

U.S. Department of Justice
Bureau of Prisons
Residential Reentry Centers Assessment

Recommendations Report

August 22, 2016



Executive Summary (1 of 2)

Project Scope

Residential Reentry Centers (RRCs), known as “halfway houses,” are contracted residential facilities, which provide a structured, supervised environment that supports citizens returning to society after incarceration. RRCs play a **critical role in stabilizing returning citizens** as they readjust to life outside prison walls, seek employment, housing, and critical resources, and rebuild relationships with family and support networks.

The Department of Justice (DOJ) engaged Deloitte to **develop a comprehensive and objective assessment** of the current RRC model and identify opportunities for strategic improvement. As part of this assessment, Deloitte analyzed eight aspects of the RRC model and identified 13 actionable recommendations that can **help the Bureau of Prisons (Bureau) make meaningful change that positively impacts and enhances the RRC model**.

Deloitte used **several research tools to gain a comprehensive understanding** of the current RRC model and capture the **perspective of multiple reentry stakeholders** from DOJ personnel to RRC residents, external government agencies to community partners. This included **11 RRC site evaluations**, an RRC Director **survey of 116 RRCs**, a Resident **survey of 470 residents**, **interviews with 30+** DOJ, the Bureau, and other reentry stakeholders (e.g., US Marshals, USPO, Office of General Counsel, etc.), focus groups with 80+ RRC residents, and reviews of several data artifacts (e.g., internal reports, data sets, etc.).

Deloitte’s assessment culminated in this final report, which provides an objective, evidence-based assessment of the current RRC model, **13 recommendations** to help improve the effectiveness of the RRC model, and **actionable implementation plans** for each recommendation.

RCC Model Assessment

The Bureau’s Residential Reentry Management Branch (RRMB) and Administrative Division manage a complex RRC model that is responsible for providing critical services for a vulnerable population. As a result of the current state assessment, Deloitte identified **areas for DOJ and the Bureau to address** to improve both the resident experience and RRC management processes. These areas include:

- **Inequitable access to resources:** Residents’ access to key transition resources differ, based on the RRC to which they are transferred
- **Segmented reentry management:** Returning citizens’ path to reentry is broken into a number of distinct phases (e.g., institution, RRC, home confinement, probation), which do not effectively build on each other
- **Opportunities for Partnerships:** DOJ and the Bureau are missing opportunities to take advantage of a vast national ecosystem of reentry partners to help shoulder the burden of reentry
- **Complex contracting environment:** 180 competitively procured RRCs are run by 103 separate providers using four different contract types and numerous statements of work, resulting in varying expectations and standards across the RRC network
- **Stretched resources:** The vast number of reentry personnel carry significant workloads which tends to restrict their ability to both react to administrative requests and manage the reentry process in a timely and effective manner
- **Misaligned Performance Measurements:** Evaluation of contract performance focuses on monitoring compliance with the SOW and misses an opportunity to measure direct reentry outputs and outcomes in order to better understand the effectiveness of the model

Executive Summary (2 of 2)

Recommendations for Strategic Improvement

As a result of the current state assessment, Deloitte developed 13 recommendations that provide DOJ and the Bureau with a **clear and specific plan** that can **both have immediate impact** on the RRC model and **set the groundwork for long-term change**. The 13 recommendations cut across three main areas:

- **Making the resident experience more effective:** Treat the first day of incarceration through the last day of probation as a single path to reentry. To do this effectively requires closer coordination between institutions, RRCs, and U.S. Probation and Pretrial Services to create a more consistent reentry experience that is reinforced at each step
- **Making the Bureau's model more effective:** Identify ways to create a more responsive model by building partnerships, testing new contracting and operating models, and providing the resources required to manage the model in a sustainable way
- **Making RRCs more effective:** Create greater transparency into RRC operations and outcomes by sharing knowledge across the network and more closely tracking the outputs that matter

Each recommendation is **accompanied by an implementation plan** that details the activities that DOJ, the Bureau, and other reentry stakeholders will have to complete over the **short (2016), medium (2017), and long-term (2018)** to make the recommendations a reality.

Immediate Changes for Consideration

In the **short-term (2016)**, **DOJ and the Bureau should focus on four recommendation aspects** to increase the likelihood of immediate impact and set the foundation for the medium and long-term recommendations. These aspects include:

- **Increased Bureau Staffing Levels:** The Bureau staffing levels should increase to match current workload and support the implementation of the recommendations
- **Nationwide Statement of Work (SOW):** With increased staffing levels, the Bureau should update and consolidate the current statements of work into a single SOW and roll it out to all RRC contractors to support a standard level of service for residents across RRCs
- **Reduction of Subsistence Burden:** The Bureau should consider eliminating traditional subsistence payments for RRC residents to help improve the ability of residents to successfully reintegrate back to society. The repurposing or reduction of subsistence may require changes to the Bureau's appropriations and budget
- **Inmate Identification Support:** The Bureau and DOJ should work with stakeholders at the state and federal levels to require and incentivize inmate identification support while in institutions, which can help improve residents' ability to access critical resources (e.g., employment, establishing bank accounts, etc.).

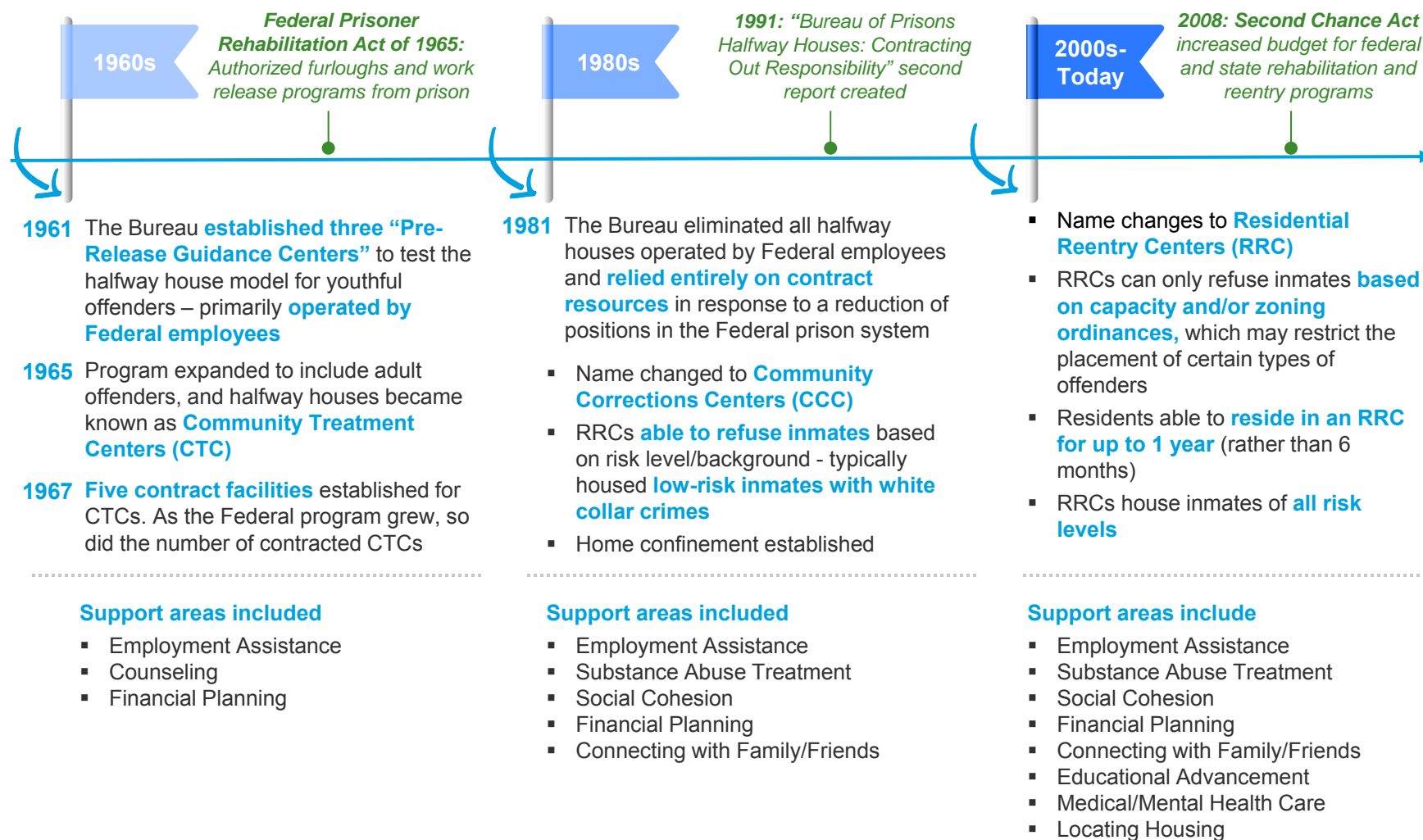
The information contained in this assessment provides a comprehensive picture of the RRC model from both the government and resident perspective. Taken together, the assessment recommendations represent **significant change** for all reentry stakeholders and a path forward for **improving the road to reentry**.

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Overview

For more than 40 years, the Federal Bureau of Prisons (Bureau) has contracted with Residential Reentry Centers (RRCs) to provide reentry services

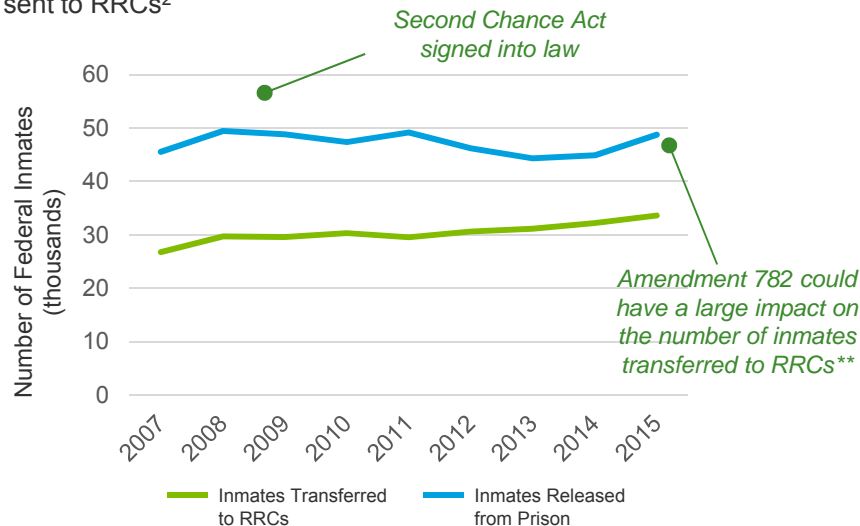


Sources: Interviews with RRC Program Directors and field office staff, 2016; Central Office Provided Policy; “Bureau of Prisons Halfway Houses: Contracting Out Responsibility,” 1991; Carpenter, [The Federal Work Release Program](#), 1966

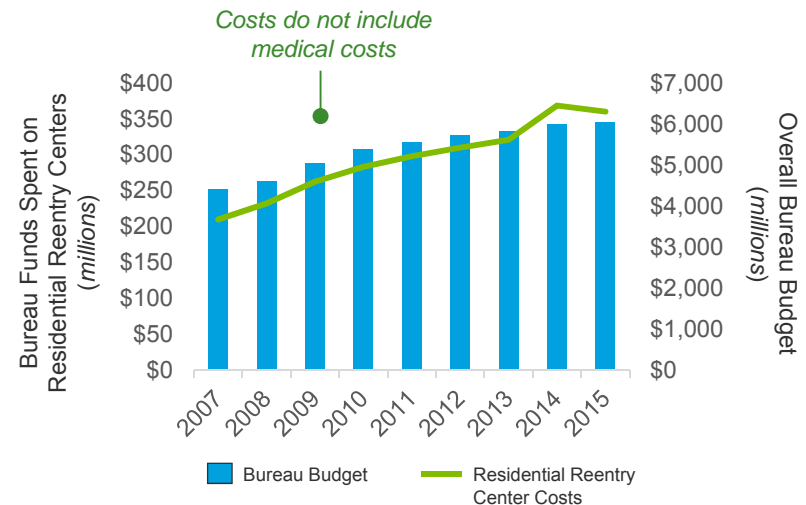
The number of federal inmates released over the past few years has increased, placing greater demand on RRCs

RRCs, otherwise known as “halfway houses,” are contracted residential facilities, which provide a structured, supervised environment that supports returning citizens in their transition back to the community as they near their release date.

The number of **federal inmates released** from prison has **increased**¹ overall since 2007, as has the number of federal inmates sent to RRCs²



There has been **greater demand for**, and thus greater costs³ associated with, increasing RRC capacity



There is no single authoritative source on federal recidivism rates, but three year rates generally fall within the 34% - 41% range.^{4,5} The Bureau of Justice Statistics (BJS) recently released a report⁵ noting federal community supervision* recidivism rates to be 35% after 3 years of release, and 43% after 5 years of release.



The Bureau of Justice Statistics assessed **43,000 inmates released**⁵ in 2005 under federal community supervision for 5 years

*Federal supervision includes offenders directly sentenced in the federal courts to probation supervision in the community and offenders entering supervision following release from prison to serve a term of supervised release in the community

**The number of inmates transferred to RRCs may be impacted by any upcoming criminal justice reform or policies intended to reduce overcrowding in prisons

Sources: 1. Bureau [Website](#); 2. 2016 Bureau Provided Documentation 3. DOJ, [FY 2017 Performance Budget Congressional Submission](#), 2016; 4. Harer, [Recidivism Among Federal Prisoners Released in 1987](#), 1987; 5. BJS, [Recidivism of Offenders Placed on Federal Community Supervision in 2005](#), 2016

Earlier this year, the Department of Justice (DOJ) outlined five key principles that encapsulate national goals regarding reentry

DOJ designated April 24-30, 2016 as National Reentry Week, to help raise awareness of the importance of reentry strategies that help increase public safety and support returning citizens in their transition. As part of National Reentry Week, DOJ released the Roadmap to Reentry, which identifies five evidence-based principles guiding federal efforts to improve reentry and reduce recidivism:

I

Every inmate should be provided an individualized reentry plan tailored to his or her risk of recidivism and programmatic needs.

Recommendations starting on slide 72 relate to this principle

II

Each inmate should be provided education, employment training, life skills, substance abuse, mental health, and other programs that target their criminogenic needs and maximize their likelihood of success upon release.

III

Each inmate should be provided the resources and opportunity to build and maintain family relationships, strengthening the support system available to them upon release.

IV

During transition back to the community, halfway houses and supervised release programs should ensure individualized continuity of care for returning citizens.

V

Before leaving custody, every person should be provided comprehensive reentry-related information and access to resources necessary to succeed in the community.

As laid out in the roadmap, this assessment supports DOJ in “undertaking an evaluation and assessment of the RRC experience to develop a specific plan for implementing improvements to the existing RRC model that will provide residents enhanced reentry support and reduce recidivism”

The Bureau plays a leading role in helping DOJ achieve its reentry goals

Reentry at the Bureau

The **Federal Bureau of Prisons** helps protect public safety by ensuring that federal offenders serve their sentences of imprisonment in facilities that are safe, humane, cost-efficient, and appropriately secure, and **provides reentry programming to enable their successful return to the community**. It is currently responsible for ~195,000 inmates¹ in the federal corrections system. Each year, **approximately 40,000 - 45,000 U.S. citizens are released* from federal prisons** across the country.

The Bureau's **Reentry Services Division (RSD)** furthers the agency's mission of preparing individuals for reentry by focusing on reentry programming and community resource transition. This division consists of six branches, including:

- Residential Reentry Management
- National Reentry Affairs
- Chaplaincy Services
- Female Offenders
- Psychology Services
- Education Services

Reentry-related services are heavily supported by the **Residential Reentry Management Branch (RRMB)** and the **Residential Reentry Contracting Section**.

**Not all individuals released from incarceration go to RRCs – some go to probation, home confinement, etc.*

***This number does not refer directly to number of releases*

Sources: 1. Bureau [Website](#); 2. Interviews with Bureau Central Office Staff

RRC Support Delivery

The Bureau's residential reentry programs are delivered across a nationally-distributed group of institutions and offices, which coordinate with 180 individual competitive RRC contracts in three different sectors²



1 RRM Branch



3 RRM Branch Sectors



24 Field Offices

180 Competitive RRC Contracts

32,760 Residents spent time in RRCs in FY2015**



The Bureau's RRMB and Residential Reentry Contracting Section establish, facilitate, and oversee contracts for reentry-related services

The focus of this study is the 180 RRC, or Competitive RRC, contracts overseen by the Residential Reentry Management Branch and supported by a critical partnership with the Residential Reentry Contracting Section. Throughout this report, the use of "RRCs" refer to the 180 Competitive RRC Contracts.

Residential Reentry Management Branch

The RRMB establishes and oversees contracts for facilities that provide pre-release assistance, supervision, and support to federal offenders, maintains relationships with federal law enforcement partners, and serves as the liaison between the Bureau and RRCs.

The RRMB is currently responsible for 13,861 inmates in transition from institutions to the community and overseeing 546 locations nationwide covering Detention, Juvenile, and Residential Reentry Services. Within the 546 locations it oversees, it is responsible for:

- 249 separate Residential Reentry Center locations that help previously incarcerated individuals transition back into society across **180 Competitive RRC Contracts**
- 36 Intergovernmental Agreements (IGA) for Work Release

Residential Reentry Contracting Section

The **Residential Reentry Contracting Section** is responsible for soliciting and administering awarded contracts for these Competitive RRCs.

It is currently soliciting **RRC services for ~81 current RRCs and 7 new areas, including 3 Day Reporting Centers.**

The Residential Reentry Contracting Section is also responsible for administering **180 Competitive RRC contracts and ~364 Intergovernmental Agreements (IGA)** consisting of approximately:

- 4 IGAs for Juvenile Services
- 1 IGA for Non-Secure Juvenile Services
- 80 IGAs for Long Term Detention Services
- 11 IGAs for Jail Services
- ~196 US Marshals Service (USMS) IGAs in which the Bureau works with USMS

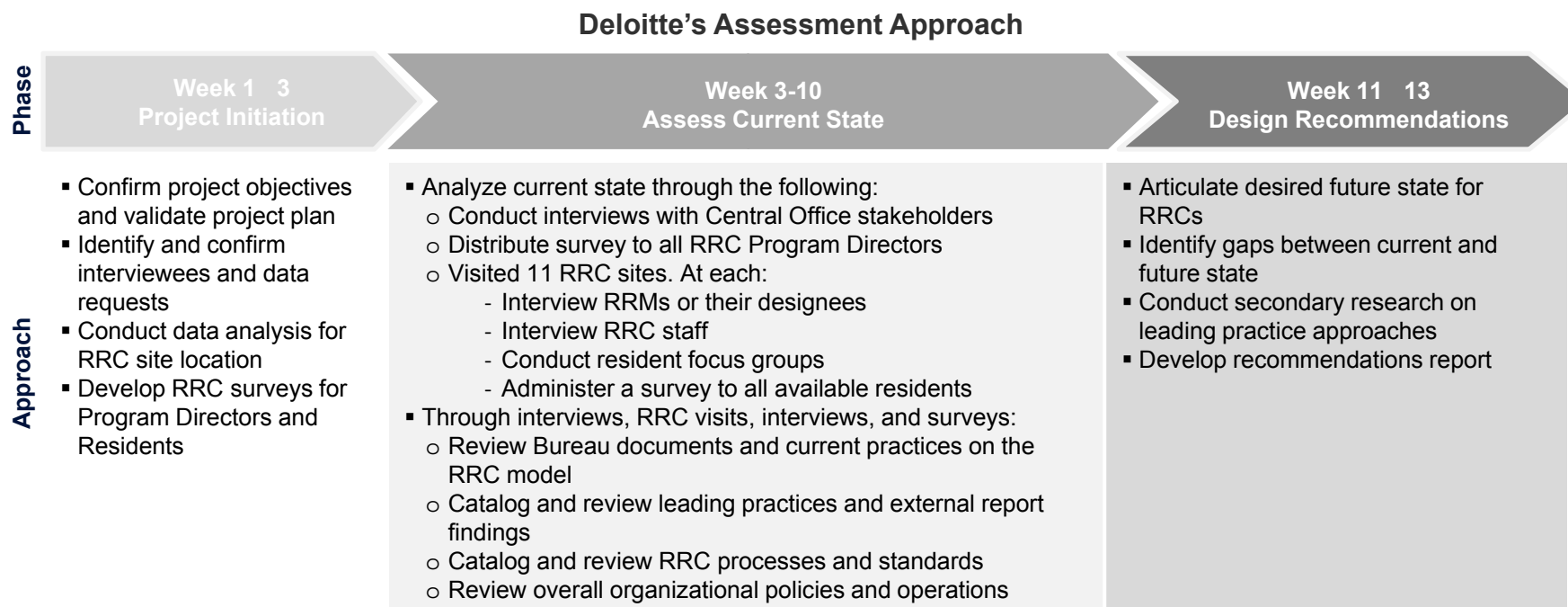
Note: All figures represent a point in time, as of 8/14/2016

Sources: 1. Bureau [Website](#); 2. Interviews with Bureau Central Office Staff

DOJ engaged Deloitte to conduct an assessment of the current RRC model and to identify improvement opportunities that will help DOJ achieve its reentry goals

DOJ engaged Deloitte to perform a comprehensive analysis that assessed and evaluated eight areas of the current RRC model and to identify specific recommendations for improvement:

- Intake Procedures and Reentry Planning Assessments
- RRC Program Offerings
- RRC Reentry Resources
- RRC Performance
- Best Practices and Benchmarking
- Organizational Structure
- Financial Management
- RRC Partnerships



Deloitte developed this assessment through interviews with Bureau staff, RRC staff, and RRC residents, as well as surveys and a review of relevant documents

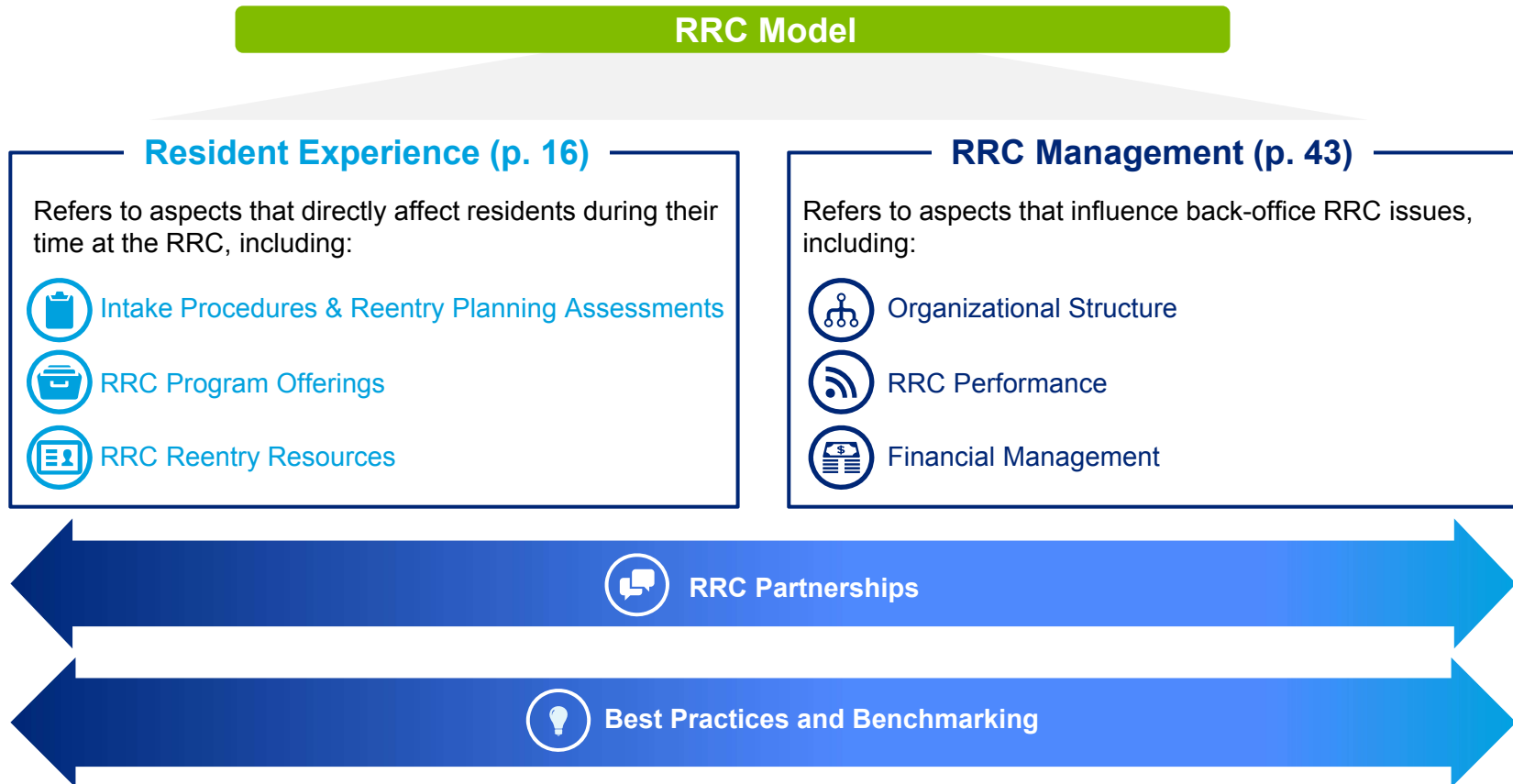
Deloitte spent 13 weeks gathering information from publicly available research and data, internal Bureau documentation, survey results received from both residents and RRC Program Directors, and interviews with stakeholders such as Bureau Central Office staff, field office staff, and RRC staff and external stakeholders.

Stakeholder Interviews	RRC Site Evaluations	Survey Assessments
<p>Formal interviews were arranged and conducted with more than 30 Bureau Central Office personnel and external stakeholders. The interviews included:</p> <ul style="list-style-type: none">▪ Central Office staff from:<ul style="list-style-type: none">▪ Reentry Management Branch▪ Office of Research and Evaluation (ORE)▪ Procurement and Property Management▪ Reentry Services Division▪ Administrative Division▪ Office of General Counsel▪ External Stakeholders including:<ul style="list-style-type: none">▪ Open Society Advocacy Group▪ American Civil Liberties Union▪ DOJ Reentry Roundtable▪ U.S. Probation and Pretrial Services▪ U.S. Marshals Service▪ Dept. of Housing and Urban Development	<ul style="list-style-type: none">▪ 11 RRC Sites* across the country were visited, representing a mix of RRC type, size, region, and geographic location▪ Formal interviews were arranged and conducted with roughly 50+ RRM and RRC personnel, including:<ul style="list-style-type: none">▪ Residential Reentry Managers▪ Contracting Oversight Specialists▪ RRC Directors and Assistant Directors▪ Social Services Coordinators▪ Employment Placement Specialists▪ Case Managers▪ Resident Monitors▪ Administrative Assistants▪ Formal focus groups with 80+ RRC residents provided insight into the impact of programs and resources offered	<ul style="list-style-type: none">▪ A survey assessment of 116 RRC Program Directors identified programs and services offered within RRCs, cost and revenue drivers, and benchmarks▪ A survey assessment of more than 470 RRC residents collected during site visits provided additional, qualitative insight into the impact of programs and resources offered
Data Artifact Review		
<ul style="list-style-type: none">▪ Internal Documentation<ul style="list-style-type: none">▪ Bureau internal reports, policies, memos, data, and requirements were analyzed to better understand RRC models, contracts, and operations▪ External Research<ul style="list-style-type: none">▪ Publicly available reports, research papers, survey assessments, etc. provided ongoing context and leading practices for RRC policies and operations		

**Refer to the Appendix for full list of RRC Sites*

The current state assessment divides observations into two categories: the RRC Resident Experience and RRC Management

The RRC Resident Experience refers to areas that directly influence the resident experience on a day-to-day basis. RRC Management refers to the areas that support RRC managerial operations and functional guidance. RRC Partnerships and Best Practices are crosscutting aspects, affecting both RRC Experience and RRC Management.



These cross-cutting elements impact both the resident experience (e.g., external partner that provides a specific resource for the resident) as well as internal operations (e.g., best practices related to performance measures tracked)

Current State Assessment

Current State Assessment

The first section of this document presents a current state understanding of how the RRC model operates today and how those operations impact the daily experience of RRC residents as they transition from incarceration to release.

It is divided into two parts. The first focuses on the RRC Resident Experience – referring to areas that directly influence the resident experience on a day-to-day basis – and addresses aspects of RRC intake procedures, program offerings, and reentry resources. The second section focuses on RRC Management – referring to the areas that support RRC managerial operations and function guidance – and looks at RRC performance, organizational structure, and financial management.

RRC partnerships and leading practices are addressed in both sections, as they align to both the RRC Resident Experience and RRC Management sections. Examples and clarifying content are included throughout the document as *purple* and *green* text callouts, respectively. Throughout the document, the use of “RRC” refers to the 180 competitive RRC contracts.

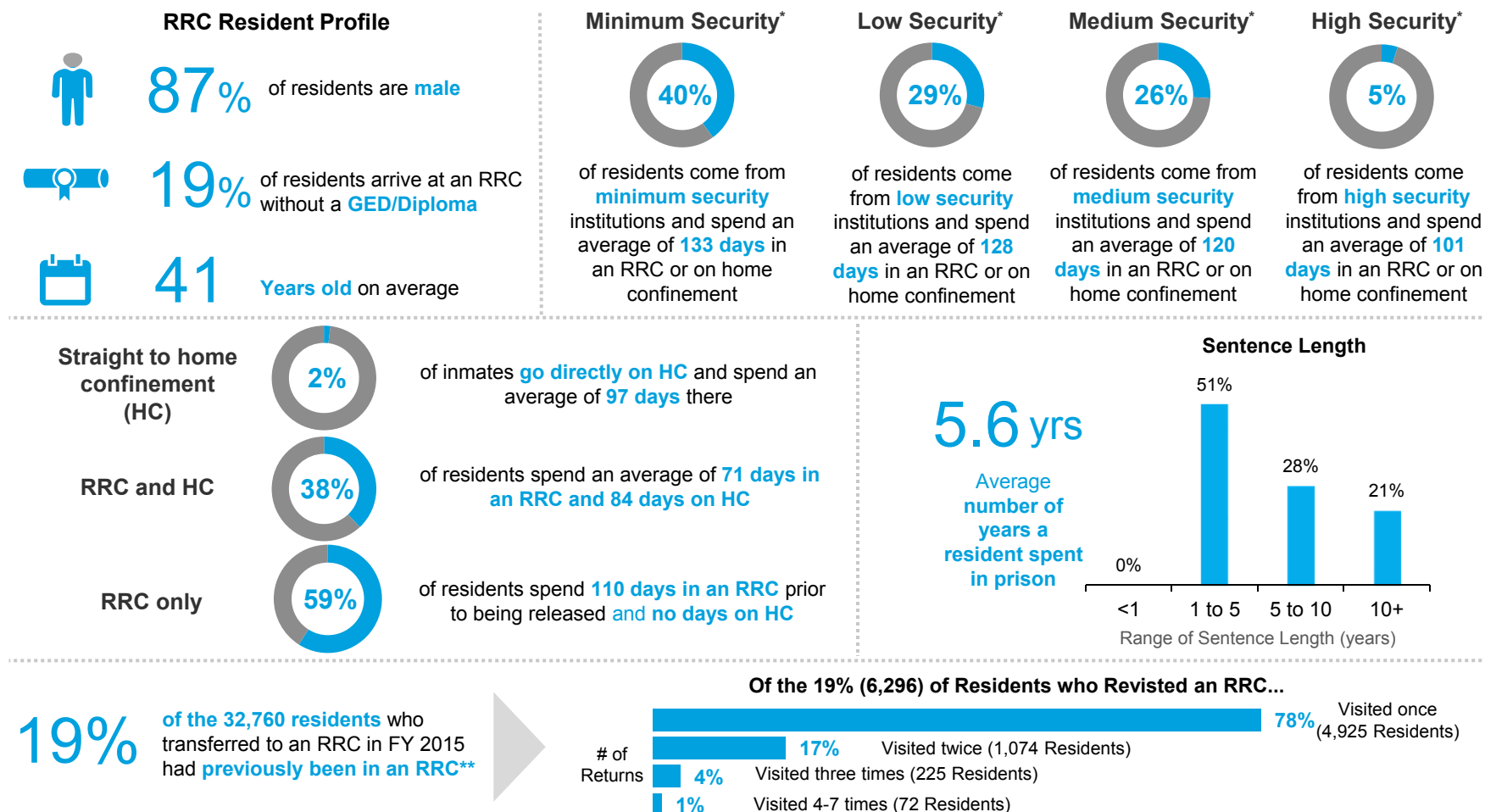
RRC Resident Experience

The RRC Resident Experience component includes the following Statement of Work (SOW) elements:*

- *RRC Intake Procedures and Reentry Planning Assessments of Residents*
- *RRC Program Offerings*
- *RRC Reentry Resources*

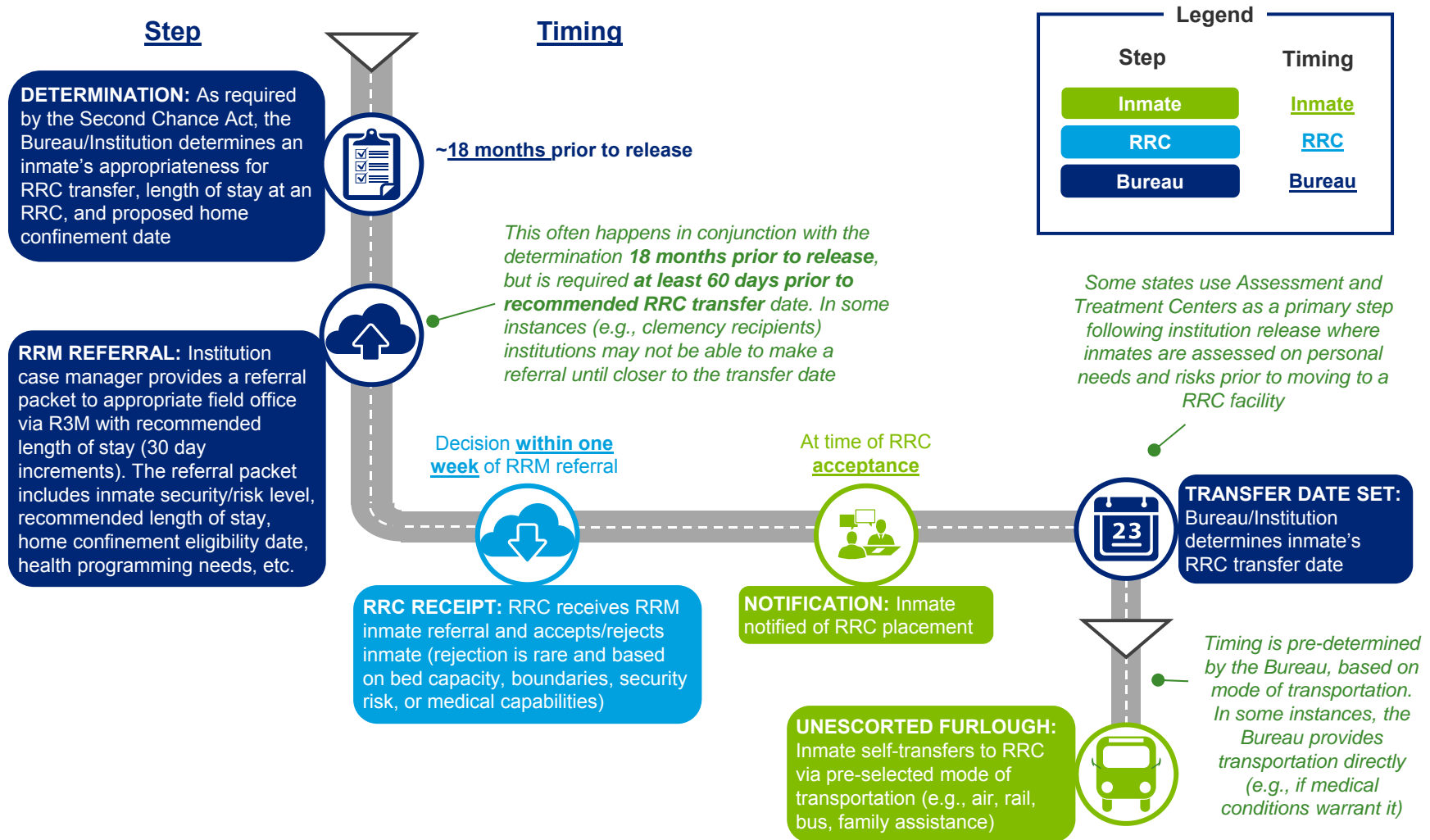
**Best Practices and Benchmarking and RRC Partnerships will be mentioned in both sections*

The majority of RRC residents are low/minimum security, middle-aged males who have been separated from society for nearly six years



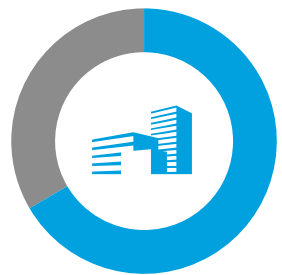
Source for all data: Deloitte RRC FY15 Data; N=32,760 residents; *Security level refers to resident; **This number represents both residents who committed a new offense as well as those who were temporarily removed from an RRC for a progressive discipline issue and transferred to a jail or Bureau institution for a short period of time, then returned to the RRC

As early as two years prior to an inmate's release, the institution initiates a planning process to transfer the inmate to a suitable RRC, if appropriate



Sources: Bureau Memo, Revised Guidance for RRC Placements, 06-24-2010; Interviews with Bureau Central Office Staff; Deloitte 2016 RRC Site Visits

Inmates may be assigned to one of a diverse network of 249 locations nationwide, contracted through 180 competitive RRC contracts nationwide



■ Non-Profit ■ For Profit

103
different organizations
provide RRC services

66%
of RRCs are
managed by **non-profit** organizations

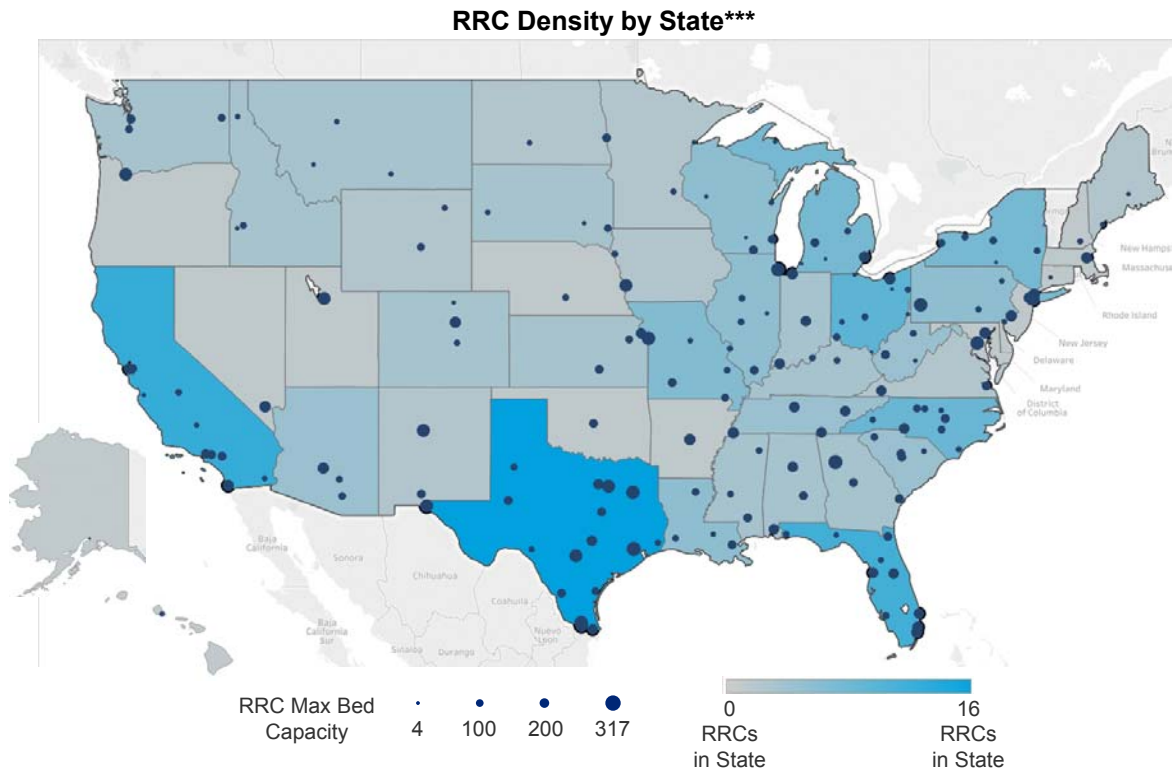
41%
of RRCs are
large (>76 beds)



33%
of RRCs are **mid-sized**
(40-75 beds)



26%*
of RRCs are
small (<40 beds)



3.5 Average **RRCs**
contracts per state

4 States have state-wide utilization
rates** **above 100%**

570 Average **RRC residents**
per state at one time

24 States have state-wide utilization rates
below 75%

*3% of RRCs could not be identified. Current Rates as of June 13, 2016. N=32,760 residents

