Transition from Prison Into Community

Project Briefing
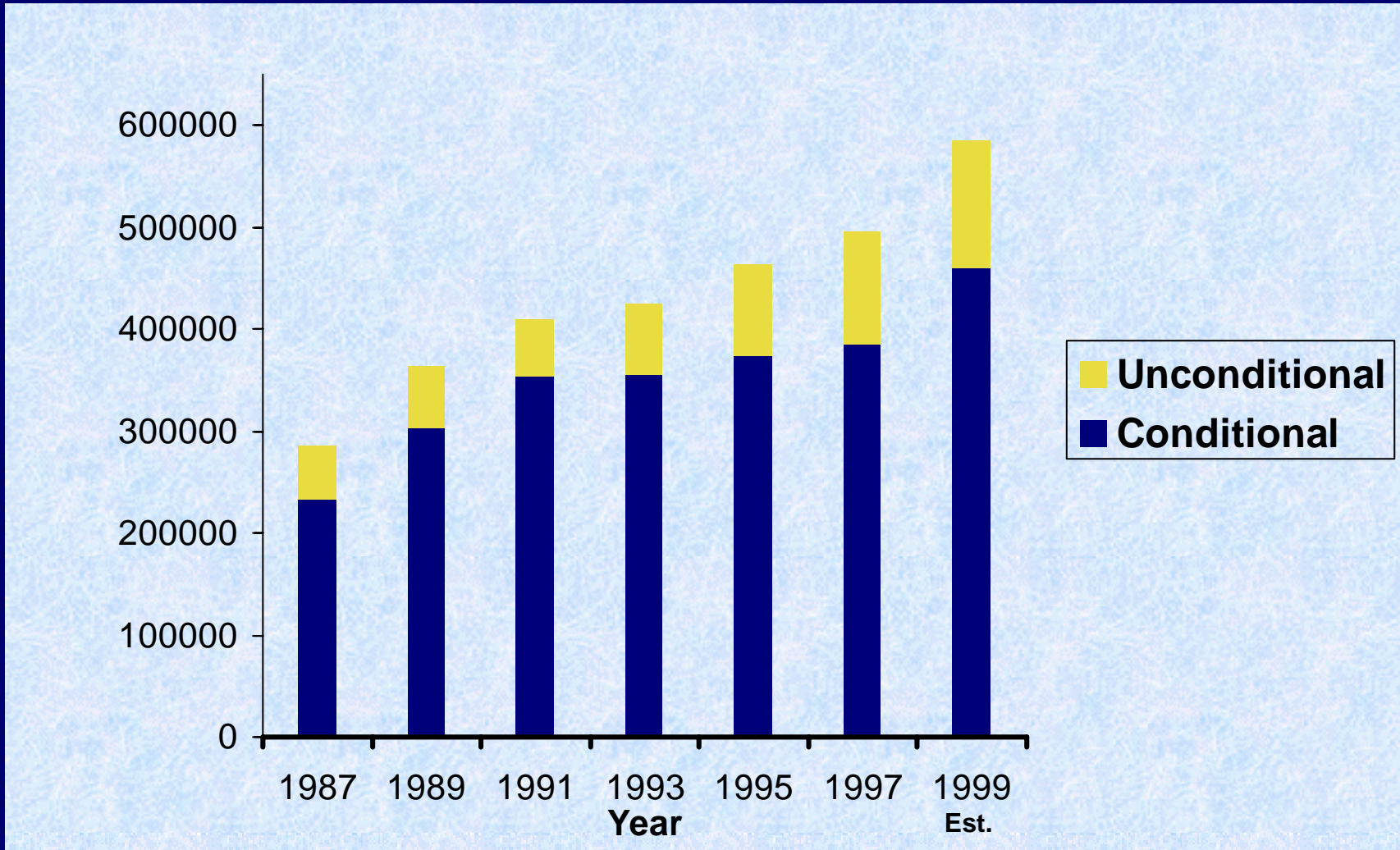
Abt Associates Inc.

