

## Inmate Reintegration: Current Practices, Challenges, and Explanations

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Successfully reintegrating individuals released from correctional facilities back into communities is a complex process that requires greater attention from society. Both in Canada and abroad, more ex-offenders are being released from prison only to find themselves unprepared for life on the outside as many lack stable housing, suffer from mental illness, have few job skills to secure basic employment, and all are marked with a criminal record.

This report is a compilation of the current scholarly research on inmate re-integration. The project has been made possible through a partnership with the John Howard Society of Ontario and the Association for Effective Reintegration in Ontario (A. E. R. O.). One of the broader goals of this project is to co-create and mobilize knowledge for the intended benefit of improving inmate reintegration in Ontario. Funded by a Social Sciences and Humanities Research Council Partnership Development Grant, A.E.R.O. intends to work towards efficient and effective reintegration that not only impacts and improves the lives of those who are released, but will also benefit communities as a whole by reducing recidivism and increasing public safety.

This report explores the following question: What methods and practices allow for the successful reintegration of releasees back into communities? This report begins with a summary of an annotated bibliography of domestic and international reintegration literature. This summary is then followed by the complete bibliography. This document is organized thematically to reflect five major barriers that releasees face in the reintegration process:

1) Stigma; 2) Housing; 3) Employment; and, 4/5) Mental health/addictions.

This paper also provides an overview of the more general reintegration literature and concludes with an examination of key criminological perspectives that are applicable to reintegration practices.

By synthesizing and evaluating a vast array of international reintegration literature, this report will prove useful for those of us who are interested in and concerned about successful inmate reintegration. In particular, students, researchers, policy-makers, service providers, and practitioners will benefit from this document as it highlights current international research on effective reintegration practices.

## Reintegration Literature Annotated Bibliography Summary by Key Themes

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*Much of this summary is based on research that was carried out in the United States, the country where most of this literature is based. Some data, however, were obtained from research conducted in Canada, the UK, New Zealand and Australia.*

### **1) Stigma**

- Many offenders establish a connection between desistance and their roles as workers, family men and women, and citizens
- However, offenders also lack the resources and social relationships necessary to fulfill these idealized roles and solidify new identities
- Many offenders feel like outsiders, occupying a status that is ‘less than the average citizen’ and they feel marked and vulnerable
- Most offenders are eager to establish or re-establish their roles in work, home, and the community
- Recommendations:
  - Skills training and role commitments necessary to overcome stigma and adopt a law-abiding identity must begin long before release from correctional supervision
  - Creating avenues of participation for ex-offenders would likely enhance reintegration, as well as the restoration of citizenship rights and opportunities to participate in civic life
  - Develop public awareness programs to reduce the stigma associated with incarceration
  - Match ex-offenders to community mentors
  - Involve ex-offenders in neighbourhood projects
- Much of the literature on reintegration has focused on the way in which society stereotypes offenders, but not on how offenders interpret and internalize these stereotypes
  - Small amount of research in this area shows that participants felt that they had been negatively labeled by others based on the fact that they had a criminal record and/or spent time in prison
  - Some participants indicated experiencing the stereotype of being a threat to the community, and believed this phenomenon had a negative impact on their ability to reintegrate back into society
  - Many releasees felt that being labeled affected their reintegration efforts, specifically their employment, housing, and relationships
  - Further research into the effects of being viewed as a threat in the community on offender reintegration should be completed to investigate the interconnections between these stereotypical threats and employment, and the effect that stereotype threat has on an offender’s ability to perform well in an interview and obtain employment
- Qualitative research suggests that children can also experience stigma following parental imprisonment

### **Community-Model of Reintegration**

- Efforts must seek to strengthen the offenders' stakes in becoming a contributing member of the community in such roles as parent, partner, neighbour, church-goer (for those who are religious) and employee
- Must build relationships with community members who have a vested interest in the offender's progress as a productive citizen → central features of these relationships are the informal social controls that can engage the offender in the process of reintegration
- Provide offenders with a legitimate identity and a "link" to the conventional community based on commitments and opportunities, as well as responsibilities and obligations.
- This connection substantially increases the likelihood that they will make the transition from delinquent and deviant careers to law abiding lifestyles.
- As the strength and number of such relationships increase, offenders accrue the human capital needed to gain access to institutional roles (e.g. in work, education and community groups) and, in turn, social capital in neighbourhood networks is increased

### **For more information regarding reintegration and stigma, please consult the following sources:**

Breen, A. H. (2011). *The Effects of Labeling and Stereotype Threat on Offender Reintegration*. University of Ontario Institute of Technology (Unpublished MA thesis).

Pager, Devah. (2003). "The mark of a criminal record." *American Journal of Sociology* 108, 5, 937-975.

Uggen, C., Manza, J., & Behrens, A. (2004). "Less than the average citizen: Stigma, role transition and the civic reintegration of convicted felons." In Maruna & Immerglott's (Eds.) *After Crime and Punishment: Pathways to Offender Reintegration*, pp. 261-293.

Workman, K. (2006). *Prisoner reintegration- Toward a model of community partnership*. New Zealand: Prison Fellowship.

## **2) Housing**

- Supporting the accommodation and employment needs of offenders should be top priorities
- **The following approaches and services are believed to be effective in helping inmates retain and/or find and maintain housing upon release.** Many of these are uncommon or non-existent in Canada
  - programs that enable inmates to retain their housing while incarcerated
  - re-entry planning that begins at the time of sentencing
  - programming that specifically targets inmates who are likely to become homeless upon release

- programs that provide information about housing services or that maintain landlord registries in the area where the ex-offender wishes to live
- legislation, including laws that prevent landlords from discriminating on the basis of a criminal record, and policies that define certain ex-prisoners as a priority need group for housing purposes
- transfer of offenders to pre-release facilities near the offender's intended home, so they can begin to search for housing and work, re-connect with family and loved ones, and access community supports
- utilization of community services within jails, to provide stronger support to inmates who have a history of homelessness, as well as those with mental illness, addictions, or FASD.
- housing insecurity and its relationship with incarceration are closely tied to the limited labour market options available to ex-offenders, with post-incarceration earnings nearly universally associated with reduced housing insecurity
- the tie between incarceration and housing is also related to factors beyond the labour market:
  - even at equal levels of annual earnings, recently incarcerated men face significantly more residential turnover and are more likely to be evicted than their counterparts with no history of recent incarceration
- This suggests that **targeted housing policy** may play a role in the instability facing ex-prisoner
- Housing challenges must be considered at **earlier stages** of the processing of criminal cases- when sentencing decisions are made, and throughout incarceration
- Barriers to affordable housing for men returning from prison can also be addressed directly, through modifications to the —one-strike restrictions administratively barring ex-offenders from public housing (a practice in several American states)
- Increase accessibility to the labour market for ex-offenders as this will reduce housing insecurity

**Partnerships with Third Sector Organizations (TSOs)**-contracted into prisons to provide housing advice and support, or provide offenders with access to temporary accommodation in short-stay hostels and Approved Premises

- positive developments with the TSOs → many prisons now have a dedicated housing advisor and important links with TSOs and housing providers
- what needs to be done according to the research:
  - a more transparent housing priority assessment system in increasing housing opportunities for marginalised groups, such as short-sentenced prisoners and young offenders
  - integrate housing providers better into the criminal justice system and vice versa to provide a more joined-up approach to housing offenders
  - create an umbrella liaison body that would manage and address homelessness across the borders of local authorities and improve co-ordination between the prison service and the ‘home’ local authorities of prisoners
    - particularly benefit offenders who are serving their sentence far away from home.
  - Housing related re-entry priorities must be identified in order to develop evidence- based programs

- Educate the community about housing issues facing prisoners
  - Encourage input from the community- forums and informal discussions
  - This can establish trust and lead to appropriate types of services that fit particular needs of communities
  - The “not-in-my-backyard” (NIMBY) phenomena can be diminished by informing the community of the myriad of benefits that will accrue with transitional services and transitional and permanent housing

**For more information regarding reintegration and housing barriers please consult the following sources:**

Canada Mortgage and Housing Corporation. (January 2007). Research Highlight: Housing Options upon Discharge from Correctional Facilities. *Socio-Economic Series 07-001*.

Geller, A., & Curtis, M. A. (2010). “A sort of homecoming: Incarceration and the housing security of urban men.” *Fragile Families Working Paper WP10-06-FF*.

Gojkovic, D., Mills, A., & Meek, R. (2012). “Accommodation for ex-offenders: Third sector housing advice and provision.” *Third Sector Research Centre Working Paper 77*.

Gouvis Roman, C., Kane, M. J., & Giridharadas, R. (2006). *The housing landscape of returning prisoners in the District of Columbia*. Urban Institute Justice Policy Centre.

### **3) Employment**

- By providing ex-offenders with the supports and services they need to find and maintain employment, recidivism can be reduced
- Participation in comprehensive education and employment programming while incarcerated and a continued connection to education and employment services after release have been shown to reduce recidivism
- Using strategies such as **progressive sanctions** that hold ex-offenders accountable but that also keep them in the community connected to family and employment can be effective

**Strategies that “work” for promoting workforce participation for reintegrating offenders:**

- 1) Enhance workforce preparation during incarceration:
  - Support educational programs for inmates including: general education (high school diplomas and GEDs) as well as secondary educational opportunities.
  - Support the development of a pre- and post-release curriculum
  - Enhance job skills development→ Focus training on employable skills (forklift training, etc.)
  - Support soft skills development
- 2) Improve placement services
  - Expand partnerships with employers
  - Leverage employment agencies
  - Expand outreach around hiring incentives for employers

- 3) Remove barriers to employment for ex-offenders
  - Prohibit blanket employment bans
  - Lift bars on occupational licensure
- 4) Improve access to work supports
  - Promote access to transportation by amending driving restrictions
  - Promote better access to health care
  - Support opportunities for affordable housing
  - Lift or minimize bans on income subsidies
  - Lifting bars to employment- "**provisional pardons**" to remove bars to licensing and other discrimination against ex-offenders by private employers
- Recommendations for eliminating employment barriers for ex-offenders with criminal records:
  - improve skills and qualifications
  - tackle non-employment problems, such as housing and drug abuse
  - reduce employer discrimination
  - Improved training and advice on job search (including improving confidence and the way convictions are revealed) would be helpful, but would have only a marginal effect on unemployment
- Must reduce employer discrimination of those who have criminal records → 2 approaches
  - improving employers' practices so that criminal record is only taken into account in relation to job ability and performance
  - reduce employers ability to discriminate by reducing access to criminal records
- Recent research in Britain suggests that offenders and ex-offenders, particularly ex-prisoners, need **general rather than job specific skills**. This is because offenders and ex-offenders are more likely to be deficient in basic skills, but also because of a demand for the basic skills such as literacy, reliability and good motivation
- evidence to conclude that employment remains a viable avenue for reducing crime and recidivism
  - older offenders are especially receptive to post release employment programs, even when they are short-term and limited in quality
  - employment programs may ease their transition back into society
  - The effectiveness of short-term work programs for young offenders is less encouraging; most evaluations find that subsidized employment does not reduce recidivism for adolescents and young adults
  - However, evaluations of long-term residential programs that emphasize vocational training, placement, and education offer some promise for reducing crime among at-risk or released adolescents
  - ex-offenders who obtained high-quality employment, such as skilled craft work, were less likely to be rearrested than those who obtained poor-quality work
- Correctional Service of Canada (CSC) has increased its focus on employment training in order to ensure inmates are job ready at the time of release
- Employment and Employability Process (EEP) in CSC enhances inmates' chances of finding and keeping employment upon release
  - EEP provides inmates with a sense of purpose, and develops and maintains the generic competencies needed to be employable in today's market

- Research conducted by the Conference Board of Canada suggests that employers are willing to provide instruction and training in the trades
- However, they seek potential employees who have acquired employability skills, which include fundamental, teamwork and personal management skills, in order to succeed.
- **Portfolio skills program very successful**
  - It provides inmates with tools to help them identify their skills and abilities acquired from formal education and life experiences
  - Encourages inmates to establish goals toward the next steps in their personal development
  - At the end participants wanted to further education (GED, trade, post-secondary)
  - all created an action plan to achieve their goals
  - they turned perceived negative life experiences into positive skill development and greater self-confidence
- criminal records close the door on jobs, skills and ability are not taken into account
  - we must educate the public more about the successes that have occurred with reintegration and how employers can benefit
- employment status, age of the offender, and the offender's level of formal education are the most important predictors of recidivism among released offenders, regardless of their type of offense
- the offender's level of formal education is an important element for re-entry because it has a simultaneous effect on both post-release employment and recidivism
  - Increasing educational proficiency has shown promise as one strategy for assisting inmates in finding gainful employment after release and ending their involvement with the criminal justice system.
  - **Educational programs/interventions in adult correctional facilities are key to obtaining employment during reintegration**

**For more information regarding reintegration and employment barriers please consult the following sources:**

Centre for the Study of Social Policy. (2012). *Results-based public policy strategies for promoting workforce strategies for reintegrating ex-offenders*. <http://www.cssp.org/policy/papers/Promoting-Workforce-Strategies-for-Reintegrating-Ex-Offenders.pdf>  
Accessed 7 Jan 2013

Klassen, I. "Offender Employment and Employability." *Forum on Corrections Research*, 17, 1, pp. 33-34.

Metcalfe, H., Anderson, T., & Rolfe, H. (2001). "Barriers to Employment for Offenders and Ex-offenders. National Institute of Economic and Social Research. <http://research.dwp.gov.uk/asd/asd5/rrep155.pdf> Accessed 5 Jan 2013

Nally, J. M., Lockwood, S., Ho, T., & Knutson, K. (2012). The post-release employment and recidivism among different types of offenders with a different level of education: A 5-year follow-up study in Indiana. *Justice Policy Journal* 9, 1, pp. 2-29.

Samuels, P., & Mukamal, D. (2004). *After prison: Roadblocks to re-entry*. The Legal Action Centre. [www.lac.org/roadblocks.html](http://www.lac.org/roadblocks.html) Accessed Jan 20 2013.

Small, R. (2005). "The Importance of Employment to Offender Re-integration." *Forum on Corrections Research*, 17, 1, pp. 38-40.

Uggen, C., & Staff, J. (2001). Work as a turning point for criminal offenders. *Corrections Management Quarterly* 5, 4, pp. 1-16.

#### **4) & 5) Mental Health/ Addiction**

- Effective re-entry management strategies require close collaboration, supported by information exchange, between criminal justice agencies (especially institutional and community corrections agencies) and their partners in the health and human services arena
- Increased sharing of a justice-involved individual's pertinent information between justice and health/human services organizations can result in a reduced likelihood of offender recidivism and increased community safety

#### **Transition Planning**

- Also known as discharge planning, aftercare, re-entry planning, and release planning is essential to facilitating continuity of care for soon-to-be released inmates with mental illnesses and addictions
- Broadly defined as the process of "creating a continuum of care pertaining to mental health and substance abuse services as an inmate is released to the community"
- **Ideally, transition planning should begin at the time that an incarcerated individual is identified as having a psychiatric disorder**
- In practice, however, most prison systems delay formal transition planning until an inmate approaches release
- The timeline for initiating prison discharge planning typically ranges from as little as 1 week to as much as 6 months before the inmate's release date
- Should utilize a case management process that involves representatives of community service and mental health providers working in tandem with the prison system's transition planning staff.
- Representatives of community supervision agencies (e.g., parole officers, case workers) should also be involved when the inmate will be released under some form of criminal justice supervision
- When appropriate, family members should also be invited to participate in release planning
- An integrated model for prisoners and inmates requires that each member of the discharge planning team has competency in case management with emphasis on assessment, intermediate counselling skills, and pre-release case planning
- Benefits of Discharge planning:



- Linkage to appropriate next step resources based on needs; reduces reverting to methods of survival that often are self-destructive
- Prevent vulnerable populations from becoming homeless
- Investment in outcome that every life has some human potential to be productive member of society
- Maintain gains achieved during the course of incarceration
- data indicate reduced recidivism rates for those who complete a discharge program compared with those who elect to be released without any programming

### **Specialized re-entry programs for those with MI/Addictions**

- Coordinated, comprehensive services are needed that emphasize increased collaborative discharge plans with community agencies and the criminal justice system
- The CORP program in Connecticut is an example of one such initiative that was created to address these issues, offering a specialized program designed to meet the unique re-entry needs of mentally ill offenders with co-occurring substance abuse disorders.
- Conducting programmatic comparisons once the evidence for CORP has been well demonstrated would enhance the science regarding partnerships
- It is known that lower recidivism is linked to receiving community case management and that receiving jail-based case management increases the chances of receiving community-based case management upon release
- Stronger case management services that include more advocacy and persistence in gaining client engagement have been explored in past studies which support findings from the CORP program evaluation

### **Effective re-entry services will:**

- Create client targeting and triage systems
- Incorporate risk and needs assessments
- Individualize re-entry service plans for maximum impact
- Take steps to overcome barriers to trust and engagement
- Strengthen linkages between the jail and community-service providers
- Standardize the procedures, staff training, and supervision used by jail-based re-entry programs.
- Use data to facilitate re-entry services and develop evaluation components for all re-entry program
- Increase collaboration between and among jail and community-based providers

### **Effective strategies for reintegration of mentally ill/addict offenders (MOI) on parole:**

#### **1) Discharge/post-release services:**

- Begin with a comprehensive discharge plan that contains specific information on an inmate's needs for community-based treatment, employment, housing, and financial and social support.
- Findings show that even 90 days of participation in post-release services are beneficial. 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 (Rikers Island Discharge Planning Enhancement Program) at all
- Outreach is important → must be aggressive w/ recruitment as many offenders have been disappointed by programs in the past

**2) Parole conditions:** Parole supervision can be an excellent vehicle for delivering services to MIOs and can exercise the authority of the prison system to improve compliance with medication and other conditions of release, which should be enforceable, reasonable, and tailored to the risk and needs of parolees

**3) Case Management:** can help parolees access multiple services in an overall treatment plan that integrates and coordinates care across different service domains

- address the needs of MIOs for mental health treatment as well as the mandates of parole supervision and the availability of community-based services for substance abuse, housing, job training, employment, and medical conditions
- builds a formal support network for mentally ill persons who lack an informal support network

**4) Team Approach:** Teams of parole officers, case managers, and treatment providers should collaborate in decisions regarding the selection, supervision, treatment, and continuity of care for MIOs after discharge from prison.

- strengths and expertise of the team members should be considered in defining the function of each team member
- ensure continuity and consistency in implementing re-entry programs, same professionals should be assigned long-term to the same teams

**5) Memoranda of Understanding (MOU) and cross training:** Parole administrators should enter into formal agreements or memoranda of understanding (MOU) with mental health agencies and create opportunities for cross training among correctional staff and service providers

- Recommendations for MIO in correctional facilities to better prepare for reintegration:
  - Philosophy of corrections currently emphasizes public safety, security and risk, management → need to have therapeutic interventions in line with approaches in mental health sector
  - Effective screening and assessment measures are needed to identify persons with potential mental health concerns upon admission to the correctional institution and ensure that their treatment needs are adequately addressed
  - Ongoing access to comprehensive and individualized treatment and supports is essential in mental health recovery
  - The safety of individuals with mental illnesses within correctional settings is often compromised → segregation exasperates symptoms
  - Release planning is essential for individuals with mental illnesses given that they have unique needs and often require a wide range of specialized services and supports to effectively manage their conditions and successfully reintegrate into the larger community
  - There are insufficient release planning procedures in institutions across Canada- inconsistencies
  - Marginalized groups of MIO need special attention- women, aboriginals, those on remand
- More research needed on those who are dually and triply diagnosed with MI

**For more information regarding reintegration and mental health/addiction barriers please consult the following sources:**

- Baillargeon, J., Hoge, S. K., & Penn, J. V. (2010). "Addressing the challenge of community reentry among released inmates with serious mental illness." *American Journal of Community Psychology*, 46, pp. 361-375.
- Baron, M., Erlenbusch, B., Moran, C. F., O'Connor, K., Rice, K., Rodriguez, J., & Salazar, J. C. (2008). *Manual for Discharge Planning: Mental Health and Substance Abuse Facilities, Hospitals, Foster Care, and Prisons and Jails*. The California Endowment.
- Hammett, T. M., Roberts, C., & Kennedy, S. (2001). "Health-related issues in prisoner re-entry." *Crime and Delinquency*, 47, pp. 390-409.
- Kesten, K. L., Leavitt-Smith, E., Shelton, D., Zhang, W., Wagner, J., & Trestman, R. L. (2012). Recidivism rates among mentally-ill inmates: Impact of the Connecticut Offender Reentry Program. *Journal of Correctional Health Care* 18, 1, pp. 20-28.
- Lurigio, A., Rollins, A., & Fallon, J. (2004). "The effects of serious mental illness on offender re-entry." *Federal Probation*, 68, 2, pp. 45-52.
- Schizophrenia Society of Ontario. (December 15, 2011). *Position Statement: People with Mental Illness in Federal and Provincial Correctional Settings*. Retrieved 20 January 2012 [http://www.schizophrenia.on.ca/images/stories/SSO\\_position\\_on\\_mental\\_illness\\_in\\_corrections\\_December\\_15\\_2011.pdf](http://www.schizophrenia.on.ca/images/stories/SSO_position_on_mental_illness_in_corrections_December_15_2011.pdf)
- Schizophrenia Society of Ontario. (March 2011). *Provincial Correctional Response to Individuals with Mental Illnesses in Ontario: A Review of the Literature*. Retrieved 20 January 2012 [http://cefso.ca/wwwnews/uploads/Provincial\\_Corrections\\_Literature\\_Review\\_Final\\_March\\_2012.pdf](http://cefso.ca/wwwnews/uploads/Provincial_Corrections_Literature_Review_Final_March_2012.pdf)

### General Reintegration Literature Summary

- Parole supervision increasingly results in ex-convicts' being re-incarcerated for noncriminal behavior (administrative breaches) or minor crimes
- **For most inmates, reentry should be curtailed by either eliminating supervision or greatly shortening the period of supervision**
- **Recommendation:** Because high-risk parolees are being supervised for the same times frame as low-risk parolees, eliminating or reducing the length of supervision (not more than 6 months) is the best course of action for reducing parole violations and preventing disproportionate supervision periods among offenders.

**One strategy for reducing the risk of recidivism is the provision of treatment, services and support to prisoners during their incarceration and after their release**

- This approach is gaining prominence in Australia and internationally.
- It recognises that prisoners are confronted by a range of social, economic and personal challenges that can be barriers to a crime-free lifestyle

- Post-release services would be on a continuum with pre-release services, best initiated at prison reception
- **Throughcare/Floating-Care Model:** has its roots in the provision of accommodation, but can be used in a broad range of services. In the case of post-release interventions, floating care would involve a single case manager providing and/or brokering multi-agency support to a client and his or her family (if relevant), from a base in the offender's own home. Optimally, the case manager would work with the client from reception to post-release.
- Practice related issues of this model include: re-entry funding, Collaboration and interagency cooperation, parole resources

**Reentry Partnership Initiative (RPI) programs-** share a common vision about offenders, communities, and the issue of public safety: *we must act as a system to improve public safety in our communities*

- require key criminal justice system actors (police, courts, corrections, community) to redefine their role and responsibility in this area, focusing not on what *individual* agencies should be doing, but on what the “partnership” should be doing to improve public safety
- major development is the inclusion of the community -- victims and offenders in the partnership -- sharing responsibilities for offender reintegration
- **Successful RPIs:**
  - Have the following characteristics: leadership, partnership, ownership
  - Leadership-
    - there must be a strong leadership role within an organization, and there must be a strong leadership role within the partnership.
    - the *first step* in the change process should be to select a full-time project director for the initiative, who has the ability (and authority) to develop a programmatic strategy for re-entry that spans the boundaries of traditional organizations
  - partnership-
    - “true” *Partnerships* comprised of all the key decision-makers involved in public safety
    - “true” refers to programs that involve partnership members at every three levels: policy development, operational practice, and staff decision-making
    - strategic planning must be integrated at all levels to ensure the partnership moves from “paper” to practice
  - ownership-
    - need to accept the notion that offender re-entry problems are not someone else's problems; they are everyone's problem
    - they identify quality staff from their agency to work on RPI program development
    - they commit resources to the re-entry program
    - they incorporate “re-entry” issues into a revised mission statement for their agency/organization
  - key actors- 1) the police, 2) the institution, 3) the treatment providers in the public and private sector, 4) the community supervision agencies (probation, parole), and, 5) the community itself (including the victim, victim advocates, guardians, community agencies/groups, and -- of course -- the offender)

### Family Justice Approach/Model

- Resettlement plans must include a strategy for working with families, and address the impact of imprisonment on children
- taps the natural resources of families, the collective wisdom of communities, and the expertise of government to make families healthier and neighborhoods safer
- emerged as a leading national nonprofit institution dedicated to developing innovative, cost-effective solutions that benefit people at greatest risk of cycling in and out of the criminal justice systems
- develops creative initiatives with a wide range of strategic partners, including government agencies and community- and faith-based organizations in fields such as criminal and juvenile justice
- help organizations work with families facing overlapping health issues and involvement in the criminal justice system or risk of such involvement
- Family case management is at the heart the approach but agencies that don't offer case management can adapt and apply the principles and tools of the model
- Family justice approach trains professionals and paraprofessionals about its signature method, The Bodega Model®.
- **It is Successful- evaluation showed that among people who participated in this form of family case management, 90% resolved their medical service needs and 80% resolved social-service needs within six months.**
- The approach considers each person's context, culture, and connections; builds on the interactions within social networks; and draws on the strengths of individuals, families, and communities.
- **Family case management helps reduce drug use and the rate of arrest among participants and improves the overall well-being of families living in poverty**

### Family Programs

- The Correctional Service of Canada (CSC) recognizes and knows that healthy family units play an important part in an offender's rehabilitation and reintegration
- Family programs such as the one at Millhaven Institution in Ontario have been established to respect and strengthen the ties that bind
  - Millhaven Assessment Unit → a compulsory family-based orientation course is given by the Canadian Families and Corrections Network (CFCN)
  - offenders examine the impact their criminal behaviour has had on those closest to them and to make amends for the hurt they may have caused
  - involves a two-and-a-half hour lecture and discussion on making links with community organizations, faith-based groups, and community chaplaincies
  - focuses on the offenders' families and the impact their crimes have had on their families
  - includes ways to maintain the bonds between an incarcerated father and his children, and how to normalize being a family without making criminal behaviour or incarceration normal.
  - **CFCN- there has been a measurable decline in tension and incidents at the assessment unit. Offenders know through CFCN that their families could get access to the information needed. They had resources to assist their families and maintain the ties**
  - Successful reintegration requires:

- Targeting the families of incarcerated individuals for a wide array of services
- Facilitating contact between families and their incarcerated relatives
- Providing services to children of incarcerated persons to build stability in their lives
- Implementing comprehensive pre-release transitional plans that address family needs

**Effective Re-entry programs should:**

- be targeted to high-risk offenders. Placing low-risk offenders in intensive programs might actually increase their recidivism rates
- focus on crime-producing factors such as antisocial attitudes and substance abuse. Boot camp programs are ineffective because they target factors unrelated to crime, model aggressive behaviour, and bond criminals together
- use a cognitive-behavioural approach, which has been shown to reduce re-offenses by an average of 10%. This action-oriented approach teaches prisoners new skills through modeling, practice, and reinforcement
- on behavioural outcomes, targeting criminogenic needs and using positive reinforcements;
- must have program integrity, which includes quality assurance, evaluation efforts, and overall attention to the intervention's fidelity to the three previous principles
- Begin treatment in prison and provide continuity in the community
  - Provide intensive interventions for at least six months

**What Doesn't work?**

- intensive supervision does not reduce recidivism rates
- supervision itself does not reduce recidivism; individuals placed on parole supervision after prison are no less likely to be rearrested than individuals released with no supervision

**New approaches to Re-entry that have shown promise**

- **Comprehensive, interagency initiatives.** – Eg. The Boston Reentry Initiative (BRI)
  - focuses on individuals posing the highest risk and starts working with those individuals within 45 days of their admission to jail Each month they meet with representatives from social service organizations, law enforcement and community corrections to discuss alternatives to crime and consequences of re-offending.
  - caseworkers and faith-based mentors meet regularly with participants
  - BRI was associated with significant reductions — on the order of 30 percent — in the overall and violent arrest failure rates
- **Re-entry courts-** taking hold in state and federal systems
  - represents a new way to coordinate available services.
  - By placing a judge (or magistrate) in the role of re-entry manager, these courts provide for coordinated services in ways that are not possible in traditional parole systems.
  - Although re-entry courts have not yet been rigorously evaluated, some early findings are promising and show reductions in recidivism rates.
- **Community-based interventions-** community-based approach to re-entry
  - approach re-entry as a community phenomenon → create coalitions of community organizations to interact with every person returning home from prison.
  - Eg- the Baltimore Re-entry Partnership

- **Reintegration Caseworkers (from NZ):** dedicated to work with targeted prisoners (young prisoners, women prisoners, high risk/high need mainstream prisoners) to address their reintegrative needs in time for their release
  - will work with prisoners, their family, other government and community agencies, Corrections Officers and Probation
  - Officers to ensure prisoners' reintegration goals are met.
- **Work and Income Prisoner Reintegration Teams:** Since October 2005, every prison in NZ has had the services of a dedicated Work and Income Prisoner Reintegration Team
  - provide much needed employment and income assistance to prisoners in a timely way that meets their release
- **Regional Reintegration Teams:** made up of Reintegration Caseworkers, Liaison Workers and Social Workers
  - Each member of the team provides a specific contribution in assisting targeted prisoners with their reintegration and social needs
  - The team provides, for the first time, a concentrated reintegration resource within Corrections to assist not only prisoners, but also other Departmental staff with their ongoing reintegration responsibilities
  - provide a much needed coordination and facilitation point for other agencies (both community and government based) who also administer reintegration services to prisoners.
- **Supported Accommodation Service:** Historically, half-way houses, Habitation centres or other parole hostels have been available to prisoners on release. NZ is not seeking to move back in this direction.
  - Instead, focused on supporting access to “normal” housing and domestic arrangements
  - delivered to offenders through a contracted service provider that leases single-occupancy properties from Housing NZ or private providers and then sub-leases the properties to offenders
  - The offenders can stay in the accommodation for a maximum of three months and then move onto more permanent accommodation with the assistance of the service provider.
  - The service provider operates a case management approach to assist offenders with meeting their other reintegrative needs.