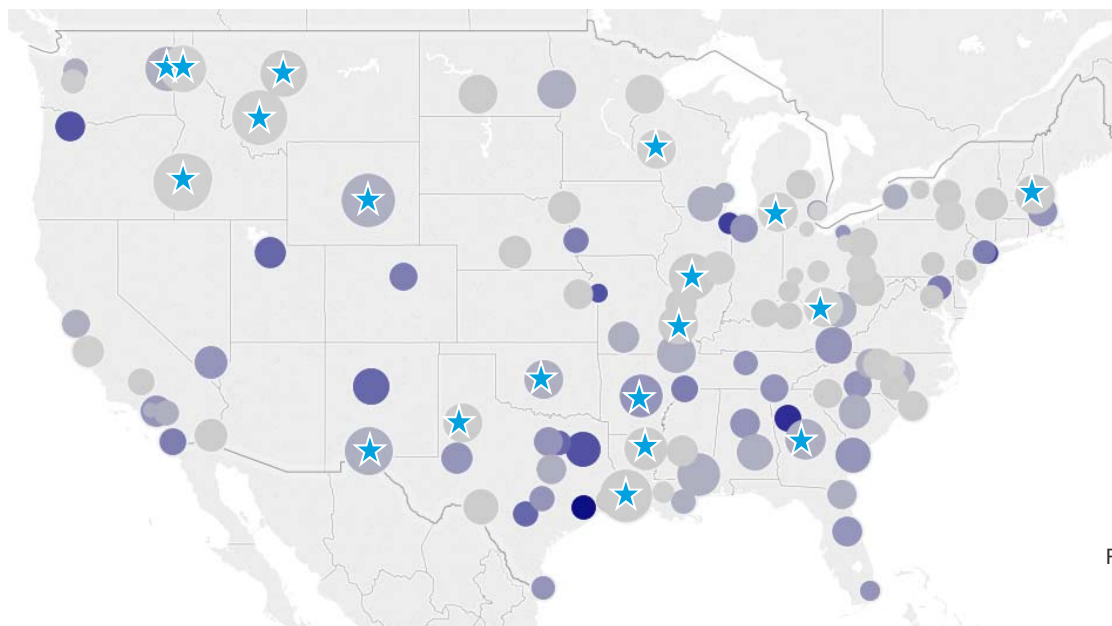
**Utilization rate is number of occupied beds divided by total beds

***Dots represent RRC contracts, not the 249 locations

Sources: Deloitte RRC FY15 Data; HC Census Report; Interviews with Bureau Central Office Staff

These RRC locations may be far from inmates' release locations for a variety of reasons, including availability, zoning restrictions, and/or preference

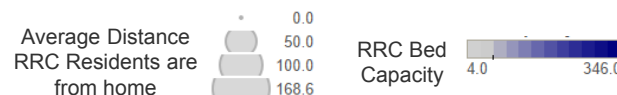
Average Distance RRC Residents are from Home (miles)



★ **RRC locations** where residents are more than 75 miles to their homes. They may be located farther from their homes for a variety of reasons, including:

- Limited bed space at closer RRC
- No RRC closer to home location
- Zoning restrictions based on offense type
- Personal preference for living in an RRC over Home Confinement

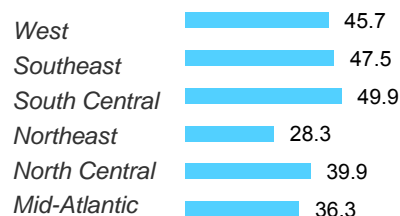
Residents at these locations **may require additional support** in terms of employment and/or transportation



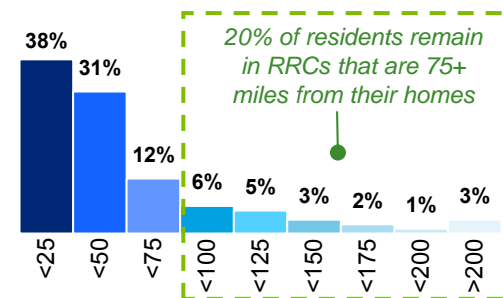
Average Distance RRC Residents are from Home by Sector (miles)



Average Distance RRC Residents are from Home by Region (miles)

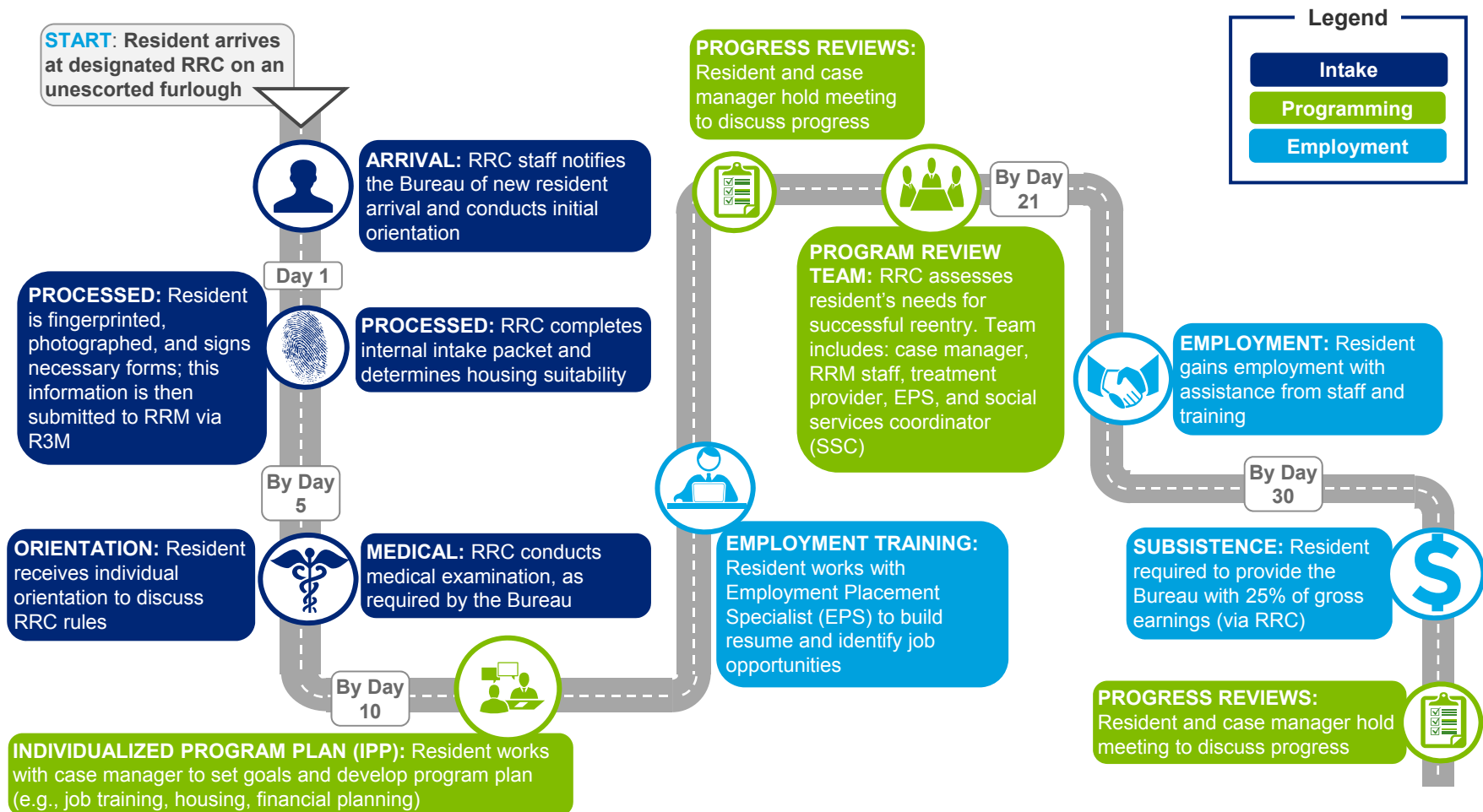


Percent of RRC Residents within each Distance from Home Category (miles)



Source: Bureau data, "iaddress-summary-extract" as of August 8, 2016

The first 30 days of a resident's stay at an RRC are critical for developing a reentry plan and securing employment



Sources: Bureau SOW May 2015; Interviews with Bureau Central Office Staff; Deloitte 2016 RRC Site Visits

Case managers work with residents to develop IPPs, which outline an approach for addressing residents' needs

The IPP is a “roadmap” for residents that is developed by an RRC case manager in conjunction with the resident. Resident programming and resources are identified based on a risk assessment and interview with the case manager. Residents' IPPs are typically developed within ten days of their arrival at an RRC.



Common RRC IPP Components

Arrival Assessment. Foundational information including name, release date, physical, and mental health status

Employment. Identification of short- and long-term goals of achieving employment as well as ancillary activities (e.g., obtaining state ID, skills development courses, trade licenses)

Family Relationship. Family/friend interactions as well as time at home to re-establish ties (set by frequency or target duration for a given period). Parenting and relationship goals are included for those with children or in a committed relationship, respectively

Substance Abuse. Participation in all substance abuse testing throughout placement. Conducting necessary Narcotics/Alcoholics Anonymous counseling sessions

Home confinement / Release Status. Establishment of home confinement/release date and planned address with working land line

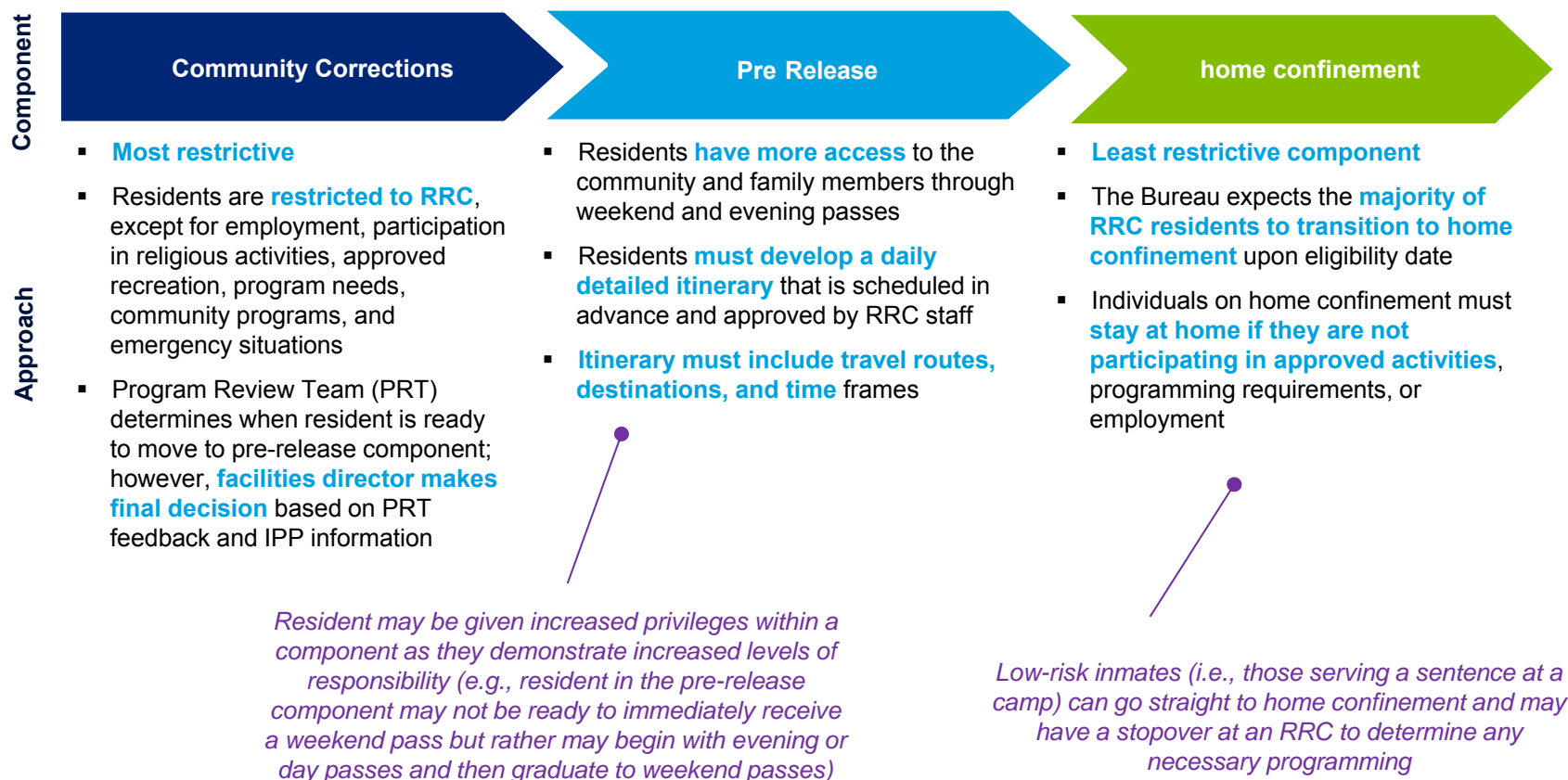
Acknowledgement. Plan acknowledgment and commitment signed by resident, RRC case manager, and USPO

Some IPP forms allow free-flow text that allow case managers to provide significant information on needs, risks, and goals as well as relevant programming for achievement. Other forms are basic templates that provide little space for in-depth documentation of residents' needs

The Bureau created a standardized IPP in the May 2015 SOW for RRCs

Based on residents' IPPs, the RRC identifies the appropriate program component in which to place residents

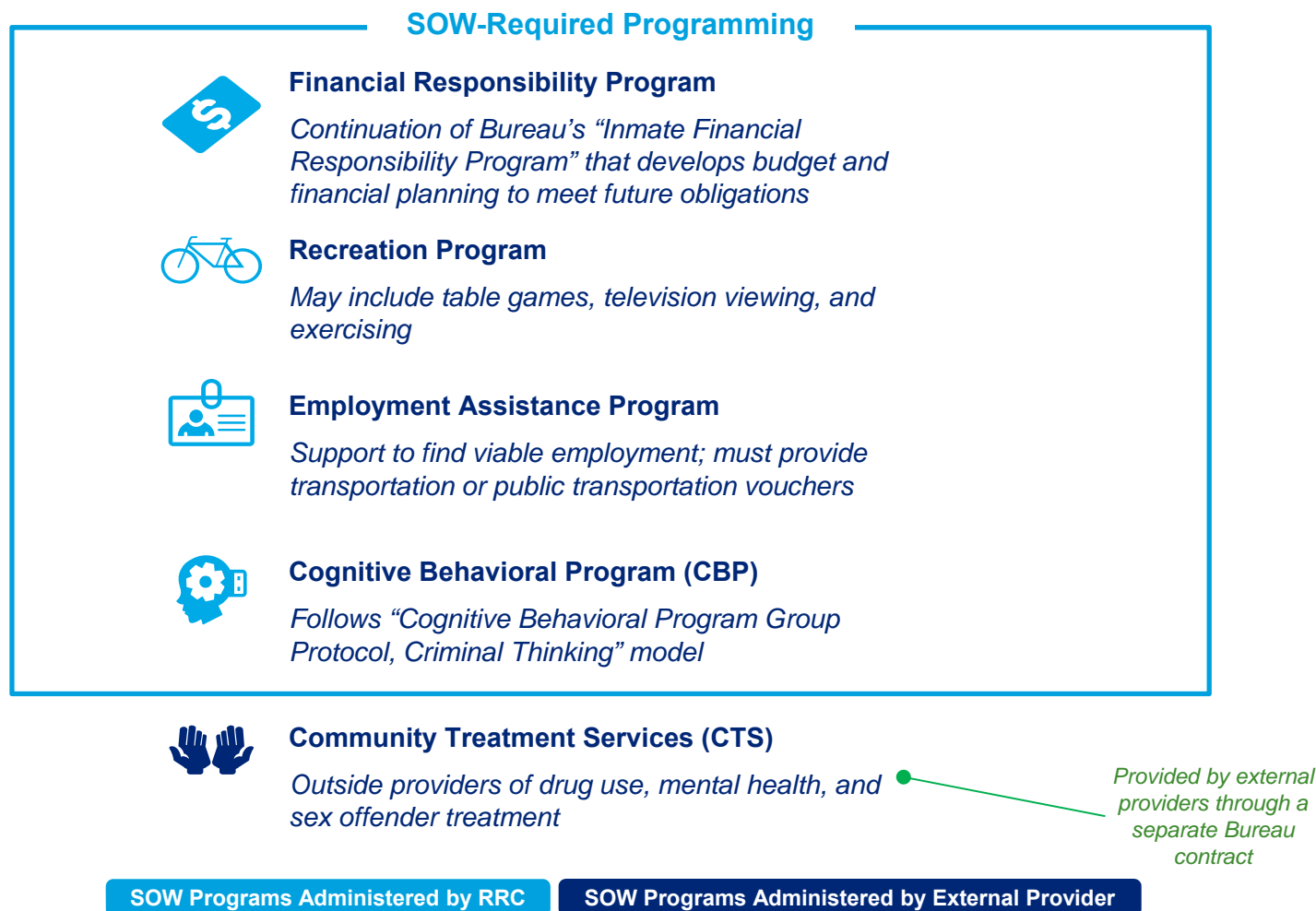
The 2015 SOW directs RRCs to place residents in one of three components, or levels of restriction of community access. Residents should have access to similar program resources regardless of component and move between components, based upon demonstrated level of responsibility, supervision needs, and restrictions based on the resident's sentence.



Sources: Bureau SOW May 2015; Deloitte 2016 RRC Site Visits

RRCs are required to address the primary needs of residents by providing access to specific programs outlined in the Statement of Work (SOW)

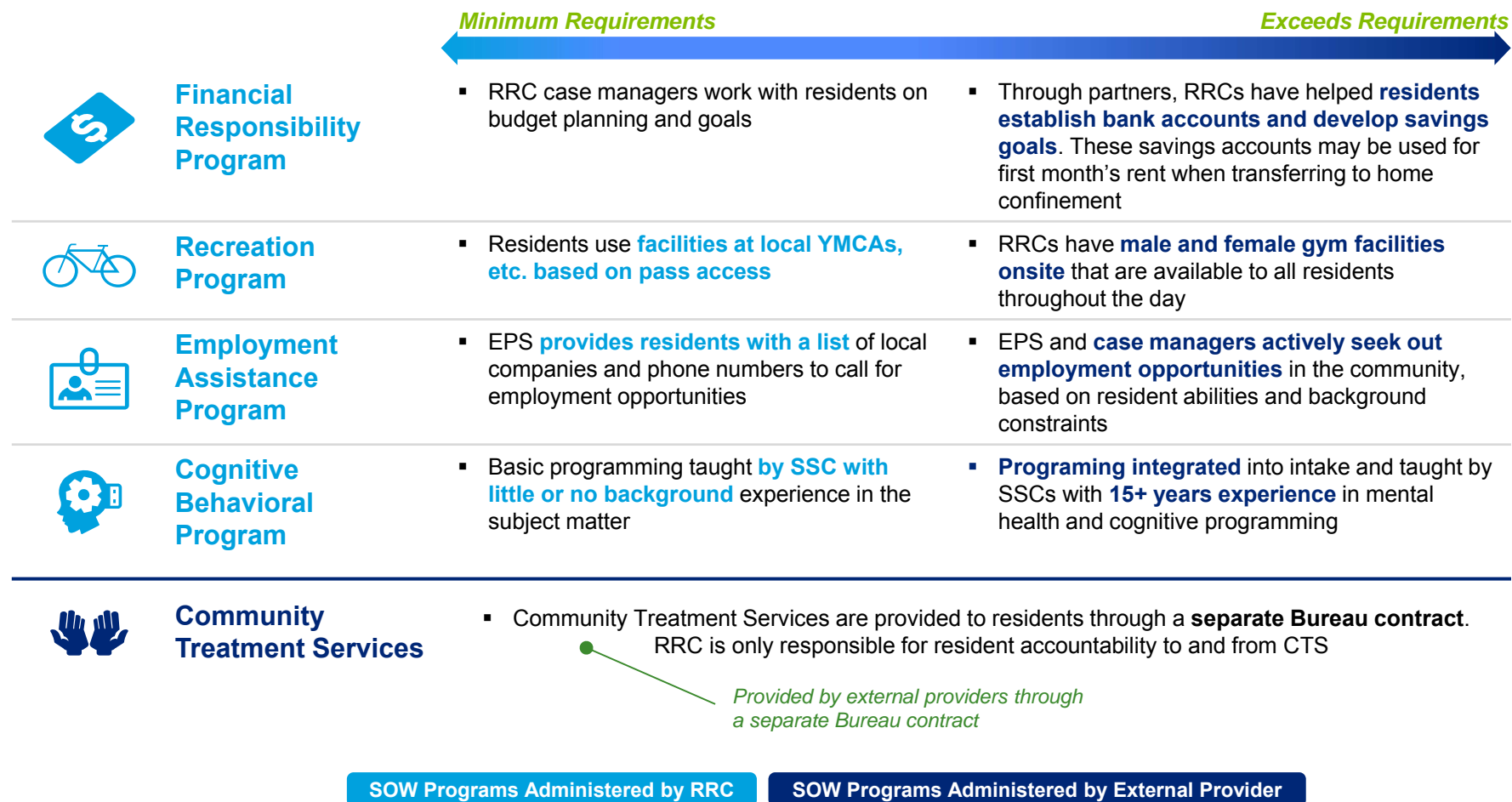
For the purposes of this study, programming entails in-person services made available to residents at RRCs.* Generally, programming includes interaction between a resident and an RRC staff member, volunteer, or community partner.



* Recreation is considered programming in institutions, but is more loosely defined in RRCs
Source: Bureau SOW May 2015

While all RRCs must meet the minimum standards defined in the SOW, some exceed the requirements, creating an inconsistent experience for residents

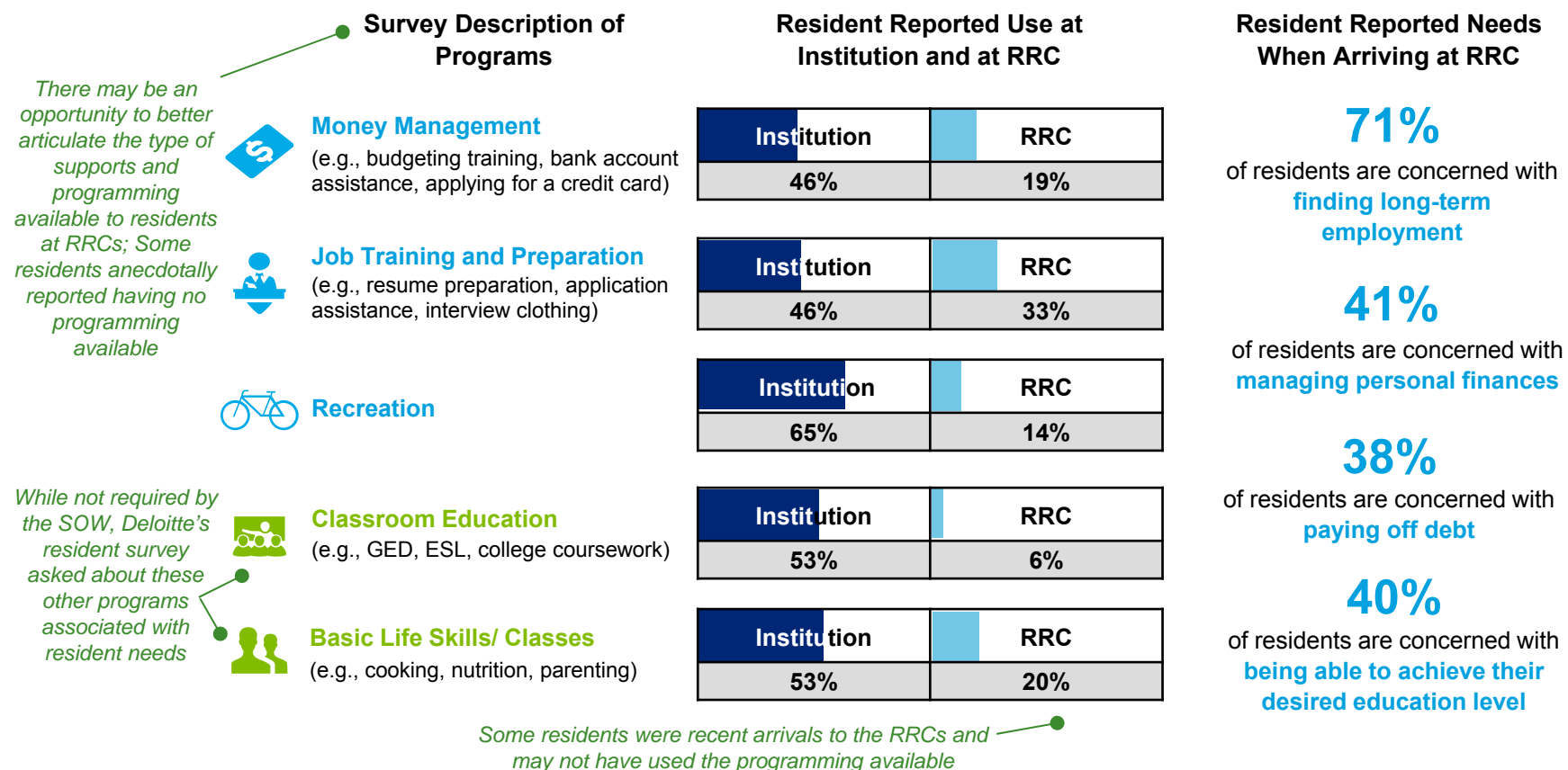
While each RRC visited appears to meet the minimum programming requirements laid out by the SOW, some RRCs go “above and beyond” delivering services. Examples witnessed are located on either end of the spectrum below.



Source: Deloitte 2016 RRC Site Visits

RRC residents reported participating in fewer program offerings while at RRCs than during their time in institutions

Deloitte administered a survey to 470 residents at the 11 sites assessment locations to learn more about their experience at RRCs. The survey results should be recognized as providing insight into residents' perceptions of the RRC experience; RRC residents have a greater amount of discretionary time than they did in institutions, which may account for some of the difference. Additionally, some residents may not recognize support they receive (e.g., from employment placement specialists) as formal programs.



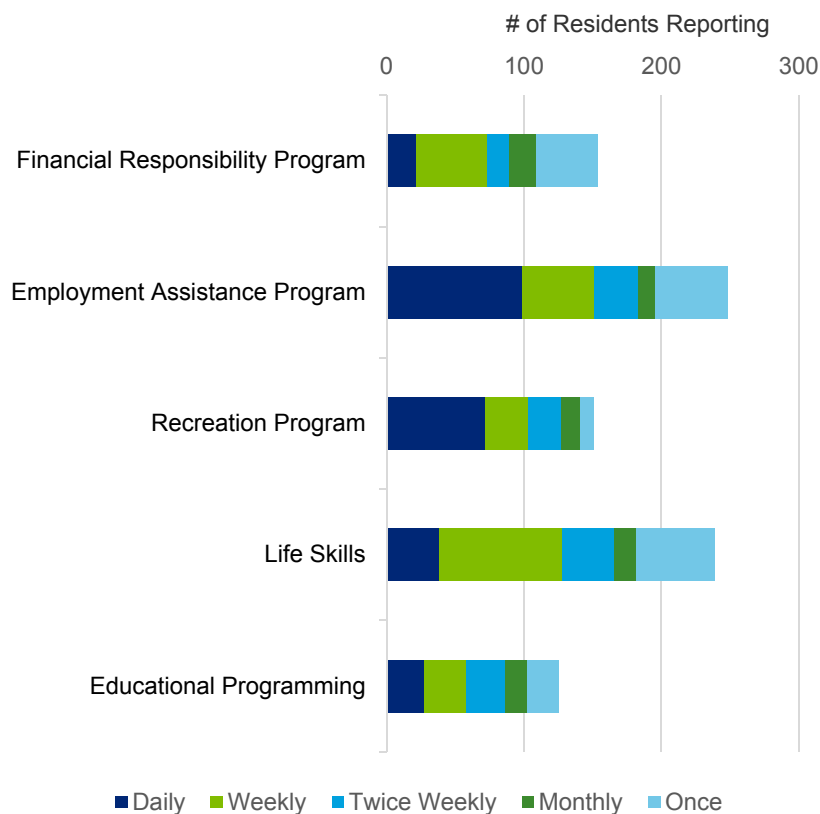
Note: Low participation in RRC programming was self-reported by residents in Deloitte's 2016 Resident Survey

Sources: Deloitte 2016 RRC Site Visits; Deloitte 2016 Resident Survey (n=470)

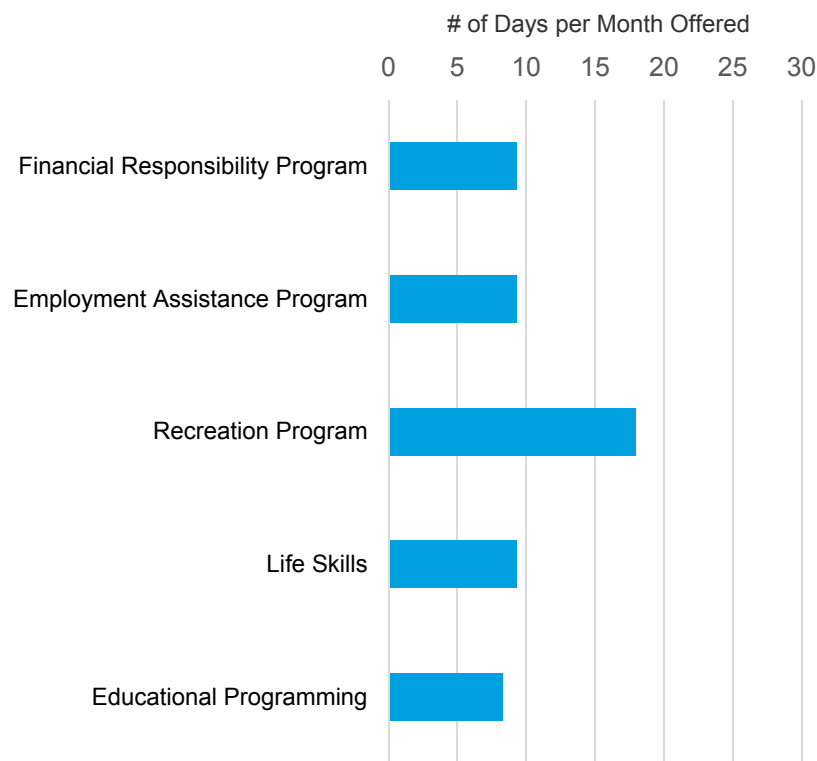
RRC directors report consistent offering frequency of programs, but residents report using certain programs more frequently

Deloitte administered a second survey to 118 RRC directors, who reported the programming and resources they offer, as well as challenges and opportunities faced in supporting residents. While all directors reported offering SOW required programming, residents reported using two of those programs – employment assistance and life skills – far more than the others.

Resident Reported Program Usage Frequency



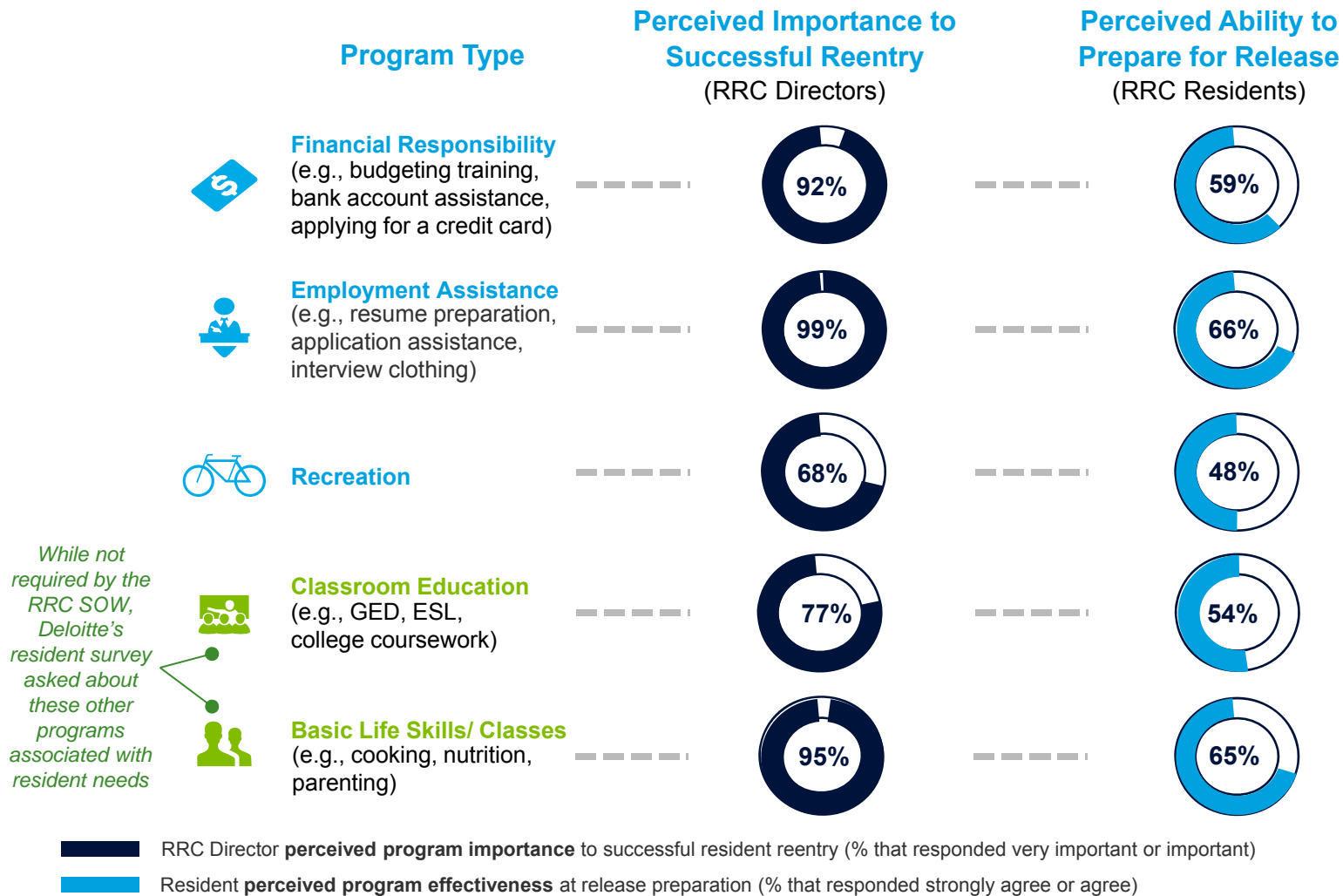
RRC Director Reported Program Offering Cadence



Sources: Deloitte 2016 Resident Survey (n=470); Deloitte 2016 RRC Program Director Survey (n=72)

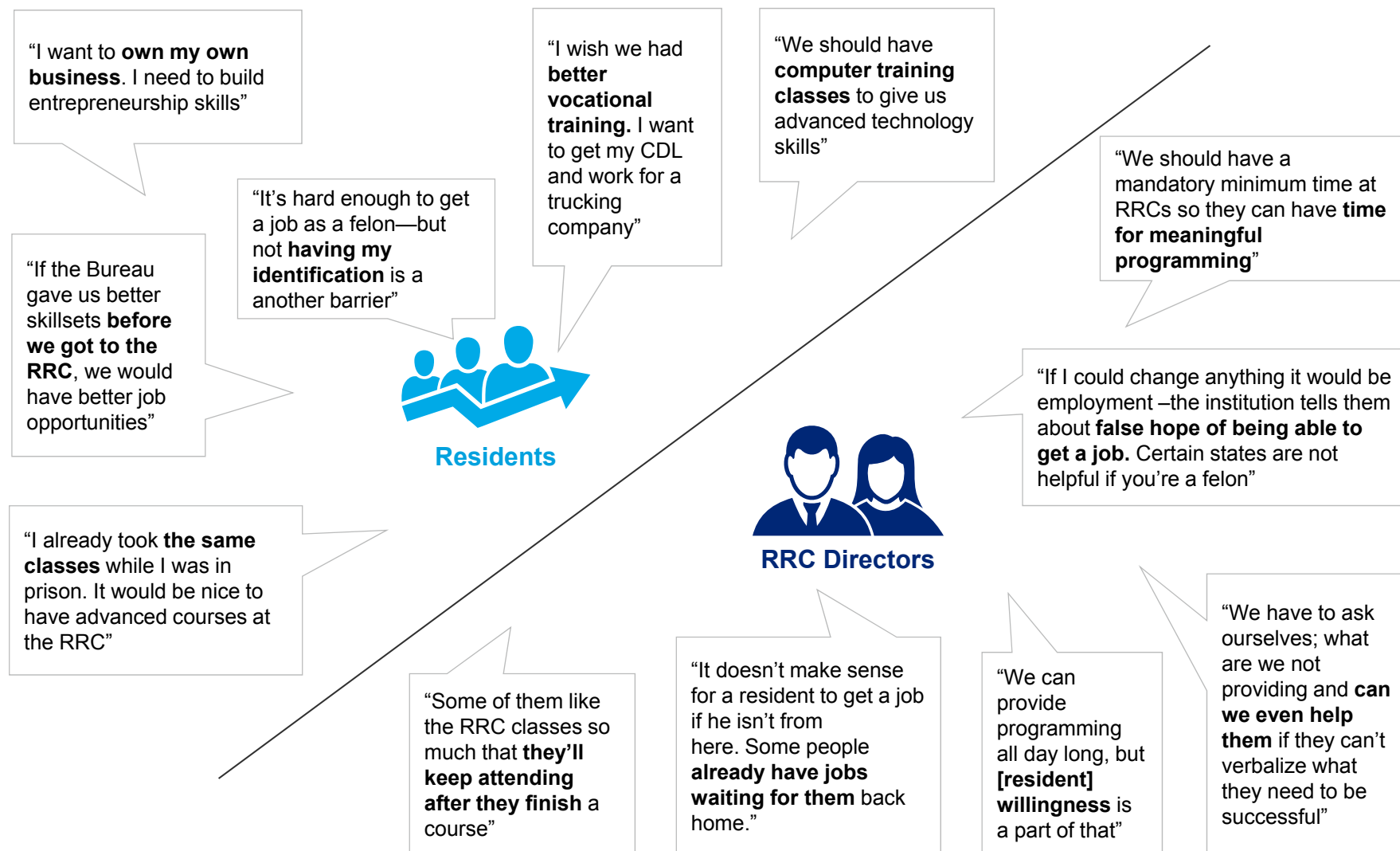
RRC directors largely believe programs required are important to successful reentry and residents believe these programs prepare them for release

The RRC director and RRC resident surveys measured the perceived importance of different programs in preparing residents for reentry. The two groups' survey results mirrored each other in terms of the order of relative importance of each of the programs.



Sources: Deloitte 2016 Resident Survey (n=260-287, depending on program); Deloitte 2016 RRC Program Director Survey (n=103-106, depending on program)

While residents and RRC directors agree that employment programming is important, residents would like to see a greater emphasis on skills training



Source: Deloitte 2016 RRC Site Visits; Deloitte 2016 Resident Survey

In addition to programming, RRCs provide resources intended to support residents' reentry needs

Resources are defined here as materials, access, and assets that are provided to residents in order to support them in their transition.

SOW-Required Resources



Transportation

Access to public transportation within one mile of RRC; if not contractor will provide transport to those seeking employment or program activities until resident is employed at no cost to resident



Job Fairs

On-site or in-partnership (e.g., via community colleges) job fairs should be provided to residents



Laundry

Provision of laundry facilities (one washer and dryer per 16 residents) at RRC or through community establishment within one mile of RRC



Food and Shelter

Provision of food / food services according to FDA Food Code. Facilities must be safe, secure, humane, and provide for employment and self-improvement opportunities



Technology

Computer-based technology to assist with seeking employment should be provided to residents (e.g., career assistance software, online resources)



Telephone Services

Access to on-site telephone services, such as pay phones, should be available to residents; at least one pay phone per 30 residents










Provisions

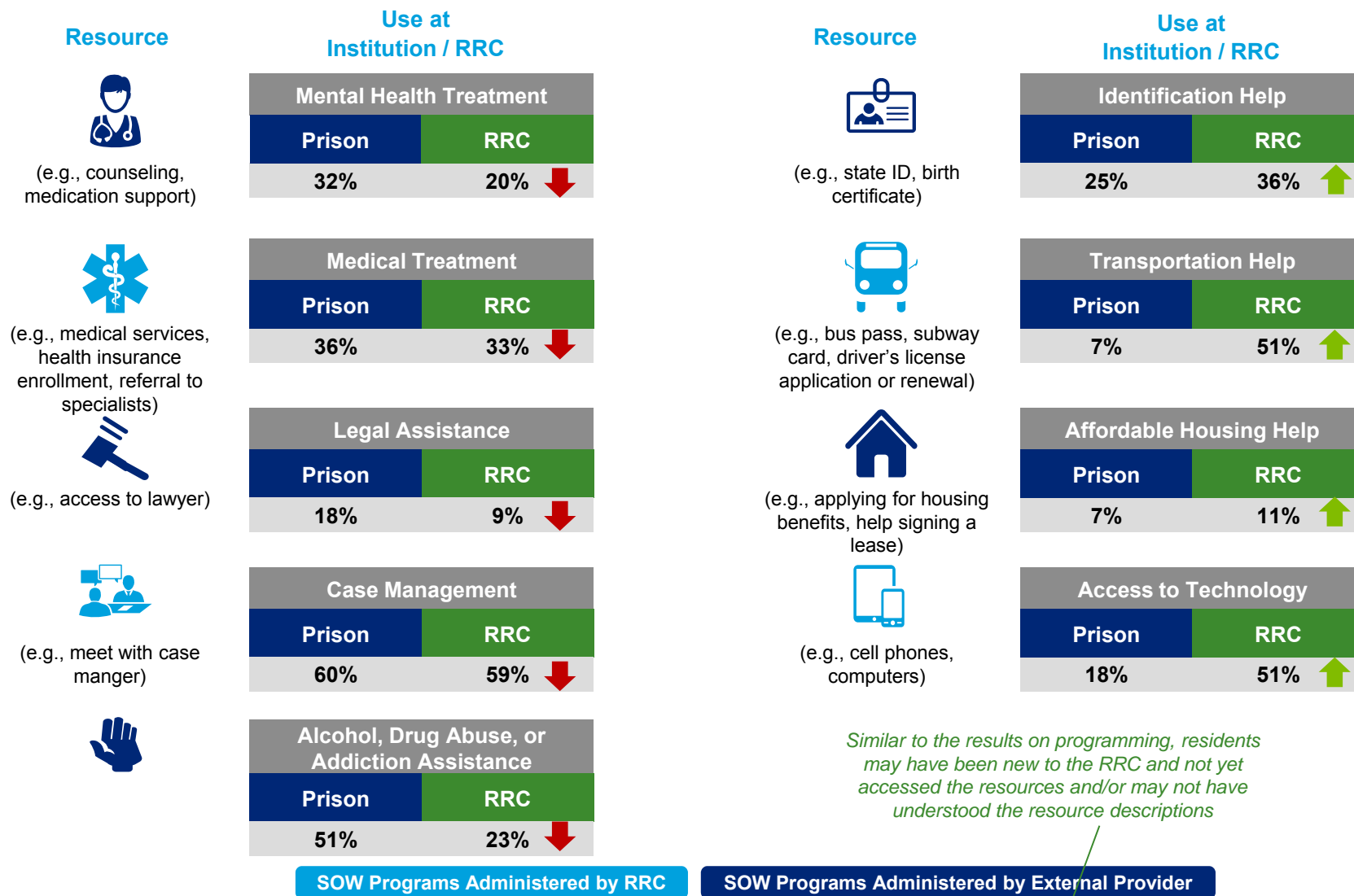
Clean bed linens, towels, and hygiene articles

Similar to programming, RRC locations visited vary in the quality and frequency of resources provided to residents

While each RRC visited appears to meet the minimum programming requirements laid out by the SOW, some RRCs go “above and beyond” in delivering services, creating inconsistencies in the overall resident experience. Examples witnessed are located on either end of the spectrum below.

