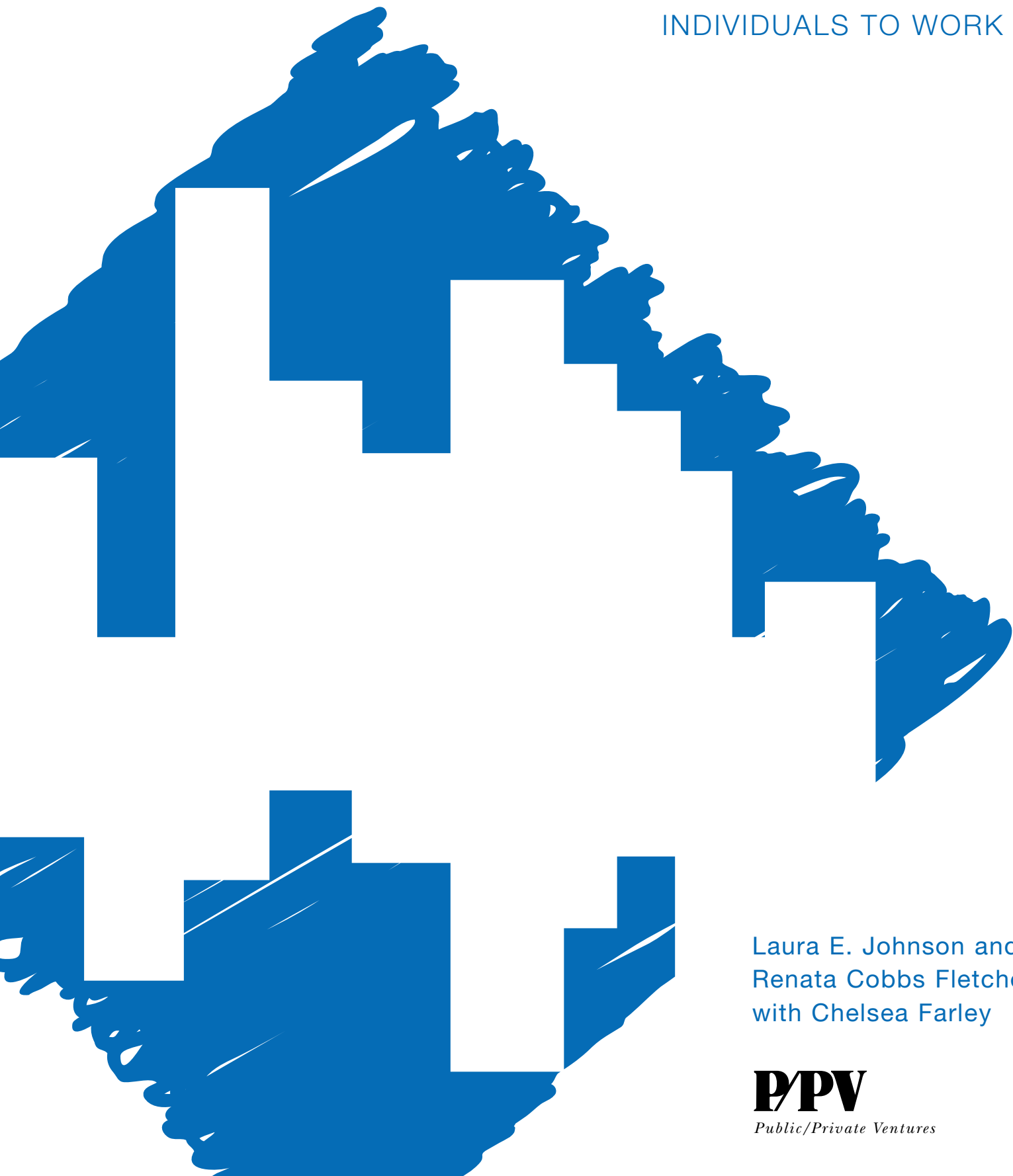


From Options to Action

A ROADMAP FOR CITY LEADERS TO
CONNECT FORMERLY INCARCERATED
INDIVIDUALS TO WORK



Laura E. Johnson and
Renata Cobbs Fletcher
with Chelsea Farley

P/PV

Public/Private Ventures

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Public/Private Ventures

Public/Private Ventures is a national nonprofit organization that seeks to improve the effectiveness of social policies and programs. P/PV designs, tests and studies initiatives that increase supports, skills and opportunities of residents of low-income communities; works with policymakers to see that the lessons and evidence produced are reflected in policy; and provides training, technical assistance and learning opportunities to practitioners based on documented effective practices.

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Mayor Gregory A. Ballard, Indianapolis, IN
 Mayor Michael R. Bloomberg, New York, NY
 Mayor J. Christian Bollwage, Elizabeth, NJ
 Mayor John DeStefano, Jr., New Haven, CT
 Deputy Mayor of Health and Human Services Linda I. Gibbs, New York, NY
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 Mayor Willie W. Herenton, Memphis, TN
 Deputy Mayor of Community and Human Development Salima Siler Marriott, Baltimore, MD
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Foreword: A Call to Act

by Fred Davie, President, Public/Private Ventures

The prison crisis is greater than ever, but so is our will to solve it.

The US incarcerates a greater percentage of our citizens than any other country—while we have only 5 percent of the world’s population, we have almost a quarter of the world’s prisoners.¹ Being the world’s leader in incarceration is a dubious distinction indeed, and the churning in and out of prisons and jails undermines programs established to lift up low-income communities, makes cities less safe and adds to the taxpayer burden. If we don’t implement solid strategies to help get former prisoners back on their feet, most will end up back behind bars.

Thankfully, some of our nation’s leaders are beginning to take important steps toward addressing reentry issues, and mayors are leading the charge. This leadership was made clear on February 28, 2008, when 150 mayors and city leaders, funders, academics and practitioners from more than 20 cities joined us at a national summit convened to tackle the challenges posed by prison and jail reentry. Because most inmates come from—and return to—urban neighborhoods, it is city lawmakers who witness the devastating toll of mass imprisonment and recidivism most vividly. The experiences and ideas that they shared at the Summit inspired and informed this report.

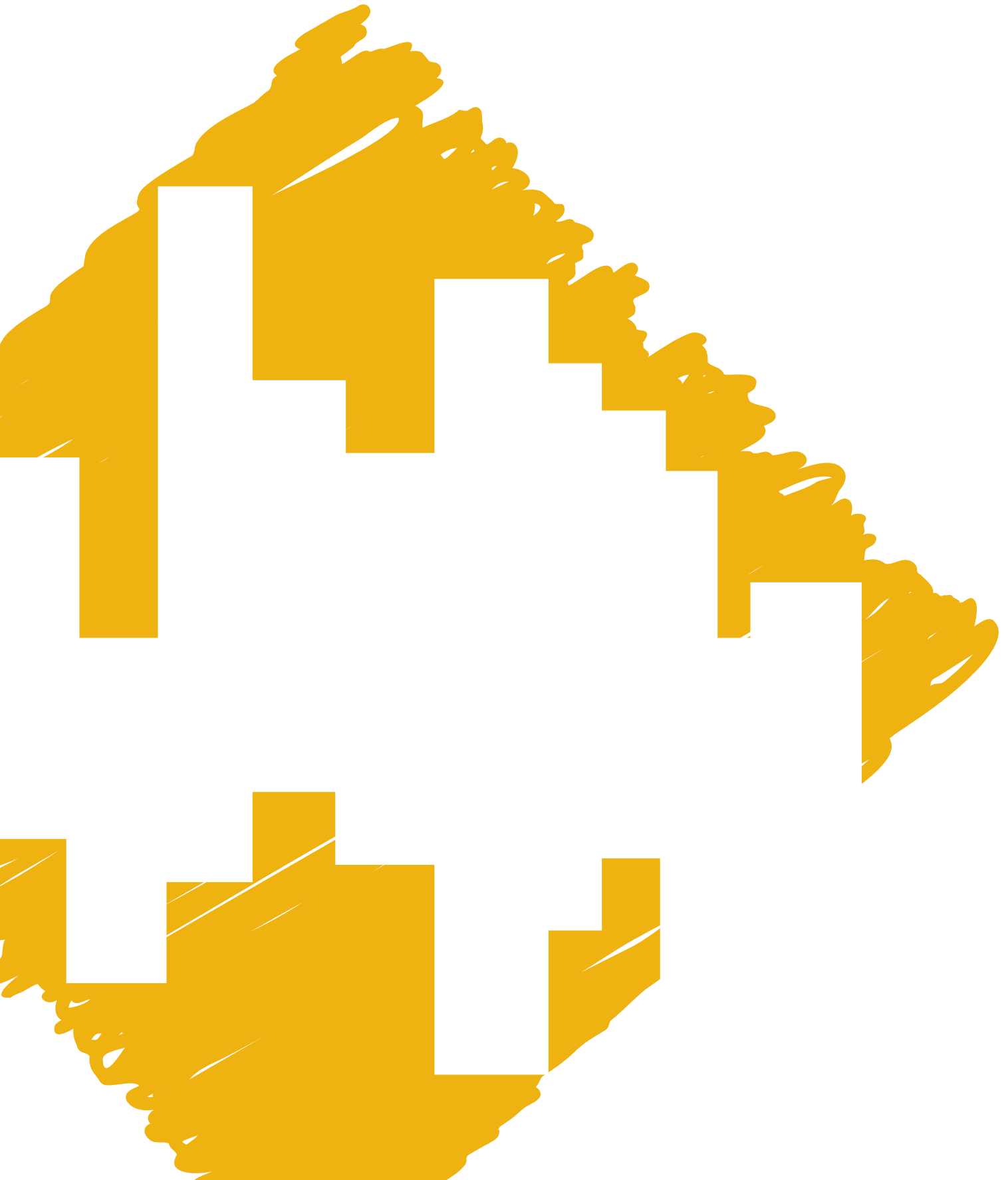
Many states have also begun to make progress on the issue, and there is momentum at the federal level as well, evidenced by the April 9, 2008, signing of the Second Chance Act. This legislation authorizes a new stream of funding for reentry programs and was finally passed, thanks to years of hard work by a bipartisan group of lawmakers in Washington.

These are promising developments, and we must seize the moment to push for further reforms.

Our goal should be to cut the national recidivism rate in half by 2012 by ensuring that formerly incarcerated people have access to the resources they need to successfully reintegrate into society. Urban policymakers need to make reentry a long-term priority: Cities should learn from one another’s experiences, partner with the right groups, work for change at the state and federal level, and invest in research to ensure reentry programs’ effectiveness.

While America is a proud leader in many things, let’s make sure incarceration is no longer one of them.

Introduction





Mayors Summit on Reentry and Employment, February 28, 2008.

On February 28, 2008, a group of 150 mayors, city leaders, funders, academics and practitioners from more than 20 cities gathered for the Mayors Summit on Reentry and Employment to share effective strategies for connecting formerly incarcerated individuals to work.⁷ The same day, The Pew Charitable Trusts released a sobering report that included new statistics on incarceration rates that gained media attention across the nation: “For the first time, more than one in every 100 adults is now confined in an American jail or prison.”⁸

Summit participants were well aware of the grim statistics. “Every year, since 1972, in times of war, in times of peace, in good economic times, in bad economic times, when crime is going up, when crime is going down, every year, we have put more people in prison,” Jeremy Travis, president of John Jay College of Criminal Justice, noted in his opening remarks. “We also tend to forget as a nation that, with the exception of those few who die in prison, they will all come back.” This year, some 750,000 men, women and teens will return from state and federal facilities—and many more from city and

county jails nationwide—most to already fragile communities, with few social supports, job leads or marketable skills.

Not surprisingly, the number who end up back behind bars is staggering: Approximately two out of three returning inmates are rearrested within three years of their release; just over half are reincarcerated.⁹ These high rates of recidivism contribute to escalating federal and state prison spending: Currently, American taxpayers spend more than \$60 billion a year on corrections.¹⁰

While the costs of incarceration are spread across local, state and federal governments, cities bear the brunt of the expense for policing struggling communities. People returning from jails and prisons are concentrated in urban neighborhoods—for example, in 2001 almost 60 percent of prisoners released in Maryland returned to Baltimore City,¹¹ and last year approximately 65 percent of parolees in New York State resided in New York City.¹² Beyond direct financial costs, there are also “opportunity costs” associated with broad swaths of

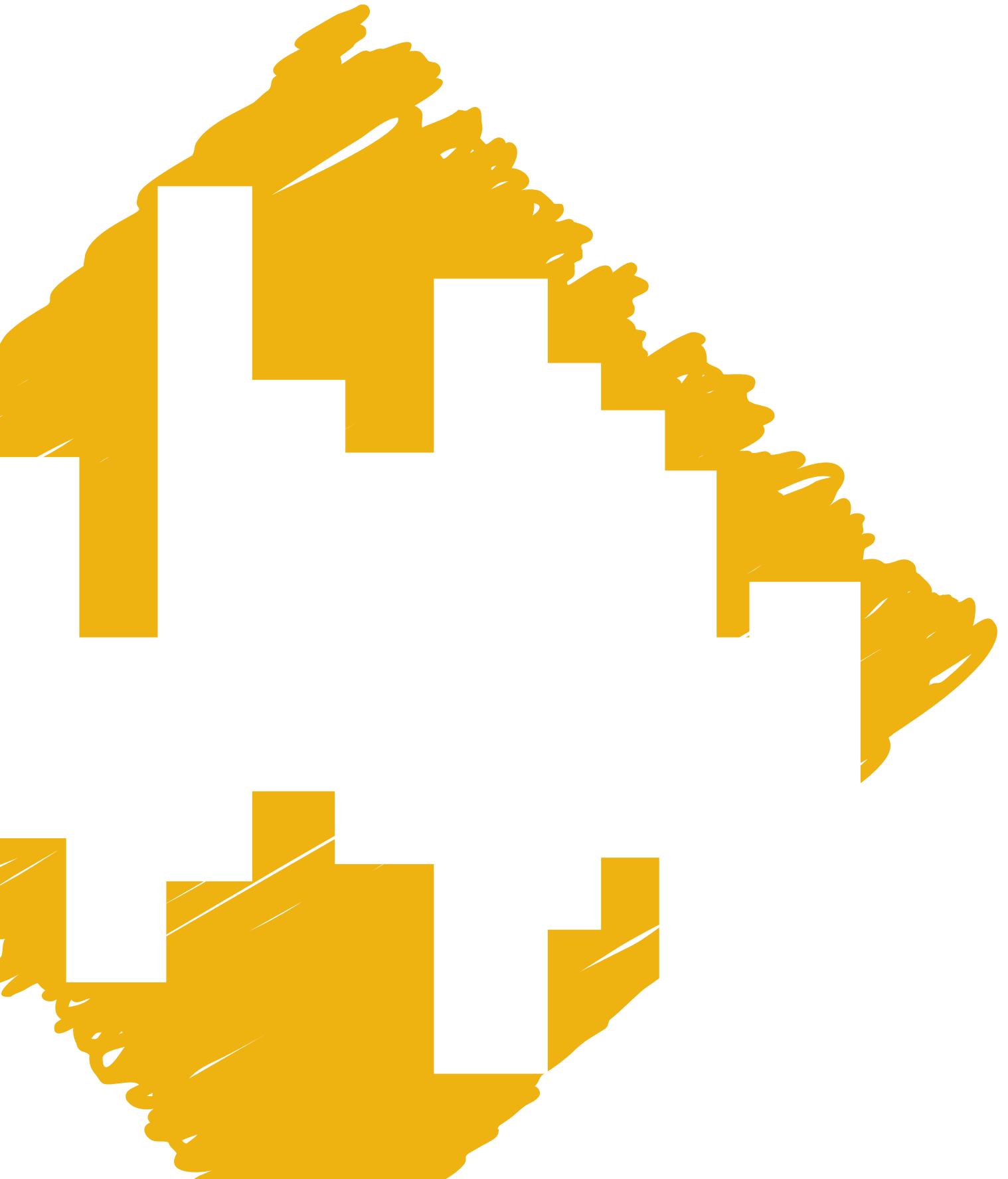
unemployed, unproductive citizens who have few options for creating better lives for themselves and their families.

