



the NATIONAL REENTRY
RESOURCE CENTER

Second Chance Act Grants: Guidance for Reentry Demonstration Project Applicants

Brought to you by the National Reentry Resource Center and the
Bureau of Justice Assistance, U.S. Department of Justice

With support from the Public Welfare Foundation, Joyce Foundation,
Annie E. Casey Foundation, and Open Society Institute

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The Second Chance Act

- Public Law 110-199 signed into law on April 8, 2008
- Authorizes \$165 million for prisoner reentry programs in fiscal years 2009 and 2010, including \$55 million for state and local reentry demonstration projects
- Purpose: to help states and communities reduce recidivism



Second Chance Act – Funding Status

The FY2010 omnibus appropriations bill provides \$100 million for Second Chance programs, including \$37 million for state and local demonstration projects

Section 101

Authorizes grants to **state and local governments** and **federally recognized Indian tribes** that may be used for demonstration projects to promote the safe and successful reintegration into the community of individuals who have been incarcerated

State and Local Reentry Demonstration Project Grants

- Joint BJA/OJJDP demonstration grant solicitation was released on December 22, 2009
- Solicitation is available at http://www.ojp.usdoj.gov/BJA/grant/10BJA_JJ_SecondChanceDemonstrationSol.pdf and <http://ojjdp.ncjrs.gov/grants/solicitations/FY2010/SecondChanceMentoring.pdf>
- Applications are due on March 4, 2010

Who Can Apply?

State and local government agencies and federally recognized Indian tribes are eligible to apply under this program.

Allowable Uses

- Actuarial-based assessment instruments for reentry planning
- Efforts to target criminogenic needs that affect recidivism (e.g., anti-social behavior or high-conflict cognitive behavior patterns; limited pro-social supports; substance abuse; unemployment; lack of residential stability)
- Sustained case planning/management in the community
- A comprehensive range of services (e.g., cognitive behavioral therapy; educational, literacy, vocational, and job placement services; substance abuse treatment; housing placement; mental and physical health care services; family services; and mentoring)

Selection Criteria

- Statement of the Problem (10%)
- Program Design and Implementation (30%)
- Capabilities/Competencies (25%)
- Budget (10%)
- Impact/Outcomes, Evaluation, and Sustainability (15%)
- Collaboration (10%)

Statement of the Problem

- Describe the problems with returning adult or juvenile offenders to the community.
- Indicate the jurisdiction or tribal community to be served, include details on the target population, the number of offenders returning to the community, and describe the number and type of offenders in facilities.
- Summarize the basic components of the current reentry process in the jurisdiction, including:
 - how risk and need assessments are currently utilized;
 - transition plans;
 - pre- and post-release programs and services; and
 - data collection and analysis.

Target Population

- The target population for the initiative must be a specific subset of the population of individuals convicted as an adult or adjudicated as a juvenile, and imprisoned in a state, local, or tribal prison, jail, or a juvenile detention/correctional facility, a juvenile camp, a juvenile community-based program, or a juvenile residential treatment facility.
- Applicants must identify and define the specific subset of individuals, or combinations of subsets, that are proposed to be the target population of their project. Applicants must provide the reason for selecting this population and provide data to support the decision.

Mandatory Requirements

1. A reentry strategic plan
2. Establishment of a Reentry Task Force
3. A description of the role of local governmental agencies, nonprofit organizations, and community stakeholders
4. Extensive evidence of collaboration with state and local government agencies overseeing health, mental health, housing, child welfare, education, substance abuse, victims services, and employment services, and with local law enforcement agencies
5. An extensive discussion of the role of state corrections departments, community corrections agencies, local jail, and/or juvenile corrections systems
6. Documentation that reflects explicit support of the chief executive officer of the applicant state, unit of local government, territory, or Indian tribe
7. A description of the evidence-based methodology and outcome measures that will be used to evaluate the program
8. A description of how the project could be broadly replicated if demonstrated to be effective
9. A plan for the analysis of the statutory, regulatory, rules-based, and practice-based hurdles to reintegration of offenders into the community

Strategic Plan

- Applications must include a reentry strategic plan that describes the long-term strategy, including measurable annual and five-year performance outcomes, and incorporates a detailed reentry implementation schedule and sustainability plan for the program.
- The reentry strategic plan must incorporate a detailed reentry implementation schedule and sustainability plan for the program.
- The strategic plan must have as a goal the reduction of recidivism by 50% within a five-year period.