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### Reintegration Theoretical Literature Summary

- Reintegration is both a process and an event. As a process, it is long-term and starts prior to release and continues well afterwards
- Research on desistance from crime focuses on understanding why and how former offenders avoid continued involvement in criminal behaviour
- **Sampson and Laub: Life-course theory** and **Edwin Lemert- Primary and secondary deviance** → may clarify some issues in the study of desistance

#### **Theory: Relational Coordination:**

- Successful offender reentry calls for more effective coordination between criminal justice and social service agencies
- Relational coordination is an emerging theory for understanding the relational underpinnings of collaboration
- coordination is understood to be a relational that involves not only the management of interdependencies between tasks but also the management of interdependencies among the people who perform these tasks
- According to the theory of relational coordination, coordination that occurs through frequent, high-quality communication
- supported by relationships of shared goals, shared knowledge, and mutual respect enables organizations to better achieve their desired outcomes.
- Some specific dimensions of relational coordination have been associated with reduced rates of recidivism.

#### **Key theoretical perspectives on intermittency of criminal careers:**

- **1) Matza's theory of delinquent drift:** criminality is not a permanent property of individuals, but rather deviance is something that individuals sporadically drift into and out of during periods over the life course. The drifting delinquent approximates the majority of juvenile delinquents who do not become adult criminals. The drifter begins to cease his or her involvement in unconventional behaviour as adulthood approaches because adulthood is marked by the addition of new affiliations such as work and marriage.
- **2) Sampson & Laub's age-graded informal social control theory:** education, employment, and conventional relationships such as marriage are the primary mechanisms of informal social control over the life course. The social relations between individuals and these mechanisms or institutions of social control are a form of social investment or social capital. The greater one is invested in these institutions, the less likely they will be to commit crime.
- **3) Moffitt's Developmental Taxonomy:** attempts to account for the variation in offending patterns that underlie the aggregate age-crime curve. It suggests that adult offending virtually requires juvenile delinquency, but not all juvenile delinquents go on to become adult offenders.
- **4) Agnew's General Strain Theory:** focuses on the negative relationships with others. There are 3 sources of strain: 1) removal of positively valued stimuli; 2) presentation of negative stimuli; and, 3) failure to achieve positively valued goals. Agnew allows for the intervening variable of negative emotion to mediate the relation between strain and

crime. GST explains the stability of criminal behaviour primarily through its introduction of traits that increase the likelihood that a person will: 1) experience negative relationships; 2) interpret these relationships as aversive; and, 3) react to this adversity with criminal behaviour.

### **Theoretical perspectives on resettlement**

- **1) Agency and structure:** agency is just as important as structure
- **2) Primary and secondary desistance:** the former is the achievement of an offence-free period, whereas the latter is the adoption or consolidation of a non-offending identity and self-concept
- **3) Desistance Paradigm for probation practice:** ensure early individualized preparation for release; have access to resources and advocacy; awareness of the importance of motivation and cognition; continuity of personal contact; empathetic support in the face of setbacks; help in acquiring relevant skills; a positive and optimistic approach; a genuine collaboration between resettlement workers and ex-offenders; and, a flexible and realistic approach that recognizes that relapses do not mean long-term failure

### **Symbolic interactionist theory of role transition**

- across socioeconomic, familial, and civic domains this theory is useful in explaining identity shifts over the life course
- a self-concept as a deviant or conforming citizen is the principal mechanism linking adult role transition and desistance
- ex-offenders are likely to be off-time with respect to standard life-course markers of the transition to adulthood and that the stigma of convictions imposes additional barriers to successful adult role transition
- the primary mechanism linking adult role transition and crime is a generalized self-concept as deviant or conforming citizen

### **Social Stratification**

- mass incarceration and its attendant effects on social stratification/social inequality
- the implications of the prison boom for understanding inequalities in the labor market, educational attainment, health, families, and the intergenerational transmission of inequality
- prison/punishment can be understood as generating these inequalities
- To the extent that incarceration effects were ever confined to a small and dangerous group of persistent criminals, social stratification literature suggests this is no longer the case
- Instead, the prison has emerged as a powerful and often invisible institution that drives and shapes social inequality

**Desistance Theory:** focuses on the reasons someone decides to stop offending.

- Changes in the way offenders see themselves can support a shift to a socially productive lifestyle
- to desist from crime, ex-offenders need to develop a coherent pro-social identity for themselves
- They can be helped to do this by providing them with opportunities to exercise personal responsibility and to make choices about their future.

- Engaging with offenders promotes desistance in a number of ways → focuses on the person's abilities, skills, and motivation; shows the person that they can make a valuable contribution to society; and, promotes acceptance by the community outside.

**Social Exclusion (Stigma):** It is difficult to engage with people as individuals when policies define them according to a single category.

- For example, applying different service policies to people by the length of their sentence ignores their individual factors
- effects of labelling people: was a label counter-productive if it prevented the person from positive change? → people were torn when they wanted to be a citizen, but were constantly being put in situations which defined them as ex-offenders
- “does the label prevent the person getting out of social exclusion? We need to get away from labels and focus on what people need.”

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Reintegration Literature: Annotated Bibliography

Compiled by: Ryan Lafleur

**Theoretical Literature on Inmate Reintegration**

**Bond, Brenda J., & Gittell, Jody H. (2010). “Cross-agency coordination of offender reentry: Testing collaboration outcomes.” *Journal of Criminal Justice*, 38, pp. 118-129.**

**Abstract:**

Successful offender reentry is arguably one of the most challenging contemporary issues, with policymakers calling for more effective coordination between criminal justice and social service agencies. Evidence linking cross-agency coordination to reentry outcomes is limited and underdeveloped. The theory of relational coordination was used to develop hypotheses regarding the impact of cross-agency coordination on reentry outcomes in “reentry hot spots” and to test those hypotheses. Results pointed to some differences in crossagency coordination between cities that were part of reentry policy efforts and those that were not. Results also revealed that relationships between criminal justice agencies were relatively strong, while their relationships with employment providers were comparatively weaker, but the impacts of these relationships on reentry outcomes were limited at best. Findings support using relational coordination to understand reentry collaboration, to identify strengths and weaknesses of collaborative ties, and to measure their impact on reentry outcomes.

**Theory- Relational Coordination:** is an emerging theory for understanding the relational underpinnings of collaboration. Increasingly, coordination is understood to be a relational process (Crowston & Kammerer, 1998; Faraj & Sproull, 2000; Foster-Fishman et al., 2001; Gittell, 2000; Weick & Roberts, 1993) that involves not only the management of interdependencies between tasks (Malone & Crowston, 1994), but also the management of interdependencies among the people who perform these tasks. According to the theory of relational coordination, coordination that occurs through frequent, high-quality communication supported by relationships of shared goals, shared knowledge, and mutual respect enables organizations to better achieve their desired outcomes.

**Results:** Findings included identifying weak and strong ties among Massachusetts’ agencies in both SVORI and non-SVORI communities. Significantly higher levels of relational coordination were identified with employment agencies in SVORI communities relative to non-SVORI

communities. In the case of criminal justice and substance abuse agencies, however, SVORI participation did not predict significantly higher levels of collaboration. The findings also highlighted associations between recidivism and some of the relational coordination dimensions, but not always in the predicted direction. In some, but not all of the models, higher levels of relational coordination were associated with increased, rather than reduced recidivism rates. Some specific dimensions of relational coordination were associated with reduced rates of recidivism.

**Recommendations:** In reentry an even more compelling need exists for relationships across organizations because often no formal systems are in place. Cross-agency approaches are necessary for successful reentry.

**Future research:** While the concept of relational coordination was introduced to the reentry collaboration context, offering it as a relevant model through which to explore communication and coordination and as a framework for future analysis. More evidence is needed on the outcomes and structure (Provan, Veazie, Staten, & Teufel-Shone, 2005) of collaborative relationships to inform policy and practice.

**Breen, A. H. (2011). *The Effects of Labeling and Stereotype Threat on Offender Reintegration*. University of Ontario Institute of Technology (Unpublished MA thesis).**

**Abstract:**

After their release from prison, offenders are faced with many hardships that hinder their reintegration efforts. Often, offenders are stereotyped and face community exclusion due to their criminal record. Much of the literature on reintegration has focused on the way in which society stereotypes offenders, but not how offenders interpret and internalize these stereotypes. This study examines the way offenders internalize the stereotypes associated with having a criminal record, and how this affects their reintegration. Data was gathered by conducting 18 in-depth interviews with offenders at the John Howard Society in Toronto. The interviews showed that all participants felt that they had been negatively labeled by others based on the fact that they have a criminal record and/or spent time in prison. Additionally, five participants indicated experiencing stereotype threat, and believed this phenomenon to have had a negative impact on their ability to reintegrate back into society.

**Key Findings:**

The major findings of the study were: a) all participants expressed feeling negatively labeled due to their criminal record and the time that they had spent in prison; b) participants were most likely to manage being labeled by not disclosing their criminal record or the fact they had been to prison to others; c) most participants felt that the changed they experienced was not a result of the time they spent incarcerated, but rather a consequence of being in prison, it was prison that changed them, in that it “hardened” them; d) all of the participants expressed feeling that labeling

affected their reintegration efforts, specifically their employment, housing, and relationships; and e) a small amount of participants in the study experienced stereotype threat.

**Future research:** further research into the effects of stereotype threat on offender reintegration should be completed to investigate the interconnections between stereotype threat and employment, and the effect that stereotype threat has on an offender's ability to perform well in an interview and obtain employment.

**Edgar, K., Aresti, A., & Cornish, N. (2012). *Out for good- Taking responsibility for resettlement*. Prison Reform Trust <http://www.prisonreformtrust.org.uk/Portals/0/Documents/OutforGood.pdf> Accessed 5 Jan 2013**

### **Summary:**

The Prison Reform Trust has worked, over 18 months, to build an evidence base about effective resettlement policy and practice. Out for Good shows how practice can be improved by identifying the lessons from some existing schemes. The primary focus has been on employment and training; housing; the contribution of families; and drug and alcohol treatment – all of which work better with inter-agency cooperation.

We take as our starting point that prison staff need to involve prisoners in their own resettlement and encourage them to take responsibility for addressing the challenges they will face on release. Out for Good has highlighted opportunities that encourage self-reliance and develop prisoners' capacity to help others, for example, through programmes that train them to provide housing and employment advice and information to their peers.

Peer researchers (former prisoners) have been involved in this project from the outset – reviewing the literature, drafting the key questions, and conducting interviews with staff and prisoners. Peer research methods (which were pioneered by SOVA and Sheffield Hallam University) make use of the insights of people who have had similar experiences to those being interviewed.

The study gathered the views of prison governors and staff, prisoners, voluntary sector providers and others. In the course of the fieldwork, we visited nine prisons; held discussion groups with about 40 prisoners and 30 staff, and interviewed 34 individual prisoners, and a wide range of staff from the prison service and the voluntary sector. Unless otherwise indicated, the quotes in this report are from these interviews with prisoners and staff.

In addition to these prison visits, we made use of quantitative data, provided to us by the Prisoners Education Trust, from its Inside Time survey of 532 prisoners on their plans for resettlement. We discussed the study with voluntary sector providers of resettlement services for prisoners. We also conducted a literature review, examining research on the practical challenges of finding employment and housing, and rebuilding relationships with families and others.

### **Theories:**



**1) Desistance Theory:** focuses on the reasons someone decides to stop offending. Changes in the way offenders see themselves can support a shift to a socially productive lifestyle. “To desist from crime, ex-offenders need to develop a coherent pro-social identity for themselves” (Maruna, 2001: 7). They can be helped to do this by providing them with opportunities to exercise personal responsibility and to make choices about their future.

Engaging with offenders promotes desistance in a number of ways. It focuses on the person’s abilities, skills, and motivation; shows the person that they can make a valuable contribution to society; and, promotes acceptance by the community outside.

**2) Social Exclusion (Stigma):** It is difficult to engage with people as individuals when policies define them according to a single category. For example, applying different service policies to people by the length of their sentence ignores their individual factors. Further, some people in the voluntary sector raised questions about the effects of labelling people: was a label counter-productive if it prevented the person from positive change? Chris Stacey, from uNLOCK, explained that people were torn when they wanted to be a citizen, but were constantly being put in situations which defined them as ex-offenders. In similar terms, at a conference about people who were multiply-excluded, Julian Corner, Chief Executive of the Lankelly Chase Foundation, asked, “does the label prevent the person getting out of social exclusion? We need to get away from labels and focus on what people need.”

### **Principles of effective engagement with prisoners:**

**1. Co-ordination of services:** In a discussion group for Out for Good, women prisoners said they needed: Better communication between different departments and with outside agencies. It would help to get consistent messages: we are always being told different things.

E.g. An effective model of co-ordinating resources drawn from the community, so that they serve prisoners efficiently, is run by **Sefton Community Voluntary Service (CVS)**. Sefton CVS works in partnership with two prisons, as the broker between voluntary sector agencies in the community and the prison: ...acting as a central co-ordination point within [this prison], supporting existing partnerships and working in the wider community to support positive outcomes for offenders. This is achieved by providing access to a diverse range of services, support and opportunities both within [the prison] and through the gate.

**2. A range of services:** A resettlement manager at a local prison explained: We don’t work in silos anymore. There are so many things to do with each offender, so we need a wraparound service, like a social network of support.

Chris Stacey, head of Projects and Services at unlock, stated, “good resettlement programmes ‘normalise’ the person. They are not constantly aimed at ex-offenders.” his point suggests that full resettlement occurs when people have sufficient openings into mainstream services that they are no longer defined as a distinct group on the basis of their offence history.

**3. Genuine consultation with offenders:** Time and again prisoners say that what matters is being made to feel valued. You don’t achieve that through ticking a box. (Resettlement team

member at a local prison) Prisoners themselves can play an important role in the rehabilitation and resettlement process by mobilising the prisoner's own sense of agency in desistance from crime. This counterbalances a widespread belief that rehabilitation programmes are something that is 'done' to offenders." (Boyce et al., 2009: 1)

**4. Matching the support to the person's capacities:** A basic dilemma about enabling prisoners to take responsibility is that some are much more self-reliant than others. Asked what they felt are the characteristics of effective resettlement, one resettlement team member responded, "First, a capacity to engage at the level that they are at; support them where they are." Out for Good found some evidence of prisons targeting individuals who were in more urgent need of support. At one local prison, a governor explained: At a certain time before release we have made it more focused so it works with those prisoners who really need our support. . . . We concentrate the resource on who needs it most. With job seekers we target people who haven't worked.

**5. A balance of encouragement and challenges:** Sefton CVS said, "We try to keep the expectations practical and achievable." The paid mentors working on the pilot project in Sefton described the balance in their approach: Our job is to get to know the guys personally. We focus on the positives a lot. What skills have you used? We also manage their expectations, keep them real. We challenge them all the time, giving them feedback on their plans. We need to be challenging within the support. The people we work with want the boundaries. Working with someone at their own level requires the service provider to manage the high potential for relapses within the process of desistance, rather than to resort to coercion and punishment (which will increase resistance). Policies that treat all relapses as breaches of conditions do more to increase the prison population through recalls than they do to reduce reoffending by supporting desistance.

**6. Peer support workers and mentors:** At an East midlands prison, the mentoring pilot project builds on good inter-agency cooperation through a variety of organisations tied into the project by established protocols. The mentoring pilot in Sefton has also worked on good communication as a means of building partnerships, which is as important with police, probation and prison staff as with community volunteers. In principle, the mentoring pilot project was granted permission to make use of former offenders as mentors. Peer mentoring was believed to enhance the rapport between the prisoner and his mentor, as the mentor had been through similar experiences.

**7. Supporting people in pursuing their aims:** At a local prison, the resettlement team was conscious of the need to provide information in different formats to accommodate a range of capacities: Some people are more able to access support than others. We try to match the information to the person's specific needs so as not to bombard them. However, the same prison conceded that the first shortcoming is the lack of a comprehensive means of identifying people who need extra support.

### **Challenges to effective resettlement:**

**1. Multiple needs of the prison population:** A member of a local prison resettlement team observed that prisons do better in preparing people for release if they have sentences over a year.

He believed that part of the explanation is that many people who receive short sentences have multiple, deep-rooted needs.

All prisoners – on remand, or serving short to very long sentences – may face very complex circumstances that hinder efforts to reduce their reoffending. A service provider made the point that complex needs do not provide a simple relationship between support and a reduction in offending: Any intervention might be very good, yet - due to the multiplicity of factors - the reoffending outcomes might be poor.

**2) Restrictive policies and practices (Security VS Reentry/Rehabilitation):** Processes to enhance security were singled out by many respondents as a major obstacle. Concern about security imposed time constraints on useful projects and restricted the opportunities that could be made available to prisoners. Asked if there was a tension between rehabilitative aims and security, one prison staff member responded: They conflict all the time. You can do intensive work and get real buy in from the offender. Then probation just say no. That shoots down the offender's motivation. Security overruns everything that we do. Security and resources will always trump rehabilitation and resettlement. (Prison resettlement team member).

The length of time it takes to process the required security clearances could seriously undermine the capacity of programmes to deliver outcomes: One barrier is security vetting. The security process is in depth. By the time you get the community group cleared, they may only have four or five months funding left.

A consistent theme was that the prison wall was very effective in keeping potentially helpful community resources out: Security has been a barrier: the PSO states that anyone who comes in has to go through vetting and barring. The MOJ desires greater community engagement but the PSO bars people. The voluntary sector could contribute far more, except for the barriers raised by the prisons.

**4. Stigma:** managing risk contributed to another obstacle when it led to the impression that all prisoners were dangerous. For example, the risk-averse ethos meant that some opportunities, which could help prisoners, were not open to practitioners: Access to drug agencies as a drug user is a problem. It's not equality. We cannot ROTL an ex-drug user to a hospital placement. We need to balance equal access to very specific risk factors.

Security issues also create challenges by restricting the movements and actions of Peer Advisors in the course of their work and imposing transfers at short notice, meaning some never complete their NVQ qualification. The impact of risk on social reintegration can be felt long after the person is released. A housing charity, interviewed as part of Out for Good explained how the status of ex-offender could affect access to housing: Barriers and exclusions typically arise at the stage where someone is moving from a hostel to general needs housing. For example, some general needs housing providers impose a two-year ban on offenders.

**Recommendations:**

**1. Start early with an individual approach:** First thing: resettlement should start from the minute you get here, not at the end when you're about to go, because that's too late. If you start telling people things early you can see who is going to go out there and be ok and who is not. It is never too early to start resettling back into the community. Because we don't want them to live in jail, we want them to live in the community. So we need to start imposing that on them from the minute they get here.

**2. Improve information and open lines of communication with support outside:** Make them familiar with all the agencies they've got out there. Have those people come here; have contact with them from here. There should be free phone numbers to speak with these agencies on your phone. You should be able to talk to these people from in prison. Don't wait till you get out.

**3. Motivate prisoners:** It's all about inspiring people. I would want more, I suppose criminals who've made it, who've turned their lives around, to come back in to be able to give a lecture, or talk to inspire. And that's not really happening. Yes, they will say security implications and so on, but not when there's a man who has an MBE and has been out of trouble for many, many years. I think it must come from the governors.

**4. Focus training on employable skills:** I would do things like NVQ level, forklift driving courses, something where you learn and then you know what to do. . . . In prison I think you should be learning something, because the prison is for the people to change into good side. Yes, training things that's the best that you can do.

**5. Target help with finding housing:** Housing first, a dedicated housing unit. Build up proper contacts with people outside, people that are prepared to take ex-prisoners.

## **6. Facilitate improved contact with families**

**7. Line up reliable support for after release:** The problems start outside. The help is needed at the point of release. How you would set it up, I don't know. But people walk out the door; they don't trust probation – don't see them as being there to help them. And I think they feel they have been thrown back to the wolves and all that they will have is a consequence if they do something wrong. I don't think they feel they have any assistance when they leave.

## **Recommendations for Government:**

**1.** Most of the solutions to effective resettlement do not lie behind • bars. Government should ensure that its departments and local authorities work together to put in place the housing, employment, health and social care and family support shown by the findings of this report, and other evidence, to be pivotal to successful rehabilitation.

**2.** As part of its rehabilitation strategy, the Ministry of Justice should address public attitudes by emphasising that ex-offenders have served their sentence and paid their debt and therefore should be accepted back into society.

## **Recommendations for the National Offender Management Service (NOMS):**

1. Prisoners should have secure access, through the Internet, to resources that can help with resettlement. They should supplement, rather than replace, face-to-face work with staff.
2. All prisons should have procedures in place to set up bank accounts for prisoners, and these should be advertised widely through the prison.
3. Resettlement plans must include a strategy for working with families, and address the impact of imprisonment on children.

**Recommendations for prisoner governors and directors:**

1. The whole prison should see resettlement as central to its role. Preparing people for release is the responsibility of everyone in prison.
2. Every prison should have a comprehensive resettlement strategy that is linked into the other core functions and widely disseminated within the prison.
3. In prisons from which people will be released into the community, the governor or director should establish a prisoners' resettlement committee. In this forum, representatives can regularly meet service providers from the community and senior managers from the prison to inform policies and provision.
4. Effective resettlement work entails specialist skills, which are widely available among community organisations. Every resettlement team should develop links to community-based organisations with the expertise prisoners need, including housing, finance and debt, and employment. Sefton CVS provides a model of how this can be done.
5. Resettlement teams should make greater use of peer advisers, following the example of the St Giles Trust.

**Recommendations for Employers:**

1. Training provision in prisons should be expanded by attracting greater involvement of local industry.
2. Employers should contribute to resettlement by expanding job opportunities for people on release.

**Foster, H., & Hagan J. (2012). Intergenerational educational effects of mass imprisonment in America. *Sociology of Education* 85, 3, pp. 259-286.**

**Abstract:**

In some American schools, about a fifth of the fathers have spent time in prison during their child's primary education. We examine how variation across schools in the aggregation and concentration of the mass imprisonment of fathers is associated with their own children's intergenerational educational outcomes and "spills over" into the attainments of other students. We assess the association of this interinstitutional and intergenerational "prison through school pathway" with downward and blocked educational achievement. Educational and economic resources and other predisposing variables partially explain school-linked effects of paternal imprisonment on measures of children's educational outcomes. However, we find that the net negative school-level association of paternal imprisonment with educational outcomes persists even after we introduce school- and individual-level measures of a wide range of mediating processes and extraneous control variables. We discuss paternal imprisonment as a form of "marked absence." The significance of elevated levels of paternal imprisonment in schools is perhaps most apparent in its negative association with college completion, the educational divide that now most dramatically disadvantages individuals and groups in American society.

### **Results:**

Our results indicate that concentrated incarceration of parents in school populations is negatively and significantly associated with the educational attainment of children. Most notably, we demonstrate that students at schools with higher levels of paternal incarceration have limited access to the levels of academic accomplishment increasingly required to succeed in America. We have suggested that paternal incarceration results not only in removal from the community, but is furthermore a form of "marked absence" that predicts consistently negative outcomes at student and school levels across the three educational measures (focus on the residential mobility and stigmatic stereotyping involved in the interruption of parent-child relationships, the availability of educational and economic resources, and the selection of parents and children into imprisonment as well as neighborhood school settings where imprisonment is common) we have considered.

### **Future research:**

We suggest that future research should focus on the role of classroom teachers in what Pager has called the marked and negative credentialing process. There is potentially important experimental evidence that what we have called the marked absence of an incarcerated parent can impair teacher-student relationships in schools. Dallaire et al. (2010) randomly assigned scenarios to teachers describing a female student whose mother was imprisoned. They found that the teachers in their experimental treatment group rated these students as less competent than teachers in a control group in which the child's mother was described as being away for other reasons. Further research could usefully test whether this effect is limited to incarcerated mothers and daughters and whether this effect is additionally influenced by variation in surrounding school incarceration levels.

**Maruna, S., Immarigeon, R., & LeBel, T. P. (2004). "Ex-offender reintegration: Theory and practice." In Maruna & Immarigeon's (Eds.) *After Crime and Punishment: Pathways to Offender Reintegration*, pp. 3-26.**

### **Key Points & theories:**

Reintegration is both a process and an event. As a process, it is long-term and starts prior to release and continues well afterwards. Research on desistance from crime focuses on understanding why and how former offenders avoid continued involvement in criminal behaviour. Sampson & Laub- life-course theory. Edwin Lemert- Primary and secondary deviance. This theory may clarify some issues in the study of desistance. The authors utilize Lemert's model to develop their own classifications of desistance: primary and secondary desistance. The former refers to a lull or crime-free gap in the course of a criminal career, whereas the latter refers to the movement from the behaviour of non-offending to the assumption of the role or identity of a changed person.

**Murray, J. (2007). The cycle of punishment: Social exclusion of prisoners and their children. *Criminology & Criminal Justice* 7, 1, pp. 55-81.**

#### **Abstract:**

Recent research suggests that children of prisoners are at risk for a range of adverse outcomes throughout their lives. However, there is almost no information about how many children prisoners have, where their children are or who looks after them. This article describes children's circumstances following their father's imprisonment, using a survey at an English prison. It is roughly estimated that 1 per cent of children under 18 experience parental imprisonment each year in England and Wales. It is argued that prisoners and their children are vulnerable to multiple types of social exclusion, including: pre-existing deprivation; loss of material and social capital following imprisonment; stigma; 'linguistic exclusion'; political exclusion; poor future prospects; and administrative invisibility. Despite the apparent prevalence and urgency of the problem, the population of children of prisoners is unmonitored, under-researched and unsupported by the statutory sector. In the UK, failure to support children of prisoners reflects an era of punitive penal policy, and a lack of commitment to reduce social exclusion by the Government.

#### **Forms of Social Exclusion:**

**1) Pre-existing social exclusion:** Prisoners and their families appear to be some of the most disadvantaged people in modern society, even before imprisonment takes place. National prison surveys show that prisoners are more likely than the general population to have been unemployed, to be of low social class and to have multiple mental health problems, many criminal convictions, marital difficulties and their own experiences of abuse and neglect (Dodd and Hunter, 1992; Lynch et al., 1994; Singleton et al., 1998).

**2) Loss of material and social capital:** Imprisonment not only marks pre-existing disadvantage, but can also cause loss of economic resources for prisoners and their families. Unemployment is a key feature of recent thinking on social exclusion (Burchardt et al., 2002a), and surveys and experiments show that those with a conviction or imprisonment record are discriminated against when seeking employment (Pager, 2003; Holzer et al., 2004). As Wacquant (2001) argues, material exclusion following imprisonment should be seen in the wider context of reduced social

capital. In the USA, prisoners are systematically excluded from social redistribution and public aid: the Work Opportunity and Personal Responsibility Act of 1996 banished most ex-convicts from Medicaid, public housing, Section 8 vouchers and other forms of assistance (Wacquant, 2001).

In addition, children's social capital is threatened by parental imprisonment because remaining caregivers are often forced to increase their work hours, experience considerable emotional pressure, and families are sometimes forced to move neighbourhood and children forced to change school. Moreover, as Clear and Rose (Clear et al., 2001; Rose and Clear, 2003) have argued, high imprisonment rates can increase social disorganization of communities and attenuate ties between residents. In short, parental imprisonment may decrease children's material and social capital, at family, school and community levels.

**3) Exclusion through stigma:** Stigma has been linked to poor mental health, physical illness, academic underachievement, low social status, poverty and reduced access to housing, education and jobs (see review by Major and O'Brien, 2005). Qualitative research suggests that children can also experience stigma following parental imprisonment. Boswell and Wedge (2002) found that families were harassed by the media when their identities were leaked to the press, and that children were sometimes bullied by their peers: '[t]he children have had to make new friends and now attend different schools. They got verbal abuse from other children at the old school. The pressure was so great that the children didn't want to go to school' (child's caregiver, quoted in Boswell and Wedge, 2002: 67; see also Sack et al., 1976; Sack, 1977).

**4) Linguistic exclusion:** Children are perhaps the most linguistically excluded from legal processes concerning their parents. From studies of delinquent youths, it appears that children below age 14 are even less likely than older adolescents to know basic facts about trials (see review by Grisso, 2000). Without understanding simple facts about their parent's imprisonment, children may experience reduced capacity to process psychologically their traumatic loss, or voice preferences about contact (see Pellegrini, 1997, on the psychological tasks children face after parental imprisonment). Several studies suggest that children are often told lies or nothing at all about their parent's imprisonment (Sack and Seidler, 1978; Shaw, 1987; Richards et al., 1994). In relation to parental mental illness, it appears that stigma hampers communication with children about their parent's condition (Hinshaw, 2005). Without clear information, children may blame themselves and become more vulnerable to developing their own mental health problems (Hinshaw, 2005).

**5) Political exclusion:** Wacquant describes 'criminal disenfranchisement' 'practised [in the USA] on a scale and with a vigor unimagined in any other country' (2001: 120; see also Mauer, 2002). As well as reducing a sense of civic engagement among people with criminal convictions, large-scale disenfranchisement, like in the USA, might be changing electoral outcomes (Uggen and Manza, 2002). Political exclusion might be more extreme in the USA than in the UK, but political exclusion still affects prisoners in the UK. During imprisonment, sentenced prisoners still do not have the right to vote in the UK, unlike in Sweden, Ireland, Spain, Denmark, Greece, Australia and South Africa (Uggen and Manza, 2002). Because children do not have the right to vote, when their parents also cannot vote, children of prisoners are barely represented in the democratic process.



**6) Dynamic exclusion:** ‘Future prospects’ have become an important part of the definition of social exclusion. According to Micklewright, ‘exclusion may offer a useful label for the fate that awaits some children who suffer from various disadvantages in childhood which threaten their capability to achieve in the future’ (2002: 9–10). It is well known that prisoners are at risk for drug abuse, alcohol and mental health problems, loss of housing, unemployment, future offending and further imprisonment (see, for example, Social Exclusion Unit, 2002). However, the long-term risks associated with parental imprisonment for children are only beginning to be elucidated. According to our recent research, children of prisoners are at risk for their own delinquency (measured by conviction records and self-reports), their own imprisonment, mental health problems and general ‘poor life success’ (including drug taking, heavy drinking, poor relationships with parents, poor relationships with wives, divorced or child elsewhere, frequently unemployed and impulsive personalities) (Murray and Farrington, 2005, in press; Murray et al., in press). As such, children of prisoners appear to be socially excluded by past, present and future processes.