To address this reality, Public/Private Ventures (P/PV), The United States Conference of Mayors (USCM), the Robert F. Wagner Graduate School of Public Service at New York University and the City of New York convened “From Options to Action: The Mayors Summit on Reentry and Employment” to begin a dialogue among city leaders about effective reentry strategies. The Summit opened with an address from Jeremy Travis, followed by presentations from New York City, Chicago, Boston and Baltimore about their approaches to reentry, along with discussions of federal and state advocacy and strategies to reduce legal barriers to employment led, respectively, by Gene Guerrero of the Open Society Institute and Ira Barbell from the Annie E. Casey Foundation. These presentations were delivered to a panel of academics and city leaders (mayors, deputy mayors and one district attorney), who were able to engage in a productive dialogue with the speakers that continued into afternoon working group sessions. Trenton Mayor Douglas Palmer, the current president of USCM, provided critical leadership throughout the day, and Mayor Michael R. Bloomberg of New York delivered a powerful keynote address. The Summit closed with reflections on the day from Michael Jacobson, the director of the Vera Institute of Justice.

Tom Cochran, the executive director and CEO of USCM, asserted in his opening remarks, “The success of this meeting will be what you take home.” We hope this publication will allow city leaders to build on the ideas shared at the Summit—to begin meaningful dialogue about reentry in their cities or to strengthen existing efforts. This report is not meant to be exhaustive but is intended to give cities a roadmap that points them to the many resources available from P/PV and countless other organizations that have sought out and tested effective reentry strategies. In addition to links throughout the report, we provide an appendix with a more comprehensive list of resources and organizations doing reentry work. We also include short “case studies” submitted by cities that were represented at the Summit or that we communicated with during its planning.¹³

The report is designed to provide cities with a framework for implementing a more coordinated, intentional approach to reentry that will foster long-term solutions. It should be useful to cities at various stages, from early planning phases to more advanced collaborative efforts. Not every strategy or reentry model included here will make sense in every context, but it is our hope that the ideas presented will provide a menu of options for city leaders determined to interrupt the revolving door of recidivism—and offer hope to returning prisoners, their families and communities.

1. Getting the Lay of the Land



The planning phase of any citywide reentry initiative involves crucial early steps: reviewing relevant research; identifying reentry stakeholders; evaluating the areas and populations most in need; leveraging mayoral support; and developing a strong messaging platform. These steps will create a solid foundation for the work to come.

Review the Research

As rates of incarceration have continued to skyrocket nationwide, available research on effective strategies for prison and jail reentry has also grown tremendously. Before beginning any reentry initiative, city leaders should consult the literature and potentially engage academics and thought leaders on the subject of what works and what doesn't.

Reentry Resources

- Center for Law and Social Policy: www.clasp.org
- The Fortune Society: www.fortunesociety.org
- Justice Center, The Council of State Governments: www.justicecenter.csg.org
- The Justice Policy Institute: www.justicepolicy.org
- Legal Action Center: www.lac.org
- MDRC: www.mdrc.org
- National H.I.R.E. Network: www.hirenetwork.org
- The National Institute of Justice: www.ojp.usdoj.gov/nij
- Pew Charitable Trusts: www.pewtrusts.org
- Prisoner Reentry Institute, John Jay College of Criminal Justice: www.jjay.cuny.edu/centersinstitutes/pri/x.asp
- Public/Private Ventures: www.ppv.org
- Urban Institute, Justice Policy Center: www.urban.org/center/jpc/index.cfm
- Vera Institute of Justice: www.vera.org

For a more complete list, please see the Appendix on page 50.

Identify the Stakeholders

As conversations during the Summit made clear, the first priority for cities beginning to address reentry is to establish an understanding of the many players who are involved in reintegrating formerly incarcerated people into local communities. In addition to those who are already doing this work, city leaders should think broadly about who else could be a valuable ally. Along with local departments of corrections and probation and community- or faith-based organizations with a reentry focus, a range of partners should be considered during this planning phase:

- **City agencies.** While cities' specific agency structures differ, the agencies that oversee corrections, probation, child welfare, child support, public housing and public benefits (cash assistance, food assistance, Earned Income Tax Credits, etc.) should be brought to the table. It is also worth including other government entities that can provide connections to the business community or access to job training, such as Workforce Investment Boards and One-Stop Career Centers.
- **State and county officials.** In most cities, jurisdiction over the local jail is not a function of city government, so identifying key collaborators in the county jail system is a critical step, as is working with state corrections and parole officials.
- **Community-based organizations (secular and faith-based).** Broadly speaking, these organizations, which have knowledge of and access to the local community, can provide mentoring, social services, job training and job placement services.
- **Local educational institutions.** These can include GED programs; alternative high schools for delinquent youth; providers of adult basic-education classes; community colleges; specialized work-learning programs for youthful offenders; vocational and technical schools; and training programs tailored to the reentry population. Public libraries also play a key role in many communities by helping low-income people access Internet and job-search resources.

- **Business associations/employers.** Invaluable partners for reentry and employment organizations, both business associations and individual employers can provide access to jobs and career and wage advancement.
- **Universities and academics.** Nearby colleges and universities can help provide research assistance or form student organizations dedicated to promoting awareness of the issue.
- **Formerly incarcerated individuals and their families.** Those who have had firsthand experience with coming home from prison or jail provide an important voice in any conversation about reentry services.

Once a comprehensive list has been established, city leaders will be able to more accurately assess the work that is—and is not—already being done in their city. This process lays the groundwork for effective collaboration (see *Assembling a Task Force* on page 21).

Reentry Mapping Resources

- The Reentry Mapping Network, a project of the Urban Institute, is “designed to create community change through the mapping and analysis of neighborhood-level data related to reentry and community well-being.” More information, and an “action research guidebook” on mapping, can be found at: www.urban.org/projects/reentry-mapping/index.cfm.
- Since 1997, the National Institute of Justice’s Mapping and Analysis for Public Safety (MAPS) program has supported research into spatial aspects of crime and mapping and analysis for evaluating programs and policy. MAPS also develops data sharing, mapping and spatial analysis tools. More information can be found at: www.ojp.usdoj.gov/nij/maps/.
- The Police Foundation has developed a guide for outlining spatial trends associated with reentering populations, including the locations of returning individuals, reentry services and resources, and parole offices. *Mapping for Community Based Prisoner Reentry Efforts: A Guidebook for Law Enforcement Agencies and Their Partners* can be accessed at: www.policefoundation.org/pdf/mappingreentryguidebook.pdf.

Identify the Need

Community data mapping can prove useful to cities trying to effectively target services and programs to people returning from incarceration. In addition to the resources provided here, websites of state and county departments of corrections can provide a wealth of information.

Targeting Neighborhoods

In every city, certain neighborhoods absorb more returning prisoners than others. Generally, these are low-income communities struggling with a host of interrelated problems—unemployment, poverty, crime, social isolation. For example, statistics gathered by the Urban Institute show that, in the state of Illinois, not only are releases most highly concentrated in Chicago, but a substantial portion (34 percent of those returning to the city) are going back to 6 of 77 Chicago communities.¹⁴ In Cleveland, a similar pattern emerges: 28 percent of those returning go back to only 5 of Cleveland’s 36 communities.¹⁵

City leaders may be well aware of the communities of high-density return, but efforts to quantify and document these patterns can be valuable: They provide concrete guidance about where to concentrate efforts and what types of resources exist or must be developed to do so. The results can also inform your list of stakeholders—those living and working in the most affected neighborhoods will be critical to include in any planning process.

Targeting Populations

Pinpointing specific subsets of the reentry population that are most in need of services can also help guide how cities should invest. Much research has been done to identify the distinct needs of these various groups—and targeted services may be more effective. Summit participants touched on some of these distinctions:

- **Women.** Since 1980, the population of women prisoners has been growing at twice the rate of men, and, in 2006, it increased at its fastest clip in five years.¹⁶ In addition to the obstacles all ex-prisoners face, women returning from incarceration often contend with distinct challenges, including greater pressure to support a family, child custody issues, fewer economic resources and histories of sexual and physical abuse.

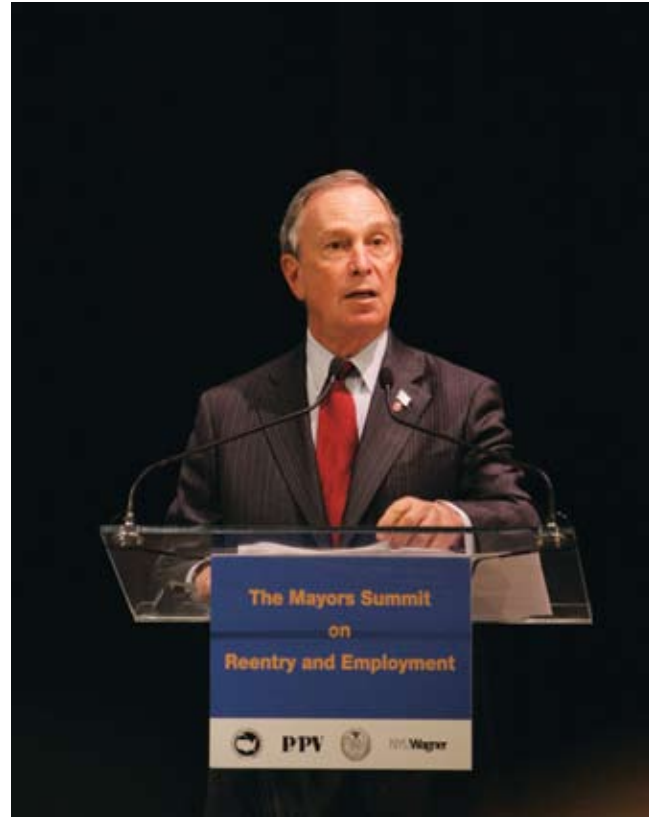
- Jail Population.** A report commissioned by the Urban Institute's Jail Reentry Roundtable in 2006 notes that jails differ from prisons in their shorter length of stay, higher number of people who pass through each year, higher rates of recidivism and the greater difficulty of providing pre-release services to this population.^{17, 18} The Urban Institute recently released a report profiling 42 jail reentry strategies from across the country, with an emphasis on community collaboration. *Life after Lockup: Improving Reentry from Jail to the Community* and an accompanying toolkit for jail administrators are available at www.urban.org.
- Youth.** The Urban Institute has also done work related to youth reentry. According to research it released in January 2004, each year approximately 200,000 juveniles and young adults age 24 and under return from secure juvenile correctional facilities or state and federal prison.¹⁹ The Urban Institute notes: "Because young people in their teens and early twenties undergo considerable physical, mental and emotional changes, the process and experience of youth reentry may fundamentally differ from what adults face."²⁰
- Parents.** According to Bureau of Justice statistics gathered in 2000, on any given day 7.1 million children have a parent in prison or under state or federal supervision.^{21, 22} Returning parents must deal with child support obligations that accrue as they serve time, in addition to the challenges of reconnecting with their children and negotiating complex family relationships.

Leverage the Mayor's Support

"You don't have to raise a bunch of money—it's a question of leadership on the part of the municipalities."

—Ira Barbell, senior associate at the Annie E. Casey Foundation

Mayors have the political capital to make reentry a part of their cities' agendas and can hold partners and city agencies accountable for their successes and failures. The discussions at the Summit suggested that while reentry may not be an easy issue



Mayor Michael R. Bloomberg on Why Cities Should Invest in This Issue

"This is an issue that we all have a stake in. Because if someone leaving our jails and prisons decides that the only way he or she can survive is by breaking the law again, then everyone's safety is at risk.... It's in everybody's interest to make sure we do everything we can to get to these young men and women who go through our criminal justice system, get them the education they need, so that's not the only way that they can feed themselves.... We have to understand that people need our help and that we should do it for compassionate reasons, but there's also a great economic reason. If we want to leave our children a better city, a better country, a better life, we've got to stop this turnstile justice."

for mayors to tackle, their involvement is essential. As Mayor Willie Herenton of Memphis asserted, “The mayor is probably in the most pivotal leadership role to set the tone for acceptance of reentry than any other political leader in our community. If that mayor is passionate about it, if that mayor has authority, if that mayor has connections with the corporate community—you can make a difference.”

Because citywide reentry initiatives require intense collaboration among a variety of stakeholders (both public and private), a clear vision and commitment from the top will be necessary to inspire action, monitor results and make midcourse corrections to the overall strategy. Collectively, mayors may also be able to advocate for policy changes at the county, state and federal levels that drastically affect cities’ ability to effectively address the needs of returnees.

Mayors can:

- Insist that relevant city agencies make reentry a priority.
- Create mechanisms for city agencies to collaborate, and establish goals and benchmarks to ensure accountability among the partners.
- Leverage relationships with the business community, and work reentry issues into existing economic development efforts.
- Urge community-based organizations to play a role in the city’s reentry efforts.
- Be a public champion for the issue, using this influence to encourage collaboration with county, state and federal agencies.
- Advocate for change, as needed, in county, state and federal policies.

Jeremy Travis, President of John Jay College of Criminal Justice, on Why Mayors?

Now, an observer could reasonably ask, why should mayors care about prisoner reentry; after all, aren’t prisons and parole a function of state government, state legislatures and colleagues at the state level? And in many jurisdictions, jails and probation supervision are the functions of counties or another form of government. So, why should a mayor take on issues that are the domain of other elected officials?

I think the answer to these questions is quite simple. Around the country, mayors have decided to get involved in reentry policy because they recognize that the well-being of their cities and in particular of the communities that are struggling with the greatest burdens of disadvantage is inextricably linked with the operations of our society’s systems of incarceration and community supervision.... So the involvement of mayors is an important political development.

Mayors are important for a second reason. They have authority over services that are essential to successful reentry.... The most robust and interesting innovative models of supervision are now community based, with the [parole or probation] officer playing [the] role of service broker, combined with network manager—and sometimes even community organizer. In this model, it is important to bring all the right resources to the table: housing, employment, health care, child welfare. And the institutions of community: the faith institutions, the civic associations. Many of these, particularly service agencies, are under mayoral control. So the mayor is important for that reason, as well.

But I want to argue to you that this role of mayor extends far beyond that of a leader or manager. I believe that, to be effective, the mayor must see the links between incarceration and critical policy goals that are part of his or her local mandate. An effective mayor, in my view, will realize the following truths:

The truth that to reduce homelessness in his or her city, it is critical to ensure that people not leave prison or jails and go straight to homeless shelters....The truth that to reduce poverty and improve employment outcomes for those hardest to employ, we must see the connection between imprisonment and unemployment and develop transitional job programs to counteract the harmful effects of incarceration on lifetime earnings. The truth that to reduce drug use, we must recognize that three quarters of the people in prison or in jail have histories of drug addiction—ensure that they receive treatment while in prison or jail and provide priority access to drug treatment during reentry to reduce the high rate of relapse. And finally, an effective mayor, interested in reducing crime rates, will understand the importance of securing the safe return home of thousands of individuals who come back from prison or jail each month....

The involvement of mayors represents a tremendous asset to us (in this work).

Develop a Messaging Platform

“I really feel in many respects this is a political question.... So, how do you build political consensus for these things, particularly if you’ve got different bureaucracies and elected officials that are not [in] the place where the crime occurs or where the folks are discharged?”