Reentry Task Force

Applicants must:

- Have established a Reentry Task Force comprising relevant state, tribal, territorial, or local leaders and representatives of relevant agencies, service providers, nonprofit organizations, and other key stakeholders.
- Provide a list of the governmental and community agencies that comprise the Reentry Task Force.
- Describe how the Reentry Task Force will examine ways to pool resources and funding streams and collect data and best practices in reentry from stakeholder agencies and organizations.

Collaboration

Applicants must provide:

- Extensive evidence of collaboration with state and local government agencies overseeing health, mental health, housing, child welfare, education, substance abuse, victims services, and employment services, and with local law enforcement agencies.
- An extensive discussion of the role of state corrections departments, community corrections agencies, local jail, and/or juvenile corrections systems in ensuring successful reentry of individuals into their communities.

Collaboration

- Applications must address the role of local governmental agencies, nonprofit organizations, and community stakeholders that will be coordinated by, and will collaborate on, the reentry strategy, and certification of their involvement.
- Participants in the creation of the reentry strategy should include representatives from the fields of public safety, corrections, housing, health, education, substance abuse, children and families, victims services, employment, and business.

Replication and Review of Barriers

- Applicants must describe a plan for analyzing the statutory, regulatory, rules-based, and practice-based hurdles to reintegration.
- Applicants must provide a description of how the project could be broadly replicated if demonstrated to be effective.

Capabilities/Competencies

Applicants must:

- Describe the management structure and staffing of the project, identifying the agency responsible for the project and the grant coordinator.
- Demonstrate the capability of the Task Force and partners to implement the project, including gathering information, developing a plan, and evaluating the program. The management and organizational structure described should match the staff needs necessary to accomplish the tasks outlined in the implementation plan.

Budget

- Applicants must provide a proposed budget and budget narrative that are cost-effective, complete, and allowable.
- Contingent upon the availability of funds and the number of individuals to be served, awards of up to \$750,000 will be made for a period of up to 12 months.
- Federal funds may not provide more than **half** of the total project budget.
- Of the remaining half of the budget, no more than half may be provided in-kind. In other words, 25% of the total project budget may be in-kind, and 25% must be in cash.

Matching Requirement Example

Total cost of project = \$100

Match equation:

\$50	Federal Demonstration Project grant
+ \$25	In-kind contribution from grantee (staff time, equipment)
<u>+ \$25</u>	Dollar match by grantee
\$100	Total cost of project

Future Eligibility

A grantee may be eligible for continued funding for an additional two years contingent upon the availability of funds and demonstration of adequate progress toward meeting established goals of the program.

Performance Measures

Applicants must include a description of the evidence-based methodology and outcome measures that will be used to evaluate the program and a discussion of how such measurements will provide valid measures of the impact of the program.

Performance Measures

- Percent decrease in recidivism rates for the target population since the beginning of the initiative
 - Recidivism is defined as “a return to prison, jail and/or juvenile detention or correctional facility with either a new conviction or as the result of a violation of the terms of supervision within 12 months of initial release”
- Percent reduction in the crime rate in the target area
- Percent increase in employment among the target population from the previous reporting period
- Percent increase in enrollment in educational programs among target population
- Percent reduction in the number of violations of conditions of supervised release
- Percent of target population who fulfilled their child support obligations
- Percent increase in the number of target population who have obtained housing
- Percent increase in target population assessed as needing substance abuse services who participate in those services
- Percent increase in target population assessed as needing mental health services who participate in those services
- Percent reduction in drug usage among target population during the reporting period
- Percent reduction in alcohol abuse and consumption among target population during the reporting period

Additional OJJDP Performance Measures

Applicants for juvenile demonstration grants must also report annually on the progress of their project at achieving improvements in pro-social behaviors; increases in community connectivity (i.e., youth involved in community activities); and increases in use of evidence-based programs.