**7) Administrative exclusion:** Unlike the plight of prisoners themselves, children of prisoners barely appear in official reports, national statistics, Home Office research agendas or media coverage. When social problems are ‘invisible’ it becomes imperative to acquire systematic information regarding the scope and nature of the problem, in order to provide effective support services (Rossi et al., 2004). To monitor how many children experience parental imprisonment, a key distinction should be made between the point prevalence and the annual incidence of children experiencing parental imprisonment. Point prevalence refers to the number of children who have a parent in prison at any one point in time. Annual incidence refers to the number of new cases of children experiencing parental imprisonment in a given year. To plan comprehensive support services, it is necessary to know both figures. We urgently need to update information about how many parents are being imprisoned each year, how many children are left behind and in what circumstances children live, to ensure that there are adequate services to support them.

**Piquero, A. (2004). “Somewhere between persistence and desistance: The intermittency of criminal careers.” In Maruna & Immarigeon’s (Eds.) After Crime and Punishment: Pathways to Offender Reintegration, pp. 102-128.**

#### **Key theoretical perspectives on intermittency:**

**1) Matza’s theory of delinquent drift:** criminality is not a permanent property of individuals, but rather deviance is something that individuals sporadically drift into and out of during periods over the life course. Individuals have a constant set of choices as to their involvement in conventional and unconventional activities. For Matza, the drifting delinquent approximates the majority of juvenile delinquents who do not become adult criminals. The drifter begins to cease his or her involvement in unconventional behaviour as adulthood approaches because adulthood is marked by the addition of new affiliations such as work and marriage (109-110).

**2) Sampson & Laub’s age-graded informal social control theory:** education, employment, and conventional relationships such as marriage are the primary mechanisms of informal social

control over the life course. The social relations between individuals and these mechanisms or institutions of social control are a form of social investment or social capital. The greater one is invested in these institutions, the less likely they will be to commit crime. S & L recognize that individual offending patterns evidence both continuity (e.g., childhood and adolescent anti-social behaviour are strong predictors of juvenile delinquency, which is a predictor of crime, alcohol, and substance abuse in adulthood) and change over the life course. S & L also recognize that not all problem children and juvenile delinquents go on to become adult offenders. That is, criminal careers evidence significant patterns of change that must be accounted for. Salient life events and the development of social bonds in adulthood and beyond, especially those related to work or a spouse, can counteract early involvement in anti-social behaviour. It is not the mere presence of work or a spouse that changes one's ways, but rather the individual's investment in the relations between the person and his or her job or spouse that creates the social capital necessary to move offenders away from an unconventional lifestyle. Broken ties can also lead to a resumption of criminal activity (110-111).

**3) Moffitt's Developmental Taxonomy:** attempts to account for the variation in offending patterns that underlie the aggregate age-crime curve. It suggests that adult offending virtually requires juvenile delinquency, but not all juvenile delinquents go on to become adult offenders. Moffitt's theory involves two groups of offenders, each whom possess a unique aetiology towards criminal behaviour as well as a unique criminal repertoire. The first group of offenders, life-course persistent, engage in problematic behaviour throughout the life course as a result of interaction between neuropsychological deficits and disadvantaged environments. They begin to offend early in life, engage in a wide range of anti-social and criminal acts (violent acts as well), and desist much later in the life course. Continuity is the norm for this group, and change is unlikely. The second group, in contrast, are adolescence limited and engage in delinquent acts that are confined, for the most part, to the juvenile period of the life course as a result of the perceived maturity gap. When individuals reach adolescence, they begin to covet adult-like behaviours and goods, and when they realize that such things are beyond their reach, they seek the aid and comfort of similar-aged peers who are going through the same issues. The dynamic between the maturity gap and the peer social context sets the stage for involvement in adult-like behaviours such as staying out late, smoking and drinking, vandalism, and premarital sexual intercourse. The majority of adolescents do not commit violent crimes and desist as they enter adulthood. Their verbal proficiencies and social skills make them adept at meeting the demands of adult life (111-112).

**4) Agnew's General Strain Theory:** focuses on the negative relationships with others. There are 3 sources of strain: 1) removal of positively valued stimuli; 2) presentation of negative stimuli; and, 3) failure to achieve positively valued goals. Agnew allows for the intervening variable of negative emotion to mediate the relation between strain and crime. Negative emotions include: fear, distress, depression, and anger. GST continues the causal process by hypothesizing that there are a variety of ways to cope with negative emotions and negative strainful life experiences, including religious and emotional coping. GST explains the stability of criminal behaviour primarily through its introduction of traits that increase the likelihood that a person will: 1) experience negative relationships; 2) interpret these relationships as aversive; and, 3) react to this adversity with criminal behaviour. Regarding change, GST accounts for the peak (and falling) of crime during adolescence by changes in 1) the extent of negative relations with

others; 2) the tendency to interpret such relations as aversive; and, 3) the tendency to cope with adversity through delinquency. The peak in crime during adolescence is due to an increase in negative relations and an increased tendency to interpret such relations as aversive and then to react by engaging in delinquency (112-113).

**Future research:** should determine whether or not intermittent patterns of offending are more common for particular offences than others. Also, are the predictors of intermittency across offence types similar or different, and how is intermittency within individuals exhibited over the life-course? Lastly, how does alcohol and drug abuse influence patterns of intermittency, and are intermittent periods of crime different among different groups of offenders (e.g., race and sex)?

**Raynor, P. (2007).** “Theoretical perspectives on resettlement: What it is and how it might work.” In A. Hucklesby & L Hagley Dickinson’s (Eds.) *Prisoner Resettlement: Policy and Practice*, pp. 26-42. UK: Willan Publishing.

### Key Points:

Resettlement lacks clarity in two respects: 1) surrounding the goals of resettlement; and 2) reasons for providing resettlement as a publicly-funded service within the CJS. Movement from viewing the prison for punishment to providing rehabilitative work, revealed that aftercare must be integrated. \*\*The process must be continuous from the start of the sentence (anticipating the term **throughcare**), which began to replace aftercare in the UK in the 1960s. Effective resettlement requires enabling offenders to acquire human capital (skills, personal resources, motivation), as well as social capital (links, connections, and organizations).

**What worked and what did not work in the Resettlement Pathfinders program (1999-2005):** It was found that probation-led projects achieved significantly higher levels of continuity of contact with offenders after release, and in most cases achieved high levels of positive change in offenders’ attitudes and beliefs (35). Offenders in the aforesaid program also had lower rates of recidivism than those in other projects (no number was given - a flaw). Offenders were more apt to continue with care if they knew the service provider and received motivation from them.

**Theoretical models of resettlement:** Voluntary organizations who adhered to the **opportunity-deficit model** that purports that offenders offend because of the lack of access to resources were not as successful as probation-led projects which utilized the **offender responsibility model** which placed greater focus on offender responsibility, thinking, and motivation.

### Other theories:

**1) Agency and structure:** agency is just as important as structure.

**2) Primary and secondary desistance:** the former is the achievement of an offence-free period, whereas the latter is the adoption or consolidation of a non-offending identity and self-concept.

**3) Desistance Paradigm (McNeill 2006) for probation practice:** ensure early individualized preparation for release; have access to resources and advocacy; awareness of the importance of motivation and cognition; continuity of personal contact; empathetic support in the face of setbacks; help in acquiring relevant skills; a positive and optimistic approach; a genuine collaboration between resettlement workers and ex-offenders; and, a flexible and realistic approach that recognizes that relapses do not mean long-term failure.

**Future research:** should analyze how resettlement can bolster offenders' social and human capital.

**Travis, J. (2002). "Invisible punishment: An instrument of social exclusion." In Marc Mauer & Meda Chesney-Lind's (Eds.), *Invisible Punishment: The Collateral Consequences of Mass Imprisonment*, pp. 15-36. New York: W.W. Norton and Company Limited.**

### Summary:

This chapter focuses on a criminal sanction that is nearly invisible: namely, the punishment that is accomplished through the diminution of the rights and privileges of citizenship and legal residency in the United States. Over the same period of time that prisons and criminal justice supervision have increased significantly, the laws and regulations that serve to diminish the rights and privileges of those convicted of crimes have also expanded. Yet we cannot adequately measure the reach of these expressions of the social inclination to punish. Consequently, we cannot evaluate their effectiveness, impact, or even "implementation" through the myriad private and public entities that are expected to enforce these new rules. Because these laws operate largely beyond public view, yet have very serious, adverse consequences for the individuals affected, I refer to them, collectively, as "invisible punishment." They are invisible in a second sense as well. Because these punishments typically take effect outside of the traditional sentencing framework—in other words, are imposed by operation of law rather than by decision of the sentencing judge—they are not considered part of the practice or jurisprudence of sentencing. Through judicial interpretation, legislative fiat, and legal classification, these forms of punishment have been defined as "civil" rather than criminal in nature, as "disabilities" rather than punishments, as the "collateral consequences" of criminal convictions rather than the direct results.<sup>4</sup> Because they have been defined as something other than criminal punishment, scholars, legislators, criminal justice officials, and legal analysts have failed to incorporate them into the debates over sentencing policy that have realigned our criminal justice system over the past quarter century.

Finally, there is a third dimension of invisibility. Although these criminal punishments look like typical legislative enactments, wending their way through the committee process, passage by majority vote, and approval by the executive,<sup>5</sup> their legislative life cycle often follows an unusual course. Unlike sentencing statutes, they are not typically considered by judiciary committees. They are often added as riders to other, major pieces of legislation, and therefore are given scant attention in the public debate over the main event.<sup>7</sup> They are typically not codified with other criminal sanctions. Some exist in the netherworld of the host legislation to which they were attached. Some exist under a separate heading of civil disabilities. Some defy traditional

notions of federalism by importing federal penal policy into state sentencing statutes so that a conviction for a state law violation triggers federal consequences. Some apply the restrictions of one state on an offender convicted in another state who chooses to relocate. Little wonder, then, that defense lawyers cannot easily advise their clients of all of the penalties that will flow from a plea of guilty. These punishments are invisible ingredients in the legislative menu of criminal sanctions. This chapter argues that these punishments should be brought into open view. They should be made visible as critical elements of the sentencing statutes of the state and federal governments. They should be recognized as visible players in the sentencing drama played out in courtrooms every day, with judges informing defendants that these consequences flow from a finding of guilt or plea of guilty. Finally, they should be openly included in our debates over punishment policy, incorporated in our sentencing jurisprudence, and subjected to rigorous research and evaluation.

**Conclusion:** Ex-offenders in the U.S. succumb to various ‘invisible’ forms of punishment outside the formal criminal justice system. These inconspicuous sanctions include not only the mark of a criminal record, but also diminished democratic, civil, and social rights including: the inability to vote; refusal of student loans, welfare benefits (Social Security Income), or a driver’s licence; loss of parental rights and the inability to adopt children; threat of deportation for immigrants; and, ineligibility for food stamps (Travis 2002). Such forms of social exclusion not only reinforce the unfavourable status of this group, but it also exacerbates the ‘us’ versus ‘them’ mentality within society (Travis 2002).

**Uggen, C., Manza, J., & Behrens, A. (2004). “Less than the average citizen: Stigma, role transition and the civic reintegration of convicted felons.” In Maruna & Immarigeon’s (Eds.) *After Crime and Punishment: Pathways to Offender Reintegration*, pp. 261-293.**

**Summary:** the authors suggest that civic reintegration represents a third important reintegrative domain in addition to family and work. Also, they show how a symbolic interactionist theory of role transition across socioeconomic, familial, and civic domains is useful in explaining identity shifts over the life course. They suggest that self-concept as a deviant or conforming citizen is the principal mechanism linking adult role transition and desistance. Uggen et al. hypothesized that ex-felons are likely to be off-time with respect to standard life-course markers of the transition to adulthood and that the stigma of felony convictions imposes additional barriers to successful adult role transition. They also hypothesized that felons would link successful adult role transition to desistance from crime, that idealized roles could be organized around the concept of citizenship, and that the primary mechanism linking adult role transition and crime is a generalized self-concept as deviant or conforming citizen.

**Results:** The interview data demonstrate how the stigma of a felony conviction creates new obstacles to assuming adult roles and exacerbates pre-existing barriers. Many felons in the study had established a connection between desistance and their roles as workers, family men and women, and citizens. Regarding citizenship, many incarcerated felons held idealized roles (e.g., a good parent, neighbor, productive members of society, taxpayers). However, felons lack the resources and social relationships necessary to fulfill these idealized roles and solidify new

identities. Lastly, most felons felt like outsiders, occupying a status that is ‘less than the average citizen.’ They said they felt marked and vulnerable. An unexpected finding was that barriers to establishing or re-established adult roles appears to engender a new or renewed sense of their importance; offenders appeared eager to establish or re-establish their roles in work, home, and the community.

**Recommendations:** the skills training and role commitments necessary to overcome stigma and adopt a law-abiding identity must begin long before release from correctional supervision. Creating avenues of participation for ex-felons would likely enhance reintegration, as well as the restoration of citizenship rights and opportunities to participate in civic life.

**Future research:** should examine subgroup differences (e.g., how criminal history, race, and gender may condition the processes described). Another important question relates to the societal management of stigma. Communities are ill-prepared to accept ex-felons as citizens.

**Wakefield, S., & Uggen, C. (2010). Incarceration and stratification. *Annual Review of Sociology* 36, pp. 387-406.**

**Abstract:**

In the past three decades, incarceration has become an increasingly powerful force for reproducing and reinforcing social inequalities. A new wave of sociological research details the contemporary experiment with mass incarceration in the United States and its attendant effects on social stratification. This review first describes the scope of imprisonment and the process of selection into prison. It then considers the implications of the prison boom for understanding inequalities in the labor market, educational attainment, health, families, and the intergenerational transmission of inequality. Social researchers have long understood selection into prison as a reflection of existing stratification processes. Today, research attention has shifted to the role of punishment in generating these inequalities.

**How Incarceration contributes to social inequality:**

**1) Education and the labour market:**

- Mass incarceration causes inequality in the labor market by removing potential workers, eroding the already shaky job skills of the incarcerated, and stigmatizing the formerly incarcerated.
- Those who are undereducated and ill-prepared for the labor market are more likely to end up in prison.
- Barriers to employment are legally codified (for example, through laws barring ex-felons from working in health care) (Samuels & Mukamal 2004), with background checks ensuring that former inmates put their “worst foot forward” when applying for jobs.

- In addition to very little schooling and spotty work histories, inmates also have high rates of mental illness, significant substance abuse problems, and low levels of familial and social support.
- Pager (2009) offers multiple interpretations for the low wages and high unemployment among former inmates: selection (those who go to prison would not find work even in the absence of incarceration), transformation (prison changes inmates and makes them less employable), and reverse credentialing (prison conveys a stigma, apart from any real change on the part of inmates).
- Incarceration further reduces the employment prospects for an already vulnerable population with few job skills and low educational attainment (Pettit & Western 2004) by creating gaps in inmate employment histories.
- Participation in vocational and educational training while incarcerated is low and declining, so time spent in prison rarely improves these deficits (Travis & Visher 2005).
- Incarceration also removes inmates from the important social networks that might assist them in finding work, while simultaneously strengthening their ties to others with similarly dismal prospects (Hagan 1993).

## **2) Health:**

- Just as inmates bring poor work histories and educational deficits into the prison, they also bring substantial health problems and may become less healthy while doing time. The National Commission on Correctional Health Care (NCCCHC) (2002) provides information on the health statuses of soon-to-be-released inmates. The results are by no means uniform. Inmates have very high rates of infectious diseases (tuberculosis, hepatitis C, HIV/AIDS) and mental illness (schizophrenia/psychosis, PTSD, anxiety) but lower rates of some chronic illnesses, such as diabetes. Among all tuberculosis patients in the United States in 1996, an estimated 35% served time in prison. The corresponding percentages for HIV/AIDS are 13% and 17%, respectively. Finally, 29% of all hepatitis C patients in 1996 served time in prison that year.
- The mechanisms for the incarceration-health link remain unclear, although social stigma and stress are thought to play an important role. Schnittker & John (2007), for example, argue that the stigma of prison reduces health, noting that health problems linked to incarceration appear only once prisoners are released. Massoglia (2008b) describes the effect of incarceration on health in terms of exposure (in the case of infectious diseases) and the imposition of stress (in the case of health problems such as hypertension).

## **3) Family:**

- Incarceration alters the family structures of inmates and bystanders alike by breaking up intact families (Comfort 2008, Edin et al. 2004, Western & Wildeman 2009) or by diminishing the marital prospects of ex-inmates (Edin 2000). Some evidence exists to support both processes. Fathers' relationships with their children are permanently harmed by even short periods of incarceration (Edin et al. 2004, Nurse 2004, Swisher & Waller 2008). Fathers with a history of incarceration (irrespective of when the incarceration occurred) are much less likely to be married one year after the birth of their children (Lopoo & Western 2005). Additionally, the substantial stigma of incarceration affects men's marriageability. With respect to the marriage market, Edin (2000) reports that women view formerly incarcerated men even less favorably than those with a history of chronic unemployment.
- The loss of family income associated with imprisonment imposes direct economic costs, but the informal costs of maintaining a relationship with an incarcerated partner are also substantial (Comfort 2008). The loss of income is problematic for inmates as well. Debts and child support orders often continue to accrue during spells of incarceration, but the extremely low rates of pay for prison work leave inmates with little real opportunity to contribute materially to families left behind (Cancian et al. 2011). The hourly minimum wages averaged \$0.89 across the states and \$0.23 in federal prisons, with hourly maximum averaging \$2.93 and \$1.15 in state and federal prisons, respectively (Pryor 2005).
- Although the incarceration of a parent can sometimes benefit children—as is often the case when a parent is victimizing a child—it can also harm them in many ways. It may contribute to the loss of an involved parent (Lopoo & Western 2005, Braman 2002, Hagan & Coleman 2001), push a child into the foster care system (Johnson & Waldfogel 2002), increase aggression and delinquency (Murray & Farrington 2008, Hagan & Palloni 1990, Wakefield 2007, Wildeman 2010), decrease educational attainment (Foster & Hagan 2007), and subject children to social stigma and isolation (Murray 2007, Wakefield 2009). On balance, the best evidence demonstrates a link between paternal incarceration and worsening mental and behavioral health among children (Foster & Hagan 2009, Parke & Clarke-Stewart 2003, Wakefield 2007, Wildeman 2009).

#### **4) Politics and Civic Life:**

- In high-incarceration neighborhoods, as many as 15% of the adult males are cycling back and forth to prison, a process Clear (2007) describes as “coercive mobility” (p. 73). At such high levels of incarceration, Clear argues, coercive mobility reaches a threshold in which further punishment only exacerbates neighborhood crime. Housing restrictions further compound the problem of returning ex-inmates. Beckett & Herbert (2008, 2010) document a new form of banishment, in the form of contemporary applications of trespass law, off-limits orders, spatial exclusion from parks and other areas, and similar housing and public order restrictions.



- In addition to altering neighborhood social and civic life, incarceration and felony convictions bar former felons from a host of other opportunities for civic engagement. About 1 in 40 adults, most of whom are not serving time in prison, are unable to vote as a result of a felony conviction (about 5.4 million Americans) (Manza & Uggen 2006). In some states, as many as 1 in 4 African American men are disenfranchised because of a felony conviction. The influence has been profound; disenfranchisement of current and former felons has altered the outcome of numerous national elections, most notably the 2000 presidential race (Manza & Uggen 2006).

**Conclusion:** this review shows considerable short- and long-term costs to this strategy, especially with regard to social inequality. Beyond the potentially criminogenic consequences of mass incarceration, the racialized character of incarceration threatens the legitimacy of the entire system (Bobo & Thompson 2006). To the extent that incarceration effects were ever confined to a small and dangerous group of persistent criminals, the research detailed here suggests this is no longer the case. Instead, the prison has emerged as a powerful and often invisible institution that drives and shapes social inequality.

### General Reintegration Literature

Austin, J. (2001). "Prisoner reentry: Current trends, practices, and issues." *Crime and Delinquency*, 47, 3, pp. 314-334.

#### **Abstract:**

After three decades of passing laws and implementing policies designed to dramatically increase the nation's prison population and harden conditions of confinement, there is a newfound interest among policymakers and criminologists in prisoner release. Using national data and a survey of eight states, this article examines the current "state of the art" of prisoner reentry. Not surprisingly, most state prison systems are ill equipped to ease the transition of inmates from prison to the community. A significant portion of released inmates pose minimal risk to public safety. Parole supervision increasingly results in ex-convicts being reincarcerated for noncriminal behavior or misdemeanor crimes. For most inmates, reentry should be curtailed by either eliminating supervision or greatly shortening the period of supervision.

**Recommendations:** Because high-risk parolees are being supervised for the same times frame as low-risk parolees, Austin (2001) argues that eliminating or reducing the length of supervision (not more than 6 months) is the best course of action for reducing parole violations and preventing disproportionate supervision periods among offenders.

**Baillargeon, J., Hoge, S. K., & Penn, J. V. (2010). "Addressing the challenge of community reentry among released inmates with serious mental illness." *American Journal of Community Psychology*, 46, pp. 361-375.**

**Abstract:**

The purpose of the paper is to discuss the formidable challenges to community reentry and reintegration faced by U.S. prison inmates with serious mental illness and to describe various strategies for improving transitional services for these individuals. We review epidemiologic data supporting the high prevalence of severe mental illness in U.S. prisons as well as the historical factors underlying the criminalization of the mentally ill. The importance and challenges of providing adequate psychiatric care for mentally ill prisoners during their incarceration are discussed. We also review the numerous psychosocial and economic challenges confronting these individuals upon their release from prison, such as unemployment and vulnerability to homelessness, as well as specific barriers they may encounter in attempting to access community-based mental health services. We follow with a discussion of some of the more promising strategies for improving the transition of the mentally ill from prison to the community. In the final sections, we review the evidence for a relationship between serious mental illness and recidivism and briefly discuss emerging alternatives to incarceration of the mentally ill.

**Key Findings:**

- In a survey of 838 men and 262 women released from Ohio and Texas state prisons between 2004 and 2005, Mallik-Kane and Visher (2008) found that, as a group, returning prisoners with mental illness experienced poorer reentry outcomes across a greater number of distinct domains than other returning prisoners, including those with either physical health conditions alone or substance abuse problems alone.
- Prisoners with mental illness are more likely than other inmates to experience homelessness during reentry (Mallik-Kane and Visher 2008; Metraux and Culhane 2004).
- Mentally ill prisoners are also about twice as likely as other inmates to have a history of homelessness before their incarceration (Ditton 1999; Michaels et al. 1992).
- Additionally, Mallik-Kane and Visher (2008) found that released prisoners with mental illness who did find housing were more likely to be living with other former prisoners and current substance abusers and less likely to be living with family members.
- In their survey of returning Ohio and Texas state prisoners, Mallik-Kane and Visher (2008) found that both men and women with mental illness had significantly poorer employment outcomes compared to their counterparts without mental illness.

Eight to 10 months after release, only 28% of men and 18% of women with mental illness reported income from legal employment, compared with 53% of men and 35% of women with no mental illness (p B .05).

- Untreated mental illness can significantly jeopardize a released prisoner's ability to attain employment, housing and other domains of community reintegration.
- The failure of many released prisoners with SMI to obtain adequate community-based mental health care appears to be the result of multiple factors, including inadequate treatment programs and discharge planning services during incarceration (Hoge 2007; Lamberti and Weisman 2004) and an insufficient number of public mental healthcare programs in the community (Lamb et al. 2004).
- Some community-based mental health programs are simply unwilling to provide services for those with a history of incarceration (Jemelka et al. 1989; Lamb et al. 2004).

### **Transition Planning:**

There is now widespread agreement that transition planning— also referred to as discharge planning, “aftercare” and release planning—is essential to facilitating continuity of care for soon-to-be released inmates with SMI (American Association of Community Psychiatrists 2000; American Psychiatric Association 2000; Council of State Governments 2002; New Freedom Commission on Mental Health 2004).

Without adequate planning and support, returning prisoners are unlikely to obtain community-based mental health treatment and other services in a timely manner, placing them at high risk for decompensation, criminal behavior and reincarceration (Hills et al. 2004).

Transition planning for inmates with mental illness has been broadly defined as the process of “creating a continuum of care pertaining to mental health and substance abuse services as an inmate is released to the community” (Hills et al. 2004).

Ideally, transition planning should begin at the time that an incarcerated individual is identified as having a psychiatric disorder (American Association of Community Psychiatrists 2000; Hills et al. 2004). In practice, however, most prison systems delay formal transition planning until an inmate's approaching release. The timeline for initiating prison discharge planning typically ranges from as little as 1 week to as much as 6 months before the inmate's release date (La Vigne et al. 2008).

Preferably, discharge planning for a mentally ill inmate should utilize a case management process that involves representatives of community service and mental health providers working in tandem with the prison system's transition planning staff. Representatives of community supervision agencies (e.g., parole officers, case workers) should also be involved when the inmate will be released under some form of criminal justice supervision. When appropriate,

family members should also be invited to participate in release planning (Council of State Governments 2002).

**Theory: Stigmatization/ Labelling-** the burden of stigmatization attached to incarceration impedes the acceptance of formerly incarcerated patients into community outpatient programs.

**Future research:** More outcomes studies of dually diagnosed (those with SMI and substance abuse) returning prisoners are clearly needed.

**Recommendations:** broad changes need to occur. For example, programmatic initiatives need to be supported by adequate funding streams and a culture of acceptance in the clinical community.

**Baron, M., Erlenbusch, B., Moran, C. F., O'Connor, K., Rice, K., Rodriguez, J., & Salazar, J. C. (2008). *Manual for Discharge Planning: Mental Health and Substance Abuse Facilities, Hospitals, Foster Care, and Prisons and Jails. The California Endowment.***

### **Executive Summary:**

This manual presents the best practices in discharge planning with a focus on mental health and substance abuse facilities, hospitals, jails and prisons and the foster care system. It is not an end all solution to ending homelessness nor is it the ultimate guide for discharge planning.

There is only one thing that can end homelessness and that is to prevent it, and to prevent people from being discharged to the streets by the four institutions we will be discussing.

What this manual is, however, is a guide for discharge planners and administrators to effectively create and implement discharge plans. It does not offer answers to every situation or work to eliminate the crisis of homelessness. It is a guide that will help you plan and implement effective discharge planning procedures in an effort to prevent your population from becoming homeless. This manual scratches the surface of the homeless crisis, but it is up to you, the provider, to advocate for homelessness prevention.

One of the biggest problems with discharge planning is that there is simply nowhere to discharge inmates, foster youth, and the mentally/physically ill to. There is an affordable housing crisis in Los Angeles and the nation in general, and a need to increase funding for supportive, transitional and affordable housing. Again, part of the uphill battle for discharge planners is finding somewhere for people to go, other than the streets or emergency shelters. Without adequate affordable housing and supportive places for people to go, there lies a huge crisis. Who will bear the burden of discharge planning?

Hospitals have continuously argued that without these supportive services, their hands are tied and they often have no choice but to dump patients. Author Dr. Michael Cousineau has often criticized policy makers and the government for their lack of effort in regards to providing

housing for the homeless. He is very critical of policy makers and believes that many of the cases we are now seeing against hospitals that dump and providers who do not discharge plan are nothing more than distractions from the underlying problem the government has failed to provide for its homeless and needy. Policy makers need to be responsible for insuring housing and placements are available to those being discharged, but the responsibility for advocating and demanding such locations is a shared responsibility between all of us.

Los Angeles City is a tale of 2 cities; One very wealthy and the other of deep poverty, destitution and homelessness. Los Angeles City has the largest divide between low income people and wealthy people than any city in the nation. In addition, Los Angeles has the disgrace of being the homeless capital of America, with nearly 80,000 homeless people on any given night, with approximately half of that figure being in LA City. In fact, in 2007, Los Angeles met its housing construction goals, building over 12,000 units of housing. Sadly, however, over 90% of this housing was for people with income of \$135,000 and above. Los Angeles policymakers clearly have no intention of addressing the crisis of affordable housing for middle and low-income people, let alone preventing and ending homelessness.

Finally, we need solid working relationships between agencies providing services and housing, and the institutions doing the releasing so that all our discharge efforts are more effective. For Los Angeles, that means a partnership between Los Angeles; City and Los Angeles County, who historically would rather sue or ignore each other than partner on projects that combine affordable housing [LA City] with the services people need [LA County]. Whether this means shuffling around the money already allocated to such programs to work more effectively together, or creating an entirely new plan creating new relationships and partnerships and a collective effort are essential.

### **Key Findings:**

The following are some of the impacts poor or no discharge planning can have:

- Increased dollars have funded operating costs for more prisons, but not more rehabilitation.
- Recycling parolees and probationers in and out of families and communities has a number of adverse effects: detrimental to community cohesion, employment prospects and economic well-being, family stability, childhood development, mental and physical health and exacerbates such problems as homelessness.
- The benefits of conducting discharge planning from custody are:
- Linkage to appropriate next step resources based on needs; reduces reverting to methods of survival that often are self-destructive
- Prevent vulnerable populations from becoming homeless

- Investment in outcome that every life has some human potential to be productive member of society
- Maintain gains achieved during the course of incarceration

An integrated model for prisoners and inmates requires that each member of the discharge planning team has competency in case management with emphasis on assessment, intermediate counselling skills, and pre-release case planning. Additional competencies are needed when assisting populations such as but not limited to those with: HIV/AIDS, mental illnesses, homelessness, and co-occurring disorders. It is beneficial to have corrections staff responsible for discharge planning to be cross-trained on-the-job to meet adequately the needs of all populations exiting the correctional system.

Within the correctional setting, this means training in these areas:

- Recognizing and understanding criminal behaviour.
- Understanding the relationships between criminal behavior and different maladaptive coping skills.
- Individualizing and modifying approaches to meet the needs of specific prisoners or inmates to achieve engagement, retention in pre-release planning, and linkage with follow up in community based setting.
- Accessing custody and community resources from multiple systems.