—Mayor John DeStefano, Jr., New Haven

During the Summit, there was much discussion about how to build political support for reentry initiatives. The press has tended to focus on sensationalizing criminals, with an “if it bleeds, it leads” mentality, reinforcing society’s fears about “ex-cons.” As the Urban Institute has noted, “For many citizens, the issue of prisoners and their return to society may be met with fear; media coverage of released prisoners committing heinous crimes makes up the extent of many people’s knowledge of criminal offenders.”²³ In his keynote address, Mayor Bloomberg asserted, “This is an issue that most politicians have traditionally turned their backs on and continue to neglect.... It’s not just a complex problem. Politically, it’s a ‘third rail;’ people leaving jails and prisons are not a powerful constituency.” With this public opinion backdrop, what is needed to galvanize political support for prisoner reentry programs? A strong message.

Hone Your Argument

Mayor Palmer of Trenton told a familiar story at the Summit: “When we started our reentry program, people would come up to me, saying, ‘Well, I haven’t committed a crime. I haven’t done nothing,’ they said. ‘Mayor, what do I have to do? Rob somebody to get a job?’” While the reentry issue poses unique messaging challenges, it is clear from the dialogue that took place at the Summit that city leaders have been able to articulate important and compelling reasons to support prisoner reentry programs, including:

Saving taxpayers’ money. Effective reentry strategies have the potential to reduce annual incarceration costs, which range from \$44,860 (in Rhode Island) to \$13,009 (in Louisiana),²⁴ with an average cost of

\$23,000 per year.²⁵ And, as Gene Guerrero, senior policy analyst at the Open Society Institute, noted: “There are 13 states now where they spend more than a billion dollars a year on corrections. In California, it’s \$8.8 billion a year.” Connecting formerly incarcerated people to the labor market also generates new revenue by turning individuals who might have been a drain on the economy into taxpaying citizens. As Linda Gibbs, New York City Deputy Mayor for Health and Human Services, explained at the Summit, “The cost of not doing is higher than the cost of doing. And the investments in the training, transitional work support and housing assistance is lower than the cost of reincarceration, shelter stays and emergency room treatment that they’ll receive without services.”

Hidden costs of incarceration and recidivism. The costs aren’t all financial—and aren’t only borne by those who cycle in and out of the correctional system. As New York City Commissioner of Correction and Probation Martin Horn noted, “The cost of these men exiting these communities is devastating the family structure and forming a whole cascade of issues around children and academic performance and their social skills. And I think that there’s good tracking of how communities have been impacted by the loss of these men—what it means to their neighborhoods.”

Public safety. More and more, leaders are realizing that reentry programs—once denounced by some policymakers as “soft on crime”—are actually an indispensable part of any broader effort to promote public safety. During the Summit, Brooklyn, NY, District Attorney Charles Hynes, who has spearheaded a number of innovative reentry and diversion programs, asserted: “People have to understand this is all about public safety: Six out of ten people go back to prison within three years, and they don’t go back for jaywalking. They go back because they reoffend.” Effective reentry programs can prevent crime and keep neighborhoods safe.

Community benefits. Providing support to this population results in tangible benefits for the rest of the community: Commissioner Horn stressed that reentry must be “in the context of community building.... Your ability to attract economic development, your ability to attract business, is a function

of your ability to deal with crime. And this is part of breaking the cycle of criminality.... You have to find a language to talk about it in that context.”

A good message should be clear, concise and compelling; it should be easy to repeat and for all partners to confidently articulate.

Jean Lewis, Deputy Director of the Mayors Office on Criminal Justice, on the Reality of Reentry at Baltimore’s Reentry Center

“I think you only have to go to this place one time to see how many people there are waiting in line right at 8:30 in the morning when it opens. How many people are in the computer labs, I mean, truly trying to change the path that they were on. And I think that’s something that can really combat...this whole notion that it’s not politically possible to get everybody interested in doing this...that we’ve got a bunch of couch potatoes who aren’t trying to change their lives. It’s just not true for a lot of the people.”

Be Strategic

Armed with solid arguments, city leaders can generate public support for reentry initiatives. Summit participants discussed a number of strategies that can be used as part of an intentional public relations effort to inform citizens, employers and legislators of the benefits of investing in this population. These include:

- **Focus on success stories.** Encourage media coverage of individuals who have turned their lives around after incarceration by widely distributing press releases that celebrate success. These stories help put a “human face” on the reentry issue, making it easier for the average person to relate to those returning from incarceration.
- **Nurture relationships.** Reach out to journalists who cover these issues, as they can be important allies in promoting reentry strategies. Pitch positive stories, and think broadly about the types of stories that might have a reentry angle. For example, as part of National Public Radio’s yearlong series Housing First, ex-prisoners were identified as a target group that has dire housing needs, bringing the issue to a national audience.²⁶
- **Tie reentry to other popular mayoral priorities.** For instance, in Chicago, Mayor Richard M. Daley has been working to incorporate rehabilitating those returning from prison and jails into his “green initiatives,” which focus on environmental sustainability.²⁷
- **Seek out allies.** A number of organizations work to improve public perceptions of formerly incarcerated people and to shed light on successful reentry initiatives, such as:
 - The Reentry National Media Outreach Campaign: www.reentrymediaoutreach.org
 - Human Media: www.humanmedia.org
 - 360 Degrees: www.360degrees.org
 - Center for Social Media: www.centerforsocialmedia.org

Combat “NIMBY” (Not In My Back Yard) Attitudes

Even if a strategic messaging campaign is able to galvanize general public support for reentry initiatives, individual citizens might be reluctant to hire someone with a criminal record at their own business or support the development of long-term housing for returnees in their neighborhood. Several promising public outreach and community involvement strategies have emerged to address this issue, for example:

- The Ohio Department of Rehabilitation and Correction has established a network of “Citizen Circles,” with the understanding that “citizen participation and guidance is essential for correctional practices inside and outside institutions.” The goal of the Circles is to allow formerly incarcerated individuals and their families to “develop relationships with members of the community and together develop a plan to help the offender become accepted as a productive citizen and member of the community.”²⁸ See www.drc.state.oh.us/web/citizen/citizencircle.htm for more information.
- In 2004, Centerforce, a community-based organization in California, initiated the “Ex-Prisoners Are Family Too” campaign to combat the social stigma formerly incarcerated individuals often face upon their return. The ads feature family

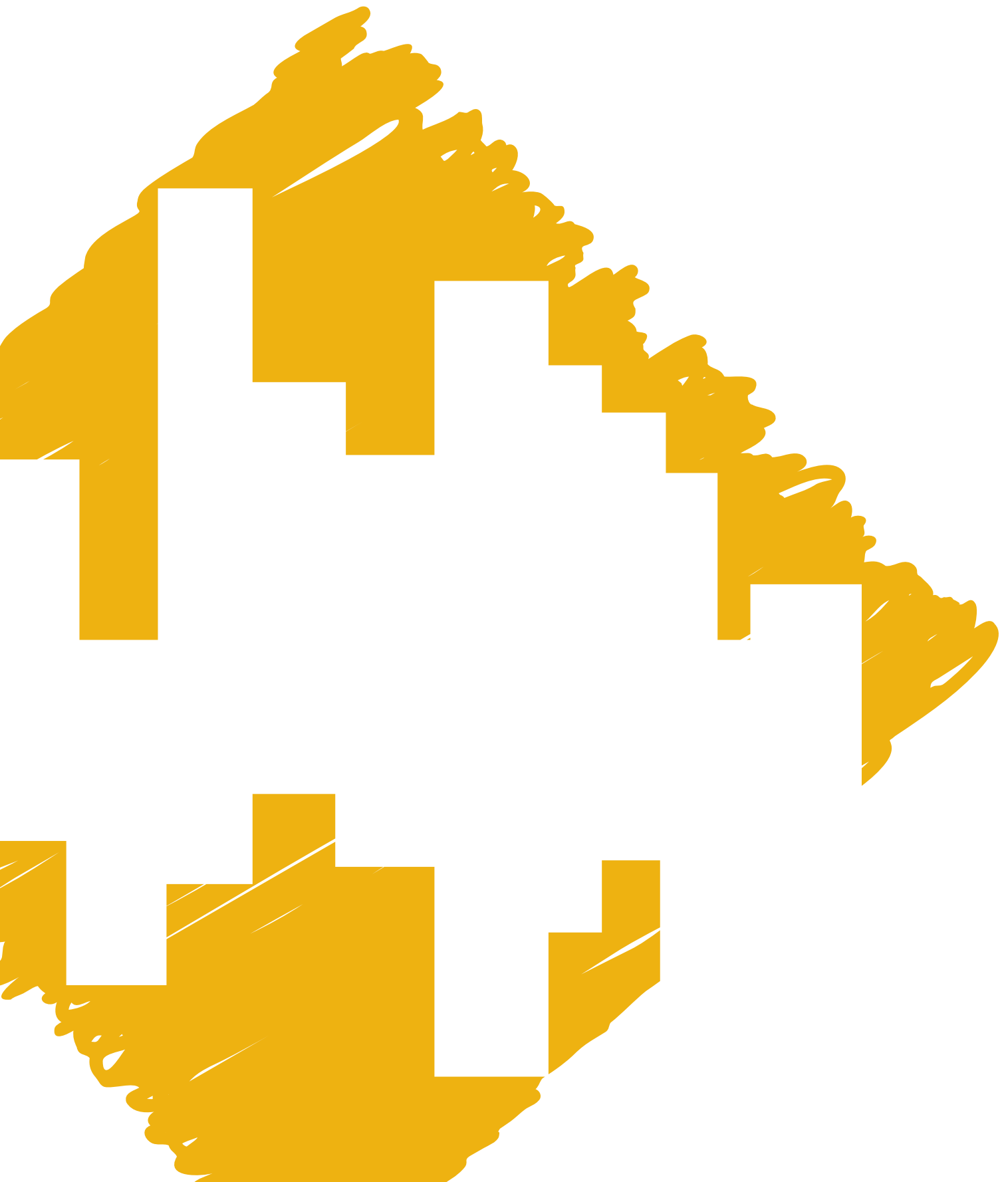
members of individuals returning from prison—a son, a brother and a wife—with slogans encouraging public support for programs that will help provide “a job, a place to live and healthcare” for their loved one. The ads appear on billboards, bus shelters, subway interiors, in print and online. See www.centerforce.org/edMaterials/posters.cfm for more information.

- The PastForward public marketing campaign was recently launched by Baltimore’s Job Opportunities Task Force with the slogan “Hiring ex-offenders is good business.” Using a variety of outlets, the campaign’s goal is to encourage employers to think about employing formerly incarcerated people as a smart business decision, not charity. See www.pastforwardmd.org for more information.



Pastforward marketing campaign.

2. Assembling a Task Force



Throughout the country, as the number of men and women returning from jails and prisons each year continues to grow, many cities have begun to address the issue by establishing reentry “task forces.” These task forces have taken a variety of forms—experts who come together to study the issue and make official recommendations or groups that meet regularly to share data and address local challenges and opportunities.

Convene the Members

Regardless of the structure and explicit purpose set for the group, any task force should involve the key stakeholders identified during the planning phase (see page 14). Summit participants stressed two groups that tend to be overlooked during this process:

The Business Community

Encouraging local business leaders to serve on your reentry task force and engaging local employee associations, such as the local chamber of commerce, can prove critical to success for a variety of reasons. Aside from providing valuable insight into the needs of the employers in your city, these businesses can become active partners to local organizations working to place returning individuals in jobs—participating in mock job fairs or providing feedback on program strengths and weaknesses.

They are in a unique position to address potential anxieties and open doors for returnees, as they can help introduce other businesses to the benefits of employing former prisoners.

Washington, DC, has developed a task force that focuses specifically on engaging the local business community. Spearheaded by Mayor Adrian Fenty in April 2008, the DC Ex-Offender Workforce Development Taskforce comprises the DC Chamber of Commerce, area trade unions, retail business establishments and public stakeholders. The group’s main objectives are to educate the business community about reentry issues and build collaborative alliances that will support the employment of returning residents of the District.²⁹

Beyond engaging local small businesses, there was much discussion during the Summit about how to engage “Fortune 500” companies as partners in hiring formerly incarcerated individuals. Mayor Herenton of Memphis emphasized, “I have been attempting as a mayor [to] break the barriers among the Fortune 500 companies.... I think there’s a whole new arena of partnerships somehow or another.” While several city leaders and practitioners mentioned that they typically worked with more small to midsize businesses, taking such partnerships to the “next level” was certainly of interest. Together, mayors may be in a good position to collectively work toward convincing larger businesses of the benefits of partnering with employment and training organizations to recruit and hire formerly incarcerated people.

Washington DC’s Office on Ex-Offender Affairs (OEOA)

In 2006, city leaders, activists and other concerned District residents advocated for the establishment of an office at the cabinet level that would be solely responsible for advising the Executive of the interests, cares and concerns of the District’s formerly incarcerated population. Once elected, Mayor Adrian Fenty, who had worked to develop the legislation as a City Council Member, established the OEOA in the Executive Office of the Mayor.

The OEOA employs 3 full-time equivalent staff, along with approximately 15 regular and volunteer trained counselors who provide assistance with housing, employment, education/training, health and substance abuse treatment. The OEOA has a strong outreach component that involves participation in community and town hall meetings, door-to-door outreach, and establishing and maintaining numerous community partnerships.

Formerly Incarcerated Individuals

The importance of engaging formerly incarcerated individuals also should not be overlooked. These individuals have first-hand experience with the challenges of reentry—a perspective that can be invaluable for task forces focused on reentry policy and programming.

Many city leaders have also applied this logic by filling positions related to reentry with individuals who have been in the correctional system. Recently, Philadelphia Mayor Michael Nutter appointed Ronald L. Cuie, who was formerly incarcerated, to serve as the director of the Mayor’s Office for the Re-Entry of Ex-Offenders. Similarly, in Indianapolis, Mayor Gregory Ballard selected Rev. Olgen Williams as his first deputy mayor; Williams, who was incarcerated, has spent the last 12 years running a faith-based organization in Indianapolis that gave him a second chance.³⁰ In Washington, DC, Mayor Fenty recently created the Office on Ex-Offender Affairs and selected Rodney C. Mitchell, who served time in prison, to act as its director.

Establish a Framework

Regardless of the group’s format and who is involved, any task force should examine relevant case studies about promising practices, as well as credible research about what works and what doesn’t. In addition, ensuring that the task force has the following components in place at the start will be critical to success:

- **Stated focus.** Decide as a group what the task force will focus on, whether it be one specific issue, such as health or housing for returning individuals, or a broader agenda, like assessing reentry needs for all populations throughout the city.
- **Clear set of goals and timeline for when they will be accomplished.** Establish if the task force will ultimately be responsible for implementation, or if it will just make recommendations to be carried out by others. Set a realistic timeline with finite goals to be accomplished at each point in time.
- **Common measures of success.** Determine how members of the task force will know when they have achieved set benchmarks and what measures of success they will use.
- **Designated roles and responsibilities.** Make it clear who is accountable for what, and who is ultimately in charge. This will likely depend on your city’s governance structure, but it should be someone with substantive experience (especially if there is an implementation component) as well as the influence and power to get people in the room and make things happen.
- **Ongoing interaction.** Regular meetings should be scheduled for all players both during the planning phases and after recommendations have been made (or implementation has taken place) to ensure continued effectiveness.

Learn from Other Cities’ Experiences

Many cities have implemented reentry task forces, and their experiences provide valuable lessons. When leaders from different municipalities are willing to “compare notes” and speak frankly about what has worked and what hasn’t, their efforts will be greatly strengthened.

