client satisfaction ratings may vary with the completeness of needs assessment and goal setting. Although clients may be satisfied with their experience in receiving a service, the level of satisfaction may be impacted by the extent to which they perceive that the services provided match their needs and goals.

Implications for Practice. Findings from this study have direct implications for practice and can serve as a guide for outlining how community-based reentry programs can improve delivery of core services to ex-offenders. Implications for practice highlight core components of an effective reentry program as well as areas of consideration to

improve existing reentry programs. James McGuire (1995) highlights three primary considerations which serve as a starting point for implementing effective reentry services, which include considering the organization's mission and plan in the overall service delivery model, that organizations must have a clear outline for the sequence of services to be delivered to ex-offenders including the expected outcomes and lastly ensure that the organization has a understanding of staff capacity to implement effective services based on the needs of clients. The process of program improvement is continuous and community-based programs should build on what works while expanding resources and the capacity to address more complex areas of change.

Steps for implementing McGuire's considerations might include first reviewing and discussing the organization's mission and values as a team, inclusive of program level staff. Program staff are key players in implementing the organization's vision and mission through the delivery of services to clients and should be a part of planning how services will be provided to clients. Based on past successes and challenges in meeting the needs of clients, the organization should decide what level of services they are reasonably able to offer to clients. This decision should take into consideration those services which are most frequently used and rated as effective at meeting the indented purpose.

Next, the organization should design a plan that speaks who it will serve, what services will be offered and the expected outcomes for clients and staff in providing services. For staff this would be a measure of customer service and elements of effective case management such as standards for initial contact and follow-up with clients, terminology that will be used in referring to clients (i.e. "ex-offenders, "formerly

incarcerated individuals”, “returning citizens”, etc.) and standards for developing effective case notes. The plan should also outline expectations of team members to include roles and the relationship between roles within the organization, emphasizing the value of interdisciplinary teams. In determining the sequence of services, programs should provide in writing and visually using a flow chart, the service delivery model and standards for service delivery at each step in the process including recruitment, enrollment, assessment, engagement, (the time period in which clients are actively participating in program services), and follow-up for clients who were may have been referred to another agency for services or are no longer receiving services.

Finally, programs should conduct an assessment of organizational resources needed to be effective at meeting the needs of ex-offenders. The assessment should include the current capacity of staff to carry out core program activities as well as an assessment of work habits and learning styles of staff members. Training should be conducted to address gaps in skills where identified. Teams should be structured for maximum efficiency and effectiveness based on learning styles and work habits of individual team members. Team members should be provided regular feedback on performance and targeted coaching where a need for improvement is identified. Program management should have sufficient skills to implement the program. This includes conducting ongoing assessments of program activities and outcomes based on the current program design. Program management should also possess skills in building key relationships internally and within the community necessary to sustain and the grow program’s ability to meet the needs of clients.

Recommendations for the OAR Reentry Program

Some of the implications for community-based reentry programs are directly relevant to the OAR Reentry Program. Based on the review of models and analysis on the findings, nine recommendations are offered.

Implement the Use of Comprehensive Assessment Tools – Assessment tools should assess criminogenic risk as well as conduct an assessment of job readiness, academic and social support needs to determine the mix and intensity of services provided. Needs assessments should be conducted and reevaluated at multiple points during program participation to mitigate risk for reoffending and to determine if additional services should be provided to address any unmet needs.

Reduce Duplication of Data Elements Collected on Intake Forms - Review data collected on the assessment and intake registration forms for duplication. During the case file review, the researcher found that the reentry assessment form and client intake/registration form collected similar data elements and clients provided conflicting data between the two forms which could create additional barriers to reentry staff in meeting the needs of clients and documenting outcomes.

Improved Case Notes and Planning Documents - Create a separate document for the progress notes and the reentry service plan. Creating separate documents will allow reentry staff to set goals for clients and assess progress at multiple points in time while receiving program services. Case management staff should receive training on developing effective case note so that documentation contained in each file is consistent across of files.

Need for Expanded Data Elements: Data on the highest level of education completed is collected on the reentry registration form; however, no additional data is provided about the current or most recent educational services received. The program should consider adding additional questions about educational status to include the last educational service received, the date of last service, service provider and location. This would provide a more accurate assessment of educational needs and provide an opportunity for the program to reengage clients with services or begin a new referral. The program should also consider collecting data on whether clients received academic support services as part of their most recent incarceration.

Development of a Structured Service Delivery Model: The program should consider creating more structured program services by enrolling “cohorts” of clients into curriculum-based services with outputs and outcomes to develop a baseline for effectiveness of services provided.

Use Memorandums of Understanding to Enhance Service Delivery - Develop memorandums of understanding (MOUs) with key partners to mitigate challenges experienced by ex-offenders in obtaining services. The MOU serves as a commitment by partner agencies to provide specified services to clients based on a valid referral. Where MOUs currently exist, the organization should revisit the conditions of the agreement and openly discuss concerns with the referral process.

