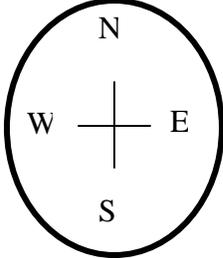


THE C  **MPASS PROJECT**

*Challenging Offenders to Maintain Positive Associations
and Social Stability*

OFFENDER REENTRY IN RHODE ISLAND: THE COMPASS PROJECT

ABSTRACT

Over the past ten years, the Rhode Island Department of Corrections (RIDOC) and the Rhode Island Department of Children, Youth and Their Families (DCYF) have made significant improvements in their respective institutional rehabilitative programs and their pre-release programming for adult and juvenile offenders. The goal of these changes was to increase successful reentry into the community after incarceration and ultimately, to reduce recidivism. It is clear, however, that institutional rehabilitation does not necessarily translate into a crime free life in the community.

The Rhode Island juvenile justice system and the adult correctional system have continued to gradually build networks of community and faith-based agency partners to assist in streamlining transitional programming that, until recently, have operated independent of each other. The result of enhanced transitional programming already exists on the juvenile side in the form of Project Hope.

Project Hope, which began in 1997, is a federally funded state initiative developed to address the multiple needs of adjudicated youth with serious mental health problems. Project Hope provides transitional planning services to youth prior to discharge from the Rhode Island Training School (RITS) and offers strength based assessment and planning in the stabilization of the juvenile. Project Hope is based out of one-stop facilities in five cities across the state and services youth statewide. Project Hope, a program that is based on the CASSP model, lacks legal supervising responsibility. The present initiative will augment the services available to and more importantly, increase accountability of Project Hope participants through use of a Reentry Magistrate.

On the adult side, services and supervision are provided by disconnected agencies. The current initiative will begin to rectify this problem by formalizing adult transitional services. RIDOC will enlist the use of a newly formed one-stop agency responsible for assessing offenders' needs, providing appropriate services/coordinating referrals, and supervising offenders in conjunction with authorities. The one-stop center, called the Family Life Center (FLC), will be located in Providence and will service offenders returning to any of four local zip codes.

The current initiative, the COMPASS Project, *Challenging Offenders to Maintain Positive Associations and Social Stability*, will refine transitional services for juveniles and adults in RI by adapting the principles presented in the National Institute of Corrections' "Transition from Prison to Community Initiative."¹ The central component of which is the Transition Accountability Plan (TAP). The TAP, which will be utilized in the COMPASS Project, "...reflects concerns for accountability, public safety, restoration, treatment, and offender success," all with the long-term goal of a reduction in recidivism.

In examining Rhode Island's problems of reentry and recidivism, eight major gaps have been identified that remain unfilled by present services. These gaps include the need for the following: (1) stronger judicial involvement in the reentry program, (2) improved assessment and evaluation upon commitment, (3) adult case coordination between the RIDOC and the community, (4) resource coordination for the provision of social services, (5) an effective employment and job-training program, (6) secured housing slots for homeless offenders (7) victims' services and (8) faith-based mentoring. Formalizing the COMPASS Project will

¹ National Institute of Corrections and Abt Associates. *Transition from Prison to Community Initiative*, February 27, 2002.

address each problem, with the anticipated outcome being a continuum of care that provides stability for ex-offenders ages 14-35 and increases the possibility of successful community reentry.

THE COMPASS PROJECT: PROJECT NARRATIVE

I. PROBLEMS TO BE ADDRESSED (5 POINTS)

A. PROBLEMS

In Rhode Island, most offenders released from prison return to the communities they left behind. During 2001, over 16,000 adult offenders (both pretrial and sentenced) were released into Rhode Island communities. Over 250 offenders were released per month after expiring a sentence, a disproportionately large number of which returned to the city of Providence, their residence before incarceration. Of the 16,000 released, roughly 20% (or 3200 offenders) are discharged following a period of sentenced incarceration; the other 80% (or 12,800 offenders) are released after pretrial detention. In a 1995 study of recidivism, it was observed that over half (51.6%) of all offenders released from sentenced incarceration returned to prison under sentence within 3 years of release.