Sustainability

- Discuss how this effort will be integrated into the state and local justice system plans.
- Discuss how the program will be financially sustained after federal funding ends.
- Describe the strategy/methodology for tracking individuals assigned to the reentry process for a period of up to three years after their release.

Letters of Support

Applications must include:

- Documentation that reflects explicit support of the chief executive officer of the applicant agency or agencies
- Letters of support from all key partners
- Letters of support from corrections officials responsible for overseeing individuals who will be served through the project
- A letter of support from the lead organizations responsible for the operational aspects of the project, which includes:
 - Certification that the lead agency has consulted with other local parties
 - The following statement: “The agency agrees to provide individual criminal history information for all participants to evaluators, unless prohibited by law. These data will be provided in response to periodic requests from the grantees and evaluator throughout the period of performance of this project to capture both criminal history prior to the program enrollment and subsequent recidivism”

Priority Consideration

Priority consideration will be given to grant applications that:

- Demonstrate a high degree of collaboration among a variety of public, private, and faith-based organizations
- Focus their program in geographic areas with a disproportionate population of individuals released from prisons, jails, or juvenile detention facilities
- Target higher-risk individuals through the use of validated assessment tools
- Include input from nonprofit organizations
- Reflect consultation with crime victims, individuals who have been released from prisons, jails, and juvenile facilities, and their families
- Demonstrate effective case assessment and management abilities to provide a comprehensive and continuous reentry process
- Use swift, certain, graduated and proportionate responses to violations of parole, probation, or supervision and effectively incorporate the use of community-based sanctions to respond to violation behavior
- Provide for an independent evaluation of reentry programs that include, to the maximum extent possible, random assignment and controlled studies to determine the effectiveness of such programs

Helpful Tips

- Encourage seamless reentry plans – pre- and post-release.
- Know and communicate target population & service delivery area.
- Reporting, accountability, information sharing.
- Hold networking sessions for employers, corrections/supervision, public service providers, and nonprofit organizations: build relationships!
- Access to institutions/condition of supervision – reach inmates early.

For more information about the solicitation:

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Resources and Tools

Checklist for Demonstration Grant Applicants Available at www.nationalreentryresourcecenter.org

SECOND CHANCE ACT DEMONSTRATION PROJECT GRANTS: A Checklist for States, Local Governments, and Indian Tribes

Introduction

The Second Chance Act (PL 110-199) was passed by Congress with broad bipartisan support and signed into law on April 9, 2008, to help states and communities test ways to reduce recidivism.¹ Section 101 authorizes the U.S. Department of Justice to make grants to state and local governments and Indian tribes for reentry demonstration projects.²

On December 22, 2009, the Bureau of Justice Assistance (BJA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice, released the solicitation for state and local reentry demonstration projects authorized by Section 101.³ **The checklist and accompanying appendices that follow are meant to help potential applicants for the demonstration project grant program understand its provisions and focus their discussions on how best to meet its requirements; they are not, however, part of the grant solicitation.** The checklist reflects the statutory requirements of the Second Chance Act and key provisions of the solicitation.

Each checklist section has an appendix that provides clarification on, or additional steps for, planning or implementing a reentry initiative. The discussion questions in the appendices are not

necessarily the same as those that were included in the official grant solicitation, but jurisdictions that can address them should be well positioned to complete their applications. They are based on feedback and materials from the field and are meant to stimulate dialogue at the state and local level that can facilitate the application process. **Potential applicants should carefully read the BJA/OJJDP solicitation, which describes forms that must be completed and all criteria that must be met to be eligible for demonstration project grants.**

This checklist was developed solely to assist applicants for state and local reentry demonstration project grants. Although this checklist may be useful to organizations interested in other Second Chance Act grant programs, applicants for funds under other sections of the Second Chance Act should be aware that those solicitations may differ substantially from the Section 101 request for applications that this document addresses. The National Reentry Resource Center, a project of the Council of State Governments (CSG) Justice Center, is preparing materials to assist applicants for these other Second Chance Act grant programs. To receive updates when new solicitations are issued and new resources become available, sign up for the National Reentry Resource Center's newsletter at www.nationalreentryresourcecenter.org/manage/news.