Leveraging Resources to Enhance Service Delivery – The organization should seek to expand the availability of community-based partners to leverage resources as well as seek funding through grants or fundraising to support program operations. One way to leverage resources with community-based partners is to jointly apply for grant funding

that meets the needs of both organizations. Another example is offering services at partner agencies by co-locating program staff within partner organizations to serve as a liaison and client advocate. Leveraging resources with community-based partners supports the expansion of program services while building key relationships needed to meet the needs of clients.

Develop Standards for Data Collection and Reporting of Outcomes - Conduct follow-up with clients at 30-60-90 days and up to one year post-program completion. The program should develop short and long-term outcomes for clients to include employment tracking and wage verification. Given the intensity of services provided to clients and the average time of participation, a longer follow-up period may be valuable to validate the effectiveness of program services.

Improved Internal Communication Practices - Consider the type and frequency of communication between leadership and program staff and work to gain staff support of key decisions by having staff involved in the decision making process. The organization should develop a plan for timely communication within the organization and with key external stakeholders. Staff members should be involved in determining the types of information communicated externally, who will communicate these messages and to whom communications should be directed. Lastly, in order to facilitate more effective communication between staff and leadership, organization leadership should offer training for all staff on developing effective patterns of communication that incorporates feedback from all levels of staff.

Conclusions

Prisoner reentry has been defined in this dissertation as a concept that involves multiple systems to meet the needs of ex-offenders. The effectiveness in coordination between systems builds a network of resources critical to the successful reintegration of ex-offenders back into the community. The purpose of this study was to conduct an evaluation of the Offender Aid and Restoration (OAR) reentry program, in Arlington, Virginia. This study explored the approach to service delivery in a community-based reentry program and assessed effectiveness based on the view of the client. This study also documented challenges faced by the OAR reentry program in meeting the needs of ex-offenders as well as what resources are needed to improve service delivery. The findings provide recommendations for improving service delivery where gaps were identified.

Findings of this study indicate that as a community-based organization, OAR is well intentioned in its mission to serve the needs of ex-offenders, but often lacks the full range of financial, human capital and community-based supports needed to fully meet the needs of ex-offenders transitioning from jail or prison. In addition to limited resources, OAR organization struggles with the balance between implementation of client-focused services and evidence-based practices. The level of rigor required for evidence-based practices in the program design can be opposite of the program culture of client-centered models where the focus is less on authority, structure and accountability and more on creating a culture of trust and respect. Clients are not prescribed services, but open to choose the mix of services that they feel best meets their individual needs. The balance

between deinstitutionalizing community-based services and documenting outcomes in a systematic way is critical to program improvement and long-term sustainability.

In spite of issues surrounding organizational capacity identified through this study, the findings indicate that a large majority of clients receiving services in the OAR reentry program are pleased with the services received and feel the OAR Reentry program has helped them in their journey to successful reintegration. This is a significant finding which highlights that although the OAR reentry program is under-resourced and often experienced organizational challenges in the implementation of evidence-based practices, these challenges do not impact the delivery of services or the level of client satisfaction based on the provision of services to meet stated needs. Given the limitations of the study in only collecting the opinions of current clients, it is possible that the findings could be limited to the bias of being a current participant in the program. However, these findings may also be a result of the culture within the program which is based on the use of solutions-focused strategies that value personal and professional respect for ex-offenders in a non-threatening and trusting environment. The findings of client satisfaction seems to be based not only on the services provided, but the manner in which services are provided. There is intrinsic value placed on freedom for formerly incarcerated individuals. In the OAR reentry program, ex-offenders are given the freedom to choose their level of participation in the program as well as select the combination of services they believe best meet their needs. This model differs from that of corrections-based programming focused on risk management, strict structure and prescribed treatment practices. Ward and Stewart (2003) introduce a theoretical framework that is opposite of risk management theories that focuses on individual well-

being as a means of service delivery which has an indirect effect of deterring recidivism.

The authors note,

In contrast [to risk management], the second model [enhancement] is concerned with the enhancement of offenders' capabilities in order to improve the quality of their life and by doing so, reduce their chances of committing further crimes against the community. By focusing on providing offenders with the necessary conditions (e.g., skills, values, opportunities, social supports etc.) for meeting their needs in more adaptive ways, the assumption is that they will be less likely to harm themselves and others (Ward and Stewart, 2003, p.126)

Further, the authors argue that the process of rehabilitation and reintegration into the community as law abiding citizens is “dependent on identifying the internal and external obstacles that have been thwarting an individual's ability to meet his or her fundamental needs” (p. 140).

The needs of ex-offenders are well documented in the criminal justice literature. This study adds to the literature on reentry programs by highlighting challenges faced by community-based reentry programs in meeting the needs of ex-offenders as well as an analysis how ex-offenders rate the value of services received. There are several models for effective service delivery identified in the literature, but most assume that community-based programs are capable of implementing each of the components within the model seamlessly. These models give community-based reentry programs a starting point from which to measure the effectiveness of their program; however, it is unlikely

that given the limited availability of resources, organizational structure and program design that full implementation will take place all at one time.