Dale G. Parent
Senior Associate
Abt Associates Incorporated

Cranston Mitchell
Project Monitor
National Institute of Corrections

Record Number of Inmates Released

(Source: Sourcebook of Criminal Justice Statistics, BJA)

The Current Transition Process Does Not Adequately Protect the Public

We know how to operate effective interventions, but our ability to do so is hampered because corrections, releasing, supervision, and human service agencies:
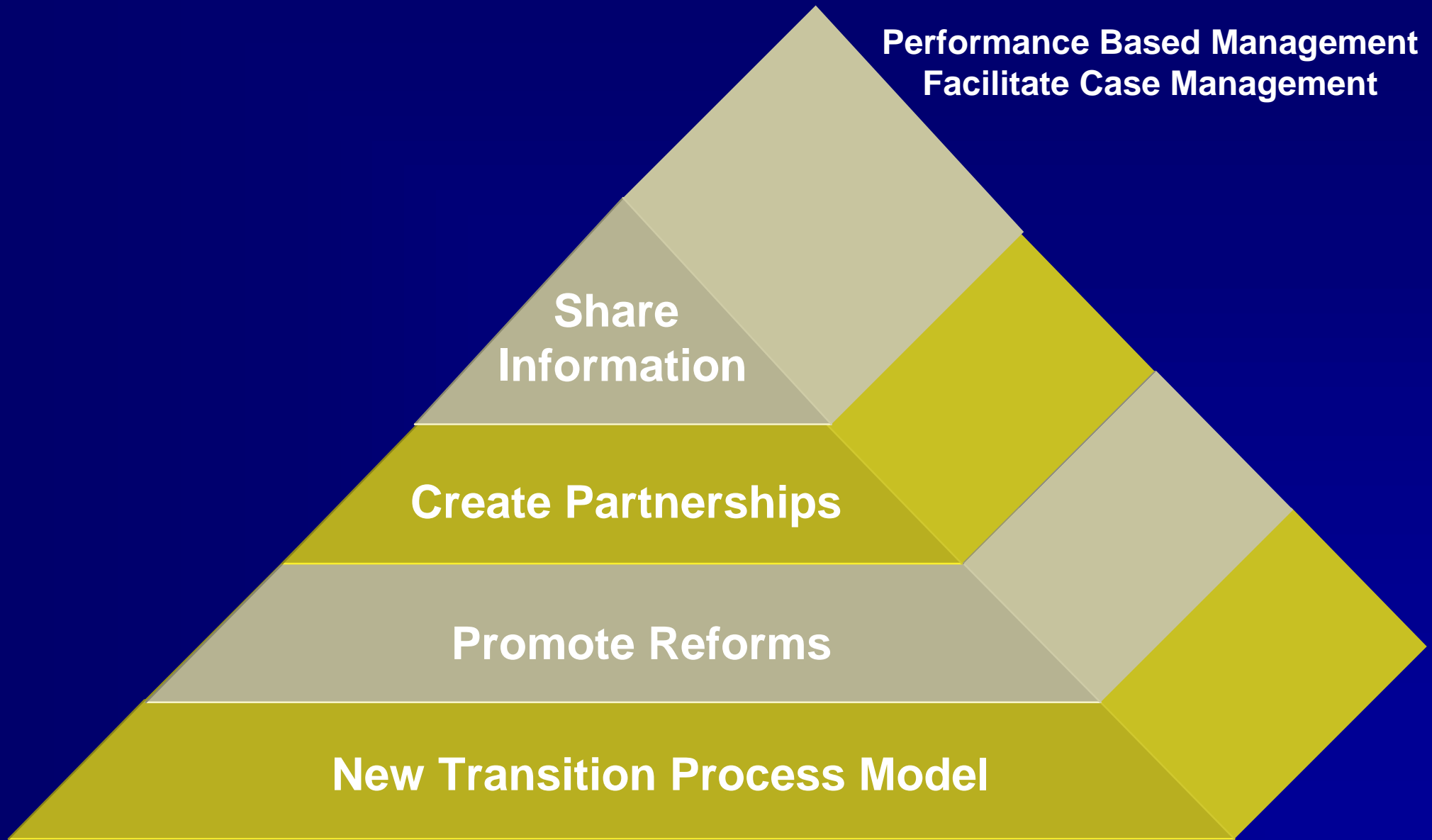
- have conflicting priorities

- lack continuity in their transition policies and practices

- do not share information

There are too few effective interventions for released offenders

- Sentencing laws reduce inmates' incentives to enter programs

- Programs have been cut to reduce prison costs

A growing number of offenders leave prison at the end of long sentences with no supervision or services