		Just Meets Requirements	Exceeds Requirements
	Transportation	<ul style="list-style-type: none"> Residents face severe barriers to public transportation access (e.g., walking 1 mile to and from bus station, then spending two plus hours on public transport) 	<ul style="list-style-type: none"> RRC staff drive residents to central areas RRC lobbied the city to place a bus stop outside the RRC facility
	Technology	<ul style="list-style-type: none"> Residents have specific times when they can access one of three computers with no internet access or printers 	<ul style="list-style-type: none"> RRC has large onsite computer lab available to residents from 10am-8pm
	Job Fairs	<ul style="list-style-type: none"> RRCs refer residents to community job fairs, held at non-profits or community / state colleges 	<ul style="list-style-type: none"> One RRC organized a “Reentry Employment Conference”, with over 200 partners, to hire ex-offenders
	Telephone Services	<ul style="list-style-type: none"> Residents are allowed to use two phones provided by the RRC 	<ul style="list-style-type: none"> Residents are allowed to use personal cell phones (with no camera and internet functionality)
	Laundry	<ul style="list-style-type: none"> Residents travel to laundry facilities up to one mile away via public transportation (using two hour time limit passes) 	<ul style="list-style-type: none"> RRCs have in-house laundry facilities, including free use of detergent and ironing equipment
	Provisions	<ul style="list-style-type: none"> Resident provided with one set of clean linens and one towel 	<ul style="list-style-type: none"> Residents provided basic hygiene kit and access to onsite “closet” for set of clothing
	Food and Shelter	<ul style="list-style-type: none"> RRCs use external caterers for food, providing residents with boxed meals Residents have alternate meal times (because RRC lacks large group space for dinner) 	<p>Onsite cooks provide food with guidance from nutrition consultant and have access to juice, fresh fruit, and microwaves</p> <ul style="list-style-type: none"> RRCs build new facilities from the ground up that cater to the resident lifestyle

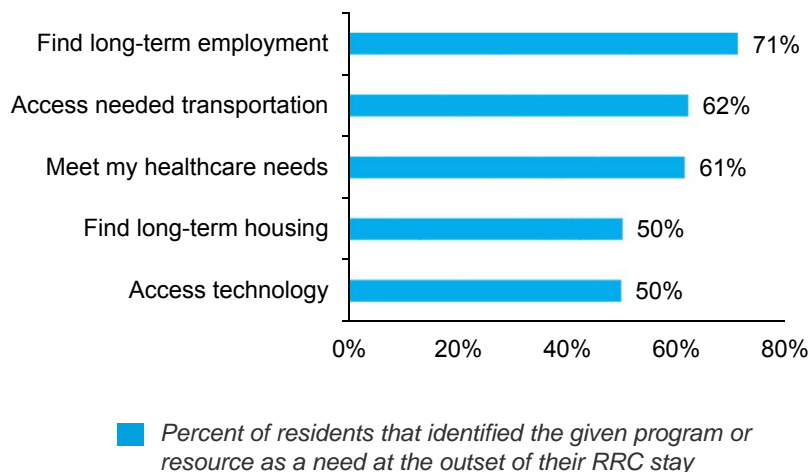
While at RRCs, residents report increased use of identification and transportation assistance, affordable housing, and technology to support reentry



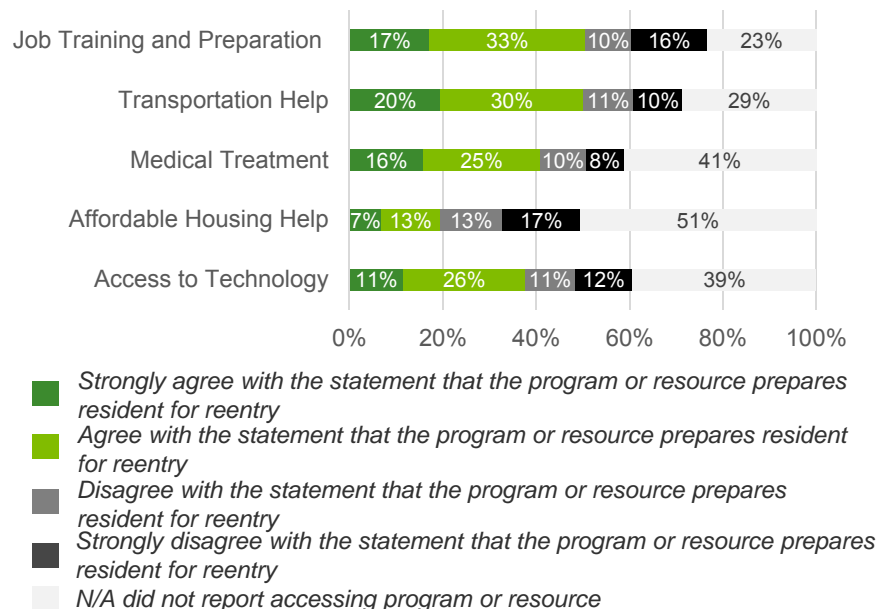
Note: All percentages derived from Deloitte administered 2016 Resident Survey and thus are self-reported resident usage
Source: Deloitte 2016 Resident Survey (n=470)

Residents indicate that job training/preparation and transportation assistance are most helpful in preparing for release

Residents' Self-Identified Needs When Entering the RRC



Residents' Perspective on Program and Resource Ability to Prepare for Release

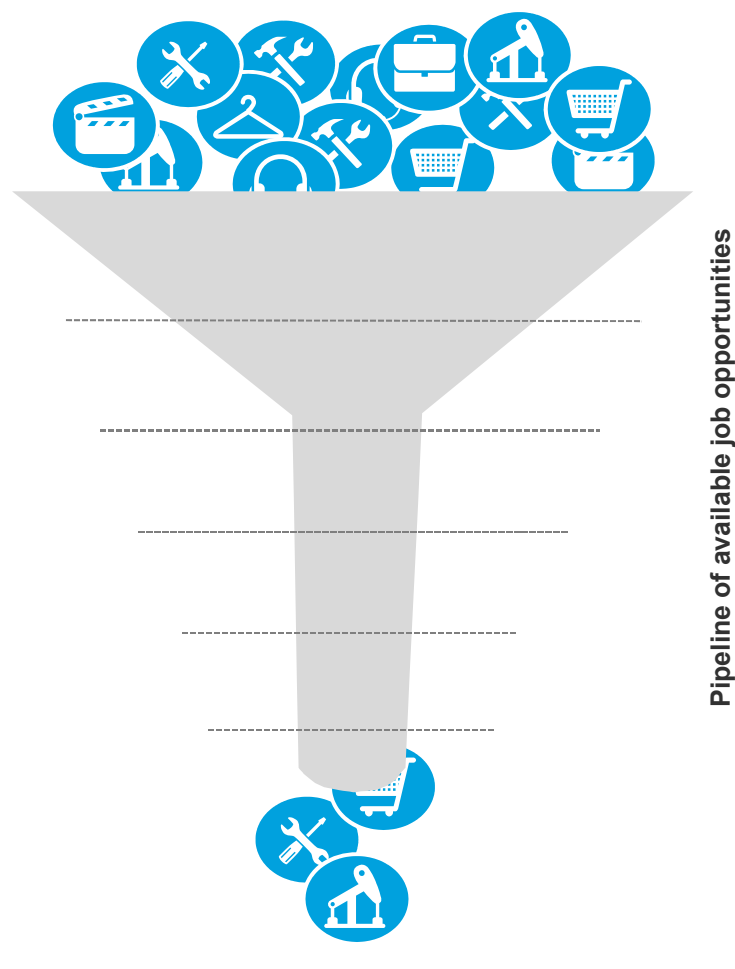


- More residents indicated a need for employment help than any other resource; **50% of residents surveyed find job training prepared them for release**
- Access to technology was a commonly identified need among residents, and **less than 40% of residents surveyed find that technology access at RRCs prepares them for release**
- Housing help** is one of the most common resident needs, and under 20% find that the housing help offered at the RRC prepares them for release
- Healthcare is one of the most common resident needs, and 41% find that **medical treatment access at RRCs** prepares them for release

67% of RRC Program Directors indicated that **appropriately aligning programs and resources to residents' needs** as what most defines success for their organization

Source: Deloitte 2016 Resident Survey (n=470); Deloitte 2016 RRC Program Director Survey (n=84)

Residents must seek employment; however, they can face numerous constraints that limit their ability to meet their employment goals



Requirements and Constraints

Initial Resource

Many residents cannot start the job search upon arrival at an RRC because they lack a state ID, medication, appropriate clothing, and/or clear mental state post-incarceration. This delays their ability to take advantage of immediately available employment opportunities. (**79%** of residents report having an ID – of those, **47%** stated that the RRC assisted them with this process).

*Pennsylvania's
Department of
Corrections and
Rehabilitation
partners with the
state's Department
of Transportation to
assist offenders in
obtaining an ID prior
to institution release*

Knowledge of all Employment

While some residents transition to RRCs in their hometowns or familiar communities, many others live further away and are unaware of the job opportunities and/or the location of job opportunities within the vicinity of the RRC.

Location

Though RRCs must be located within one mile of public transportation, many job opportunities are not readily accessible by public transit, therefore requiring commutes of 1-2 hours each way, depending on their vicinity to RRCs.

Criminal Background

Some employers may not select residents for positions based on their criminal records.

Accountability

While some employers will hire previously incarcerated individuals, many do not want to deal with the accountability check-ins from the RRC (e.g., in-person visits, phone calls twice a day, etc.).

Source: Deloitte 2016 RRC Site Visits; Bureau SOW May 2015; Deloitte 2016 Resident Survey; Pennsylvania Department of Corrections Community Corrections website – www.cor.pa.gov

In order to secure employment, residents are required to present two forms of personnel identification to complete employment documentation

Because many returning citizens are not allowed to have passports, most residents are required to have two forms of personal documentation to complete the mandatory I-9 form.

Instructions for Employment Eligibility Verification		USCIS Form I-9 OMB No. 1615-0047 Expires 03/31/2016		
Department of Homeland Security U.S. Citizenship and Immigration Services				
Read all instructions carefully before completing this form.				
Anti-Discrimination Notice. It is illegal to discriminate against any work-authorized individual in recruitment or referral for a fee, or in the employment eligibility verification (Form I-9) process, on the basis of that individual's citizenship status, immigration status or national origin. Employers cannot require an individual to present more than one document from List A, List B, or List C to establish identity or employment authorization. The refusal to hire an individual because he or she has a future expiration date may also constitute illegal discrimination. For more information, contact the U.S. Department of Justice, Office of the Assistant Attorney General for Immigration-Related Unfair Employment Practices (OSC) at 1-800-255-7688 (employers), or 1-800-237-2515 (TDD), or visit www.justice.gov/crt/about/osc .				
What Is the Purpose of This Form?				
Employers must complete Form I-9 to document verification of the identity and employment authorization of each new employee (both citizen and noncitizen) hired after November 6, 1986, to work in the United States. If an employer hires an employee who is a resident of the Northern Mariana Islands (CNMI), employers must complete Form I-9 to document employment authorization of each new employee (both citizen and noncitizen) hired after November 28, 2009 and November 27, 2011.				
General Instructions				
LISTS OF ACCEPTABLE DOCUMENTS All documents must be UNEXPIRED				
Employees may present one selection from List A or a combination of one selection from List B and one selection from List C.				
LIST A Documents that Establish Both Identity and Employment Authorization	OR	LIST B Documents that Establish Identity	AND	LIST C Documents that Establish Employment Authorization
1. U.S. Passport or U.S. Passport Card		1. Driver's license or ID card issued by a State or outlying possession of the United States provided it contains a photograph or information such as name, date of birth, gender, height, eye color, and address		1. A Social Security Account Number card, unless the card includes one of the following restrictions: (1) NOT VALID FOR EMPLOYMENT (2) VALID FOR WORK ONLY WITH INS AUTHORIZATION (3) VALID FOR WORK ONLY WITH DHS AUTHORIZATION
2. Permanent Resident Card or Alien Registration Receipt Card (Form I-551)		2. ID card issued by federal, state or local government agencies or entities, provided it contains a photograph or information such as name, date of birth, gender, height, eye color, and address		2. Certification of Birth Abroad issued by the Department of State (Form FS-545)
3. Foreign passport that contains a temporary I-551 stamp or temporary I-551 printed notation on a machine-readable immigrant visa		3. School ID card with a photograph		3. Certification of Report of Birth issued by the Department of State (Form DS-1350)
4. Employment Authorization Document that contains a photograph (Form I-766)		4. Voter's registration card		4. Original or certified copy of birth certificate issued by a State, county, municipal authority, or territory of the United States bearing an official seal
5. For a nonimmigrant alien authorized to work for a specific employer because of his or her status: a. Foreign passport; and b. Form I-94 or Form I-94A that has the following: (1) The same name as the passport; and (2) An endorsement of the alien's nonimmigrant status as long as that period of endorsement has not yet expired and the proposed employment is not in conflict with any restrictions or limitations identified on the form.		5. U.S. Military card or draft record		5. Native American tribal document
		6. Military dependent's ID card		6. U.S. Citizen ID Card (Form I-197)
		7. U.S. Coast Guard Merchant Mariner Card		7. Identification Card for Use of Resident Citizen in the United States (Form I-179)
		8. Native American tribal document		8. Employment authorization document issued by the Department of Homeland Security
		9. Driver's license issued by a Canadian government authority		
		For persons under age 18 who are unable to present a document listed above:		
		10. School record or report card		
		11. Clinic, doctor, or hospital record		
		12. Day-care or nursery school record		
6. Passport from the Federated States of Micronesia (FSM) or the Republic of the Marshall Islands (RMI) with Form I-94 or Form I-94A indicating nonimmigrant admission under the Compact of Free Association Between the United States and the FSM or RMI				

Residents must have two forms of identification, which are often dependent on one another to obtain

No Bureau-specific ID reference included

Some ex-felons are not allowed to retain passports

Source: United States Citizenship and Immigration Services, [I-9 form](#)

Many residents do not have personal documents upon arrival to the RRC and face challenges associated with requirements, costs, and time in obtaining them

Residents require public documents such as birth certificates, Social Security cards, and state-issued identification cards for a variety of reasons, including securing employment, accessing healthcare, using public resources (e.g., library), gaining privileges within some RRCs (e.g., weekend passes), completing housing applications, opening bank accounts, etc.

Requirements and Costs. The process of securing personal documentation has interdependencies. For instance, residents must pay fees to obtain a birth certificate, but cannot get a job without an ID, which they cannot get without a birth certificate.



Timing. While RRC staff assist residents in procuring these documents, the process may take 15 days to 6 months for a resident to obtain while at the RRC², depending on where the resident is from and what documents he/she already has.

Type	Estimated Timeline *	Cost *
Birth Certificate	Mail: 1-2 weeks upon arrival of request In Person: Same day service at either Vital Records Office or DMV Online: 1-2 weeks upon arrival of request	\$12-\$30
Social Security Card ³	Mail: 2 weeks upon arrival of request In Person: Within 2 weeks of request Online: Within 2 weeks	Free
ID Card ⁴	In Person Only: Within 15 days of request	\$30-\$40

Lost IDs. Residents and RRC staff alike¹ say institutions sometimes lose documentation during the incarceration period, delaying the reentry process and requiring duplicative effort.

"I paid for and got my birth certificate in prison and kept asking my Case Manager to make sure it was in my file. But when I got to the RRC, they **didn't have it**. I have no money so my family has to get a new one for me."

– RRC resident

100% of RRCs visited cite securing **personal documentation as a major burden/challenge** area¹

Resident Survey Category	State ID	Social Security Card	Bank Account	Birth Certificate	Health Insurance
Percent of Residents who have each resource ⁵	79%	92%	39%	82%	48%
Of Residents with resource, the percentage that acquired each resource at the RRC ⁵	47%	17%	41%	26%	72%

*Processing timelines vary from state to state; sample provided (Virginia). Costs vary by state; sample ranges provided.

Sources: 1. Deloitte 2016 RRC Site Visits; 2. Deloitte 2016 RRC Director Survey 3. SSA website; 4. State DMV websites; 5. Deloitte 2016 Resident Survey (n=470)

Once employed, most residents are required to pay subsistence; RRM, RRC staff, and residents largely feel that subsistence fees are too high

RRC residents are required to pay a subsistence fee of 25% of their gross income, in order to help defray costs. RRCs collect subsistence directly from residents via money order within 48 hours of a resident receiving a paycheck. The Bureau then reduces its payments to RRCs by the amount of subsistence collected.

On August 3, 2016, the Bureau announced that individuals on home confinement would no longer be required to pay subsistence

"The money the Bureau gets compared to what we have to [process] is minimal. I'm talking thousands of pages in paper work every month."

RRM

"It's a good tool to teach residents how to be responsible, but a better alternative to subsistence would be a mandatory savings plan for the resident."

Employment Placement Specialist

"I'd rather [the Bureau] put that into savings instead. It's like we are free labor."

Resident

Field Office Actions

- RRM's are able to **waive or reduce subsistence fees**, based on their discretion
- The EPS at one RRC has her residents **immediately apply for subsistence waivers, even prior to secure employment**, given their high-risk status

Savings Plans

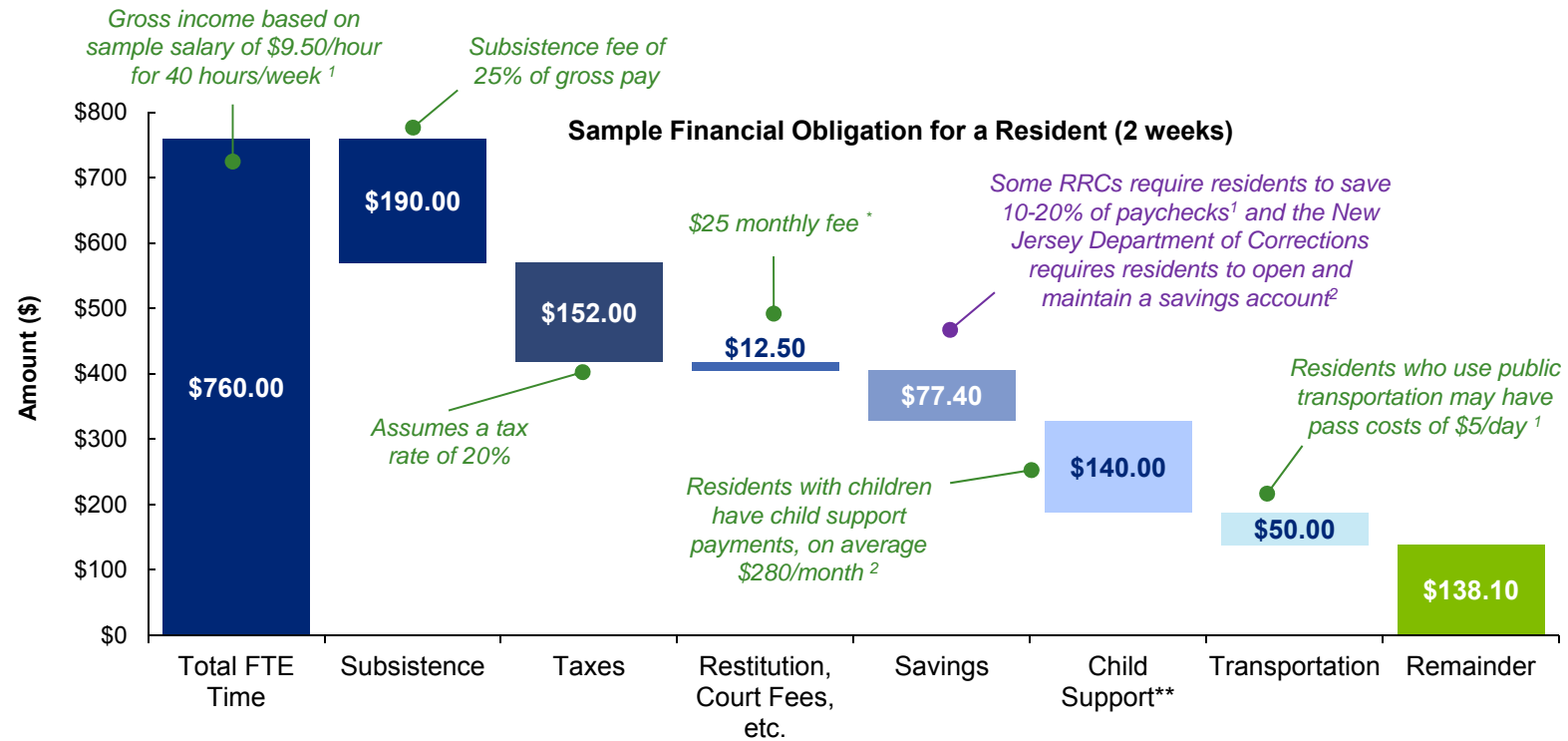
- A Case Manager at one RRC visited requires residents **to save 10% of their net paychecks if they receive a waiver or reduction** for subsistence fees



Resident Expectations

- Most residents **do not realize that subsistence fees are Congressionally-mandated and collected by the Bureau**
- Most residents tend to believe the RRC is "double hitting" in terms of money per head, creating **resentment towards the RRC and subsistence**

In addition to subsistence, many residents face financial obligations that leave little leftover for additional expenses, needs, and savings



\$~140

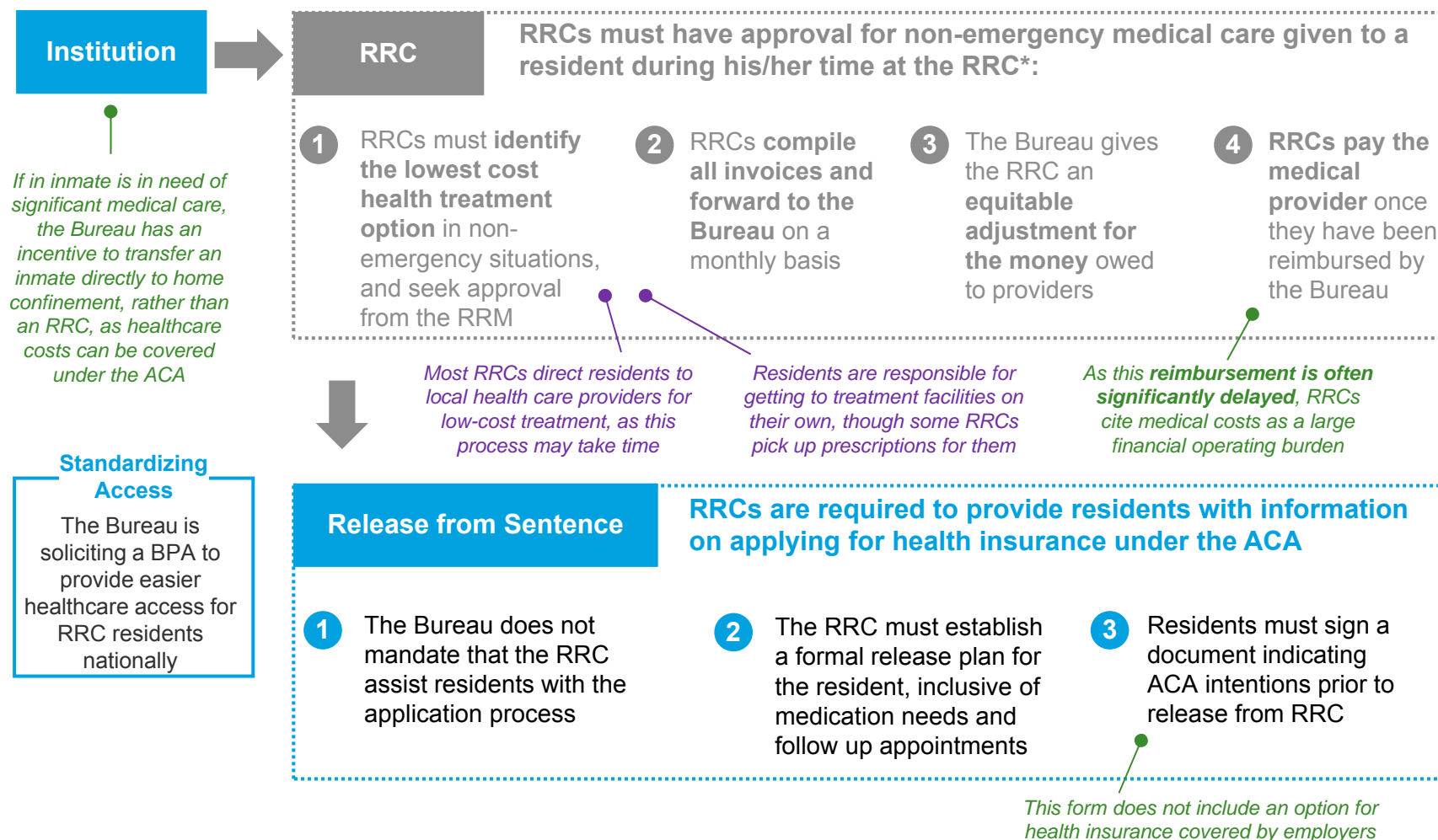
Remaining every two weeks for items not covered by the RRC/Bureau, including: clothing, cell phone bills/phone calls, medication, legal fees, personal hygiene items, supplemental food, etc.

*RRC Staff interviews indicate that many residents required to pay a monthly fee of \$25 towards restitution, court fees, etc.; **RRC residents reported child support payments automatically deducted from their paychecks

Sources: 1. Deloitte 2016 RRC Site Visits; 2009 2. US Census Report, "[Custodial Mothers and Fathers and Their Child Support: 2013.](#)" 2013; 3. State of New Jersey Department of Corrections website – www.state.nj.us/corrections/pages/index.shtml

RRC residents are ineligible for healthcare coverage under the Affordable Care Act; however, treatment costs are typically reimbursed by the Bureau

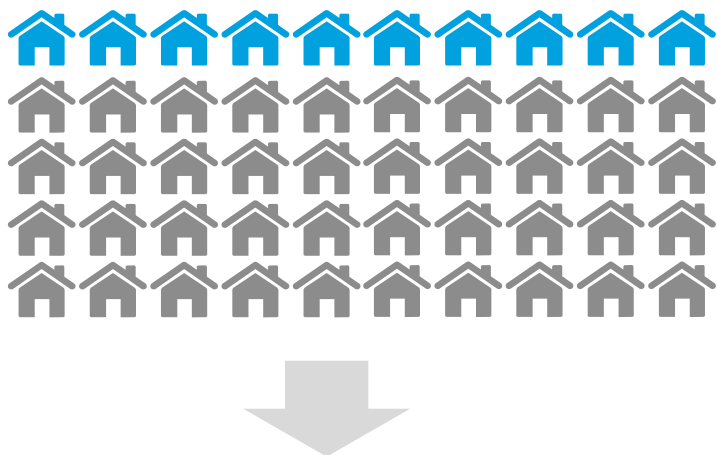
Because residents are not eligible for healthcare coverage while residing at RRCs, the Bureau covers all healthcare costs. RRCs seek approval from the Bureau to cover resident medical costs, and are also required to provide residents with information on applying for health insurance upon release.



*Current process will be replaced by the BPA once the solicitation process is complete

Source: Interviews with Bureau Central Office Staff; Deloitte 2016 RRC Site Visits; Bureau SOW May 2015

As their home confinement or release date approaches, residents without family often face challenges with housing affordability and accessibility



RRC staff report that approximately **20% of residents have no family support to turn to for housing when they are released from an RRC.** These residents often find a place of their own, or sometimes release to a homeless shelter



Affordability constraints

- Residents often have limited savings when leaving an RRC
- Though the Department of Housing and Urban Development (HUD) offers public housing guidance, residents do not seem to be fully aware of policy. Additionally, wait lists for housing makes it difficult to secure housing upon release from an RRC



Accessibility constraints

- Residents with violent backgrounds or sex offender status face limited housing opportunities
- Public housing options and locations often exclude previously incarcerated individuals with violent backgrounds

Ohio offers permanent support housing to residents with a high risk of homelessness upon release

Sources: Deloitte 2016 RRC Site Visits; HUD, "[Office of General Counsel Guidance on Application of Fair Housing Act Standards to the Use of Criminal Records](#)," 2016; Ohio Department of Rehabilitation and Correction website and data reports – www.drc.ohio.gov/web/bcs/html

Assimilating back into society challenges residents to rekindle relationships, forge new bonds and networks, and participate in community life and development

Though RRCs provide guidance in helping residents navigate across and assimilate back to society, residents themselves must re-learn how to engage with family and support networks, adapt to a different environment (e.g., technological updates), and re-establish themselves to be contributing members of society.

Assimilating to a new or “like new” community

Some residents depend on RRCs to help them navigate activities such as taking public transportation and using new technology



“The first time I went to [the grocery store], I was overwhelmed. I didn’t know how to use self-check out and felt like everyone was staring.”

-Resident

64%

of residents felt **getting enough time with family** was one of the hardest things about their RRC experience*



Engaging with family Many residents indicate a family member as being the single most important person that helped them during their time at an RRC. Regular engagement with their family members is an important factor in their successful reentry*

“I am going to live with my parents and they are not financially stable. As their son, I will need to support them.”

-Resident

Giving back to society

Several residents indicated their desire to integrate back into society as law-abiding citizens; however, their status as an ex-offenders attaches a stigma to them that can prevent them from achieving that objective



39%

of residents felt **reconnecting with their social networks** was one of the hardest things about their RRC experience*






Establishing stability

Joining faith communities helps some residents feel connected to society; others crave mentors and companionship through informal networks

*In some instances, it may not be appropriate for residents to engage with family and/or social networks, if that family includes former felons (which would be a violation of probation) or were involved in activity that led to the criminal charges that resulted in the resident’s incarceration

Sources: Deloitte 2016 RRC Site Visits; Deloitte 2016 Resident Survey (n=470)

Resident Experience: Overall Findings and Implications

	Findings	Potential Implications
 RRC Intake Procedures and Reentry Planning Assessments	<ul style="list-style-type: none"> Institutions may submit referral packets up to 18 months in advance of a resident transferring to an RRC; information may be outdated and/or missing; RRC IPP planning forms also differ across RRCs Residents coming from the institution may not have personal documentation when they arrive at the RRC Residents are not typically provided with all details regarding their stay at an RRC 	<ul style="list-style-type: none"> The RRC may need to start the intake process with minimal, outdated information; inconsistent planning across RRCs results in different resident experiences and opportunities in terms of programming Some residents are not prepared for the employment process upon immediate arrival to the RRC, although they are required to secure employment within 21 days Some residents have misguided expectations upon arrival to the RRC; they do not understand when they will be able to see their families or go home, and are often frustrated with the lack of transparency in the overall process
 RRC Program Offerings	<ul style="list-style-type: none"> Residents are most concerned with procuring long-term employment and managing personal finances (including paying off debt) Residents face a variety of constraints when getting hired, including RRC proximity to employers, transportation, and accountability check-ins RRCs vary in the frequency and quality of resources offered, from providing residents with irons to preparing for job interviews to providing access to housing help 	<ul style="list-style-type: none"> Stronger programming around financial planning and employment may be crucial for reentry success Subsistence fees of 25% of gross income takes too much from residents by field office staff, RRC Staff, and residents RRCs often need to go to extreme measures to locate and work with employers who will give residents a chance, potentially requiring strong networks and solid reputations
 RRC Reentry Resources	<ul style="list-style-type: none"> Most residents are largely dependent on their family/friends network throughout the process of incarceration and reentry and do not get access to them as frequently as desired 	<ul style="list-style-type: none"> Residents receive inconsistent care across RRCs, depending on RRC quality, access to public resources, location, etc. Residents need opportunities to interact with family and friends, but some may need additional training and support to re-learn how to have these relationships

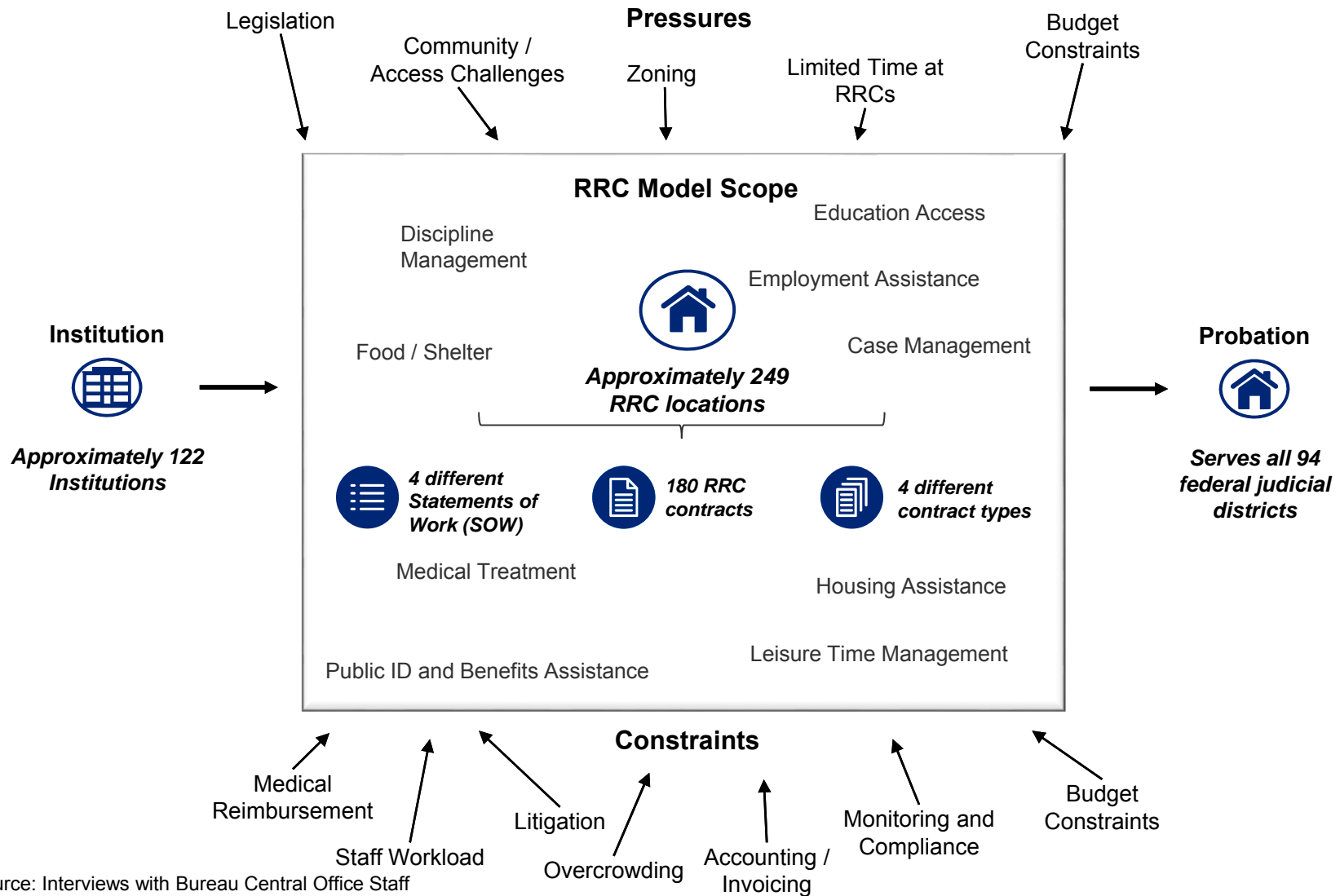
RRC Management

The RRC Management dimension includes the following Statement of Work (SOW) elements:*

- *RRC Performance*
- *Organizational Structure*
- *Financial Management*

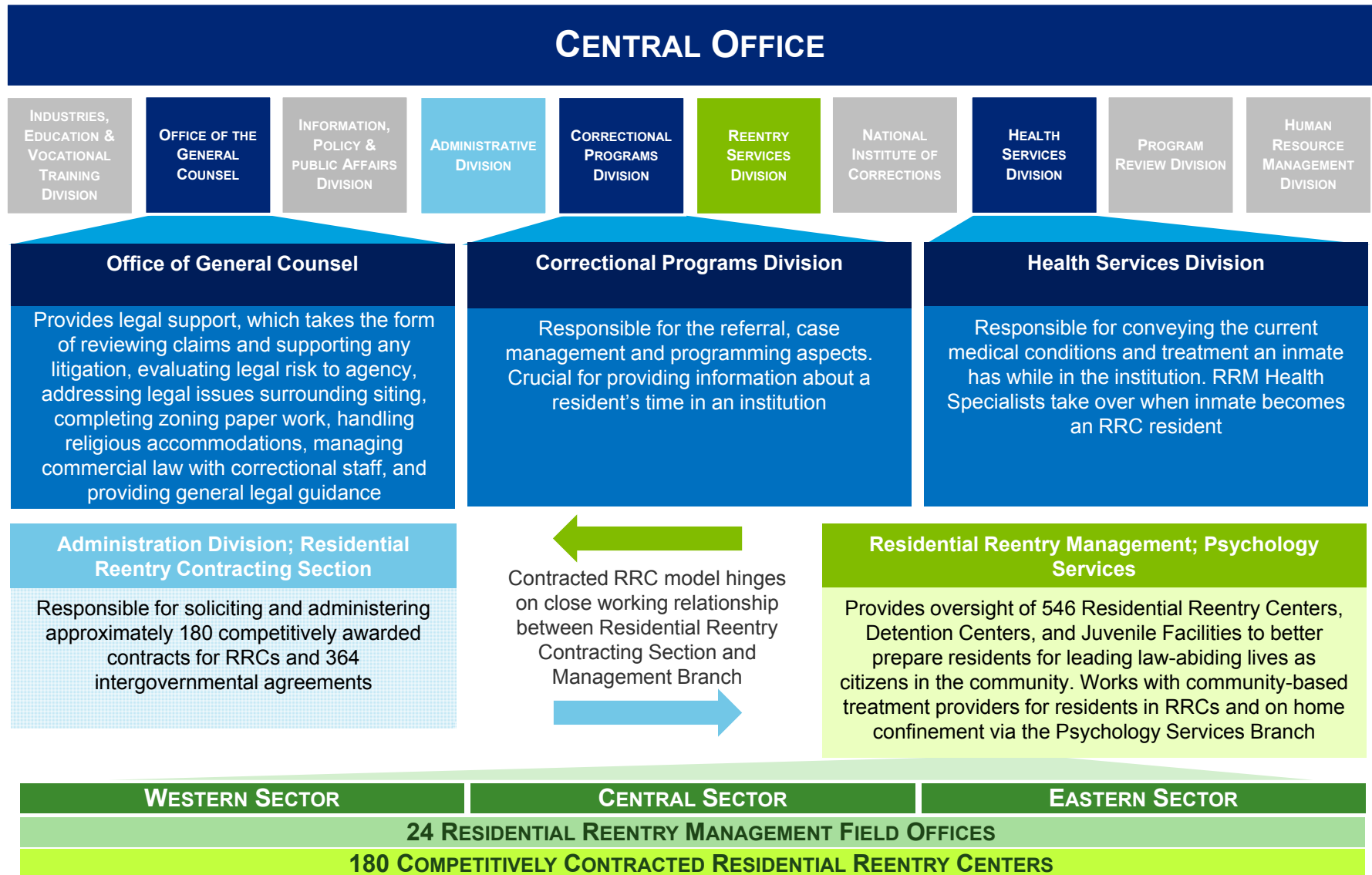
**Best Practices and Benchmarking and RRC Partnerships will be mentioned in both sections*

The RCC model is an expansive one, tasked with solving a complex challenge in the face of numerous external pressures and constraints



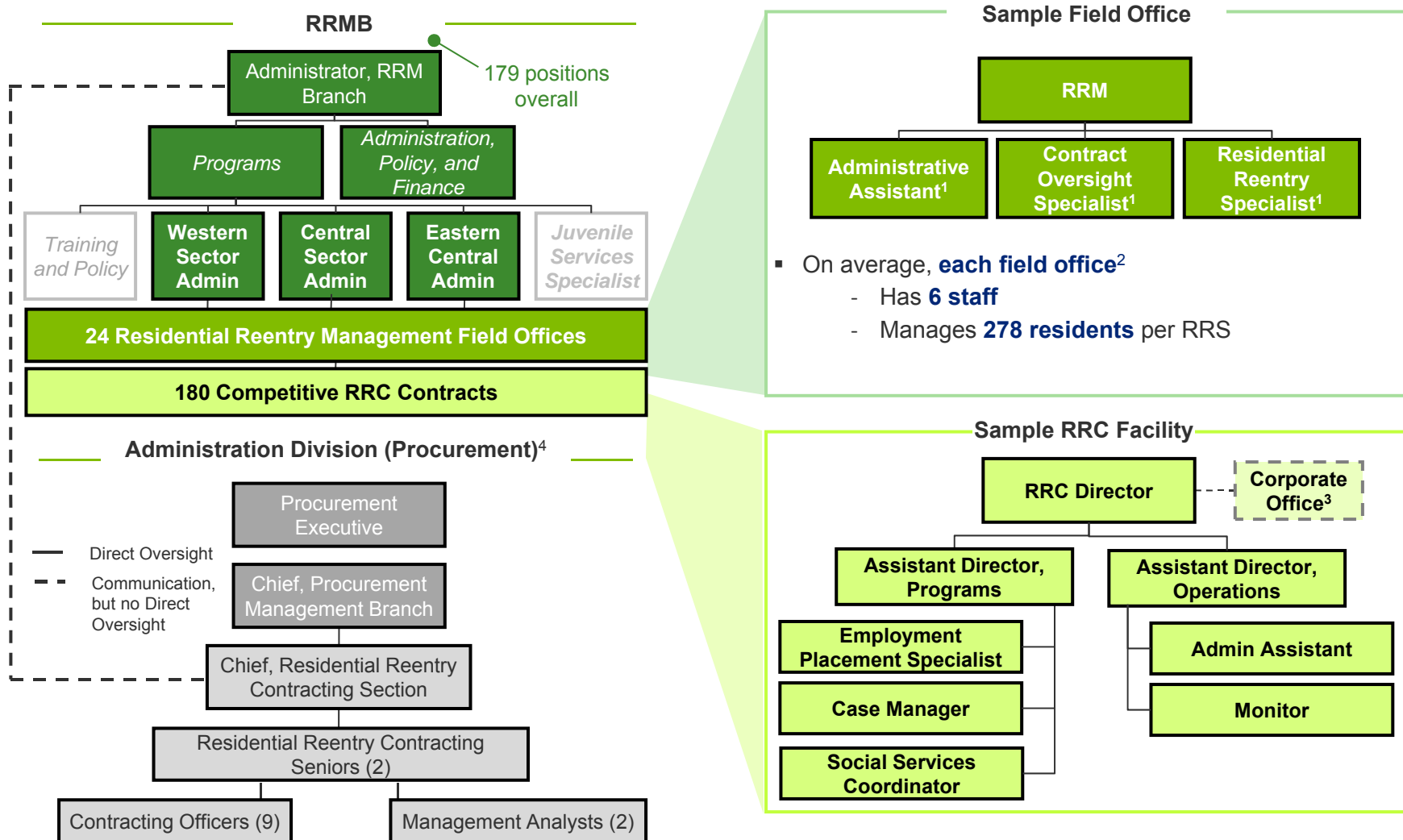
Source: Interviews with Bureau Central Office Staff

Effective management and oversight of reentry goals requires coordination and collaboration across several Bureau divisions, 24 RRM offices, and 180 RRCs



Source: Interviews with Bureau Central Office Staff

The RRMB and Contracting Section at Central Office coordinate with Residential Reentry Managers (RRMs) to manage competitive RRC contracts



Notes: 1. Interview analysis demonstrates that Residential Reentry Specialists and Contract Oversight Specialists are now performing the work of Administrative Assistants and Legal Instrument Examiners; 2. Analysis based on Bureau Nationwide Average Chart (amended); 3. Some RRC Directors report corporate office as well (e.g., Dismas Charities Regional VP); 4. Based on Bureau Procurement Division Organizational Charts

Field office staff consist of a Residential Reentry Manager as well as multiple Contract Oversight and Residential Reentry Specialists

Field-Based ↑ Office-Based	Key Stakeholder	Primary Responsibilities
	Residential Reentry Manager (RRM)	<ul style="list-style-type: none"> Assumes full responsibility for all duties and functions related to the RRMB in his/her assigned judicial district(s) Serves as the Bureau's liaison with all criminal justice agencies in his/her territory (e.g., USMS, USPO, RRCs, institutions) Develops new residential resources and inspects contracts and program elements to ensure compliance Develops and monitors jail facilities for persons serving short sentences, and state correctional and private facilities for juveniles and adults serving long sentences Provides guidance on changes and operational requirements to contract residential staff Serves as an information resource for inquiries from offenders, their support networks, news media, and other parties
	Contract Oversight Specialist (COS)	<ul style="list-style-type: none"> Responsible for all duties and functions related to the operations and programs of RRCs and contract confinement/detention facilities within the specific RRC district Serves as the Bureau's field representative, particularly in partnerships with US Courts, USPO, US Marshals Service, and the US Attorney's Office Performs preliminary site inspections for potential contractors Responsible for contract oversight on a systemic basis
	Residential Reentry Specialist (RRS)	<ul style="list-style-type: none"> Responsible for all duties and functions related to case work activities for sentenced adults and adjudicated juveniles housed in non-federal facilities Serves as a liaison with other criminal justice agencies (e.g., United States Courts, USPO, USMS, and the US Attorney's Office) Completes and submits all RRC referrals – ensures referrals are complete, accurate, and given to appropriate contractors Provides technical assistance to state/county correctional facilities, private contractors, and Bureau institutions in case management matters Monitors and updates the "Daily Movement Log" in SENTRY and ensures SENTRY accuracy Serves as a professional advisor to other RRM office staff and contractors Oversees contract performance as related to reentry responsibilities, and informs the RRM when performance is inadequate

RRM and COS are the same grade on the general schedule

*Target workload for COS is 6 contracts;
Actual workload is 8.25 contracts**

*Target Workload for RRS is 180-200 inmates;
Actual workload is 278 inmates**

**Analysis based on Bureau Nationwide Average Chart (amended)*

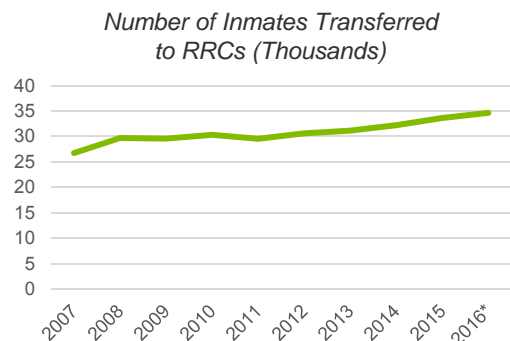
Sources: Interviews with Bureau Central Office and field office Staff; Deloitte 2016 RRC Site Visits; Position Description Cover Sheets for RRS, RRM, and COS

Field offices handle large numbers of resident cases and contracts with RRCs, often with little support, as demand for reentry services has increased

RRMs, Residential Reentry Specialists, and Contract Oversight Specialists take on the responsibilities of multiple roles and handle large cases and/or contracts. Offices are typically understaffed, placing heavy workloads on staff and increasing turnover. This is especially problematic given the increase in demand for bed capacity at RRCs, and may also places more pressure on acquisition staff at Central Office as well.