Ultimately, the success of community-based reentry program lies in the collective efforts of the community in which ex-offenders will be returning. Reentry programs should seek the support of stakeholders and reentry advocates at all levels within the community to ensure the availability of adequate resources to meet the needs of ex-offenders. This includes not only the availability of services, but employment opportunities, housing, education and access to substance abuse treatment resources that are shown to be significant barriers to successful reentry. Given the availability of services, community-based programs should demonstrate a readiness to serve these clients by ensuring a program design and model targeted at meeting the needs of ex-offenders. Lastly, the success of community-based reentry programs is based on the ability of programs to demonstrate their effectiveness in reducing recidivism and assisting ex-offenders in transforming their lives to be productive and contributing members of their community.

REFERENCES

- American Council on Education. (2011). GED testing in correctional centers. Washington, D.C.
- Austin, J., Bloom, B., & Donahue, T. 1992. Female Offenders in the Community: An Analysis of Innovative Strategies and Programs. U.S. Department of Justice, National Institute of Corrections.
- Breese, J. R., Ra'el, K., & Grant, G. K. (2000). No place like home: A qualitative investigation of social support and its effects on recidivism. *Sociological Practice*, 2(1), 1-21.
- Bryan, J. Gunn, a. & Henthorn, S. (2007). Using incentives to promote employment retention for formerly incarcerated individuals. Center for Employment Opportunities.
- Carson, E. & Sabol, W. (2012). Prisoners in 2011. U.S. Department of Justice, Bureau of Justice Statistics. Washington, D.C.
- Chamberlain, A. (2012) Offender rehabilitation: Examining changes in inmate treatment characteristics, program participation, and institutional behavior, *Justice Quarterly*, 29(2), 183-228
- Cobbina, J. (2009). From prison to home: Women's pathways in and out of crime. National Institute of Justice
- Crosby, B. & Bryson, J. (2005). *Leadership for the common good: Tackling public problems in a shared-power world*. San Francisco, CA: Josey-Boss
- Cullen, F. T (1994). Social support as an organizing concept for criminology: Presidential address to the Academy of Criminal Justice Sciences. *Justice Quarterly*, 11, 527-560.
- Davis et al., (2013). Evaluating the effectiveness of correctional education: A meta-analysis of programs that provide education to incarcerated adults. RAND Corporation. Washington, D.C.
- Dodge, M. & Pogrebin, M. (2001). Collateral costs of imprisonment for women: Complications of reintegration. *The Prison Journal*. 42-54.
- Durose, M., Cooper, A. & Snyder, H . (2014). Recidivism of Prisoners Released in 30 States in 2005: Patterns from 2005 to 2010. U.S. Department of Justice, Bureau of Justice Statistics.

- Galgano, S. (2009). Barriers to reintegration. An audit study of the impact of race and offender status on employment for women. *Social Thought and Research*, 30, 21-37.
- Gendreau, P., Smith, P & French, S. The theory of effective correctional intervention: Empirical status and future directions. In Cullen, F, Wright, J & Blevins, K. (Eds). (2006). *Taking stock: The status of criminological theory*. New Jersey: Transaction Publishers
- Hammett, T. M., Roberts, C., & Kennedy, S. (2001). Health-related issues in prisoner reentry. *Crime & Delinquency*, 47(3), 390-409.
- Harlow, C. (2003). Education and correctional populations. Bureau of Justice Statistics
- Hochstetler, A., DeLisi, M. & Pratt, T. (2010). Social support and feelings of hostility among released inmates. *Crime and Delinquency*, 56 (4), 588-607.
- Holtfreter, K. & Wattanaporn, K. (2013). The transition from prison to community initiative: An examination of gender responsiveness to female offender reentry. *Criminal Justice Behavior*, 41(1), 41-57.
- Johnson, B.R, Larson, D.B & Pitts, T.C. (1997). Religious programs, institutional adjustment and recidivism among former inmates in prison fellowship programs. *Justice Quarterly*, 14 145-166.
- Karuza, K. (2001). Family programming for incarcerated parents: A needs assessment among inmates. *Journal of Offender Rehabilitation*. 32(4), 67-83.
- Kettl, D. & Fesler, J. (2005). *The politics of the administrative process*. CQ Press: Washington, DC.
- Kurlychek, M. C., Brame, R., & Bushway, S. D. (2007). Enduring risk? Old criminal records and predictions of future criminal involvement. *Crime & Delinquency*, 53(1), 64-83.
- LaVigne, N., Brooks, L. & Shollenberger, T. (2009). Women on the outside: Understanding the experience of female offenders returning to Houston, Texas. Urban Institute.
- Listwan, S., Cullen, F. & Latessa, E. (2006). How to prevent prisoner re-entry programs from failing: Insights from evidence-based corrections. *Federal Probation*. 70(3), 19-25.

