

GOVERNOR'S RE-ENTRY COUNCIL
FEBRUARY 25, 2009
1:30 P.M. - 4:30 P.M.
DEPARTMENT OF HUMAN SERVICES BLDG
ROOM 160
SALEM, OREGON

Attendees: Max Williams, Ginger Martin, Todd Anderson, Ron Chase, Bruce Goldberg, Tom McClellan, Victor Merced, Ross Shepard, Val Conley, Chase Tedrow, Steven Powers, Lisa Smith

Guests: Paul Belleci, Paul Solomon, Sue McGuire-Thompson, Cindy Booth, Pegge McGuire, Glenna Hayes, Chane Griggs, Kimberly Allain, Willie Brown, Doug Harclerod, Ted Smietana, Mark Cadotte, Jeanine Hohn, Martin Burrows, Heidi Steward, Patty Katz, Clifford Benet, Nancy Sellers, David Rogers, Trish Jordan, Krissa Caldwell, Dynee Medlock

Welcome and Introductions

Max Williams asked everyone to introduce themselves and thanked Dr. Goldberg for providing the meeting room.

Announcements and Information Sharing; Agency Updates; State Budget Update

Mr. Williams began by explaining the current stage of the budget process with the legislature. For this biennium and the 09-11 biennium, all agencies are working on reduction plans.

Dr. Goldberg said there is some stimulus money coming into the State, but it will not be enough to fill the void we are facing. It will be a difficult time.

Victor Merced said the impact on housing is exacerbated by the bond market, which continues to be static. Ross Shepard said he had heard that Oregon would be getting \$15 million to address homelessness. Mr. Merced responded that the money is for emergency services for those about to enter homelessness. There is a continuum of services, such as rental assistance, referrals to services, placing them in shelters. Last year in Oregon there were approximately 13,000 homeless people, of whom a large percentage are children and families and the number is increasing. These funds can be used for people leaving prison. Ms. McGuire said that this is not "new" funding out of which new programs can grow. Mr. Merced added that there is money in the stimulus package that targets those who are at risk to be homeless. The number of dollars is unknown, but should be substantial.

Todd Anderson said the counties are facing the same kinds of challenges. Multnomah County is looking at closing 120 jail beds and eliminating 10-15 road deputy positions; Tillamook County is laying off ½ the county's road deputies; Lane County will lay off 95 deputies in May and may eliminate additional positions; 28 parole and probation officers

have been laid off, which translates to offenders being unsupervised and unprosecuted. Every county is being impacted.

Steven Powers said the Board of Parole and Post-Prison Supervision is a small agency, with 15 employees. They are closely watching the policy decisions and what changes need to be made to continue supervision of offenders.

Val Conley said the Department of Veterans Affairs is cutting programs, but not positions. They get no federal money and very few General Fund dollars.

Lisa Smith said Oregon Youth Authority (OYA) is closing their facility in Burns, which is where juvenile sex offenders have been housed.

Review Meeting Minutes

Mr. Williams asked if anyone had any corrections or concerns with the previous meeting's minutes. If there are edits, notify Denise Taylor; otherwise the minutes are accepted as written.

Public Input

Clifford Benet was invited by Mr. Williams to speak to the group. Mr. Benet introduced himself as a recently released offender, who had participated in the transition program. He read his comments to the meeting attendees and a copy of that document is attached. Mr. Williams thanked Mr. Benet for sharing his experiences and ideas for improving the re-entry process.

Progress Report: First Year (Attached)

Mr. Williams said this is an impressive list of some of the "low-hanging fruit" that the Council intended to address without additional funding and is a good start. The Council has strengthened interagency relationships, which was one of the Governor's expected outcomes. Dr. Goldberg said it is great to see the progress that has been made. Mr. Williams said he appreciates the commitment and cooperative efforts of the Council members that have brought about these changes and which is building a core group of people who are thinking differently about this population. That new thinking is the energy that will carry this work forward in the long term.

Messaging Training

Mr. Williams asked Pegge McGuire, Convenor for the Housing Workgroup, to talk about the messaging training she organized for the Council members and other interested parties. (See attached Effective Messaging Crib Sheet). The Housing Alliance had wonderful outcomes by changing the words used in conversation with anyone and everyone when talking about low-income housing. They were able to raise more money for "workforce housing" in one year than in the previous 10 years, simply by changing the words used when talking about housing. Mr. Williams thanked Ms. McGuire for her work in putting on the training. He attended and found it interesting, educational and very helpful. Mr. Williams recommended that those who are interested in participating in further conversation contact him or Ginger Martin.

Lisa Smith said she attended a conference in Washington DC in November and the national consultant for the Department of Labor spoke about grants that are available through that agency for exactly this kind of marketing assistance. Mr. Williams asked Pegge McGuire and Lisa Smith to begin the preliminary work of exploring the possibilities of obtaining a grant. David Rogers of the Partnership for Safety and Justice said he has some ideas about possible funding resources and would like to be involved in the conversation. Those three people will follow-up.