**Borzycki, M., & Baldry, . (2003). “Promoting integration: The provision of prisoner post-release services.” *Australian Institute of Criminology: Trends & Issues in Crime and Criminal Justice*, 262.**

**Abstract:**

One way that Australian correctional authorities can safeguard the community is by incapacitating offenders and keeping them away from potential victims. The community can also be protected in the longer term by minimising the likelihood of ex-prisoners reoffending after they are released. One strategy for reducing the risk of recidivism is the provision of treatment, services and support to prisoners during their incarceration and after their release. This approach is gaining prominence in Australia and internationally. It recognises that prisoners are confronted by a range of social, economic and personal challenges that can be barriers to a crime-free lifestyle. This paper examines various issues linked to the provision of post-release services to prisoners, drawing on both international literature and a round-table discussion held at the Australian Institute of Criminology in October 2002.

**Findings:** Promising trends in prisoner rehabilitation

- Support for diversion and non-custodial justice responses where appropriate, especially for those at high risk, such as those with mental health or intellectual disability issues.

- A recognition of the lack of services available to those sentenced to a short term in prison, or being held on remand.
- Learning from and involvement of ex-prisoners in pre- and post-release work and programs.
- Recognition that interventions may be best delivered when staff have experience and knowledge of both bureaucratic requirements and social approaches to care.
- Continuing those tailored services initiated in prison after return to the community, to ensure that gains made in prison are not lost—that is, are sourced commitment to throughcare.
- A focus on the whole person and his or her personal context, therefore necessarily including family and social networks.
- Partnerships: communication, interaction and knowledge-sharing between custodial, community correctional staff, other government agencies, and non-government organisations working in prison and post-prison support.

Important aspects of post-release service delivery:

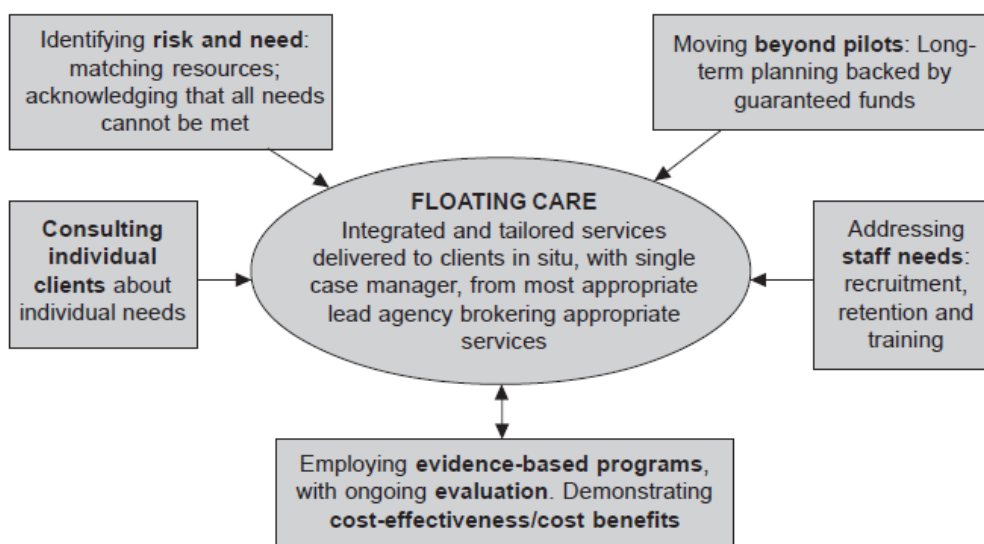
- Individually tailored case management, flowing on from risk-assessment using reliable tools, and incorporating the prisoner's input.
- Case (sentence) plan development outlining programs and access to services as soon as possible following prison reception.
- Brokerage of services from organisations best equipped to provide services, while also recognising that some key organisations may not have the critical mass necessary to operate viably within a brokerage system, and generic service providers may not be adequately skilled to deal with this population.
- A demarcation of staff responsible for supervision and the staff responsible for social and other supports.
- An understanding that individuals may easily become overwhelmed if confronted with a range of reporting requirements following release.
- A definition of service success beyond reduced recidivism, incorporating small gains and progress rather than only reoffending.
- A genuine engagement by a worker with the individual ex-prisoner.

**Recommendations: Implementing a system of throughcare (Floating care) for returning prisoners:**

- Post-release services would be on a continuum with pre-release services, best initiated at prison reception.

- **Floating Care:** this model, has its roots in the provision of accommodation (see, for example, Fisk & Phillips 2000), but can be used in a broad range of services. In the case of post-release interventions, floating care would involve a single case manager providing and/or brokering multi-agency support to a client and his or her family (if relevant), from a base in the offender's own home. Optimally, the case manager would work with the client from reception to post-release.

**Figure 1:** A model of throughcare service delivery to ex-prisoners



### Practice-related issues:

**Reentry funding:** Funding arrangements for the provision of services to Australian prisoners should be clarified. For instance, monies funding current post-release services are spread over a range of (non-communicating) agencies and tenders, and can be awarded to multiple service providers. Often funds are not specially earmarked, and can be insufficient to permit an evaluation component to programs.

**Collaboration and interagency cooperation:** A fundamental issue in the implementation of an Australian throughcare agenda is the practical challenge associated with multi-agency service delivery. To help overcome the lack of integration, each state could form a post-release desk that could be headed by the appropriate lead agency, or based in the Premier's or Chief Minister's Department within each jurisdiction. This desk could act as both a clearinghouse (keeping all relevant agencies and staff informed of programs, research and developments) and as a secretariat, to ensure partnerships are developed and sustained.

**Parole:** Contemporary Australian parole officers have large caseloads and spend considerable time assessing risk and compiling reports. More resources and a greater focus on case management are required if parole is to be maximally effective in terms of integration.

### Future Research Needs:



A critical item on the research agenda for post-release services is an accurate description of the returning population, including the localities where ex-prisoners settle, to ensure a matching of services to geographical need. Comparative research between Australian jurisdictions may help uncover causal relationships between correctional interventions, offender and community characteristics and successful post-release integration.

Other needs:

- The compilation of a central inventory of policies and services available within jurisdictions.
- A review of what programs and services work in offender rehabilitation and integration, what elements within these programs are the specific factors that facilitate success, and what specific benefits can accrue from throughcare programs.
- An analysis of the risk factors that make Australian ex-prisoners vulnerable to re-offending.
- An examination of the protective factors that can help prevent prisoner reoffending, but that, more broadly, can assist in offender reintegration.

**Burrowes, M. J., McIntyre, P., Nafkh, M., Sabourin, D., Allegri, N., Wang, H., & Ciepela, M. (2004). *Final report- effective corrections initiative- Aboriginal reintegration*. Correctional Service of Canada, Evaluation and Review Branch, Performance Assurance Sector. Accessed March 20, 2013 from [http://www.csc-scc.gc.ca/text/pa/ev-eci-ar-394-2-32/ECI\\_Aboriginal\\_Reintegration\\_e.pdf](http://www.csc-scc.gc.ca/text/pa/ev-eci-ar-394-2-32/ECI_Aboriginal_Reintegration_e.pdf)**

### **Executive Summary:**

Prior to the Effective Corrections Initiative (ECI), the Correctional Service of Canada's (CSC) capacity to fully implement the legislated requirements of the Corrections and Conditional Release Act (CCRA) and the guidelines of Commissioner's Directive 702, and therefore effectively address the over-representation of Aboriginal peoples, was limited. The focus of Aboriginal corrections at that time was on institutional service delivery, which predominantly addressed culture, spirituality and traditions.

"Effective corrections is about distinguishing between offenders who need to be separated from society from those who could be better managed in the community." (Treasury Board Decision, July 27, 2000). As a result of the ECI, a series of new CSC initiatives have been funded and initiated to aid in, amongst other priorities, addressing the over-representation of Aboriginal peoples in correctional facilities. The Treasury Board Secretariat (TBS) approval for the ECI included a requirement to report on the progress and results of the various projects by June 2004. As such, the following evaluations provide an interim report to Treasury Board on activities funded in the past 4 years through Effective Corrections. The evaluations also present CSC with information regarding expenditures, results, findings and recommendations that will assist decision-makers in maximizing the levels of effectiveness and efficiency with respect to

initiatives that support the ECI. The Evaluation and Review Branch (ERB) evaluated various components of the ECI, focussing on three major initiative areas from the Memorandum to Cabinet (MC):

#### 1. Aboriginal Reintegration:

- Aboriginal Gang Initiative (AGI) – Winnipeg
- Aboriginal Community Development Officers (ACDO) - National
- Pathways Ranges - Saskatchewan Penitentiary, Stony Mountain Institution and La Macaza Institution
- National Aboriginal Working Group on Corrections

#### 2. Citizen Engagement - Volunteers & Citizen's Advisory Committees (CACs)

#### 3. CORCAN - Community Employment Centres

This evaluation report pertains only to those initiatives funded in support of Aboriginal Reintegration. Results of initiatives pertaining to Citizen Engagement and CORCAN are reported in separate documents.

### **Evaluation of Pathways Ranges (Stony Mountain Institution and Saskatchewan Penitentiary):**

#### **Goals and Objectives of the Pathways Initiative:**

The objectives of the Pathways Ranges are to focus on the provision of Aboriginal-specific institutional healing programs and services and to provide the appropriate cultural support to Aboriginal offenders in order to reduce their re-incarceration rates, and to increase the probability of successful reintegration into the community.

#### **Evaluation Methodology:**

- The goals and objectives of the Pathways Initiative were evaluated through a combination of interviews with key stakeholders, and analyses of data extracted from the Offender Management System. Site visits to Stony Mountain Institution and Saskatchewan Penitentiary were conducted in December 2003 and January 2004 respectively. Interviews were conducted with institutional Parole Officers, Native Liaison Officers, Elders, Project Managers, Unit Supervisors, Correctional Officers, wardens and inmates.

#### **Results:**

- Initial indications are that Pathways participants are more likely to transfer to lower security, and thus enhance their opportunities for discretionary release. In fact, a comparison of Pathways participants with a matched group<sup>2</sup> revealed that those exposed

to the Pathways Ranges were more likely to have received a discretionary release than those not exposed to the Ranges (37% vs. 22%,  $p < .05$ ).

- Although analyses for those offenders who were released and available for a one year follow up period (N=44) revealed no significant differences across outcome measure (technical revocations and new offences), there was a trend for the Pathways participants to recidivate<sup>3</sup> at lower rates than the non-participants (17% vs. 35%, respectively).
- Interviews with staff members and inmates (N=33 and 43 respectively) revealed that there is a high level of understanding and support with respect to the activities and purpose of the Pathways ranges.
- The Pathways ranges are centred on Aboriginal teachings and culture. These programs are well utilised and are generally supported within the respective institutions.

### **Recommendations:**

- That the Correctional Service of Canada (CSC) continue to utilize Pathways Healing Ranges as an effective approach in meeting the healing and correctional needs of Aboriginal offenders, and consider expanding the number of Ranges to other areas of the country where needed.
- That the CSC ensure resources are adequately dedicated to the Pathways Healing Ranges such that the goals and objectives of the Ranges are met.
- That the CSC support the Pathways Ranges by encouraging and promoting collaboration with other programs and healing initiatives that complement the work of the Pathways Ranges, such as the Escorted Temporary Absence program at Saskatchewan Penitentiary.
- That the CSC ensure that more detailed information is collected with respect to entry and exit of inmates to the Pathways Ranges. This would facilitate more detailed analyses of performance indicators, such as involvement in institutional incidents and program participation while on the Ranges, and outcome analyses for those released to the community.

## **Evaluation of Aboriginal Community Development Officers (ACDOs)**

### **Goals and Objectives of the ACDOs:**

The main goal of the Aboriginal Community Development Officer (ACDO) initiative is to develop a national infrastructure for consistent delivery of Aboriginal community correctional initiatives in each region.

### **Evaluation Methodology:**

The goals and objectives of the ACDO initiative were evaluated through a combination of interviews with key stakeholders, and analyses of data extracted from the Offender Management System. Site visits for this evaluation were conducted in the Prairie Region (all three provinces), Pacific and Ontario Regions. The site visits were supplemented by telephone interviews with institutional and community based Parole Officers. After a conference call with the ACDOs and the Director General, Aboriginal Initiatives Branch, it was decided that the evaluation team would revisit some regions (Prairie and Pacific) in order to conduct site visits at minimum security level institutions that were excluded from the initial site selections. Evaluation and Review Branch staff completed additional visits to the Prairie (Hobbema, Stan Daniels, Edmonton Parole and Bowden) and Pacific (William Head, Victoria and Elbow Lake) regions.

### **Results:**

- Since their introduction, ACDOs have had a tangible impact on the number of successful Section 84 consultations. Specifically, there were 187 completed Section 84 plans presented to the National Parole Board for 2001-02 and 2002/02. This is a significant increase over the two years prior to their introduction, where there were only 12 completions. A similar comparison revealed 199 versus 12 Section 84 plans in progress over the same time frame.
- Analyses for those offenders who were released and available for a one year follow up period (N=78) revealed no significant differences across outcome measures (such as a return to federal custody with a new offence) when compared to a matched group<sup>5</sup>. However, there was a trend for those released through a Section 84 agreement to recidivate<sup>6</sup> at lower rates than their matched counterparts (6% vs. 10%, respectively).
- Progress has been made in expanding CSC's contacts and engagement with Aboriginal communities. This has been achieved by expanding the knowledge base of staff, offenders, and the National Parole Board (NPB) in regards to Section 84 consultations/implementation issues.

### **Recommendations:**

- The Correctional Service of Canada (CSC) should continue with the Aboriginal Community Development Officer (ACDO) initiative to advance the goal of developing a national infrastructure for consistent delivery of Aboriginal community correctional initiatives.
- The ACDO initiative should be utilized as a means of providing regular and consistent levels of staff and inmate awareness with respect to Section 84.
- The CSC should re-examine the regional ACDO funding structure with a view to re-allocating funds based in large measure on the size of the incarcerated Aboriginal population and the geographic size of the Region.

## **Evaluation of the National Aboriginal Working Group (NAWG)**

### **Goals and Objectives of the NAWG:**

The main goal and objective of the NAWG is to assist the CSC in validating and/or developing new Aboriginal community and institutional correctional policies.

### **Evaluation Methodology:**

The NAWG evaluation was completed in March, 2004. Data were collected through key informant interviews (Aboriginal Initiatives Branch staff, NAWG current coordinators and four former NAWG coordinators). A review of the NAWG's draft joint workplan, individual workplans, contribution agreements (both previous and revised), meeting minutes and quarterly/year-end reports was also conducted. In terms of ongoing performance measurement, members of the Evaluation and Review Branch attended a NAWG meeting, attempted to establish any partnerships developed with outside organizations and reviewed ongoing changes in NAWG membership.

### **Results:**

- The NAWG effectively contributed to its policy development/validation objective through its active pursuit of a strong research agenda with CSC stakeholders. Specifically, the NAWG contributed to multiple research projects that focussed on assessing and meeting the needs of Aboriginal offenders. Research collaborations with the NAWG worked toward the successful reintegration of offenders into the community and, ultimately, the enhancement of public safety.
- While 52% (N=22) of the NAWG's recommendations were related to policy directed toward Aboriginal-specific community and institutional corrections, 73% (N=16) of those recommendations were deemed feasible and were actioned by CSC. For example, implementing the recommendation for CSC to work in partnership with the two national Inuit organizations assists in ensuring an effective communication strategy is developed between partners. The NAWG also recommended that an examination of Healing Lodges be conducted. A CSC research report assisted in identifying key factors that contribute to the success of the Healing Lodges<sup>9</sup>.

### **Recommendations:**

- The CSC should continue to further its goals of validating and/or developing new Aboriginal community and institutional correctional policies by encouraging strong linkages and collaborations between national Aboriginal stakeholders and other groups within the Service.

- The CSC should clarify the NAWG's role in such a way that future recommendations provided by the group are well documented, thus better facilitating the validation and development of policy.
- There is a need for CSC to improve upon the mechanism by which NAWG participants are engaged and funded, such that there is a higher degree of clarity with respect to responsibility and accountability issues.
- The Aboriginal Community Development Officers' (ACDOs') roles are directly related to the NAWG's main focus, as these officers are at the forefront of developing the capacity for communities and institutions to implement Aboriginal community integration programs<sup>10</sup>. As such, the Correctional Service of Canada should encourage stronger linkages between these groups in order to facilitate reintegration opportunities as specified under Section 81 and 84 of the Corrections and Conditional Release Act (CCRA).
- Discussions with NAWG members/former members revealed that a significant portion of time (40% to 50% in some cases) was spent on criminal justice related activities that were beyond those considered NAWG-related. For example, members of the NAWG were also involved in issues relating to gun-registration and organizational policy development. As such, the CSC should implement a strategy for establishing inter-linkages between the NAWG and other related departments such as the Department of Justice, the RCMP and the National Parole Board (NPB) to better facilitate achievement of overall goals and objectives.

### **Evaluation of the Aboriginal Gangs Initiative (AGI):**

#### **Goals and Objectives of the Aboriginal Gangs Initiative:**

The goal of the AGI is to assist in the disengagement of Aboriginal Gang members from organized crime activities and in their safe reintegration into the community as law-abiding citizens.

#### **Evaluation Methodology:**

The site visit to Winnipeg was completed in early December 2003. In addition to conducting interviews, the evaluation team extracted data from the Offender Management System (OMS) to make an initial assessment of the impact on gang members across a variety of standard indicators, such as involvement in institutional incidents, transfers to lower security level institutions, and success upon release.

#### **Results:**

- When compared to a matched group<sup>12</sup> across a multitude of factors such as most recent static and dynamic risk level ratings, reintegration potential and transfers to higher or

lower security levels, there were no significant differences for those offenders exposed to the Initiative.

- A follow-up study of offenders released to the community indicated that, when compared with their matched counterparts, AGI participants were more likely to return with a new offence. Specifically, in a comparison of all those who returned (N=13), all AGI participants (100%) returned with a new offence compared to 25% in the matched group ( $p < .05$ ).
- There were no discernible interventions designed to address Aboriginal-gang-related issues identified in previous research; specifically in the areas of associates, employment, violent behaviour, and substance abuse. There were also no demonstrated connections to community agencies and groups that could provide these services or aid in the development of intervention strategies.

### **Recommendations:**

- The CSC should develop a comprehensive understanding of the issues associated with Aboriginal Gangs, and develop and implement an approach which is based on research and is more focussed on incarcerated offenders and their specific needs.
- That the Correctional Service of Canada (CSC) re-configure the Aboriginal Gang Initiative and its management structure in such a way that the initiative is effective in addressing Aboriginal Gang issues.

**Byrne, J. M., Taxman, F. S., & Young, D. (2002). *Emerging roles and responsibilities in the Reentry Partnership Initiative: New ways of doing business*. [http://bcotn.org/subcommittees/csct/roles\\_and\\_responsibilities\\_in\\_the\\_reentry\\_partnership\\_initiative.pdf](http://bcotn.org/subcommittees/csct/roles_and_responsibilities_in_the_reentry_partnership_initiative.pdf) Accessed 7 Jan 2013**

### **Summary:**

The Reentry Partnership Initiative (RPI) programs we have examined share a common vision about offenders, communities, and the issue of public safety: *we must act as a system to improve public safety in our communities*. The Reentry Partnership Initiative (RPI) will require key criminal justice system actors (police, courts, corrections, community) to redefine their role and responsibility in this area, focusing not on what *individual* agencies should be doing, but on what the “partnership” should be doing to improve public safety. To facilitate this shift from individual agency-level reentry activities to coordinated system-wide reentry efforts, fundamental changes in the roles and responsibilities of police, court, and corrections personnel will have to be made. A major development is the inclusion of the community -- victims and offenders in the partnership -- sharing responsibilities for offender reintegration.

The essential characteristics of a successful reentry program are: 1) leadership, 2) partnership, and 3) ownership. In the context of reentry, effective *leadership* will likely be related to how well managers articulate their “vision” to reentry staff, offenders and the community. In an examination of the characteristics of successful companies in the business sector, Collins and Porras (1997) recently observed that:

“if there is any one “secret” to an enduring great company, it is the ability to manage continuity and change...even the visionary companies ...need to continually remind themselves of the crucial distinction between core and non-core, between what should never change and what should be open for change, between what is truly sacred and what is not” (Collins & Porras, 1997: XV).

This is a critical point to keep in mind when viewing the changes associated with the current wave of reentry programs. As described here, reentry initiatives do *not* represent the latest “fad” in the correctional management game; indeed, they are based on a review of the empirical research on what works with offenders in institutional and/or community settings. However, the reentry model does require individual organizations to rethink their mission (or purpose) in light of the public safety goal and then accordingly redefine the roles and responsibilities of line staff involved in the reentry process. Considering the number of organizations, agencies, and community groups involved in reentry, leadership is obviously a key ingredient in the success of this system-wide intervention strategy.

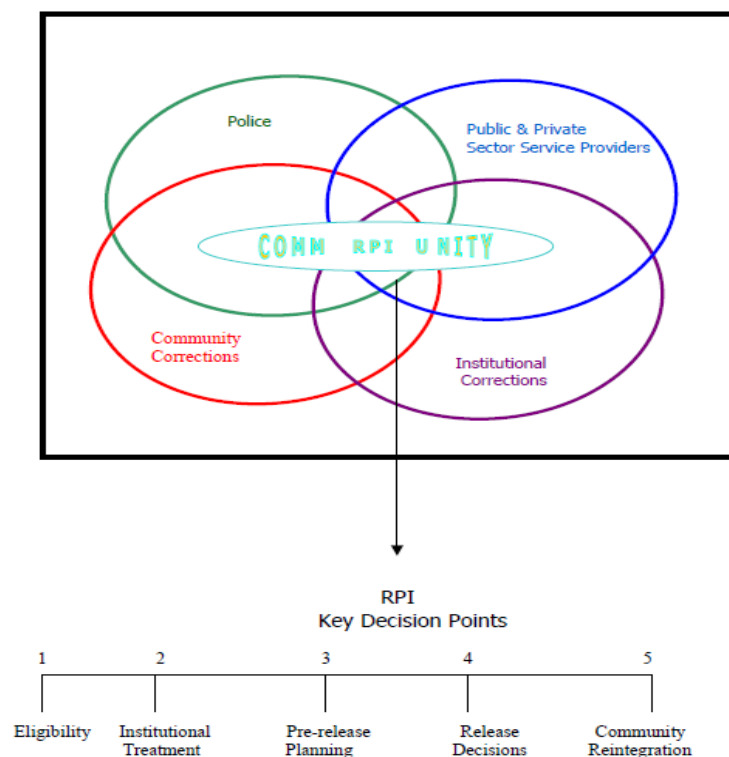
The leadership challenge associated with the reentry partnership initiative is two-fold: 1) there must be a strong leadership role within an organization, and 2) there must be a strong leadership role within the partnership. Based on our review of the initial development of reentry programs, it appears that the *first step* in the change process should be to select a full-time project director for the initiative, who has the ability (and authority) to develop a programmatic strategy for reentry that spans the boundaries of traditional organizations. It is the project director (acting as a boundary spanner) who will act as the linchpin in this system-wide change effort. The manager position is critical as a symbolic step to reinforce the collective goal of public safety that transcends organizational lines.

In addition to leadership, successful reentry programs will also include “true” *Partnerships* comprised of all the key decision-makers involved in public safety. We use the term “true” to refer to programs that involve partnership members at every three levels: policy development, operational practice, and staff decision-making. When program developers describe reentry partnership initiatives they often spend an inordinate amount of time identifying *who* is included in the partnership, but little is offered on how often these partners meet, what they discuss, how decisions are made, what operational practices are put in place and who is responsible for delivering what part of the process. Stated simply, strategic planning must be integrated at all levels to ensure the partnership moves from “paper” to practice. One caveat about partnerships can be offered at this point: we can learn more about a particular RPI model by identifying who is *not* included than who is included in the partnership and what processes are *not* developed than what is, and how information is shared.



The final characteristic of an effective RPI program is system-wide *ownership*. Partnership members need to accept the notion that offender reentry problems are not someone else's problems; they are everyone's problem. They do this in a number of important ways: first, they identify quality staff from their agency to work on RPI program development and implementation issues; second, they commit resources to the reentry program; and third, they incorporate "reentry" issues into a revised mission statement for their agency/organization. One strategy that may be effective in convincing partnership members to "own" the reentry problem is to focus on the impact of the proposed initiative on public safety in targeted communities. Even a cursory review of the literature on organizational change (see e.g., Collins & Porras, 1997; Cochran, 1992) reveals the difficulty inherent in the system-wide role redefinition effort that is essential to the development of a successful reentry partnership. The following article describes the roles and responsibilities of several key actors involved in the reentry process, including: 1) the police, 2) the institution, 3) the treatment providers in the public and private sector, 4) the community supervision agencies (probation, parole), and, 5) the community itself (including the victim, victim advocates, guardians, community agencies/groups, and -- of course -- the offender). Line staff are likely to resist the types of fundamental changes in roles and responsibilities described here initially, unless the partnership is clear on the mission and institutionalizes the new role and job responsibilities. It must be the mantra of the partnership that the "old ways" will not achieve public safety. Without appropriate education and (cross-) training on the need for a comprehensive system-wide response to the reentry problem, the partnerships achievements will be minimized.

Reentry Partnership Initiative diagram:



**Canada Mortgage and Housing Corporation. (January 2007). Research Highlight: Housing Options upon Discharge from Correctional Facilities. *Socio-Economic Series 07-001.***

**Introduction:**

This study examined current programs that assist offenders in finding suitable housing at the time of release from provincial and federal correctional facilities in Canada. The research focused mainly on British Columbia, Ontario and Quebec.

**Key Findings:**

**Housing and the Justice System:**

Housing issues become relevant at specific points in an individual's contact with the justice system.

1) **Prior to the court hearing:** The accused may be held on remand prior to the court hearing. In this case, the individual is unable to continue working and may not be able to make rent or mortgage payments on existing accommodation. The accused may be held for a lengthy period without knowledge of when, or if, he/she will be released.

2) **Upon sentencing/while incarcerated:** If the accused is found guilty of an offence and is given a custodial sentence (that is, sentenced to prison), he/she will be placed in a provincial correctional facility if the sentence is two years less a day, or in a federal correctional facility if the sentence is two years or more. While they are incarcerated, many offenders lose any housing arrangements they had prior to incarceration. Offenders serving lengthy sentences are more likely to become isolated from their family and community, and to lose social connections related to employment or housing.

3) **Upon discharge:** In some instances, an offender is released gradually back into the community towards the end of the sentence. For example, an offender may be given day parole to work in the community by day and return to the correctional facility at night, or may be placed in a halfway house. In other instances, the offender is simply released into the community directly from prison.

**The Need for Re-Housing Supports:**

One of the first issues a prisoner must deal with upon release is finding a place to stay. It has been estimated that 30 per cent of individuals incarcerated in Canada will have no homes to go to upon their release.

Many prisoners have characteristics that make it difficult to obtain housing, such as lack of education, lack of stable employment, previous homelessness, addiction issues, mental health issues or Fetal Alcohol Spectrum Disorder (FASD). Furthermore, ex-prisoners may be released into communities far from home, possibly without identification papers, and they may have restrictive parole conditions that impact their housing search.

Since most ex-prisoners have relatively little in the way of resources, their choices tend to be limited to shelters, halfway houses (see below), supportive housing, subsidized housing and private rooming houses. In terms of housing in the private rental market—although this represents the largest stock of available housing—ex-prisoners have very limited possibilities due to lack of resources and to the fact that, in most provinces, landlords can legally discriminate against those with criminal records.

High-quality private sector housing is, therefore, largely “off limits.” Furthermore, halfway houses are only for those on conditional release, supportive housing is in short supply, and subsidized housing has long waiting lists. As a result, ex-prisoners tend to live in substandard private housing, such as rundown rooming houses in high-risk neighbourhoods.

### **Housing Issues:**

The following approaches and services are believed to be effective in helping inmates retain and/or find and maintain housing upon release. Many of these are uncommon or non-existent in Canada.

- Programs that enable inmates to retain their housing while incarcerated
- Re-entry planning that begins at the time of sentencing
- Programming that specifically targets inmates who are likely to become homeless on release
- Programs that provide information about housing services or that maintain landlord registries in the area where the ex-offender wishes to live
- Legislation, including laws that prevent landlords from discriminating on the basis of a criminal record, and policies that define certain ex-prisoners as a priority need group for housing purposes
- Transfer of offenders to pre-release facilities near the offender's intended home, so they can begin to search for housing and work, re-connect with family and loved ones, and access community supports

- Utilization of community services within jails, to provide stronger support to inmates who have a history of homelessness, as well as those with mental illness, addictions, or FASD.
- Finally, the supply of affordable housing, generally, has a profound impact on ex-offenders' ability to find suitable housing on release.

Accordingly, efforts to increase the supply of affordable housing would improve housing options for prisoners on release from correctional facilities.

### **Service Gaps:**

Generally, existing services are not sufficiently funded and otherwise resourced to meet the needs of clients. Therefore, more funding is needed, regardless of the type of service.

The following are key services that are missing:

- Assistance to help individuals held on remand retain their housing
- Assistance to help individuals entering correctional facilities retain their housing
- Linkages between systems that would help offenders retain their housing (for example, linkages between prisons and social assistance and health services)
- Discharge planning at the provincial level
- Use of gradual release at the provincial level
- Transportation from court to prison to collect belongings, and/or from prison to the community
- Case management in the community
- Better regulation of rooming houses in all provinces, but especially recovery houses in British Columbia
- Supportive housing for special needs groups
- Housing and support services for transitional age youth
- Housing for elderly offenders released from prison
- Affordable housing in appropriate locations
- Supports to families during imprisonment and following release
- Housing and programs for sexual offenders
- Housing services for offenders based on best practice research

**Centre for the Study of Social Policy. (2012). *Results-based public policy strategies for promoting workforce strategies for reintegrating ex-offenders*. <http://www.cssp.org/policy/papers/Promoting-Workforce-Strategies-for-Reintegrating-Ex-Offenders.pdf> Accessed 7 Jan 2013**

### **Introduction:**

Reducing recidivism is not the only priority of the correctional system; however, if the system is intended to deter further criminal activity, it is an important one. According to the Pew Center on the States, there has not been significant improvement in the performance of corrections systems in many states despite the massive increase in corrections spending. More than 4 out of 10 adult offenders in the United States return to prison within three years of their release. This is not just significant for ex-offenders and their families but also for the communities in which they live. When ex-offenders reintegrate into the community, they face a number of barriers to employment. By providing ex-offenders with the supports and services they need to find and maintain employment, states can reduce recidivism. Participation in comprehensive education and employment programming while incarcerated and a continued connection to education and employment services after release have been shown to reduce recidivism. Using strategies such as progressive sanctions that hold ex-offenders accountable but that also keep them in the community connected to family and employment, can be just as effective, if not more effective, than a costly revocation.<sup>3</sup> When ex-offenders are productively engaged in their communities, working and supporting their families, the community is safer and their families are more economically secure.