- Lowenkamp, C., Latessa, E. & Smith, P. (2006). Does correctional program quality really matter? The impact of adhering to the principles of effective intervention. *Criminology and Public Policy*, 5(3), 201-220.
- Maruna, S. (2011). Reentry as a rite of passage. *Punishment and Society*, 13(3), 1-27.
- McCarthy, B.R. & McCarthy B.J. (1984). *Community-based corrections*. Monterey, CA: Brooks/Cole Publishing Company
- McGarrell, E., Banks, D., & Hipple, N. (Fall 2003). Community meetings as a tool in inmate reentry. *Justice Research and Policy*, 5(2), 5-31.
- McGuire, J. (1995). (Ed.). *What Works: Reducing reoffending, Guidelines from research and practice*. John Wiley and Sons: New York
- Mearns, D., Roman, C, Wolff, A. & Buck J. (2006). Faith-based efforts to improve prisoner reentry: Assessing the logic and evidence. *Journal of Criminal Justice*, 34, 351-367.
- Morash, M. (1982). *Implementing criminal justice policies*. Beverly Hills: Sage Publications
- Nagin, D. S., Cullen, F. T., & Jonson, C. L. (2009). Imprisonment and reoffending. *Crime and Justice*, 38(1), 115-200.
- Nakamura, R. & Smallwood, F. (1980). *The politics of policy implementation*. New York, NY: St. Martin's Press
- National Institute of Corrections. Offender Reentry Transition. Retrieved May 6, 2011 from <http://nicic.govTPJC>
- National Research Council (2007). *Parole, desistance from crime and community integration*. Washington, DC: The National Academies Press.
- Osher, F., Steadman, H. & Barr, H. (2003). A best practice approach to community reentry from jails for inmates with co-occurring disorders: The APIC model. *Crime and Delinquency*, 49(1), 79-96.
- National Conference of Commissioners on Uniform State Laws. (2009). *Uniform Collateral Consequences of Conviction Act (draft)*.
- National Reentry Resource Center. Reentry Facts. Retrieved May 5, 2011 from <http://nationalreentryresourcecenter.org>.

- National Reentry Resource Center. Reentry Facts and Trends. Retrieved October 10, 2014 from <http://csgjusticecenter.org/nrrc/facts-and-trends/>.
- National Research Council. (2014). *The Growth of Incarceration in the United States: Exploring Causes and Consequences*. Committee on Causes and Consequences of High Rates of Incarceration, J. Travis, B. Western, and S. Redburn, (Eds). Committee on Law and Justice, Division of Behavioral and Social Sciences and Education. Washington, DC: The National Academies Press.
- National Research Council (2007). *Parole, desistence from crime and community integration*. Washington, DC: The National Academies Press.
- Pager, D. (2007). *Marked: Race, crime and finding work in an era of mass incarceration*. Chicago, IL: University of Chicago Press
- Parsloe, P. (1967). *The work of probation and aftercare officer*. New York: Humanities Press.
- Petersilia, J. (1999). Parole and prisoner reentry in the united states. *Crime and Justice*, 26, 479-529.
- Petersilia, J. (2004). What works in prisoner reentry? Reviewing and questioning the evidence. *Federal Probation*, 68 (2), 4-8.
- Pettus, C. & Severson, M. (2006). Paving the way for effective reentry practice: The critical role and function of the boundary spanner. *The Prison Journal*, 86, 206-229.
- Piehl, A. & LoBuglio, S.F. (2005). Does supervision matter? In Travis and Visher (Eds). New York: Cambridge University Press.
- Pinard, M. (2010). Reflections and perspectives on reentry collateral consequences. *The Journal of Criminal Law and Criminology* 100 (3), 1213-1224.
- Redcross et al. (2009). *Transitional jobs for ex-prisoners: Implementation, two year impacts and costs of the Center for Employment Opportunities (CEO) prisoner reentry program*. MRDC
- Richie, B. (2001). Challenges incarcerated women face as they return to their communities: Findings from life history interviews. *Crime and Delinquency*, 47(3), 368-389.
- Robinson, G. & Crow, I. (2009). *Offender rehabilitation: Theory, research and practice*.

- Los Angeles, Sage.
- Roman, C. & Travis, J. (2004). Taking stock: Housing, homelessness, and prisoner reentry. Urban Institute Justice Policy Center Washington, D.C.
- Rosenthal, A. & Wolfe, E. (2004). Unlocking the potential of reentry and reintegration [A working paper]. New York: Center for Community Justice Strategies.
- Rossmann, S. & Roman, C. (2003). Case managed reentry and employment: Lessons from the opportunity to succeed program. *Research and Justice Policy*, 5 (2), 75-100
- Schram, P. J., Koons-witt, B. A., Williams, F. P., III, & Mcshane, M. D. (2006). Supervision strategies and approaches for female parolees: Examining the link between unmet needs and parolee outcome. *Crime & Delinquency*, 52(3), 450-471.
- Seiter, R. & Kadela, K. (2003). Prisoner reentry: what works, and what does not, and what is promising. *Crime and Delinquency*. 49(3), 360-388.
- Shichor, D. (2006). *The meaning and nature of punishment*. Long Grove, IL: Waveland Press, Inc.
- Smith, L. (2008). *Coordinating the criminal justice system: A guide to improve the effective administration of justice*. Lanhan, MD: University Press of America.
- Smith, S.R. & Sosin, M.R. (2001) The varieties of faith-related agencies. *Public Administration Review*. 61, 651-670.
- Solomon, A., Johnson, K. Travis, J. & McBride, E. (2004). From prison to work: The employment dimensions of prisoner reentry. Urban Institute Justice Policy Center. Washington, D.C.
- Stephan, J. (2008). Census of Federal and State Correctional Facilities, 2005. U.S. Department of Justice, Bureau of Justice Statistics. Washington, D.C.
- Taxman, F., Young D. & Bryne, J. (Fall 2003). Transforming offender reentry into public safety lessons learned from OJP's reentry partnership initiative. *Justice and Research Policy*. 5(2), 102-128.
- Travis, J., Crayton, A. & Mukamal, D. (2009). A new era in inmate reentry. *Corrections Today*. 7 (6) 38-41.
- Travis, J. & Petersilia, J. (2001). Reentry reconsidered: A new look at an old question. *Crime and Delinquency*. 47(3), 291-313.