While the **demand for RRC beds has increased** over the past few years, the number of **staff supporting this increase has not**.



"My office was operating at 50% for most of last year...COS needs to be out on the road something like 32 weeks out of the year."

RRM Manager

"I'm so busy dealing with fires. With no one to share the management with, I have no time to manage or train staff."

RRM Manager

COS and RRS positions have absorbed the responsibilities of two other positions in the reorganization

COS

RRS

*Administrative Assistant
Legal Instrument Examiner*

Sources: *RRMB Nationwide Averages* document provided by the Bureau; Interviews with Bureau Central Office staff and RRM; Deloitte 2016 RRC Site Visits

RRC staff cover multiple roles across various subjects and are often stretched thin in terms of workloads and expertise

RRC staff wear **multiple hats**, working long hours to better serve resident needs and potentially requiring **additional expertise** to fulfill responsibilities.



Staff with a **variety of background expertise, maturity, and subject matter expertise** may improve the overall RRC atmosphere and experience for residents.

"I try and make sure I have a **good mix of corrections, counseling, mental health, and criminal justice** backgrounds. **Only corrections or only counseling** isn't enough."

– RRC Director

"I'm 23, **what business do I have talking to someone who has been in prison for 20+ years?**"

– Case Manager

"It's obvious that **most residents are male**, but **most staff is female**. [The residents] need someone else to talk to."

– RRM

"We only get to talk to **Case Managers once a week**. That is not enough."

– Resident

"Finding, hiring and keeping quality employees that will work for correctional level pay is one of the biggest challenges."

– RRC Director

22%

Average staff turnover rate as reported by RRC Program Directors

Sources: Interviews with field office staff; Deloitte 2016 RRC Site Visits; Deloitte 2016 RRC Director Survey (n=91)

The Bureau requires specific staff numbers based on RRC capacity and utilization; however, this often does not align with actual RRC utilization numbers

The current SOW indicates minimum staff required for RRCs with major, moderate, and minor use contracts. However, the average max capacity is more than double that major contract type, and RRCs may be left to determine for themselves optimal staff to resident ratios.

1) All major use contracts (31 residents and over) will staff at least four key personnel positions. The positions will be the Facility Director, Social Services Coordinator, Case Manager, and Employment Placement Specialist. These positions will be 100 percent devoted to the federal contract.

2) All moderate use contracts (16 - 30 residents) will staff at least three key personnel positions. The positions will be the Facility Director, Social Services Coordinator, and Case Manager. These positions will be 100 percent devoted to the federal contract.

3) All minor use contracts (1 - 15 residents) will staff at least two key personnel positions. The positions will be the Facility Director and a Case Manager. These positions do not have to be 100 percent devoted to the federal contract. However, in cases where these positions will be shared, the contractor must receive approval by the Contracting Officer. The technical proposal must identify the percentage of time that will be devoted to the federal contract.

Contract Type	# Residents	Key Staff Required
Major	31+	4
Moderate	16-30	3
Minimum	1-15	2

Case Manager to Resident ratio is listed to be 1:30, but no minimal requirements for Case Managers hired

71 Average RRC Max Bed Capacity



41% Large RRCs
(75+ beds)

33% Medium RRCs
(40-74 beds)

26% Small RRCs
(1-39 beds)

Sources: Interviews with RRM field office staff, Deloitte 2016 RRC Site Visits; ORE data provided by Central Bureau

The RRC staff that manage day-to-day operations meet the hard-skill requirements outlined in the SOW, but backgrounds vary across all RRCs visited

As observed at 11 RRC sites visited

Stakeholder	Required RRC Background ²	<div> <div>←</div> <div>Minimum Requirements</div> <div>Exceeds Requirements</div> </div>	
RRC Director¹	<ul style="list-style-type: none"> 4 year degree in social or behavioral science program 2 years related work experience 2 years in supervisory role 	<ul style="list-style-type: none"> 4 year degree in social or behavioral science program 2 years related work experience 2 years in a supervisory role 	<ul style="list-style-type: none"> Master's Degree in Criminal Justice or related field 3-5 years experience, preferable in Criminal Justice
Employment Placement Specialist¹	<ul style="list-style-type: none"> 1 year work experience in guidance, counseling, or job placement 	<ul style="list-style-type: none"> 1 year college experience or equivalent 	<ul style="list-style-type: none"> 4 year degree in related field 2 years experience in job development and placement assistance
Case Manager¹	<ul style="list-style-type: none"> NA <p><i>No minimal requirements listed in SOW</i></p>	<ul style="list-style-type: none"> 2 years college experience or equivalent 	<ul style="list-style-type: none"> 4 year degree in field of human services, criminal justice, social work, or other related field 3 years experience in human services, corrections, or community based services
Social Services Coordinator¹	<ul style="list-style-type: none"> 4 year degree in social or behavioral science program, 1 year experience in social services field 	<ul style="list-style-type: none"> 4 year degree in social or behavioral science 1 year in related work experience 	<ul style="list-style-type: none"> 4 year degree in social work, psychological and mental health services, or related field 3 years experience in human services, mental health, substance abuse, corrections, or community based services
Resident Monitor¹	<ul style="list-style-type: none"> NA 	<ul style="list-style-type: none"> High School Diploma or GED 	<ul style="list-style-type: none"> 2 year degree in human services or related field 2-5 years in human services, security, corrections, or related field

Residents applauded one EPS who had 20+ years experience in job placement and was a former head hunter

Many RRC staff have a diverse background of expertise, not solely criminal justice and / or corrections

Notes: 1. Indicate Key Staff as listed in Bureau SOW May 2015; 2. RRC staff job descriptions provided by RRCs visited

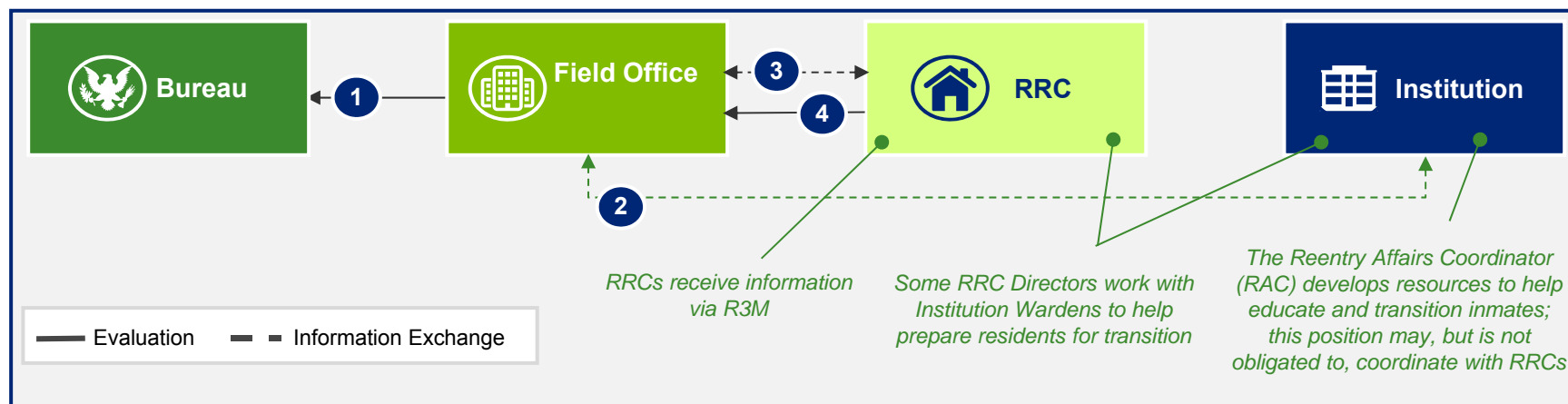
Sources: Interviews with RRC Staff; Bureau SOW May 2015

Comparable staff responsibilities across other industries typically require higher levels of background experience and education than required by the SOW

RRC Position	Required RRC Background		Comparable Government Position ¹	Comparable Government Position Required Background ¹
RRC Director²	<ul style="list-style-type: none"> 4 year degree in social or behavioral science program 2 years related work experience 2 years in supervisory role 	→	Deputy Director, DOE Serves as a supervisor and leads the division in carrying out technical assistance, outreach, evaluation, and data collection efforts	<ul style="list-style-type: none"> Degree that included or was supplemented by at least 24 semester hours in a related field 4 years of work experience in equivalent field
Employment Placement Specialist²	<ul style="list-style-type: none"> 1 year work experience in guidance, counseling, or job placement 	→	Guidance Counselor Provides full range of general education and career development counseling and assistance	<ul style="list-style-type: none"> Degree that included or was supplemented by at least 24 semester hours appropriate to the position (e.g., adult education, career planning, etc.) 1 year equivalent experience
Case Manager²	<ul style="list-style-type: none"> No role requirements provided 	→	Social Worker Assists in reviewing new consults for admission to the program; provides social work services; provides initial and ongoing assessment of the interpersonal resources and psychosocial functioning of the veteran	<ul style="list-style-type: none"> Masters degree in Social Work Licensure or certification in a state at the independent practice level
Social Services Coordinator²	<ul style="list-style-type: none"> 4 year degree in social or behavioral science program 1 year experience in social services field 	→	Social Worker Assists in reviewing new consults for admission to the program; provides social work services; provides initial and ongoing assessment of the interpersonal resources and psychosocial functioning of the veteran	<ul style="list-style-type: none"> Masters degree in Social Work Licensure or certification in a state at the independent practice level
Resident Monitor²	<ul style="list-style-type: none"> No role requirements provided 	→	Social Services Aid Keeps documentation and daily log of all aspects of care including documenting behavior, bed checks, etc.	<ul style="list-style-type: none"> 6 months of general experience 6 months of specialized experience that demonstrates equivalent skillset

Notes: 1. Fed Scope and USAjobs.gov job postings and descriptions; 2. Indicates Key Staff; Required backgrounds as indicated in the Bureau SOW May 2015

RRC staff interact differently with the various Bureau stakeholder groups, based on the level of evaluation and/or information exchange necessary



- 1**
 - Program Review Division (PRD) reviews an RRM Office's compliance with policy
 - PRD evaluates Field Offices every 18-36 months on performance across Program Review Guidelines
- 2** Field Office:
 - Receives request for inmate placement from institution through email or postal mail
 - Uploads pre-release information into R3M and submits package to applicable RRCs for acceptance
 - Receives RRC notification for inmate acceptance/rejection via R3M and notifies Institution with transfer information
- 3**
 - RRC facility responds to resident placement request via R3M
 - RRM provides RRC with ongoing assistance and resident disciplinary action
- 4**
 - RRM evaluates RRC facilities via (1) Pre-Occupancy Visit, (1) Full Monitoring Visit, (3) Unannounced Interim Monitoring Visits, and Ongoing Remote Monitoring

**Policies that need to be updated and/or created include: RRC Utilization and Transfer Procedures, Community Corrections Manual, Community Corrections Mission and Responsibilities, Contract Staff Integrity, RRMB Fiscal Management, RRM Management of Contractual Resources, RRM Trainee and Reference Guide, RRMB Inmate Case Management. A Joint Policy Committee will negotiate these policies for the RRMB.*

The Bureau uses either a performance-based or compliance-based contract to manage RRCs

Performance-based contracts

Contracts used by the Bureau that allow the **contractor to provide details on how the Bureau's specified outcomes will be achieved**. Once a contract is awarded, RRCs are monitored to ensure they are complying with the process they laid out. The traditional contract length for these contracts has been ten years. Option years are guaranteed, if an RRC receives a satisfactory performance evaluation.

Contract types

IDIQs

Requirements

A Performance Work Statement (PWS) is agreed upon between the Bureau and RRC. The RRM then evaluates RRC performance against the PWS and the contractor's technical proposal.

Around 2005-06, performance-based contracts were introduced under the assumption that having contractors dictate how goals would be achieved would be better for the Bureau

Compliance-based contracts

Bureau solicitations include a Statement of Work (SOW), which details how the Bureau expects the contractor to perform the work. Once a contract is awarded, the Bureau monitors RRCs for compliance with the SOW. The **use of a largely standardized SOW** helps make it easier for the Bureau to make necessary changes to how RRCs do their work compared to performance-based contracts, in which each contractor has a different approach and changes would need to be determined on an individual basis. Although not guaranteed, **options are typically exercised, but at the discretion of the government**.

Contract types

IDIQs

Requirements

Firm-Fixed Price

The Bureau develops specific guidance on **how RRCs should work, outlined in an SOW**, and holds RRCs accountable for compliance with the SOW, as well as contractor's technical proposal.

Source: Interview with Bureau Field Office Staff

Within each contract model there are various contract types, including IDIQ, Requirements, and Firm Fixed Price

	IDIQ (69)	Requirements (108)	Firm Fixed Price (3)
Description	Contracting vehicle providing guaranteed minimums and estimated maximums of residents	Contracting vehicle detailing the specific programs and activities the Bureau instructs the RRC to execute for contract.	New contracting vehicle the Bureau is using for RRC solicitations. Approximately 70 FFP solicitations are in the pipeline over next 12 months and the Bureau expects increases in home confinement .
Duration	Performance Based: 10 years		N/A
	Compliance Based: 5 years (1 base year, 4 option years)	5 years (2 base years, 3 option years)	5 years (1 base year, 4 option years)
Pricing*	Average per diem for RRC: \$95.78	Average per diem for RRC: \$93.28	Average per diem for RRC: \$84.00*
	Home confinement: \$45.05	Home confinement: \$43.20	Home confinement: \$42.00*
RRC Payment	Model provides contractors a guaranteed minimum of inmates and a projected maximum. Even if minimum inmate number isn't met, the Bureau pays the difference.	There is no guaranteed minimum , but the Bureau is required to send inmates releasing to a specific area to designated RRCs in that area	RRCs are paid a fixed price, no matter how many residents are in beds or on home confinement (as long as they are under the contractual ceiling)
How RRC activity is identified	Performance Based: RRCs propose their approach for providing services. Upon contract award, RRC performance measured against the PWS and contractor's technical approach		N/A
	Compliance Based: The Bureau details all requirements in a standardized SOW, against which RRC performance is measured, in addition to the contractor's technical approach. There are a number of active SOWs, but all new contracts use the version dated May 2015.		
Risk	RRC assumed risk associated with not having a guaranteed maximum (and therefore maximum revenue). However, risk is partially mitigated through Bureau-guaranteed minimums. In 2016, there was only a single instance of the Bureau not filling the guaranteed minimum number of beds.	RRC assumes risk associated with the potential for a reduced supply of inmates. Their risk is partially mitigated through the requirement that the Bureau send all inmates in a specific area to that RRC.	RRC assumes minimal risk, as they are guaranteed a fixed price. The Bureau must forecast accurately, or take on the financial risk of paying for empty beds.
Flexibility	The Bureau has the ability to move inmates between facilities and guarantee minimum amount of inmates. Serves as a market signal for more RRCs to compete for bids as they can financially project solvency / profitability based on intake numbers.	Bureau flexibility is limited by requirement to send all inmates releasing to a specific area to the designated RRC.	The Bureau must modify a contract, in order to refer inmates beyond the maximum number specified in the contract.

*Assuming all spots are filled, based on SLC FFP contract
Source: Bureau data, "Current Rates as of June 13, 2016"

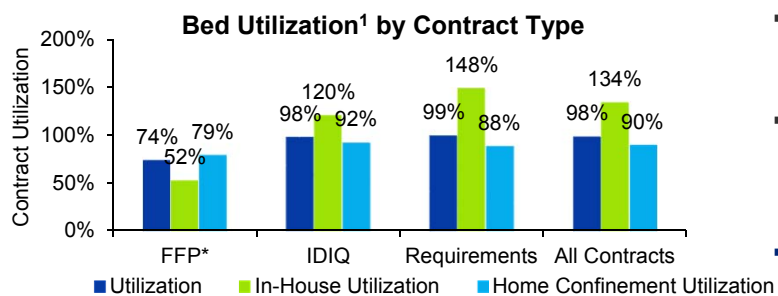
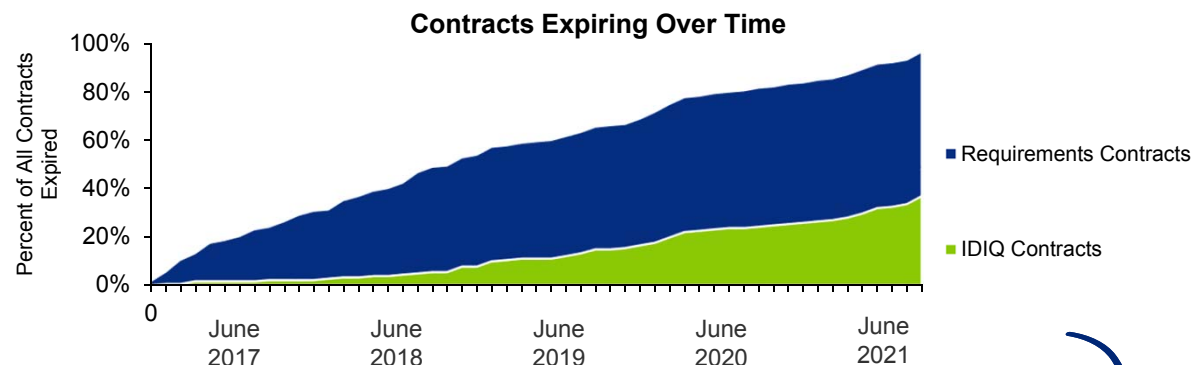
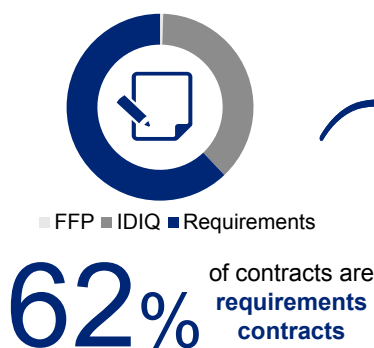
Key

Performance-based

Compliance-based

Both

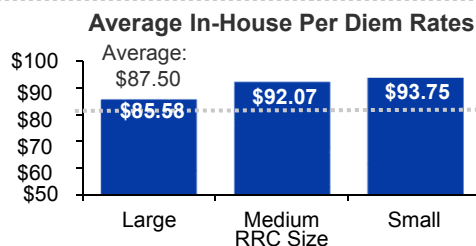
The Bureau will see 82 Requirements Contracts expire in the next two years, accounting for 43% of spend



Bed utilization calculated by dividing average nightly population for FY15 by nightly capacity.
*This data only includes 1 FFP contract

- The **least annually utilized** RRC in FY15 was in Tacoma, Washington (15%)
- The **most annually utilized** RRC in FY15 was in Waterbury, Connecticut (267%)
- **Requirements contracts** are the most heavily utilized

77% of all requirements contracts (n=87; 48% of all contracts) **end within the next two years**

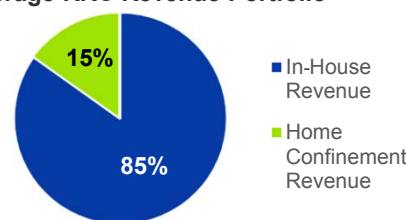


In-house per-diem rates are

7%

Lower in larger RRCs than in small or Mid Sized RRCs

Average RRC Revenue Portfolio



The Average RRC earns

85%

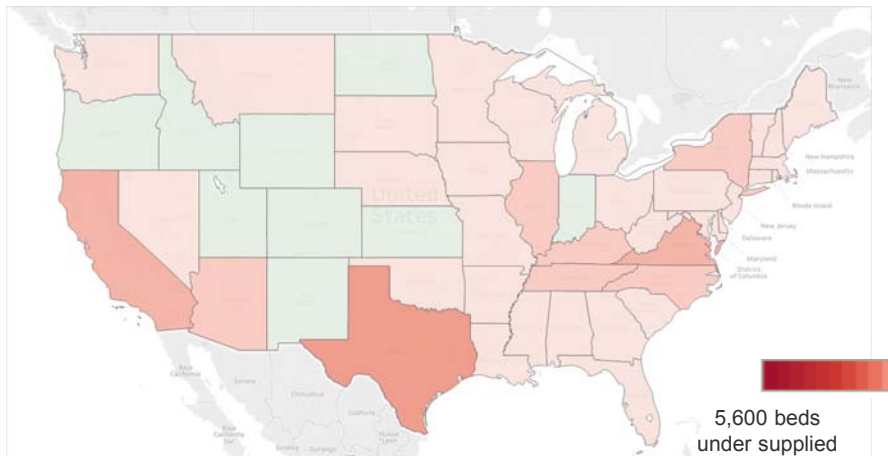
of revenue from In-House Per Diem Rates

Notes: Current Rates as of June 13 2016. N=32,760 inmates. N = 177 for number of Bureau contracts. Average per diem is weighted average by max capacity. 1. Also referred to as contract utilization in some Bureau internal reports.
Sources: Deloitte RRC Info Data File from Bureau; HC Census Report

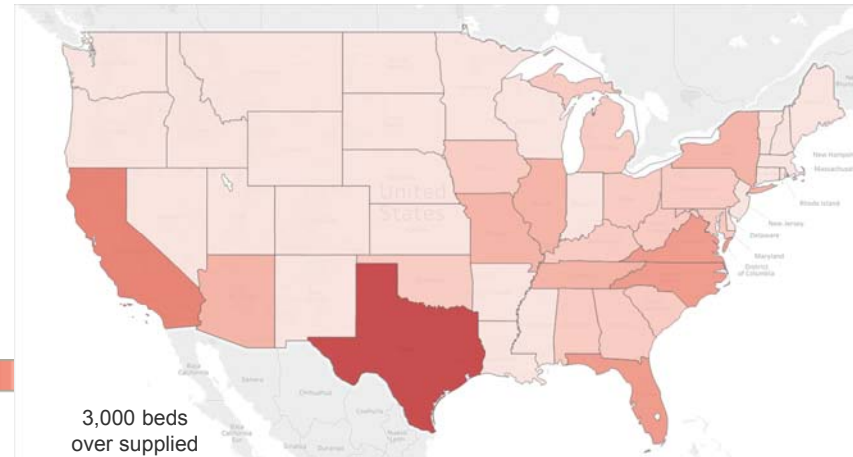
RRC capacity will be an important factor as the Bureau awards new contracts

While available capacity varies across states and sectors, net bed supply, or the amount of beds available compared to expected demand, is primarily negative, indicating a shortage of bed space across the country.

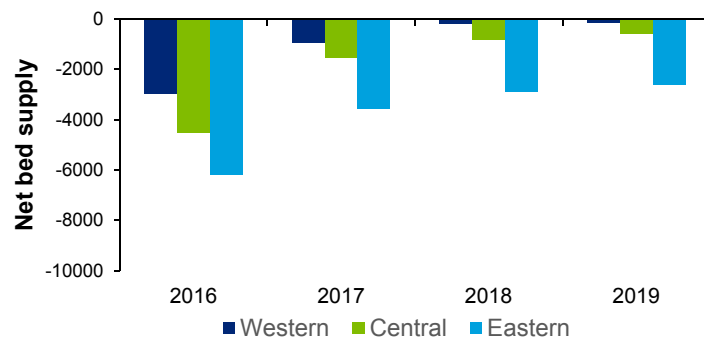
**Net Bed Supply by State,
Based on 90 Day Stay***



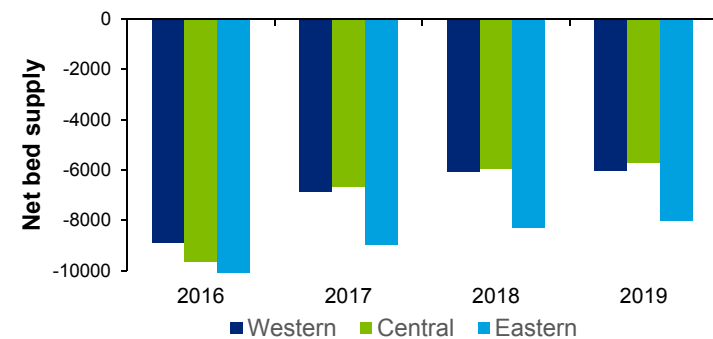
**Net Bed Supply by State,
Based on 180 Day Stay***



**Bed Availability by Sector,
based on ~90 Day Length of Stay**



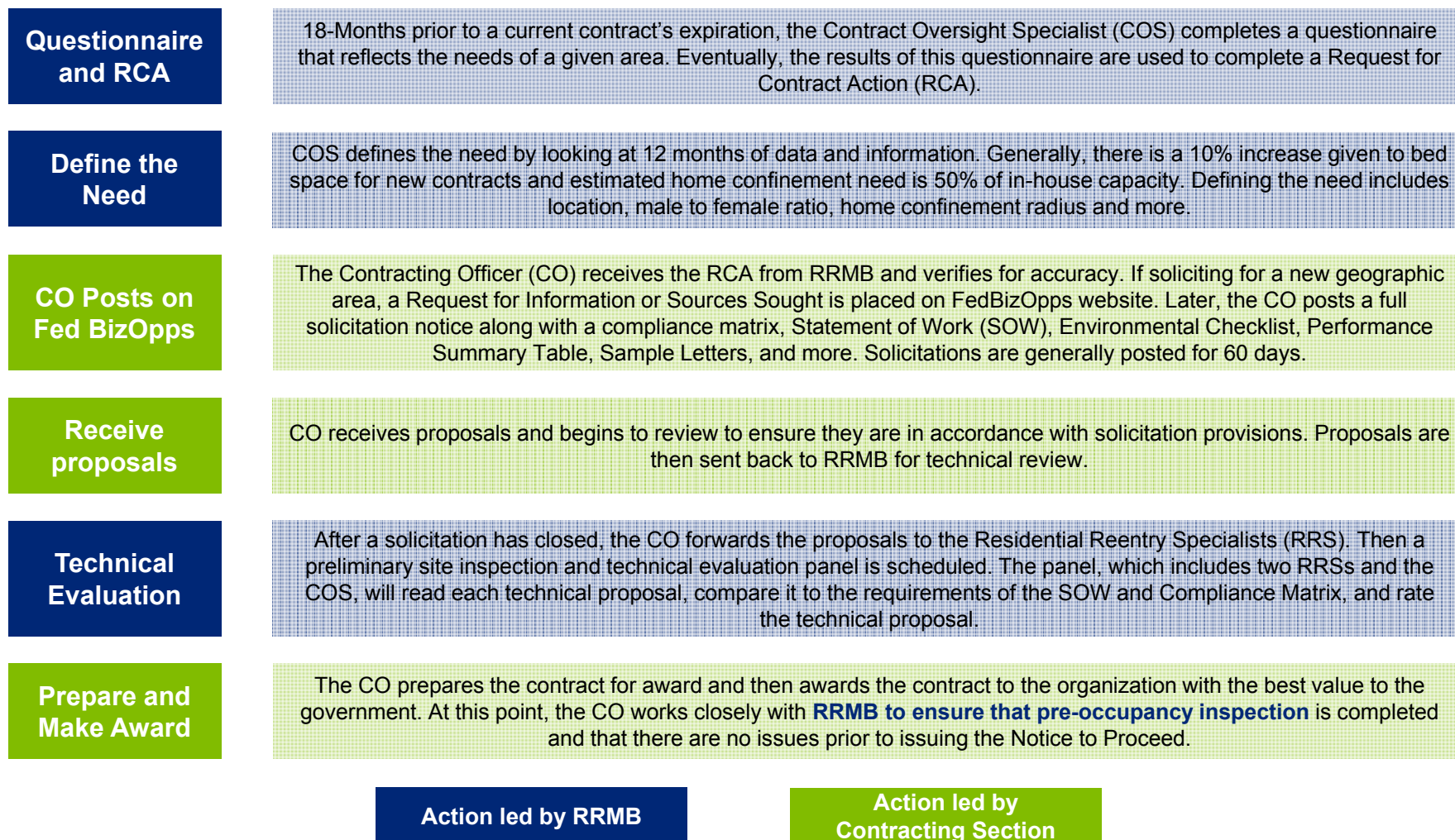
**Bed Availability by Sector,
based on ~180 day Length of Stay**



*Net bed supply = total supply of beds – expected demand for beds. The total supply of beds in each state is multiplied by the average number of residents that will occupy a given bed throughout a year.

Source: Release State for Projected Releases, HC Census Report

The pre-award process begins 18-months prior to a current contract's expiration and requires coordination between RRMB and the Contracting Section



Sources: Bureau-provided Pre-Awards Solicitation Training, Interviews with Bureau Central Office Staff

Siting is a major challenge RRC contractors face; this challenge can adversely impact competitiveness and resident access to quality programs and resources

In some instances, siting difficulties preclude all, or all but one, offerors from submitting competitive proposals to operate an RRC. Since logistical expertise may drive contractor bids, RRC contractors who understand how to navigate through challenges such as zoning restrictions may not be the best providers of RRC services to residents.

Challenges associated with RRC location and site selection process:



Zoning Restrictions. Many city building zoning restrictions prevent RRCs in locations close or central to resources needed by residents.



Limited Community Support. Even within legal zoning areas, RRCs may face communities that have a “Not in My Backyard” sentiment towards RRCs and the residents they support.



High Barriers to Providing Reentry Services. Requiring bidders to provide facilities proves to be a competitive advantage for those bidders who can more easily navigate the zoning and siting process but who might not be the best providers of reentry services.

These challenges may limit RRCs to locations that may not provide residents with adequate access to quality:



Transportation. Residents are often dependent on public transportation, and may not have access to jobs and/or other services based on distance and accessibility from the RRC

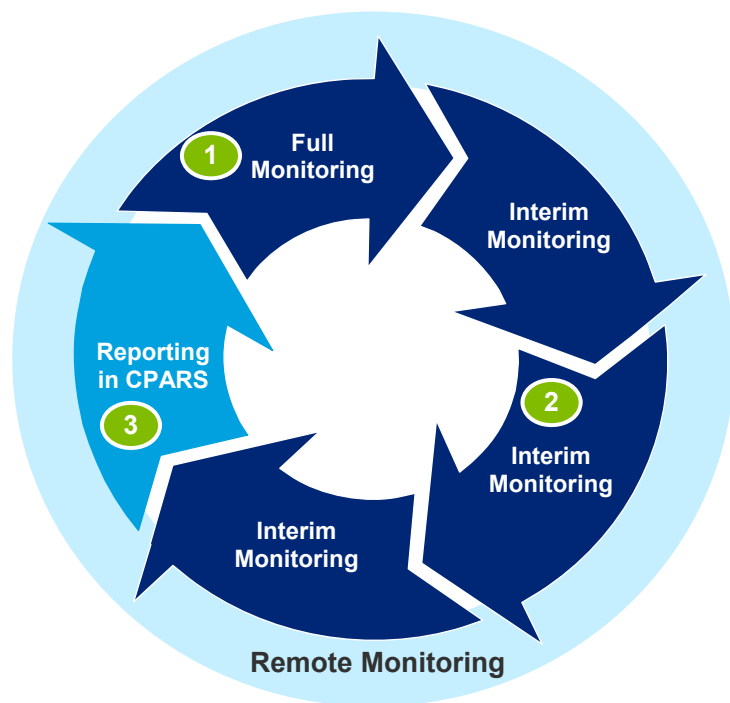


Post RRC Housing. Residents with no family support often face difficulties in locating housing upon release from the RRC



Employment Opportunities. Because of their reliance on public transportation and distance from the RRC, residents may not be able to access certain employment opportunities

Once a contract is awarded, RRM's monitor contract performance beginning before the first resident arrives and continuing throughout the life of the contract



All monitoring of RRCs is conducted by the field office. The Program Review Division reviews field office performance each 18 – 36 months, but does not visit or review RRCs.

Review Process

- 1 RRM conducts an **annual and announced** “full monitoring” visit of RRC facility. RRCs must develop plans for addressing any identified issues
- 2 Depending on facility size, RRM staff conduct up to **three unannounced “interim monitoring” visits at each RRC** annually. RRCs must develop plans for addressing any identified issues, known as deficiencies
- 3 At the end of each contract year, **RRC performance is recorded in the Contractor Performance Assessment System (CPARS)**, which is available to approved federal employees. The Bureau can determine whether or not to exercise the next option after each contract period. Performance-based contracts are guaranteed to have option years exercised, if they demonstrate satisfactory performance

Report Observations*



Review completion. Field office staff do not seem to have a consistent way of completing full and/or interim monitoring reports. Some use free flow text with deficiencies embedded either within the text or at the end, some use an outlined approach



Qualitative in nature. Reviews were highly qualitative. The standard metric observed across most RRCs was for resident employment rates. Some referred to staff turnover rates, but did not include a specific number.



Strengths included. Reports included nods to strengths and leading practices around home confinement measures, low staff turnover, community partnerships, etc. It could be beneficial to share these practices across RRCs and/or RRM's to enhance the resident experience, particularly if they fall under the same contractor



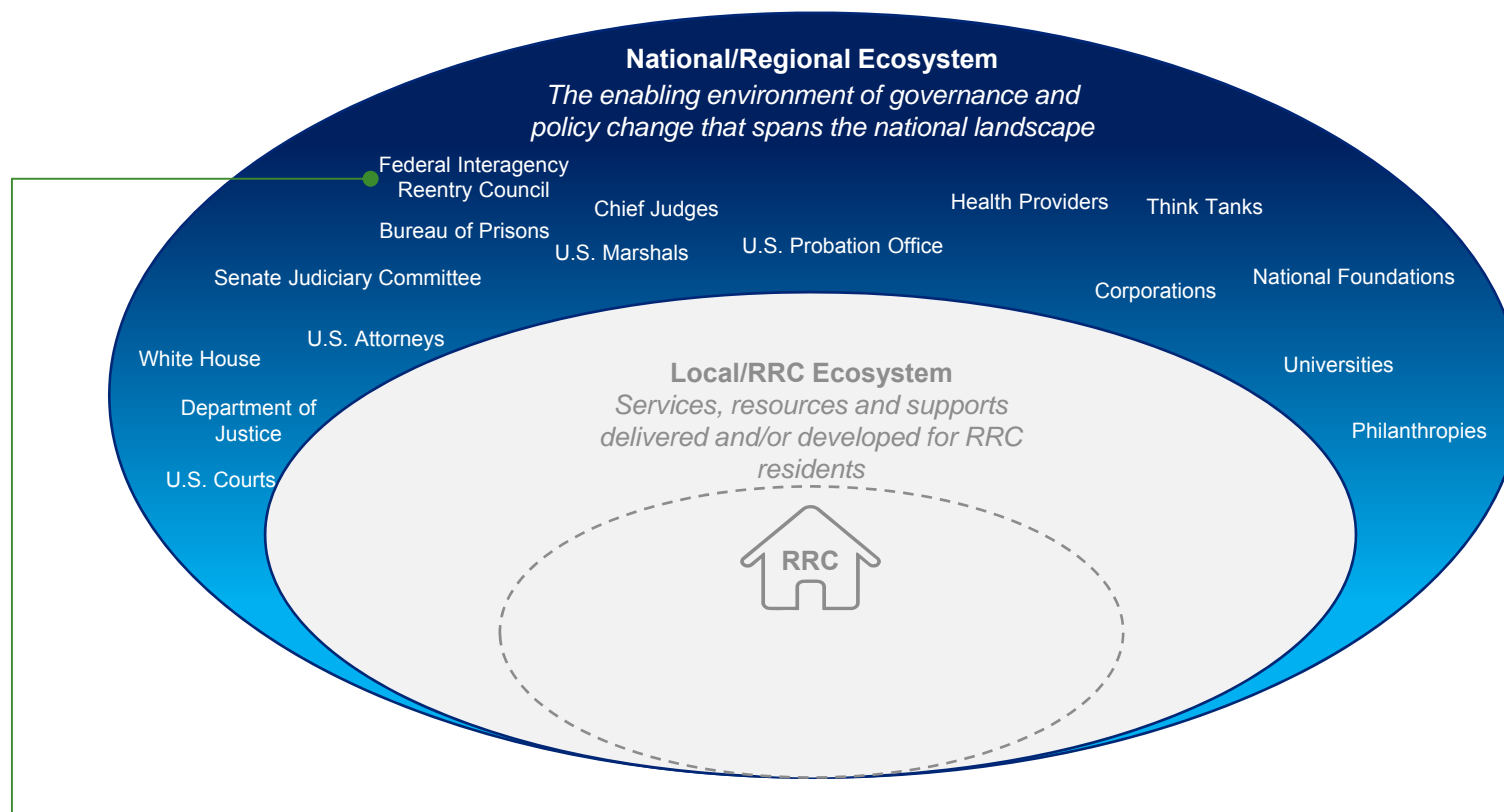
Few trends in deficiencies reported. There were few overlapping deficiency commonalities across the reports assessed. While two deficiencies around subsistence and sanitation did overlap, the specifications around the deficiencies varied across RRCs.