1. The text of the Second Chance Act is available at www.reentrypolicy.org/jc_publications/text_of_SCA/Second_Chance_Act_PL_110-199.pdf. A list of many of the organizations that support the Second Chance Act is available at www.reentrypolicy.org/files/SCA_Supporting_Organizations.pdf.
2. A brief fact sheet on Section 101 is available at www.nationalreentryresourcecenter.org/documents/0000/0491/Understanding_Section_101.pdf.
3. The solicitation is available at www.ojp.usdoj.gov/BJA/grant/108JA_JJ_SecondChanceDemonstrationSol.pdf.

Task Force & Collaboration

Appendix B: Task Force and Collaboration

The Second Chance Act requires each grantee to have a task force that represents diverse groups and individuals who have a role in promoting safe and successful reentry.

Reentry task forces typically include criminal justice policymakers and practitioners; education and training professionals; housing providers and housing systems officials; transportation officials; representatives of health, mental health, human services, and substance abuse treatment systems; workforce development and employment services personnel; staff of community-based organizations; individual community members; and elected and appointed officials. Though the list below is not exhaustive, it is meant as a starting point for considering the full range of perspectives that could be represented in a reentry initiative—whether starting a task force or building on the strengths of an existing group.

Examples of task force members include representatives from the following agencies and disciplines. The composition of the task force should depend largely on the population and the issue area your initiative addresses.

Criminal Justice

- Local law enforcement
- Prisons
- Jails
- Probation and parole
- Prosecutors
- Judges
- Defense attorneys

Education and training

- Education officials (local public schools, community colleges, universities, vocational training)
- Life skills providers
- Libraries
- School boards

Housing

- Public housing
- Privately owned housing (private apartments, homes for rent)
- Affordable housing

Transportation

- Rail (subways, light rail)
- Bus

Health and human services systems

- Mental health services
- Public health services
- Private health services
- Substance abuse services
- Child welfare services
- Child protective services
- Other social services

Workforce development and employment

- Workforce development agencies
- Employers
- Business associations
- Unions
- Apprenticeship programs

Community-based organizations

- Reentry providers
- Faith-based organizations
- Crime victims' associations/advocates
- Neighborhood associations
- Food pantries
- Clothing banks
- Community advocacy groups
- Youth organizations

Individual community members

- Community leaders
- People who have returned from prison or jail
- Crime victims
- Families of individuals who are or have been in the criminal justice system
- Foster/group home providers

Elected and appointed officials

- State legislators
- Mayors
- Governors
- City/county/town managers
- City/county/town council members

Source: Based, in part, on the Council of State Governments Justice Center. *Planning and Assessing a Law Enforcement Reentry Strategy*. New York: Author, 2008. Available at: www.reentrypolicy.org/le_pub_tods.

The following questions are intended to help potential demonstration grant applicants think through the creation or expansion of a reentry task force and the extent of collaboration among agencies, organizations, and key stakeholders both within a proposed strategy and any specific existing initiatives.

1. Do you have a reentry task force (council, committee, or group) that will help guide the development and implementation of your initiative?

The Second Chance Act requires applicants to use a task force for coordinating the funded initiative. Many of the following questions are written for applicants who have an existing task force or reentry working group that can be engaged for the proposed project. The discussion questions can, however, be instructive for those starting a task force, as they address relevant issues such as identifying, cataloging, and coordinating resources and services.