Some examples of city task forces are described below:

- **Baltimore, MD.** In October 2002, under the direction of former Mayor Martin O’Malley, the Mayor’s Office of Employment Development (MOED) facilitated the creation of the Baltimore Citywide Ex-Offender Task Force. The Task Force membership grew to include more than 100 government agencies—state and city—and community partners. Through work in committees, task force members explored the challenges formerly incarcerated individuals faced and presented their findings and recommendations in a comprehensive report issued by MOED in December 2003.³¹ Since that time, Mayor Sheila Dixon has convened a Mayoral Prisoner Reentry Implementation Council—a consortium of the leaders of various local agencies, representatives of the state criminal justice system, and representatives of several local foundations—that is charged with implementing the Task Force’s recommendations. The Council, which is facilitated by the Mayor’s Office on Criminal Justice, includes a working jail reentry subcommittee.³²

- **Elizabeth, NJ.** In Union County, NJ, where the city of Elizabeth is located, there are two county task forces hard at work. One of the task forces is run by the State Parole Board, and the other is run by county agencies. These task forces are focused on specific prisoner reentry issues, such as driver's license restitution, criminal record expungement and expungement of child support arrears. In the years to come, the task forces "might become more formalized and focused on developing a countywide strategy for prisoner reentry and on advocating at the local, state and national levels for resources to support this reentry strategy."³³
- **Newark, NJ.** Mayor Cory Booker has assembled a team of experts to advance the city's reentry agenda. With public and private dollars, the city has already established a One-Stop program at Essex Community College to deliver needed social services. Going forward, they plan to work to build the capacity of local community- and faith-based organizations to deliver a set of core services, including case management, employment training and placement, mentoring and other social supports.
- **Oakland, CA.** The city's Project Choice program, which provides supports for young returnees, is led by the Reentry Steering Committee (RSC). In addition to providing guidance for the program, the RSC also "works to affect the systems change necessary to create conditions for success for returning prisoners." Made up of representatives from across city, county and state agencies, the Steering Committee also includes program participants and their families. Project Choice is a program of Oakland's Department of Human Services.³⁴
- **Providence, RI.** Initiated by the Mayor's Office, the Providence Reentry Steering Committee was established to create a coordinated and comprehensive approach to delivering services to formerly incarcerated people. The Steering Committee plans to establish two types of working groups, one around program areas (such as housing and employment) and another for specific communities with high concentrations of returnees. The working groups will address both policy and implementation of reentry services.
- **San Diego, CA.** The San Diego Reentry Roundtable convenes on a monthly basis in the offices of the San Diego County District Attorney. Its members "represent every facet of the criminal justice system—from correctional institutions, parole, probation, law enforcement, faith-based and community-based organizations, to governmental agencies, researchers, universities, former prisoners and family members."³⁵ The Roundtable does not provide direct services but aims to "promote best practices and eliminate barriers to successful reentry."³⁶
- **San Francisco, CA.** The city of San Francisco currently has two councils dedicated to prisoner reentry. The first council, the San Francisco Reentry Council (SFRC), is made up of agencies from across the city and focuses on employment, working with the local business community to connect nonviolent offenders with training and jobs. The second council, the Safe Communities Reentry Council (SCRC), includes formerly incarcerated individuals, city, state, and federal partners, and community- and faith-based organizations; it focuses on improving programs and policies related to safe and successful reentry of adults from county jails and state and federal

New Haven's Emerging Reentry Efforts

As of March 2008, the City of New Haven had begun seeking funding to create and support a reentry agenda that would couple a citywide reentry strategy (coordinated out of City Hall) with a neighborhood-based pilot informed by best practices. The pilot will focus on holistically addressing needs of returnees and building capacity in the communities where high rates of recidivism have the greatest impact. A "community advocacy" component will also be part of the pilot, based on the premise that "former inmates can offer unique insights into the challenges and benefits of community reintegration." The project also hopes to create collaborative relationships with local and state law enforcement agencies that have supervisory authority among the reentry population to ensure public safety and success for those returning to the community.

prisons. Legislation is currently being considered to integrate the two councils into a single Reentry Coordinating Council, which would coordinate reentry policy, planning and ex-offender services in the city.³⁷

- **Washington, DC.** In 2003, the District’s public and community reentry stakeholders formed the District of Columbia Reentry Steering Committee (the Steering Committee) to develop and implement a strategic plan for the successful reintegration of District returnees. The Steering Committee meets quarterly and is composed of representatives from the following local and federal agencies: the Department of Corrections, the Court Services and Offender Supervision Agency (Parole), the Criminal Justice Coordinating Council, the Executive Office of the Mayor, the Office of the Attorney General, the Federal

Bureau of Prisons and more. In 2004, the Steering Committee released its Comprehensive Strategic Plan, which included recommendations on pre-release planning, public education, legislation, housing, and education and training. Since that time, the District has created a One-Stop Reentry Service Center, developed transitional housing partnerships, implemented educational and vocational training programs for returning residents, and passed legislation that supports reintegration.³⁸

Mayors and other high-level officials will play a pivotal role in ensuring that agency leaders and community-based partners keep focused on shared goals. As Angela Rudolph, Assistant to the Mayor of Chicago, explained: “We were fortunate in that those who headed up these very large systems decided to make reentry one of their top priorities.”

Chicago’s Mayoral Policy Caucus on Prisoner Reentry

Launched in 2004, the Caucus’ goal was to assess and recommend reforms and innovations to facilitate successful reentry for Chicagoans with criminal records. Convened by Mayor Daley, the group focused much attention on what the City of Chicago could do to improve reentry outcomes. However, the Caucus agreed that discussions should not be limited only to those reforms that were under the jurisdiction and control of the Mayor. If the core mission was to really rethink and revamp the reentry process, the Caucus needed to consider all aspects of the process.

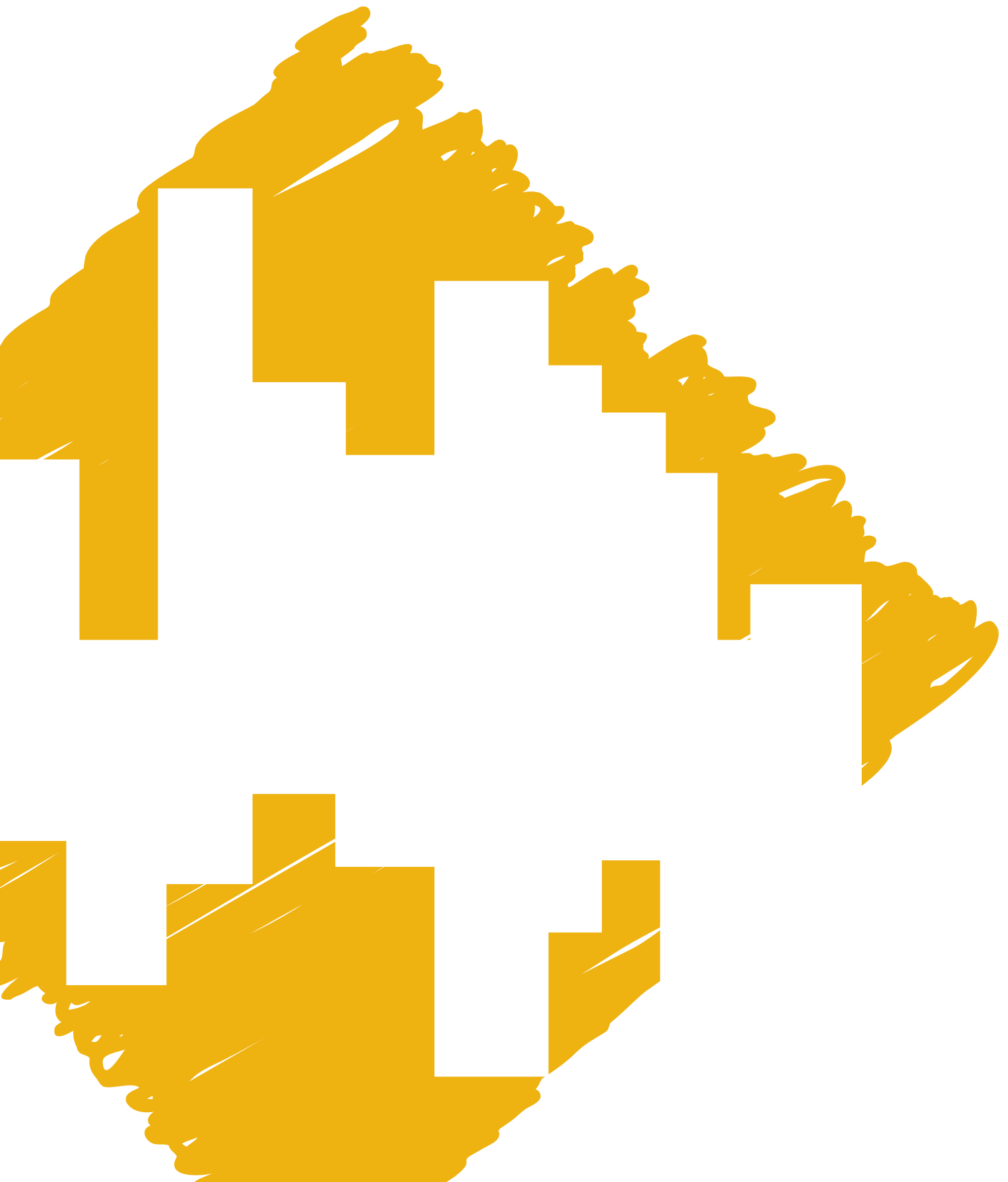
Consisting of 70 to 80 leaders from government, business, civic associations, community and faith organizations, foundations, universities, social service agencies, advocacy groups as well as formerly incarcerated individuals and their relatives, the Caucus met during the course of a year, tapping local and national resources, speaking with leading reentry experts and working to identify priorities and develop recommendations.

One of the Caucus’ insights was that it would have to make choices to narrow the scope of discussion and thus focus on a manageable set of issues. To this end, members chose to concentrate on four specific priority areas: Employment, Health, Family and Community Safety. The Caucus also decided to focus primarily on individuals who have been incarcerated in state correctional facilities, though Caucus members raised concerns pertinent to county jail when appropriate.

Thus far, the Caucus has recorded a number of significant achievements, based on recommendations made in the Caucus’ final report:

- Adopting internal guidelines for the City of Chicago’s personnel policies regarding criminal background checks, and advocating for fair employment standards.
- Encouraging more “demand-side” approaches to job training designed in partnership with employers and customized to meet their needs.
- Promoting and supporting transitional jobs programs and social enterprise initiatives.

3. Making Collaboration Work



Summit participants acknowledged that there are differing ideas about who should bear primary responsibility for reentry efforts. While some are convinced the federal government should fill this role, many federal officials believe that, having “gotten the ball rolling,” states should step up to the plate. States have shown varying degrees of interest in prisoner reentry, and many city governments feel frustrated with a lack of state support for reentry initiatives. Meanwhile, there are those who

assert that private foundations also need to play a greater role in funding community-based organizations to carry out reentry work.

While truth may lie in all of these viewpoints, a lack of coordination among these groups has inevitably undermined reentry efforts. City leaders are in a position to tackle this challenge head-on by collaborating with foundations, community- and faith-based organizations, state and federal agencies and other stakeholders to devise workable strategies together.

New York City Discharge Planning Collaboration

The New York City Discharge Planning Collaboration (DPC) was formed in 2003 under the leadership of the NYC Department of Correction (DOC) and the NYC Department of Homeless Services (DHS) with the goal of improving outcomes for people spending time in the city’s jails and shelters and reducing recidivism. Over the next four years, the cross-agency collaboration expanded to include more than 40 service providers, research institutions, advocates and other city agencies. Last year, the NYC Human Resources Administration (HRA) joined the DPC leadership. The Collaboration holds retreats twice a year, and work groups meet regularly to tackle specific issues (including employment, housing, substance abuse, and benefits continuity) and address broader issues such as targeting frequent users or providing alternatives to incarceration. Notable DPC programs include:

- Weekly data matches among DOC, DHS, HRA and the Department of Health and Mental Hygiene to inform policy and provide a more complete picture of a client’s needs and system usage.
- The creation of the Rikers Island Discharge Enhancement (RIDE) program, which provides in-jail engagement and after-jail case management to sentenced inmates. As of February 2008, more than 31,000 Rikers inmates have left with discharge plans that address addiction, housing, employment, public benefits and family reunification. The City reports a 29 percent reduction in recidivism among those engaged for 90 days after their release.
- Assistance for inmates to obtain identification and enroll in public benefits.
- Combined efforts by DOC and HRA to better serve custodial and noncustodial parents with regards to child support orders and arrears.
- The expansion of programs for youth through Mayor Bloomberg’s Center for Economic Opportunity. Youth ages 19 to 24 are now paid stipends, similar to work rates, to go to school on Rikers Island, removing disincentives for participation in education.

“Several years ago, our deputy mayor for health and human services, Linda Gibbs...who then was heading the city’s Department of Homeless Services, was struggling with overcrowding in the city shelters.... At the same time, our commissioner for the Department of Correction and Probation, Marty Horn, was struggling to close the revolving door that leads so many men and women right back to the jails from which they were released. The two happened to get together and compared notes, and what they discovered was a remarkable overlap between the men and women they were trying to serve.... In realizing that there is no single agency or organization that can address all of these issues effectively, Linda and Marty put together...The Discharge Planning Collaboration. Their goal: to fundamentally transform outcomes for people in jails and shelters.”

—Mayor Michael R. Bloomberg, New York City

Collaborate Within City Government

Leaders at the Summit pointed out that many of the collaborative efforts that have taken place in their cities stemmed from a simple phone call from one commissioner to another or the persistence of a handful of individuals who refused to take no for an answer. During his Summit presentation, New York City Small Business Services Commissioner Rob Walsh joked about Commissioner Horn's insistence on working jointly: "He just kept showing up and showing up. If there's a guy more persistent, I haven't met him.... [He told me], 'I'm going to make you a criminal justice guy.'"

Of course, mayoral leadership is also critical. Mayors set expectations and evaluate the performance of their deputy mayors and commissioners and can ensure that other key individuals come to the table to address the issue. Conny Doty, director of the Mayor's Office for Jobs and Community Services in Boston,

explained Mayor Thomas Menino's firm belief in this collaborative approach: "He thinks every department head in the city owns a piece of the problem and the solutions to it, as does the business community."

Clearly, each city's internal governing structure is unique. In some there may be a mayor's office on reentry, with its own dedicated budget and staff who can play a central role in ensuring that collaboration occurs. While dedicated reentry offices have grown in number in recent years, most cities currently have departments that independently provide needed reentry services—among them, employment and training, business services, public benefits, housing, mental health, corrections and probation. When people are released from jail or prison, it is a challenge for them to know which of the many agencies can help with their specific needs; when these agencies work together, they can streamline and improve reentry services, making it easier for this vulnerable population to quickly access services.

Youth Opportunity Boston Program

The Youth Opportunity Boston (YO) Program serves youth ages 14 to 24, although most are under 21. The majority are young men, with 75 percent involved in gang activity. According to Kim Pelletreau, deputy director of YO Boston, "On any given day, [there are] about 250 active youth on our caseload, and they represent about 146 different gangs in Boston." The program serves a wide spectrum of court-involved and/or gang-affiliated youth who range from their first time on juvenile probation to being assessed a "high-impact player" with a high likelihood of recidivism.

Program participants meet with their YO case manager on multiple occasions, within the facility, prior to reentry. The goal, as Pelletreau says, is to build "a rapport with these young people. If they don't trust you, they will not show up after reentering the community." YO staff provide clients with intensive case management, educational placement and support and transitional employment services.

"What's impressive about Boston's Youth Opportunity Program to me is that they went after the toughest young people—the high-end, impact players.... If you have a program that goes after the easy ones, you're really missing the opportunity. This is where the political conversation becomes relevant: Say we're going to have a reentry program for first-time shoplifters, and we're going to spend \$20,000 a year on them. You're not advancing the ball at all. So, if you're going to have a program with targeted resources, go after the tough ones—that's where you get the biggest public safety impact."

— Jeremy Travis, President of John Jay College of Criminal Justice

Collaborate With County, State and Federal Agencies

“We are working with the Illinois Department of Corrections to convene what we’re calling a Systems Coordination Partnership. The city, county, state, federal probation, many Chicago area foundations and some advocacy organizations...had all been meeting individually. But, we asked, ‘Why do we continue to meet individually and not sit down at the same large table and figure out what can we do?’”