*As found in reading Full and Interim Monitoring Reports from RRC sites visited (list in appendix)

Many external organizations can affect the Bureau's ability to meet reentry goals through policies and programs; these organizations fall into four main roles

Partner Role	Description of Role
1  Advocacy/ Policy Making	<ul style="list-style-type: none"> ▪ Sets policies and standards that impact RRCs ▪ Lobbies for funding and attention to issues impacting returning citizens ▪ Provides insights from research to inform criminal justice policy ▪ Spans national, state, local sectors
2  Resource Creation	<ul style="list-style-type: none"> ▪ Develops, leads, and connects cross-sector partnerships and collaborations ▪ Funds program implementations and analyzes program performance to aggregate effective practices ▪ Analyzes and translates research, and disseminates for public consumption ▪ Spans national, state, local sectors
3  Direct Service Access	<ul style="list-style-type: none"> ▪ Interacts directly with residents to meet their resource and service-related needs ▪ Amplifies existing services at RRCs to further support and connect returning citizen to sustainable resources ▪ Provides expertise based on specific skillset or knowledge base ▪ Spans state and local sectors
4  Support/ Companionship	<ul style="list-style-type: none"> ▪ Supports and encourages returning citizen throughout the process of reintegration ▪ Offers meaningful opportunities for community integration through volunteer and/or paid work ▪ Spans state and local sectors

Partners in the national and regional ecosystem largely fall into advocacy/policy setting and resource creation roles



Example Partnership – FIRC

Established in 2011, the Federal Interagency Reentry Council (FIRC) has had several accomplishments:

- Created **a centralized website** for Federal Reentry Services
- Established **new government positions** to support and institutionalize reentry efforts
- Enacted **policy changes** that help reduce post-prison barriers to employment, housing, education, and healthcare
- Reached more than 100,000 **justice-involved Veterans** through direct outreach in prisons, jails, and criminal courts

Sources: 1. DOJ, [Roadmap to Reentry](#) Homepage; 2. FIRC, [Housing Snapshot](#); 3. FIRC, [Federal Benefits Coordination Snapshot](#); 4. FIRC, [Veterans Snapshot](#)

The Bureau primarily interacts with five government partners in the national/regional reentry ecosystem

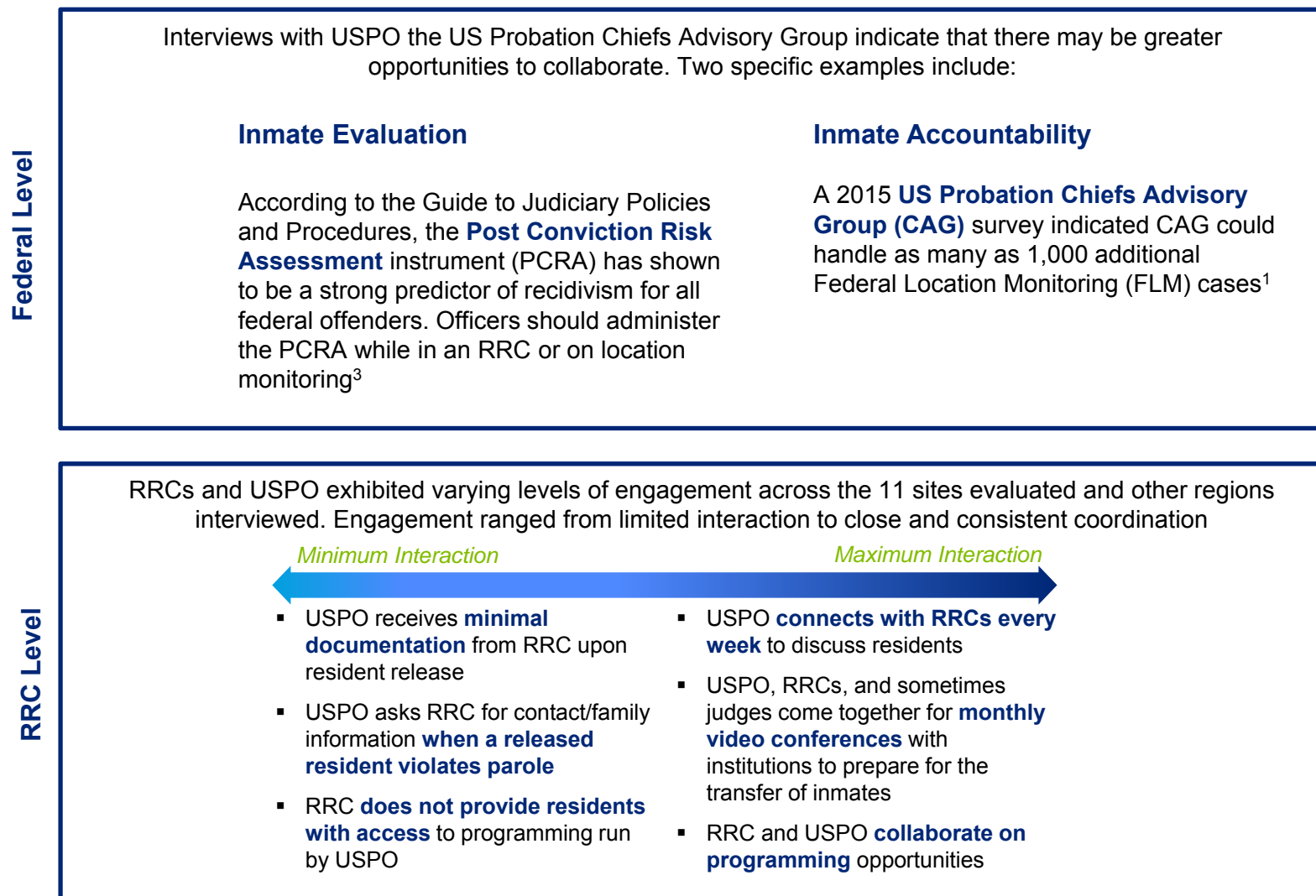
Entity	Description
Senate Judiciary Committee Legislative 	<ul style="list-style-type: none"> Responsible for broad jurisdiction over matters relating to federal criminal law Voted to reauthorize the Second Chance Act Approved the Sentencing Reform and Corrections Act of 2015
U.S. Marshals Service Executive 	<ul style="list-style-type: none"> Responsible for serving federal arrest warrants, detention of pretrial offenders and the transportation of federal inmates Coordinates to manage movements with Bureau and RRC contractors as needed
Chief Judges Judicial 	<ul style="list-style-type: none"> Responsible for supervision of the administration of federal and district courts Federal reentry court programs use intensive services and a balanced approach of supervision to address criminogenic risk factors for reentering offenders
U.S. Probation and Pretrial Services Judicial 	<ul style="list-style-type: none"> Responsible for investigating and supervising persons charged with or convicted of federal crimes Probation officers supervise or monitor residents released to the community
U.S. Attorneys Judicial 	<ul style="list-style-type: none"> Responsible for the enforcement of federal laws in each of the 94 federal districts Coordinate with state and local counterparts to provide support for programs and services that reduce recidivism

Example Interaction Points

Activity	Description	Entities
Meeting Resident Medical and Mental Health Care Needs	<ul style="list-style-type: none"> Collaborative development and monitoring of medical and mental health care needs 	<ul style="list-style-type: none"> U.S. Probation and Pretrial Services U.S. Marshals Service RRC contractor
Monitoring Resident Location and Movements	<ul style="list-style-type: none"> Clear documentation of resident daily admission, transportation, and release between parties 	<ul style="list-style-type: none"> U.S. Probation and Pretrial Services U.S. Marshals Service RRC contractor
Strategic Planning and Dissemination of Program, Service, and Investment Best Practices	<ul style="list-style-type: none"> Promotion of evidence-based approaches, technical assistance, and engagement of philanthropic, non-profit, and private sector groups that share similar goals on reentry 	<ul style="list-style-type: none"> Department of Justice's Office of Justice Programs US Senate Committee on Judiciary State and local governments and organizations

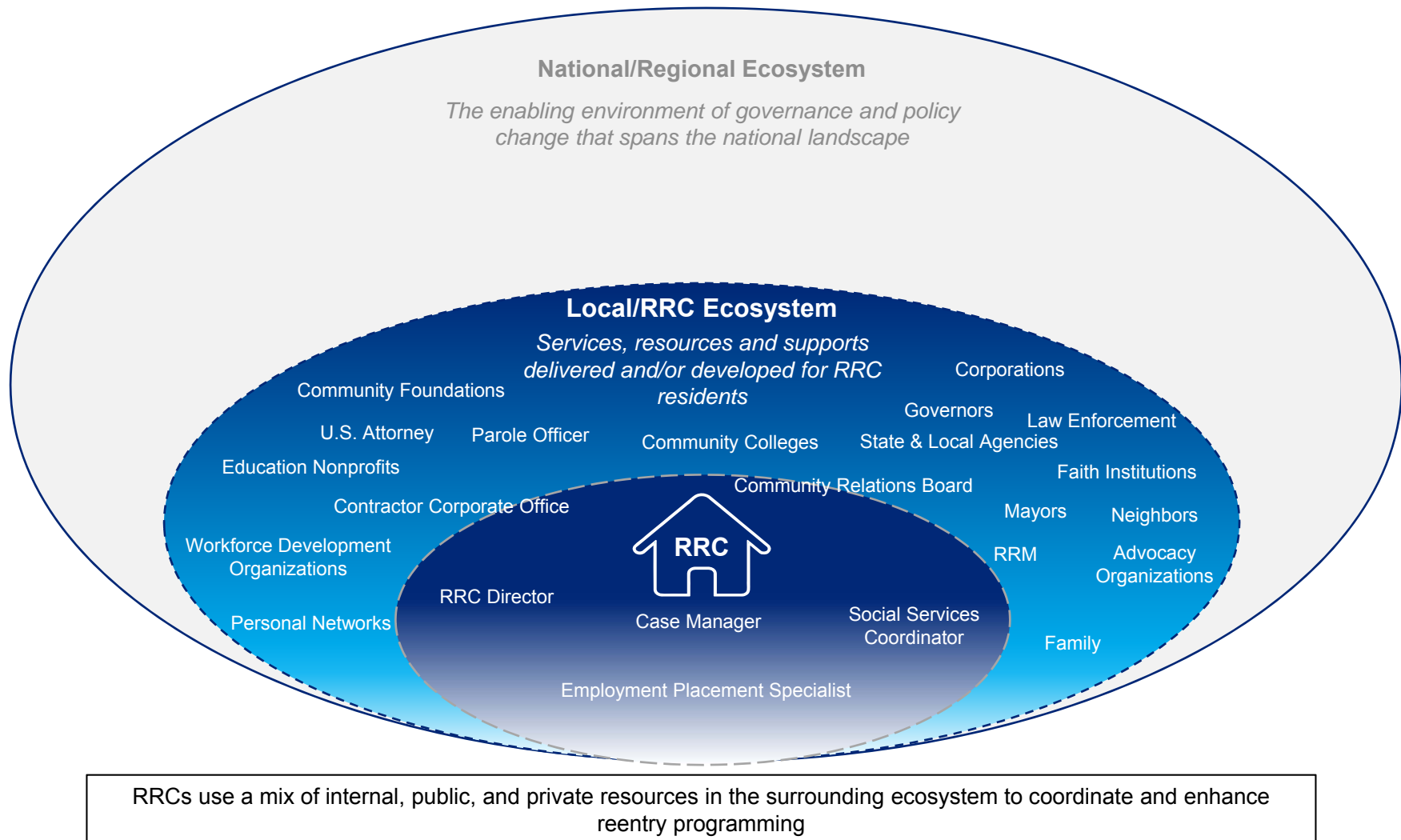
Sources: [Senate Judiciary website](#); [U.S. Marshals Service Fact Sheet, 2016](#); [U.S. Courts website, Judicial Administration](#); [Center for Court Innovation, Reentry Courts: Looking Ahead, 2011](#); [U.S. Courts website, Probation and Pretrial Services](#); [Office of the United States Attorneys website, About](#)

Varying levels of partnership and coordination exists between USPO, the Bureau, and RRCs



Sources: 1. Conversation with US Probation Chiefs Advisory Group, 7-13-2016; 2. Deloitte 2016 RRC Site Visits; 3. Guide to Judiciary Policies and Procedures, Vol 8 Part E chapter 3. See 350.10.10(b)

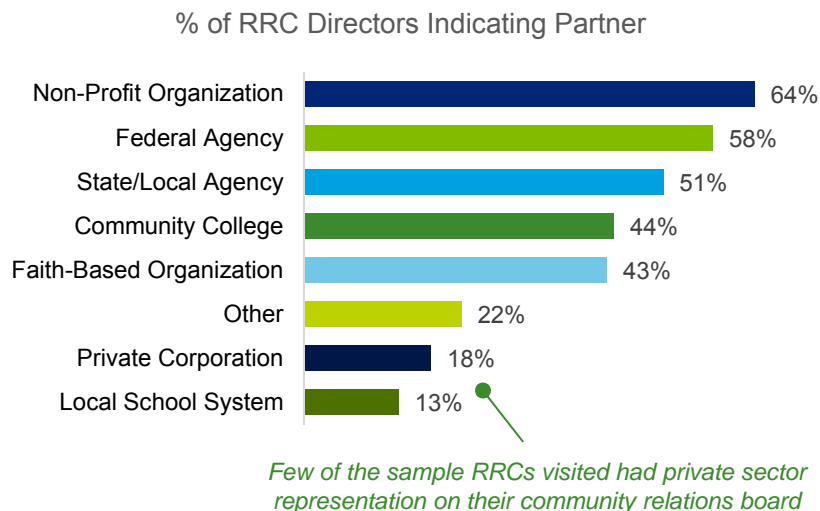
In the local/RRC ecosystem, RRC staff work alongside community partners to collaboratively provide programs and services designed to drive resident success



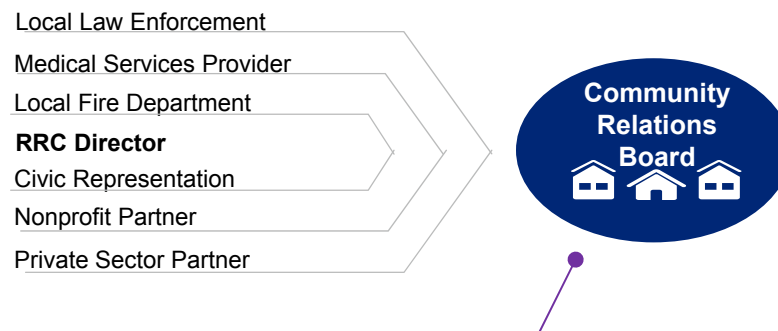
Source: Deloitte 2016 RRC Site Visits

RRCs form partnerships with several types of organizations in the local community to support reentry, particularly in promoting job readiness

Types of Community Partnerships



RRCs must have a Community Relations Board to educate the local community about the RRC mission, and to garner community support



One RRC visited has created an additional Reentry Council with the local U.S. Attorney that recently hosted 200 partners at a Reentry Employment Conference

Examples of Job-Focused Services Provided by Community-Based Partners for Residents

- Offers **counselors as intermediaries** between clients, trainers, and employers
- Provides career coaching**, training, education, and online learning
- Offers **100-hour employment skills training course**
- Provides **workforce training and job placement services**
- Offers **intensive supervision, CBT, and soft-skills** training
- Provides workforce evaluation, career counseling** and job placement services
- Offers **job readiness classes**, training, and certifications
- Offers **general employment and training services**
- Provides **job-skills training in warehousing and food service**

Sources: Deloitte 2016 RRC Director Survey (n=116); Deloitte 2016 RRC Site Visits

Leveraging partners to provide programming relieves RRCs of some demands for providing services in house, but maintaining effective partners can be hard

What are some of the different ways RRCs perform partnerships?

- 1 Staff have existing relationships with organizations from prior employment, graduate studies, or personal networks
- 2 Staff collaborate with other government entities that tell them about new partnership opportunities
- 3 Residents inform the RRC of partners they are already working with and those partners may become formally linked
- 4 Former residents now work for partner organizations and continue to reach out to the RRC to support current residents
- 5 Organization engages RRC and offers to provide services or programming

59% of RRC Program Directors indicated that job training and preparation skills are accessed through an external partnership as well as within the RRC

Who provides resident services?

Service Provided	In-House	External Partner	Subcontractor
Food & Shelter	✓		✓
Employment Assistance	✓	✓	
Recreation	✓	✓	
Cognitive Behavioral Program	✓	✓	✓
Community Treatment Services		✓	
Medical Treatment		✓	✓

Formal linkage agreements between RRCs and providers can facilitate resident access to services and resources

Establishing and maintaining an effective partnership requires more than simply identifying the partner

"We have to make sure the partner is willing to answer the phone so we can verify resident location"

Inconvenient RRC proximity to services presents transportation dependencies



Resident qualifications may not meet standards or time required for program participation

Few feedback mechanisms exist to link resident, partner, and the RRC to resident goals, progress, and outputs of partner-run programs and resources

RRC staff have little time for regular communication with partner





"There is only time for referrals, not establishment of meaningful partnerships"

Some RRC Directors demonstrate more proactive partnership facilitation than others

Source: Deloitte 2016 RRC Site Visits; Deloitte 2016 RRC Program Director Survey (n=116)

RRC Management: Overall Findings and Implications

	Findings	Potential Implications
 RRC Organizational Structure	<ul style="list-style-type: none"> RRCs operate in a highly complex environment and face numerous external pressures and constraints Effective management of the RRC model takes coordination from several different bureau divisions Field offices have heavy workloads, in terms of contracts managed per COS and inmates managed per RRS The Bureau uses different contract models and contract types to manage RRCs 	<ul style="list-style-type: none"> The complex mission and scope can impact competition and create challenges (e.g. siting), leading to cost pressures and potential quality issues in some cases This resource-intensive model involves constant communication and coordination, which is critical to the success of the model Already heavy workloads will make it difficult to continue to manage the forecasted increase in demand These different models create variability in terms of workload, risk, and performance requirements, adding to complexities of managing the RRC model
 RRC Performance	<ul style="list-style-type: none"> RRMs monitor performance throughout the life of the contract, but key themes aren't shared across sectors Case managers interact with residents on a weekly, sometimes daily basis, but the SOW does not list qualification requirements for this position The Bureau coordinates with multiple governmental agencies that offer reentry and accountability services, but this information often does not reach RRCs 	<ul style="list-style-type: none"> Sharing information across sectors could lead to opportunities to spread leading practices across the RRCs Residents receive different levels of support in finding jobs, securing housing, or receiving other programs and services necessary to help them transition RRCs are sometimes unaware of coordination efforts and policy changes created at the national partnership level, and thus some residents do not take advantage of eligible opportunities or programs
 Partnerships	<ul style="list-style-type: none"> RRCs typically partner with and manage relationships with numerous external community-based partners with little Bureau involvement 	<ul style="list-style-type: none"> The Bureau has an opportunity to increase visibility in the type and/or partnerships RRCs use that interact with residents

In summary, RRC residents highlighted four primary needs while at an RRC: employment; housing; medical care; and, community interaction

We asked RRC residents directly about their needs (through surveys and focus groups) to supplement documented major criminogenic needs in developing a list of primary RRC resident needs.

Primary Resident Needs

Employment	Housing	Medical Care	Community Interaction
<p>Focus on gaining long-term employment in order to cover pre-existing financial obligations and maintain financial security and independence.</p> <p>Gainful employment may reduce the risk of an individual reoffending in order to address financial hardships.</p>	<p>Focus on the need for a stable, well-maintained place of residence that provides a supportive environment and reduces the daily stress of finding a place to reside.</p> <p>Acquiring a stable and affordable place may relieve stress and allow an individual to focus attention on other priorities.</p>	<p>Focus on addressing any medical needs as well as dependence on and problems with alcohol and drugs.</p> <p>Access to medical care and substance abuse treatment may increase the ability to meet other needs and prevent relapse into substance abuse and anti-social behavior.</p>	<p>Focus on inter-personal behavior such as interactions with the community, family, and peer groups, as well as general capabilities of functioning adequately in the community.</p> <p>Access to a supportive network may instill pro-social values and reduce anti-social behavior.</p>



The Bureau should consider conducting additional analyses to identify potential reentry model improvements

Deloitte's assessment covered eight RRC model components as outlined in the SOW. The Bureau should consider conducting further research in the following areas to supplement this work.

Future Analysis	Description	Potential Benefits
Transportation	Assess opportunities to better serve residents whose homes are further away from their RRC placement (e.g., satellite RRC staff, through partnerships with state run RRCs, flexible home confinement policies, smaller RRCs, coordination with day reporting centers, greater use of electronic monitoring)	<ul style="list-style-type: none">Increases resident access to family and other support networks closer to home
RRC Procurement	Assess the level of competition for an RRC contract to see if increased competition improve services delivered, reduces per diem rate, etc.	<ul style="list-style-type: none">Improves performance and programs and resources provided to residents by RRCs
CTS / Mental Health	Evaluate the partnership between CTS and RRC providers in relation to continuity of care for residents; assess whether institutions are appropriately flagging individuals for necessary treatment	<ul style="list-style-type: none">Improves communication between CTS and RRCIdentifies effectiveness of CTS services providedProvides continuous care for residents throughout incarceration
Program and Resources Alignment and Integration	Validate the role of key reentry stakeholders (e.g., institution, USPO, RRCs, sentencing commissions, etc.) in the criminal justice system and align programming and resources accordingly	<ul style="list-style-type: none">Helps clarify process of resident transition throughout incarceration and ease shift to readiness focus
Resident Experience	Create a more consistent feedback mechanism to capture resident experience and journey (e.g., entry and exit interviews for residents arriving/leaving RRC; example questions may relate to transition readiness, resources in possession, etc.)	<ul style="list-style-type: none">Identifies resident improvement throughout the criminal justice systemMeasures how Bureau policy changes may or may not impact residents

Recommendations Overview

Recommendations

The second section presents Deloitte's recommendations that could help improve the resident experience, operating model, and overall RRC performance. There are 13 recommendations for consideration that are broken into specific sub-recommendations to facilitate implementation plans. Together, these 13 recommendations are designed to help improve the reentry model – improving transition points, better providing resources, and improving resident preparedness for reentry.

The first four of these recommendations aim to improve the resident experience by better providing resident identification, improving continuity of care, standardizing the resident experience across RRCs, and alleviating the burden of subsistence.

Recommendations five through nine aim to improve the Bureau's operating model by better positioning RRM's, utilizing alternative paths to reentry, piloting alternative operating models, more actively supporting siting of new RRCs, and more efficiently managing partnerships.

The final four recommendations aim to make RRCs themselves more effective by better integrating technologies, improving the case manager role, improving information sharing, and better measuring and managing performance.

Recommendations Executive Summary (1 of 2)

The RRC model provides a community-based opportunity for returning citizens to transition back to society in a structured way. While the assessment of the model reflects the challenge of reentry as a whole, there are likely opportunities to improve it to better support returning citizens. These recommendations focus on investment opportunities for improvements, rather than cost savings opportunities for the Bureau.

Current State Observations

- **Inequitable access to resources:** Residents' access to key transition resources differ, based on the RRC to which they are transferred and, in some cases, based on their employment status
- **Segmented reentry management:** While reentry begins on day one of incarceration, returning citizens' path to reentry is broken into a number of distinct phases (e.g., institution, RRC, HC, probation), which do not effectively build on each other
- **Opportunities for Partnerships:** DOJ and the Bureau are missing opportunities to take advantage of a vast national ecosystem of reentry partners to help shoulder the burden of reentry
- **Complex contracting environment:** 180 competitively procured RRCs are run by 103 separate providers using four different contracts types and numerous statements of work, resulting in varying expectations and standards
- **Stretched resources:** From Central Office through field offices to the RRCs, the vast number of reentry personnel carry significant workloads which restrict their ability to both react to administrative requests and manage the reentry process in a timely and effective manner
- **Misaligned Performance Measurements:** Evaluation of contract performance focuses on monitoring compliance with the SOW and may miss an opportunity to measure direct reentry outputs and outcomes in order to better understand the effectiveness

Recommendations

Making the
resident
experience
more
effective



Treat the first day of incarceration through the last day of probation as a **single path to reentry**. This involves closer **coordination** between institutions, RRCs, and USPO to be able to create a more consistent reentry experience that is reinforced at each step.

Making the
Bureau's
model more
effective



Identify ways to create a more responsive model by building partnerships, **testing new contracting and operating models**, and providing the **resources** required to manage the model in a **sustainable** way.

Making
RRCs more
effective



Help create **greater transparency into RRC operations and outcomes** by sharing knowledge across the network and more closely tracking the outputs that matter.

Recommendations Executive Summary (2 of 2)

Making the resident experience more effective



1. Institutions should work with eligible inmates to secure identification documentation and submit applications for public benefits prior to RRC transfer
2. To help improve continuity of information and care, reentry stakeholders (i.e., institutions, RRCs, USPO) should share tools, information, and processes that follow an inmate / resident throughout the justice system
3. Update language and requirements in the SOW to help reduce inconsistencies in the resident experience and provide equitable levels of access to programs and resources across RRCs
4. Alleviate the burden of subsistence for all RRC residents, including those on home confinement

Making the Bureau's model more effective



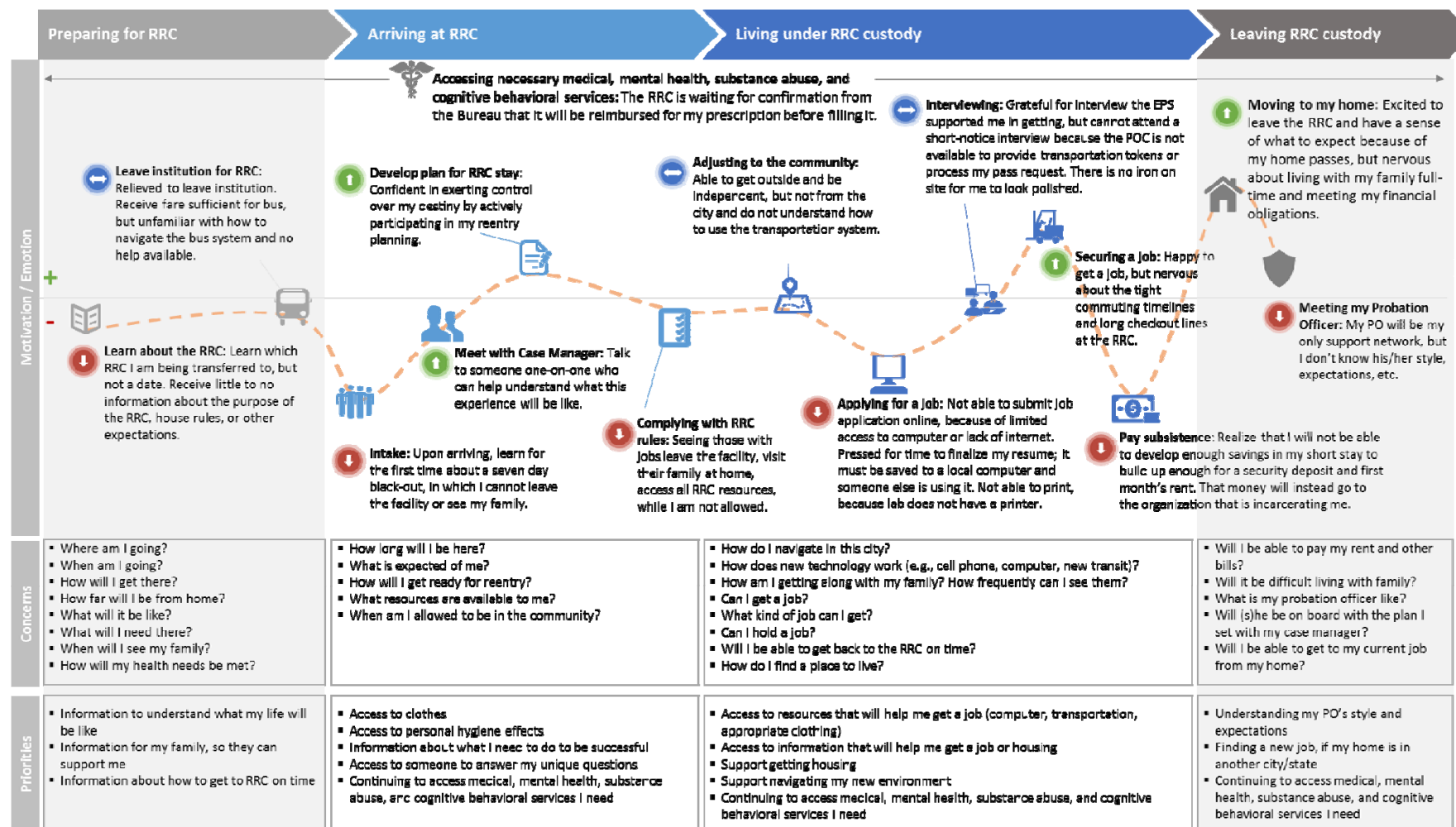
5. Better position the Bureau to effectively manage and monitor contracts by increasing RRM grade, reviewing workloads, and improving staff collaboration
6. Identify and implement readiness measures to inform decisions at each transition point in the reentry process
7. Pilot new RRC contracting and operating models to test the feasibility of government owned/leased and/or operated RRCs
8. The Federal government should consider playing a greater role in initial zoning and siting to help increase RRC competition
9. Manage formal Federal and state-level agreements to facilitate better access to key transitional services and provide guidance to help standardize local level partnerships

Making RRCs more effective



10. Integrate technologies that are able to reduce workload and costs by negotiating nationwide technology contracts
11. Develop standards for the RRC Case Manager role and provide additional trainings for RRC staff
12. Develop methods for sharing information among RRC providers to address common reentry challenges and issues
13. Develop reentry performance measures to monitor RRC performance and develop a centralized dashboard to improve visibility and support decision-making

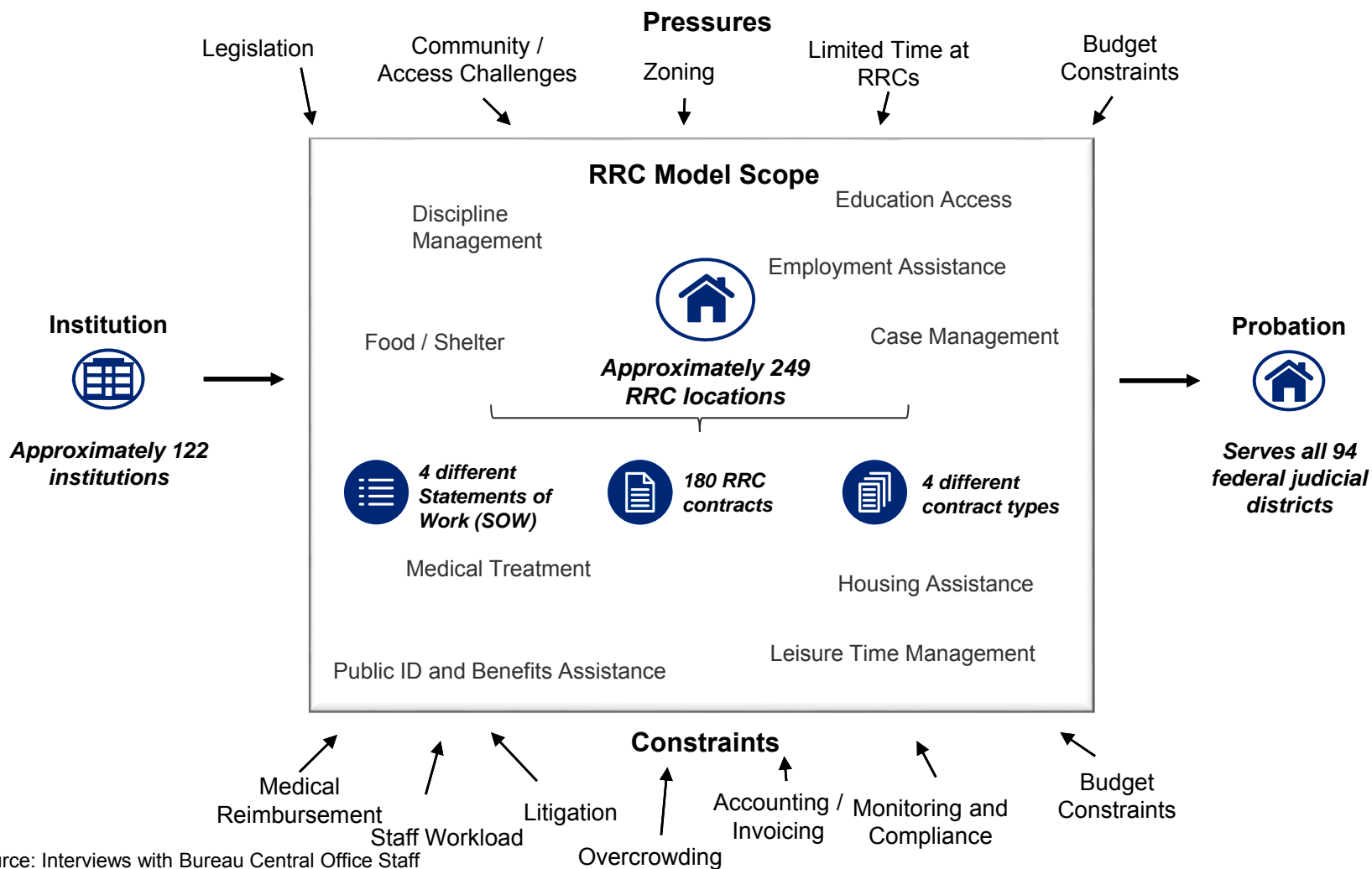
Inconsistent experiences that residents face at key transition points and at RRCs impact their ability and motivation to successfully reenter their communities



Note: The RRC experience can vary for residents dramatically, depending on the RRC to which they are assigned. This sample resident journey identifies frequently heard experiences, but does not represent the experience associated with all institutions, RRCs, or Probation Officers. This journey map is available in 11" x 17"

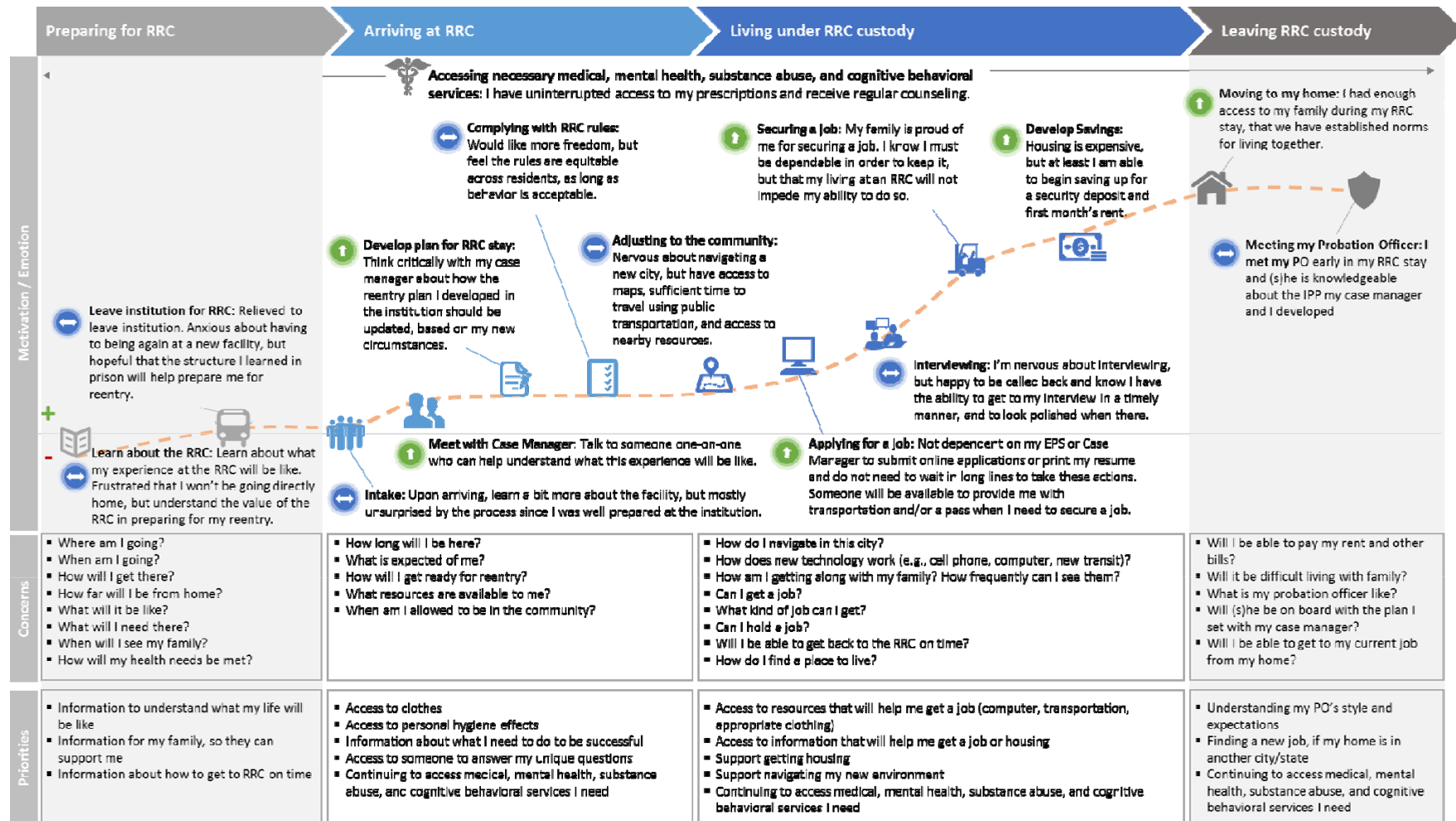
This inconsistency is the result of an expansive RRC model tasked with solving a complex challenge in the face of numerous external pressures and constraints

RRCs currently face a large number of external pressures and constraints in providing programs and services to residents. The contracted RRCs navigate these challenges differently based on location, contract, and relationships with other stakeholder groups, adding to the inconsistent experiences residents have across all RRCs.



Source: Interviews with Bureau Central Office Staff

There are opportunities to increase consistency across RRCs and throughout the reentry process to better support residents in successful reentry



Note: This journey represents an illustrative vision for the future state, focused on a resident who has a primary goal of obtaining a job. This journey map is available in 11" x 17"

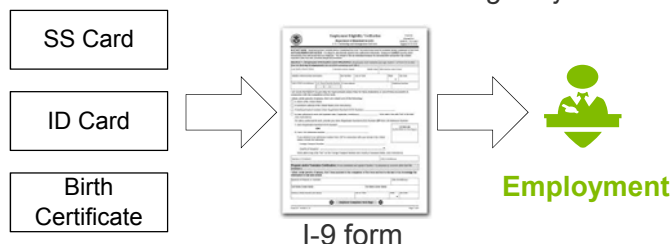
Recommendations Detail

1 | Institutions should work with eligible inmates to secure identification documentation and submit applications for public benefits prior to RRC transfer

One of the main objectives of community reentry is to secure a job. However, to become employed, residents need to have the proper identification. RRCs regularly assist residents in obtaining personal documentation, but progress can be delayed when residents lack funds to cover processing and application fees. While the RRC can assist residents with this process in the short term, in the long term the Bureau should explore the possibility of requiring institutions to secure documents for inmates prior to RRC transfer.

Nearly \$19M is estimated to be spent annually housing residents in an RRC who are unable to find work because of lack of identification. To more efficiently use RRC time, the Bureau should provide **both financial and logistical support** to residents in need of obtaining personnel documentation.

Residents need to have at least two forms of documentation to fill out an I-9 form to begin a job



Helping residents **secure employment** was one of the most important success factors noted by RRC Directors surveyed

*Paying for State IDs of residents who need it may have annual cost implications of **\$579-772K***. Paying for birth certificates may have cost implications of **\$154-385K.****

Short Term Recommendations

- 1 Work with DHS** to have the Bureau ID included on list B of acceptable documents on I-9 form. This should be a short term plan to assist residents in securing employment, but should not replace ongoing efforts
- 2** Create or update Bureau policy where the Bureau would **formally help residents needing to obtain personal documentation and benefits**. Evaluate both institutions and RRCs on their ability to assist residents prior to transfer and/or release
- 3 Engage with Federal and state agencies** to facilitate the documentation process

Long Term Recommendation

The Bureau should explore the possibility of **requiring that institutions work with inmates to secure documents for residents** prior to transfer to the RRC. This would help better prepare residents for securing employment upon arrival at the RRC.

Virtually all of the RRC Directors interviewed expressed their frustration that new arriving residents lacked proper identification

*Processing timelines vary from state to state; sample provided (Virginia). Costs vary by state; sample ranges provided.

Sources: 1. Deloitte 2016 RRC Director Survey 2. State DMV websites; 3. Deloitte 2016 Resident Survey (n=470)

*Notes: To calculate estimated cost, multiplied number of inmates in FY15 (32,760) by percent of inmates who don't have or needed help attaining an ID or a birth certificate in an RRC from survey. These numbers were multiplied by the pricing of ID/Birth Certificate found on slide 36.