### **Strategies that “work” for promoting workforce participation for reintegrating offenders:**

#### **Strategy #1 - Enhance workforce preparation during incarceration:**

- **Support educational programs for inmates** including: general education (high school diplomas and GEDs) as well as secondary educational opportunities. Education, particularly higher education has proven to significantly reduce recidivism rates. Before public funding was eliminated in 1995, prison colleges made higher education available to the most isolated communities and were the most cost-effective form of public correctional spending.
- **Support the development of a pre- and post-release curriculum.** States can commit increased resources to coordinated employment services (education, job and soft skills training, and transitional employment) before and after release from prison or jail.
- **Enhance job skills development.** Research shows the importance of education and training for reducing recidivism, and marketable skills are essential to employment prospects for ex-offenders.<sup>12</sup> Maryland Energy Sector Partnership To promote these skills, policymakers can ensure that (a) education and training programs are focused on the specific skills that provide opportunities for achieving meaningful credentials, and (b) education and training are related to industries experiencing job growth.
- **Support soft skills development.** In addition to job-specific skills, more general workforce preparation is essential to employment. This preparation focuses on "soft skills" such as communication, conflict resolution, and professional norms.

#### **Strategy #2 - Improve placement services.**

- **Expand partnerships with employers.** To prove effective, job training for ex-offenders must align with industries in which jobs are available and employers are willing to hire individuals

with criminal records. States can promote partnerships with such employers by supporting job training that is tailored to the needs of those employers.

- **Promote a range of placement options.** In order to ensure that ex-offenders are able to successfully contribute to their community through work, policymakers should promote a range of job placement options. A range of options is necessary because not all individuals will demonstrate the same level of work-readiness.
- **Leverage employment agencies.** Policymakers can ensure that One-Stop Career Centers and other employment agencies are accessible to those in areas where the need is greatest and that they coordinate with each other to provide a continuity of services.
- **Expand outreach around hiring incentives for employers.** Policymakers can use available financial incentives to encourage employers to consider qualified ex-offenders.

### **Strategy #3 - Remove barriers to employment for ex-offenders.**

- **Prohibit blanket employment bans.** In many circumstances, criminal records are not relevant to hiring decisions and should not be considered.
- **Lift bars on occupational licensure.** Some states prohibit the denial of occupational licenses based on criminal records in selected circumstances, as well as providing documented means for individuals with past convictions to demonstrate rehabilitation. Half of all states specify that there must be a "direct," "rational," or "reasonable" relationship between the criminal conviction and the license sought in order for a denial of licensure. Nine states—Alabama, Arizona, California, Connecticut, Hawaii, Iowa, Illinois, New Jersey and New York—offer restoration of civil rights and/or certificates of rehabilitation for the purposes of employment and/or occupational licensure.

### **Strategy #4 - Improve access to work supports.**

- **Promote access to transportation by amending driving restrictions.** Driving privileges are often essential to finding and maintaining work, yet many states ban ex-offenders' access to driver's licenses. Policymakers can (a) amend driver's license restrictions to minimize barriers to access for ex-offenders as appropriate and (b) ensure exit procedures assist individuals with obtaining driver's licenses or other identification upon release. Legislation in Missouri provides restricted licenses to ex-offenders when they are required to operate a motor vehicle for work, to receive medical treatment, to attend an institution of higher education or an alcohol or drug treatment program, and any other circumstance the court finds may create an undue hardship.
- **Promote access to health care.** Medical care is essential to work preparation and has been shown to reduce recidivism. Many ex-offenders are eligible for Medicaid but face expiring eligibility due to time limits that continue during their incarceration. States can preserve this eligibility by suspending Medicaid during incarceration so that individuals are covered immediately after release.

- **Support opportunities for affordable housing.** Access to affordable housing presents perhaps the greatest challenge to reentering the workforce. To promote access, policymakers can require that applicants are considered without undue attention to criminal records and can eliminate "one strike and you're out" rules that ban ex-offenders from public housing.

- **Lift or minimize bans on income subsidies.** Federal law prohibits Temporary Assistance for Needy Families (TANF) subsidies and food stamps for individuals convicted of state or federal felony drug offenses. However, states have the options of limiting or eliminating this ban through legislation. The benefits provided through TANF and food stamps can be essential in enhancing the likelihood that ex-offenders successfully reenter the workforce.

### **Other successful initiatives in Connecticut:**

- **Lifting bars to employment.** In 2006, Connecticut HB 5846 created "**provisional pardons**" to remove bars to licensing and other discrimination against ex-offenders by private employers.

Key Provisions on provisional pardons:

Sec. 84. (NEW) (*Effective October 1, 2006*) For the purposes of sections 84 to 87, inclusive, of this act:

- (1) "Barrier" means a denial of employment or a license based on an eligible offender's conviction of a crime without due consideration of whether the nature of the crime bears a direct relationship to such employment or license;
- (2) "Eligible offender" means a person who has been convicted of a crime or crimes in this state or another jurisdiction and who is a resident of this state and is applying for a provisional pardon or is under the jurisdiction of the Board of Pardons and Paroles;
- (3) "Employment" means any remunerative work, occupation or vocation or any form of vocational training, but does not include employment with a law enforcement agency;
- (4) "Forfeiture" means a disqualification or ineligibility for employment or a license by reason of law based on an eligible offender's conviction of a crime;
- (5) "License" means any license, permit, certificate or registration that is required to be issued by the state or any of its agencies to pursue, practice or engage in an occupation, trade, vocation, profession or business; and
- (6) "Provisional pardon" means a form of relief from barriers or forfeitures to employment or the issuance of licenses granted to an eligible offender by the Board of Pardons and Paroles pursuant to section 85 of this act.

Sec. 85. (NEW) (*Effective October 1, 2006*) (a) The Board of Pardons and Paroles may issue a provisional pardon to relieve an eligible offender of barriers or forfeitures by reason of such person's conviction of the crime or crimes specified in such provisional pardon. Such provisional pardon may be limited to one or more enumerated barriers or forfeitures or may relieve the eligible offender of all barriers and forfeitures.

No provisional pardon shall apply or be construed to apply to the right of such person to retain or be eligible for public office.

(b) The Board of Pardons and Paroles may, in its discretion, issue a provisional pardon to an eligible offender upon verified application of such person. The board may issue a provisional pardon at any time after the sentencing of an eligible offender.

(c) The board shall not issue a provisional pardon unless the board is satisfied that:

(1) The person to whom the provisional pardon is to be issued is an eligible offender;

(2) The relief to be granted by the provisional pardon may promote the public policy of rehabilitation of ex-offenders through employment; and

(3) The relief to be granted by the provisional pardon is consistent with the public interest in public safety and the protection of property.

(d) In accordance with the provisions of subsection (c) of this section, the board may limit the applicability of the provisional pardon to specified types of employment or licenses for which the eligible offender is otherwise qualified.

(e) The board may, for the purpose of determining whether such provisional pardon should be issued, request its staff to conduct an investigation of the applicant and submit to the board a report of the investigation. Any written report submitted to the board pursuant to this subsection shall be confidential and not disclosed except where required or permitted by any provision of the general statutes or upon specific authorization of the board.

(f) If a provisional pardon is issued by the board while an eligible offender is on probation or parole, the provisional pardon shall be deemed to be temporary until the person completes such person's period of probation or parole. During the period that such provisional pardon is temporary, the board may revoke such provisional pardon for violation of the conditions of such person's probation or parole.

(g) The board may at any time issue a new provisional pardon to enlarge the relief previously granted, and the provisions of subsections (a) to (e), inclusive, of this section shall apply to the issuance of any new provisional pardon.

(h) The application for a provisional pardon, the report of an investigation conducted pursuant to subsection (e) of this section, the provisional pardon and the revocation of a provisional pardon shall be in such form and contain such information as the Board of Pardons and Paroles shall prescribe.

Sec. 86. Section 54-130a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2006*):

(a) Jurisdiction over the granting of, and the authority to grant, commutations of punishment or releases, conditioned or absolute, in the case of any person convicted of any offense against the state and commutations from the penalty of death shall be vested in the Board of Pardons and Paroles.

(b) Said board shall have authority to grant pardons, conditioned, provisional or absolute, for any offense against the state at any time after the imposition and before or after the service of any sentence.



(c) Whenever the board grants an absolute pardon to any person, the [secretary of said] board shall cause notification of such pardon to be made in writing to the clerk of the court in which such person was convicted, or the Office of the Chief Court Administrator if such person was convicted in the Court of Common Pleas, the Circuit Court, a municipal court, or a trial justice court.

(d) Whenever the board grants a provisional pardon to any person, the board shall cause notification of such pardon to be made in writing to the clerk of the court in which such person was convicted. The granting of a provisional pardon does not entitle such person to erasure of the record of the conviction of the offense or relieve such person from disclosing the existence of such conviction as may be required.

Sec. 87. Section 31-51i of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2006*):

(a) For the purposes of this section, "employer" means any person engaged in business who has one or more employees, including the state or any political subdivision of the state.

(b) No employer or an employer's agent, representative or designee may require an employee or prospective employee to disclose the existence of any arrest, criminal charge or conviction, the records of which have been erased pursuant to section 46b-146, 54-76o or 54-142a.

(c) An employment application form that contains any question concerning the criminal history of the applicant shall contain a notice, in clear and conspicuous language: (1) That the applicant is not required to disclose the existence of any arrest, criminal charge or conviction, the records of which have been erased pursuant to section 46b-146, 54-76o or 54-142a, (2) that criminal records subject to erasure pursuant to section 46b-146, 54-76o or 54-142a are records pertaining to a finding of delinquency or that a child was a member of a family with service needs, an adjudication as a youthful offender, a criminal charge that has been dismissed or nolle, a criminal charge for which the person has been found not guilty or a conviction for which the person received an absolute pardon, and (3) that any person whose criminal records have been erased pursuant to section 46b-146, 54-76o or 54-142a shall be deemed to have never been arrested within the meaning of the general statutes with respect to the proceedings so erased and may so swear under oath.

(d) No employer or an employer's agent, representative or designee shall deny employment to a prospective employee solely on the basis that the prospective employee had a prior arrest, criminal charge or conviction, the records of which have been erased pursuant to section 46b-146, 54-76o or 54-142a or that the prospective employee had a prior conviction for which the prospective employee has received a provisional pardon pursuant to section 54-130a, as amended by this act.

(e) No employer or an employer's agent, representative or designee shall discharge, or cause to be discharged, or in any manner discriminate against, any employee solely on the basis that the employee had, prior to being employed by such employer, an arrest, criminal charge or conviction, the records of which have been erased pursuant to section 46b-146, 54-76o or 54-142a or that the employee had, prior to being employed by such employer, a prior conviction for which the employee has received a provisional pardon pursuant to section 54-130a, as amended by this act.

(f) The portion of an employment application form which contains information concerning the criminal history record of an applicant or employee shall only be available to the members of the personnel department of the company, firm or corporation or, if the company, firm or corporation does not have a personnel department, the person in charge of employment, and to any employee or member of the

company, firm or corporation, or an agent of such employee or member, involved in the interviewing of the applicant.

(g) Notwithstanding the provisions of subsection (f) of this section, the portion of an employment application form which contains information concerning the criminal history record of an applicant or employee may be made available as necessary to persons other than those specified in said subsection (f) by:

- (1) A broker-dealer or investment adviser registered under chapter 672a in connection with (A) the possible or actual filing of, or the collection or retention of information contained in, a form U-4 Uniform Application for Securities Industry Registration or Transfer, (B) the compliance responsibilities of such broker-dealer or investment adviser under state or federal law, or (C) the applicable rules of self-regulatory organizations promulgated in accordance with federal law;
- (2) An insured depository institution in connection with (A) the management of risks related to safety and soundness, security or privacy of such institution, (B) any waiver that may possibly or actually be sought by such institution pursuant to section 19 of the Federal Deposit Insurance Act, 12 USC 1829(a), (C) the possible or actual obtaining by such institution of any security or fidelity bond, or (D) the compliance responsibilities of such institution under state or federal law; and
- (3) An insurance producer licensed under chapter 701a in connection with (A) the management of risks related to security or privacy of such insurance producer, or (B) the compliance responsibilities of such insurance producer under state or federal law.

• **Infoline for ex-offenders.** Ex-offenders can call 2-1-1 from any phone in Connecticut to obtain information about e-offender programs and support, employment assistance, education and literacy training, transitional housing and health and mental health care.

• **Workforce development.** Connecticut's STRIDE Program is a state-funded transitional workforce development program that serves men and women in two state correctional institutes both before and after their release. The curriculum and post-release services are collaboratively designed by state legislators, the state's Departments of Correction and Labor and the Department of Social Services' Welfare to Work Initiative and Support Enforcement Services to focus on employment while considering the other challenges facing reintegrating ex-offenders. On average, 7 percent of STRIDE participants re-offend, compared to 39 percent of ex-offenders statewide.

**Keys to Success:** 1) ensure successful implementation of programs for reentry; and, 2) accountability for ensuring that programs are administered properly.

**Chartier, G. (2007).** "Maintaining the ties: Reintegration and the Canadian Families and Corrections Network." *Let's Talk*, 31, 3. <http://www.csc-sec.gc.ca/text/pblct/lt-en/2006/31-3/4-eng.shtml> Accessed Jan 6 2013

**Summary:**

Each offender has a unique family history—some may have grown up in a string of foster homes while others may come from more stable environments. For some, family ties were broken long ago; these offenders have been rejected by both their parents and siblings because of their criminal lifestyles. Still others have proven that family bonds are unshakeable and any form of adversity only serves to make them stronger. Many offenders have created families of their own.

The prospect of incarceration for a key member can shake the family unit to its foundations. The Correctional Service of Canada (CSC) recognizes this and knows that healthy family units play an important part in an offender's rehabilitation and reintegration. Family programs such as the one at Millhaven Institution in Ontario have been established to respect and strengthen the ties that bind.

At the Millhaven Assessment Unit (MAU), a compulsory family-based orientation course is given by Lloyd Withers of the Canadian Families and Corrections Network (CFCN). In it, he asks offenders to examine the impact their criminal behaviour has had on those closest to them and to make amends for the hurt they may have caused. Perhaps in return they will gain some strong family-based support for their eventual reintegration into society.

The family-based orientation course began as a two-year pilot project and is now funded on a year-by-year contract by the Ontario Regional Chaplaincy of CSC. In 2006, approximately 650 recently sentenced offenders attended the family-based orientation at the MAU.

The course involves a two-and-a-half hour lecture and discussion on making links with community organizations, faith-based groups, and community chaplaincies. The discussion focuses on the offenders' families and the impact their crimes have had on their families, and attempts to give the offenders the means to maintain relationships in the community. The discussion also includes ways to maintain the bonds between an incarcerated father and his children, and how to normalize being a family without making criminal behavior or incarceration normal.

At the end of the orientation, Withers gives inmates a form that discusses how to write a restorative letter home saying "I'm sorry," and how to take responsibility for what they have done. Inmates are given pen and paper and encouraged to write letters to their families.

"They call me the pen guy," Withers jokes. He also asks inmates if they want an orientation package sent to their families, noting that families are generally appreciative of the material sent.

### **Families as a Force for Good**

"Reintegration begins when the judge sentences an offender," Withers says.

According to the CFCN, the families of offenders should be recognized as assets to offenders, to the correctional system and to society because of the role they can play in successful conditional release, without compromising public safety or the security of an institution.

## Results from Maintaining the Ties

“The most telling result,” says Rev. Guest, “was reported by the assistant warden in charge of Correctional Programs at Millhaven Institution when Lloyd started the family-based orientation pilot. He said that there had been a measurable decline in tension and incidents at the assessment unit. The guys knew that through CFCN, their families could get access to the information needed. They had resources to assist their families and maintain the ties.”

“Clearly it affects how they’re able to cope with the beginning of their incarcerations,” says Rev. Guest. “There are huge amounts of stress and the family-based orientation program helps reduce that.”

**Clear, T. R., Rose, D. R., & Ryder, J. A. (2001). “Incarceration and the community: The problem of removing and returning offenders. *Crime and Delinquency*, 47, pp. 335-351.**

### Abstract:

Prior research has established that the characteristics of “places” are an important aspect of public safety and local quality of life. Growth in the rates of incarceration since 1973, combined with social disparity in the experience of imprisonment among certain groups, has meant that some communities experience concentrated levels of incarceration. This article examines the spatial impact of incarceration and explores the problems associated with removing and returning offenders to communities that suffer from high rates of incarceration. The study analyzes data from a series of individual and group interviews designed to reveal the experiences and perspectives of a sample of 39 Tallahassee, Florida, residents (including ex-offenders) who live in two high-incarceration neighborhoods. The authors then provide a series of policy recommendations to offset some of the unintended consequences of incarceration. The article concludes with research priorities for further study.

### Key Findings:

Incarceration adversely affects:

- 1) Stigma upon release from prison
- 2) The financial capacity of neighbourhoods
- 3) Identity, as neighbourhoods are viewed as “problem spaces” and,
- 4) The disruption of social networks and interpersonal relationships in the community.

### Recommendations:

- 1) Target the families of incarcerated individuals for a wide array of services

- 2) Facilitate contact between families and their incarcerated relatives
- 3) Provide services to children of incarcerated persons to build stability in their lives
- 4) Implement comprehensive pre-release transitional plans that address family needs
- 5) Provide transitional housing for returning offenders
- 6) Modify rules that disallow for ex-offenders with a felony record to obtain a lease
- 7) Assist ex-offenders in obtaining and retaining employment
- 8) Make training and legal assistance available to ex-offenders
- 9) Reduce immediate financial pressures on newly released ex-offenders
- 10) Provide low-cost drug treatment to ex-offenders and their families
- 11) Form self-help groups for ex-offenders
- 12) Match ex-offenders to community mentors
- 13) Involve ex-offenders in neighbourhood projects
- 14) Develop awareness programs to reduce the stigma associated with incarceration
- 15) Provide services at a neighbourhood-based centre
- 16) Provide services to ex-offenders through coalitions and partnerships built of public and private resources

**Research Recommendations:**

- 1) Conduct replications and extensions of existing research (e.g., effect of many former inmates being released into a community).
- 2) Investigate whether ex-offenders do better when returning to old neighbourhoods or new neighbourhoods.
- 3) Investigate whether ex-offenders who have meaningful contact with their neighbours do better than those who do not.
- 4) Improve our understanding of the processes that foster the intergenerational incarceration cycle.

- 5) Improve our understanding of ex-offenders' ties to parochial social controls (e.g. religious institutions) and reentry adjustment.
- 6) Investigate the impact of differences between types of neighbourhood support structures (job structures, family structures, housing patterns) and reentry adjustment.
- 7) Evaluate the impact of targeted services to families of incarcerated offenders.
- 8) Evaluate the impact of best practice transition planning methods.
- 9) Investigate the impact of reentry financial requirements, such as supervision fees, on the probability of reoffending.

**Family Justice. (n.d.). The family justice approach. New York: Family Justice.**

### **What is Family Justice?**

Family Justice taps the natural resources of families, the collective wisdom of communities, and the expertise of government to make families healthier and neighborhoods safer. Since its founding in 1996, Family Justice has emerged as a leading national nonprofit institution dedicated to developing innovative, cost-effective solutions that benefit people at greatest risk of cycling in and out of the criminal justice system.

Through advocacy, education, and research, Family Justice offers a range of systemic interventions that address complex issues of people living in poverty, such as substance abuse, mental illness, and HIV/AIDS. By providing extensive training and support to government agencies and community-based organizations, Family Justice helps families to unlock their potential to lead healthier and more productive lives.

### **What is the Family Justice Approach?**

The Family Justice approach can help your organization meet its goals and maximize its effectiveness. We can teach your agency to tap the resources of social networks to improve the health and well-being of individuals and families and the safety of neighborhoods. Emphasizing prevention as well as intervention, our cost-effective approach can be easily adapted to complement and enhance your work.

Family Justice develops creative initiatives with a wide range of strategic partners, including government agencies and community- and faith-based organizations in fields such as: Treatment and prevention of substance abuse, mental health, HIV/AIDS, and other chronic health conditions, Criminal justice and juvenile justice, Gang prevention and intervention, as well as Public housing, public health, and child welfare.

Social networks make a difference. Whether your agency works with people who are involved in the criminal justice system or those at risk of such involvement, strong family support has a

significant impact. When someone is arrested, incarcerated, on probation, or on parole, the effect on a family is dramatic. A social-support network can make a critical difference. Criminal justice issues are public health issues. Families living in poverty frequently face severe and often multigenerational health concerns, some of which contribute to involvement in the justice system. A majority of people who are incarcerated deal with substance abuse issues, mental illness, or both. We help organizations work with families facing overlapping health issues and involvement in the criminal justice system or risk of such involvement.

### **Overview of Key Tools and Methods:**

For more than a decade at our first direct-service program, La Bodega de la Familia, we have developed and refined strength-based methods and tools for working with families. Family case management is at the heart of La Bodega's work. However, agencies that don't offer case management can adapt and apply the principles and tools of the Bodega Model.

This model employs two distinct strategies to facilitate organizational partnerships to bolster reentry: genograms and ecomaps. Genograms are a tool that goes beyond the typical family tree, recording strengths and challenges such as education, employment, criminal justice or juvenile justice involvement, substance abuse, mental health issues, and chronic illnesses. Ecomaps, in contrast, illustrate the relationships between family members and the key people and institutions in their lives. These may include schools, houses of worship, employers, probation or parole officers, child welfare, drug counselors, healthcare and child-care providers, and social workers. The ecomap also depicts the nature of the relationship between agencies, allowing insight about ways to improve communication and service coordination. Institutional ecomaps display the public and community resources an agency uses, including formal and informal organizations. This tool can help your agency incorporate a strength-based, family-focused approach by improving the way you do your work.

### **How effective has the Family Justice Model been?**

Teaching people that families are part of the solution, Family Justice trains professionals and paraprofessionals about its signature method, The Bodega Model®. An evaluation showed that among people who participated in our form of family case management, 90% resolved their medical service needs and 80% resolved social-service needs within six months. Our approach considers each person's context, culture, and connections; builds on the interactions within social networks; and draws on the strengths of individuals, families, and communities.

An evaluation by the Vera Institute of Justice showed that Family Justice's strength-based approach to family case management helps reduce drug use and the rate of arrest among participants and improves the overall well-being of families living in poverty.<sup>1</sup> Those findings are consistent with other research demonstrating that strong family support helps people succeed after they leave prison or jail

**Geller, A., & Curtis, M. A. (2010). "A sort of homecoming: Incarceration and the housing security of urban men." *Fragile Families Working Paper WP10-06-FF.***

**Abstract:**

While individuals returning from prison face many barriers to successful re-entry, among the most serious are the challenges they face in securing housing. Housing has long been recognized as a prerequisite for stable employment, access to social services, and other aspects of individual and family functioning. The formerly incarcerated face several administrative and de facto restrictions on their housing options; however, little is known about the unique instabilities that they face. We use a longitudinal survey of urban families to examine housing insecurity among nearly 3,000 urban men, including over 1,000 with incarceration histories. We find that men recently incarcerated face greater housing insecurity, including both serious hardships such as homelessness, and precursors to homelessness such as residential turnover and relying on others for housing expenses. Their increased risk is tied both to diminished annual earnings and other factors, including, potentially, evictions from public housing supported by Federal —one-strike policies.

**Key Findings:**

Housing insecurity is significantly more prevalent among men with histories of incarceration than those who have never been incarcerated. This relationship is robust to controls for a rich array of potential confounders, including, in some cases, pre-incarceration insecurity, and suggests that the housing circumstances of ex-prisoners are likely to be severely compromised upon re-entry. The increased insecurity associated with incarceration is particularly significant among some of the more serious dimensions: formerly incarcerated men face more than twice the odds of homelessness as men who have not been incarcerated. Likewise, they face nearly twice the odds of moving residences more than once per year, and of relying on others for their living expenses. On the other hand, the odds of skipping a mortgage or rent payment, the odds of —doubling up to save money, and the odds of eviction, are not significantly higher among recently incarcerated men when other forms of social disadvantage are controlled for. We find that housing insecurity and its relationship with incarceration are closely tied to the limited labor market options available to ex-offenders, with post-incarceration earnings nearly universally associated with reduced housing insecurity. However, the tie between incarceration and housing is also related to factors beyond the labor market: even at equal levels of annual earnings, recently incarcerated men face significantly more residential turnover and are more likely to be evicted than their counterparts with no history of recent incarceration. In addition, we find that men living in public housing (or with romantic partners in public housing) before their incarceration are more likely to be evicted upon their return, suggesting that targeted housing policy may play a role in the instability facing ex-prisoners.

**Future research:** should study incarcerated men with children and their experience in re-entry. While incarceration was shown to be a causal factor in housing insecurity for returning offenders, there may be other causal factors such as life shocks or job loss which are relevant to housing insecurity.

**Recommendations:** the challenges facing individuals returning from prison must also be considered at earlier stages of the processing of criminal cases, both when sentencing decisions



are made, and throughout the time that prisoners spend incarcerated. Barriers to affordable housing for men returning from prison can also be addressed directly, through modifications to the —one-strike restrictions administratively barring ex-offenders from public housing. Increase accessibility to the labour market for ex-offenders as this will reduce housing insecurity.

**Gojkovic, D., Mills, A., & Meek, R. (2012). “Accommodation for ex-offenders: Third sector housing advice and provision.” *Third Sector Research Centre Working Paper 77*.**

**Abstract:**

Links between homelessness and offending are well-established in literature with about a third of offenders being without a home either before or after imprisonment. Housing has been recognised as one of the key factors that can reduce re-offending and is one of the seven Reducing Re-Offending Pathways established by the Reducing Re-Offending National Action Plan in 2004. The identification of housing as one of the Pathways and the move towards partnership working with third sector organisations (TSOs) to reduce re-offending have led to a number of initiatives which involve housing-related TSOs. These organisations are typically contracted into prisons to provide housing advice and support, or provide offenders with access to temporary accommodation in short-stay hostels and Approved Premises. Despite the involvement of housing-TSOs, offenders and ex-offenders still face numerous challenges when trying to secure accommodation.

The prescribed criteria for assessing homelessness, local nomination and allocation policies and the presence of a criminal and prison record are all factors which can delay or prevent provision of housing for ex-offenders. This paper draws on a qualitative study in eight prisons and one probation area and a short survey of 680 offenders to examine the role of the third sector in assisting offenders and ex-offenders to find suitable accommodation. The results show that there have been several positive developments in the last ten years, with many prisons now having a dedicated housing advisor and important links with TSOs and housing providers. There remain, however, numerous barriers to effective housing advice and provision. Factors include: lack of available housing stock; difficulties of partnership working, where partners differ on whether they view housing for ex-offenders with urgency; restrictions on the types of offenders likely to be prioritised and local exclusion policies. The paper also discusses the limitations of recent policies to increase the use of the private rented sector in housing homeless people, and the limitations of Social Impact bonds and Payment by Results. It emphasises the need for a more transparent housing priority assessment system in increasing housing opportunities for marginalised groups, such as short-sentenced prisoners and young offenders, but notes that provisions for greater flexibility, discretion and conditionality in social housing lettings following the Localism Act move things in precisely the opposite direction.

**Recommendations:** There is clearly an urgent need for a more transparent housing priority assessment system, including a push for housing providers to accept currently marginalised groups, including short-sentenced offenders, women offenders and young offenders. Further work is also needed in order to integrate housing providers better into the criminal justice system

and vice versa and to provide a more joined-up approach to housing offenders around the country. One idea is to create an umbrella liaison body that would manage and address homelessness across the borders of local authorities and improve co-ordination between the prison service and the 'home' local authorities of prisoners. This would particularly benefit offenders who are serving their sentence far away from home.

**Future research:** Difficulties in partnership working between local authorities and the third sector are compounded by the variety of arrangements that exist in different local authority areas due to different infrastructure, different structures in the local authority, different funding arrangements with the third sector and even differing historical contexts (IVR, 2010). More research is therefore needed on these relationships between local authorities and Third sector organizations, as the literature in this area is rather sparse and somewhat outdated, focusing predominantly on the early stages of the Partnership agenda (e.g. DCLG, 2006a), rather than on how relationships have developed since this was put into practice.

**Gouvis Roman, C., Kane, M. J., & Giridharadas, R. (2006). *The housing landscape of returning prisoners in the District of Columbia*. Urban Institute Justice Policy Centre.**

### **Introduction:**

This report examines prisoner reentry in the District of Columbia within the context of housing and housing-related issues. Reentry is the process of leaving prison and returning to society. With the exception of those few who die while in prison, all prisoners will at some point return to the community. This year, more than 630,000 prisoners will be re-leased from state and federal prisons across the country, more than four times as many as were released in 1980. Communities across the country are grappling with challenges associated with the successful reintegration of former prisoners. New research has documented that disadvantaged urban communities receive the majority of released prisoners, and they are most often concentrated in just a few neighborhoods (La Vigne and Kachnowski 2003; La Vigne et al. 2003; La Vigne and Thomson 2003). Accessibility of housing and other social services, such as substance abuse treatment and employment services, is likely to affect the reentry experience of returning prisoners (Visher and Farrell 2005).

This report assesses both the social fabric within communities that have a high percentage of returning prisoners and explores the housing landscape for prisoners within these areas and throughout the city. More specifically, the purpose of this study is fourfold: (1) to document the geo-graphic concentrations of returning prisoners in the District of Columbia; (2) to develop an assessment of housing and community-based capacity in District neighborhoods where prisoners are returning in large numbers; (3) to explore the nature of housing-related re-entry programming; and (4) to draw attention to the larger policy issues of building supportive neighborhood environments for returning prisoners.

Specifically, the study addresses the following questions:

1. What is the current policy context underlying prisoner reentry in the District?

2. What barriers or restrictions do returning prisoners face with regard to accessing housing?
3. Where are prisoners returning within the District of Columbia? Are there concentrations of returning prisoners in particular neighborhoods in the District?
4. Are highly disadvantaged neighborhoods receiving a large number of returning prisoners? What are the specific characteristics (e.g., poverty, crime, education-level, housing prices, housing quality, etc.) of these neighborhoods?
5. What opportunities for housing exist for returning prisoners in the District? Do areas with high concentrations of returning prisoners face particularly challenging issues with regard to housing?