Review of Re-entry-related Legislation

Mr. Williams asked Chase Tedrow, who was in attendance on behalf of Representative Kevin Cameron to talk about the re-entry legislation sponsored by and/or followed by their office. Mr. Tedrow said Representative Cameron is trying to keep the bills moving through committees closely so they can be heard during the same hearings. He then covered the following bills:

- HB 2623 authorizes DOC to grant 60-day sentence reduction for those inmates who successfully complete an educational program.
- HB 2488 encourages contracting agencies to hire individuals released from DOC institutions.
- HB 2489 directs ODOT to work with DOC to assist offenders in obtaining drivers license or identification card.
- HB 2490 requires DOC to provide certain documentation to inmates upon release.

Mr. Shepard said there is a hearing tomorrow for SB 385 by the Senate Judiciary Committee. It establishes 5 pilot resource centers and tracks very closely with the work of the Council and the One Stop Workgroup. The bill directs the DOC to draft a model contract with the service providers in the counties. Mr. Williams explained that this bill is not included in the Governor's Recommended Budget and, therefore, cannot be supported by the Council. There is a fiscal impact for the county service providers.

Demonstration of the Re-entry "Wiki"

Mr. Williams explained the concept he came up with to create a web-based, easily accessible and easily updated source of information on the topic of re-entry. The most familiar wiki is, of course, Wikipedia, in which anyone can add to or delete the content of any subject. The user will be able to click on their county of interest, which will provide access to information on a myriad of subjects from employment to housing to drug and alcohol treatment providers. Links can be added to other information, such as state agency web pages, as well. Those entities providing the services will be able to go to the wiki and update their information at any time. The wiki is essentially free to create and free to use. It is owned by everyone and no one. Mr. Williams explained that there will be people in the county community corrections offices trained by Dynee to check for and remove offensive or inappropriate content. Mr. Williams asked anyone with ideas on this issue to contact DOC. Janine Hohn is the contact and will send information to the Council about the training opportunities and the official implementation.

Second Chance Act Recommendation from Steering Committee

Ms. Martin said after tracking this Act for many years, it was finally passed by Congress. As far as we now know, each grant will be \$500,000 with a 50% match. That means there will be 20 grants available for the entire country. The recommendation by the Steering Committee is to have the Council widely disseminate the application information and support applications addressing three areas identified by the Steering Committee, which are employment, housing and a one stop type re-entry center. This is not intended to restrict other jurisdictions from applying for funding for other projects. The recommendation was adopted by the Council.

Housing Workgroup Recommendation

Mr. Chase briefly reviewed the workgroup's recommendation (attached). The workgroup is developing a process on how to get technical assistance for the smaller counties, which don't have the local expertise to develop a transitional housing project. This plan has been endorsed by the workgroup, the Oregon Association of Community Corrections Directors (OACCD), the Re-entry Steering Committee and is presented here to request endorsement by the Council.

Mr. Williams said he liked the concept and said it is well thought out. Mr. Powers asked if the program includes sex offenders. Mr. Chase said it does, but only for those counties that do not have other housing available for sex offenders.

Mr. Williams said that based on the current budget conversation, what he would suggest is that some DOC folks meet with representatives from the housing workgroup and talk through the possibilities of a pilot project and make a recommendation to the Council at the next Council meeting when more is known. He said the proposal is solid and hard to argue with based on the group of offenders; their risk to reoffend and the cost to the system, generally. Mr. Merced said the Department of Housing and Community Services has \$19.6 million in stimulus money targeting neighborhood stabilization, which can be used to purchase foreclosed and abandoned properties. There are criteria for eligibility and targets municipalities. Any money left over goes to the State. It is possible that some of this funding could be used to fund the pilot program. Mr. Williams said another consideration for this new group is to determine how to fund operating cost after acquisition. Mr. Williams thanked Mr. Merced for bringing the idea to the Council.

Managing Financial Obligations during Re-entry: Proposal for a Joint Effort from the Partnership for Safety and Justice

David Rogers, Executive Director of the Partnership for Safety and Justice distributed a publication titled, *Repaying Debts*, prepared by the Justice Center of The Council of State Governments. Mr. Rogers said debts are created throughout the criminal justice. There are court fines and fees, victim restitution, drug testing fees, supervision fees and other expenses incurred by offenders. Multiple government agencies are involved and even the agencies involved don't fully understand all of the obligations.

Mr. Rogers presented a memo to Mr. Williams, addressed to the Council (attached), which outlines the issue and proposes a solution based on some assistance of the Council. Most of the stakeholders needed to address this complicated process are represented on the Council. PSJ has is garnered the support of Brian Renauer, Chair of Portland State University's Criminology Department, to gather and analyze the data with the help of PSU graduate students. PSJ would commit to sharing the findings and data with the Council and not publicly use the information gathered without thorough input from the Council.