—Angela Rudolph, Assistant to the Mayor of Chicago

While mayors can directly facilitate coordination among city agencies, collaboration across systems of government can be harder for city leaders to achieve. For Angela Rudolph of Chicago, lack of buy-in from a previous county sheriff was a barrier

to addressing the needs of the men and women cycling in and out of the county jail. Rudolph explained that it took a change in leadership at the county level to make real progress. While the previous sheriff made it clear that “his job was to detain people and that was all he was concerned about,” the new leader emphasized that “one of his top priorities [was] the issue of reentry, and...he actually identified a staff person who was charged with reentry within the jail itself.” Beyond this, the new sheriff made it clear that collaboration was a cornerstone of his approach; he emphasized the importance of reaching out to “folks who are already doing this work” at all levels of government.

Salima Siler Marriott, Deputy Mayor of Community and Human Development, made a similar point about gaining traction for reentry initiatives in Baltimore. Mayor Martin O’Malley initiated Baltimore’s Citywide Ex-offender Task Force, so he was well aware of the importance of addressing reentry

Baltimore’s Re-C (The Re-entry Center)

The City of Baltimore established a One-Stop career center that serves the formerly incarcerated, called the Re-C (The Re-entry Center). The center makes collaboration a priority, co-locating staff from a number of city and state agencies, as well as bringing in local nonprofits to host workshops and convene job clubs for participants. The Re-C is funded from multiple revenue streams; with an operating budget of \$1.7 million, it is able to operate for 42.5 hours per week. The Re-C serves close to 10,000 formerly incarcerated people each year, providing:

- Job preparation resources (e.g., access to voice mailboxes, self-service use of fax machines, telephones, copiers and printers, and resource libraries containing job search and training information).
- Technology (e.g., use of a computerized job bank, Internet access, Digital Learning Lab and high-tech computer labs).
- Training opportunities (e.g., occupational and basic computer skills training).
- Support for parents (e.g., child support modification assistance, 48-hour driver’s license reactivation, access to paternity testing).
- Legal services (e.g., expungement workshops and civil and common law referrals).
- Assistance with identification.
- Referrals for housing.
- Other services, including free tax preparation, bus passes for qualified participants and more.

The Re-C also works to inform businesses of incentives like the Work Opportunity Tax Credit and Federal Fidelity Bonding Program and provides customized business services, such as assistance with training and hiring new workers, matching funds for specialized skills training, and recruitment and applicant screening.

Cleveland's Providing Real Opportunities for Ex-Offenders to Succeed Project

In 2003, the City of Cleveland's Division of Workforce Development was awarded \$2.9 million from the State of Ohio and the Workforce Investment Act to address the needs of the 5,000 individuals who return to the city from incarceration each year. Through this grant, the Division of Workforce's Employment Connections has been able to implement the Providing Real Opportunities for Ex-Offenders to Succeed (PROES) project, which offers employment services to formerly incarcerated people and workforce solutions to local businesses. More recently, Mayor Frank Jackson has engaged community and faith-based organizations, halfway houses, correctional institutions and law enforcement agencies to address additional reentry issues. Through the Cleveland Anti Gang Initiative (CAGI), those identified as having a high risk of recidivating are provided job readiness services and cognitive skills development during incarceration. Once released, they receive employment services through the PROES program and Community Assessment Treatment Services (CATS). Other collaborations include the Cleveland Transition Center (Oriana Halfway House) and North Point project (Mental Health Services), which work to provide housing and various treatment resources for those reintegrating into the Cleveland community.

issues; he then went on to become Maryland's governor. "And so," Marriott said, "it does help that we had someone who's been there—and is now at the state level—who understands."

Summit participants noted that one of the issues ripe for collaboration with county and state systems revolves around the simple need for identification: birth certificates, state IDs (including driver's licenses) and social security cards are critical for those leaving prisons and jails. Without such documents, inmates will find it much harder to obtain employment and housing or to apply for assistance programs once they return home.³⁹ Some cities have worked to address this problem (New York City, for example, recently passed legislation to make it easier for inmates born in the city to get a free copy of their birth certificate). In most cases, however, county and state officials will be best positioned to help inmates secure identification.

Collaborating to provide documentation to those returning from prisons and jails is just one example of the many ways that county, state and federal systems can enhance cities' reentry efforts. Among the things cities can do to promote successful collaboration:

- Work with county sheriffs, corrections or parole/probation to get data on returning jail inmates.
- Encourage county departments of corrections to develop programs that connect jail inmates with services.
- Devise strategies with county and state officials that help ensure returning prisoners have valid identification upon release.
- Work with state and federal officials to access data on those returning from prison.
- Work with state and federal officials to identify potential funding streams that might be redirected toward reentry efforts (e.g., TANF).

Angela Rudolph, Assistant to the Mayor of Chicago, on Building the Capacity of CBOs

"One of the things we know is clear is that we have to focus on community capacity building. We often end up funding and working with the same organizations. And not that they don't do good work. They do. But, we also need to understand and recognize that not everybody's served in the same exact way. There are some people who are served better by going to their local community-based organization on their corner as opposed to going to the other larger or mid-level organization. And for us, that is the next step. But, of those small community-based organizations, some of them are not ready to do business with the city, with the state, with the county. And so we see it as our responsibility to help them get to that place. To help them understand what the best practices [are]... to help them to build stronger organizations, because we know if those organizations are strong, it will trickle down into the community and it will make the community strong as well."



The Exodus Transitional Community, a site in P/PV's Ready4Work initiative, Summer 2006.

- Collaborate with state and federal corrections agencies to allow local organizations to enter prisons and offer pre-release services, such as education, counseling and mentoring, and to work together on discharge plans, post-release service delivery and follow-up.
- Appoint liaisons to facilitate coordination with key county, state and federal officials.

Foster Partnerships Between City Agencies and CBOs and FBOs

“Everybody has to collaborate together—the public, private, and nonprofit sectors, as well as mayors and community members—in making this happen.”

*—Mindy Tarlow, Executive Director/
Chief Executive Officer, the Center
for Employment Opportunities*

Community- and faith-based organizations are the backbone of many of the communities to which formerly incarcerated people return. These agencies have a number of unique “home court” advantages:

Mentoring in the Ready4Work Initiative

Funded by the Annie E. Casey and Ford Foundations and the US Departments of Labor and Justice, P/PV's Ready4Work initiative was a three-year prisoner reentry demonstration that served nearly 5,000 young adults and youth in 17 community-based sites across the country. Participants were provided with employment, educational and social support services designed to foster long-term attachment to the labor market and reduce recidivism.

One of the program's most innovative and promising elements was mentoring for ex-prisoners. Half of Ready4Work participants received mentoring, which made it possible for P/PV to compare outcomes among participants who were mentored and those who were not. Participants who met with a mentor remained in the program longer; were twice as likely to obtain a job; and were more likely to stay employed than those who did not meet with a mentor. For more information on these findings, please reference *P/PV Preview: Mentoring Ex-Prisoners in the Ready4Work Reentry Initiative*, available at www.ppv.org.

- First and foremost, they are easy for clients to get to.
- They can provide a shared language, culture and sense of community with formerly incarcerated people.
- Staff at these organizations know the neighborhood. They know, personally, where and how to go to get things done.
- They have informal connections to local employers and other social service providers in the area.
- They may engender trust on the part of the participants. Especially for individuals reporting to parole and probation officers—who typically aren't viewed as friends—staff at community- and faith-based organizations can form deeper social bonds with participants.

311

New York City has incorporated referrals to community-based reentry services into its 311 system, a strategy that Summit participants saw as particularly promising. Through the work of the New York City Discharge Planning Collaboration, 311 added jail release services to its menu in 2007. That year, 311 operators fielded 3,300 calls asking for jail release services.

Callers are provided with referrals to community-based organizations that specialize in providing services for individuals with histories of involvement

in the criminal justice system. These referrals are based on where the caller lives, as well as the needs they identify, including employment, housing or addiction. While not every city has a comprehensive 311 system, similar services might be implemented (call centers with a directory of applicable services). It is important to keep in mind that operators must be well-informed of eligibility requirements for each program to provide effective referrals.

Coordinate Data Collection and Analysis

“The importance of data can't be overstated. Ten, fifteen years ago we didn't have this kind of information. It's clearly critical.”

—Ellen Schall, Dean of NYU Wagner and former NYC Juvenile Justice Commissioner

Many Summit participants said that data collection is a crucial, but challenging, piece of effective collaborative strategies. Data are critical to understanding who constitutes the reentry population (and thus how to serve them) as well as for evaluating the effectiveness of services. But, different agencies and organizations collect data in drastically different ways, with variations in quality and rigor. Despite these challenges, enormous benefits are to be found if groups work together to establish common measures of success and to compare and evaluate collective results.

In collaboration with The College and Community Fellowship, DoITT, 311 and the New York City Department of Correction, the Fortune Society's David Rothenberg Center for Public Policy launched its first Reentry and Reintegration Public Education Campaign in April 2008 promoting 311; cards were posted in almost half of New York City's bus fleet.

**THINK LIFE INSIDE
WAS TOUGH?
LIFE OUTSIDE
CAN BE TOUGHER.**

Get help today

Call 311 and ask for, “Jail Release Services” or visit
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COLLEGE AND COMMUNITY FELLOWSHIP

Interagency Data Collection

Simply looking at data across agencies can be illuminating. When Chicago and New York did so, they recognized that thousands of “frequent users” shuttle back and forth between local jails and city streets or temporary shelters. These individuals require costly services from a number of distinct agencies, including corrections, mental health and homeless services.

- New York City developed the Frequent Users Service Enhancement (FUSE) program in 2006 to provide supportive housing and additional services to individuals who continually rotate between city jails and shelters. As of February 2008, FUSE had placed 102 individuals; 90 percent remained in supportive housing, and the number of days participants spent in jail and shelter were both dramatically reduced. Commissioner Horn of New York City emphasized: “I can’t underestimate the importance of data.... One of the most powerful weapons that we have had has been our ability to demonstrate to our budget authority, as well as to our colleagues in other city agencies...[that] these are the same people.”
- Recognizing that the Cook County Jail functions as the largest mental health institution in the state of Illinois, the City of Chicago followed

New York’s lead and developed a similar model, called Frequent Users of Jail, Shelter and Mental Health Services (FUSE). The program is designed to address the needs of the thousands of people with serious mental illness who exit with nowhere to go but to shelters or the streets. This pilot program aims to identify “frequent users” of county jail and shelters, conduct targeted jail in-reach and discharge planning, provide targeted, ongoing rent subsidies to ensure housing affordability, provide comprehensive mental health and other support services to ensure housing stability, and increase opportunities for employment and self-improvement.

Both New York City’s and Chicago’s efforts were spearheaded by the Corporation for Supportive Housing. For more information, visit www.csh.org.

Data Sharing Between Different Levels of Government

While city leaders can insist that agencies within their jurisdiction share data, obtaining information from county or state agencies can be more challenging. Still, given the potential benefits, it is worth pursuing (see Collaborate With County, State and Federal Agencies on page 29). Angela Rudolph of Chicago told Summit participants about how data

Hartford’s New Day Program

In 2005, with a grant from the Connecticut Legislature, the City of Hartford began the New Day Program at the Carl Robinson Correctional Institution in Enfield, CT. The Connecticut Puerto Rican Forum, a multiservice community-based organization, was selected to develop, implement and administer the program, which consists of:

Pre-release services: Within three to six months of their release date, inmates who are returning to the city of Hartford are invited to apply for the program. Program staff meets twice weekly with the inmate to plan with them for their transition back to their Hartford community. Before their release, a transition plan is developed and the first week of appointments is scheduled.

Post-release services: Employment services and case management; clients interested in the construction trades can be referred to receive pre-employment training, OSHA certification and possible pre-apprentice training offered by various construction unions. New Day also addresses participants’ critical housing needs by operating two transitional houses that attempt “to create an environment that is more ‘family’ than ‘institution’ while at the same time stressing accountability both to program rules and to the demands of parole.”

sharing drastically expanded the scope of the city’s reentry efforts. Prior to getting data from the Cook County Department of Corrections, the city “focused mostly on the state correctional system. That had to do, in part, with the fact that the governor made a commitment to focus on reentry, and they had data to share with us.” However, when Cook County, which is the largest single-site jail in the country, began to share its data, Rudolph was able to get a handle on a critical group returning to her city.

Data Sharing with Community- and Faith-Based Organizations

Many small community- and faith-based organizations have typically had limited capacity to collect or analyze data, and the data collection they do may be viewed as a chore required by funders—taking them away from time spent working with clients. Fortunately, this attitude is evolving. More organizations are beginning to use data not only to satisfy funders, but to inform program activities and improve quality. Cities can help by sponsoring workshops or funding data collection technology, with a potential long-term goal of creating common measures to allow for data-sharing across providers.

Promoting Accountability

In collaborative efforts, strong data collection can promote accountability among the partners and drive improvements in performance. A prime example can be found in Philadelphia’s Youth Violence Reduction Partnership (YVRP)—an effort involving law enforcement, city agencies and nonprofits

that work together to provide intensive support and supervision to very high-risk youth. YVRP’s data collection strategies include:

- Concrete procedures for collecting and reviewing data on a monthly basis. (In YVRP, one organization is responsible for overseeing data collection and analysis.)
- A basic form that frontline staff use to collect participant data. The form is comprehensive and specific enough that all necessary information is recorded, but not so complex or time-consuming that it hinders staff’s ability to complete it consistently and on time.
- Training and ongoing support for frontline staff in completing the forms accurately.
- Meetings and decision-making processes that enable collaborative partners to use the data to monitor and strengthen program performance.⁴⁰

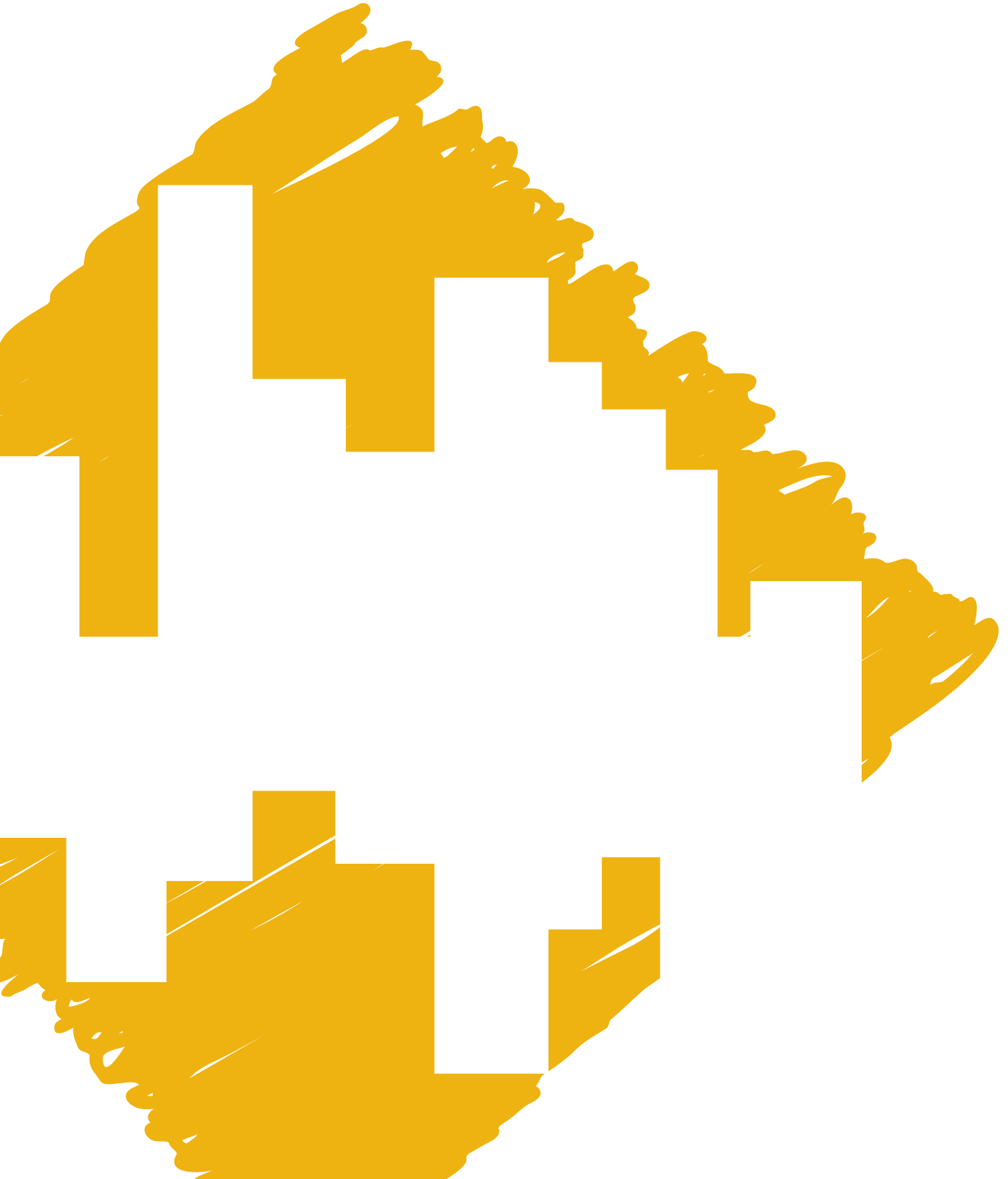
Informal Data Collection Can Be an Asset, Too

While formal data collection and statistical analysis are important tools, more informal information-sharing across agencies and sectors can also be critical. When Kim Pelletreau, Deputy Director of the Youth Opportunity Boston Program, was asked if she worked closely with the district attorney in her county, she answered, “Yes, all the time. I work with the chief of the gang unit...and the Safe Neighborhood Initiative. All of them are on my cell phone. So, we really have access to so much information—it’s such a collaboration that really revolves around prevention, intervention and public safety.”