This report relies on data collected from two sources: (1) The Court Services and Offender Supervision Agency provided data on the census tract locations of prisoners re-turning to the District of Columbia in fiscal year 2003. The data were linked to demographic information on age, race, sex, marital status, employment, and educational attainment; (2) A telephone survey was conducted using a small sample of District of Columbia agencies and organizations. The survey collected information on type of organization, history in the community, service population, services provided, and organizational resources. The survey also asked for respondents' opinions on issues related to the housing needs of returning prisoners as well as the needs of the organization.

This report fills important gaps in information vital to the District's continuing efforts to implement effective strategies for reintegrating and supervising returning parolees. More specifically, this research has been developed to provide a framework for understanding what types of housing and housing support services exist in the geographic areas to which persons leaving prison return, and to document the needs of communities from the viewpoint of the service providers. The ultimate goal is to sharpen the community's thinking on the issue of housing and prisoner reintegration, and to foster policy innovations that will improve outcomes for individuals, families, and communities.

### **Recommendations:**

Use data to improve services and programming. State and local leaders and re-searchers should analyze data to identify the housing-related reentry priorities, develop evidence-based programs, and document successes. Collection of new data where gaps in research exist will vastly improve the limited knowledge of how best to develop and target housing-related services to the reentry population. Evaluation of existing and promising housing programs will assist in the identification of successful practices and costs and benefits incurred.

Educate the community about the problems facing returning prisoners. Encourage input from the community. Community forums and informal discussions with community residents can establish trust and lead to appropriate types of services that fit particular needs of communities. The "not-in-my-backyard" (NIMBY) phenomena can be diminished by informing the community of the myriad of benefits that will accrue with transitional services and transitional and permanent housing. Furthermore, it is important to encourage the development of partnerships between government agencies and community organizations because partnerships breed trust.

Encourage and reward collaboration across systems. In requests for proposals, funders should stipulate that jurisdictions utilize partnership models. This is beginning to happen in such initiatives as the Serious, Violent Offender Reentry Initiative (SVORI) and the Prisoner Reentry Initiative (PRI).

**Future Research:** should seek answers to the following questions:

- Do individuals commit crimes at much higher rates when they are homeless or in shelters as compared to when they have stable or longer-term living situations? If yes, what types of crimes?
- What types of housing services are being utilized at prerelease facilities? What are the costs and benefits associated with these facilities as compared to direct release?
- What are the costs and benefits associated with halfway houses? What are the costs and benefits of innovative treatment oriented reentry programs such as the District's Reentry and Sanctions Center?
- What are the best practices of Departments of Corrections across the country for prioritizing funding for transitional facilities?
- What types of individuals benefit most from halfway house placements and utilization of services within halfway houses? How do states determine who goes to transitional facilities? Can halfway houses be used successfully for individuals convicted of violent offenses?
- Is permanent supportive housing (PSH) a viable and cost effective option for return-ing prisoners? Does the provision of PSH reduce recidivism?
- How do we bring successful efforts to scale? Can successful but small housing pro-grams or facilities be expanded, replicated or transferred to other jurisdictions?

**Hagan, J., & Petty Coleman, J. (2001).** "Returning captives of the American war on drugs: Issues of community and family re-entry." *Crime and Delinquency*, 47, pp. 352-367.

**Abstract:**

The 20th century American war on drugs dramatically affected African American inner-city neighborhoods and families, and many within these communities see more signs of vindictiveness than reconstruction in the aftermath of this conflict. This article considers the dilemma that the erosion of state capital and the formation of negative social capital poses for the return of incarcerated parents into these communities and families. It examines new federal family welfare legislation as indicative of state disinvestments in these families. The final part of the article suggests directions for research on the reentry of persons released from prison into these communities and families.

**Future research:**

- 1) Must look longitudinally at returning offenders and follow their lives across the lifespan (look at all ages and genders) to establish their trajectories of post-prison adjustment.
- 2) Must look at returning inmates in both full and fractured family settings.
- 3) Must track legal and illegal employment histories of returning offenders.
- 4) Must include parents with children of varying ages to consider the impact of parental absence in their lives, and how the return of a parent impacts them developmentally later in life.
- 5) Must be attentive to the wide range of state interventions are influenced by and influence post-prison adjustment.
- 6) Must be racially and ethnically diverse.
- 7) Must be able to contribute to our understanding of how returning offenders and their families are embedded in communities that vary across space and time.
- 8) Must incorporate comprehensive and detailed measurement of the backgrounds of ex-offenders from prison so that it is possible to undertake analyses which take into account how these persons vary from one prior to their back in their communities.

**Hammett, T. M., Roberts, C., & Kennedy, S. (2001). "Health-related issues in prisoner re-entry." *Crime and Delinquency*, 47, pp. 390-409.**

**Abstract:**

Correctional inmates and ex-offenders are disproportionately burdened by medical and mental health problems. This article reviews the state of programs and research in five health-related issues important to these inmates' successful transitions to the community: discharge planning, community linkages, and continuity of care; adherence to treatment regimens; availability of housing; quick access to benefit programs; and the particular needs of dually and triply diagnosed individuals. In general, such services are currently inadequate, although there are exemplary programs and promising strategies in some of these realms. Additional research is needed to evaluate current programs and encourage their replication and enhancement. The disproportionate share of the nation's total burden of health problems found among inmates and the potential public health and fiscal benefits of an improved response should make this research a high priority.

**Future Research:** An overarching need is for correctional facilities to improve discharge planning, continuity of care, and community linkages for returning inmates. Cost-benefit analyses are required to determine whether these types of intensive interventions actually save the public money in the future. Moreover, research into telemedicine technology to link inmates to community-services providers during the pre-release period is needed. It should also be studied whether or not moving offenders closer to the community from prison results in stronger linkages and better post release outcomes. Research is required regarding the effects on treatment adherence of more intensive discharge planning and community linkage programs. Also, exploration of the roles and strategies of public health departments in fostering better adherence to treatment regimens among releases is needed. Little literature has addressed strategies for reintegrating dually and triply diagnosed inmates.

**Hucklesby, A., & Hagley-Dickinson, L. (2007). “Conclusion: Opportunities, barriers and threats.” In A. Hucklesby & L Hagley Dickinson’s (Eds.) *Prisoner Resettlement: Policy and Practice*, pp. 289-299. UK: Willan Publishing.**

### **Summary of Key Points:**

The greatest threat to effective resettlement is the growing prison population (p. 289). Resettlement initiatives are also being hampered by the movement of prisoners between jail facilities as a means of dealing with overcrowding thus disrupting programming and service provision and their homes.

Another threat is financial resources, as many resettlement initiatives are funded through “soft money” that is short-term. This also limits innovative resettlement projects from taking off. Statutory (earmarked) funding by government may aid in resettlement (p. 289-290). Effective resettlement may be hindered by attempts to measure effectiveness (e.g., performance indicators such as quality) (290-291).

**Holistic resettlement services** are required to deal effectively with prisoners’ diverse and multiple needs (p. 291).

**Partnerships** between prisons, probation, and the voluntary and community sector are pivotal for ensuring the continuity of service through the prison gate (292). Evidence shows that continuity of service provision by the same service providers is more effective (292). The process of **desistance** is a process, not a single event, and setbacks can and do occur (294). Recidivism or failed attempts at resettlement should not be construed as program failure.

**State-obligated resettlement:** is a situation wherein offenders are expected to comply with requirements imposed on them which will assist in their resettlement, and in return the state is required to provide the services and support it promises (like a contract between 2 parties). Resettlement is highly political, and such policies and initiatives can alter with a change in government (297).

**Theories** identified in the chapter: Desistance; Life Course theory (Sampson & Laub).

**Future research:** should look at whether males or females are in greater need of particular resettlement services. Other populations such as sex offenders and minority groups may also have access to different services which should be studied. Researchers should study how offenders who resettle at great distances from service providers maintain continuity of service. Resettlement is under-theorized, and government assumed that the same factors are involved in both desistance and offending. Greater exploration of the links between the pathways and desistance needs to be undertaken to clarify the relationship between them (293).

Future research should also delve into prisoners' degree of social capital, and how this ties into desistance and offending (295). Also, questions remain about how resettlement, enforcement, and surveillance may be mutually supportive or work against each other remains largely unexplored (296). These concepts often conflict with one another. Overall, the evidence base on what works is weak and sparse. We know little about what works and why (296). Research should explore resettlement from the perspective of offenders and practitioners; longitudinal research will be the most effective way to do this (297).

**Janetta, J., Neusteter, S. R., Davies, E., & Horvath, A. (2012). *Transition from prison to community initiative: Process evaluation final report*. Urban Institute Justice Policy Centre.**

### **Executive Summary:**

The National Institute of Corrections (NIC) launched the Transition from Prison to the Community (TPC) initiative in 2001, recognizing the need to provide states with support and guidance in developing an effective reentry system to help prisoners prepare for their release, navigate their transition back to the community, and overcome short- and long-term barriers to reintegration. Along with its cooperative agreement partners, NIC developed the TPC model, a comprehensive model for a systems approach to transition from prison that would incorporate the lessons of evidence-based practice, emphasize the importance of collaboration and a unified vision throughout the reentry continuum, and provide a practical framework to guide corrections agencies and their non-correctional partners in efforts to advance reentry practices. The TPC model was first implemented in a group of eight states from 2001 to 2009. In 2009, NIC and its cooperative agreement partner the Center for Effective Public Policy (CEPP) selected six states to receive a second round of TPC technical assistance; Iowa, Kentucky, Minnesota, Tennessee, Texas, and Wyoming.

In order to assist jurisdictions in implementing the TPC model, CEPP organized TPC implementation into a ten-step organizational change process necessary to fully implement TPC:

1. Create and charter teams
2. Develop a clear vision and mission
3. Develop a work plan
4. Understand current policy, practice, populations, and resources
5. Align with evidence-based practice
6. Conduct a gaps analysis
7. Identify targets of change
8. Develop an implementation plan
9. Execute, monitor, adjust, and correct
10. Evaluate

TPC work in all six sites unfolded consistent with this framework and TPC technical assistance provision was structured around it. The Urban Institute (UI) conducted an implementation evaluation of this second phase of the TPC initiative. The evaluation included a process

evaluation to tell the story of TPC in each state, including whether implementation proceeded as designed, the range of activities pursued, factors that facilitated or inhibited TPC implementation, lessons learned, and a systems change analysis to examine the effect of TPC on each state's reentry system and operations including changes in policy, procedures and processes. The evaluation drew upon stakeholder interviews, direct observation, document review, and review of performance measurement data.

It was clear that system changes occurred in the TPC sites. Regardless of the state of transition practice when the six states joined TPC, at the beginning of building a reentry system or with a strong system in place, advancing in accordance with the TPC model created opportunities for focus and system improvement. All six states developed or modified collaborative structures to oversee reentry, including policy teams with executive-level leadership and implementation teams to oversee the details of key changes, and stakeholders in each state described enhanced collaboration around reentry. Kentucky, Tennessee implemented risk/needs assessment, Iowa, Minnesota, and Wyoming worked to improve their use of existing assessment tools, and Minnesota and Texas planned for implementing new assessment tools to improve their process. All states worked to determine the quality and evidence basis of institutional and community programming. And each state worked to better understand current client-level practice, and measure and monitor reentry performance.

Cross-site observations from the process evaluation include:

TPC Structure and Collaboration:

***It was important to have many people in the core agencies working on TPC who understand the big picture.*** Turnover in key positions is inevitable, and occurred in all TPC states. Without a network of people who understood and had ownership of the state's reentry work, a change in a linchpin position could delay the effort for months.

***Even successful collaborative efforts experience growing pains.*** The early stages of building a collaborative effort were often characterized by stakeholder frustration with the pace of the initiative and the perception that it was unfocused. However, these frustrations generally abated (without necessarily disappearing completely) over the course of the initiative as common goals were developed and concrete accomplishments were realized.

***Establishing a clear charter and defining roles within a TPC effort helps partners engage.*** A clear charter for the collaborative bodies driving the transition work provided valuable focus to TPC work and made the initiative more transparent to external stakeholders.

***Securing buy-in from line staff requires special attention.*** Stakeholders described resistance to change from line staff arising from several sources. TPC states dealt with these challenges in a variety of ways, including focusing on staff recognition, building staff skills, general education, reporting results of reentry efforts, and empowering staff to access leadership and innovate.

***Middle managers have a vital role to play.*** TPC leaders felt that middle management in corrections agencies, meaning those directly supervising line staff, were a crucial group to



engage in the TPC change process. Their influence on staff and ability to directly support or impede transition practice and transmit (or not) the message that reentry was a priority made them a critical determinant of whether desired system changes were fully executed.

***Dedicating staff to the change effort makes a difference.*** Staff dedicated to managing a change process to support transition had a tremendous impact on processes in several states. A person or team able to devote substantial, consistent attention to the TPC effort helped maintain momentum, organization, and focus in the effort.

***Everyone needs to own reentry.*** Many of the TPC states identified the need to ensure that all correctional staff, as well as community partners, felt an obligation to facilitate reentry. Establishing reentry-specific units or staff positions facilitated reentry progress in many ways, but stakeholders noted that there was a risk that other staff would feel less ownership over reentry, believing that it belonged to reentry staff.

***Systems change work requires patience.*** When asked directly what advice they would give peers in other states seeking to make changes along the lines of the TPC model, many stakeholders stressed the importance of patience with the process and recognizing that changing systems takes a long time.

Implementing Systems of Integrated Case Management:

***Assessment of criminogenic risk and need, and a case plan based on the results are the backbone of the transition effort.*** Once these tools were implemented and automated, it allowed for both evidence-based and consistent work at the client level, and provided vital information regarding the distribution of risk and need across the reentry population necessary for resource allocation and strategic planning decisions.

***Implementing assessment is just the first step.*** While putting a valid risk/needs assessment into place was a substantial achievement, TPC stakeholders emphasized the need to ensure that those assessments were being done correctly, consistently, and were being used to build case plans and direct individuals to the appropriate programs.

***Providing information and training on how to use assessment results increases buy-in to a risk and need-driven reentry system.*** TPC stakeholders stressed the importance of ensuring that everyone expected to utilize assessment information understood what that information meant and how it could be used. They felt that when this was done properly, assessments were recognized by staff as valuable tools for effective correctional work and decision-making.

***States grappled with losing program staff.*** Staff reductions reduced the capacity to deliver programming in a number of TPC states, and reductions in supervision staff in some states had similar effects.

***Minimal social service infrastructure in many rural areas is a major challenge.*** Rural reentry posed a difficulty in the participating states, particularly due to the scarcity of community-based

treatment and program providers, the distance between them, and the absence of transportation infrastructure.

***Placing new requirements on staff must be balanced with removing responsibilities.*** States needed to seek ways to reduce workload to make room for new practices, as well as to create time for offender engagement, motivation enhancement, and positive reinforcement. Iowa, for example, is planning to simplify its case plan for this reason.

Assessing Practice and Measuring Performance:

***Capacity to draw and analyze data is limited and overtaxed.*** TPC states experienced challenges related to both the design of their data systems and lacking staff or sufficiently-skilled staff to retrieve data or conduct analyses using the systems.

***Gauging the content of line-level practice requires special effort.*** Every state in TPC needed to conduct activities to determine what was occurring with transition practice at the line level. There is an ongoing need to check and monitor practice at this level to ensure that policy changes are reflected in practice, but also to learn from line-level practice and innovation to guide policy improvements.

***Data integration is hugely beneficial when it is achieved, but requires upfront investment.*** Differences in data systems for institutional corrections and field supervision made it difficult to measure progress. Creating integrated data systems is a resource-intensive undertaking, but states that had done so believed it to be tremendously valuable.

***Measurement questions are strategic questions.*** It was not possible to define the correction measures to track TPC process until there was clarity at the strategic level of the initiative regarding what should be measured and why. Only once the strategic questions were answered was it possible to move to the technical questions regarding what was possible to extract from the data systems, or what data system modifications might be needed to track progress.

***Both performance measurement and performance management are important.*** Gathering measures of transition performance was difficult, and the full benefit of doing so was not realized unless there was a process for the consistent review of those measures to assess progress and identify issues. Tennessee's Joint Offender Management Plan (JOMP) process was a good model of the regular review of data as part of a systems change process.

***Disseminating evidence of success builds support for the reentry effort.*** Summarizing and publicizing evidence of reentry success, both internally within partnering agencies and publicly, helped substantiate progress and increase buy-in at all levels of partnering organizations, as well as solicit support from elected leaders and the public.

**Kesten, K. L., Leavitt-Smith, E., Shelton, D., Zhang, W., Wagner, J., & Trestman, R. L. (2012). Recidivism rates among mentally-ill inmates: Impact of the Connecticut Offender Reentry Program. *Journal of Correctional Health Care* 18, 1, pp. 20-28.**

**Abstract:**

This study compares data from the Connecticut Offender Reentry Program (CORP) and retrospective data for inmates who received standard treatment planning services from the Connecticut Department of Mental Health and Addictions Services (DMHAS). Analysis of DMHAS data investigated characteristics (demographic, psychiatric, and prison classification scores) and recidivism rates of 883 individuals. A program evaluation was later completed on a separate cohort of 88 individuals who participated in CORP. Comparison of the study results found that 14.1% of the CORP participants were rearrested within 6 months of discharge compared to 28.3% of the DMHAS group. This study concluded that younger age and having a co-occurring substance use disorder appear to be predictors of recidivism. A distinctly smaller percentage of CORP participants were recidivistic, indicating support for specialized reentry programs.

**Conclusion:**

Coordinated, comprehensive services are needed that emphasize increased collaborative discharge plans with community agencies and the criminal justice system. The CORP program in Connecticut is an example of one such initiative that was created to address these issues, offering a specialized program designed to meet the unique reentry needs of mentally ill offenders with co-occurring substance abuse disorders. Conducting programmatic comparisons once the evidence for CORP has been well demonstrated would enhance the science regarding partnerships between mental health and corrections agencies with the targeted outcome to ease the burden of treating the increasing numbers of the mentally ill in the criminal justice system.

**Future Research:** This comparison study illustrates that prerelease intervention and postrelease treatment planning services may need to be more specialized or structured to reduce recidivism activity. A follow-up study on these participants or a repeated measures study examining outcomes over time would enhance our understanding of the contributions of these findings to successful reentry for mentally ill offender populations. At the time this study was conducted, follow-up data on rearrest and reincarceration rates were available up to 6 months postdischarge. A longer period of follow-up would yield more information concerning variables associated with recidivism.

From a service perspective, obtaining detailed services data within and outside the facility, in essence to follow the client, would be important in understanding treatment success. This is crucial since it is known that lower recidivism is linked to receiving community case management and that receiving jail-based case management increases the chances of receiving community-based case management upon release (Ventura, Cassel, Jacoby, & Huang, 1998). Stronger case management services that include more advocacy and persistence in gaining client engagement have been explored in past studies (Lamb & Weinberger, 1998), which support findings from the CORP program evaluation.

**Klassen, I. "Offender Employment and Employability." *Forum on Corrections Research*, 17, 1, pp. 33-34.**

### **Introduction:**

Correctional Service of Canada (CSC) has increased its focus on employment training in order to ensure inmates are job ready at the time of release. Employment and Employability Process (EEP) in CSC, which is strategic in its approach, enhances inmates' chances of finding and keeping employment upon release. EEP provides inmates with a sense of purpose, and develops and maintains the generic competencies needed to be employable in today's market. Research conducted by the Conference Board of Canada suggests that employers are willing to provide instruction and training in the trades. However, they seek potential employees who have acquired employability skills, which include fundamental, teamwork and personal management skills, in order to succeed.

### **Key Findings:**

The Portfolio program was designed to:

- Providing inmates with tools to help them identify their skills and abilities acquired from formal education and life experiences; and,
- Encouraging inmates to establish goals toward the next steps in their personal development.

The results of the program were positive. At the end of the program, 10 out of the 12 successfully completed and 8 of the 10 participants formally presented their portfolios to a wide audience. In addition, 8 out of 10 wanted to further their education by:

- Completing their General Education Development (GED) within the institution;
- Attending Community College to attain certification in a specific trade; and
- Beginning a university degree through distance learning.

All the inmates created an action plan to achieve their goals and they turned perceived negative life experience into positive skill development and greater self-confidence. The results of the Skills Portfolio Program were deemed significant enough to warrant further analysis. Therefore, CSC is presently negotiating with the Centre in Halifax to run the Program in four institutions in the Atlantic Region.

**Latessa, E. (2008). *What Science says about Designing Effective Prisoner Reentry Programs*. Wisconsin Family Impact Seminars. [http://familyimpactseminars.org/s\\_wifis26c02.pdf](http://familyimpactseminars.org/s_wifis26c02.pdf) Accessed 14 Jan 2013**

### **Abstract:**

Effective prisoner reentry programs have garnered public support because of their potential to reduce recidivism and save taxpayer dollars. To be effective, reentry programs must apply the

four principles of effective corrections interventions. First, programs should be targeted to high-risk offenders. Placing low-risk offenders in intensive programs might actually increase their recidivism rates. Second, programs should focus on crime-producing factors such as antisocial attitudes and substance abuse. Boot camp programs are ineffective because they target factors unrelated to crime, model aggressive behavior, and bond criminals together. Third, programs should use a cognitive-behavioral approach, which has been shown to reduce re-offenses by an average of 10%. This action-oriented approach teaches prisoners new skills through modeling, practice, and reinforcement. Fourth, for model programs to be effective, implementation must closely replicate the original design; poorly implemented programs can do more harm than good. Given budget deficits, other states may follow Oregon's lead in requiring all programs for offenders to be evidence-based.

**Using Science to determine effective programming:** If a reentry program does not embody a number of the following characteristics, the odds that the program will reduce recidivism are low.

**1. Who to target.** Correctional programs should focus their resources on higher-risk offenders. Placing low-risk offenders in intensive programming increases recidivism. Placing low-risk offenders in halfway house programs actually increased their chances of reoffending by an average rate of 5%, as Table 1 shows. Conversely, for high-risk offenders, participation in the same halfway house programs was associated with a 9% decrease in recidivism. This pattern does not hold true for parole violators. Regardless of their risk-level, parole violators who were placed in a halfway house instead of prison had lower recidivism rates compared to those who were returned to prison and later released without placement in a residential facility.

**2. What to target.** Correctional programs must target specific crime-producing factors of offenders such as anti-social peer associations and substance abuse. Boot camp and self-esteem building programs largely don't work.

**3. How to target.** Correctional programs must provide behavioral, cognitive-behavioral, or social-learning based interventions.

**4. How well the program is implemented.** Correctional programs must have program integrity, which includes quality assurance, evaluation efforts, and overall attention to the intervention's fidelity to the three previous principles.

**Lurigio, A., Rollins, A., & Fallon, J. (2004). "The effects of serious mental illness on offender re-entry." *Federal Probation*, 68, 2, pp. 45-52.**

### **Introduction:**

Fundamental changes in mental health policies and laws have brought criminal justice professionals into contact with the seriously mentally ill at every stage of the justice process: police arrest people with serious mental illness (SMI) because few other options are readily available to handle their disruptive public behaviors; jail and prison administrators strain to

attend to the care and safety of the mentally ill; judges grapple with limited sentencing alternatives for persons with SMI who fall outside of specific forensic categories (e.g., guilty but mentally ill); and probation and parole officers scramble to obtain scarce community services and treatments for people with SMI and to fit them into standard correctional programs or monitor them with traditional case management strategies. When mentally ill inmates are released from prison, their disorders complicate and disrupt their reentry into the community (Council of State Governments, 2002). This paper focuses on released inmates who are afflicted with SMIs such as schizophrenia, bipolar disorder, or major depression—chronic brain diseases that cause extreme distress and interfere with social and emotional adjustment (U.S. Department of Health and Human Services, 1999).

In this paper, we examine the factors that have led to increasing numbers of the mentally ill being processed through the criminal justice system. We review findings to estimate the prevalence of major psychiatric problems in the parolee population. We discuss the importance of implementing specialized case management strategies to respond more effectively to the needs of parolees with SMI. We describe a program, administered by Thresholds, that uses Assertive Community Treatment (ACT) to facilitate the reentry of mentally ill parolees in Illinois. Finally, we explore the common challenges of managing mentally ill offenders (MIOs) in the community.

### **Key Findings:**

The 3 Pathways into the CJS for people with a SMI:

More than 30 years ago, Abramson (1972) noted that more and more people with SMI were being routed through the criminal justice system instead of through the mental health system.

**1) Deinstitutionalization:** A fundamental change in mental health policy, known as deinstitutionalization, shifted the locus of care for patients with SMI from psychiatric hospitals to community mental health centers. This policy is the first major contributor to the processing of the mentally ill through the criminal justice system (Grob, 1991).

**2) Legal restrictions:** Reforms in mental health law have made it difficult to admit the mentally ill to psychiatric hospitals and constitutes the second major contributor to the influx of mentally ill persons into the criminal justice system (Torrey, 1997).

**3) Fragmented services:** The third major factor in the increased presence of mentally ill persons in the criminal justice system is the compartmentalized nature of the mental health and other treatment systems (Laberge & Morin, 1995). The mental health system consists of fragmented services for predetermined subsets of patients. Most psychiatric programs, for example, are designed to treat "pure types" of clients, mentally ill or developmentally disabled, alcoholic or chemically dependent.

**4) Drug enforcement:** The fourth major factor associated with the pervasiveness of MIOs is the arrest and conviction of millions of persons for drug violations. The highly significant growth in the volume of drug arrests and convictions stems largely from the war on drugs. Offenders

convicted of the use, sale, and possession of drugs constitute one of the fastest-growing subpopulations in the nation's prison and parole systems (Beck, 2000). A fairly large proportion of these incarcerated and parolees have co-occurring mental illnesses, adding to the number of MIOs in the nation's criminal justice system (Swartz & Lurigio, 1999).

**5) Police tactics:** The fifth major factor contributing to the processing of people with SMIs through the criminal justice system is the recent adoption of law enforcement strategies that emphasize quality-of-life issues and zero tolerance policies in response to public order offenses: loitering, aggressive panhandling, trespassing, disturbing the peace, and urinating in public. These strategies have netted large numbers of the mentally ill for publicly displaying the symptoms of untreated SMIs.

### **Reentry strategies for MIO on parole:**

**1) Discharge services:** Effective reentry strategies for mentally ill parolees must begin with a comprehensive discharge plan that contains specific information on an inmate's needs for community-based treatment, employment, housing, and financial and social support. Prisoners with mental illness can serve longer prison terms because of the absence of an approved parole-discharge plan that includes housing, psychiatric care, and substance abuse treatment services.

**2) Parole conditions:** Parole supervision can be an excellent vehicle for delivering services to MIOs and can exercise the authority of the prison system to improve compliance with medication and other conditions of release, which should be enforceable, reasonable, and tailored to the risk and needs of parolees (Council of State Governments, 2002).

**3) Case Management:** of case management strategies that have proven successful in criminal justice, substance abuse, and mental health systems. Case management techniques can help parolees access multiple services in an overall treatment plan that integrates and coordinates care across different service domains. In addition, case management techniques address the needs of MIOs for mental health treatment as well as the mandates of parole supervision and the availability of community-based services for substance abuse, housing, job training, employment, and medical conditions (Bemus, 1993). In short, case management builds a formal support network for mentally ill persons who lack an informal support network (Culter, Tatum, & Shore, 1987).

**4) Team Approach:** A specialized team approach should be adopted to manage MIOs on parole. Teams of parole officers, case managers, and treatment providers should collaborate in decisions regarding the selection, supervision, treatment, and continuity of care for MIOs after discharge from prison. The various strengths and expertise of the team members should be considered in defining the function of each team member. For example, parole officers would be responsible for monitoring and enforcing the conditions of release. Case managers would coordinate and broker the various services needed by mentally ill parolees. Treatment providers would deliver medications, counseling, and other medical interventions. To ensure continuity and consistency in implementing re-entry programs, the same criminal justice, case management, and treatment professionals should be assigned long-term to the same teams.

**5) Memoranda of Understanding (MOU) and cross training:** Parole administrators should enter into formal agreements or memoranda of understanding (MOU) with mental health agencies and create opportunities for cross training among correctional staff and service providers (Council of State Governments, 2002).

**Matz, A. K., Wicklund, C., Douglas, J., & May, B. (2012).** *Justice-health collaboration: Improving information exchange between corrections and health/human services organizations.* SEARCH Group. Accessed March 10, 2013 from <http://www.search.org/files/pdf/Justice-HealthCollabBusinessCase.pdf>

### **Executive Summary:**

While the economy was booming through the 1990s, corrections was expanding unabated in the United States. This expansion has led to the 7 million adults under institutional and community supervision today, rates well beyond any other nation. Since the “great recession” that began roughly in 2008, the luxury of “building our way out of crime” is no longer a viable alternative; it is simply too costly at a time when many states must address budgetary deficits. Recidivism is high—it makes up a large proportion of the admittances to prisons or jails (in some jurisdictions over half of all incoming individuals). Further, many individuals released to the community possess a history of substance abuse and/or mental illness as well as other medical disorders and ailments which, left untreated, impedes their ability to find employment and demonstrate prosocial behaviors. Depending on the disorder or ailment, varying numbers will receive the in custody treatment they need and even fewer will receive transitional treatment shown to be vital in long-term desistance.

A gap exists in the public health and public safety paradigms. The two are interrelated, with drug abusers 3–4 times more likely to commit a crime and individuals with a mental illness 2–3 times more likely to be incarcerated. Yet minimal communication exists between justice and health agencies. These two fields are distinct in terms of philosophy (e.g., poetic justice versus rehabilitation), policy, and practice. Nonetheless, support for more integration between the social sciences and criminal justice is growing—and information technology solutions are available today to allow these disparate communities to share information in a structured, formalized way. Sharing information can reduce delays (i.e., the timeliness of information), reduce data duplication, and improve overall coordination of a criminal population with specific health needs (Akers and Lanier, 2009; Potter and Akers, 2010). Solutions such as the National Information Exchange Model (NIEM) and Global Reference Architecture (GRA) provide a standards-based solution for sharing information. NIEM provides a universal data dictionary that allows disparate organizations to agree on key elements of data and their meaning. It serves as a translator to facilitate information exchange across domains. The GRA provides an architecture for information exchange that is designed to cut 80 percent of implementation time and costs for state and local agencies through the reuse of established practices in information technology architecture and design. The GRA uses a service-oriented approach. NIEM and GRA, used jointly, provide standards-based solutions for one or more communities to share information between divergent systems, often using an intermediary host, while simultaneously preserving the independence of each respective community and their unique data systems.