The Council agreed that this project could provide benefits to the State and the people being impacted by these charges. Mark Cadotte was identified as the point of contact for the Department of Corrections. Mr. Rogers thanked the Council for their support and said he expects that he will have information to report to the Council at the fall meeting (November 4, 2009).

Reports from the Workgroups: Revised group charters and work plans

Employment

Housing

Continuity of Health and Mental Health Care

Ms. Martin distributed a document, Workgroup Progress Report February 2009 (attached). The Steering Committee and the four workgroups have been receiving technical assistance from Gary Kempker with the Center for Effective Public Policy (CEPP). The CEPP was asked to help focus on specific strategies and identify long-term goals. The foundation has now been established to move to the next phase.

The Steering Committee formed the workgroups with content experts to identify and understand the barriers people are encountering and how they might be addressed. This document is a progress report of three of the workgroups.

Mr. Williams said this work of clarifying workgroup goals is the natural maturation of the committee. The Council decided early on to work through a steering committee and out of that body came the identified workgroups. Mr. Williams recognized that everyone involved is doing this work in addition to their "regular" job. He said the more efficient we can become the more we can accomplish.

Mr. Williams invited Pegge McGuire to talk about the housing workgroup's amended charter (attached). Ms. McGuire said they determined three priorities:

- Identify and recommend a vision and strategies that lead to improved housing success for those re-entering the community post-incarceration
- Identify and recommend housing strategy implementation plan performance goals, measurements, funding options and systems improvements
- Recommend a communication process for stakeholder information-sharing and feedback opportunities to ensure on-going process improvements in re-entry housing options

Mr. Williams said he had no objection to the amended charter and asked if other Council members had questions or concerns. There were none, so the charter was approved.

Attachments:

2/25/09 council meeting.

First I'd like to thank Ms. Martin and Ms. Taylor for inviting me to this council meeting. My name is Clifford Benet, and on December 5 of 2008 I was release from the Oregon department of correction, for my pass crimes.

Prior to my release I had gone through the re-entry program that the prison had to offer. I as well as other inmates in this class was given much information of many different program and places that an ex-inmate can go to when release.

During these classes, the prison would invite different guesses to speak to the class, a lot of times cause of weather or in proper information they would not show up and we were told that a latter class would be scheduled for this.

I was also directed to a release counselor who was to help with my transition to society, the problem with a lot of this is that every time I spoke to him or went to these classes we would be told that because of so many budget cuts that it is very limited to what they can help with and that there is nothing they can do.

So as inmates, what do we see, we see that the person that should be helping us, just give up, they do very little, and think that this is ok cause the inmates sign off and they look good on paper but in the end the don't see truly what there doing to us.

The cause and effect off there actions don't effect them cause as long as there are inmates, weather or not they return is no sweat to them, cause in the end what matter the most is that there jobs are secure, and how do they do this, they do it by doing very little in helping change a humans beings life for the good not just for them selves but for those around them,

It's hard enough for some convicts who do want to change and better them selves with what little programs available, but because of all the different stipulations and all different time-inmates have, the DOC can use that as an excuse to not allow the person to take said programs.

Yet they still get the funds and have the opportunity to help but yet they choose not. It is easer to sweep inmates under the rug and forget about them, then it is to teach them how not to be what they are. "When a good man is hurt, all who would be called good must suffer with him." by *Euripides*

Some ex-inmates would call there pass criminal history as mistake that they had made. Every inmate say's they are sorry for past mistake that they made. You get inmates say that it's the system fault or that society is to blame for all there mistake, when crimes are committed and those who commit the crime are caught, the first thing we want to do is pass the blame to every one else and never really take the responsibility for the crime are selves. One off the hardest thinks for anybody to do is to look into them selves as a possible source of there mental state and for the reason why, for what we do, and I myself am no different. I too tried to blame everyone else for my thoughts and emotions that I had and tried to make it everyone else's problem and not take responsibility for my own deed.

Yes I could blame my past abuse as excuse for my criminal history and say that is totally why I did everything I did. And yes this last time being in prison I could have just said forget it and not try to make a difference, but I didn't.

Sometime we wake up and realize that what it is we are doing and why we are doing it. I finely just got tired of the whole thing, the revolving door of my criminal mind set and the DOC system in as a hole. When sentence I was told by the courts that I was qualified to do programs and to go to a minimal institution but because of my mental symptoms- i.e. (bi-polar, PTSD, add, and depression) I was told I would not be able to do these things. So I was place at OSCI I would see CTS and all they would really do is see you for maybe if your lucky 10mins, and they would have a diagnosis of your whole mental health.

Because of this I witness many inmates being treated for things that had nothing to do with what truly is wrong with them, they would sit in group classes and be given information from pamphlets and old text book ideas on how to change but yet nothing to truly work on what matter most.