Irvington’s Constellation of Reentry Services

Through Community Development Block Grant Programs, The Township of Irvington, NJ, funds Offenders Aid and Restoration (OAR), which offers a variety of reentry services, including shelter placement and rental assistance, employment referrals, emergency food vouchers and bus tickets, and clothing for job interviews. In addition, the Irvington Neighborhood Improvement Corporation houses an Operation Ceasefire program and the Irvington Weed and Seed Program and offers other supportive services, such as employment assistance and drug counseling. Irvington officials have also worked with private companies and local community- and faith-based organizations to improve employment prospects of formerly incarcerated people.

4. Addressing City-Level Barriers to Employment



Many cities and states impose licensing bans that prevent ex-prisoners from working in certain industries. While some of these bans are understandable and sensible—such as preventing those convicted of violent crimes from working with firearms or in the child-care industry—there are many statutory and regulatory disqualifications from forms of employment that have no relationship to the types of crimes committed. In certain states, ex-prisoners are barred from licensing (and thus employment) in sectors as disparate as dentistry, chiropractics, physical therapy, airline and airport work, sanitation, plumbing, real estate, barbering and engineering. Added to these licensing barriers, 36 states allow public and private employers to consider arrests that did not lead to conviction when making hiring decisions.⁴¹

Take an Inventory of Legal Barriers to Employment

At the Summit, Ira Barbell from the Annie E. Casey Foundation spoke about his experiences working to catalogue all barriers to employment that affect ex-felons in Florida. While identifying every state, city or county hiring policy that could affect formerly incarcerated people is certainly a daunting task, Barbell's work suggests that it can be extremely valuable. To make the process more manageable, he suggested restricting the search for legal barriers to industries that are most likely to affect ex-felons: "The first thing is to figure out where the sectors that make the most sense are and where you're going to get the most bang for your dollar." Thus, depending on which local industries have opportunities, cities might want to focus on an inventory of legal barriers in construction, airport work, hospitality or health care.

Ira Barbell, Senior Associate at the Annie E. Casey Foundation, on Cataloging Legal Barriers to Employment in Florida

"The Florida inventory revealed a vast and bewildering, unwieldy patchwork, if you will, of hundreds of state-created restrictions that were widely varying in severity, from...life-long restrictions to those that were subject to modification. And they affected over 40 percent of all jobs in the state of Florida, public and private.... These were millions of jobs that individuals would never have access to. And Florida's not unique.... Restrictions on employment have been proliferating all across the country.... And typically, they're spread not in a criminal justice code, where you can easily find them, but they're all over in the chapters of state law. They're buried in agency rules; they're embedded in agency policies and informal memos."

Ensure Fair Hiring Practices in Your City

"Part of the recommendations that came out of the Mayoral Policy Caucus was on the issue of hiring. The caucus members basically said, 'Look, I think it's great you pulled this caucus together. It's wonderful that you said this is important. But, at the end of the day, if you as the city of Chicago are not going to hire people with criminal histories, this is all talk. And we don't want to hear it unless you can step up and start hiring people.' And so, the mayor said, 'You're absolutely right.'"

—Angela Rudolph, Assistant to the Mayor of Chicago

Beyond addressing licensing and other barriers to employment, many cities have also been working to ensure that applicants with a criminal record will not be automatically disqualified from municipal jobs. When cities "lead by example" in hiring formerly incarcerated people, they send a powerful message.

Dean Ellen Schall of NYU Wagner noted, “The notion that the city itself has to look at its own hiring policies is pretty powerful...it has great symbolic value, as well as offering opportunities for jobs.”

Ban the Box

“Ban the Box” measures have been passed in many cities and some counties (such as Alameda County, CA; Baltimore, MD; Boston, MA; Brockton, MA; Cambridge, MA; Chicago, IL; Minneapolis, MN; San Francisco, CA; St. Paul, MN; and most recently, Travis County, TX), with appropriate law enforcement exemptions, and legislation is pending in many other cities, counties and states.⁴² This policy ensures that applicants are not asked initially to disclose past criminal convictions on employment applications. Once applicants are deemed otherwise qualified, criminal records data can be considered based on their relevance to the position.

Beyond Ban the Box

Several cities have taken these strategies beyond the application for city hiring. Chicago has made provisions that city contracting opportunities should go to organizations whose core mission is the employment of individuals with criminal backgrounds.⁴³ And, in Boston, a 2005 city ordinance recognizes that “The City has a responsibility to ensure that its vendors have fair policies relating to the screening and identification of persons with criminal backgrounds,” and, as such, “the City of Boston and persons and businesses supplying goods and services to the City of Boston [must] deploy fair policies relating to the screening/identification of persons with criminal backgrounds.” This policy applies not only to the city, but also to vendors.⁴⁴

Provide Services for Those Who Have Been Treated Unfairly

In New York City, the Commission on Human Rights investigates businesses that deny employment to individuals because of their criminal record. Cities can also partner with legal services organizations, such as nonprofit legal agencies or law firms that provide no-cost or low-cost legal counsel to those who have been unfairly denied employment.

5. Engaging the Business Community



Summit participants emphasized the critical importance of actively engaging employers in any effort to improve the employment prospects of formerly incarcerated people.

Educate Employers About Existing Incentives

There is some evidence to suggest that ex-prisoners are in fact not that different from the people many businesses typically employ for entry-level positions (in terms of education levels, skills, experience, etc.).⁴⁵ And some reentry practitioners argue that the “endorsement” and support of a community-based organization is the most powerful incentive an employer can have to hire a formerly incarcerated person. Still, there are a variety of financial incentives provided by state and federal governments that may encourage employers to hire formerly incarcerated people. Cities can educate businesses about these incentives, which include:

- **Work Opportunity Tax Credits** (employers can receive up to \$2,400 in credits per qualified employee).
- **Access to free bond insurance** for qualified but “at-risk” job applicants through the Federal Bonding Program.
- **State tax credits** (some states offer tax credits for employers who hire job applicants with criminal histories: California, Illinois, Iowa, Louisiana, Maryland and Texas).

More information about these incentives, as well as other tools for employers, are available from the National H.I.R.E. Network at www.hirenetwork.org.

Provide City-Level Incentives

Beyond federal and state tax incentives, some cities are also initiating their own tax-credit and wage reimbursement programs:

- **Tax Credits.** In November 2007, the Philadelphia City Council passed legislation that gives busi-

nesses that hire formerly incarcerated individuals a \$10,000 per-job credit against the city’s business privilege taxes for three years.⁴⁶ In February 2008, US Senator Arlen Specter announced plans to promote federal legislation “that would create a pilot program modeled after the Philadelphia tax-credit effort.”⁴⁷ In San Francisco, in March 2008, Mayor Gavin Newsom announced legislation that would provide a local payroll tax credit to employers located within the city’s Enterprise Zone.⁴⁸ The payroll tax credit would be offered to employers if they hire a “disadvantaged worker,” including those with criminal convictions.⁴⁹

- **Wage Reimbursement.** Chicago, along with a growing number of other cities, offers a wage reimbursement to local employers who hire formerly incarcerated people under the Business Hiring Incentive Program (B-HIP). The reimbursement “covers up to 50 percent of a new hire’s first 12 weeks for non-seasonal, full-time employment, or up to \$3,500 per employee.”⁵⁰ According to Glenn Martin, Associate Vice President of Policy and Advocacy at the Fortune Society, wage reimbursements may be more attractive to employers than standard tax credits.⁵¹

Encourage a Business-Friendly Approach to Job Placement

“Without that, you might get some initial traction for political reasons. But you’re not going to get sustainable traction.”

—Linda Gibbs, Deputy Mayor for Health and Human Services, City of New York

Summit participants agreed that effective employment programs for formerly incarcerated people hinge on being in touch with local business needs. It may make sense to start by forming partnerships with businesses that serve on your city’s reentry task force and then expand to employer associations or small business associations in your area.

When working with employers, the “dual customer” approach, which seeks to put equal emphasis on the needs of employers and job seekers, is increasingly accepted as good practice in the workforce development field—and may be especially relevant when placing people with criminal records in jobs. As Commissioner Robert Walsh of New York City stated at the Summit, “It changes the equation quite a bit. It changes the conversation from ‘Please hire this guy’ to ‘We have a business proposition for you. We can help your company with that vacancy, and we’ll stay on that. And, by the way, we also can help you with many other programs.’”

Foster a Demand-Led Strategy

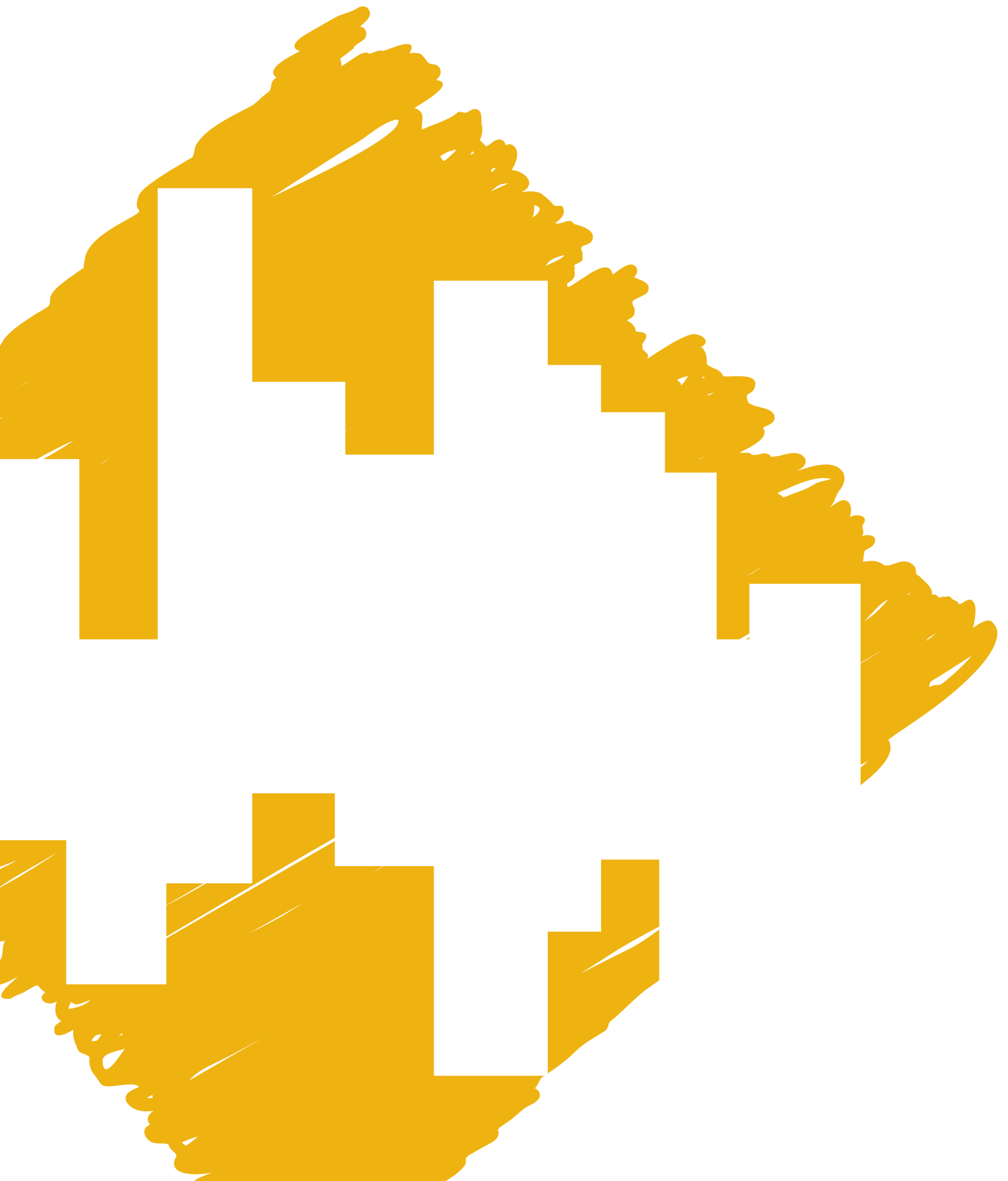
Cities can work with the business community to establish trends and answer the question: Where are the jobs going to be in the next 5 to 10 years?⁵² Some industries that have been particularly ripe for placing the reentry population include:

- Animal shelters
- Car dealerships
- Construction companies
- Factories and manufacturing
- Health care and health insurance organizations
- Major chain stores
- Marketing and customer service industries
- Product distribution
- Restaurants, hotels and other hospitality service industries
- Supermarkets
- Transportation industry
- Universities
- Wholesale and warehousing

Focus on Jobs That Stick

As much as possible, cities should focus on industries with decent wages, benefits and career advancement opportunities. Helping formerly incarcerated people succeed in the labor market in the long-term means looking beyond minimum wage jobs. It is useful to make the distinction between entry-level, low-wage and/or subsidized positions that provide an opportunity to become familiar with (or reenter) the world of work, develop job skills and establish a work history, and more permanent, higher-skilled and better paying jobs that people will ultimately need to support themselves and their families. Commissioner Walsh noted that “a higher paying job will lead people to stay in that job for longer”—and make reoffending or turning to the informal labor market significantly less attractive. An advancement strategy, including providing necessary training and education, can be a critical factor in helping formerly incarcerated people move from transitional jobs to more sustainable employment.

6. Taking It to the Next Level



W

hile mayors and city leaders can make important strides toward addressing the needs of those returning from incarceration, much of reentry policy is determined by federal and state policymakers. As Mayor DeStefano of New Haven noted during the Summit, cities often must deal with the hodgepodge of policies formed at these higher levels and must “fill in what they don’t do, and, ultimately, it becomes about institutional reform at those places as well.”