Despite the capabilities of this technology, the exchange of information is still contingent upon the willingness and ability of partners to participate, within policy requirements. A common barrier to justice-health exchange is the concern over litigation as the result of privacy laws such as HIPAA, the Health Insurance Portability and Accountability Act. In many cases, the fear associated with these laws is inflated, and a careful examination, with corresponding changes in practice (e.g., obtaining consent forms), can alleviate most concerns. Other common concerns include:

- Past justice-health interrelations (i.e., absence of rapport between agencies, lack of
- Trust, limited knowledge of each other's capabilities),
- Funding,
- Data quality,
- The ability to redact sensitive information (i.e., do the information systems allow
- Privilege management?), and
- Technological capacity (i.e., does a given agency have the capacity or technology
- To participate in the exchange?).

Effective reentry management strategies require close collaboration, supported by information exchange, between criminal justice agencies (especially institutional and community corrections agencies) and their partners in the health and human services arena. Health and human services, like justice, are information-centric business areas, in which timely and accurate information are critical to effective decision-making.

What may result from increased sharing between justice and health/human services organizations of a justice-involved individual's pertinent information (e.g., treatment plans, health and rehabilitation history, risk and needs assessments)? If this sharing occurs at—or ideally, prior to—the individual's release to the community, it may result in:

- Improved continuity of care,
- Improved individual physical and behavioral health,
- Improved public safety,
- Enhancement of criminal justice and other agencies' ability to implement
- Evidence-based practices,
- Long-term reductions in costs associated with reductions in recidivism, and
- The support of efforts to translate the research/literature on “what works” with
- Offenders into more impactful policies and practices (which may reduce the
- Likelihood of offender recidivism and promote community safety).

SEARCH, with funding provided by the U. S. Department of Justice (DOJ) Bureau of Justice Assistance (BJA) and support from the American Probation and Parole Association (APPA) and Association of State Correctional Administrators (ASCA), will provide support for two pilot sites to implement corrections-health/human services exchanges. Actual information to be shared will vary based on localized needs; however, risk/needs assessments and treatment-centric documentation will be the primary focus of these pilots. SEARCH and its partners will

emphasize prerelease planning, as well as the ability of health/human services to communicate back to corrections to provide treatment updates in instances where an individual has recidivated (i.e., rearrest, reconviction, revocation). As a result, improvements in transitional success (i.e., desistance from crime) are expected. This project is expected to have an impact on public safety and public health, while also reducing the continuity of care costs (costs associated with the transition of care between corrections and service providers).

Additional outcomes that could be measured objectively include enhancements in the ability to initiate offender case planning prior to release, use the results of an empirically-based offender evaluation tool to guide case planning, and ensure treatment continuity by building upon progress made in the jail/prison setting, rather than “starting over” in the community. Using NIEM and the GRA, several deliverables—including technical reports, documentation of exchange models, service specifications, and implementation technology—will be made publicly available by SEARCH for use in future justice-health exchange efforts nationally. This will allow other jurisdictions that have the technological capacity to leverage these deliverables to create similar exchanges and assume the benefits at a fraction of the costs.

**Mellow, J., & Greifinger, R. (2008). “The evolving standard of decency: Postrelease planning?” *Journal of Correctional Health Care, 14, 1*, pp. 21-30.**

**Abstract:**

In the 30 years since the U.S. Supreme Court’s decision in *Estelle v. Gamble* (1976), the evolving standard of decency on which the decision was based has been better articulated and defined by other courts, using *Estelle* as a basis. This article addresses the practical, ethical, and legal issues in understanding the recent emphasis on planning for an inmate’s release back to the community. Specific court cases and laws are discussed to highlight which inmate health and behavioral needs presently require comprehensive discharge planning and what can be expected in the future.

**Key Findings:**

The recent emphasis on postrelease planning is based in the reality that the correctional system does not have a rehabilitative effect. The high rate of rearrest and reincarceration is a strong indicator that nearly half of the released inmates are not positively reintegrating into their home communities. Another practical reason for developing discharge plans is the potential positive effect on the public health and safety of the community. Ultimately, a successful discharge plan requires that an optimal level of services is available and coordinated to ensure a continuum of care and treatment during the reentry process.

There are data that support the proposition that preparing inmates for return to their community and linking them to community services and supports benefits the health and safety of both the individual and the public (Freudenberg, Daniels, Crum, Perkins, & Richie, 2005).

Several states with comprehensive prerelease programs have preliminary data that indicate reduced recidivism rates for those who complete a discharge program compared with those who elect to be released without any programming (Finn, 1998; Nelson & Trone, 2000). However, recidivism rates are not the sole litmus test for health and public safety. Success can be measured by the number of ex-inmates employed, enrolled in treatment, testing negative for drug use, adhering to their medication, and having stable housing.

*Estelle v. Gamble* (1976) codified American society's evolving view of decency. Discharge planning and transitional health care is part of that evolving view of decency. Because implementation has been slow, correctional health care litigation has expanded to include not just the most immediate evidence of harm but also issues that have a longer incubation period, such as discharge planning. *Estelle* established the basis for courts to recognize this standard of decency. Since *Estelle*, the courts have ruled that it is cruel and unusual punishment and, therefore, unconstitutional for inmates to unnecessarily suffer from serious medical needs if it "causes pain, discomfort, or threat to good health" (*Dean v. Coughlin*, 1985, p. 15).

The two largest barriers for correctional agencies are the development of financial resources and the ability to adopt technology to assist in providing a continuum of health care for inmates regardless of which agency (e.g., department of corrections, homeless services, department of health, community health care provider) is caring for their needs. At the very least, more correctional facilities will share a common electronic database platform with health and human service agencies in the community of return. For example, federally funded community health centers and others will have real-time data of the medical tests and procedures their client received while incarcerated. One could also imagine that the inmates will be provided with a health "smart card" so that they are empowered with their own medical information. Information on the card could include insurance information, medical contact information, diagnoses, medications prescribed, and planned appointments.

**Metcalf, H., Anderson, T., & Rolfe, H. (2001). "Barriers to Employment for Offenders and Ex-offenders. National Institute of Economic and Social Research. <http://research.dwp.gov.uk/asd/asd5/rrep155.pdf> Accessed 5 Jan 2013**

**Executive Summary (this is a 300+ page document):**

Over 50 per cent of people under the supervision of probation and of those leaving prison are unemployed. Long-term unemployment is high. Unemployment rates for other people with a criminal record are unknown, but, for some groups, will also be very high. Not only is the unemployment and consequent social exclusion problematic, but it is likely to increase re-offending and hence raise the crime rate.

The main causes of such high unemployment are:

- Poor employment characteristics (e.g. literacy, qualifications, employment record);

- Other characteristics which can reduce employment performance (e.g. drug dependency, homelessness);
- Being drawn disproportionately from groups with higher rates of unemployment (e.g. ethnic minorities, men);
- Employer discrimination; and
- Problems over revealing a criminal record (e.g. lack of confidence).

Whilst having been in prison increases the likelihood of unemployment, the problem of unemployment amongst people with a criminal record is neither restricted to ex-prisoners nor is caused, solely, by incarceration. Anyone with unspent convictions faces much greater difficulties in gaining a new job, whilst employees who are convicted of an offence or whose previous (hidden) record is revealed may face dismissal. For about half of vacancies, employers are likely to reject most people with a criminal record solely due to their record. Those with more serious convictions (and even minor sex offences) will be rejected for about 90 per cent of vacancies due to their conviction. Prison, the seriousness of the offences and the length of record exacerbates unemployment difficulties.

### **Employment discrimination:**

The way that a criminal record is currently used in recruitment is largely discriminatory, with little realistic assessment of the implications of a criminal record on the ability to do the job (including the risks of reoffending at work). For driving offences and offences involving stealing, job-related criteria are more commonly used, but, often, in tandem with discriminatory judgements.

Employers tend to reject people with a criminal record for the following reasons:

- People with a criminal record are seen, generally, as undesirable, outside the employers' experience and alien.
- To show moral disapproval.
- Concern that they (the recruiter) would be held responsible for recruiting a person with a criminal record who then offended at work.

The consequent widespread and indiscriminate rejection is likely to result in the rejection of people with criminal records who would be a crime risk and so, probably, reduces the likelihood of crime at work. However, it will also result in the rejection of applicants who pose little or no risk of offending at work, reducing the pool of applicants from which employers may choose and raising unemployment amongst people with a criminal record. Since rejection is largely based on prejudice rather than real risk (of re-offending and its consequences), a less discriminatory approach should be possible, in which fewer of those with a criminal record who pose little risk are rejected whilst those who are a risk continue to be rejected.

Employers' behaviour seems to be exacerbated by their lack of knowledge of offending behaviour, and, particularly, by their lack of knowledge of the prevalence of offending, of the high number of people with a criminal record, of the risks of re-offending at work and of the pattern of desistance.

### **Revealing a criminal record:**

The way a criminal record is dealt with in the recruitment process is also problematic. In most cases criminal record information is sought at the written application stage. This is more likely to lead to rejection than when information is sought at interview, at which stage, the recruiter can consider information on the criminal record more fully and is more likely to weigh the criminal record against other considerations. Both recruiters and people with a criminal record appear ill-equipped to discuss the criminal record. Concerns about the record and about employers' reactions reduce confidence and interview performance for people with a criminal record.

### **Recommendations for eliminating employment barriers for ex-offenders with criminal records:**

- Improve skills and qualifications;
- Tackle non-employment problems, such as housing and drug abuse;
- Reduce employer discrimination.
- Improved training and advice on job search (including improving confidence and the way convictions are revealed) would be helpful, but would have only a marginal effect on unemployment.

Two main approaches may be taken to reduce employer discrimination: improving employers' practices so that criminal record is only taken into account in relation to job performance; and reducing employers' ability to discriminate.

**1) Reducing discrimination: improving employers' practices:** The aim would be to increase the extent to which employers consider a criminal record in relation to ability to do the job, the risk of re-offending at work and its consequences only. The following would be helpful for this:

- Increased knowledge about the prevalence of offending and of convictions.
- Increased knowledge about the nature of offences and patterns of offending: so that employers do not over react to certain offences and individuals (this would not help the employment of certain groups of people with a criminal record, e.g. with long records).
- Information on risks of re-offending.
- Improvements would be made if employers:

- Delayed seeking criminal record information until interview (having given prior warning to applicants);
- Did not use criminal record information in shortlisting;
- Improved knowledge of the Rehabilitation of Offenders Act amongst recruiters;
- Provided information on the Rehabilitation of Offenders Act to job applicants; and
- Trained recruiters in how to discuss criminal record information with job applicants and in the legitimate reasons for consideration of criminal record.
- Reducing discrimination: reducing the ability to discriminate: The other approach is to reduce the ability to discriminate, by reducing access to criminal record information (or an anti-discrimination law). The following would help:
  - Revision of the Rehabilitation of Offenders Act to reduce rehabilitation periods.
  - Increased information on the Rehabilitation of Offenders Act for people with criminal records to ensure awareness of the implications of the Act for their own record (e.g. when their offences will be spent).

**Future research:** researchers should locate information on the risks of re-offending on individuals having a criminal record.

- Recent research in Britain suggests that offenders and ex-offenders, particularly ex-prisoners, need general rather than job specific skills. This is both because offenders and ex-offenders are more likely to be deficient in basic skills, but also because of a demand for the basic skills such as literacy, reliability and good motivation. However, research in this area is insufficiently detailed, in relation to particular industries and occupations to provide clear implications for policy.
- Research on employers towards the employment of ex-offenders does not indicate which policies might be effective in reducing barriers arising from employer attitudes and practices. The main reason for this is that we do not know whether employers ask, and in which industries and for which occupations the issue of a criminal record presents the greatest barrier.
- Although the literature does suggest that particular policy measures might improve the service to offenders and ex-offenders, the research base of much of this work is weak. In particular, it does not show how provision and actual interventions can help to overcome specific barriers to employment, its principal message is that offenders and ex-offenders need more help than they currently receive. Existing research does not make clear precisely what help is needed and how it can reduce unemployment among offenders and ex-offenders.

**Other gaps in the literature:**

- One of the foremost needs is for information about unemployment among offenders and ex-offenders which would allow for comparisons to be made between sections of the offender and ex-offender population, for example ex-prisoners, those under probation service supervision and those receiving fines; and comparisons with non-offenders. This would allow the extent of the unemployment problem to be established, as a first step to investigating barriers to employment.
- Secondly, detailed data is needed on the characteristics of offenders and ex-offenders which are thought to present barriers to employment. These should include those commonly considered in relation to employment, such as qualifications and previous employment, and other characteristics, prevalent amongst at least some groups of offenders and ex-offenders, such as homelessness, drug and alcohol misuse and health problems. This data is needed for offenders, ex-offenders and non-offenders in order to establish whether barriers to employment, other than those resulting from a criminal record, are more prevalent in the offender/ex-offender population and might therefore explain some of the unemployment they experience.
- Thirdly, it is important to know how long the relationship between criminal convictions and employment lasts. In particular, it is not currently known whether the effect of having a criminal record becomes progressively lower with each year post-conviction, or whether the real ‘break’ in the relationship is made when a conviction becomes ‘spent’. What is most likely is that the effect will vary according to the type of offence and the interaction between having a criminal record and other characteristics. Research is needed to identify the interactive effects of time, offence and other factors.
- Finally, the main gap in knowledge about employers’ policies and practices is the extent to which employers ask about criminal records in the recruitment process. Without this information we do not know how many employers reject applicants on the basis of a criminal record. It is not therefore known whether employers ask applicants to reveal convictions in their application form, at interview or in pre-employment checks. It is important to know this, both to assess how systematic employers are in requesting information on criminal records, also to assess the degree to which applicants may be aware that their criminal record results in rejection.

**McCarthy, P. (2006). *Prisoner reintegration- Looking forward*. Prison Fellowship of New Zealand <http://www.pfnz.org.nz/Site%20PDF/2006conference/18%20Phil%20McCarthy.pdf> Accessed 5 Jan 2013**

### **Key Points:**

New Zealand has implemented an **Integrated Offender Management (IOM)** system which focuses on four major dimensions: safe & humane containment; rehabilitation; reintegration; education and employment. IOM Recognises that some offenders will need assistance, some in more depth than others with core, practical re-settlement issues including finding accommodation and employment, and dealing with parenting, budgeting and other living skills issues. It also stresses the importance of the probation and prison-based “Case Officer” role in the context of “Active Management” of offenders in response to individual needs and issues.

### **IOM Reintegrative Framework (1999) includes the following components:**

The explicit recognition of seven “reintegrative needs”, identified and addressed throughout an offender’s sentence:

- Accommodation
- Employment
- Finance
- Relationships
- Community Support
- Health
- Victim-related Issues

### **Challenges to reintegration in NZ:**

- Services are neither consistent across the country, nor disbursed according to need.
- Services are not adequately integrated between the Department, other Government agencies and community providers.
- The high numbers of short-serving prisoners present a real challenge to the system. We are working to understand the needs of this group and further enhancements may be required.
- Probation officers are spending increasing amounts of time dealing with accommodation issues. That is time that is not otherwise available to work with the offender on offending and other issues.
- The significant challenge of accommodation. There are some process issues for the department but it can be extremely difficult to source accommodation for ex-offenders. In particular, how do we address the increasingly difficult problem of the re-settlement of child-sex offenders?



- Prison case-officers: Corrections officers in their role as manager of the prisoner's sentence plan, need to be more consistently pro-active in identifying and referring reintegration issues and concerns.
- We cannot help people who do not want to help themselves. How much effort should be expended on people who strongly indicate they choose to continue their criminal lifestyle?
- Corrections can only succeed in partnership with the community.
- For this to happen, prisons need to lose the reputation we have in some places as being difficult to access and to work with.

### **Recommendations to bolster reintegrative efforts:**

- Co-ordination of reintegrative services;
- Addressing the post-release employment opportunities for offenders;
- Ensuring ex-prisoners access and retain accommodation;
- Providing offenders with guidance on relationships and support to maintain critical relationships while imprisoned.

### **New Reintegration Initiatives in NZ:**

1. **Reintegration Caseworkers:** The Department has received funding from Government to implement a number of these specialist positions. Reintegration Caseworkers will be dedicated to work with targeted prisoners (young prisoners, women prisoners, high risk/high need mainstream prisoners) to address their reintegrative needs in time for their release. There will be 16 Reintegration Caseworkers around the country, based in prisons that will work with prisoners, their whanau/family, other government and community agencies (i.e. PARS), Corrections Officers and Probation Officers to ensure prisoners' reintegration goals are met.

2. **Work and Income Prisoner Reintegration Teams:** Since October 2005, every prison has had the services of a dedicated Work and Income Prisoner Reintegration Team providing much needed employment and income assistance to prisoners in a timely way that meets their release. They will also be closely linked into the new reintegration teams.

3. **Regional Reintegration Teams:** Regional Reintegration Teams are also being established in Public Prisons Service Regions. These teams are made up of: Reintegration Caseworkers, Whanau Liaison Workers and Social Workers; and will be led by Regional Reintegration Team Leaders. Each member of the team provides a specific contribution in assisting targeted prisoners with their reintegration and social needs. The team provides, for the first time, a concentrated reintegration resource within Corrections to assist not only prisoners, but also other

Departmental staff with their ongoing reintegration responsibilities; and to provide a much needed coordination and facilitation point for other agencies (both community and government based) who also administer reintegration services to prisoners.

**4. Supported Accommodation Service:** Historically, half-way houses, Habilitation centres or other parole hostels have been available to prisoners on release. The Department is not seeking to move back in this direction. Even our current three, largely successful “Community Residential Centres” are not incident free. Unless very tightly managed, such establishments can create risks for their communities, do not necessarily model pro-social, anti-criminal values and, in the current climate, are likely to be rejected by their communities.

The Department is therefore focused on supporting access to “normal” housing and domestic arrangements. We have begun an accommodation initiative in Auckland to support released prisoners who have no accommodation options on release and also have a number of other reintegration needs such as employment and managing relationships.

This initiative is called the Supported Accommodation Service and is delivered to offenders through a contracted service provider (Auckland PARS). The service provider leases single-occupancy properties from HNZA or private providers and then sub-leases the properties to offenders. The offenders can stay in the accommodation for a maximum of three months and then move onto more permanent accommodation with the assistance of the service provider. The service provider operates a case management approach to assist offenders with meeting their other reintegrative needs. The offender can choose to receive ongoing support from the service provider for a further three months after leaving the managed accommodation if they wish. Currently there are five properties in the service, with the aim to secure eight properties in total. It is hoped that 2006/07 funding will permit expansion to Wellington and Christchurch.

**Nally, J. M., Lockwood, S., Ho, T., & Knutson, K. (2012). The post-release employment and recidivism among different types of offenders with a different level of education: A 5-year follow-up study in Indiana. *Justice Policy Journal* 9, 1, pp. 2-29.**

**Abstract:**

Today, education programs in adult correctional facilities have encountered tremendous challenges due to the reduction and/or elimination of state and federal funding to support them. Yet, previous research consistently demonstrates that released offenders are more likely to be “unemployed” after release from prison due to their inadequate education and job skills (Vacca, 2004). The present researchers have conducted a 5-year (2005-2009) follow-up study to explore the impact of an offender’s education and post-release employment on recidivism among different types of offenders (i.e., violent, non-violent, sex, and drug offenders). This 5-year follow-up study of a cohort of 6,561 offenders represented 43.2 percent of a total of 15,184 offenders who were released from the Indiana Department of Correction (IDOC) custody throughout 2005. Results from this longitudinal study revealed that recidivist offenders were likely to be unemployed or under-educated. Furthermore, this study’s results showed that the employment status, age of the offender, and the offender’s level of formal education are the most

important predictors of recidivism among released offenders, regardless of their type of offense. Most importantly, the offender's level of formal education is an important element for reentry because it has a simultaneous effect on both post-release employment and recidivism.

### **Key Findings:**

First of all, the recidivist offenders are likely to be characterized as unemployed, uneducated (or under-educated), African American, young, and male. Secondly, the post-employment, offender's age and education are the most important predictors of recidivism among released offenders, regardless of the type of offender. Thirdly, the offender's level of formal education functioned as an intermediate factor between post-release employment and recidivism; that is, an offender's education has a simultaneous effect on both post-release employment and recidivism. Finally, although employment is the primary predictor of recidivism, this study's results demonstrated that employment sustainability (i.e., length of employment) was a decisive factor in reducing post-release recidivism among released offenders.

Another striking finding from this longitudinal study is that 38.1 percent of the released offenders had an education below high school and a vast majority of such offenders were under 30 years old. As Table 1 indicates, offenders who had an education below high school (e.g., high school dropouts) consistently had a higher post-release recidivism rate and a lower post-release employment rate. Surprisingly, the post-release recidivism rate among offenders who had an education below high school was 56.4 percent among violent offenders, 56.8 percent among nonviolent offenders, 63.6 percent among sex offenders, and 51.7 percent among drug offenders. Such young, uneducated offenders, if there was no educational intervention in prison, would likely and frequently wander from community to prison, and vice versa.

In sum, this study's results clearly indicated that offenders who had a lower level of education not only had a higher recidivism rate, but also such uneducated (or under-educated) offenders were likely to be re-incarcerated earlier than those offenders who had a higher level of education.

**Pager, Devah. (2003). "The mark of a criminal record." *American Journal of Sociology* 108, 5, 937-975.**

### **Abstract:**

With over 2 million individuals currently incarcerated, and over half a million prisoners released each year, the large and growing number of men being processed through the criminal justice system raises important questions about the consequences of this massive institutional intervention. This article focuses on the consequences of incarceration for the employment outcomes of black and white job seekers. The present study adopts an experimental audit approach—in which matched pairs of individuals applied for real entry-level jobs—to formally test the degree to which a criminal record affects subsequent employment opportunities. The findings of this study reveal an important, and much underrecognized, mechanism of stratification. A criminal record presents a major barrier to employment, with important implications for racial disparities.

**Samuels, P., & Mukamal, D. (2004). *After prison: Roadblocks to re-entry*. The Legal Action Centre. [www.lac.org/roadblocks.html](http://www.lac.org/roadblocks.html) Accessed Jan 20 2013.**

**Summary:**

More than 630,000 people are released from state and federal prisons every year, a population equal to that of Baltimore or Boston, and hundreds of thousands more leave local jails. Rather than helping them successfully transition from prison to community, many current state and federal laws have the opposite effect, interfering with the rights and obligations of full citizenship in nearly every aspect of people's lives. These laws diminish public safety and undermine the nation's commitment to justice and fairness, creating roadblocks to basic necessities for hundreds of thousands of individuals who are trying to rebuild their lives, support their families, and become productive members of communities.

Here are some startling facts about existing legal barriers:

- Most states allow employers to deny jobs to people who were arrested but never convicted of a crime.
- Most states allow employers to deny jobs to anyone with a criminal record, regardless of how long ago or the individual's work history and personal circumstances.
- Most states ban some or all people with drug felony convictions from being eligible for federally funded public assistance and food stamps.
- Most states make criminal history information accessible to the general public through the Internet, making it extremely easy for employers and others to discriminate against people on the basis of old or minor convictions, for example to deny employment or housing.
- Many public housing authorities deny eligibility for federally assisted housing based on an arrest that never led to a conviction.
- All but two states restrict the right to vote in some way for people with criminal convictions.

In the past 20 years, the federal government and many states have dramatically increased the number, range, and severity of civil penalties for those with criminal convictions – and, in some cases, even applied them to people never convicted of a crime. Congress and state legislatures created new restrictions on eligibility for food stamps, public assistance, public housing, student loans, and drivers' licenses, while further expanding bars to employment, parenting, and voting.

As a result of the explosive growth of legal roadblocks in the last three decades, successful reentry into society is much more difficult for people who have been arrested or convicted of crimes, many of whom are fully qualified to work and participate in society and can demonstrate they are rehabilitated. Because African-Americans and Latinos are arrested and convicted at significantly higher rates than Caucasians, individuals and whole communities of color are

disproportionately harmed by these policies, leading to widespread economic and political disenfranchisement.

Today, the good news is that there appears to be increasing support in Congress and in the states for the repeal of these counterproductive laws and policies. A number of initiatives are currently underway that will help people with criminal records who have paid their debt to society become independent, law-abiding citizens, thereby strengthening community safety. The Legal Action Center hopes that this study will help advance efforts to reform those laws and policies that endanger public safety by excluding people with criminal records from mainstream society and opportunities to lead law-abiding lives.

### **Recommendations for government:**

To promote and guarantee the public's safety, the U.S. government and the 50 states should adopt policies and practices that facilitate the successful reintegration into society of people with criminal records. Each person should be judged on his or her merits and not on stereotypes, prejudice, or stigma, and have a second chance to establish him or herself in a law-abiding life with the privileges and responsibilities of citizenship.

The state and federal governments should enact legislation that protects public safety by making sure that people with past criminal records are able to re-integrate successfully. LAC recommends the following principles and reforms:

- Maximizing the chance that people with criminal records can successfully assume the responsibilities of independent, law-abiding citizens is a critical component of guaranteeing and reinforcing the community's legitimate interest in public safety.
- An arrest alone should never bar access to rights, necessities, and public benefits. Doing so denies the presumption of innocence – the core value of our legal system – to millions of Americans. Employers, housing authorities, and other decision-makers should not be permitted to consider arrest records.
- A conviction should never bar access to a citizen's right to vote or to basic necessities such as food, clothing, housing, and education.
- Eligibility for employment, housing, adoptive and foster parenting, or a driver's license should be based on the community's legitimate interest in public safety and the particulars of an individual's history and circumstances. Blanket bans of entire categories of people, such as everyone convicted of a felony, are neither wise nor fair; they do not take into account such important factors as the nature or circumstances of the conviction and what the person has done since the commission of the offense, including receiving an education, acquiring skills, completing community service, maintaining an employment history, or earning awards or other types of recognition.
- States should enact legislation to provide for the automatic sealing or expungement of any arrest that never led to conviction, and of conviction records after an appropriate

amount of time has elapsed. States also should issue certificates to qualified people with criminal records that acknowledge rehabilitation and lift automatic bars.

- Given the potential for misuse, conviction information should not be publicly accessible on the Internet. Access should be restricted to those agencies, such as law enforcement, that need to retrieve criminal records to perform their duties.
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**Sandwick, T., Tamis, K., Parsons, J., & Arauz-Cuadra, C. (2013). *Making the transition: Rethinking jail reentry in Los Angeles County*. New York: Vera Institute of Justice.**

### **Executive Summary:**

The past decade has seen an increase in the use of reentry services as a way of supporting people as they are released from jail, with the aim of reducing reoffending and enhancing public safety. Corrections agencies and community organizations provide reentry services (such as employment programs or substance use treatment) to mitigate risk factors that are linked to repeat criminal activity, known as recidivism. While research has shown that reentry support can lead to lower rates of criminal activity and reincarceration, there are a variety of challenges associated with implementing these programs in correctional settings in general, and jails in particular.

The Vera Institute of Justice (Vera) launched the Los Angeles Jail to Community Reentry Project in November 2010 to help the Los Angeles County Sheriff's Department (LASD) and community-service providers increase the impact and reach of reentry services for people returning to the community from the Los Angeles County Jail (L.A. County Jail), with a focus on the neighborhoods of South Los Angeles and Boyle Heights. To inform strategies aimed at improving reentry programming, Vera worked in partnership with the LASD, The California Endowment, and community leaders, advocates, and service providers to map the needs of the jail population and to identify barriers to accessing reentry services.

The study documented the demographic profile and reentry needs of men held in the L.A. County Jail, with a focus on those with ties to Boyle Heights or South Los Angeles; opinions of people held in the jail, experiences with current reentry services, and barriers to accessing those services; and the views of jail and community stakeholders about the jail-based and community-based interventions available in Los Angeles County, the accessibility and cultural fit of those programs, and practical barriers to providing support.

This report describes findings from the study and offers a series of recommendations for maximizing the effectiveness of reentry services for the 160,000 people who pass through the L.A. County Jail annually.

### **Key study findings include:**

- The most common hurdles that people held in the jail expected to encounter upon release were related to employment, housing, and substance use.

- Only six people (out of the 80 people interviewed) reported receiving reentry services while in the jail.
- While a small sample, those people who did have contact with services in the jail reported that they found them to be helpful.
- Despite the LASD's recent initiatives to bring community service organizations into the jail to provide reentry support (known as jail in-reach), many service providers interviewed for the study reported problems securing funding and LASD authorization to provide in-jail services.
- Budgetary constraints and understaffing adversely affect reentry services. The main LASD reentry services provider, the Community Transition Unit, had a one-to-1,000 ratio of staff to potential clients (people held in the jail) at the time of data collection.
- Most community-service providers lack sufficient capacity to evaluate the effectiveness of the reentry services that they provide.
- There is limited communication and coordination between the LASD, other government agencies, and the range of community-based service providers.

The 11 recommendations in this report address three core areas for improvement: reentry service delivery and engagement, operations and efficiency, and coordination. The recommendations build on the ongoing efforts of the LASD and community-service providers to enhance supportive services for people leaving the jail and returning to their communities. They include:

1. Expand reentry service outreach and tailor it for the jail environment.
2. Create client targeting and triage systems.
3. Incorporate risk and needs assessments into reentry services.
4. Individualize reentry service plans for maximum impact.
5. Take steps to overcome barriers to trust and engagement.
6. Strengthen linkages between the jail and community-service providers.
7. Standardize the procedures, staff training, and supervision used by jail-based reentry programs.
8. Use data to facilitate reentry services provision.
9. Develop evaluation components for all reentry programs.
10. Enhance collaboration among reentry service providers, the Department of Mental Health, and the Probation Department.
11. Increase collaboration between and among jail and community-based providers.