- Travis, J. & Visher, C. (Eds). (2005). *Prisoner reentry and crime in America*. New York: Cambridge University Press
- U.S Department of Justice, Bureau of Justice Statistics. (2006) *Statistics about reentry trends*. Retrieved April 17, 2006 from <http://www.ojp.usdoj.gov/bjs>
- Visher, C. & Farrell, J. (2005). Chicago communities and prisoner reentry. The Urban Institute.
- Visher, C. & Lattimore, P. (2008). Major study examines prisoners and their reentry needs. *NIJ Journal*. 258, 30-33.
- Ward, T. & Maruna, S. (2007). *Rehabilitation: Beyond the risk*. New York: Routledge.
- Ward, T., & Stewart, C. (2003). Criminogenic needs and human needs: A theoretical model. *Psychology, Crime & Law*, 9(2), 125-143.
- White, M., Saunders, J. & Fisher, C. (December 24, 2008). Exploring inmate reentry in a local jail setting: Implications for outreach, service, use and recidivism. *Crime and Delinquency*. Online First, 1-23. Retrieved September 30, 2010.
- Wilkinson, R. & Rhine, E. (2005). The international association of reentry: Mission and future. *The Journal of Correctional Education*. 56 (2), 139-145.
- Wilson, J. & Davis R. (2006). Good intentions meet hard realities: An evaluation of the Project Greenlight reentry program. *Criminology and Public Policy*. 5(2), 303-338.
- Wright, K. & Cesar, G. (2013). Toward a more complete model of offender reintegration: Linking the individual-, community- and system-level components of recidivism. *Victims and Offenders*. 8, 373-398.
- Yin, R. (2009). *Case study research: Design and methods*. Los Angeles: Sage
- Young, D., Taxman, F & Byrne, J. (2002). Engaging the community in offender reentry. National Criminal Justice Reference Service.

APPENDIX A
ASU IRB APPROVAL



APPROVAL: MODIFICATION

James Svava
Public Affairs, School of
602/496-0448
James.Svava@asu.edu

Dear James Svava:

On 3/4/2014 the ASU IRB reviewed the following protocol:

Type of Review:	Initial Study
Title:	Community-based reentry in Arlington County: An evaluation of the OAR reentry program
Investigator:	James Svava
IRB ID:	STUDY00000681
Funding:	None
Grant Title:	None
Grant ID:	None
Documents Reviewed:	<ul style="list-style-type: none">• Consent Form for Survey - Short Form, Category: Consent Form;• Consent Form for Staff Interviews - Short Form, Category: Consent Form;• Toles IRB Application - Social and Behavioral 3.3.14.docx, Category: IRB Protocol;• Client Satisfaction Survey, Category: Measures (Survey questions/Interview questions /interview guides/focus group questions);• Research Agreement, Category: Off-site authorizations (school permission, other IRB approvals, Tribal permission etc);

The IRB approved the modification.

When consent is appropriate, you must use final, watermarked versions available under the "Documents" tab in ERA-IRB.

In conducting this protocol you are required to follow the requirements listed in the INVESTIGATOR MANUAL (HRP-103).

Sincerely,

IRB Administrator

cc: Sanzanna Toles

APPENDIX B
RESEARCH AGREEMENT

Partnership Agreement between

SANZANNA TOLES DEAN and JAMES SVARA (Arizona State University),
and OFFENDER AID AND RESTORATION OF ARLINGTON COUNTY, Inc (OAR)

The purpose of this Agreement is to describe the nature of researcher/practitioner
collaboration specific to this study and how it will be documented in service.

Statement of Work

SANZANNA TOLES DEAN (Researcher) will work closely with OFFENDER AID AND RESTORATION OF ARLINGTON COUNTY, Inc (OAR) to conduct an evaluation of the OAR Reentry program. Specific goals for this study will be mutually developed and agreed upon by the Researchers and OAR.

Partnership Activities

The Researchers and the OAR will work collaboratively to:

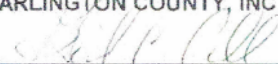
1. Identify, gather, and redact the appropriate case files for data analysis;
2. Analyze electronic case file information derived from OAR's automated case management databases;
3. Coordinate interviews with OAR staff, participants and program partners in a way that is methodologically sound yet unobtrusive to OAR operations;
4. Debrief regarding quantitative and qualitative findings as they emerge and consider the implications for policy and practice;
5. Present findings at conferences that cater to both researchers and practitioners interest as appropriate following the completion the study and submission of final reports.
6. Participate in local and national efforts to document and publicize best practices in providing services to ex-offenders in Arlington County and the Cities of Alexandria and Falls Church.