True I myself am not a certified counselor but I have been around enough people from personal experience and I believe that, with what I have learn not as a text-book councilor or having a PHD, I being and ex-con and having been living with others from all part off life from all parts off criminal behavior that I have seen first hand the cause and effect of the DOC and there treatment in the mental health of inmates. What CTS and other councilors and mental health specialist are not able to do I have done and that is to get to know the individual fist hand. And to experience what it is

like to live in there world. I believe that before you work for the DOC, people should experience and go through a small portion of what an inmate goes through. Also I believe that from a social stand point, the DOC release councilors should experience what solicit really feels about inmate. Then and only then will they truly know how to help those incarcerated from not coming back.



Governor's Re-entry Council One Year Later

Council Organization and Participation

The Council agreed to focus initial work in four priority areas: employment, housing, continuity of health and mental health care, and re-entry resource centers. Workgroups were then convened with subject matter experts in each of the four areas to assess barriers and develop strategies to address those barriers. To date, over 100 individuals from both the private and public sector have joined together to work on the successful transition of people moving from incarceration to community living. This work is unfolding as a true collaboration, with only about a quarter of the participants representing the corrections system. The others represent other state agencies and such diverse interests as local service providers, employers, health care experts, and landlords.

Communication and Education

The Governor's Re-entry Council has a web site so that the work of the Council can be shared with Oregonians.

Both judiciary committees, along with the Public Safety Strategies Task Force, hosted a special hearing to learn more about state and national initiatives to improve success following incarceration.

Statewide Transition Network

A new statewide network was formed, including prison-based and community corrections-based individuals working on re-entry and transition. The purpose of the network is to improve release planning and information sharing. The Network set these goals:

- √ Improve the content of release plans
- √ Create consistent processes for reach-ins
- √ Create a process to deliver information at intake about conditions of supervision
- √ Offer training so that people know how to find information in the electronic case files and also guidelines for entering information into the electronic case notes.



Governor's Re-entry Council One Year Later

Identification

The Department of Corrections and the Department of Human Services worked together to streamline the process of getting Oregon birth certificates to people prior to release from prison.

The Social Security Administration and the Department of Corrections have signed a Memorandum of Understanding so that replacement social security cards can be provided to people prior to release.

The DOC and the DMV began a pilot program in which inmates are transported to the DMV so that they can be issued state photo ID cards prior to release.

Re-entry Programming

The DOC now offers a transition curriculum in all regional release facilities. Topics include employment skills, success on supervision, family relationships, financial management, and being a good renter.

A faith-based re-entry curriculum has been introduced within DOC prisons. This program is designed to assist participants prepare for the challenges and opportunities of reentry by tapping into the sacred stories, teachings, and traditions of their own faith.

A new gender specific cognitive change/re-entry program for women was begun in 2008. Each participant completes a minimum of 197 curriculum hours. Programming includes 3-hours of facilitated class and 1-hour for homework for four days per week for six months. Transition planning is an important component of the program.

Services to Veterans

All veterans known to the DOC are contacted by ODVA prior to release so that the array of services available to veterans can be made available during transition.



Governor's Re-entry Council One Year Later

Continuity of Health and Mental Health Care

The DOC improved internal processes to assure that all people leaving prison have a 30 day supply of necessary medications.

A pre-qualification process has been put into place through a cooperative effort between Seniors and People with Disabilities (DHS) and the DOC so that those who may qualify for federal benefits at release can begin receiving them immediately at the time of release.

Increased Opportunities for Education

Scholarships for college courses are available from the private Chemeketa Foundation for men housed at OSP and OSCI. Eighty-one students have participated in college courses in 07-08; 59 were supported by scholarships and an additional 22 were self-funded.

Employment

Employment kiosks, with information provided by the Department of Employment, have been installed in each of the regional re-entry prisons to assist inmates in looking for work prior to release.

Housing

Sponsors Inc. submitted and received funding from Oregon Housing and Community Services for \$4.4 million to create new transitional housing for offenders in Lane County. The grant will bring 45 new units of housing and 62 additional transition beds into the community.

Council members Ron Chase (Sponsors, Inc.) and Victor Merced (Oregon Housing and Community Services) co-wrote an article for the Register Guard about the challenges experienced by those re-entering the community and how community support networks and services reduce recidivism.

Re-entry Service Sites

An Oregon model for one stop Transition Service Centers was approved by the Council. An array of services that should be available at the service site was defined. The services themselves may or may not be physically located



Governor's Re-entry Council One Year Later

together, but access to these services should be facilitated from a single location. Case management is the method by which service coordination will be accomplished.

DOC Agency Reorganization

Release counselors working in DOC institutions have been moved into a specialized unit within the department to better focus their work on transition planning and community reintegration.