The report is divided into five sections. The first section provides background on jail reentry in Los Angeles County and the second section describes the study methodology. The third section profiles the men held in the jail who were interviewed for the study, including demographic characteristics, reentry needs, and experiences with services. The fourth section presents a series of findings and recommendations regarding the current provision of reentry services and guidance for improving those supports. Finally, the fifth section contains conclusions that reflect on common themes of the recommendations and appropriate next steps.

The report is intended as a starting point for conversations among LASD staff, community leaders, funders, government officials, and representatives of nonprofit organizations with the aim of reaching consensus about the services that are needed to support people leaving the L.A. County Jail and how to improve their delivery.

**Schizophrenia Society of Ontario. (December 15, 2011). *Position Statement: People with Mental Illness in Federal and Provincial Correctional Settings*. Retrieved 20 January 2012 [http://www.schizophrenia.on.ca/images/stories/SSO\\_position\\_on\\_mental\\_illness\\_in\\_corrections\\_December\\_15\\_2011.pdf](http://www.schizophrenia.on.ca/images/stories/SSO_position_on_mental_illness_in_corrections_December_15_2011.pdf)**

**Key Points:**

- According to the provincial estimates about 15% of people in Ontario's correctional institutions require a clinical intervention for a mental illness and over the last decade, the number of remanded individuals with mental health alerts increased by 44.1%<sup>3</sup>. When compared to the general mental health population (hospitals, forensic and community mental health setting), people with mental illness who come in contact with the law have higher rates of concurrent substance use and are more likely to be homeless, unemployed and in need of greater social supports.
- Some individuals with mental illness are appropriately diverted out of the criminal justice system but not all are eligible for such mechanisms. Those who are ineligible can be criminally convicted, even if their mental illness played a role in the offence. In turn, legislative changes that support mandatory minimum sentences, increase penalties for drug-related offences and reduce judicial discretion may have a disproportionate impact on people with mental illness, with fewer being able to access to treatment and more being housed in correctional institutions.
- Correctional facilities are not equipped to provide the necessary treatments and supports to people with a mental illness.
- Evidence shows that in the absence of adequate mental health treatment programs, segregation often becomes the default treatment option. For people with mental illness being placed in segregation for extended periods of time has been shown to have a particularly devastating impact on their mental health.

**Recommendations:**

The Schizophrenia Society of Ontario agrees with the recommendations put forth by the Canadian Psychiatric Association and takes the position that the federal and provincial correctional systems must enhance mental health services and supports for inmates, parolees and



probationers. These include ongoing access to comprehensive and individualized treatments and supports such as psychiatric assessments, counseling, medication, peer support and social rehabilitation, as well as, assistance with social supports such as housing, education, employment and income.

**Specifically, the Schizophrenia Society of Ontario recommends that:**

1. Provisions should be included in all relevant crime legislation that recognize the unique needs and circumstances of people with mental illness.
2. Federal and provincial governments should dedicate designated funding for the provision of comprehensive mental health treatments and services in all correctional settings.
3. All federal and provincial correctional staff should receive training on mental health and mental illness, with annual upgrade training sessions.
4. All inmates and remanded individuals should be screened for mental health concerns upon admission and reassessed during the time of incarceration.
5. All inmates and remanded individuals should have access to mental health treatments and supports in the correctional institutions and/or through collaboration with community mental health agencies and psychiatric hospitals.
6. Segregation should not be used for people with mental illness. In all other instances segregation should be used only as a last resort, for as short a time as possible, and for no longer than 60 days in a 12-month period.
7. All people with diagnosed and potential mental illness should have access to appropriate community-based mental health services and resources as part of their release and transition plans.
8. Family involvement should be encouraged and facilitated. Specifically, family communication protocols should be established at the correctional level and families should be provided with additional support to facilitate family integration and connection, from intake to release and involved in release and transition planning.
9. A national mental health strategy for people with mental illness in the criminal justice system should be further developed and implemented across federal and provincial correctional settings. This strategy should be evaluated and reviewed on a regular basis.

**Schizophrenia Society of Ontario. (March 2011). *Provincial Correctional Response to Individuals with Mental Illnesses in Ontario: A Review of the Literature*. Retrieved 20 January 2012 [http://cefso.ca/wwdnews/uploads/Provincial\\_Corrections\\_Literature\\_Review\\_Final\\_March\\_2012.pdf](http://cefso.ca/wwdnews/uploads/Provincial_Corrections_Literature_Review_Final_March_2012.pdf)**

### **Executive Summary:**

Individuals with mental illnesses are a growing segment of the correctional population in Ontario. At the same time, there is overwhelming evidence that the needs of this population are not being adequately addressed within the correctional system. When examined alongside the fact that individuals with mental illnesses already encounter multiple social and systemic barriers and are exposed to a wide range of human rights violations, this raises a number of significant concerns.

To increase understanding about correctional response to people with mental illnesses in Ontario and to initiate a dialogue on how the system can be improved, the Schizophrenia Society of Ontario performed a thorough review of available academic, gray and policy literature. As part of this review, we identified key issues in the way that the current system responds to mental illness. These issues are explored under the following themes:

**1. Philosophy of Corrections:** The philosophy of corrections which emphasizes public safety, security, and risk management is in contradiction with the therapeutic approaches used in the mental health sector. As a result, individuals with mental illnesses are more likely to incur disciplinary sanctions than receive therapeutic interventions for the behaviours related to their conditions. This decreases chances of parole and limits access community supports, housing and employment.

**2. Screening and Assessment:** Effective screening and assessment measures are needed to identify persons with potential mental health concerns upon admission to the correctional institution and ensure that their treatment needs are adequately addressed. Yet, due to security-focused classification protocols, lack of trained staff and inconsistent screening of remand populations, there is general inadequacy and inconsistency in screening measures for mental illnesses at both federal and provincial correctional institutions. This has serious implications as disruptions in treatment and lack of follow-up care often have a negative effect on one's mental health recovery and institutional adjustment.

**3. Access to Treatment and Programming:** Ongoing access to comprehensive and individualized treatment and supports is essential in mental health recovery. At the correctional level, however, there are significant gaps in service delivery and program availability across the provincial institutions. For remanded individuals there is general paucity of mental health services and supports. For sentenced individuals mental health treatments and supports are provided through programs offered by MCSCS, on-site mental health professionals, provincial treatment centres and community agencies. Yet these services are offered inconsistently across provincial institutions thus leaving many individuals with mental illnesses without access to needed treatment and supports while incarcerated.

**4. Safety of Incarcerated Individuals with Mental Illnesses:** The safety of individuals with mental illnesses within correctional settings is often compromised. Pre-existing mental health conditions can be aggravated by stress of incarceration and lack of access to treatment. Individuals exhibiting behaviors associated with mental illnesses are also at an increased risk of abuse by other inmates and correctional staff. Segregation is commonly used as a disciplinary measure, which has been shown to exacerbate symptoms of mental illnesses and has been connected to increases in suicides and suicide attempts.

**5. Release Planning and Access to Community Supports:** Release planning is essential for individuals with mental illnesses given that they have unique needs and often require a wide range of specialized services and supports to effectively manage their conditions and successfully reintegrate into the larger community. Due to insufficient release planning procedures at the institutional level and concurrent deficiencies in the community mental health sector, recently released individuals with mental illnesses experience notable challenges with community reintegration. This often has detrimental effect on their mental health and contributes to increased rates of homelessness and re-incarceration.

**6. Special Populations:** There are many marginalized groups in provincial correctional settings. In Ontario, three subpopulations of inmates with mental illnesses were identified through the available literature: women, Aboriginal peoples and individuals on remand. These subgroups have unique needs and are disproportionately affected by gaps in the current correctional system. In order to facilitate further discussion on how the above noted issues can be addressed, promising practices from other jurisdictions were identified. Overall, all of the examined practices emphasize need for system-wide, holistic approaches to mental health which go beyond immediate healthcare needs; support and governance for the mental health personnel; external support and internal integration with other correctional staff and services; effective identification of service needs; and effective screening measures at the time of admission and during the period of incarceration.

While there is still a general paucity of research looking at the experiences of individuals with mental illnesses in provincial correctional facilities, the ultimate goal of this paper is to initiate further dialogue on what can be done to facilitate better response and service provision for sentenced and remanded individuals with mental illnesses.

The Schizophrenia Society of Ontario will undertake further research into this matter over the course of next year to identify practical policy and practice recommendations to improve the system for people with mental illnesses.

**Future research:** should examine how needs of the individuals with mental illnesses are not adequately addressed in the current correctional system in Ontario. Also, there is still a general paucity of research looking at the experiences of individuals with mental illnesses in provincial correctional facilities.

**Small, R. (2005).** “The Importance of Employment to Offender Re-integration.” *Forum on Corrections Research*, 17, 1, pp. 38-40.

**Key Findings/ Challenges/Theories:**

**Stigmatization/ Labelling:** The stigma of jail has a negative effect on most released offenders and results in having doors closed on them before their skills or strengths are taken into account. For the released offender, the absence of any marketable trade skills significantly reduces the opportunity for successful reintegration.

**Criminal Record:** The other reality of the present job market is that employers advertise job postings with the requirements of having not just a resume in hand, but also a criminal abstract. This is even more reason to be skill trained, with job references in hand and certificates of qualifications available. It appears that society as a whole is becoming less tolerant of a criminal record.

We need to educate the public more about the successes that have occurred with re-integration, not just the failures. We should somehow balance that with the ones who have turned the corner and made the transition from prison to community successfully. People realize they will have an asterisk beside their name if it becomes known they were ever in prison. It has happened occasionally that when an ‘on release’ worker was up for a promotion, they were subjected to a required security background check. For many, this has resulted in not only the loss of the promotion, but also the loss of their job.

**Travis, J., & Mukamal, D. A. (2009).** “A New Era in Inmate Reentry.” *Corrections Today*.  
[https://www.aca.org/fileupload/177/ahaidar/Travis\\_Crayton\\_Mukamal.pdf](https://www.aca.org/fileupload/177/ahaidar/Travis_Crayton_Mukamal.pdf)  
 Accessed 5 Jan 2013

**Key Points:**

The legislative proposal that flowed from this commitment — the Second Chance Act, signed into law by Bush in April 2008 — is of historic importance. Broadly bipartisan and encompassing a variety of reentry initiatives, the Second Chance Act marks a turning point in the nation’s history. And now, with the inclusion of \$25 million to fund the Second Chance Act in 2009 and the large increase proposed by Congress for 2010 — \$100 million in the House and \$50 million in the Senate — one can argue that the U.S. has entered a new era. Furthermore, the decision by the Obama administration to request \$100 million for reentry programs in the 2010 budget signals the support of President Obama for a national reentry strategy.

At the state and local levels, elected officials in such cities as Chicago, Boston and Baltimore have passed “ban the box” laws that require employers to ask the “have you ever been convicted” question at the end, rather than the beginning, of the application process. Additionally, most states have created reentry councils to coordinate health, work force development, education and other social service agencies to improve prospects for individuals returning home.

When addressing reentry, there are two overarching goals: to promote public safety (by reducing recidivism rates) and to reintegrate inmates (by connecting returning prison inmates with the indicia of citizenship, including work, family, peer groups, community and democratic responsibilities and participation such as voting).

**Table 1. Correctional Program Effectiveness**

Program Type	Number of Studies	Reduction in Recidivism
In-prison drug treatment (therapeutic communities)	6	6.9%
Drug treatment in jail	9	6%
Drug treatment in the community	5	12.4%
Cognitive-behavioral therapy	25	8.2%
Correctional industry programs	4	7.8%
Vocational education and training programs	3	12.6%
Employment training and job assistance	16	4.8%
Adult basic education	7	5.1%
Intensive supervision (treatment-oriented programs)	10	21.9%

### What works:

This literature has also produced a set of guidelines for effective programs. According to Joan Petersilia, to reduce failure rates, programs should:

- Focus on behavioral outcomes, targeting criminogenic needs and using positive reinforcements;
- Target high-risk offenders;
- Use risk assessment instruments;
- Begin treatment in prison and provide continuity in the community; and
- Provide intensive interventions for at least six months.

### What does not work:

From a variety of evaluations, it is clear that intensive supervision does not reduce recidivism rates. Additionally, a landmark study conducted by the Urban Institute indicated that supervision itself does not reduce recidivism; individuals placed on parole supervision after prison are no less likely to be rearrested than individuals released with no supervision.

### **Novel Approaches to Reentry:**

1) **Comprehensive, interagency initiatives.** The Boston Reentry Initiative (BRI) is an example of a comprehensive, interagency initiative that focuses on individuals posing the highest risk and starts working with those individuals within 45 days of their admission to the Suffolk County House of Correction (the local jail). Each month, between 15 and 20 high-risk individuals are identified to meet with representatives from social service organizations, law enforcement and community corrections to discuss alternatives to crime and consequences of re-offending. Additionally, caseworkers and faith-based mentors meet regularly with participants. On the day of release, the institution arranges for either a family member or mentor to meet them at the door. According to a recently published evaluation, the “BRI was associated with significant reductions — on the order of 30 percent — in the overall and violent arrest failure rates.”

2) **Reentry courts.** The concept of a reentry court, first proposed nearly 10 years ago,<sup>16</sup> is taking hold in state and federal systems. As with the PSN initiative in Chicago and the BRI in Boston, the reentry court represents a new way to coordinate available services. By placing a judge (or magistrate) in the role of reentry manager, these courts, which draw upon the successes of drug courts and other problem-solving courts, create a different relationship between returning prison inmates and the criminal justice system. They provide for coordinated services in ways that are not possible in traditional parole systems. Although reentry courts have not yet been rigorously evaluated, some early findings are promising and show reductions in recidivism rates.

3) **Community-based interventions.** Around the country, there are a number of demonstration projects testing a new reentry model, namely a community-based approach to reentry. Recognizing that some communities are experiencing high rates of incarceration and reentry, these projects approach reentry as a community phenomenon. These programs create coalitions of community organizations to interact with every person returning home from prison. One such program — the Baltimore Reentry Partnership — was evaluated by the Urban Institute and was found to be associated with a substantial reduction in homicides. The crime decreased from two homicides and 11 attempted homicides in the comparison group to no homicides and no attempts in the treatment group.

In New York City, Mayor Michael Bloomberg has supported the creation of the NYC Justice Corps, providing transitional employment for young adults returning home from prison and jail in two New York City neighborhoods most impacted by incarceration and reentry. In each location, a local organization brings together young people with their community to identify community improvement projects the NYC Justice Corps members can execute while developing hard skills that ready them for the labor market.

Uggen, C., & Staff, J. (2001). Work as a turning point for criminal offenders. *Corrections Management Quarterly* 5, 4, pp. 1-16.

**Abstract:**

This article considers whether employment is a “turning point” in the lives of criminal offenders. We present a brief overview of research on the relationship between work and crime. Our review suggests that work programs appear to be more effective for adult offenders than for adolescents and young adults. The quality of employment also appears to be important for reducing recidivism, although it is difficult to make definitive causal inferences based on observational evidence from existing studies. Finally, we find that work-based programs can reduce arrest rates for ex-addicts, but appear to be less effective in reducing future substance use. We conclude with several unanswered questions and directions for future research.

**Results:**

We find enough sound experimental evidence of program effectiveness to conclude that employment remains a viable avenue for reducing crime and recidivism. For example, research suggests that older offenders are especially receptive to postrelease employment programs, even when they are short-term and limited in quality, and that employment programs may ease their transition back into society. The effectiveness of short-term work programs for young offenders is less encouraging; most evaluations find that subsidized employment does not reduce recidivism for adolescents and young adults. However, evaluations of long-term residential programs that emphasize vocational training, placement, and education offer some promise for reducing crime among at-risk or released adolescents.

We also find some evidence that the quality of employment may be important for reducing recidivism in work programs. In nonexperimental studies, ex-offenders who obtained high-quality employment, such as skilled craft work, were less likely to be rearrested than those who obtained poor-quality work. Finally, work programs appear to be helpful in reintegrating the growing number of drug-involved offenders in prison.

Postrelease employment and training programs, especially those providing jobs of moderate or high quality, are particularly promising for reducing recidivism among older and drug-involved offenders.

**Future Research:**

However, there is still much we do not know. Concerning the work and crime relationship, at least four key questions remain unanswered. First, what are the long-term job prospects for ex-offenders 10, 20, or 30 years after release? For example, how have participants in programs such as Supported Work fared in the ensuing decades? Was the experience a true turning point in their lives that altered long-term trajectories? Second, are ex-offenders better off working among other ex-offenders or with non-offenders? Although assigning inmates to work together may allow for

peer support in this transition, the work programs themselves could also be criminogenic. For example, the ex-addicts in the Supported Work program did not differ from the controls in time until drug use. However, the program may have been more beneficial if ex-addicts had not been placed together. If one crew member experiences a relapse, are the others likely to follow? Third, future research needs to explore the interactions between formal and informal controls. Do ties to work and family alter the effectiveness of correctional interventions? Sherman and Smith (1992) find that arrest has a greater deterrent effect among employed persons and Kruttschnitt et al. (2000) find that sex offender treatment appears to work better among those with a history of job stability. Future employment and training programs for offenders may be more efficacious if they are combined with family support programs that will increase informal social controls, and conditional release that will increase formal controls. Finally, what features of employment and training programs are most attractive to offenders? Attitudinal surveys and process analysis of existing programs could help to identify the most salient features of job programs necessary to maximize participation rates and program effectiveness.

**White, M. D., Saunders, J., Fisher, C., & Mellow J. (2012). Exploring inmate reentry in a local jail setting: Implications for outreach, service use, and recidivism. *Crime and Delinquency* 58, 1, pp. 124-146.**

**Abstract:**

Although prisoner reentry has taken center stage in correctional research and policy discussions, there has been little emphasis on reentry among jail populations. This paper examines a jail-based reentry program in New York City that begins while individuals are incarcerated and includes 90 days of postrelease services. This article explores these assumptions through an evaluation of a jail-based reentry program (Rikers Island Discharge Planning Enhancement Program or RIDE) in New York City that begins while individuals are incarcerated and includes 90 days of postrelease services. To determine program impact, the authors compare samples of participants with nonparticipants and program completers with noncompleters. The groups are matched using developmental trajectories derived from group-based trajectory modeling, in addition to propensity score matching. Findings show that participants perform no better than nonparticipants over a 1-year follow-up, but those who stay engaged for at least 90 days of postrelease services experience significantly fewer (and slower) returns to jail. The findings regarding program completion are tempered by several methodological concerns, however. The article concludes with a discussion of how the study may offer insights for program implementation and operation with this target population.

**Results:**

The comparison of group outcomes leads to two general conclusions:

1. When examined as a 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 postrelease services fared far better than both those who received less than 90 days of postrelease 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.

### **Lessons Learned from New York:**

First, in 2004, the City of New York enacted a discharge planning law that mandates the NYC DOC to provide comprehensive postrelease services to sentenced inmates leaving Rikers Island (New York City Administrative Code, 2004). Roman and Chalfin (2006) stated that correctional administrators have been reluctant to provide jail-based reentry programming, because they do not anticipate getting a return on their reentry investment. The City of New York removed this debate from the equation by mandating the provision of reentry services, and other jurisdictions may require this same level of governmental support to initiate jail-based reentry programming.

Second, the target population for jail-based reentry programs is typically resistant because of sometimes long histories of failed efforts in programs. Oftentimes, inmates have been disappointed numerous times before by the criminal justice and social service systems, and they are both “program-weary” and “program-wary” (K. Coughlin, deputy commissioner of discharge planning, personal communication, July 5, 2007). Recruitment efforts must take into account this initial resistance to programming, because limited outreach will undoubtedly result in low program enrollment. The NYC DOC and its partner service agencies have developed intensive outreach efforts to recruit inmate participation. For example, the RIDE program is widely publicized at Rikers Island via written literature, videos, posters, and billboards throughout the facility, as well as persistent reminders from NYC DOC staff. Moreover, participation in other jail programs and access to more frequent visitations (including family reunification days) are often tied to enrollment in the RIDE program.

Third, in the RIDE program, preparation for reentry begins well before release. The service providers involved in the RIDE program have staff placed at Rikers Island, and they are responsible for recruitment, assessment, and service provision in the jail. When individuals are released, they have an existing relationship with a case manager, and they have already begun addressing their service need areas. This early preparation is critical for client engagement because of the typically short jail stays with this population.

Fourth, many state prisoner reentry programs and nearly all jail-based programs provide prerelease services only. The emphasis on prerelease services is primarily explained by resource limitations and the fact that most inmates, particularly at the local jail level, are not under any sort of correctional authority after release. Nevertheless, prior research suggests that this population requires a great deal of support both before and after release (The Council of State Governments, 2004). In recognition of the need for this support, RIDE functions as an in-reach, outreach program in which the NYC DOC pays for up to 90 days of postrelease services. Payment for postrelease services represents an investment by the NYC DOC, and the

overarching goal is that the return on this investment will be measured in improvements in participants' quality of life and lower recidivism.

Last, the program dosage issue is particularly difficult for jail-based reentry programs, because once released, these individuals are not under the authority of the DOC. Moreover, in many cases, service providers do not have the resources to aggressively keep active clients engaged. The NYC DOC has responded to this issue by using performance-based contracts with RIDE service providers. Service providers bill the NYC DOC for individual clients, and the billing structure relies on a pay scale that ties increased fee amounts with continued client involvement. This type of performance-based contract provides strong incentives for service providers to be aggressive in their efforts to maintain client engagement.

### **Future Research:**

As a result, there is a strong need for additional sound empirical research on jail reentry programs. Given the challenges of the jail setting and the findings, there are two important points that warrant discussion. First, researchers should seek to capture individual-level treatment information, particularly what services were received and in what dosage. Efforts to identify and replicate evidence-based practices hinge on an ability to parse out which aspects of a treatment regimen are effective and which are not. Second, researchers should also capture an indicator of treatment motivation for both program participants and nonparticipants. The treatment motivation measure is particularly important, because most reentry programs are voluntary in nature and experimental designs are difficult to use under those conditions. This measure would allow researchers to alleviate concerns over selection bias when exploring outcomes and would permit serious testing of carry-over assumptions regarding prison-based treatment principles.

**Winterfield, L., Coggeshall, M., Burke-Storer, M., Correa, V., & Tidd, S. (2009). *The effects of postsecondary correctional education: Final report*. Washington, D.C.: Urban Institute Justice Policy Centre.**

### **Executive Summary:**

Over the last several decades the U.S. prison population has grown at an unprecedented rate. As this population has grown so has the interest of practitioners, policy makers, and researchers in better understanding how to prepare returning inmates for release into the community. Previous research has found that individuals who are employed after their release are less likely to recidivate (Baer et al. 2006). Increasing educational proficiency has shown promise as one strategy for assisting inmates in finding gainful employment after release and ending their involvement with the criminal justice system. The research presented in this report examines the effect of prison-based postsecondary education (PSE) on offenders both while incarcerated and after release.

Urban Institute researchers worked with the staff of four institutions in three states to conduct inmate focus groups and stakeholder interviews to explore the motivations for enrolling in PSE, the impact of PSE on offenders while incarcerated, and the expected benefits after release. A quantitative outcome evaluation was also conducted using data on PSE participants and nonparticipants drawn from three states.

Inmates and other stakeholders were enthusiastic about PSE programs offered at each of the four facilities visited by the researchers. A consistent theme across respondents and locations was that PSE has a positive impact on inmate behavior and that participating in PSE increases feelings of self-esteem. Inmates typically believed that participation in PSE would increase their employment prospects after release; however, many saw further education beyond that received in prison as necessary to reach their employment goals. Inmates reported a number of challenges to engaging in prison-based PSE; among them, the availability of quiet space to study, access to electronic resources, and lack of cooperation by correctional staff.

The analysis of postrelease recidivism yielded evidence of a consistently negative association between PSE participation and recidivism. In each of the three states, prisoners who participated in PSE were less likely to recidivate during the first year after release. The magnitude of the effect size estimates reached both substantive and statistical significance. While these findings are encouraging, they should be viewed as promising, but not conclusive, evidence of the potential of correctional PSE to improve postrelease outcomes for prisoners. Three caveats are especially salient. First, this study relied exclusively on observational data. The prisoners in the study chose to participate in PSE or not; they were not randomly assigned to the treatment and comparison conditions. Although we applied sophisticated statistical techniques in an attempt to adjust for the self-selection, no amount of statistical adjustment is a perfect substitute for strong study design. Second, we were missing data on key measures for large numbers of research subjects in each state. We also made statistical adjustments to correct for the missing data problem. Third, we had no institutional level information about program type, structure, delivery of PSE in any of the three states.

**Future Research:** Additional research is required to more clearly specify the relationship between prison-based PSE and recidivism. Randomized designs would increase confidence that the estimates of the impact of PSE are a function of the program itself rather than the characteristics of those who choose or who are given the opportunity to participate. Future research should also gather data to better understand how variations in how PSE is delivered (e.g., traditional classroom, closed circuit television link) and the support provided by the institution (e.g., availability of study space, correctional officer attitudes towards PSE programs) may impact course completion rates and degree attainment. In addition, little is known about the relationship between type of degree or coursework subject matter and successful postrelease employment outcomes. This is another topic deserving of research attention.

**Workman, K. (2006). *Prisoner reintegration- Toward a model of community partnership*.  
New Zealand: Prison Fellowship.**

**Abstract:**

This paper examines the development of prisoner reintegration policy and strategy in New Zealand, and compares local policy development to trends elsewhere. It argues for the further research and development of a comprehensive reintegration framework which involves community organizations and volunteers in the support and sanction of offenders within the community (i.e. a “continuum of care” approach) and proposes a strategy which not only prepares prisoners and recently released inmates to be productive, contributing members of the community, but also prepares communities to support, sustain, and when necessary, sanction the return of offenders to the community under a wide range of release conditions. The emphasis is on a model that encourages community and justice agencies to be partners in a process in which the principles of restorative and community justice apply.

**Reintegration in New Zealand**

Initial Corrections policy about the reintegration of prisoners is largely informed by the work done by de Joux, commissioned in 1999 by the Integrated Offender Management (IOM) Project Team of the Department of Corrections, with the following objectives:

- (a) The development of a comprehensive list of integrative needs of offenders who have completed either a sentence of imprisonment or a community-based sentence or order;
- (b) The identification, based on the above, of current practice in the delivery of post-order support across international jurisdictions De Joux identified the following matters that needed to be considered by the Post-Order Support Team:
  1. Information from risk/needs assessments conducted prior to release (in the case of imprisoned offenders) and prior to the completion of sentence should inform all plans for on-going support and management;
  2. All Post-Order Support strategies need to relate to offenders in culturally responsive ways;
  3. Particular needs of women must be built into Post-Order Support Strategies;
  4. Pre-release preparation for offenders in prison should ensure that immediate post-release needs, such as appropriate accommodation, are understood and attended to.
  5. Assistance with gainful employment: employment issues are consistently indicated as predictive of post-release outcome.
  6. On-going treatment and/or counselling should be made available in the community as required.

7. Strategies must be devised which ensure offenders have full access to correct, concise information regarding their rights and obligations.

Key reintegration objectives are:

1. Acquire suitable accommodation
2. Obtain employment
3. Manage finance
4. Manage relationship issues
5. Develop positive community support;
6. Prevent victim-related problems;
7. Achieve post-release health care continuity.

In May 2004, the Minister of Corrections, the Hon . Paul Swain, held a Ministerial Forum on Offender Reintegration, issuing a challenge for New Zealand to be a “world leader in reintegration”. The framework presented at that forum, was based on the following key ideas:

- a) Reintegration is the “cornerstone” of the Department’s approach to integrated offender management;
- b) The principles of Risk, Need and Responsivity will tell the Department how to work with offenders, based on their risk of re-offending, their level of need, and Responsivity factors.
  - 1). Risk – by being able to identify those who are most at risk of further offending, and providing services to mitigate against that risk, the Department can have a significant impact
  - 2). Need – The Department should target services to specific needs. Where it is dealing with reintegrative needs it may have to target a multiple range of needs and consider how those needs relate to each other
  - 3) Responsivity – -ere is no point in either attempting to deliver a service to someone who doesn’t want it; or in delivering it inappropriately, without taking into account the recipient’s response.

The Department’s strategy was to:

- a) Assess for reintegrative needs at the start of sentence whether in the community or in prison;
- b) Establish a sentence plan for the whole sentence and review that plan at key intervals;
- c) Establish a release proposal well before the end of the sentence, involve the necessary people in that proposal and ensure the proposal worked;
- d) Try to target services by assessing Risk, Need and Responsivity.

The Department also identified the following principles for developing and improving services:

- a) Offenders should have access to services dependent on their need and the level of services should be consistent across the country.
- b) Services need to be available from the communities that offenders return to upon their release from prison.

c) Effectively managing the reintegrative needs of high-risk offenders requires inter-agency cooperation and appropriate resources.

d) Supporting the accommodation and employment needs of offenders should be top priorities.

The **best practice models** have implemented programmes that centre around a system of boundary-less case management, where the collective efforts of justice agencies, service providers, family and other community supports are devoted to enhancing the offender's accountability and productivity in the community. These efforts seek to strengthen the offender's stakes in becoming a contributing member of the community in such roles as parent, partner, hapu member, neighbour, church-goer and worker. The stakes are enhanced through the building of relationships with community members who have a vested interest in the offender's progress as a productive citizen. The central features of these relationships are the informal social controls that can engage the offender in the process of reintegration.

### **A Community Model of Prisoner Reintegration:**

In some jurisdictions, professionals also conduct offender needs assessments and attempt to match offenders with appropriate services and treatment or remedial programmes designed to address the deficit in question. Though various aftercare models talk about community-based agencies, and occasionally about the role of work and educational institutions, the aftercare enterprise is in essence a highly individualized one. This so far, is a fair description of what is intended to happen in New Zealand. Though some aftercare reintegration discourse has recently begun to attend to the human capital issues of employment and education, with few exceptions the field has failed to address how community-produced social capital can be an important intervening factor aimed at increasing the likelihood of offender transition to conventional life.

Social relationships smooth the way for the development of additional connections between the offender, law-abiding citizens and legitimate institutions – providing offenders with a legitimate identity and a “link” to the conventional community based on commitments and opportunities, as well as responsibilities and obligations. This connection substantially increases the likelihood that they will make the transition from delinquent and deviant careers to conventional lifestyles. As the strength and number of such relationships increase, offenders accrue the human capital needed to gain access to institutional roles (e.g. in work, education and community groups) and, in turn, social capital in neighbourhood networks is increased.