Advocate for State and Federal Policy Change

When mayors and city leaders work together, they can collectively advocate for important changes. A partial list of these policies is below:

- **Advocate for state laws to protect against employment discrimination based on criminal convictions.** While mayors have jurisdiction over their own city hiring practices, Mayor Palmer of Trenton argued that addressing employment barriers more broadly is “going to require political will—and not just from the mayors, because mayors basically have that, but it’s going to take the political will of the governors and the legislatures to make changes as well.”
- **Advocate to restore access to Pell Grants for incarcerated students.** Congress passed two key pieces of legislation in 1993 and 1994 that ended decades-long access to Pell Grants for prison inmates pursuing college degrees, drastically reducing the number of postsecondary programs available to inmates and effectively closing many prison college-access programs.⁵³ Many states have followed the federal government’s lead by cutting their own prison education programs, even as research has shown that former prisoners who earn college degrees are more likely to find jobs and avoid reincarceration.⁵⁴
- **Advocate to eliminate automatic suspension of driver’s licenses for offenses unrelated to qualifications as a driver.** In 1992, Congress passed a law withholding 10 percent of certain highway funds unless states agreed to revoke or suspend the driver’s license of anyone convicted of any drug offense for at least six months after the time of conviction. Without a driver’s license, it is difficult for ex-prisoners to find employment, or participate in needed services, such as substance abuse counseling or educational programs.⁵⁵ States can opt out of the law or limit it to convictions related to driving.
- **Advocate to improve policies concerning payment of child support arrearages accrued during incarceration.** In most states, incarcerated individuals who owe child support find that payments continue to accrue while they are behind bars. Many of these individuals—most of them men—face substantial child support arrearage payments immediately after release. Those who cannot make these payments may be returned to prison on violations of their conditions of release under parole or probation.⁵⁶ City leaders can encourage states to adopt more flexible policies that give child support enforcement agencies, parole and probation departments and courts more authority to modify payment plans according to individual circumstances.
- **Advocate to ensure that court or supervision fees are manageable for returning prisoners.** Once released, formerly incarcerated people face many financial obligations, including court fines. In *Repaying Debts*, the Council of State Government’s Justice Center argues for policies that create “realistic payment schedules” for ex-prisoners and “curb the extent to which the operations of criminal justice agencies rely on the collection of fines, fees and surcharges from people released from prisons and jails.”⁵⁷
- **Advocate at the state level to increase access to government benefits and work supports.** States have various regulations regarding whether and how individuals with felony convictions can access important benefits, such as low-income housing, food assistance, child-care assistance, Medicaid and Temporary Assistance for Needy

Families (TANF). In New York City, leaders worked with the governor to suspend, rather than terminate, Medicaid benefits for people who become incarcerated. According to Mayor Bloomberg, “This has enormous consequences for people leaving jail and prison because it could take them up to 90 days otherwise to reactivate Medicaid upon release, and that might mean having to wait that long to get desperately needed drug treatment or other health services.”

- **Encourage states to exercise their power to issue certificates of rehabilitation.** According to research conducted by the Legal Action Center, all states have the authority to issue these certificates, which can lift some bars to employment and occupational licensing and help restore access to public benefits and housing assistance. Despite the potential impact these certificates could have for those returning from prison, only six states (Arizona, California, Illinois, Nevada, New Jersey and New York) currently offer them.

The laws differ in each state as to how to obtain the certificates, but often include completion of sentence and parole, payments of fines or demonstration of “moral character.”⁵⁸

Recent Legislative Developments

Fortunately for cities, some state policymakers have started to make prisoner reentry a legislative priority. For instance, Michigan recently tripled funding for its prisoner reentry initiative.⁵⁹ There has been federal movement as well, culminating in the signing of the Second Chance Act on April 9, 2008. The Second Chance Act authorizes \$320 million in grant funding for the next two years, including \$55 million for states and local areas to coordinate reentry efforts and establish best practices, particularly in the areas of substance abuse treatment and services; mentoring for offenders and victims; and educational, literacy, vocational and job placement services to facilitate reentry into the community.

What the Second Chance Act Will Mean for Cities

Units of local government, including towns, cities, counties and nonprofits, appear to be eligible for funds, provided they satisfy the other requirements, generally involving widespread collaboration. Programs that are not highly collaborative in nature or are dominated by a single jurisdiction may not be approved.

As of May 2008, many details have yet to be determined regarding access to Second Chance funds. As a crucial first step, funds must be appropriated by Congress. Once this has taken place, the Department of Justice (DOJ) must establish an administrative office for SCA grants and publish a “rule” that interprets the statute and establishes the process for issuing grants. Alternatively, to speed up the implementation process, DOJ may use “guidelines” for grant administration. This information will be made available in the *Federal Register*, most likely during the first half of 2009.

A committee report that accompanied the bill provides more information: <http://thomas.loc.gov/cgi-bin/cpquery/T?&report=hr140&dbname=110>.

Conclusion



While there is a growing body of evidence about promising approaches, much more research will be required to say with certainty which program models are most effective—and for which subsets of the reentry population. More research, particularly research that firmly, unequivocally demonstrates programs’ cost-effectiveness, will help solidify the reentry field. As Michael Jacobson, director of the Vera Institute of Justice, asserted at the Summit: “I think really digging into that cost effectiveness issue is a very powerful thing, because it can obviously help generate political capital around this issue. It’s hard work, but I think the more work we’re able to do around evaluating programs and their effectiveness, the more it will contribute to the commitment of resources to fund effective reentry programs.”

Thus, while there has been tremendous progress in developing reentry solutions, many questions remain for further investigation:

- What are the measurable impacts of different program models?
- What are the projected cost savings associated with these impacts?
- What strategies seem to be associated with the most positive outcomes for different populations?
- How can programs help formerly incarcerated people not only get jobs, but advance to positions that allow them to support their families?
- What difference can alternative sentencing options make?

And, perhaps most challenging: Once a promising model has been proven effective, how can we take it to scale to serve the volume of people necessary to create real change, with 750,000 people returning each year from federal and state facilities alone, each with unique and substantial needs? Michael Jacobson unpacked this final problem in his remarks at the Summit: “I guess my question is, capacity issues aside, even political issues aside for the moment: What is the real need here? How big should something like this be? How many people

should we really be placing into these programs? What kind of an investment do you need to really make a huge dent in the overall issue? Are we there, or are we still miles away from where we need to be?”

With rates of incarceration that greatly exceed those of any other industrialized nation and at any other time in US history,⁶⁰ America is certainly far from where we need to be. But there is hope. A recent editorial in the *Washington Times* authored by the executive director of the Justice Policy Institute noted, “The good news is that the public is more ready than ever for sound public policy. Polling shows that the public actually supports and is willing to pay for policies that include rehabilitative services, housing, employment and education.”⁶¹

**Julio Medina, Executive Director of Exodus Transitional Community in Harlem, NY:
Reflections on the Mayors Summit**

During the Summit, a fellow participant asked me if I thought that mayors could truly understand what it’s like to do this work. My response was: “This is a movement based on inches. If I can convince mayors of the impact community-based organizations have, they will see that existing programs in the community, if funded adequately, can make a huge difference. We keep people from returning to crime, which makes communities safer and saves taxpayers’ dollars. We should be viewed as partners along with police departments, parole and probation.”

As I left, having heard so many elegant speeches and having mingled with mayors, I rode the subway back to our small offices (that seemed so much smaller that day) and was greeted by two young men who were just released from prison, their bags still in hand. They told me that before they went to see their parole officers or visit their families, they wanted to stop at Exodus to let me know they want to work and become productive members of their communities. They were tired of prison and life on the streets and only wanted a second chance. As I talked with these two men in their twenties, who have such a high risk of returning to prison, I thought that if politicians could see the look in their eyes, they would know that in this “game of inches” those being released from prison do deserve a second chance, and, if we can provide one, many will not go back.

The February 28 Summit was a testament to the leading role that mayors and cities are playing in the creation of effective reentry policies. The discussions at the Summit made it clear—addressing the needs of those returning from prisons and jails makes sense: It saves taxpayers money, enhances public safety and supports struggling communities. The more cities do to make reentry a long-term priority by benefiting from the experiences and lessons of other cities and continuing to learn from their own experience, the more effective services will become. Cities must partner with the right groups, actively advocate for needed changes at state and federal levels, and continue efforts to rigorously determine what works and what doesn't.

As public support for reentry policies continues to grow, cities will be well positioned to take the lead in actively seeking out, testing and refining lasting solutions, and if states and the federal government provide critical support, there is every reason to think that we can achieve the kind of change that is needed.

**Mayor Michael R. Bloomberg, New York City,
on Identifying What Works**

"If programs deliver results, we'll continue them. And if they don't deliver results, we will work with them. And if we can't make them better, then we're just going to cancel them, regardless of what's politically correct. This city wants to make a difference. And we're not trying to do things because they sound good, we're trying to do those things that we can show really work. The city and the taxpayers and the people that we serve deserve nothing less."

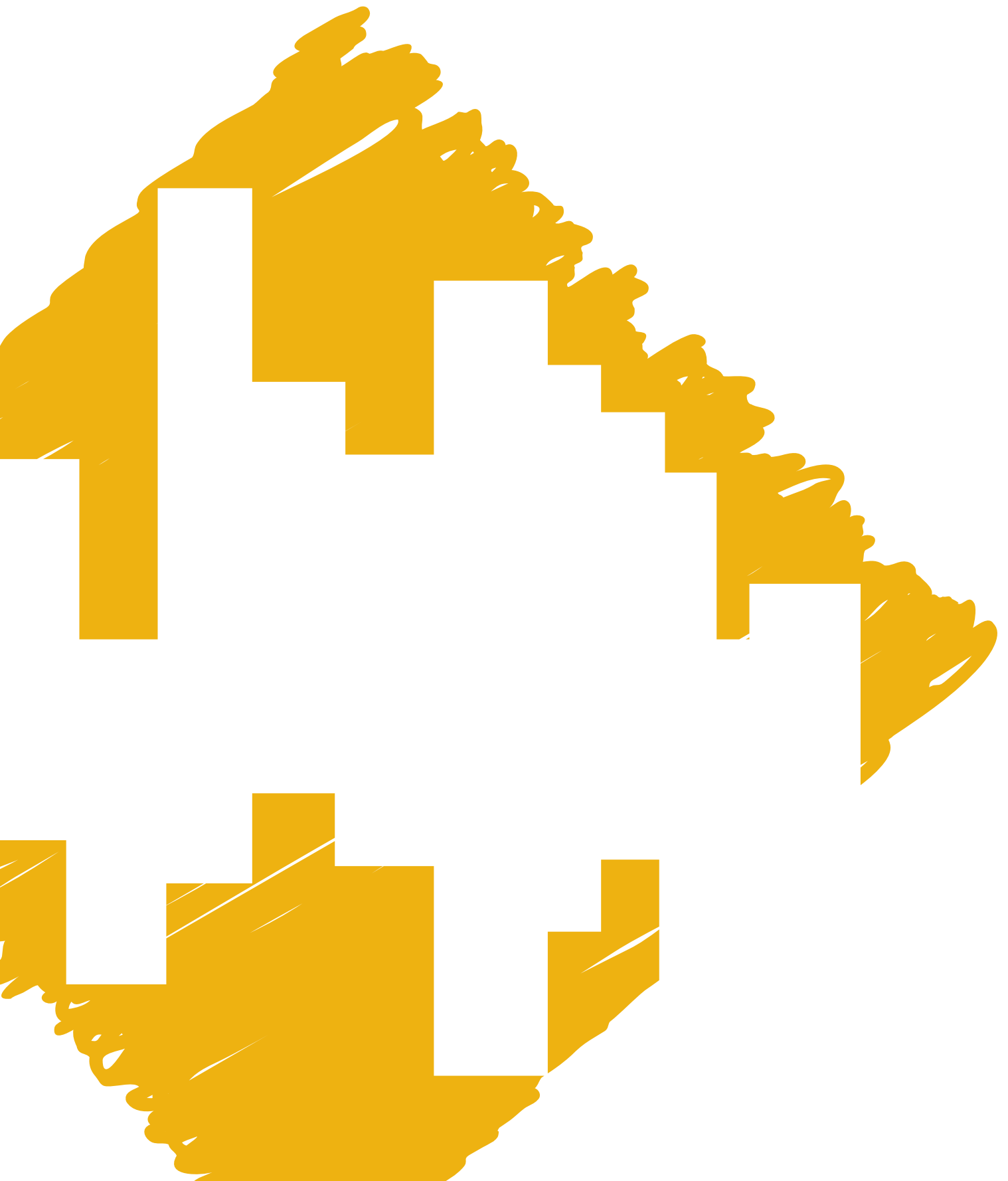
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1. Adam Liptak, "Inmate Count in US Dwarfs Other Nations." *The New York Times*, April 23, 2008.
2. Research has shown that ex-prisoners who find stable employment and develop social bonds have significantly lower recidivism rates. Robert J. Sampson and John H. Laub. October 1990. "Crime and Deviance Over the Life Course: The Salience of Adult Social Bonds." *American Sociological Review*. Robert J. Sampson and John H. Laub. August 1992. "Crime and Deviance in the Life Course." *Annual Review of Sociology*. Christopher Uggan. August 2000. "Work as a Turning Point in the Life Course of Criminals: A Duration Model of Age, Employment, and Recidivism." *American Sociological Review*.
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9. US Department of Justice Office of Justice Programs. "Reentry Trends in the US: Recidivism: In a 15 state study, over two thirds of released prisoners were rearrested within three years." (Bureau of Justice Statistics, October 25, 2002).
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13. These case studies represent a somewhat informal scan of the field. For the most part, P/PV has not evaluated these programs, which are in fact at very different stages of development. Some are emerging efforts, while others have amassed considerable evidence of effectiveness; a few are currently undergoing evaluation, including the Youth Opportunity Boston Program and Baltimore's Re-C.
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15. Nancy G. La Vigne, et al. *A Portrait of Prisoner Reentry in Ohio*. Washington, DC: Urban Institute, 2003, 9.
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17. Nicholas Freudenberg. *Coming Home from Jail: A Review of Health and Social Problems Facing US Jail Populations and of Opportunities for Reentry Interventions*. Washington, DC: Urban Institute: Jail Reentry Roundtable Initiative, 2006, 1.
18. In New York City, for example, Commissioner Martin Horn reported that the jail population has substantial needs and typically serves very short sentences: "70 percent to 80 percent have substance abuse histories; 40 percent require some sort of mental health treatment, [yet...] over 50 percent of all of the men and women who come into our jails are out in 15 days.... With these kinds of lengths of stay, we're not going to do much rehabilitation inside the jails.... That's why our mission has to be about discharge planning."
19. Daniel P. Mears and Jeremy Travis. *The Dimensions, Pathways, and Consequences of Youth Reentry*. Washington DC: Urban Institute, 2004, 1.
20. *Ibid*, v.
21. Christopher Mumola. *Incarcerated Parents and Their Children*. Washington, DC: US Department of Justice: Bureau of Justice Statistics, 2000, 2.
22. There has been tremendous growth in mentoring children of prisoners to cope with this trend; for example, in 2001, P/PV launched Amachi, a unique partnership of secular and faith-based organizations working together to provide mentoring to children of incarcerated parents. As of 2008, P/PV has assisted more than 350 programs in all 50 states; these programs have provided mentors for more than 100,000 children. More information can be found at www.ppv.org.