Board of Parole and Post-Prison Supervision Revised Conditions of Release

Members of the Board of Parole and Post-Prison Supervision reviewed the conditions of supervision they impose at the time of release from custody, working with community corrections and DOC partners and a national expert on evidence-based practices and parole. The conditions have been revised so that they focus on the most important requirements and so that they support successful reentry.

Effective Messaging Crib Sheet

Messaging a Tool, Not a Guide

- Messaging not intended to guide mission
- Messaging makes mission inspirational

Frames: How We See the Picture

- We receive facts in terms of our internal frames
- Frames don't appear overnight
- We must understand what frames other people are applying and deliberately put our messages into frames that help us in the long term.
- The way to develop frames: RESEARCH and POLLING

Lakoff's three levels of analysis (aka Understanding Frames)

Level 1: Big ideas and universal values like fairness, equality, and justice

Level 2: Issue types such as civil rights, the environment, public health

Level 3: Specific policy areas such as affordable housing, beer taxes, toxic waste sites

Adapted from The Frameworks Institute
<http://www.frameworksinstitute.org>

Problem with Progressive Frames

- Progressive often spend too much time on issues and specific policies, rather than invoking values and big ideas
- NUMBers leave many folks NUMB
- We need to both simplify and amplify: Value frames are easier to understand and more likely to tap into people's passion

Elements of an Effective Message

- Statement of concern: *what is wrong?*
- Statement of the value/frame: *why it matters?*
- Statement of solution: *what is the policy?*

How do we determine what messages work?

RESEARCH AND POLLING!!!!

Once you identify messages that work, Message Discipline is essential

- *Repetition establishes steady drum-beat*
- *Avoid getting mired into details*

Background:

The Governor's Reentry Council was formed by Executive Order on May 14, 2007 and held its first meeting on November 21, 2007. At that meeting a steering committee composed of members of the reentry council was formed. The steering committee met for the first time on November 21, 2007. At the first steering committee meeting it was decided that four standing work groups would convene based on the steering committee's evaluation of the most important and immediate issues facing offenders released from Oregon correctional facilities. The steering committee would invite persons knowledgeable in these areas to participate in the work groups. Those work groups were employment, continuity of care, consideration of the concept of "one-stop" service centers, and housing.

The goals of the work groups are as follows:

- Research and analyze within each area where successful practices exist and look at replication of those practices.
- Identify institutional and other barriers within each area, including state and local policies, resources, and state or federal law.
- Identify systems improvements that can be accomplished by January 1, 2009.

Housing Work Group

Goal

To enhance public safety and reduce recidivism among inmates released from Oregon correctional facilities by insuring transitional housing is available to every offender released from DOC custody who does not have a stable, alcohol and drug-free residence identified.

This proposal represents the work of the housing work group over the last year. (For a list of participants, see attached appendix 1.) The work group has met seven times and discussed numerous transitional housing options, including the Oxford House model, Housing Plus social service model, faith-based models, and the service-enriched model presented in this document. Among those present were representatives of each of these models who presented their programs, outlined strengths and weaknesses, and in some cases attended the meetings at which other models were discussed. It was the consensus of the group to recommend the service enriched model presented here to the steering committee.

The budget presented in this proposal pertains to the nine largest counties (for a list of these counties, see appendix 2), each of which has 100 or more offenders meeting program criteria projected to be released between January 1, 2009 and December 31, 2009. At the steering committee meeting of January 7, 2009, it was agreed that the program outlined here would also be available to any county or consortium of counties able to meet the criteria outlined in this report.

Future housing work group proposals will include:

- A plan for smaller counties which do not have the resources and/or need for a full-blown transitional housing program.
- A plan for providing technical assistance for developing transitional housing programs to counties without the expertise or resources to do that on their own.
- Recommendations for making conventional, market-rate housing more accessible to those with criminal histories subsequent to their immediate transition period.

Transitional Housing in Larger Counties

In addition to alcohol and drug-free housing, programs would be required to have the following characteristics and provide the following services to be eligible for funding under this proposal:

- Accountability-based model
- 24/7 staffing
- Case Management
- Food
- Clothing
- Transportation
- Identification
- Drug and Alcohol testing capability
- Referrals to appropriate treatment and social service resources
- Ability to serve sex offenders unless the county already has that capability through other means.

The following, while recommended, are not required:

- Job development/placement services
- Reach-in capability
- Mentorship program
- Referral sources for healthcare, mental health services, and dental care
- Advocacy for disabled clients in their application for SSI/SSD.

It is not expected that every program would provide these services directly. For example, issuing ID cards is the responsibility of the Department of Motor Vehicles; programs would be required to insure that arrangements have been made to obtain ID for each client.

Funded programs would be expected to accept high and medium risk offenders and, where possible, high need offenders who have served long (5 yr. +) sentences. All programs would be expected to work collaboratively with local community corrections agencies. Priority will be given to offender specific programs as opposed to social service programs serving a myriad of

clients with differing needs (e.g. homeless programs which serve offenders as part of the larger homeless population).