The Solution

Performance Based Management
Facilitate Case Management

Share Information

Create Partnerships

Promote Reforms

New Transition Process Model

Key agencies in Transition Reform

- **Three agencies must take the lead in enabling Transition Reform in their jurisdictions:**
  - ■ Corrections agency (which operates prisons)
  - ■ Releasing authority (which makes release and revocation decisions)
  - ■ Supervision agency (which monitors offenders released from prison to the communities)

- **These agencies must**
  - ■ Obtain approval of political leaders to proceed with Transition Reform
  - ■ Sell the concept to other stakeholders
  - ■ Convene policy-level partnerships involving stakeholders

Phases of Initiative

December 2000

December 2001

September 2002

Development	Testing	Implementation

Draft and Revise the New Transition Model
35 Expert Practitioners and Academicians
- **Advisory Board**
- **Five Working Groups**

Select Two Sites
Focus on:
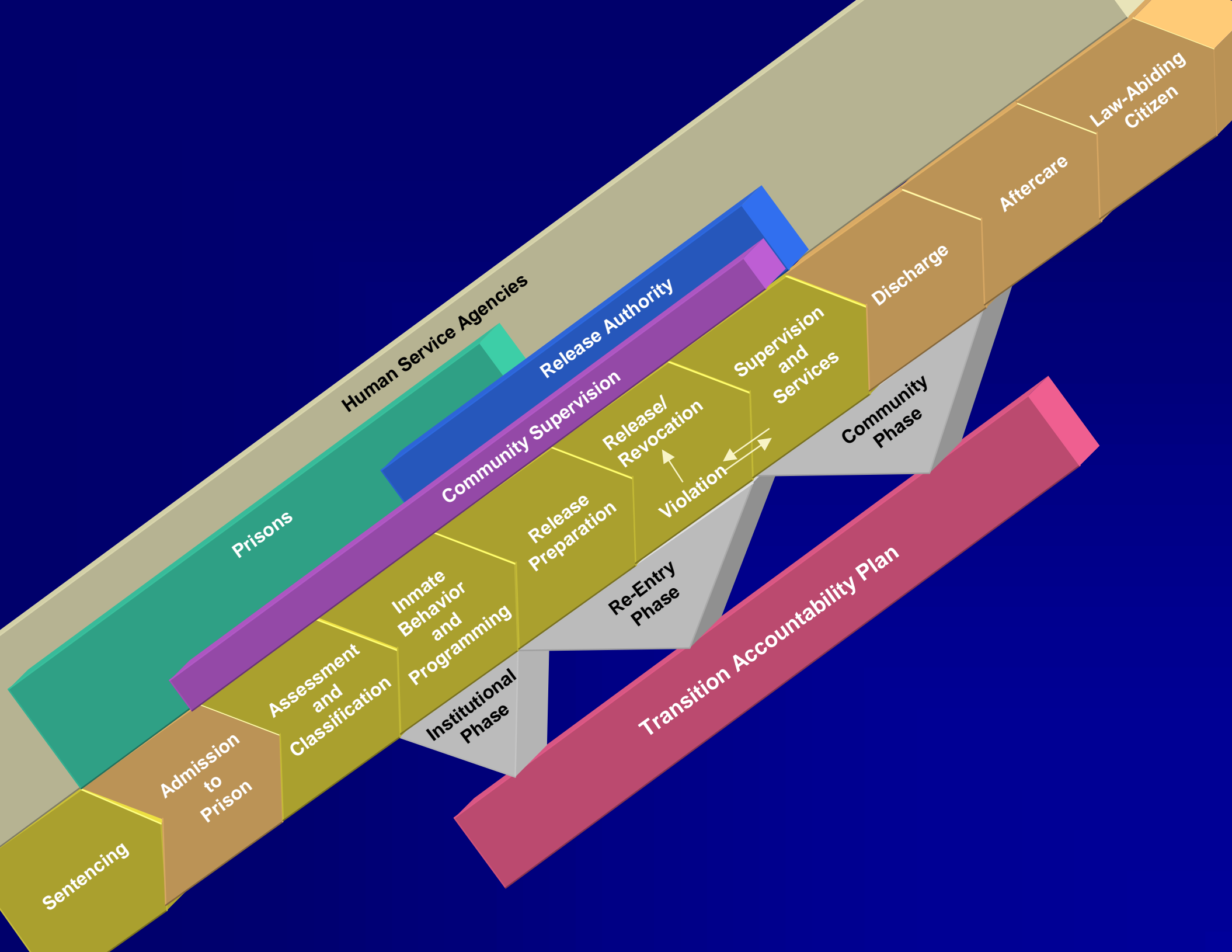- **establishing partnerships**
- **planning MIS integration**