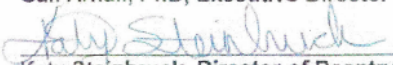
182

Terms and Conditions

1. The Researchers will work closely with OAR's Director of Reentry Services throughout the entire study. Both parties agree that research will be completed as part of the requirements for doctoral studies at Arizona State University.
2. OAR will provide a workspace for the researchers at the time of the study's start date for the duration of the study as needed while on site.
3. Researchers will minimize the need to pull OAR's personnel from their ongoing duties by embedding research activities as party of normal activities and schedules at OAR during the data collection phase.
4. The researchers will work with OAR's Director of Reentry Services at each point of the study to assess progress, discuss challenges, and ensure that both the methodological and practical issues are recognized and addressed.
5. Sanzanna Toles Dean will be responsible for documenting the collaboration process at each stage of the study, from data collection to the dissemination of findings.
6. Researchers will adhere to OAR's policies and procedures as it relates to conducting research, collecting data, reviewing program and organizational documents as well as protocols for contact with staff and program participants thought the study.
7. Researchers will adhere to all organization and university standards to protect the identity of any subjects of any participant case files reviewed. A signed non-disclosure statement must be received by OAR prior to commencing the research. ✕
8. The term of this agreement shall commence October 1, 2013 and will terminate June 30, 2014, unless otherwise altered by written agreement of both parties.

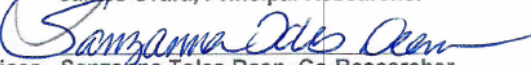
**OFFENDER AID AND RESTORATION
OF ARLINGTON COUNTY, INC (OAR)**


Gail Arnall, PhD, Executive Director


Katy Steinbruck, Director of Reentry Services

RESEARCHERS


James Svava, Principal Researcher


Sanzanna Toles Dean, Co-Researcher

- ✕ 9. Under no circumstances may the identification or name of OAR's be used, recorded nor communicated to any third party without written authorization. This provision remains in place in perpetuity.
10. Researchers are not, and will not represent themselves to any other person or entity, as an employee, agent or representative of OAR.
11. OAR may terminate this agreement immediately if a breach of confidentiality occurs.

182

APPENDIX C

CONSENT LETTER FOR STAFF INTERVIEWS

Community-based reentry in Arlington County: An Evaluation of the OAR Reentry Program

Dear Participant:

I am a graduate student under the direction of Professor James Svara in the College of Public Programs, School of Public Affairs, Public Administration program at Arizona State University. I am conducting a research study to determine the effectiveness of community-based reentry programs and will be conducting an evaluation of the OAR Reentry Program.

I am inviting your participation, which will involve participation in a short 5 question interview regarding your work with clients in the OAR reentry program. The interview is expected to take between 20-30 minutes of your time. You have the right not to answer any question, and to stop participation at any time.

Your participation in this study is voluntary. If you choose not to participate or to withdraw from the study at any time, there will be no penalty. There are no foreseeable risks or discomforts to your participation.

Please note that you must be 18 years or older to participate in this study and agreeing to participate in the interview signifies your willingness to provide data that will be used to evaluate the OAR reentry program. Although there are not direct benefits to you, possible benefits may include the ability to improve the delivery of services to clients seeking services in the future.

Your responses will be anonymous. The results of this study may be used in reports, presentations, or publications but your name or any personal identifiable information will not be used. The results will only be shared in aggregate form.

If you have any questions concerning the research study, please contact the research team at: stoles@asu.edu or james.svara@asu.edu. If you have any questions about your rights as a subject/participant in this research, or if you feel you have been placed at risk, you can contact the Chair of the Human Subjects Institutional Review Board, through the ASU Office of Research Integrity and Assurance at (480) 965-6788.

APPENDIX D
CONSENT LETTER FOR CLIENT SURVEY

Community-based reentry in Arlington County: An Evaluation of the OAR Reentry Program

Dear Participant:

I am a graduate student under the direction of Professor James Svara in the College of Public Programs, School of Public Affairs, Public Administration program at Arizona State University. I am conducting a research study to determine the effectiveness of community-based reentry programs and will be conducting an evaluation of the OAR Reentry Program.

I am inviting your participation, which will involve completion a customer satisfaction survey on services received while in the OAR reentry program. Completion of the survey is expected to take between 5-10 minutes of your time. You have the right not to answer any question, and to stop participation at any time.

Your participation in this study is voluntary. If you choose not to participate or to withdraw from the study at any time, there will be no penalty. For example, it will not affect any services received or have any legal consequences for agreeing or denying to participate. There are no foreseeable risks or discomforts to your participation.

A \$10 retail gift card will be provided if you agree to complete the survey and return it by the date requested. Please note that you must be 18 years or older to participate in this study and agreeing to complete the survey signifies your willingness to provide data that will be used to evaluate the OAR reentry program. Although there are not direct benefits to you, possible benefits may include the ability to improve the delivery of services to other clients seeking services in the future.

Your responses will be anonymous. The results of this study may be used in reports, presentations, or publications but your name or any personal identifiable information will not be used. The results will only be shared in aggregate form.