Participant selection could be the responsibility of either the county community corrections agency or of the service provider, depending on local choice. In either case, clients would be required to meet the profile noted above.

Outcome Measurements

DOC would provide recidivism outcomes for all participants at the 1, 2 and 3 year mark following release. Individual programs would provide outcome measurements in the following areas:

- Compliance with release requirements, as determined by information provided by assigned Parole Officers.
- Full-time employment, as verified by pay stubs or full-time student status as verified by enrollment records or a combination of the two.
- Acquisition of affordable, permanent housing on successful completion of the program, as verified by a rental agreement.
- Abstinence from alcohol and illegal drugs, as verified by a minimum of 1 drug screen /week and random alcohol screens.

Funding/Eligibility

DOC will provide a 1:1 match of 50% of the total cost of transitional housing for 50% of the high and medium risk offenders as well as 50% of those who have been incarcerated for more than 5 years. Local match can include county grant-in-aid funds or any locally generated public funding, including general fund and levy-generated funds, utilized for transitional housing. The maximum amount per client will be 60 days at \$30.00/day (\$1,800/client).

DOC subsidy funds, foundation or private grant funds, and client fees would be ineligible for match.

Transitional housing sited in a correctional facility (work release center) or any non-standard housing site (remodeled offices in public buildings) would be ineligible for funding.

Participation on the part of counties is entirely voluntary.

Cost

It is recommended that match be provided for a maximum of 50% of high and medium risk releases as well as 50% of those who have been incarcerated for 5 consecutive years or more. It is assumed that the remaining 50% can self-finance their transition or have family or other housing support available which meets community corrections standards.

Based on that formula, if this proposal were to be fully funded, the cost to DOC for calendar year 2009 would be:

2,564 high/medium risk offenders X 50% X \$30.00/day X 60 days each = \$2,307,600/year

Recommendations

1. A pilot project based on this recommendation be funded in FY 2009/10. It was the recommendation of the group that the Marion County Reentry Project be considered for this pilot project. The cost of this match to DOC would be: \$390,600 (434 offenders X \$30/day X 60 days X 50% = \$390,600).
2. A second pilot project be funded (along with continued funding for the first) for FY 2010/2011.
3. Beginning in the 2011/2013 biennium, projects meeting the criteria listed above be funded in all eligible counties.

Appendix 1 – Housing Work Group Participants

Each of the following persons attended one or more of the Housing Work Group meetings:

Pegge McGuire, co-convener
Ron Chase, co-convener
Kimberly Allain
Jody Alstedt
Shawn Bossen
Norton Cabell
Troy Clausen
Cindy Duran
Sara Goforth
David Halseth
Cathy Heron
Liv Jenssen
Patty Katz
Terry McDonald
Rick McKenna
Darren Olsen
Anne O'Malley
Maureen Robb
Steve Silver
Carma Taylor
Myrna Taylor
Jeffrey Wood

Appendix 2 – Counties with more than 100 projected releases between January 1, 2009 and December 31, 2009.

<u>COUNTY</u>	<u>TOTAL PROJECTED RELEASES*</u>	<u>HIGH</u>	<u>MEDIUM</u>	<u>5 YR+</u>
Multnomah	780	124	504	152
Marion	434	58	276	100
Lane	334	52	198	84
Washington	320	52	218	50
Clackamas	172	30	106	36
Jackson	154	16	90	48
Linn	150	32	84	34
Deschutes	116	18	90	8
Douglas	<u>104</u>	<u>10</u>	<u>58</u>	<u>36</u>
TOTAL	2,564**	392	1,624	548

- Includes high and medium risk and those who have been incarcerated more than 5 consecutive years.

** This figure is slightly inflated due to counting some of the high and medium risk offenders who have been incarcerated more than 5 years twice.

Memorandum

To: Governors Re-entry Council

From: David Rogers, Executive Director of Partnership for Safety and Justice

Date: February 4, 2009

Re: Support from Governor's Re-entry Council in Collecting Data on Financial Obligations Created by the Criminal Justice System

This memo is a formal request for fairly basic support from the Governor's Re-entry Council to Partnership for Safety and Justice's (PSJ) work developing a comprehensive understanding of the way financial obligations are created by the criminal justice system and administered by state and local government. This memo will provide the following information:

- Quick overview of Partnership for Safety and Justice
- An overview of why examining financial obligations created by the criminal justice system is a critical re-entry issue ripe for beneficial reform
- Why the Governor's Re-entry Council can serve a uniquely supportive role on this issue
- How Oregon can benefit from national work and vice versa
- Details about the specific request PSJ is making and what PSJ promises to provide in return for Council support

An introduction to Partnership for Safety and Justice: PSJ is a 10-year-old statewide advocacy organization that promotes policies that make Oregon's approach to public safety more effective and more just. We are an incredibly unique organization because we bring together the people most impacted by the criminal justice system (survivors of crime, people convicted of crime, and the families of both) to work for change. We are very committed to this approach because it provides a holistic perspective on needed system change.