Recruit multiple sites, based on current wide-spread interest

NIC's Transition from Prison into Community

Sentencing

- **Jail and Prison Crowding Project (1981-1989) NIC and Edna McConnell-Clark Foundation**

- **Intermediate Sanctions Initiative (1988-1996) NIC and State Justice Institute**

- **Intermediate Sanctions for Women Offenders (1991-2000) NIC**

- **"Intermediate Sanctions Handbook" Monograph (1993) NIC**

- **Criminal Justice Systems Project (1997-2000) NIC**

- **Initial Decision Making Project (1999-2001) NIC**

- **Improving Community Responses to Women Offenders (2001-2003) NIC**

Assessment and Classification

- Model Probation Parole Classification Project (1980-85) NIC

- Promotion of dynamic classification instrumentation through "What Works" (1995-Present), NIC, International Community Corrections Association & Center for Sex Offender Management

- Internal Classification Prisons (1997-present) NIC

- Development of Comprehensive, Objective Prison Classification Systems (2000 - Present) NIC

- Classification of Women Offenders in State Correctional Agencies (2000-Present) NIC

Inmate Behavior and Programming

- Effective Interventions with Offenders - What Works and Why (1999 - present) NIC

- Managing Violent Youthful Offenders in Adult Institutions (1997 - present) NIC

- Women Offenders: Operational Practices in Prison Settings (1997 - present) NIC

- Promoting the use of cognitive restructuring programming through "What Works" (1995-present) NIC

Release Preparation and Decision Making

- **Changing Offender Behavior: Principles for Case Planning and Supervision (1998 - Present) NIC**

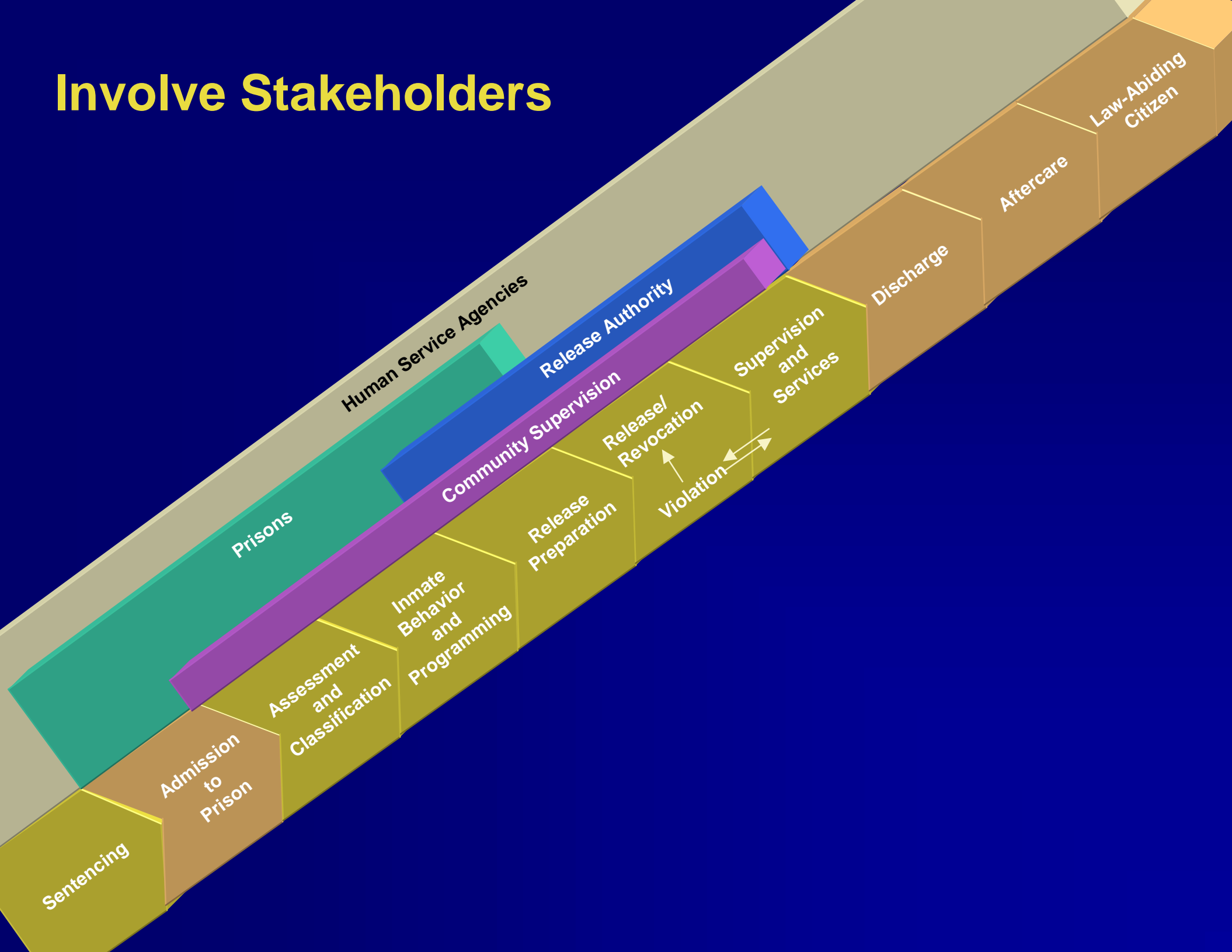- **Structured Release Decision Making (1985 - 1999) NIC**