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24. *Public Safety, Public Spending: Forecasting America's Prison Population 2007-2011*. Washington DC: The Pew Charitable Trusts, 2007, iv.
25. US Courts. "Costs of Incarceration and Supervised Release." (US Courts, June 6, 2006).
26. More information can be found at <http://www.npr.org/news/specials/housingfirst/whoneeds/ex-offenders.html>.
27. Greencorps Chicago has been providing job training in the landscaping trade since 1994 for individuals experiencing barriers to employment, including individuals with criminal histories. More information can be found at www.cityofchicago.gov.
28. Ohio Department of Rehabilitation and Correction. "Community Corrections: Adult Parole Authority Citizen Circles." (Ohio Department of Rehabilitation and Correction, November 27, 2007), <http://www.drc.state.oh.us/web/citizen/citizencircle.htm>.
29. This material is excerpted from a summary of reentry efforts submitted by the city of Washington, DC.
30. Mary Milz, "Ballard to Appoint Olgen Williams as Deputy Mayor," WTHR, December 27, 2007.
31. City of Baltimore. "Baltimore City Ex-Offender Initiative," (Mayor's Office of Employment Development, n.d.), <http://www.oedworks.com/exoffender.htm>.
32. This description is excerpted from a summary of reentry efforts submitted by the city of Baltimore.
33. This material is excerpted from a summary of reentry efforts submitted by the city of Elizabeth.
34. City of Oakland. "Project Choice Steering Committee." (Department of Human Services, n.d.), <http://www.oakland-humanservices.com/department/commissions/projectchoice-comm.htm>.
35. Reentry National Media Outreach Campaign. "Reentry Profile—San Diego Reentry Roundtable." Volume V, Issue IV. September 2007, 1.
36. *Ibid.*, 2.
37. Office of the San Francisco Public Defender. "Working Together to Support San Franciscans After Incarceration." (Safe Communities Reentry Council, 2007).
38. This description is excerpted from a summary of reentry efforts submitted by the city of San Francisco. The SCRC and SFRC jointly convened a broad-based working group to develop "Getting Out & Staying Out," a resource guide for individuals exiting incarceration (available at www.sfpublicdefender.org). To date, over 3,000 hard copies have been distributed.
39. JOTF Works, "Prisoner Release in Maryland: No Valid ID and No Money." Baltimore, MD: Job Opportunities Task Force, Spring 2007.
40. Linda Jucovy and Wendy McClanahan. *Reaching Through the Cracks: A Guide to Implementing the Youth Violence Reduction Partnership*. Philadelphia: Public/Private Ventures, forthcoming.
41. *After Prison: Roadblocks to Reentry: A Report on State Legal Barriers Facing People with Criminal Records*. New York: Legal Action Center, 2004.
42. "City Councilwoman Introduces 'Ban the Box' Bill." July 2007. Job Opportunities Task Force E-Newsletter. Edited by Jessica Traskey. Also, Marty Toohey, "County Takes Crime Question Off Job Applications." *Austin American Statesman*, April 22, 2008.
43. Chicago Mayors Summit PowerPoint, presented February 28, 2008, by Angela Rudolph, slide 6. More information can be found at http://www.ppv.org/ppv/pdf_uploads/372_publication.pdf.
44. City Ordinance: CBC Chapter IV: 4-7; <http://www.nelp.org/docuploads/bostonCoriordinance.pdf>.
45. For example, conversations with employers involved in P/PV's Ready4Work demonstration suggested this to be the case.
46. "Plan to Give Tax Credits for Hiring Ex-Offenders OK'd in Phila." *Philadelphia Business Journal*, November 1, 2007.
47. Catherine Lucey, "Nutter Taps Ex-Con for Prisoner Reentry Office." *Philadelphia Daily News*, February 22, 2008. The bill is called the Employment Access for Recidivism Reduction Nationwide (EARN) Act.
48. California's Enterprise Zone Program provides hundreds of millions of dollars each year in tax breaks to companies located in 42 economically distressed areas across the state. The San Francisco Enterprise Zone areas include the following districts: Bay View Hunters Point/South Bayshore; Chinatown; the Mission; Mission Bay Project Area; Potrero Hill; South of Market; the Tenderloin; and the Western Addition. More information can be found at http://www.sfgov.org/site/uploadedfiles/tax/business_zone/entzone.pdf.
49. "Mayor Newsom Offers Incentives to Hire Veterans and Ex-Offenders." *California Chronicle*, March 14, 2008.
50. City of Chicago. "Demand Driven Workforce Strategy 2007." (Mayor's Office of Workforce Development, February 5, 2008).
51. Ray Hainer, "Helping Clear a Path from Prison to Work," *City Limits Weekly*, January 29, 2007.
52. For example, in the 2002 Ohio Plan for Productive Offender Reentry and Recidivism Reduction, policymakers used the 2014 Jobs Outlook to decide where to spend their training dollars.
53. Daniel Karpowitz and Max Kenner. *Education as Crime Prevention: The Case for Reinstating Pell Grant Eligibility for the Incarcerated*. Annandale on Hudson: Bard Prison Initiative, n.d., 6.
54. "Closing the Revolving Door." *The New York Times*, January 27, 2007.
55. *After Prison: Roadblocks to Reentry: A Report on State Legal Barriers Facing People with Criminal Records*. New York: Legal Action Center, 2004.

56. Rebecca May. *The Effect of Child Support and Criminal Justice Systems on Low-Income Noncustodial Parents*. Madison: Center for Family Policy & Practice, 2004.
57. Rachel L. McLean and Michael D. Thompson. *Repaying Debts*. New York: Council of State Governments Justice Center, 2007, 34.
58. LAC provides a hands-on toolkit at <http://www.lac.org/toolkits/certificates/certificates.htm>, including a sample letter for “supporters to write to their elected officials urging them to support legislation that creates certificates of rehabilitation to restore the rights of people with criminal records.”
59. Julie Swidwa, “Prisoners Given Tools to Success.” *Detroit Free Press*, March 30, 2008.
60. The Sentencing Project. “Incarceration.” (The Sentencing Project, n.d.).
61. Sheila Bedi, “Anti-Crime Policies.” *Washington Times*, April 21, 2008.

Appendix: Reentry Resources



Advocacy and Education:

Building Blocks for Youth:

www.buildingblocksforyouth.org

Center for Alternative Sentencing and Employment Services (CASES): www.cases.org

Center for Community Alternatives:

www.communityalternatives.org

Center for Employment Opportunities: www.ceoworks.org

Community Service Society of New York: www.cssny.org

The Doe Fund: www.doe.org

Fight Crime, Invest in Kids: www.fightcrime.org

The Fortune Society, David Rothenberg Center for Public Policy:

www.fortunesociety.org/04_advocacy/rothenberg.html

Job Opportunities Task Force: www.jotf.org

Legal Action Center: www.lac.org

National H.I.R.E. Network: www.hirenetwork.org

The Osborne Association: www.osborneny.org

Reentry Net: www.reentry.net

The Sentencing Project: www.sentencingproject.org

Coalitions/Associations:

American Bar Association, Commission on Effective Criminal Sanctions:

www.abanet.org/dch/committee.cfm?com=CR209800

American Civil Liberties Union: www.aclu.org

American Probation and Parole Association:

www.appa-net.org

National Association of Counties: www.naco.org

National League of Cities: www.nlc.org

PastForward: www.pastforwardmd.org

The United States Conference of Mayors: www.usmayors.org

Women's Prison Association: www.wpaonline.org

Community Mapping Resources:

National Institute of Justice, Mapping and Analysis for Public Safety Program:

www.ojp.usdoj.gov/nij/maps

The Police Foundation's Publication, Mapping for Community-Based Prisoner Reentry Efforts: <http://www.policefoundation.org/pdf/mappinggreen-tryguidebook.pdf>

Urban Institute, The Reentry Mapping Network: www.urban.org/projects/reentry-mapping/index.cfm

Local Government and Community Resources:

For more information about the cities and community-based organizations whose programs and reentry efforts were featured in the publication:

Baltimore, MD:

Website: www.ci.baltimore.md.us/government/mocj

Contact: Jean Lewis, Deputy Director

Mayor's Office on Criminal Justice

100 Holliday Street

Baltimore, MD 21202

Boston, MA:

Website: www.cityofboston.gov/bra/yoboston

Contact: Conny Doty, Director

Mayor's Office of Jobs and Community Service

43 Hawkins Street

Boston, MA 02114

Chicago, IL:

Website: www.cityofchicago.org

Contact: Evelyn Diaz, Deputy Chief of Staff, Human Capital City of Chicago, Office of the Mayor

City Hall, Rm. 509

121 North LaSalle Street

Chicago, IL 60602

Cleveland, OH:

Website: www.city.cleveland.oh.us/government/departments/econdev/wfdev/wfind.html

Contact: George Smith, Project Director

City of Cleveland Division of Workforce Development

1020 Bolivar Avenue

Cleveland, OH 44115

Hartford, CT:

Website: www.ctpuertoricanforum.org

Contact: Lou Paturzo

Connecticut Puerto Rican Forum

95 Park Street, 2nd Floor

Hartford, CT 06106

New Haven, CT:

Website: www.cityofnewhaven.com/CommunityServices
 Contact: Kica Matos, Community Services Administrator
 City Hall
 165 Church Street
 New Haven, CT 06510

New York, NY:

Websites:
 Department of Correction: www.nyc.gov/doc
 Department of Health and Mental Hygiene:
www.nyc.gov/health
 Office of the Mayor: www.nyc.gov/mayor
 Department of Small Business Services: www.nyc.gov/sbs
 Department of Youth and Community Development:
www.nyc.gov/dydc
 For more information on the New York City Discharge
 Planning Collaboration, email:
nycdischARGEplanning@doc.nyc.gov.

Washington, DC:

Website: www.dc.gov/agencies
 Contact: Rodney C. Mitchell, Esq., Acting Executive Director
 Office on Ex-Offender Affairs
 2100 Martin Luther King Avenue, SE, Suite 301
 Washington, DC 20020

Federal Government Resources:

Centers for Disease Control and Prevention: www.cdc.gov
 National Institutes of Health: www.nih.gov
 US Department of Justice: www.usdoj.gov
 US Department of Justice, Bureau of Justice Statistics:
www.ojp.usdoj.gov/bjs
 US Department of Labor, Center for Faith-Based and
 Community Initiatives: www.dol.gov/cfbci/reentry.htm
 P/PV collaborated on the creation of two publications avail-
 able on the DOL website: *Ready4Reentry: A Prisoner
 Reentry Toolkit*: <http://www.dol.gov/cfbci/PRItoolkit.pdf>
 And *Mentoring Ex-Prisoners: A Guide for Reentry Programs*,
 which P/PV authored:
<http://www.dol.gov/cfbci/20071101Mentoring.pdf>

Media and Marketing Resources:

Center for Social Media: www.centerforsocialmedia.org
 Corrections Community Blog: <http://community.nicic.org>
 Human Media: www.humanmedia.org

Reentry National Media Outreach Campaign:
www.reentrymediaoutreach.org

360 Degrees: www.360degrees.org

Research and Policy Resources:

Center for Law and Social Policy: www.clasp.org
 Center for NuLeadership on Urban Solutions:
www.mec.cuny.edu/spcd/caddi/nuleadership.asp
 Council of State Governments, Justice Center:
www.justicecenter.csg.org
 Criminal Justice Policy Foundation: www.cjpf.org
 John Jay College of Criminal Justice: www.jjay.cuny.edu
 Johns Hopkins University, Sar Levitan Center for Social Policy
 Studies: www.levitan.org
 Justice Policy Institute: www.justicepolicy.org
 Manhattan Institute for Policy Research:
www.manhattan-institute.org
 MDRC: www.mdrc.org
 National Institute of Corrections: www.nicic.org
 New Jersey Institute for Social Justice: www.njsj.org
 New York University-Robert F. Wagner Graduate School of
 Public Service: wagner.nyu.edu
 Open Society Institute: www.soros.org
 Public/Private Ventures: www.ppv.org
 The RAND Corporation: www.rand.org
 Urban Institute, Justice Policy Center:
www.urban.org/center/jpc/index.cfm
 Vera Institute of Justice: www.vera.org

Service Providers:

The Reentry Resource Map provides a listing of federal reen-
 try resources, along with a directory of reentry service provid-
 ers by state. Service providers are listed according to the
 target population that they serve:
www.reentryresources.ncjrs.gov

The National H.I.R.E. Network also provides a directory of
 “state-specific governmental agencies and community-based
 organizations to assist people with criminal records, practitio-
 ners, researchers, and policy makers”:
www.hirenetwork.org/resource.html

Resources from Public/Private Ventures

Please visit www.ppv.org for more information on the following publications:

Building from the Ground Up: Creating Effective Programs to Mentor Children of Prisoners, The Amachi Model (2005)

Drawing from P/PV's five years of hands-on experience designing and implementing Amachi programs around the country, this report describes best practices for planning, developing and managing a mentoring-children-of-prisoners program.

Call to Action: How Programs in Three Cities Responded to the Prisoner Reentry Crisis (2007)

This report chronicles how individuals, community organizations, faith institutions, businesses and officials mobilized to build partnerships to address escalating numbers of ex-prisoners returning to their communities. The three cities highlighted in this report, Jacksonville, FL; Memphis, TN; and Washington, DC, were pioneers in responding to the nation's prisoner reentry crisis. They developed impressive programs and eventually joined P/PV's Ready4Work initiative.

Going to Work with a Criminal Record (forthcoming)

Based on the experience of organizations that took part in the Fathers at Work initiative, this report offers fundamental lessons on connecting people with criminal records to appropriate jobs and employers, as well as tools to organize these efforts. Designed for workforce development programs that may have limited experience serving this population, the guide outlines how to avoid mistakes and how to develop important relationships, including with employers, parole officers and the local child support enforcement agency.

Good Stories Aren't Enough: Becoming Outcomes-Driven in Workforce Development (2006)

Workforce development organizations are more and more focused on achieving and documenting performance outcomes. Yet managers frequently face a challenge getting buy-in from frontline staff about collecting and using data—not only to satisfy funders' needs but to improve services. This report identifies practical, hands-on strategies to increase staff involvement and communication around data.

Here to Stay: Tips and Tools to Hire, Retain and Advance Hourly-Wage Workers (2007)

Aimed at owners of small and medium-sized businesses, human resources staff, managers or shift foremen, and workforce development organizations, Here to Stay offers a series of cost-effective actions for retaining low-wage workers, including hiring the right people, welcoming them, retaining them and developing their talents for the company's benefit.

Just Out: Early Lessons from the Ready4Work Prisoner Reentry Initiative (2006)

This report examines the early implementation of Ready4Work and reports on emerging best practices in four key program areas. While P/PV provided the basic program design to the 17 lead organizations participating in the project, each site was given creative latitude to build programs unique to their own organizations, resources, partnerships and missions. Through this work, many innovative and promising approaches to effective prisoner reentry emerged, as did challenges for which solutions were sought. Just Out offers practical advice about recruitment, case management, mentoring and employment, and documents early lessons in this growing area of study, policy and advocacy.

P/PV Preview: Mentoring Ex-Prisoners in the Ready4Work Reentry Initiative (2007)

This brief presents findings from a forthcoming report on the mentoring component of the Ready4Work prisoner reentry initiative. Participants who met with a mentor remained in the program longer, were twice as likely to obtain a job and were more likely to stay employed than participants who did not meet with a mentor. The report's authors conclude that while mentoring is not enough, supportive relationships—which can be fostered through mentoring programs—should be considered a core component of any reentry strategy.

Reaching Through the Cracks: A Guide to Implementing the Youth Violence Reduction Partnership (forthcoming)

Designed for localities interested in collaborative strategies to reduce youth violence in their communities, this hands-on manual draws on lessons learned from seven years of experience in Philadelphia to describe how cities and other jurisdictions can plan and carry out an initiative like the Youth Violence Reduction Partnership (YVRP).

Ready4Work In Brief: Update on Outcomes; Reentry May Be Critical for States, Cities (2007)

This issue of P/PV In Brief provides data from the Ready4Work prisoner reentry initiative, with a focus on

the prison crisis occurring in many cities and states. While much more research is needed to understand the true, long-term impact of prisoner reentry initiatives, outcomes from Ready4Work were extremely promising in terms of education, employment and program retention, with recidivism rates among Ready4Work participants 34 to 50 percent below the national average.

Young Fathers DVD and Workshop Guide (2007)

This two-disc package features the award-winning Young Fathers documentary and includes discussion guides and lesson plans appropriate for a range of settings and audiences, including employment and reentry programs and parenting and marriage workshops.

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