2 | Reentry stakeholders should share tools, information, and processes that can be tailored for a specific inmate/resident as they progress through the justice system

Reentry planning is a process that begins at arrest and continues to release from a sentence. To efficiently provide continuous care, all reentry stakeholders should share critical information on inmates. Access to assessed risk and associated needs from criminal justice stakeholders (e.g., institutions, USPO) can provide inputs to an RRCs' resident program planning. These inputs will supplement the RRCs' risk and needs assessments, providing caseworkers with a better ability to measure progress towards reentry readiness and to refine programs accordingly.

Initial Arrival

Departure / Transfer

Reentry Planning

Risks and associated **needs** should serve as **inputs into the reentry planning process**. As such, the Bureau and DOJ should work with reentry stakeholders to develop and institute a **common way to discuss risk and associated needs**. This could be achieved through administering a common risk assessment at key points during incarceration (e.g., each time often an individual is transferred) or, at a minimum, ensuring that the assessments used at each step result in common identifiable needs that are **shared with downstream stakeholders** as individuals move closer to release. To support this, the Bureau should **ensure that RRCs use a common risk/needs assessment** that is found to be acceptable and statistically accepted.

With needs identified, the Bureau should **ensure those needs feed a reentry planning tool** that follows an individual starting at day one at an institution and all the way through probation.

RRCs currently have a tool for this in the form of the Individualized Program Plan (IPP); however, there is an **opportunity to update the IPP**. The IPP should be a standardized form that is consistent across RRCs and should focus primarily on planning that **addresses an individual's major reentry needs**.

Communications

The Bureau should require the **timely sharing of information by institutions with key stakeholders** prior to an inmate's transfer to an RRC, including information about an inmates prior identified risks, needs, and reentry plans.

Institutions should provide RRCs with the **most updated information on inmates** prior to transfer and should provide any updated information up until the transfer day.

Institutions should **set expectations with transferring inmates** and answer questions about the destination RRC prior to transfer.

Institutions should **contact identified family and friends of an inmate** to also set expectations for this phase of incarceration and to address any questions.

Relates to Principle V in the DOJ's Roadmap to Reentry

Relates to Principle I in the DOJ's Roadmap to Reentry

Source: Department of Justice, [Roadmap to Reentry](#), 2016

2 | An updated and standardized IPP should serve as a reentry planning tool that follows an inmate through the justice system

The Bureau is currently standardizing use of IPPs across RRCs. This IPP should be also be used by USPO and Federal institutions. A common IPP would create a narrative of offender history, needs, goals, and associated programming.

Bureau IPP Standard Form

Individualized Program Plan		(Available in Word from RRM Office)
Name:	RRC Facility/Code:	
Register Number:	Telephone:	
Arrival Date:	Fax:	
HCED Date:	Status: <input type="radio"/> BOP or <input type="radio"/> USPO	
Projected Release Date/Method:		
Sex: <input type="radio"/> Male or <input type="radio"/> Female:	Driver's License Number/State:	
PHYSICAL HEALTH:		
Physical health concerns:		
Prescribed medication:		
Progress and Goals:		
MENTAL HEALTH:		
Mental health assessment:		
Mental health treatment:		
Progress and Goals:		
OTHER TREATMENT PROGRAMMING:		
Sex offender treatment:		
Substance abuse treatment:		
Other treatment:		
COGNITIVE		
General behavior:		
Criminal behavior:		
Progress and Goals:		
HC PROGRAMMING		
Family meeting: <input type="radio"/> Yes or <input type="radio"/> No		
Meeting date:		
Home visit: <input type="radio"/> Yes or <input type="radio"/> No		
Home visit date:		
HC request: <input type="radio"/> Yes or <input type="radio"/> No		

IPP Form Update Recommendations

- 1 Expand the form to **align to the risk factors from risk assessment tool** so that needs and progress against those needs can be tied back to identified criminogenic and reentry risks
- 2 Capture information in the IPP through **both free flow text and checklists** to communicate an offender's narrative across stakeholder groups more effectively

Inmate Insight Program currently in place at Allenwood

Inconsistency of information transfer and reporting disrupts continuity of care for offender and often causes program irregularities

Source: Bureau SOW May 2015

2 | Reentry stakeholders should use a common case management system capable of sharing information; leverage ongoing efforts to improve interoperability

One common case management tool can help improve interoperability between reentry stakeholders. The Bureau should explore creating or expanding a current tool (e.g., R3M, a current web-based tool that streamlines the resident referral process) to serve as its common case management system. The current USDS project may identify opportunities to improve interoperability across the criminal justice system.

USDS Interoperability Project

Problem. Lack of system interoperability of offender data amongst government stakeholders impedes ability for a coherent continuity of care throughout justice system

Impact. Poor data and information sharing obscures ability for federal agencies to target resources towards effective reentry

Solution. USDS is creating an “information highway” solution to help increase interagency and inter-system data accuracy and information-sharing to inform better decisions on programming, training, and resource allocation

Standardization and interoperability of data shared across public safety, criminal justice, and national security government stakeholders may improve the ability of institutions, probation officers, and RRC case managers to transition offenders from incarceration to reentry.

R3M Illustrative Use Case Scenarios

- 1 Transfer Process.** At pre-determined date prior to transfer, R3M alerts Case Manager to review an inmate's IPP. As part of the process, information (e.g., IPP, risk assessment) is uploaded so that it can be accessed by relevant stakeholders
- 2 Resources.** R3M can alert Case Manager of key resources (e.g., State ID, Birth Certificate) that remain outstanding for an inmate
- 3 Programs Alerts.** Institution Case Managers track programs taken by an inmate so that RRC Case Managers can understand future-resident programming needs
- 4 Family Visitation.** Institution-approved visitation lists can be provided to RRCs to expedite visitation approval process once at an RRC
- 5 USPO.** USPO can view offender programming, disciplinary profile, etc. from institution to RRC prior to jurisdictional transfer
- 6 Interoperability.** Criminal justice systems (e.g. SENTRY, NCIC, JABS/JDIS, IAFIS) can share data to facilitate offender continuity of care and track key milestones

2 | The Bureau should develop a formal “transfer checklist” that is used to standardize the transfer and orientation process from an institution to an RRC

The RRC Transfer Checklist should serve as an internal document that the institution Case Manager is responsible for filling out to document that all preparatory tasks and communications have been completed prior to an inmate’s transfer to an RRC.

Illustrative RRC Transfer Checklist for the Institution

Communications

- ☐ Inform inmate of designated RRC and provide RRC house rules
- ☐ Inform inmate’s family of designated RRC and visitation protocol (given inmate’s consent)
- ☐ Communicate with inmate on RRC arrival expectations/protocol
- ☐ Inform inmate of critical dates (e.g., RRC transfer date, HC eligibility date, release date)

Resources

- ☐ Certify inmate has critical documentation and has registered for benefits prior to institution release (assuming inmate is eligible)
- ☐ Confirm inmate has means for transportation to the RRC (e.g., map, travel options)
- ☐ Ensure inmate has at least 90 days of all medication

Information Sharing

- ☐ Upload most recent risk assessment and IPP to R3M for RRC
- ☐ Provide RRC with guidance on transitional information needed by the resident based on his/her time incarcerated
- ☒ Provide clear information regarding RRC expectations and visiting rights on Bureau webpage

New Jersey’s Department of Corrections website has clear details about each of its reentry contractors



DOJ’s recently developed “Reentering Your Community: A Handbook” starts to provide inmates with reentry information

Residents **cite family support** as being important for their reentry to the community. When appropriate, RRCs can **involve family members into the transfer and orientation process**.



Prior to Transfer to the RRC:

- Inmate’s family receives documentation/resources regarding the RRC experience and expectations, ways to support their family member, etc.
- List of approved visitors “travels” with the inmate from institution to RRC to facilitate family accessibility (based on resident consent)



Following Inmate’s Arrival to the RRC







- Based on pre-determined visiting standards, the resident’s family is able to visit the RRC and be a part of the orientation process within one week of resident arrival to the RRC

One resident commented on not being able to contact her mother upon release from the institution to RRC, thus delaying her home confinement date

Source: State of New Jersey Department of Corrections website – www.state.nj.us/corrections/pages/index.shtml

3 | Update language and requirements in the SOW to help reduce inconsistencies in the resident experience and provide more equitable access to resources

The RRC SOW dictates the standards that RRCs must follow in providing services to residents; however, there are several versions of the SOW that have differing standards. There is an opportunity for the Bureau to standardize SOW language across key reentry areas.

	<i>Suggested SOW Language</i>	<i>High Level Action Items</i>
 Technology	<p>The contractor should provide access to computer/internet technology to assist residents with employment and reconnecting with communities via electronic mail. Access to these resources should be sufficient to pursue opportunities and correspond with potential employers without limitation and/or hindrance</p>	<ul style="list-style-type: none"> Write in a specific resident to computer ratio into the next SOW, similar to laundry and toilet facility ratios Assist residents in creating an email account or reactivating old e-mail accounts
 Phone Services	<p>The contractor must provide access to cellphones, including smartphones, at no or minimal cost to residents. The contractor must allow residents access to their cell phones 24 hours a day (with exceptions based on security needs, such as sex offenders)</p>	<ul style="list-style-type: none"> Identify and negotiate with different phone and service providers nationwide to procure a low cost contract option for RRCs Identify applications for blocking camera and/or internet usage, and for monitoring phone usage overall
 Transportation	<p>The contractor must provide access to public transportation within one mile of the RRC. The contractor must fund all transportation for unemployed or low-wage residents and those not seeking employment because of disability</p>	<ul style="list-style-type: none"> Require RRCs to provide residents with more guidance such as community maps and travel resources (e.g., bus routes, etc.) Reduce the allowable distance between an RRC and access to public transportation or require RRCs to provide van services
 Laundry	<p>The contractor must provide for the use of irons/ironing boards on site for residents to improve personal appearance for job interviews</p>	<ul style="list-style-type: none"> The Bureau should identify an appropriate resident to iron/ironing table ratio, similar to shower and toilet ratios, to better prepare residents for job interviews Also explore providing basic hygiene kits (e.g., shampoo) upon arrival
 Visiting Access	<p>The contractor shall allow visitors within the first week of a resident's arrival to the RRC. The contractor shall allow multiple opportunities for the resident to visit with family on a weekly basis, and should not limit the amount of visitors permitted on the approved visitor list</p>	<ul style="list-style-type: none"> Identify the level of access residents should have to their family and friends. This may involve including a family member during a resident's orientation at an RRC Grant leisure/day/weekend passes based on a standard scale used by all RRCs (potentially dependent on requirements met, behavior, etc.)
 House Rules	<p>The Bureau should require the submission of proposed house rules in the Request for Proposals</p>	<ul style="list-style-type: none"> Develop a list of standards and criteria for evaluating house rules across all RRCs to help promote consistency

Some RRCs use smartphones and facial recognition applications. Some even provide residents with smartphones pre-loaded with relevant phone numbers upon arrival to the RRC

4 | Alleviate the burden of subsistence for all RRC residents, including those individuals on home confinement*

RRC residents are required to pay a subsistence fee equal to 25% of their gross pay to offset the costs of confinement. Subsistence consumes a significant portion of residents' income and may prevent them from covering other financial obligations that support reentry (e.g., transportation, savings account). The Bureau should consider altering the current subsistence model to better support resident reentry.

The Bureau should **identify an alternative model** for subsistence fees, as current issues include:



Lack of consistency in sanctioning residents who do not pay fees consistently



Financial burden on residents who typically earn minimum wage



Disincentive for residents to obtain employment



Administrative burden for field offices and Central Office staff

Potential alternative models suggested during RRC location visits include:

- 1 25% of **net paycheck**
- 2 10% of net paycheck required to be **placed in savings account**
- 3 **Flat fee** per month based on income level
- 4 Automatic **waivers for certain income** thresholds
- 5 Use subsistence fees to **cover resident resource costs**

Short Term Recommendations

- Develop **thresholds for subsistence reductions and waivers** for specific income levels and/or expense requirements (e.g., child support, restitution)
- Provide **clear guidance on subsistence reductions and waivers** to RRCs and RRM
- **Help improve speed** of reduction/waiver application process by **reducing layers** involved in approval process
- Keep **consistent track** of subsistence fees collected per RRC and resident

Long Term Recommendations

- **Work** to understand overall impact of subsistence collection on reentry
- Identify **administrative burden** involved with subsistence fee collection
- Determine **potential for elimination**, or substitution of an alternative models (for instance, subsistence fees covers **resident resource costs** such as cell phones, ID application fees, security deposits, etc.
- The Bureau should continue to work on **eliminating subsistence payments** for residents under **home confinement***

Bureau leadership estimates that subsistence represents ~\$30M of revenue. To fully assess the financial impact of removing subsistence, the Bureau would need to do an analysis of RRC invoices

*DOJ announced the elimination of subsistence for individuals on home confinement on August 3, 2016


Source: Interviews with Bureau Central Office Staff

5 | Better position the Bureau to effectively manage and monitor contracts by increasing RRM grade, reviewing workloads, and improving staff collaboration

The Bureau's transition from a region to sector model resulted in several instances in an increased workload and reduction in staff. As a result, the Bureau should provide additional incentives and support structures to more efficiently support its staff. This involves grades aligned to roles and responsibilities, collaboration opportunities, clear career progression opportunities, and greater resources commensurate with workloads.

1

The Bureau should **conduct a workload analysis of the field offices and/or revise as needed.**



Current average workloads (Contracts and Residents) are based on overall nation-wide averages, rather than target workloads.
Providing greater workload support may:

Reduce Turnover

Improve Managerial Oversight

Improve Connectivity to Bureau Central Office

Increase quality in Monitoring Reports


Improve 1:1 care provided to residents

High-level Action Items:


- Identify the **current workloads (contract and residents)** handled by field office staff
- Develop **recommended workload targets** for field offices
- Adjust staffing levels** to meet workload targets
- Adjust staffing levels of the Contracting Section to meet workload targets

2

The Bureau should map the RRM position **to a higher GS-grade.**



Provides **greater incentive to move up** into this position so that more personnel are interested in the RRM role



Aligns managerial workload to an **appropriate salary level**

*Cost increases may be approximately \$5M/year for increased staffing and RRM grade increases (\$3.8M for RRM and \$1.2M in Contracting Section)**

3

The Bureau should **continue to identify collaborative opportunities to involve the RRM and field office staff** to work more closely with the Central Office.

Increase use of forums for field offices to submit ideas, opportunities for improvement, etc.

Launch additional channels to incorporate field office ideas, opportunities for improvement, etc. into Bureau policies and RRC requirements

Create **working groups to involve staff in contract** updates or award/solicitation decisions to acknowledge importance of their perspective and experience

**Based on interviews with Central Office Staff*

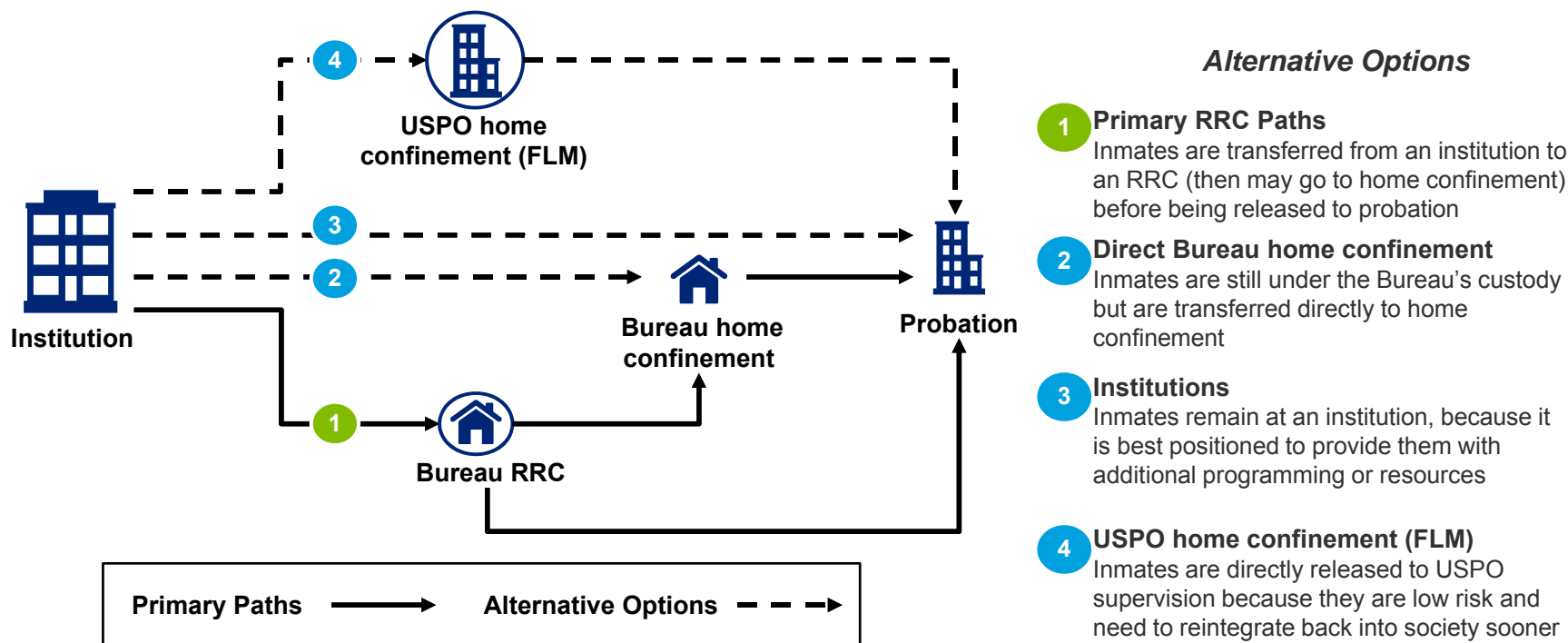
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Bureau Residential Reentry Center Assessment

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6 | The Bureau should identify readiness measures to inform decisions at each transition point in the reentry process

DOJ's Office of the Inspector General (OIG) is currently conducting an audit of the Bureau's policy for placing inmates in RRCs, as well as the number of eligible inmates transferred to RRCs, from RRCs to home confinement, and directly from institutions to home confinement. The Bureau can use those results, combined with a strategic approach of inmate needs and demand forecasting, to help maximize its capacity to support reentry by strategically using all available paths for inmates nearing reentry.



The effectiveness of such an approach requires a focus on readiness and need, rather than a sole focus on capacity. To support this, the Bureau should develop a **methodology to determine a resident's readiness** for each post-institution step, which considers:





- Resident needs (e.g., identification, benefits, transportation, housing, financial stability, access to resources, mental state)
- Resident preferences (e.g., burdensome accountability checks, unwillingness to pay subsistence on HC*)
- Policy requirements (e.g., family environment, family criminal background, proof of landline)

Source: Interviews with Bureau Central Office Staff

*Residents who went direct to home confinement may be underrepresented in survey of resident preferences

7 | The Bureau should pilot new RRC contracting and operating models to test the feasibility of government owned / leased and/or operated RRCs

The RRC model is made up of 180 competitive contracts across 249 locations. The Bureau maybe able to reduce the complexity of the model by piloting different operating models and contract structures.

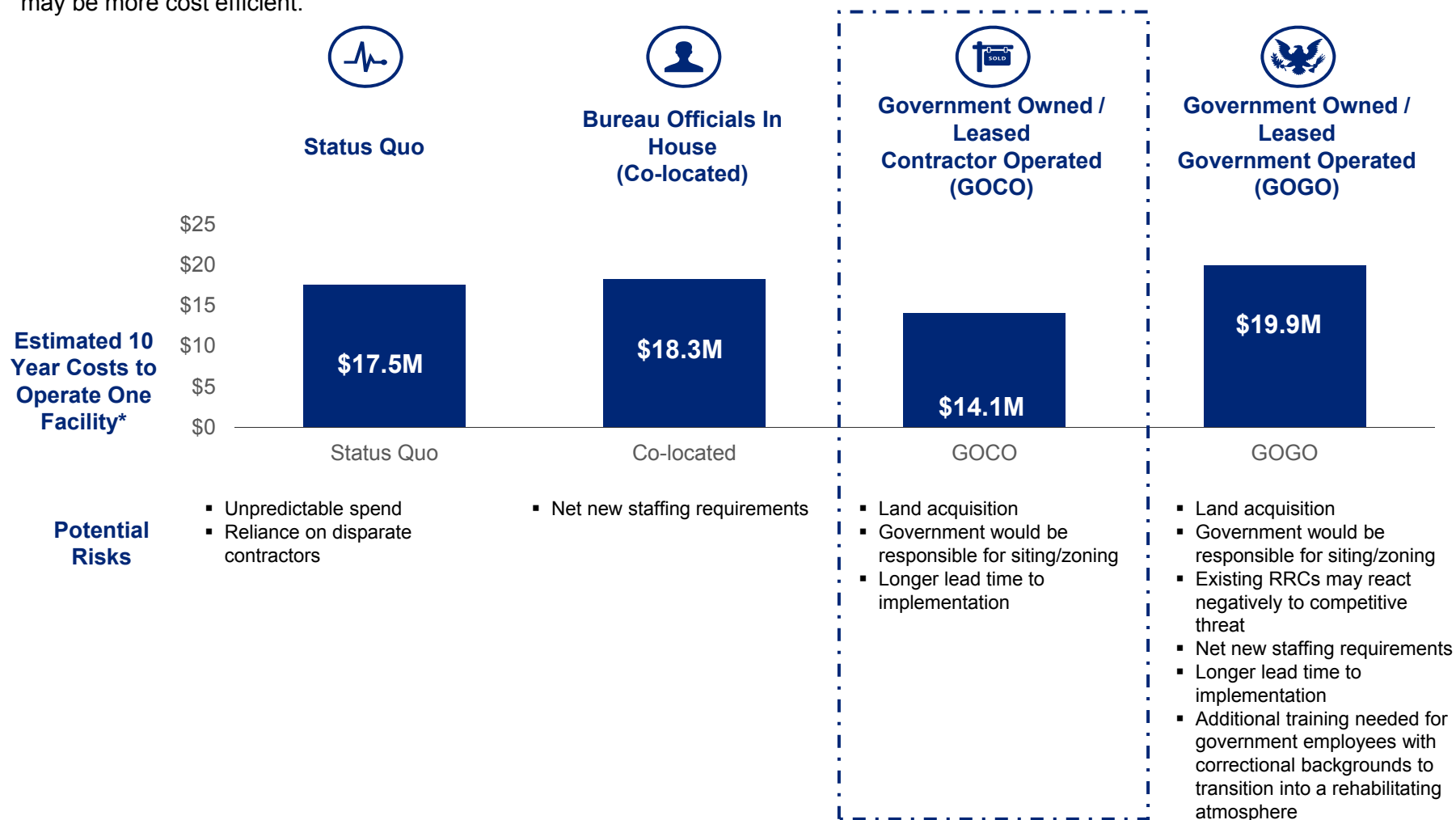
	 Status Quo	 Bureau Officials In House (Bureau In-House)	 Government Owned / Leased Contractor Operated (GOCO)	 Government Owned / Leased Government Operated (GOGO)
Description and Purpose of Pilot	The Bureau would maintain a model that relies exclusively on contractors to acquire facilities and deliver services	The Bureau would maintain the status quo, but would also place government officials in the contractor's facilities to better understand the impact on contractor compliance, resident experience, and home confinement transfer process	The Bureau would own the facilities where services are delivered, but the contractor would deliver the services and operate the facilities to better understand the impact on competition, overall spend, and contractor performance	The Government would own and operate the facilities as well as deliver services to better understand overall spend, resident experience, performance on key metrics when profitability is not involved
What does a successful pilot look like?	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> Improved compliance and performance on full monitoring reports 	<ul style="list-style-type: none"> More competitive re-compete process Reduced spend Improved contractor performance 	<ul style="list-style-type: none"> Increased consistency across RRCs, enhancing resident experience Increased flexibility in RRC locations
Potential Benefits	<ul style="list-style-type: none"> Light footprint with relatively short term commitments (~5-year contracts) Utilizes contractor network and proprietary knowledge 	<ul style="list-style-type: none"> The Bureau would be able to constantly evaluate and understand contractor performance The Bureau would have more interaction with residents and understand their concerns The Bureau would be able to better evaluate home confinement readiness Relatively quick implementation 	<ul style="list-style-type: none"> Reduces barriers for market entrants; new competitors will no longer require land Introduces new competitive forces (i.e., government operations) Makes contractor only accept financial risks associated with performance Preserves demonstrated benefits of current model 	<ul style="list-style-type: none"> The Bureau can better set policy and does not need to worry about maintaining competitiveness among contractors The Bureau can more effectively manage the on-the-ground implementation of reentry services

Correctional Services Canada, the Canadian Federal Agency responsible for reentry, finances and operates 16 reentry facilities for high risk cases

Source: 1. Community Reintegration Operations Division, "A Review of Community-based Residential Facilities in Canada," 2008

7 | Based on the operating model selected, the Bureau should define the key objectives of the pilot and implementation steps needed to be successful

An important element of defining the key objectives is completing a cost estimate. An initial estimate indicates that the GOCO model may be more cost efficient.

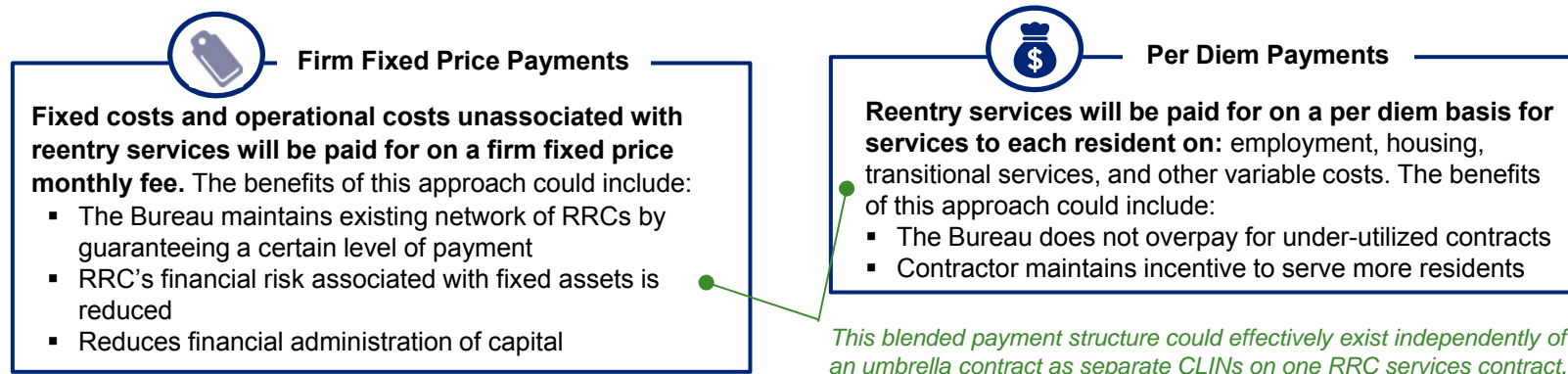


Note: Status quo is for per-diem based model, not firm fixed price. Assumes facility of 46 in-house beds, 11 home confinement spots, based on averages across all RRCs in study. Per diem rate is blended rate by weighted average by number of residents at a given per diem rate. Assumes 100% occupancy in all cases. Real estate pricing based on housing price per square foot and blended to be weighted by regional distribution.

7 | The Bureau should explore using one national umbrella contract for major contractors with each individual RRC facility as a separate task order

Shifting a large number of contracts to one larger umbrella contract can expand the service delivery of higher quality RRC providers while potentially reducing the administrative burden over the long term, as well as potentially reducing per diem rates due to economies of scale.

To focus contractors on **reentry services** and to help reduce risk of **over paying for under-utilized contracts**, the Bureau should consider structuring each task order as a **blend of firm fixed price payments and per diem payments**.



The Bureau should **release an RFI to contractors to better understand the potential effectiveness, price structure, challenges, and level of interest** for a national umbrella contract. Elements to consider include:

Effectiveness. *The RFI should ask respondents on the potential effectiveness of the umbrella alternative, the firm fixed price and per diem combined alternative, and the potential combination of both aforementioned alternatives.*

Price Structure. *The RFI should inquire as to how much of an RRC's per diem is allocated to fixed costs and how much is allocated to variable cost or profitability.*

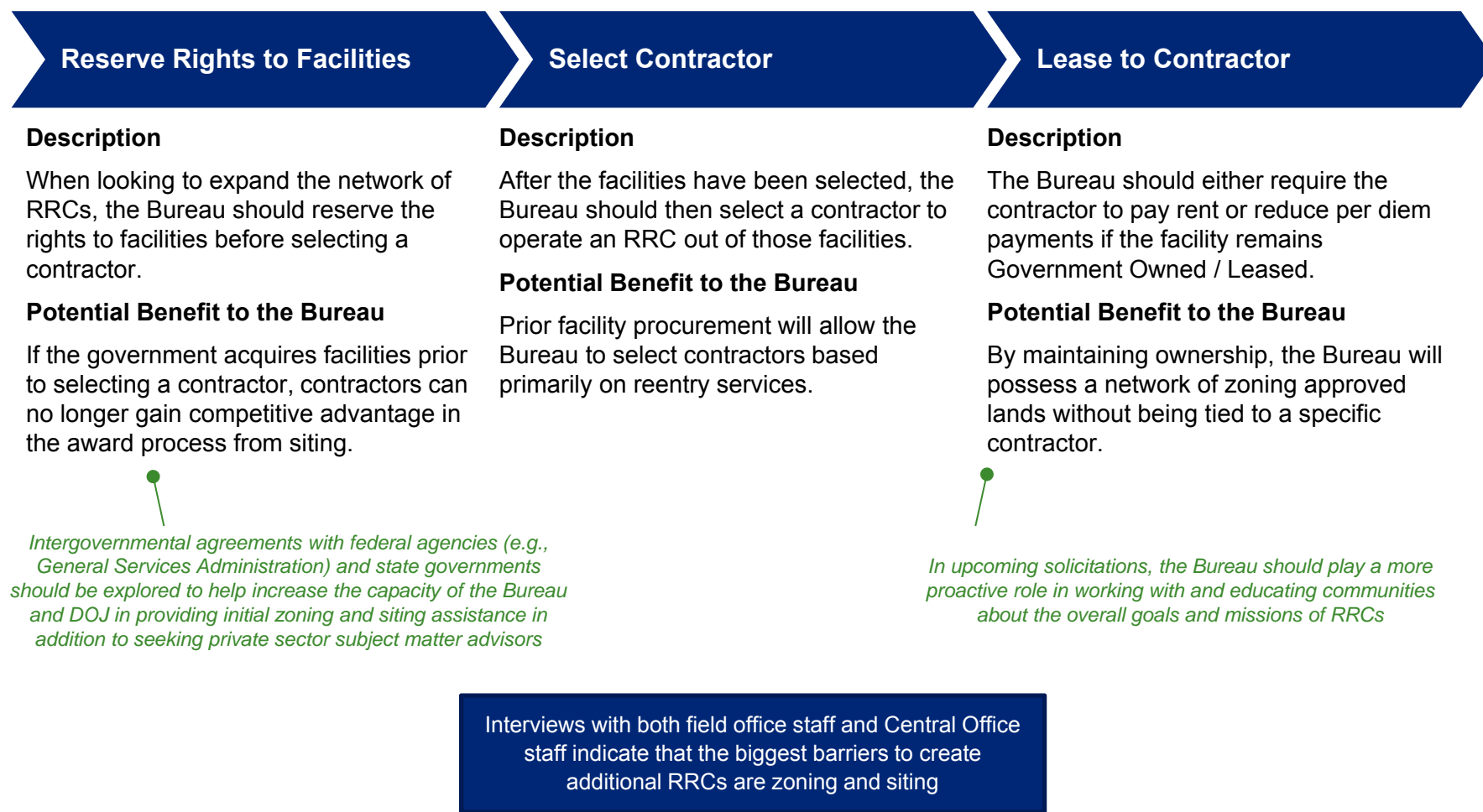
Challenges. *The RFI should request information about potential challenges to expect in the implementation of the umbrella alternative, the firm fixed price and per diem combined alternative, and the potential combination of both aforementioned alternatives.*

Level of interest. *The RFI should gain an understanding of the level of interest potential parties have with the umbrella alternative, the firm fixed price and per diem combined alternative, and the potential combination of both aforementioned alternatives.*

Whichever contract or operating model the Bureau ultimately selects, Bureau staffing levels (e.g., field offices, procurement, etc.) would need to be evaluated and adjusted accordingly

8 | Regardless of the model, the federal government should play a greater role in initial zoning and siting to help increase RRC competition

The Bureau should focus primarily on areas where there is high demand for bed space, but limited supply, and in which siting/zoning has proven to be a challenge. The Bureau should select these areas to pilot a new zoning and siting approach, and to increase Bureau engagement in the pre-solicitation phase.



8 | The Bureau, in partnership with DOJ, should explore addressing facilities and location challenges through options that can improve the competitive award process

Facilities and location challenges often present barriers to entry for new RRC contracts and reduce the competitiveness of the RRC model. Facilities' challenges relate to the specific site and facility within which an RRC operates, while location challenges are broader and related to the quality of a community's environment for reentry. These potential solutions would involve executive support, interagency cooperation, and consideration of other community priorities, but hold potential for addressing both sets of challenges, resulting in greater competition and improved service delivery.

Facilities Challenges Addressed:



High Capital
Investment for
Facilities



Zoning

Solution	Description and Initial Steps	Capital Required*
Government Reserve Rights to Facilities	<ol style="list-style-type: none"> 1. Reserve rights to facilities through acquisition, lease, use of GSA buildings, etc. 2. Select a contractor to deliver RRC services out of the reserved facilities 3. Lease the facilities back to the contractor 	High
Public Private Partnerships to Acquire Facilities	<ol style="list-style-type: none"> 1. Use Public Private Partnerships (PPPs) with local real estate groups and developers to reserve rights to facilities prior to selecting an RRC provider to operate out of the reserved facilities 2. Local partner acquires land and zoning approval in exchange for the Bureau's guarantee of a tenant (RRC providers) 3. PPPs would give the Bureau control of facilities, without being tied to a given RRC provider; the Bureau would be able to utilize the partner's local network and political connections to get approved zoning 	None

Location Challenges to be Addressed:



Community
Support



Transportation



Post RRC
Housing



Employment
Opportunities

Solution	Description and Initial Steps	Capital Required*
Success Based Community Grants	<ol style="list-style-type: none"> 1. Provide success-based community grants to local governments and municipalities who have proven to better deliver key reentry outputs to the community 2. The Bureau would only deliver funds to communities after results are delivered (similar to pay for success model) 	High
Portfolio Grants	<ol style="list-style-type: none"> 1. Similar to HUD's Choice Neighborhoods Grants, the Bureau should develop competitively awarded grants to non-governmental organizations & localities for improving an environment for reentry 2. Grants funded in partnership with federal agencies such as DOL, DOT, HUD 3. Grants would not be tied to outcome-based payments 	High

*Capital required refers to the amount of government funds needed to execute the given alternative

9 | The Bureau, in close coordination with the DOJ, should use the momentum of today's interagency reform movement to help reduce policy barriers to reentry

Some RRC residents already have challenges accessing local resources due to transportation challenges or inconsistent pass policies. By improving local resource accessibility and level of awareness of federal policy/programs, the Bureau can address these challenges.

1

To support RRCs in meeting key reentry needs, DOJ should support the Bureau in **formalizing relationships by brokering formal MOUs and implementing immediate policy changes regarding key identification documents**

Employment



Education



Medical



Housing



Policy Change

The Bureau and DOJ should decide the clear ask of each agency partner and then drive the appropriate policy change at the highest levels of government (e.g., work with the Department of Education to expand the Second Chance Pell Grant program to RRC residents)

SS Card



Explore feasibility of providing every inmate with a SSN card while in the institution

State ID



Explore making Bureau ID compliant with Real ID standards

Birth Certificate



Explore feasibility of securing birth certificates for all inmates while in Institutions

In 2015, Access to Justice (ATJ) helped launch the **White House Legal Aid Interagency Roundtable (WH-LAIR)** to raise federal agencies' awareness of how **civil legal aid** can help improve access to health and housing, education and employment, family stability and community well-being

In the short term, **DOJ should explore** finishing these three items **while an inmate is in the institution**

2

Beyond MOUs, **the Bureau should evaluate current levels of information dissemination** and create RRC-level strategic guidance, tools, and materials

- The Bureau should evaluate how well materials such as *Reentry Mythbusters* are reaching regional and local contacts and determine general RRC staff awareness of federal programs (e.g., Health Care for Reentry Veterans)
- The Bureau should provide strategic guidance, tools, and materials for RRCs/RRMs on how to better partner with federal, regional, state, and local organizations; using the MOUs as leverage with local affiliates is one tool
 - For example, the Bureau should work with local departments of motor vehicles and state health insurance exchanges to provide on-site enrollment and registration
- The Bureau should also add in significant language to RRC solicitations to drive desired behavior regarding partnerships

Source: DOJ, [Establishing the White House Legal and Interagency Roundtable](#)

9 | The Bureau should standardize some aspects of partnership facilitation at the local level with a focus on transparency and consistency across RRCs

1

The Bureau should require RRCs to **maintain private sector representation** on their Community Relations Boards to **better equip RRCs** to engage with the business community

The Bureau should create a set of standardized toolkit of resources for RRCs to use when soliciting local business partnerships to join their Community Relations Board.

- Start an “Adopt an RRC” program and create associated materials to explain the function of RRCs to business groups interested in a structured approach to supporting residents:

Employment & Exposure

- Fair chance hiring
- Career panels/ job fairs
- Job shadowing

Mentoring

- Coaching through reentry
- Partnering with nonprofits

Workshops

- Financial literacy
- Soft skills

Financial Support

- Technology donations
- In-kind services

2

To help increase visibility into an RRC’s partner network, the Bureau should **capture partner names and descriptions** during interim and full monitoring visits

Some Field Office staff currently gather this information during Full and Interim Monitoring Reviews

The Bureau should lead introductions between RRC leadership and national partners that provide a high-value service for residents. Potential partners could enhance current RRC offerings, especially in the following areas:



Parenting and family reunification resources (e.g., parenting classes, familial counseling partners)



Community-based support groups (e.g., Alcoholics Anonymous, Narcotics Anonymous)



Vocational training (e.g., apprenticeship programs, internship programs, skill development training)

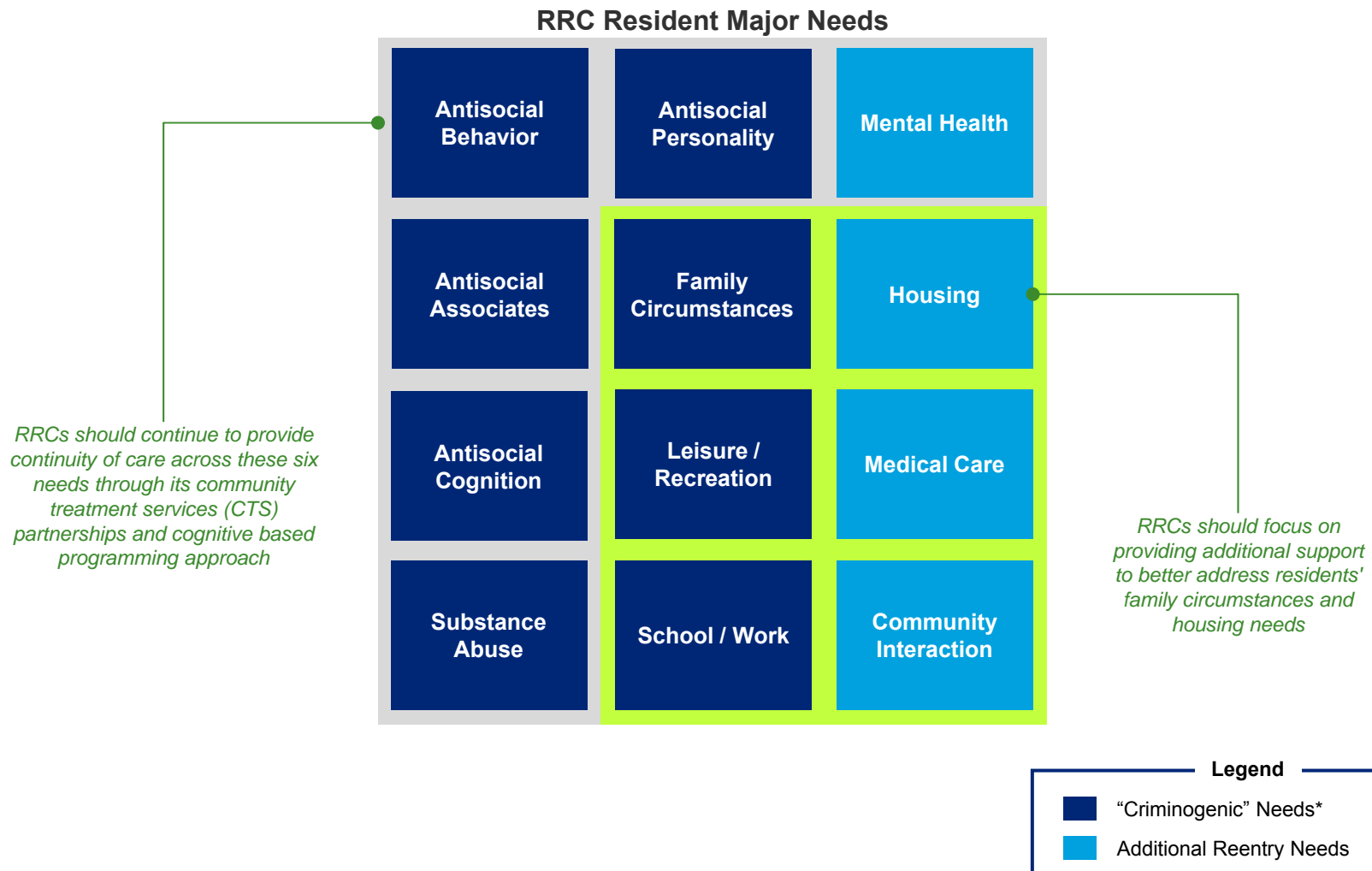


Educational opportunities (e.g., GED, CDL certification)

3

The Bureau has an opportunity to **leverage national organizations and facilitate** partnerships for RRCs to offer specific services outside their core operations, without a formal contracting process

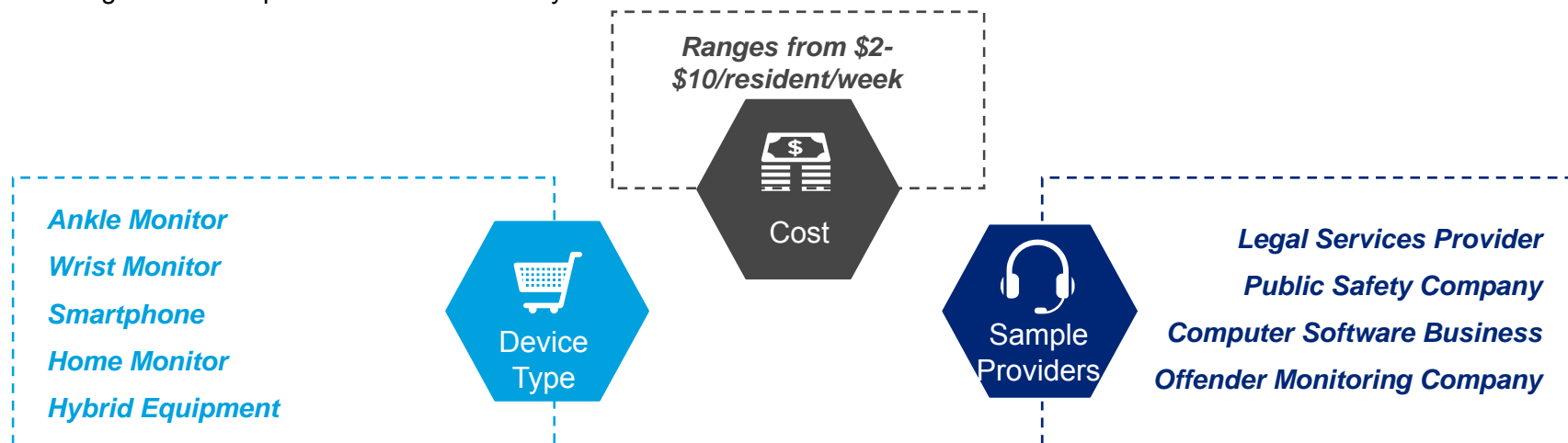
9 | Partnerships could be used to expand and enhance programming associated with family circumstances and housing



Source: 1. Utah Criminal Justice Center: Program Improvement Resource Materials, 2012

10 | The Bureau should help RRCs integrate technologies that are able to reduce workload and costs by negotiating nationwide technology contracts

RRCs use a range of electronic monitoring devices and GPS tracking devices to keep better accountability of residents, particularly higher-risk residents. These RRCs use different products from different vendors with different contract rates and vastly different capabilities. The Bureau may be able to negotiate one bulk rate with one vendor to procure lower cost technology devices for monitoring residents – purchased and owned by the Bureau.