Supervision and Services

- Technical Assistance and Training on Key elements of Supervision Strategies (1984-1993) NIC

- Limited Risk Management, Demonstration Project (1990-1994) NIC

- "Female Offenders in the Community: An Analysis of Innovative Strategies and Programs" Monograph (1991) NIC

- Design, Development and Implementation of Community Correction Options (1992-1995) NIC

- Public Protection Through Offender Risk Management (1995 - present) NIC

- Effective Interventions with Offenders, What works and Why (1999 - present) NIC

- Descriptive Analysis of Community Corrections Strategies for Women Offenders (2001 - 2002) NIC

- Gender Responsive Strategies: Research, Practice and Guiding Principles for Female Offenders (1999-present) NIC
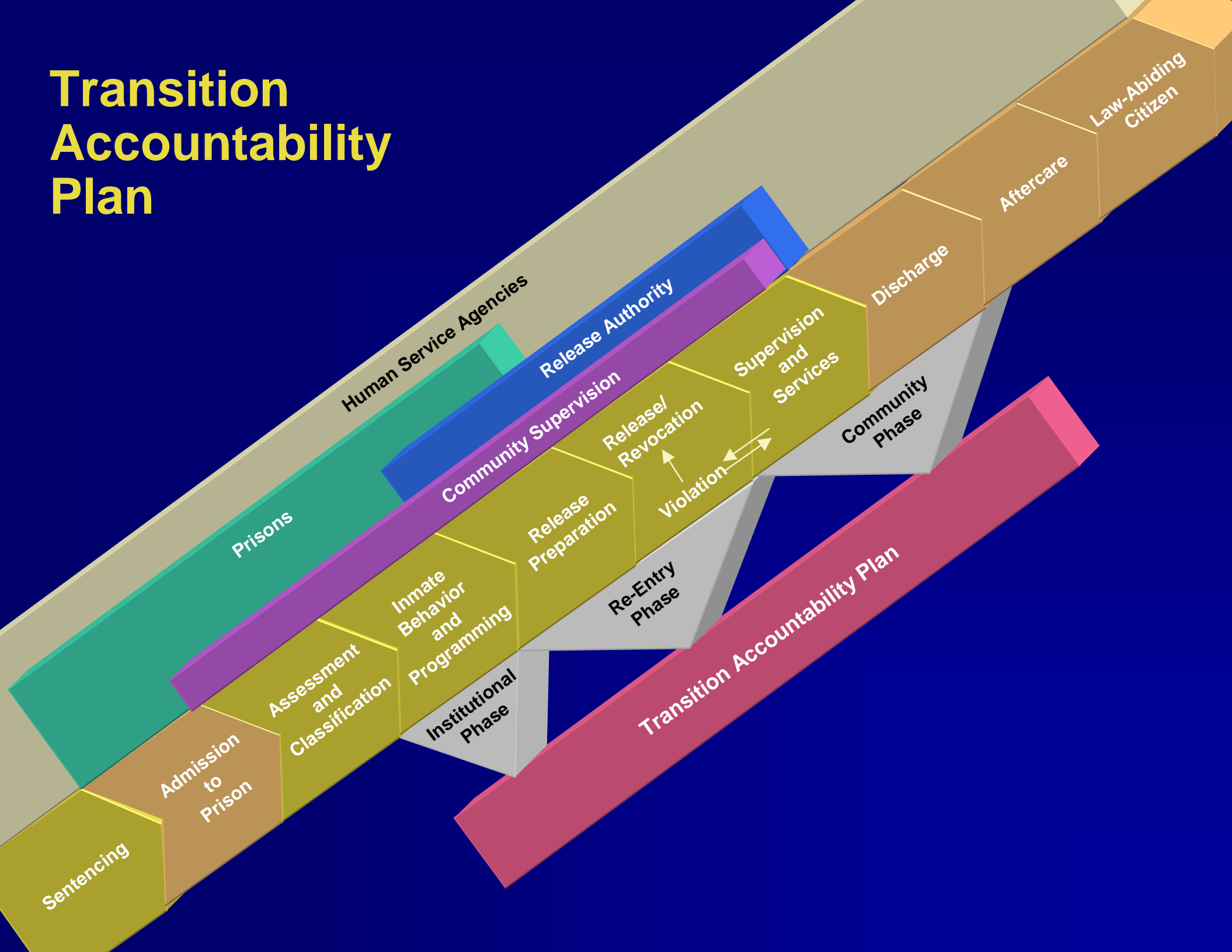
Violation and Revocation

- **Violation and Revocation Initiative (1988 - 1999) NIC**

- **"Responding to Parole and Probation Violations" Monograph (2001) NIC**

- **Gender Specific Programming, Principles of Responsivity (1991 - present) NIC**

- **Changing Offender Behavior: Principles for Case Planning and Supervision (1998 - present) NIC**

- **Structured Release Decision Making (1985 - 1999) NIC**

Involve Stakeholders

Sentencing

Admission to Prison

Assessment and Classification

Inmate Behavior and Programming

Release Preparation

Release/ Revocation

Violation

Supervision and Services

Discharge

Aftercare

Law-Abiding Citizen

Prisons

Human Service Agencies

Release Authority

Community Supervision

Transition Accountability Plan

Principles of Transition Accountability Plans (TAP)