2. Who are your current partner agencies and organizations (list)?
3. What services do all current partners offer (including your agency)?
4. What other services might be necessary for a successful reentry initiative that your agency or the current task force cannot provide?
5. How can you go about creating partnerships with organizations that provide services that your agency or the current collaborative do not already offer?
6. How can you maintain partnerships that can make the best use of limited resources and offer effective services?
7. Does your agency have formal agreements or written procedures to accomplish the following:
 - a. outline roles and responsibilities of each partner
 - b. address lines of accountability for each partner
 - c. undergo reviews and revisions at regular intervals
 - d. address financial and other resources each partner will provide

Task Force & Collaboration

8. To enhance collaboration, does your agency
 - a. have a program coordinator who works closely with partners to oversee the initiative?
 - b. encourage line-level staff to collaborate with reentry partners during their daily activities?
9. Have you identified and addressed potential challenges to successful collaboration, including differences in organizational culture, values, and priorities?
10. Have you assessed what training and technical assistance your community partners will need in order to fulfill their responsibilities in serving people released from prisons and jails?
11. Do partners share necessary participant information, within legal parameters, that supports supervision efforts and service delivery?
12. Does your agency have protocols, memoranda of understanding (MOUs or MOAs), standard operating procedures (SOPs), or other formal agreements with partners that address the following information-sharing issues:
 - a. identification of data to support evaluation measures
 - b. collection of data
 - c. storage of data
 - d. exchange of data
 - e. accuracy of data
 - f. use of data
 - g. confidentiality regulations and privacy policies

Resources

Council of State Governments. *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community*. New York: Author, 2005.

- Policy Statement 1: Encouraging Collaboration among Stakeholders, available at: www.reentrypolicy.org/Report/PartI/ChapterI-A/PolicyStatement1.
- Policy Statement 2: Developing a Knowledge Base, available at: www.reentrypolicy.org/Report/PartI/ChapterI-A/PolicyStatement2.
- Policy Statement 3: Incorporating Re-Entry into Organizations' Missions and Work Plans, available at: www.reentrypolicy.org/Report/PartI/ChapterI-B/PolicyStatement3.
- Policy Statement 4: Funding a Re-Entry Initiative, available at: www.reentrypolicy.org/Report/PartI/ChapterI-B/PolicyStatement4.
- Policy Statement 5: Promoting System Integration and Coordination, available at: www.reentrypolicy.org/Report/PartI/ChapterI-B/PolicyStatement5.
- Policy Statement 7: Educating the Public about the Re-Entry Population, available at: www.reentrypolicy.org/Report/PartI/ChapterI-B/PolicyStatement7.

The Urban Institute. *Sample Memorandum of Understanding*. Washington, D.C.: Author, 2005. Accessed February 11, 2009 at www.urban.org/reentry_mapping/Sample_MOU.pdf.

U.S. Department of Labor, Center for Faith-Based and Community Initiatives. *Ready4Reentry: Prisoner Reentry Toolkit for Faith-based and Community Initiatives*. Washington, D.C.: Author, 2006. Available at: safer.sbx.com/docs/PRToolkit.pdf.

Walters, Charles and Lilya Wagner. *Creative Partnerships that Support Inmate Reentry Programs: Involving Public, Private and Nonprofit Organizations*. Longmont, CO: LIS, Inc., 2007. Available at: nicic.org/Downloads/PDF/Library/period318.pdf.

Yoon, Jamie and Jessica Nickel. *Reentry Partnerships: A Guide for States & Faith-Based and Community Organizations*. New York: Council of State Governments Justice Center, 2008. Available at: www.reentrypolicy.org/jcpublications/reentry_partnerships_guidefile.

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Task Force & Collaboration

Discussion Questions:

- Do you have a reentry task force (council, committee, or group) that will help guide the development and implementation of your initiative?
- Who are your current partner agencies and organizations?
- What services do all current partners offer (including your agency)?
- What other services might be necessary for a successful reentry initiative that your agency or the current task force cannot provide?
- How can you go about creating partnerships with organizations that provide services that your agency or the current collaborative do not already offer?
- Does your agency have formal agreements or written procedures with task force members?
- Have you assessed what training and technical assistance your community partners will need in order to fulfill their responsibilities in serving people released from prisons and jails?

Questions and Answers



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