- 1 The Bureau should determine which device type to use based on factors such as cost, quality, and overall experience for the resident (in terms of noticeability, etc.), noting exceptions based on geographic coverage limitations and different security needs per resident
- 2 The Bureau could also leverage partnerships with agencies such as USPO and US Marshals to help increase purchasing power and to reduce the cost even further
- 3 Leveraging the 30,000+ inmates that transition through RRCs, the Bureau may be able to negotiate one specific rate and product with one - two providers (software and device) used at all RRCs. This would reduce variations in devices used, costs paid by the Bureau, and provider software services as well

Sources: Corporate websites for electronic monitoring and GPS tracking solutions

11 | The Bureau should develop standards for the RRC Case Manager role and provide additional trainings for RRC staff

Case Managers are responsible for developing and monitoring progress against resident reentry plans. Next to family and friends, residents identified Case Managers as the most important person to them during the reentry process. Because Case Managers fill such a critical role, they should be properly equipped to serve that role.

The Bureau should **establish minimum requirements for background experiences** and monitoring for the Case Manager role since Case Managers interact with each Resident on a weekly basis and are pivotal in checking overall progress and release readiness.

Minimum Case Manager Requirements (Sample)

Education and Certification

- Masters Degree in Social Work, Human Services, Criminal Justice, or other related field
- Licensure or certification in a state at the independent practice level

Experience

- 3 years experience in human services, corrections, or community-based services
- Experience in institution or correctional environment is a plus

Soft Skills

- Ability to interact with individuals adjusting to the community after being incarcerated for 1-30+ years
- Sensitivity in response time, resident mental state, etc.

One RRC uses an electronic system where residents request meetings with Case Managers. The RRC Director is copied onto these requests and can track Case Management duties and responses.

The Bureau should **update the trainings and resources available for all RRC staff**, particularly in terms of refresher courses and Bureau conferences, based on policy and information needs.

Sample trainings and resources:



Specific training **providing corrections context** and reentry goals for staff with no corrections experience to better manage the transition



Specific training around **policy changes**, such as ACA or HUD policies



Forums or conferences for RRC staff to share best practices and lessons learned, based on questions posed by RRC staff in advance

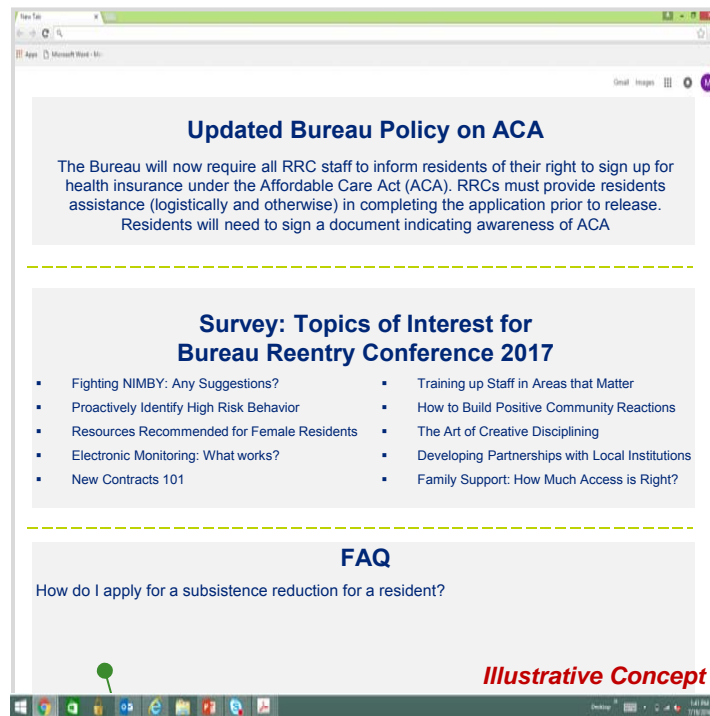
Many case managers requested more applicable training and resources to help “weed through” multiple policy changes, in addition to what is already provided

Source: usa.gov

12 | Develop methods for sharing information among RRC providers to address common reentry challenges and issues

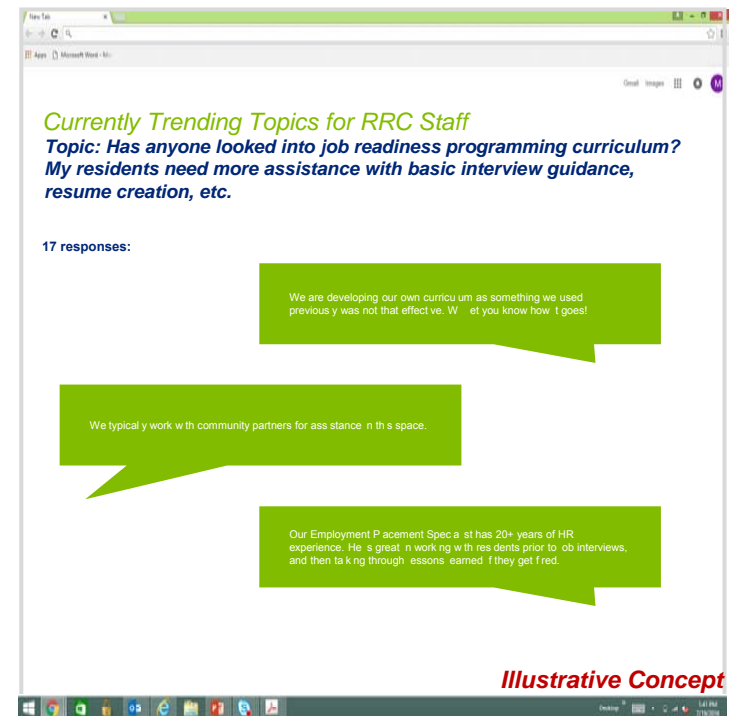
In addressing issues, RRCs rely on personal experience and Bureau staff, but cannot currently leverage the RRC network effectively to identify solutions. There are several opportunities to support the sharing of information across RRCs in a way that protects proprietary information, but supports all RRC contractors in providing effective residential reentry services.

The Bureau should develop a **clearinghouse for reentry-related information, Bureau guidance, and FAQs** that are updated to reflect real-time issues faced by RRC staff.



Initial content could be based on frequent deficiencies and/or RRC strengths noted in Full and Interim Monitoring Reports

An **online forum would provide an opportunity for RRCs to share leading practices and approaches** from the field, supplementing Bureau-provided resources.



One Director thought the convenience of an online clearinghouse would mean she could verify escape status policy at 2AM without needing to ask questions over the phone

13 | Develop reentry performance measures to monitor RRC performance and develop a centralized dashboard to help improve visibility and support decision-making

The Bureau manages several reports to measure the compliance of RRCs to the SOW. By developing a centralized database and gradually changing the current evaluation approach from compliance-based to one that measures resident outcomes across specific performance measurements, the Bureau will be able to assess outputs and their impacts on improving reentry and reducing recidivism.

Collecting the data needed for this improvement will require investment, but if used effectively can provide visibility into RRC performance that impacts residents and could impact recidivism. This database could be shared by all stakeholders, including the RSD, RRMB, and Field Offices

For effective implementation of the monitoring system the Bureau would need to...

Document a process for **how the information from these performance measures will be used** by stakeholders and inform decisions

Create **one database** across all departments and contractors that reduce data inconsistencies and collects common data elements needed for measures

Develop **tracking system and standard operating procedures** used consistently across RRCs

Define **new verification measures** for validating the reported performance by RRCs

Structure pilots with RRCs and adapt contracting structures

In the longer term these performance measures would likely create the opportunity to...

- 1 Develop benchmarks for expected performance by contractors
- 2 Based on benchmarks, develop contract incentives, if appropriate
- 3 Increase understanding of factors that influence recidivism
- 4 Create partnerships across Department of Justice and other US agencies to automate tracking and measure effectiveness of efforts

Stakeholders use different reports and data for various purposes. These reports may be inconsistent based on specific data ranges and/or data definitions. One database would help reduce inconsistencies and provide greater clarity across documents

13 | The Bureau should consistently monitor two types of performance measures across all RRCs

Reentry Service Measures

Description

Key reentry measures provide data that is one step closer to measuring the impact of RRCs on reducing recidivism and can be used over time by Central Office to make decisions

Recommended Measures

- **Benefits:** Percentage of residents with benefits
- **Post-Housing:** Percentage of residents released to a known housing that is not a homeless shelter
- **ID Cards:** Percentage of residents with State issued ID cards or drivers licenses
- **ID Cards Time to File:** Average length of time for residents to file for ID Cards
- **Counseling Treatment:** Percentage of residents with recommended counseling on release papers that receive treatment
- **In-Jobs:** Percentage of employed residents
- **Job Quality:** Index that is taken prior to release that includes proximity of job to housing location and cost of living-adjusted salary
- **Family Access:** If available and appropriate, percentage of time resident family is involved in reentry programming (orientation, case management, etc.)

Operational Measures

Description

Tracking measures provide field offices with increased visibility across RRCs into financial management and general operations

Recommended Measures

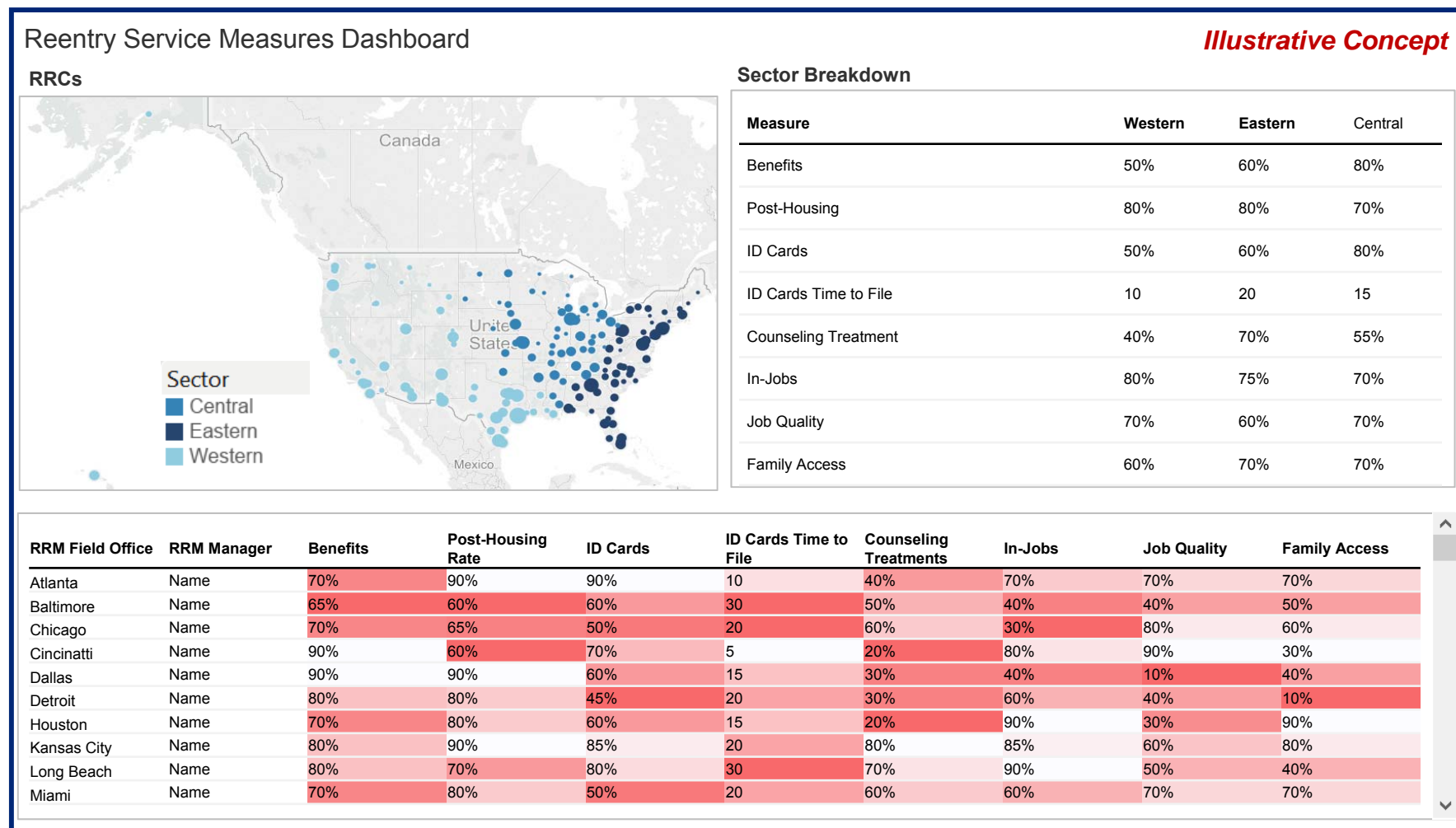
- **Bed Capacity:** Total number of beds in a facility
- **Utilization Rate:** Percentage use of beds over set time period
- **Length of Stay:** Average length of stay for residents
- **Deficiencies:** Number of monitoring deficiencies
- **Per Diem:** Total per diem allocated
- **Medical Care:** Total medical care costs
- **Subsistence Fees:** Total subsistence fees collected

Current data sources, including R3M, SENTRY, and CPARS can be used as a starting point for tracking these measures

Sources: Bureau-provided monitoring reports (e.g., R3M, SENTRY); R3M Training

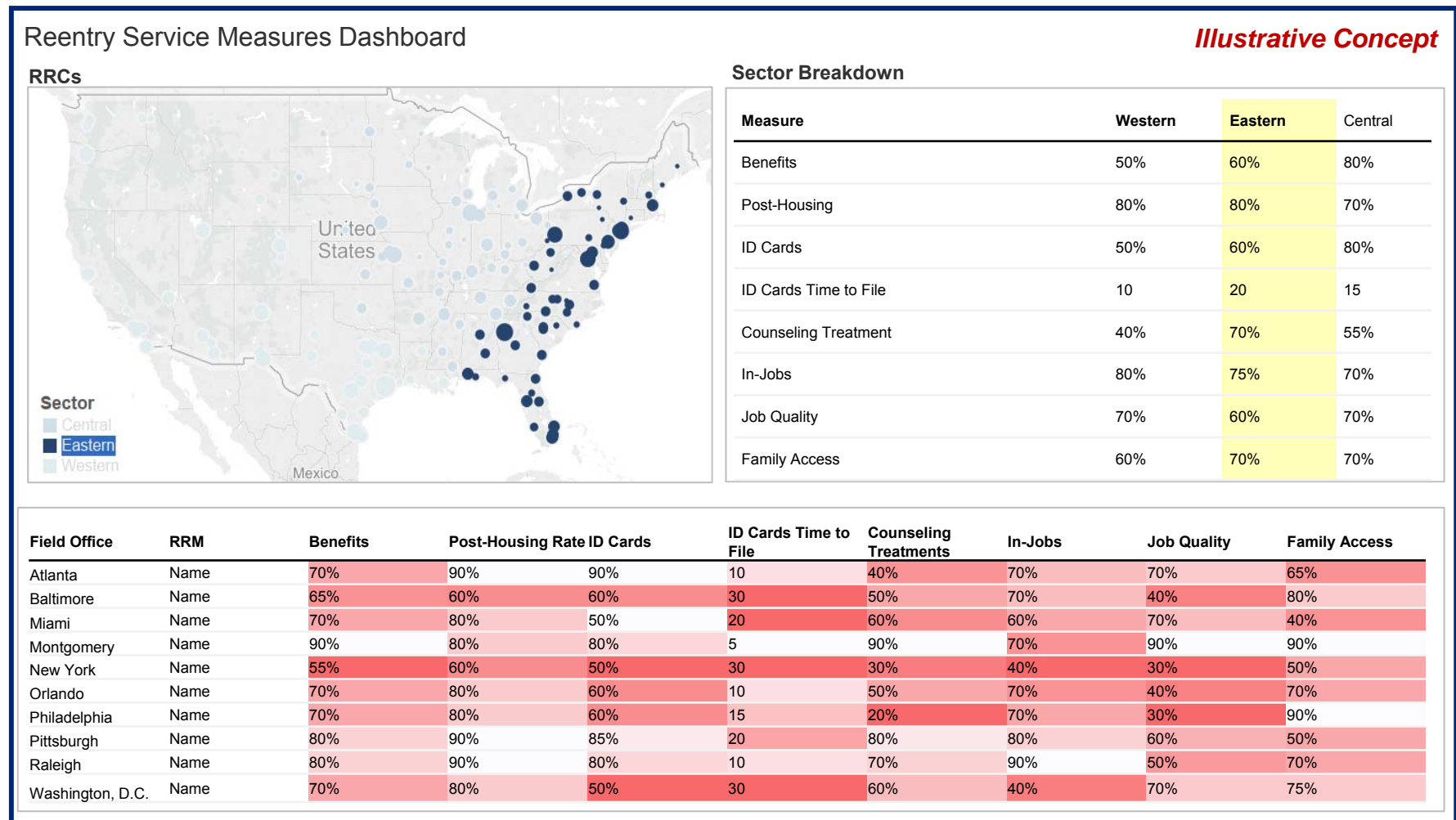
13 | The reentry service measures can be tracked in a centralized dashboard that monitors across sector, field offices, and RRCs through drill down capabilities

This first view of the dashboard shows measures across all sectors and field offices



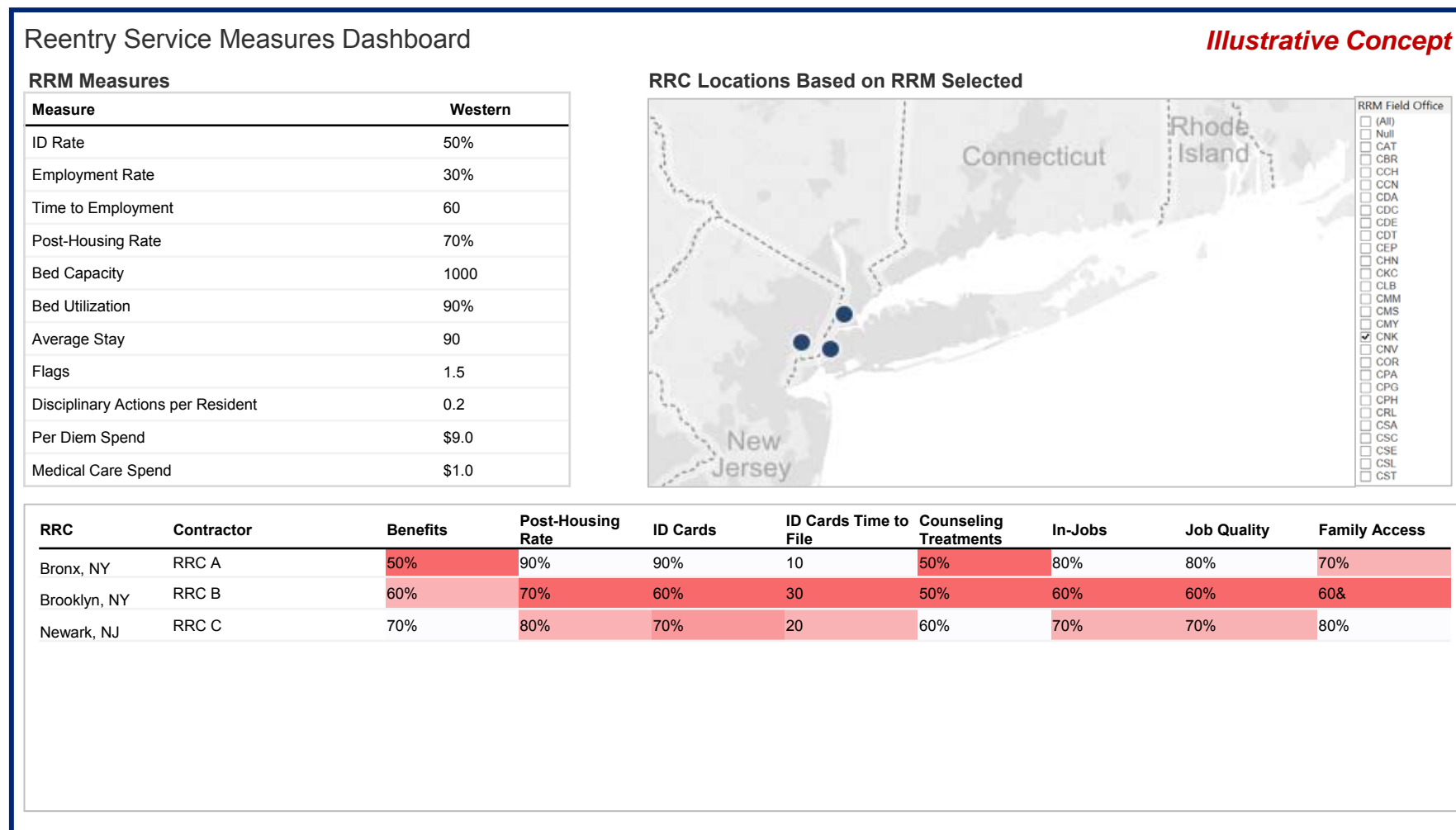
13 | The dashboard should create drilldown functionality that allows the user to view information by sector and RRM field offices within the sector

The dashboard provides drill down capability by selecting the sector of focus and only the field offices in that sector are in the table



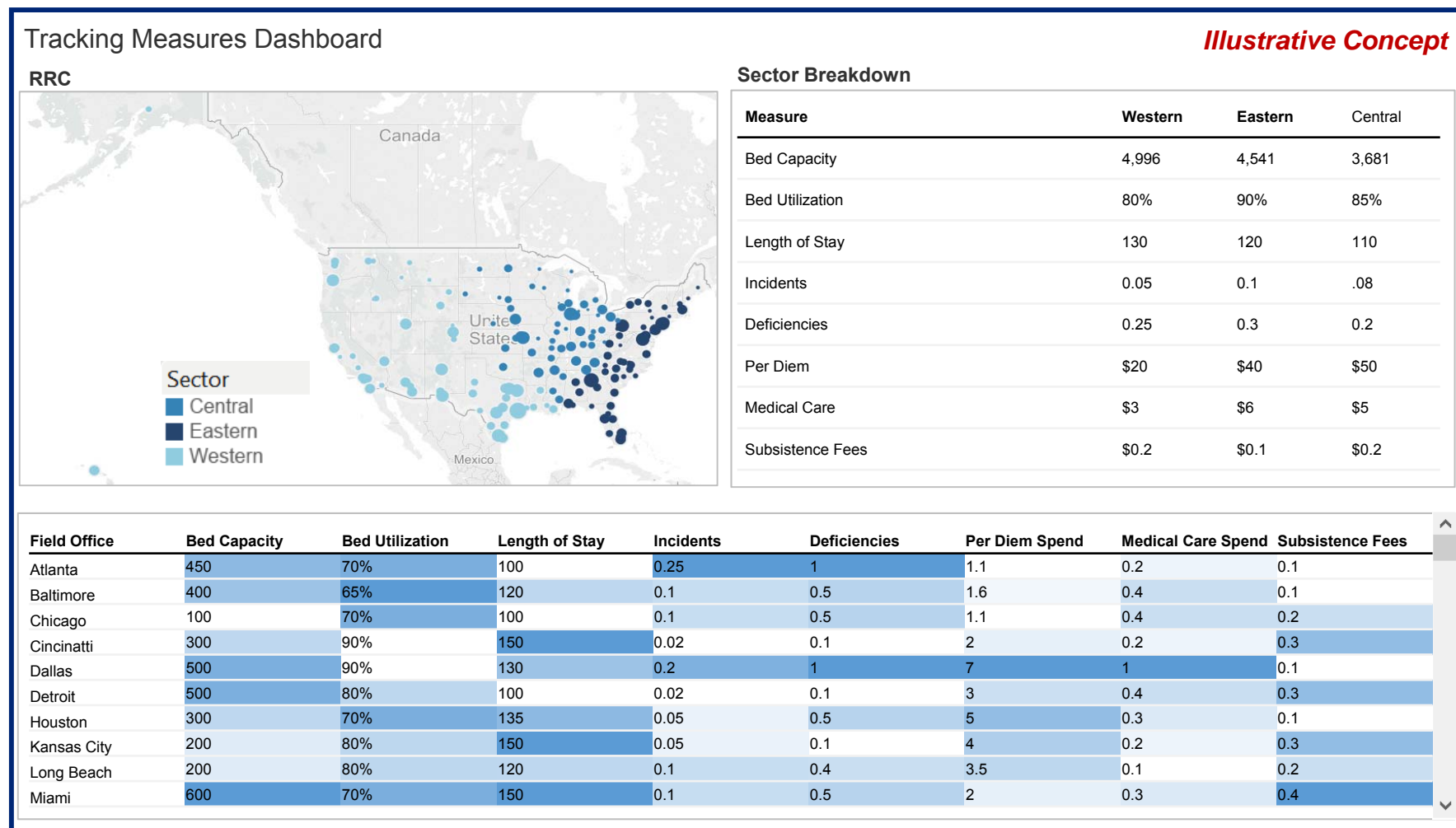
13 | The dashboard should also have functionality that allows a user to view associated RRCs by field office

Based on field office selection, associated RRCs and measures by RRC appear in the table



13 | A similar dashboard can be used to monitor tracking measures and aid in decision-making across field offices

The dashboard can be built with similar drill down capabilities to the Reentry Service Measures Dashboard



Proposed recommendations have the potential to directly benefit the overall reentry model and programs and services provided to residents

	Recommendation	Anticipated Benefit
Resident Experience	1. If it is easier for residents to get identification, social security cards, and birth certificates...	...Residents can start job searches and employment sooner , and potentially transition back to society faster
	2. If resident information was shared across stakeholders...	...There would be greater continuity of care for residents across the incarceration process and transition
	3. If the SOW had consistent language and requirements...	...Residents would receive consistency in programs and resources , regardless of the RRC
	4. If the Bureau alleviated subsistence payments...	...Residents would be in a more stable financial situation upon RRC release
Bureau Model	5. If the Bureau increased RRM grades and balanced staffing levels with workload...	...Bureau personnel would be better equipped to manage the reentry process
	6. If the Bureau used readiness measures when deciding to move inmates to different stages in the reentry process...	...More focus would be placed on inmate preparedness
	7. If the Bureau tested the feasibility of new contracting and/or operating models...	...The Bureau might identify alternative RRC models to improve delivery
	8. If the Federal government played a greater role in initial zoning and siting...	...The Bureau could attract higher quality competition when bidding out RRCs by reducing siting hurdles
RRC Effectiveness	9. If the Bureau established more federal partnerships focused on reentry...	...The Bureau would better use the network of potential reentry partners to support returning citizens
	10. If there was one nation-wide contract for EM/GPS usage...	...The Bureau might experience costs savings and enhancements to overall resident accountability
	11. If the Bureau established minimum requirements for RRC case managers...	...Residents could benefit from working with more experienced staff prior to release
	12. If RRCs had methods for sharing information to address common reentry challenges and issues...	...RRC staff would be able to receive more applicable training and support
	13. If the Bureau had specific performance measures for RRC performance in a centralized dashboard...	...The Bureau would be able to better measure performance, especially regarding reentry services, across all RRCs to inform decision-making

Implementation Plan

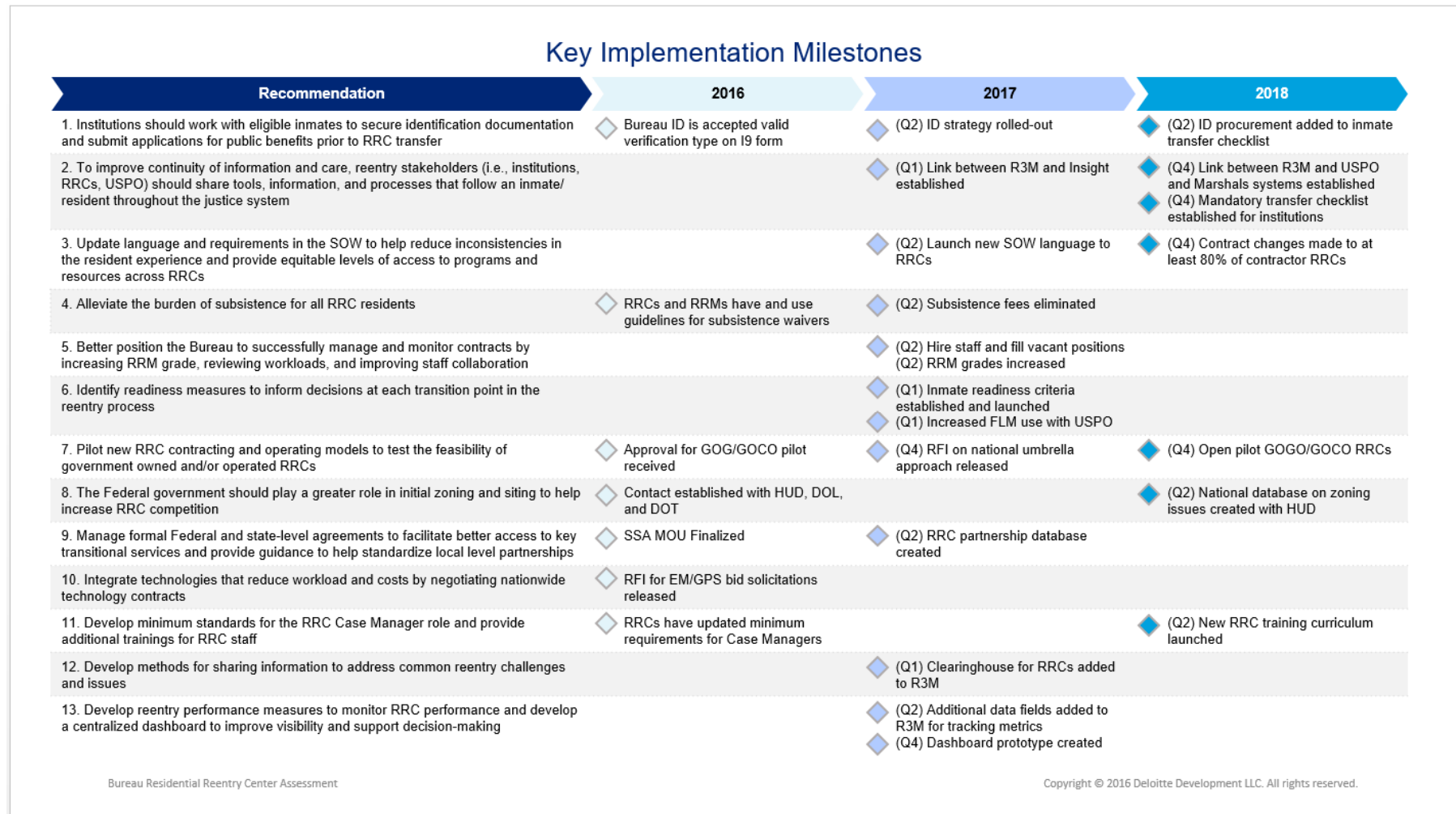
Implementation Plan

The last section identifies key action items for the Bureau to consider implementing during 2016 (short-term), next year (medium-term), and 2018 (longer-term) to make the 13 recommendations identified in the prior section a reality.

The implementation plans will lay out specific actions that the Bureau can begin working towards. Each action item identifies dependencies as well as key stakeholders that should be involved ranging from DOJ, to Central Office, to institutions, to other reentry stakeholders. The recommendations identified in this report will involve support and coordination from DOJ and the Bureau as well as collaboration across federal and state governments.

Pursuing these recommendations effectively will require expanding Bureau staffing resources as well as funding for key cost drivers such as reduced subsistence revenue, potential increases in per-diem payments and more. In all likelihood, the Bureau will require additional funding or the reallocation of existing funds to be able to meet these ends.

Deloitte developed a three-year implementation plan, with specific milestones that can be accomplished each year; seven can be completed in 2016



Note: This Milestone mat is available in 11" x 17"

1 | Institutions should work with eligible inmates to secure identification documentation and submit applications for public benefits prior to RRC transfer

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Work with DHS to have the Bureau ID included on list B of acceptable documents on I9 form	<ul style="list-style-type: none"> DOJ DHS USCIS 	<ul style="list-style-type: none"> CIS agreeing to request to include Bureau ID on I9 form
2	Create or update Bureau policy where the Bureau would more formally help residents needing to obtain personnel documentation and benefits	<ul style="list-style-type: none"> DOJ SSA States Central Office Contracting Section Institutions RRCs Union 	<ul style="list-style-type: none"> Budget increase approval to cover additional personnel documentation costs Staffing support to estimate/validate number of residents in need of assistance Bureau communication identifying residents who may need additional resources
3	Engage with Federal and State agencies to facilitate the documentation process	<ul style="list-style-type: none"> White House U.S. Attorneys and Courts USPO SSA States Inmate Families 	<ul style="list-style-type: none"> Federal and State agency willingness and bandwidth to support Staffing support to get documents in order for all existing inmates Training/Communications for State and Federal agencies

1 | Institutions should work with eligible inmates to secure identification documentation and submit applications for public benefits prior to RRC transfer

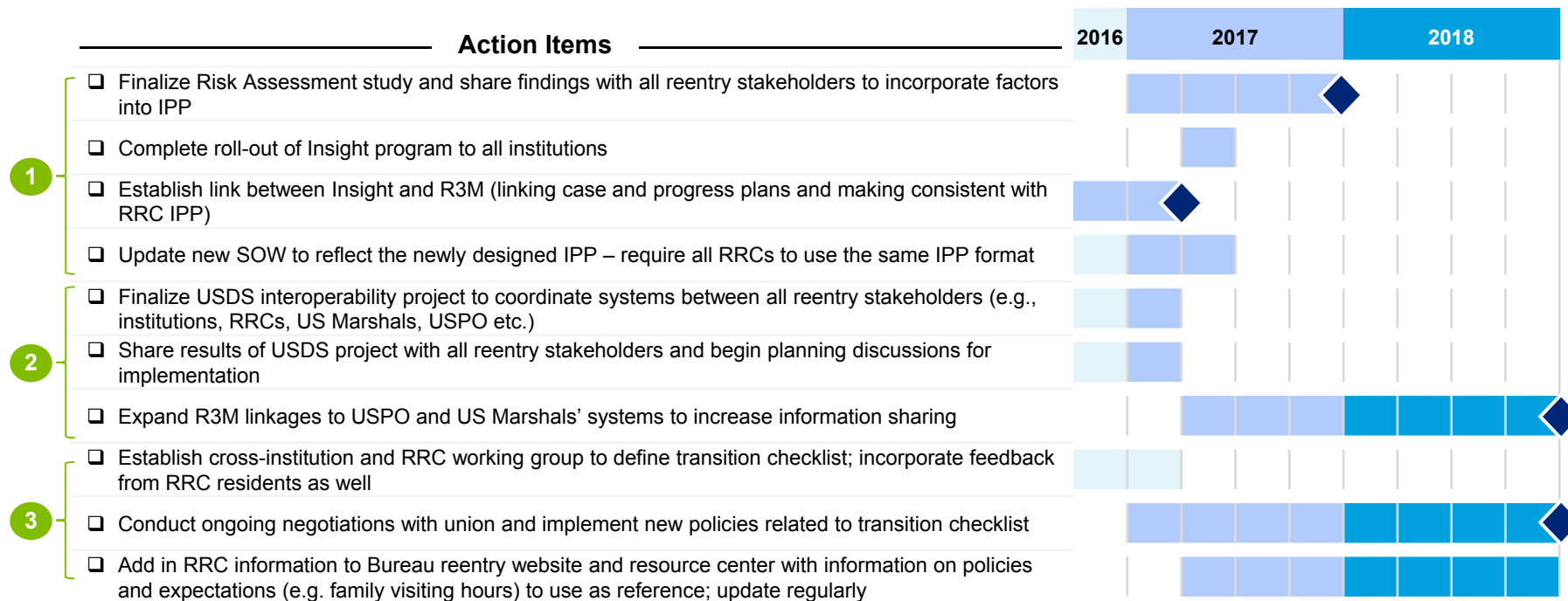
Action Items		2016	2017				2018			
1	<input type="checkbox"/> Determine identification requirements for critical inmate reentry needs (e.g., employment, opening a bank account, etc.)									
	<input type="checkbox"/> Meet with DHS to clarify I9 list B #2 requirement to determine required Bureau ID updates for meeting critical reentry needs (short-term resolution)		◆							
	<input type="checkbox"/> Develop strategic communications plan to provide policy guidance around I9 update to accept Bureau ID for List B #2									
2	<input type="checkbox"/> Validate the number of current inmates/residents that need permanent identification documents and/or benefits to estimate costs to the Bureau (data sources may include ISDS and/or Insight)									
	<input type="checkbox"/> Conduct an analysis at the state level to determine identification/benefits costs and potential for discounted rates; identify states where legislative change may be needed to reduce costs to inmates									
	<input type="checkbox"/> Estimate the increase in administrative workload of Bureau staff and associated costs to inform request for additional budget funds or reallocation of existing funds									
	<input type="checkbox"/> Work with the union to draft and update new policy for institutions outlining the identification/benefits application reimbursement policy for inmates									
	<input type="checkbox"/> Work with union to update incentive structures for institutions in assisting residents to obtain documentation and/or apply for benefits and incorporate measures into all Bureau staff PWP's									
	<input type="checkbox"/> Rollout institution reimbursement and incentive policy changes; define exceptions process for cases where inmates cannot obtain documents or apply for benefits prior to the transfer								◆	
	<input type="checkbox"/> Add document obtainment and benefits applications to transfer checklist and/or pre-release plan at the RRC									
3	<input type="checkbox"/> Work with the U.S. Attorneys and Courts to obtain documents for inmates who are currently under BOP jurisdiction									
	<input type="checkbox"/> Work with DOJ and U.S. Attorneys and Courts to develop a process where personal documentation is included with the pre-sentencing investigation report when inmates are transferred to BOP custody									
	<input type="checkbox"/> Evaluate the current strategy for working with states to accept the Bureau ID (along with a valid birth certificate) as adequate documentation for acquiring a state-level Real ID									
	<input type="checkbox"/> Roll out Real ID strategy, focusing on larger states (e.g., Texas, Florida, New York, etc.) to have greatest potential impact on inmate population			◆						

◆ Key Milestone

2 | Reentry stakeholders should share tools, information, and processes that follow an inmate/resident throughout the justice system

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	An updated and standardized IPP should serve as a reentry planning tool that follows an inmate through the justice system	<ul style="list-style-type: none"> ▪ RRCs ▪ USPO ▪ Sentencing Commission ▪ Institutions 	<ul style="list-style-type: none"> ▪ Contract extension with R3M providers; coordination with CIO ▪ Agreement across reentry stakeholders to support a common IPP
2	Use a common case management system capable of sharing information across reentry stakeholders	<ul style="list-style-type: none"> ▪ OIT ▪ RRCs ▪ USDS 	<ul style="list-style-type: none"> ▪ USDS interoperability system ▪ Method to communicate strategy to all internal and external stakeholders ▪ Agreement across reentry stakeholders to support a common IPP
3	Develop a formal “transfer checklist” that is used to standardize transfer and orientation process from an institution to an RRC	<ul style="list-style-type: none"> ▪ Institutions ▪ RRCs ▪ OIT ▪ Inmate families 	<ul style="list-style-type: none"> ▪ Staffing support for IT updates and development

2 | Reentry stakeholders should share tools, information, and processes that follow an inmate/resident throughout the justice system