- **Measure offenders' static and dynamic risk factors using validated assessment tools**

- **Specify programs to reduce offender's dynamic risks**

- **Identify partners to help plan and implement plans for individual offenders**

- **Develop TAP soon after an offender is admitted to prison**

Advantages of Transition Accountability Plans (TAP)

- Allows administrators to accurately measure and reallocate resources needed to alter offenders' dynamic risk factors

- Identifies responsibilities of offenders, correctional agencies and system partners for

  - creating,

  - modifing and

  - implementing TAP

- Promotes a continuum in interventions, services and information sharing over time and across and between agencies.

Stakeholders Involved in Partnerships

Leaders

- Criminal Justice (judges, prosecutors, police, parole board etc.)

- Elected officials (legislators, local officials)

- Agency directors (corrections, health, human services, housing, employment, etc.)

Enablers

- Private foundations

- Media

- Other existing partnerships (state and/or community level)

Institutions and Communities

- Administrators (corrections, health, mental heath)

- Staff representing major functions (and their unions)

- Community supervision agencies and staff

- Victims and victim advocates

- Faith-based organizations

Transition Partnerships

Policy-Level Partnerships

Assessments and Classification
Transition Accountability Plan (TAP)
    Formulation
    Implementing
    Monitoring and feedback on progress
        Inmate
        Prison staff
        Release authority
   Supervision authority