If you have any questions concerning the research study, please contact the research team at: stoles@asu.edu or james.svara@asu.edu . If you have any questions about your rights as a subject/participant in this research, or if you feel you have been placed at risk, you can contact the Chair of the Human Subjects Institutional Review Board, through the ASU Office of Research Integrity and Assurance at (480) 965-6788.

Please note that by completing the survey, you are agreeing to be part of the study and data collected will be used as part of the research study as described above.

APPENDIX E

GUIDE FOR SEMI-STRUCTURED STAFF INTERVIEWS

APPENDIX F
CLIENT SATISFACTION SURVEY

OAR CLIENT SATISFACTION SURVEY

Thank you for taking the time to answer the following questions. Your responses will be used to improve OAR reentry services. Your responses will be kept anonymous and participation in this survey will not impact any services received. The Reentry Team at OAR would like to thank you for your participation in our program: we are pleased to have the opportunity to help you.

DEMOGRAPHIC INFORMATION

1. Please enter your age _____.
2. Please select the appropriate gender category.

____ Male
____ Female
3. What is your race/ethnicity?
____ African American/Black
____ Asian American
____ Caucasian/White
____ Hispanic
____ Native American
____ Mixed Race/Multiethnic

PROGRAM SERVICES

Please select all applicable response(s).

4. Please indicate your primary reason for coming to OAR
_____.
5. Please select the OAR service(s) received.

____ Employment Advising
____ Social Events
____ OAR Advocacy Group
____ Individual Coaching Sessions with Jenny
____ Communication Workshop
____ Tuesday/Thursday Evening Job Search
____ Individual Mentoring and Tutoring
6. Please rate the following services you received with one (1) being the least useful and five (5) being the most useful.

____ Employment Advising
____ Social Events
____ OAR Advocacy Group
____ Individual Coaching Sessions with Jenny
____ Communication Workshop
____ Tuesday/Thursday Evening Job Search
____ Individual Mentoring and Tutoring

Please circle the appropriate response.

7. OAR provided services that met my needs.

1	2	3	4	5	6
Strongly Disagree	Disagree	Neither Agree or Disagree	Strongly Agree	Agree	Don't Know

8. The reentry staff made me feel welcome.

1	2	3	4	5	6
Strongly Disagree	Disagree	Neither Agree or Disagree	Strongly Agree	Agree	Don't Know

9. The reentry staff were knowledgeable.

1	2	3	4	5	6
Strongly Disagree	Disagree	Neither Agree or Disagree	Strongly Agree	Agree	Don't Know

10. I was actively engaged in developing my reentry service plan.

1	2	3	4	5	6
Strongly Disagree	Disagree	Neither Agree or Disagree	Strongly Agree	Agree	Don't Know

11. The OAR reentry program met my expectations.

1	2	3	4	5	6
Strongly Disagree	Disagree	Neither Agree or Disagree	Strongly Agree	Agree	Don't Know

12. I would recommend OAR reentry services to friends and family.

1	2	3	4	5	6
Strongly Disagree	Disagree	Neither Agree or Disagree	Strongly Agree	Agree	Don't Know

13. Please share your comments on how we can improve OAR reentry program services.

--

APPENDIX G
REENTRY REGISTRATION FORM

DATE: _____



REENTRY REGISTRATION FORM

Please fill this form out completely. If you have questions do not hesitate to ask.

I. Personal Information

Name: _____ Social Security Number: _____

Date of Birth: _____ Gender: _____ Race: _____

II. Additional Information

Are you a U.S. citizen? Yes _____ No _____ Primary Language: _____

Highest Education Level Completed: _____

Military Service: Yes _____ No _____ If yes, please circle all that apply:

a. Active b. Honorable discharge c. Dishonorable discharge d. Medical discharge

Are you working with any agency on Veterans benefits: Yes _____ No _____

Name of Agency

Contact Person

Telephone

Substance Abuse History: Yes _____ No _____ Mental Health History: Yes _____ No _____

Do you have health insurance? Yes _____ No _____ Are you legally disabled? Yes _____ No _____

III. Family Information

Marital Status (please circle one): a. Single b. Married c. Separated d. Divorced e. Widowed

Number of children or dependents: _____ Number under 18 living with you: _____

Family Type (please circle one):

a. Single person b. Single parent c. Two-parent household d. Two adults, no children e. Other

Family Size (number): _____

Current Client Income: \$_____ Current Family Income: \$_____

Sources of Family Income (please circle all that apply): Receiving Food Stamps/SNAP: __Yes__ No

- a. No Income; b. TANF; c. SSDI/SSI; d. Social Security; e. Pension; f. General Assistance; g. Unemployment Insurance; h. Employment and other source(s);
- i. Employment only

IV. Contact Information

Where were you living **before** incarceration?