◆ Key Milestone

3 | Update SOW to help reduce inconsistencies in the resident experience and provide equitable levels of access to programs and resources

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Identify specific criteria and language to use for consistency across all RRCs	<ul style="list-style-type: none"> Field Offices Contracting Section Office of General Counsel 	<ul style="list-style-type: none"> Estimated impact on per diem Support to identify language needed Allocating workload between RRMB and Contracting Section
2	Evaluate process of adding in new language into all contracts and implement new language	<ul style="list-style-type: none"> Contracting Section Office of General Counsel 	<ul style="list-style-type: none"> Decision to pilot, phase, or mod all contracts at once Support for Contracting Section to update contracts Strategy for potential backlash from litigious contractors or those currently using new requirements as opportunity for above and beyond performance
3	Update contract evaluation process, study potential impact and measure success	<ul style="list-style-type: none"> RRCs Contracting Section Field Offices 	<ul style="list-style-type: none"> LOE of implementing entry and exit surveys

3 | Update SOW to help reduce inconsistencies in the resident experience and provide equitable levels of access to programs and resources

Action Items		2016	2017				2018			
1	<input type="checkbox"/> Identify current expectations for all areas across current SOW									
	<input type="checkbox"/> Identify optimal criteria (based on criminogenic needs, interviews, focus groups)									
	<input type="checkbox"/> Include RRM in SOW Criteria language updates									
	<input type="checkbox"/> Update standard SOW with new language for new procurements									
2	<input type="checkbox"/> Conduct analysis to determine trade off of finishing a contract or executing MOD									
	<input type="checkbox"/> Determine end of POP for current contracts									
	<input type="checkbox"/> Study potential impact on increased per-diem									
	<input type="checkbox"/> Quantify resource requirements (FTE) needed to execute MODs									
	<input type="checkbox"/> Create contract mod PMO to support modifications									
	<input type="checkbox"/> Define expected results and impact of making the SOW change									
	<input type="checkbox"/> Develop phased approach for implementing contract change and begin implementing change; target all contracts updated by June – July 2017									
3	<input type="checkbox"/> Develop mechanism (e.g. a resident entry and exit survey) and effectiveness measure to measure impact of change on desired outcomes									
	<input type="checkbox"/> Measure effectiveness of SOW changes overtime									
	<input type="checkbox"/> Evaluate contracts on performance									
	<input type="checkbox"/> Effectiveness evaluation of key reentry indicators									

*Additional SOW changes in recommendation #9, #10, and #11

◆ Key Milestone

4 | Alleviate the burden of subsistence for all RRC residents

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Improve the process of subsistence reduction and/or waiver applications and approvals	<ul style="list-style-type: none"> RRMs Sector Management RRCs (Case Managers, Directors, Controllers) 	<ul style="list-style-type: none"> Bureau-accepted thresholds for subsistence requirements and/or waivers
2	Implement alternative subsistence option models (or eliminate completely) and the feasibility of each	<ul style="list-style-type: none"> Office of General Counsel Office of Legislative Affairs DOJ 	<ul style="list-style-type: none"> Bureau approval to change the subsistence policy DOJ support to change the subsistence policy

	Action Items	2016	2017	2018
1	<input type="checkbox"/> Update current policy and guidance on subsistence reductions and waivers by interviewing RRM and RRCs on current practices			
	<input type="checkbox"/> Define average approval time for subsistence waivers and/or reductions – identify optimal approval time based on RRM and RRC feedback and communicate guidance and timing to the field	◆		
	<input type="checkbox"/> Update language in SOW to reflect change in policy		◆	
	<input type="checkbox"/> Quantify the administrative burden (e.g., RRC and RRM processing time, etc.) involved with subsistence fee collection			
2	<input type="checkbox"/> Move subsistence approval and tracking process to an online IT system, potentially integrated to R3M			
	<input type="checkbox"/> Identify alternative models for subsistence fees (including elimination) and validity of each (see slide 80)			
	<input type="checkbox"/> Work with RRM, RRCs, and OGC to identify benefits and risks associated with alternative models			
	<input type="checkbox"/> Communicate overall impact of subsistence on residents' reentry preparation and on administrative processes; present business case for eliminating subsistence			
	<input type="checkbox"/> Update language in SOW and policy guidance to reflect change and present opportunity for contract renegotiation (due to reduced RRC administrative burden)		◆	

◆ Key Milestone

5 | Better position the Bureau to effectively manage and monitor contracts by increasing RRM grade, reviewing workloads, and improving staff collaboration

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Conduct a workload analysis of the field offices and/or revise as needed	<ul style="list-style-type: none"> RRMs Field Offices Human Resource Management Division Contracting Section 	<ul style="list-style-type: none"> Agreed upon workloads (contract and residents) across Central Office
2	Map the RRM position to a higher GS-grade	<ul style="list-style-type: none"> Human Resource Management Division 	<ul style="list-style-type: none"> Approved budget increases to accommodate increased pay grade
3	Identify greater collaborative opportunities to involve the RRM and field office staff to work more closely with the Central Office	<ul style="list-style-type: none"> RRMs Field Offices Information Technology Specialist 	<ul style="list-style-type: none"> Technological capabilities to enhance portal platform for idea submission Field Office Staff interest to participate in Central Office task force

Action Items		2016	2017				2018			
1	❑ Conduct an assessment of current workloads (contract and residents) handled by the Contracting Section and field office; determine appropriate target workloads									
	❑ Adjust staffing levels based on workload analysis and agreed upon targets									
2	❑ Seek approval to increase field office manager grade (from DOJ) and request additional funds, as needed; updated RRM to appropriate grade									
	❑ Better define career paths for RRM									
3	❑ Create a strategic communications plan to make sure staff has clear guidance on opportunities to communicate with Central Office									
	❑ Include staff from all levels and areas (RRM, Sector) to be included in Central Office decisions and/or policy changes									
	❑ Establish opportunities for the staff at all levels to be included in providing input into decisions and policy changes									

◆ Key Milestone

6 | Identify readiness measures to inform decisions at each transition point in the reentry process

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Develop specific criteria on optimal location based on inmate criminogenic needs and/or profile	<ul style="list-style-type: none">▪ Institutions▪ USPO▪ Office of Inspector General▪ Sentencing Commission	<ul style="list-style-type: none">▪ Outcome of OIG Study▪ Bureau decisions on priority use of RRCs
2	Provide resources and implementation plan for alternative options, begin implementing alternative paths	<ul style="list-style-type: none">▪ Institutions▪ USPO▪ Sentencing Commission	<ul style="list-style-type: none">▪ Number of preventative factors associated with inmate/resident movement

6 | Identify readiness measures to inform decisions at each transition point in the reentry process

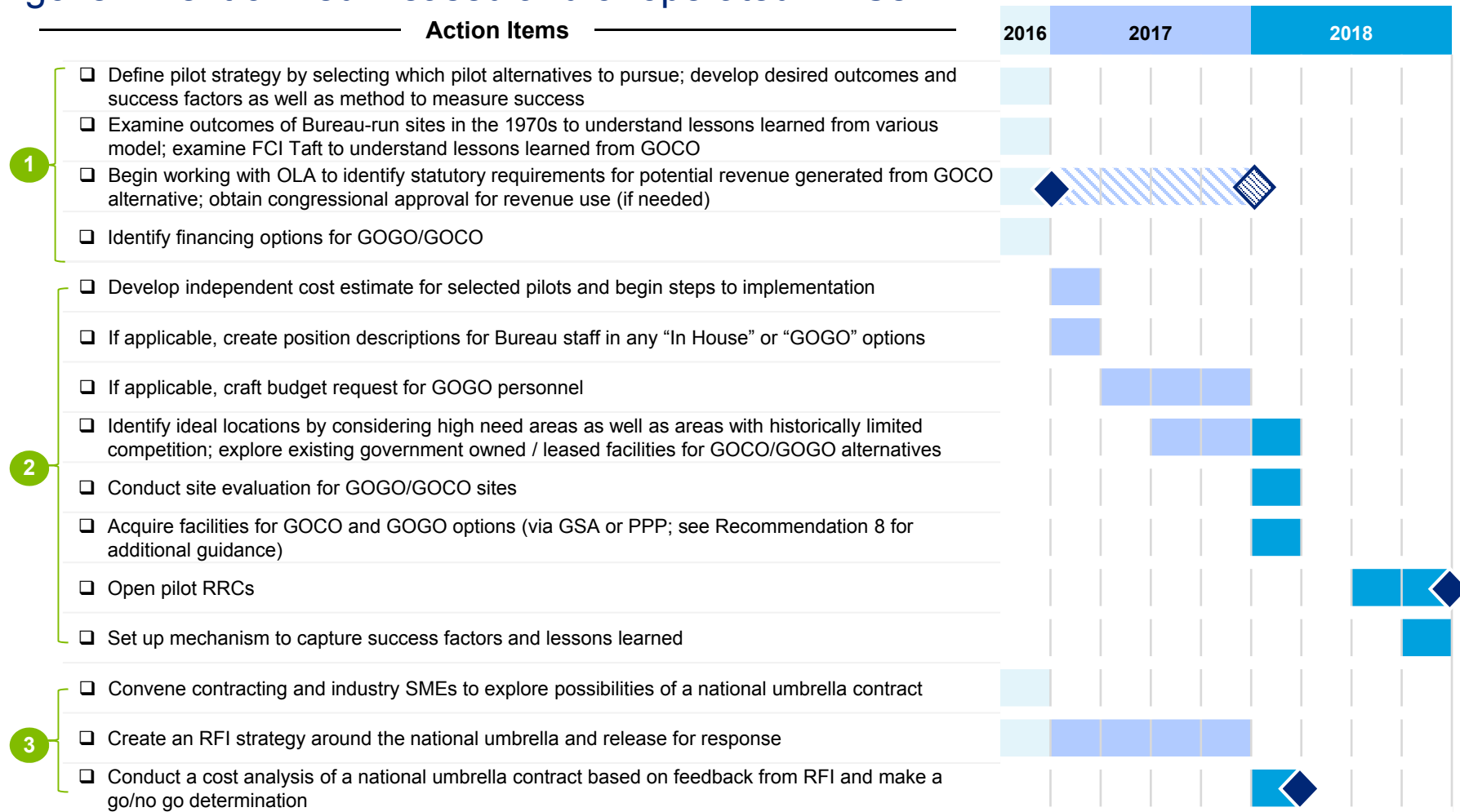
Action Items		2016	2017				2018			
1	<input type="checkbox"/> Define goals for how best to utilize reentry resources (e.g., RRCs should serve more residents for less time vs. higher need residents for a greater amount of time)									
	<input type="checkbox"/> Coordinate with OIG review audit on policies and placement of residents into RRCs/home confinement									
	<input type="checkbox"/> Develop process for identifying preferred path for a given resident as well as readiness to transition to that path; process should target both institution unit teams as well as RRC staff and Field Offices									
	<input type="checkbox"/> Develop curriculum & guidance for institution unit teams, RRCs, and field offices; develop communications plan for implementing readiness-focused process									
	<input type="checkbox"/> Determine impacts to current SOWs/contracts resulting from increased number of HC residents additional reporting, etc.									
	<input type="checkbox"/> Implement communications plan, trainings, and guidance for readiness based process									
	<input type="checkbox"/> Implement readiness-focused process and begin using to dictate transition decisions									
2	<input type="checkbox"/> Evaluate the use of the readiness based process's effectiveness on resources and reentrants									
	<input type="checkbox"/> Begin identifying preventative factors to going to direct to HC (no land line, no approved home, delay in sight evaluation) and other paths, and develop mitigation plans									
	<input type="checkbox"/> Implement mitigation plans for preventative factors for affected population, based on feedback from RRM and RRC staff									
	<input type="checkbox"/> Work with USPO to identify capacity and funding for wider Bureau use of FLM and formalize agreement									
	<input type="checkbox"/> Continue using USPO FLM spots									
	<input type="checkbox"/> Explore opportunities and potential mechanisms for direct Bureau supervision of home confinement									
	<input type="checkbox"/> For population without preventative factors, begin implementing preferred path immediately after identified									
	<input type="checkbox"/> As preventative factors are mitigated, begin sending identified residents to alternative paths									

◆ Key Milestone

7 | Pilot new RRC contracting and operating models to test the feasibility of government owned / leased and/or operated RRCs

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Study and evaluate pilot alternatives	<ul style="list-style-type: none"> Office of Legislative Affairs Administrative Division 	
2	Implement pilot RRCs	<ul style="list-style-type: none"> RRMs Unions Office of General Counsel 	<ul style="list-style-type: none"> Congressional statutes around use of Bureau revenue Funding for pilot and associated evaluation management costs
3	Explore alternative contracting strategies	<ul style="list-style-type: none"> Administrative Division Office of General Counsel 	<ul style="list-style-type: none"> Staffing to validate and/or implement model

7 | Pilot new RRC contracting and operating models to test the feasibility of government owned / leased and/or operated RRCs



 If Needed

 Key Milestone

8 | The Federal government should play a greater role in initial zoning and siting to help increase RRC competition

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Take a proactive role in initial zoning and siting when expanding the network with additional RRCs	<ul style="list-style-type: none"> GSA RRCs HUD 	<ul style="list-style-type: none"> Congressional Statutory requirements around Public Private Partnerships (PPP) Zoning officials
2	Explore strategy and funding for grant-making to improve resident experience in communities	<ul style="list-style-type: none"> Federal Government Partners: GSA, HUD, DOT, DOL Municipal Housing Authorities 	<ul style="list-style-type: none"> Congressional Statutory requirements around PPPs

	Action Items	2016	2017	2018
1	<input type="checkbox"/> Identify initiative leads from Administrative Division and Reentry Services Division			
	<input type="checkbox"/> Review Bureau PPP statutes			
	<input type="checkbox"/> Begin working with GSA, Admin Division, and existing in-house experts to develop approach to acquiring facilities and capability to overcome zoning challenges			
	<input type="checkbox"/> Identify preferred approach to pilot (e.g., PPPs vs. GSA Acquisition/Lease)			
	<input type="checkbox"/> Work with GSA to identify areas with high potential success of government led effort			
	<input type="checkbox"/> Hold focus groups with former RRC bidders and current RRC contractors to understand competitive process and zoning barriers from their perspectives			
	<input type="checkbox"/> Hold forums in targeted communities to better understand zoning barriers; use forums to address issues and discomfort associated with RRCs/residents			
2	<input type="checkbox"/> Work with HUD to create a national database on zoning issues			
	<input type="checkbox"/> Have exploratory talks with HUD, DOL, DOT for finding creative opportunities for grant incentives			
	<input type="checkbox"/> Create a communications plan to get public buy-in to grants program			
	<input type="checkbox"/> Hold forum with potential grant recipients to develop more effective grant			
	<input type="checkbox"/> Identify effective community/city incentives			

◆ Key Milestone

9 | Manage formal federal and state-level agreements to facilitate better access to key services and provide guidance to help standardize local level partnerships

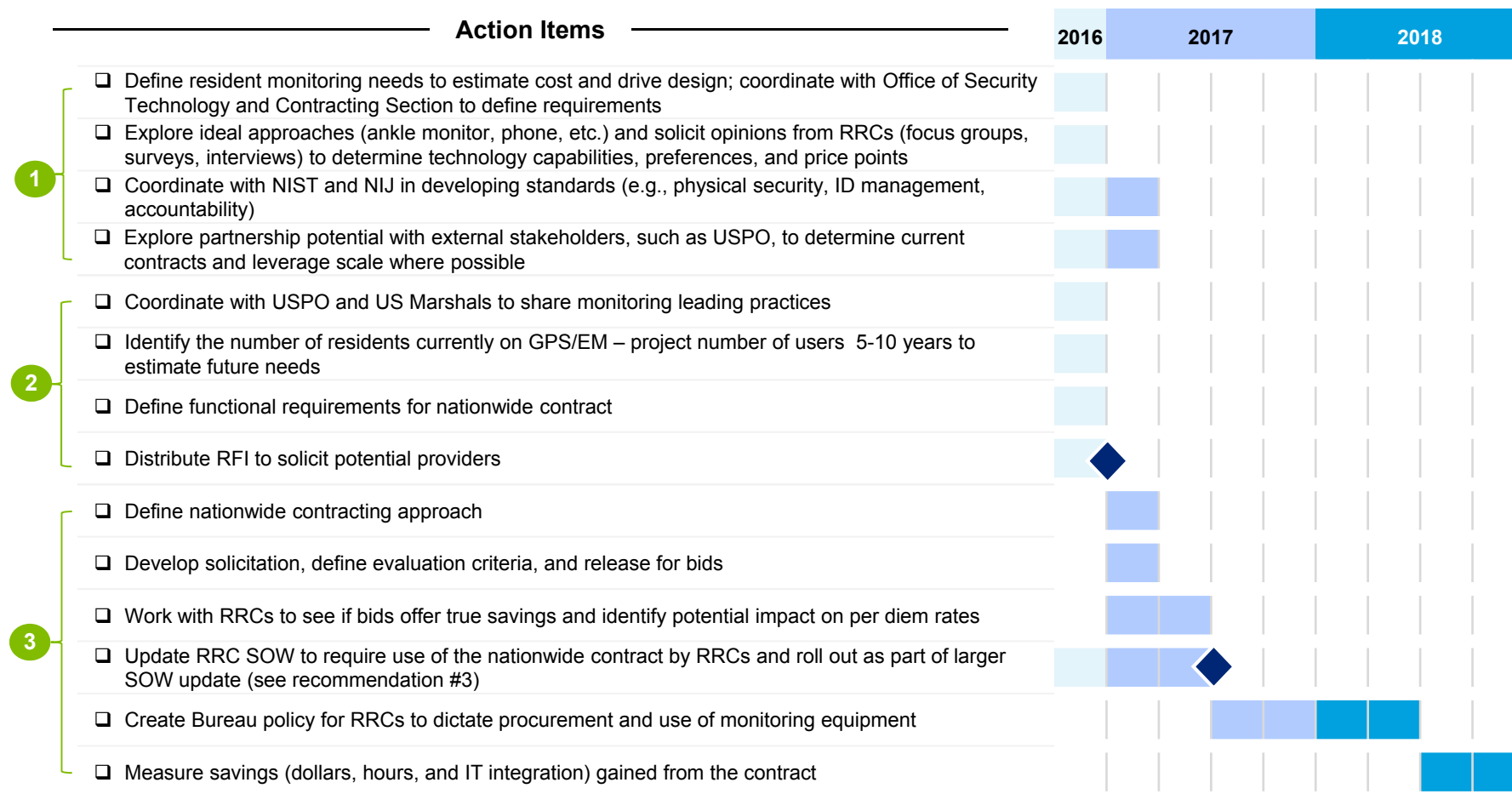
	Sub Recommendations	Key Stakeholders	Key Dependencies
1	(National Impact) Use the momentum of today's interagency reform movement to reduce policy barriers to reentry	<ul style="list-style-type: none"> Other Federal agencies, such as DHS, DOL, DOE, VA HUD, HHS, etc. 	<ul style="list-style-type: none"> Potential budget for pilot programs and funding for State IDs and/or birth certificates
2	(Local/RRC Impact) Standardize aspects of partnership facilitation at the local level with a focus on visibility and consistency across RRCs	<ul style="list-style-type: none"> OIT Field Office Staff USDS Contracting Section 	<ul style="list-style-type: none"> Assistance to help inventory partners identified in monitoring reports Training around monitoring practices – including lists of partner organizations in reports Contracting section resources to update SOW language around Community Relations Board

Action Items		2016	2017				2018			
1	❑ Finalize Social Security Administration MOU	◆								
	❑ Develop / enhance relationships and work with federal agencies that have a direct impact on resident re-integration to society (e.g., DOL, DOE, VA)									
	❑ Evaluate how local RRC partnerships are currently communicated to and approved by the Bureau (e.g., linkage agreements, monitoring reports, etc.)									
2	❑ Create an RRC partnerships database generated from full and interim monitoring reports and data calls from RRCs			◆						
	❑ Add a requirement to new SOW for a private sector representative on the Community Relations Board (see recommendation #3)									
	❑ Identify leading partnerships and partnership strategies and communicate via online clearinghouse									
	❑ Determine potential to leverage national partnerships with organizations frequently used by RRCs locally									

10 | Integrate technologies that are able to reduce workload and costs by negotiating nationwide technology contracts

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Determine which device type to use based on factors such as cost, quality, safety, and overall experience for the resident	<ul style="list-style-type: none"> ▪ RRCs ▪ USPO ▪ US Marshals ▪ OIT ▪ Office of Security Technology ▪ National Institute for Security Technology ▪ National Institute of Justice ▪ Department of Justice 	<ul style="list-style-type: none"> ▪ Resource availability to monitor all ideal residents for electronic monitoring
2	Leverage partnerships with agencies such as USPO and Marshals to reduce costs	<ul style="list-style-type: none"> ▪ USPO ▪ RRCs ▪ US Marshals 	<ul style="list-style-type: none"> ▪ Identified savings potential of government combined buying power
3	Negotiate a specific rate and product with providers for use at all RRCs	<ul style="list-style-type: none"> ▪ RRCs ▪ Electronic monitoring Providers ▪ Contracting Section ▪ OIT 	<ul style="list-style-type: none"> ▪ Contractor interest ▪ Statutory requirements around tracking technology

10 | Integrate technologies that are able to reduce workload and costs by negotiating nationwide technology contracts



◆ Key Milestone

11 | Develop minimum standards for the RRC Case Manager role and provide additional trainings for RRC staff

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Establish minimum background requirements for Case Managers	<ul style="list-style-type: none"> Contracting Section RRMs RRCs 	<ul style="list-style-type: none"> Potential increase in funding due to increased Per Diem rates Change in SOW language regarding required key staff background
2	Update the trainings and resources available for all RRC staff	<ul style="list-style-type: none"> OIT RRMs RRCs 	

	Action Items	2016	2017	2018
1	<input type="checkbox"/> Research best-in-class case managers from other parts of the Bureau and related industries and assess RRM and RRCs on attributes of effective case managers			
	<input type="checkbox"/> Identify minimum acceptable requirements for the case manager role	◆		
	<input type="checkbox"/> Evaluate impact on per diem caused by raising requirements for case managers			
	<input type="checkbox"/> Update new SOW with new case manager requirements (see recommendation #3)			
	<input type="checkbox"/> Define case manager effectiveness measures, and appropriately track all RRC case managers on performance			
2	<input type="checkbox"/> Ask RRM to identify areas for training RRC staff, based on observations and/or deficiencies identified in monitoring			
	<input type="checkbox"/> Conduct a data call to all RRC staff to identify training topics that may be helpful	◆		
	<input type="checkbox"/> Conduct an inventory of current Bureau training that may be helpful for RRC staff (e.g. case managers who have little experience in corrections environment may want assistance there)			
	<input type="checkbox"/> Develop training curriculum to provide to RRC staff			
	<input type="checkbox"/> Pilot new training curriculum to select RRCs; make updates according to feedback received			◆
	<input type="checkbox"/> Explore grant opportunities to create a specific Case Manager certification and/or training for RRCs			

◆ Key Milestone

12 | Develop methods for sharing information between RRCs to address common reentry challenges and issues

	Sub Recommendations	Key Stakeholders	Key Dependencies
1	Develop a clearinghouse for reentry-related information, Bureau guidance, and FAQs	<ul style="list-style-type: none"> ▪ OIT ▪ RRM ▪ RRCs 	<ul style="list-style-type: none"> ▪ Contract extension with R3M providers; coordination with CIO ▪ Requires development of training and FAQ content to share with RRCs
2	Create an online forum to provide an opportunity for RRCs to share leading practices and approaches	<ul style="list-style-type: none"> ▪ OIT ▪ RRCs 	<ul style="list-style-type: none"> ▪ Contract extension with R3M providers; coordination with CIO ▪ Willingness of RRCs to participate

Action Items		2016	2017	2018
1 2	<input type="checkbox"/> Identify a team and/or point person to develop and/or monitor intranet site (internal or external); develop governance structure for updating, maintaining, and moderating site; add feature to R3M		◆	
	<input type="checkbox"/> Conduct an inventory of all existing information assets to potentially include in clearinghouse; update content to R3M			
	<input type="checkbox"/> Develop and implement a communications strategy for Field Offices and RRCs		◆	
	<input type="checkbox"/> Survey RRC Directors to identify desired information to include in clearinghouse and forum; update R3M accordingly			
	<input type="checkbox"/> Push all pertinent communication to clearinghouse to encourage use once launched / update forum regularly (at least weekly)			
	<input type="checkbox"/> Create analytics on site usage and performance to guide future development			

◆ Key Milestone

13 | Develop reentry performance measures to monitor RRC performance and develop a centralized dashboard to help improve visibility and support decision-making

Sub Recommendations	Key Stakeholders	Key Dependencies
Improve performance management by developing a centralized dashboard and database for operational and reentry measures	<ul style="list-style-type: none"> OIT USPO RRCs 	<ul style="list-style-type: none"> Data availability Willingness to invest in data

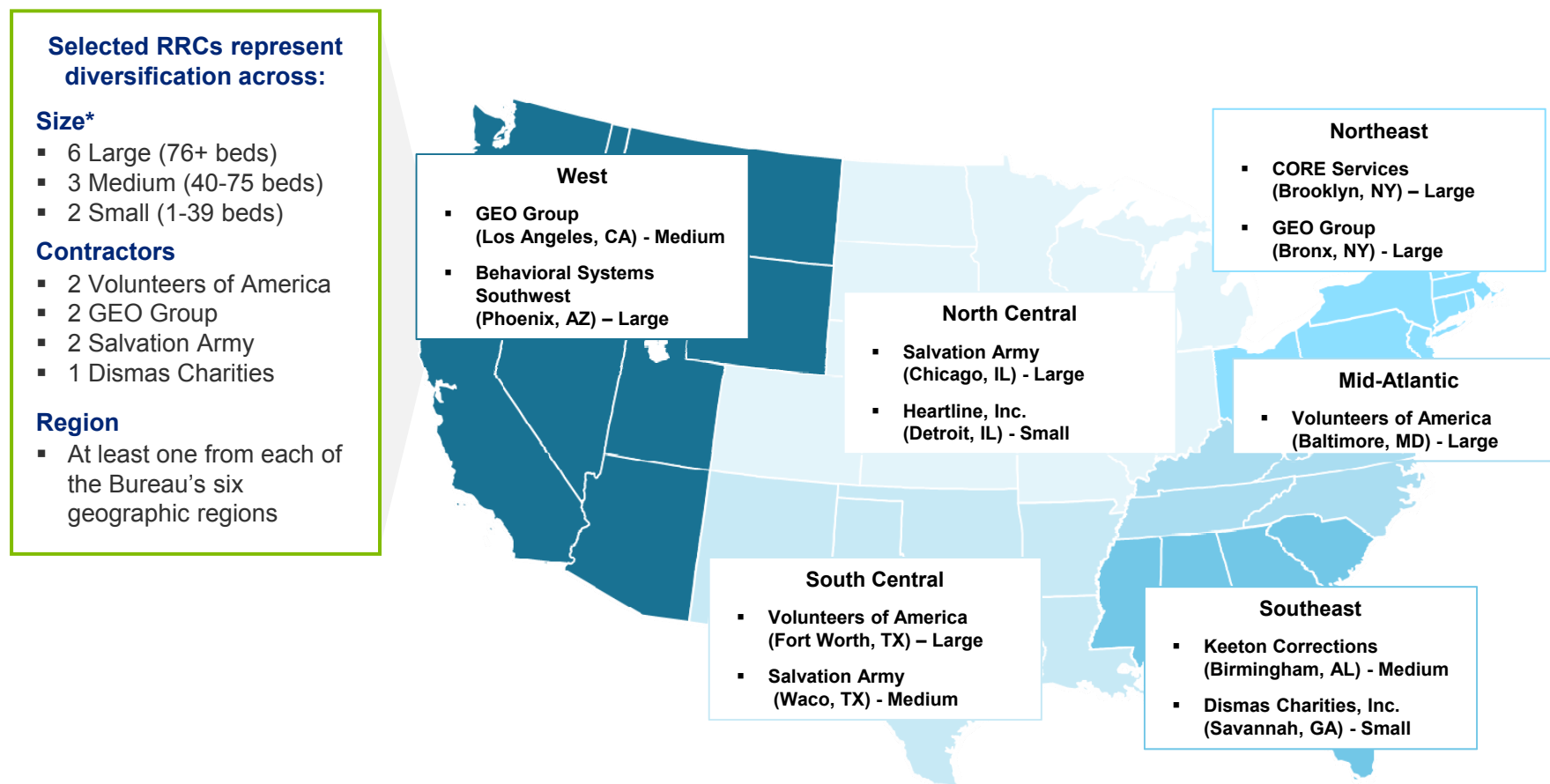
Action Items	2016	2017	2018
<input type="checkbox"/> Validate data metrics to use and identify frequency in tracking them; build metrics into RRC monitoring reports and implement			
<input type="checkbox"/> Add metrics into RRC compliance matrix and tracking mechanism			
<input type="checkbox"/> Add technical changes (additional data fields) into R3M to improve metrics tracking			
<input type="checkbox"/> Create communications plan to explain purpose/use of dashboard to key stakeholders			
<input type="checkbox"/> Identify data-driven review process for using dashboard data			
<input type="checkbox"/> Develop dashboard prototype, data collection method and technology to use, and database for one centralized hub			
<input type="checkbox"/> Design process for re-evaluating measures - are they having the expected impact?			
<input type="checkbox"/> Develop benchmarks for metrics in dashboard to define thresholds of success for each performance category (Field Offices, Sectors, RRCs, etc.) and communicate overview			
<input type="checkbox"/> Regularly integrate dashboards/metrics into management conversations and develop trainings/guidance on data based decision making			
<input type="checkbox"/> Re-evaluate measures and effectiveness as needed			
<input type="checkbox"/> Examine opportunities to automate monitoring tools and systems			

◆ Key Milestone

Appendix

Observations draw upon site evaluations that represent a sample of RRCs nationwide

Deloitte and the Bureau worked together to identify a diverse sample of eleven RRCs, which are representative of the distribution of RRCs across Bureau regions, size, and contractor type (nonprofit, for-profit), while maximizing the number of beds represented by the selection.



****Note:** Bed Capacity based on Bureau internal "RRC Listing" documentation




Criminogenic needs are factors associated with recidivism and represent important potential areas of focus for RRCs



¹ Major criminogenic factors have the greatest impact on recidivism and minor criminogenic factors have slightly less impact on future criminal behavior

Sources: Utah Criminal Justice Center, "[Risk and Criminogenic Needs](#)," 2012; Interviews with Bureau Central Office Staff

A review of sample state reentry models shows variation across areas such as contract and contractor types, operations, and partnerships

	 New Jersey	 Ohio	 Pennsylvania
State Agency	<ul style="list-style-type: none"> New Jersey Department of Corrections – Office of Transitional Services 	<ul style="list-style-type: none"> Ohio Department of Rehabilitation and Corrections – Bureau of Community Sanctions 	<ul style="list-style-type: none"> Pennsylvania Department of Corrections and Rehabilitation
Facility Number and Type	<ul style="list-style-type: none"> 14 contracted Residential Community Release Programs (RCRP), including 2 Assessment and Treatment Centers (ATC) 	<ul style="list-style-type: none"> 12 contracted Halfway Houses (HWH), also includes Transitional Control for inmates released early on trial period (TC) 9 contracted Community Residential Centers (CRC) 5 contracted Permanent Support Housing (PSH) 	<ul style="list-style-type: none"> 13 State-operated Community Corrections Centers (CCC) 40 contracted Community Corrections Facilities (CCF)
Typical Time Spent in Facility	<ul style="list-style-type: none"> 6-12 months, after 60-day initial stay at an ATC 	<ul style="list-style-type: none"> HWH – 87 days TC – 113 days CRC – 99 days PSH – 467 days 	<ul style="list-style-type: none"> Up to 6 months
Noteworthy Observations	<ul style="list-style-type: none"> Inmates screened by three separate entities prior to institution release to assess readiness (Institution Classification Committee, Office of Community Programs, ATC); these assessments are conducted by multiple different stakeholders (institution, DOC, ATC) Upon institution release, inmates are sent to an ATC for 60 days where they are provided with counseling and have personal needs assessed – they are then sent to the RCRP that most suits their needs There are specialized RCRPs (e.g., drug and/or alcohol abuse, etc.) NJ DOC only contracts with nonprofit entities for reentry services 	<ul style="list-style-type: none"> Uses multiple options for transition services, most with shorter lengths of stays than current Bureau averages: <ul style="list-style-type: none"> HWH provides the most programming and has the highest average per diem rate of \$61.67 TC provides opportunities for higher performing inmates with 180 days left in institution stay; these inmates reside in HWH and have additional monitoring and stipulations Lower risk/need offenders reside in CRCs, which offer fewer programs PSH is targeted towards offenders with a high risk of homelessness (e.g., offenders with mental illness, addictions, etc.), and have a lower average per diem rate of \$37.38 	<ul style="list-style-type: none"> Moved 11 CCF contracts to incentive based*, pay for success models: <ul style="list-style-type: none"> 3-year contracts with 2-year extension options, each based on a specific baseline recidivism rate depending on geography, inmate population, etc. If contractor reduces baseline recidivism rate over 6 month period, it gets a 1% increase in reimbursement If contractor does not reduce baseline recidivism rate for two straight periods (1 year), the contract is cancelled State experienced a 16.4% reduction in recidivism within the first period across the 11 CCF contracts piloted Uses a Parole Violator Center to manage offenders who have committed non-violent, technical parole violations instead of sending them back to state prison

*Pennsylvania refers to their model as Performance-Based

Sources: State of New Jersey Department of Corrections website – www.state.nj.us/corrections/pages/index.shtml; Ohio Department of Rehabilitation and Correction website and data reports – www.drc.ohio.gov/web/bcs/html; Pennsylvania Department of Corrections Community Corrections website – www.cor.pa.gov

The Canadian federal agency responsible for incarceration and rehabilitation of criminal offenders uses three different types of RRC facilities

Similar to the U.S. model, the Correctional Services Canada (CSC) uses Community Based Residential Facilities (CBRF) to aid in the offender re-entry process in Canada through intervention, programming and counseling, the provision of accommodations, and offender supervision. There are three different models, each varying in size, structure, offender profile, programs offered, and risk/needs of residents. Most seem to offer specialized plans (e.g., palliative care).

	Community Correctional Center (CCC)	Community Residential Facilities (CRF)	Alternative Community Beds (ACB)
Total Facilities (Bed Capacity)	<ul style="list-style-type: none"> 16 (429 beds) 	<ul style="list-style-type: none"> 129 (1,717 beds) 	<ul style="list-style-type: none"> 82 (424 beds)
Average Cost/Resident/day	<ul style="list-style-type: none"> \$149 CAD 	<ul style="list-style-type: none"> \$118.48 CAD 65% have more than one per diem rate 	<ul style="list-style-type: none"> \$95.24 CAD 23% have more than one per diem rate
Location	<ul style="list-style-type: none"> Downtown Residential Urban Downtown 	<ul style="list-style-type: none"> Residential 	<ul style="list-style-type: none"> Residential
Operating Model	<ul style="list-style-type: none"> Internal CSC Budget Primarily staffed by CSC employees 	<ul style="list-style-type: none"> Typically operated by non-profits Subject to CSC contracts and standards (audited once/3 years) 	<ul style="list-style-type: none"> CSC contracts with ACB providers on an as-need basis (e.g., when bed space is needed)
Challenges Faced by Facility Operator	<ul style="list-style-type: none"> Population management/waitlist Manage high risk cases 50%+not adequately staffed Larger history of public complaints 	<ul style="list-style-type: none"> Population management/waitlist Contracts with CSC; subject to specific standards/guidelines 	<ul style="list-style-type: none"> Moderate utilization rate based on acceptance of lower risk offenders only More likely to be used in an overflow situation

The Canadian re-entry process is similar to that of the US, in that the majority of re-entry facilities are contractor run. Government-run RRCs are more expensive and prone to more neighbourhood complaints; however, this could be a function of their location in urban downtown environments.

Source: "A Review of Community-based Residential Facilities in Canada." Community Reintegration Operations Division, CSC: November 2008

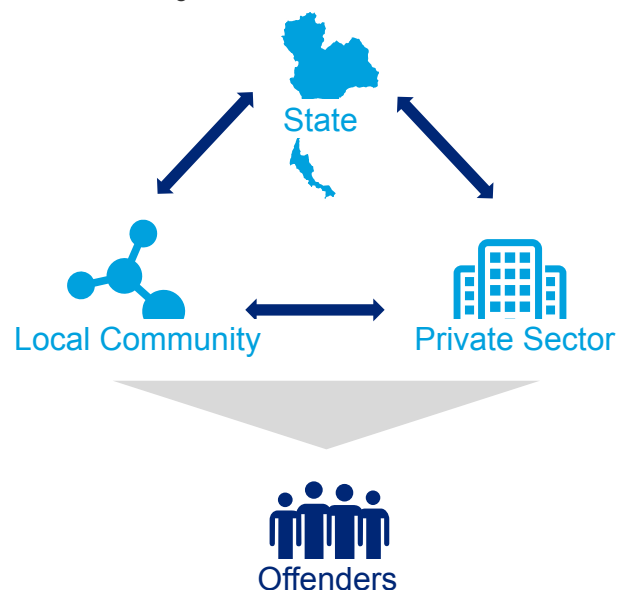
Thailand's approach to reentry incorporates partnerships at the local community level to help monitor and rehabilitate offenders into society

Thailand shifted to the idea of “community justice” with its approach to offender reentry and rehabilitation. Community justice is based on the idea that crime in society should be dealt with by the community itself, and that the criminal justice system should promote a quality of life and safety in communities. Their Department of Probation (DOP) and Ministry of Justice (MOJ) work with community-led organizations and volunteers to support and provide effective monitoring for offenders.

Community Justice Approach

Thailand approaches the idea of community justice by **building partnerships between the community and the State**, creating justice at the grass roots level to develop sustainable communities.

The **private sector and community members work closely with criminal justice agencies** in rehabilitating offenders and assisting in offender social reintegration



Community Partnership Examples

In addition to **8 Halfway Houses** housing 1,000 offenders, Thailand uses:

Volunteer Probation Officers (VPO). Started in 1986, VPOs are community members who volunteer to work with Thailand's DOP to provide probation services to offenders. They:

- Serve as a connection between the State and communities
- Communicate DOP information to the community
- Provide effective monitoring for offenders on community probation
- Consist of 15,141 VPOS working with the DOP

Community Justice Networks in Offender Rehabilitation. A concept started in 2003 focused on empowering local communities to be active in daily justice activities. This led to the creation of community justice centers (and members) which are used as hubs for community members to work with the MOJ. Initiative examples include:

- Creating a rehabilitation project where offenders work with locals, community justice members, and VPOs to clean a vital canal
- Involving community justice members in offender pre-release programs to help create reintegration plans
- Consist of 815 community justice centers and 81,308 community justice members

Volunteers in the Right and Liberty Protection. In 2005, the Rights and Liberties Protection Department at the MOJ recruited community members wanting to be involved in justice activities. These volunteers:

- Educate communities on rights protection issues
- Provide counseling and conflict resolution services in the community
- Consist of 11,186 volunteers working with the MOJ

Source: Kittayarak, Kittipong “Community Justice in Thailand: Partnership in Treatment of Offenders and Enhancement of Community Quality of Life,” 2011; “The Second Seminar on Promoting Community-Based Treatment in the ASEAN Region” Thai Institute of Justice, 2016; “Outline of the Community-Based Treatment System of Thailand” 2015.

Business Case Analysis Assumptions and Methodology for Recommendation 7 and Cost Estimation Tool

	Assumptions		Methodology
General Assumptions	10 years	Time Horizon of Analysis	
	2%	Inflation Rate. Set at Average of Last 10 years.	
	1%	Discount Rate.	
Per Diem Assumptions	100%	In House Contract Utilization.	<ul style="list-style-type: none"> Only included for Status Quo, Bureau In House, GOCO alternatives In house and home confinement are summed separately and are not blended Per Diem rates are weighted by resident population. Sum of each per diem rate multiplied by the percentage of residents who are paid for at that rate Number of residents in each pilot is based on average RRC capacity. Adjustable assumption is RRC Utilization Rate GOCO Per Diem Payments have adjustable assumption of what percent of per diem pays for in house services and not in house facilities. Initial assumption set at 75%: in house with facility ownership is 100%, home confinement is 50%, so in house with no facility ownership cost is 75% Average occupancy is true average of in house-capacity and out of house capacity. Is not weighted Inflation included
	100%	home confinement Contract Utilization.	
	75%	Percent of Per Diem with No Facilities Ownership Reimbursement	
Facilities Assumptions	4%	Mortgage/Lease Rate. Assumption set at 3.52% according to bankrate.com	<ul style="list-style-type: none"> Only included in GOCO and GOGO alternatives Used Census 2010 Housing Census Data for Cost Per Square Foot Weighted Average by Number of RRCs in each Region. I.E. if 20% of RRCs are in West, West Region Price Per Square Foot is given 20% weight Assumes the Government pays a 30-year mortgage/lease \$98.81. Weighted Average Price Per Square Foot (Not Adjustable, based on regions). Inflated by set inflation rate from 2010 to 2016. \$3,002.57 Calculated Monthly Mortgage/Lease Payment (based on set assumptions) Inflation not included
	10%	Down Payment Percentage	
	7,500	Estimated Square Feet of RRC.	
	30	Mortgage/Lease length	
Staff Assumptions	12	Bureau In-House Staff GS Level	<ul style="list-style-type: none"> Used average of all steps for each GS-Level Assumes additional staff, not staff reallocation Inflation included
	50	Bureau In-House Inmates per Bureau Staff	
	2.5	GOGO -- Number of Inmates per staff member	
	11	GOGO -- Average Staff GS Level	
General Overhead Assumptions	15%	GOCO -- Additional overhead cost percentage to be added. Just for facilities costs	<ul style="list-style-type: none"> Only included for GOCO and GOGO alternatives Overhead is an adjustable assumption based on percent of three other cost categories Inflation Included
	30%	GOGO -- Additional overhead cost percentage to be added. For all operational costs.	



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