Re-Entry Plan
Release Decision
    Setting conditions of
        supervision and interventions
Supervision
    Implementing Re-Entry Plan
Violations
    Restructuring conditions of supervision
    Revocation conditions
    Re-Release conditions
Termination of Supervision / Discharge
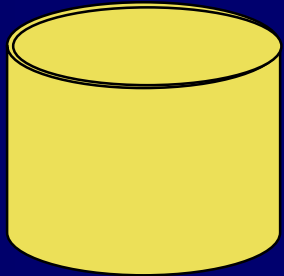
Place - Based Partnerships

Need to Share Data

- **Effective case management requires different agencies to share data about persons with whom they work (e.g., corrections, parole, health, employment, etc.)**

- **Barriers to sharing must be overcome--e.g., confidentiality, turf**

- **Case management is hampered if data sharing is:**
    - **Personal/Ad Hoc--works only if staff do not change**
    - **Expensive--redundant, labor-intensive**
    - **Slow--using manual transfer of paper records**

- **We need a low-cost, seamless, real-time way to share information**

Enhancing Communication Through Technology
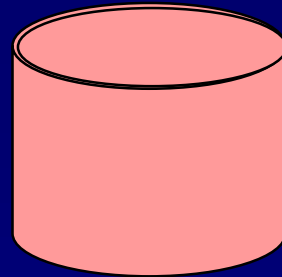
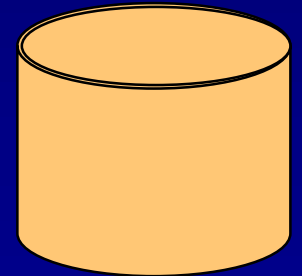

Corrections Database

Internet Portal

Monitor Offender Case Plan

Pay Restitution

Get and Keep a Job

Have a Place to Live

Substance Abuse Treatment Program

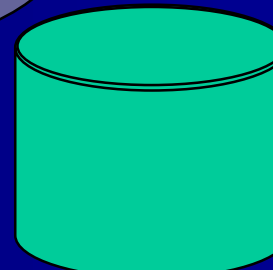HIV Treatment Program

Housing Database

Mental Health Database

Case Manager or Parole Officer
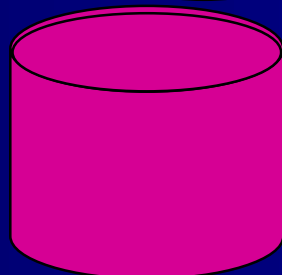
Employment Database

Health Database

Define Transition Performance Measures

- **Enable performance-based management of the reformed transition process**

  - Example: How do employees in County A compare with those in County B with respect to applying transition policy Z to released offenders?

- **Give agency administrators information they need to modify and improve their transition process**

  - Example: How should I reallocate resources so my capacity to deliver intervention D meets the need for it?

  - Example: Which staff need more training to improve their compliance with transition policies?

- **Give state policy makers information they need to oversee and define policy**

  - Example: Is it more cost-effective to spend public funds on Policy X or Policy Y?

Performance measures

- Project staff will work with states to:
  - develop objective performance measures for:
    - Each function in the transition process
    - Each phase of the transition process
    - Each agency that partners in the transition process
  - train agencies' staff in performance-based management
- The Web portal will:
  - routinely extract data needed to calculate performance measures from agencies' MIS
  - routinely issue outcome reports showing changes in performance measures over time
  - allow officials to define customized performance reports

Illustrations of Transition Performance Measures

Expectation: There should be a swift response to all violations of conditions of supervision.

Sample Performance Measures:

- Percent of violations that receive a response.

- Average duration of time between the violation and the response.

Measures would be repeatedly reported to show changes over time.

Expectation: Improved transition will reduce the rate at which released offenders return to prison.

Sample Performance Measures:

- Percent of released offenders sentenced to prison with new crimes by standard time intervals after release.

- Percent of released offenders revoked and returned to prison for technical violations by standard time intervals after release.

Performance measures will cover

- **Changes in policies and procedures needed to make the transition reform work**

- **Changes in practices within partnering agencies**

- **Changes in intermediate outcomes, e.g.,**
  - **percent of TAPs for which treatment plans were fully implemented**

- **Changes in broad systemic outcomes, e.g.,**
  - **changes in return to prison rates**
  - **changes in net costs**
    - **within corrections**
    - **across human service agencies**

Abt Associates Inc.