For several years we have focused on dismantling civil and social barriers that prevent people from succeeding when they return home from prison and jail. In 2006, we released a publication called *Access Denied: A Report on the Barriers Faced by People with a Past Felony Conviction*. To this day, *Access Denied* is one of the best overviews of the importance and challenges of addressing re-entry issues in Oregon. Our success working with local and state policymakers on this issue is notable and we were excited to be at the signing ceremony for the Governor's Executive Order creating the Re-entry Council. We see the Council as full of potential and promise.

Why financial obligations created by the criminal justice system

are an important reform issue: People who are convicted, incarcerated, and released on parole and probation incur a wide range of conviction-specific financial debts that can become a colossal barrier to their success. These debts become challenging because they are often so numerous they are difficult to track, they can balloon in size because of interest charges, require high levels of contact with multiple government bureaucracies, and are not administered with continuity. These debts can range from victim's restitution, court fees and fines, probation charges, and drug testing fees just to scratch the surface. Examining how these debts are generated, administered, and collected presents a ripe and important area for reform because no one currently seems to be served well by the current system – the state or counties, victims, or people who owe these financial obligations. After better understanding the anatomy of these financial obligations, we believe that meaningful and viable reforms can be identified that could both improve the collection rates for government agencies and crime victims while mitigating some of the challenges these debts can have on people who are earnestly trying to put their lives back together.

The Re-entry Council is in a unique position to address this issue

area. These financial obligations are created, administered, and collected by multiple government agencies. The Re-entry Council is exactly the type of inter-agency body that can help generate coordinated information collection and analysis needed for such a complex issue. The existence of the Council provides an auspicious opportunity for Oregon to examine and improve its approach to creating and administering these financial obligations with profound benefits for all stakeholders.

How Oregon can benefit from national work and vice versa:

A recent report called *Repaying Debts* was recently released by the Bureau of Justice Assistance and the Justice Center of the Council of State Governments. This report is a fantastic guide to why states are beginning to examine this issue. There is a recognition that in tight economic times figuring out approaches that increase collection rates is critical but it also needs to be balanced with supporting the success of the people who owe the debt because their failure also comes at great cost.

Repaying debts actually provides a useful roadmap for gathering the information necessary for states and stakeholders to assess the issue landscape and begin to discuss helpful reforms. The following is a sampling of some of the questions the report recommends compiling answers for:

Factors affecting the collection, distribution, and prioritization of various financial obligations

- Who is responsible for collecting restitution, fines, and other court-ordered financial obligations?
- How do agencies responsible for collections coordinate their efforts?
- How do state laws prioritize the collection of fines, fees, and restitution?
- What percentage of court-ordered financial obligations that are assessed is successfully collected?
- To what extent do state and local court, corrections, training, treatment, and general fund budgets rely on fines, fees, and surcharges to cover operational costs?

- How do judges and probation and parole staff incorporate the payment of financial obligations into the conditions of release or supervision for individuals on probation or parole?

Factors affecting the ability of people released from prisons and jails to meet their financial obligations

- What types of debts does a typical individual released from prison or jail owe?
- Which financial obligations are mandatory, and which are discretionary?
- Who has the authority to change, reduce, or waive fines, fees, and surcharges?
- To what extent does a person's failure to meet one or more court-ordered financial obligations contribute to his or her revocation of parole or probation?

Having spoken with the policy analyst at the Justice Center of the Council of State Governments, I have learned that both Texas and Idaho are well into this process. That said, neither state had a pre-existing body like Oregon's Re-entry Council. My conversations with the Justice Center affirms PSJ's thoughts that Oregon is well positioned to strengthen our approach to these financial obligations and perhaps even be a leader in the country depending on how we move forward.

Detailing PSJ's specific request to the Re-entry Council for

support: Partnership for Safety and Justice has solidified support from the Brian Renauer, Chair of PSU's Criminology Department, to work with us and several talented graduate students to gather and analyze the data outlined in the *Repaying Debts* report.

We would like the Re-entry Council to formally agree to support this information gathering effort. Specifically, we would like:

- The Council to acknowledge that this issue is an area of interest
- Council representatives from relevant government agencies identify a staff person within their agency to be a contact for us and to facilitate smooth and timely responses to requests for information
- Some configuration of the Council, if not the full Council, to attend a presentation of the summary and overview of the information we have gathered and to provide feedback on the presentation and analysis (probably early fall)
- The Council to consider developing an action oriented sub-group after our presentation, if so compelled

Partnership for Safety and Justice commits to working with Portland State Criminology Department graduate students guided by the Department Chair to gather information recommended by the *Repaying Debts* report. The goal is to help provide an easy way to digest an overview of how financial obligations are currently being created by the criminal justice system and administered based on statute, policies, and practices. We intend to identify challenges and potential problems in the current system.