Street *City* *State* *Zip*

Where will you be living **after** incarceration? If same as above check here: _____

Street *City* *State* *Zip*

Who are you living with? _____

Home Phone: (_____) _____ Can we leave a message? Yes ____ No ____

Work Phone: (_____) _____ Can we leave a message? Yes ____ No ____

Cell Phone: (_____) _____ Can we leave a message? Yes ____ No ____

Email address: _____

V. Emergency Contact Information

Name: _____ Relationship to you _____

Permanent Address:

Street *City* *State* *Zip*

Home Phone: (_____) _____ Cell Phone: (_____) _____

Email address: _____

VI. Conviction History

Please list your past convictions below:

Conviction	Felony/ Misdemeanor?	Sentence

Do you have any pending charges? ___ Yes ___ No. If yes, please list below:

Charge	Felony/ Misdemeanor?	Trial Date

What **jail** were you last incarcerated in? _____
State *Name of Institution* *City*

Date of Entry: _____ Date of Release: _____

What **prison** were you last incarcerated in? _____
Name of Institution *City* *State*

Date of Entry: _____ Date of Release: _____

Are you on Probation? Yes ___ No ___ If yes, when is the end date _____

Location of assigned Probation: _____

Probation Officer: _____ Telephone: _____

Lawyer/Public Defender: _____ Telephone: _____

Are you supervised? ___ Yes ___ No

Are you in counseling? ___ Yes ___ No

Drug testing? ___ Yes ___ No

Owe any court costs or fees? ___ Yes ___ No

Are you interested in working off your court costs through community service? ___ Yes ___ No

VII. Housing

Current housing type (please circle one): a. Own b. Rent c. Homeless d. Other

Are you in need of Shelter? Yes _____ No _____

If applicable, Shelter Name or Treatment Program client is participating in: _____

Program Case Manager: _____ Phone Number: _____

April to November only: Are you interested in receiving a referral to a DC shelter?

Yes _____ No _____

VIII. Transportation

Are you in need of Transportation Assistance? Yes _____ No _____

What address are you traveling to? _____

IX. Food

Are you in need of Food Assistance? Yes _____ No _____

When was the last time you have
eaten? _____

X. Other

A. Do you have other needs? Yes _____ No _____ If yes, please list below:

For additional needs we will need to set up and intake appointment at a later time

XI. Referral

How did you hear about OAR? _____

Have you ever been to OAR before? _____ If yes, when? _____

XII. Release of Information and Liability

Every reasonable effort will be made to maintain confidentiality about all aspects of my participation with OAR. I hereby authorize the employees or volunteers of OAR to release and receive information about me with personnel of social service agencies, mental health and substance abuse agencies, probation and parole officers, jail and prison staff, and other relevant service providers. I will not hold Offender Aid and Restoration of Arlington County, Inc., its employees, or its volunteers liable for my actions or any injury that I might sustain in or out of the OAR office. I have read (or had it read to me) this document. I fully understand its meaning and I agree to its contents.

Client Signature

Staff Signature

Client Name Printed

Date registration received by OAR

APPENDIX H
REENTRY ASSESSMENT FORM

DATE: _____



REENTRY ASSESSMENT FORM

Please fill this form out completely. If you have questions do not hesitate to ask.

Name: _____ Nickname: _____

Primary Phone: _____ Email: _____

Virginia Bonding Program

Do you want OAR to obtain a bonding eligibility letter for you? Yes _____ No _____

Identification

Do you need any of the following?

<input type="checkbox"/> Social Security Card	<input type="checkbox"/> Alien Registration Card	<input type="checkbox"/> Military Discharge Papers
<input type="checkbox"/> Birth Certificate	<input type="checkbox"/> Certificate of Naturalization	<input type="checkbox"/> Veteran ID Card
<input type="checkbox"/> Valid State ID/ Driver's License	<input type="checkbox"/> Passport	<input type="checkbox"/> High School Diploma/GED
<input type="checkbox"/> Picture Identification		

Emergency Assistance

Are you working with any agencies for social services or emergency assistance like food stamps or disability? Yes _____ No _____

Name of Agency

Telephone

Contact Person

Do you need a referral to the food bank for emergency food assistance? Yes ___ No ___

Do you need a referral to a thrift store or clothing closet? Yes _____ No _____

Do you want a suit from OAR? (if male) Yes _____ No _____

Status of Driver’s License: _____

Health

Please list any medical conditions, especially those currently being treated by a physician or prescription. (Do not include any mental health conditions.)

Health Issue	Date of Diagnosis	Physician	Medications

Are you working with any agency on your health issues? ___ Yes ___ No

If yes, include any doctor’s office, non-profit, religious group, or governmental agency:

Name of Agency

Contact Person

Telephone

Do you have **health insurance**? ___ Yes ___ No

If yes, what type/company? _____

Do you need information on the income-based medical clinic? ___ Yes ___ No

Do you need an emergency dental work referral from DHS? ___ Yes ___ No

Family and Community Support

Have you ever been requested by the courts to pay child support? ___ Yes ___ No

Are you paying child support? ___ Yes ___ No

Do all of your family members have health insurance? ___ Yes ___ No

Are you working with any agency on child/family/parenting issues?

If yes, please list any non-profit, religious community, social service or governmental agency:

Name of Agency

Contact Person

Telephone

Describe the children in your household:

Child's name	Age	Where/with whom is child living?

Please name 4 people you consider part of your support network (if you don't have anyone you can name, you can include OAR staff and other social service workers, etc.)

- 1)
- 2)
- 3)
- 4)