PSJ would commit to sharing the findings and data with the Re-entry Council and engaging the Council in feedback and discussion about the information gathered and our analysis. PSJ would not publicly use any information gathered until engaging stakeholders on the Council in

thorough discussions about their impressions of the information, problems, and potential solutions.

Partnership for Safety and Justice would also not concentrate on identifying potential solutions or reforms until engaging the Council in a dialogue about our assessment of what is happening now.

If we get the Council's support on this project, we would begin by pulling together a meeting as quickly as possible of our point people in each of the relevant government agencies: Department of Revenue, Community Corrections, Judicial Department, Department of Justice, and Department of Corrections, and possibly others. In this meeting, we would review the project goals, outline the information we hope to gather, garner initial impressions and information from Department staff, and make some agreements about next steps. Ideally, we would hope to have summarized the scope of targeted information by late summer for a fall presentation to the Council.

What Partnership for Safety and Justice is presenting is an opportunity for the Council to benefit from the resources and coordination of PSJ in conjunction with support from PSU to gather incredibly useful information on a subject highly germane to the Council's charge. We hope we can take advantage of this opportunity together. I look forward to addressing your questions and I hope we can make this happen and soon.



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Technical Assistance

The JEHT Foundation provided funding for technical assistance from the Center for Effective Public Policy. Gary Kempker from the Center has been working with each of the work groups to refine the purpose for the group and to develop more specific goals for each group now that the early work on assessing barriers has been completed. The Steering Committee will review the proposed goals at the next meeting. The final step will be for each work group to create an action plan or strategy for achieving the goals.

Employment Work Group

Purpose: Improve the statewide employment and retention rates of offenders by focusing on policies, laws, practices and perceptions that contribute to the success of returnees.

Proposed Goals

1. Improve the marketing of returnees to employers, statewide.
2. Increase offender employability by improving, verifying and certifying technical/work skills, and soft skills.
3. Prepare offenders to compete for and retain living wage jobs.
4. Increase access to Work Source Center resources inside and outside institutions.
5. Improve coordination and collaboration with community-based and justice agencies and employers, to improve information-sharing, resources, and responsibilities, and to address barriers.

Continuity of Care Work Group

Purpose: Promote successful community reintegration and improve public safety by addressing individual offender needs for access to and continuity of necessary health and behavioral health care.



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Proposed Goals

1. Offenders with serious health and/or behavioral health needs will leave custody with an appointment with community provider.
2. Ensure DOC transition plans include health and/or behavioral health, and community corrections elements and that they are effectively addressed.
3. Capitalize on pro-social support systems to address health and behavioral health issues.
4. In-custody medical records must be easily accessible to health care providers in the community, and vice versa.
5. There must be an identified advocate available in custody and in the community to assist with the application process for benefits for which an inmate/offender may be eligible.
6. In addition to coordination of care, there is a need for additional access to dental treatment in and out of custody. Models for improved dental care in custody settings and in the community should be explored, including developing pro bono work arrangements and creating tax credits.

Transition Service Center Workgroup

Purpose: Recommend sites for pilot Transition Service Centers with local, integrated services to stabilize Oregonians returning from incarceration.

Proposed Goals

1. Coordinate with other workgroups and state agencies
2. Get approval for five (5) pilot sites from Steering Committee
3. Determine entity operating those sites
4. Determine a suggested operating structure for pilot sites
5. Survey community corrections agencies to determine where there are existing coordinated services for future planning and decision making

Housing Workgroup

The Housing Workgroup has not met since developing their recommendation to address barriers to housing. The recommendation is to be submitted to the Re-entry Council on February 25, 2009.



Governor's Re-entry Council

Housing Workgroup Charter

It is a priority of the Governor's Re-Entry Council that housing be available to offenders leaving custody when needed. The Council has identified two levels of service for housing that should be expanded.

1. Level One Housing for Youth and Adults

Level 1 housing is staffed and includes services in addition to housing needed to assist the offender with long-term success in community functioning. Specialized services are provided by locally-based providers working closely with the housing provider. Housing Plus and Sponsors are examples of these types of programs.

2. Level Two Housing for Adults

Level 2 transitional housing is not staffed, and does not typically include services other than clean, safe, and drug free housing for released inmates. This service provides a place to live for a person while he or she becomes employed and has time to save some money. Level two housing includes transitional housing (available while the person is locating and/or saving for permanent housing) and permanent housing.

The Housing Workgroup is chartered to:

- Identify and recommend a vision and strategies that lead to improved housing success for those re-entering the community post-incarceration.
- Identify and recommend housing strategy implementation plan performance goals, measurements, funding options and systems improvements
- Recommend a communication process for stakeholder information-sharing and feedback opportunities to ensure on-going process improvements in re-entry housing options