This high rate of recidivism is further defined when offense types are considered. Of those offenders originally sentenced for a breaking and entering offense, over two-thirds re-offended (67.2%). Offenders who served time for either a violent or drug offense were somewhat less likely to return to prison, although nearly half of each group did return during the follow-up period (49.6% and 42.9%, respectively). Thirty-five percent (35%) of the sex offenders released in 1995 were reincarcerated within 3-years post-release. While this rate is somewhat lower than the recidivism rates for other types of offenders, it is believed that the deceptive nature of many sex crimes contributes to relatively low observed recidivism rate, but that the actual incidence of re-offending may be much greater. Adult offenders will be selected only if they are convicted of a violent offense or if convicted of an offense categorized by a high risk of recidivating.

In addition to the adult offenders released during 2001, the Rhode Island Training School (RITS) released approximately 350 juvenile offenders into the State's communities during the same period. This continual cycling of ex-offenders into and out of several densely packed locations promotes social disorganization and makes the task of successful reentry a challenging one.

Historically in Rhode Island, reentry has been addressed by focusing on a particular point along the reentry continuum. For example, the RIDOC and RITS have worked to bolster institutional programming, while service providers in the community have increased post-release services. There have been improvements in the communication among government and provider agencies, yet there remains a lack of coordination across systems of supervision, community services, and support.

Below is a summary of the major obstacles that exist in the current service delivery system in Rhode Island. In order to improve the system and reduce recidivism, these barriers must be minimized or where possible, eliminated. The intervention strategies that will be made possible through the COMPASS Project are listed below.

1. *Lack of Offender Accountability:* While most offenders return to the community under some type of community supervision (i.e., probation or parole), the level of accountability is less than desired. For adults, probation officers average 300 offenders per caseload. Thus, contact with offenders occurs most often in an office setting and in a relatively short meeting. For youth, Project Hope is a voluntary program. While judges will often make cooperation with Project Hope a special condition of probation, this does not occur in all cases. Additionally, the volume of cases reviewed in the Family Court on a regular basis makes it

difficult for the court and Juvenile Probation to enforce sanctions for youth in non-compliance.

Planned Intervention: For this Project, two new Probation & Parole Officers will be hired, with their entire caseloads being comprised of COMPASS offenders. Caseloads will be less than half of the state average, and supervision will occur primarily in the community (rather than the office) during non-standard working hours. The Officers will be housed at the Family Life Center and will work in conjunction with the Community Living Consultants; thereby increasing the surveillance of offenders in the community. In addition, each COMPASS participant will be held responsible for achieving the goals set forth in the Transition Accountability Plan and increase sanctions imposed and follow through by Magistrate.

On the juvenile side, the hiring of a Reentry Magistrate will provide increased accountability of offenders to the court. Cases will be reviewed frequently for program compliance.

2. Fragmentation and Dispersion: Service delivery is fragmented; community-based organizations and government agencies are often responsible for providing one particular service only, such as substance abuse or job training. However, successful offender re-entry often requires assisting the individual with several problems at once with a high degree of case coordination.

Planned Intervention: The COMPASS Project brings together a variety of government, service providers, and faith-based agencies all with the common goal of making successful reentry a priority. The COMPASS Project will minimize fragmentation and dispersion by utilizing a one-stop facility (the Family Life Center) for adults and several one-stop agencies throughout the state (each serving offenders from a particular catchment area) for juveniles.

These facilities provide risk/needs assessment, direct services (to include family counseling and faith-based mentoring), and links to other provider agencies when necessary. For adults, the FLC will be located in the heart of South Providence, the neighborhood where most other community-based providers are located. For juveniles, five separate agencies in cities dispersed throughout the state (usually the community mental health agency for a given area) service the youth. The John Hope Settlement House is the largest of these providers and services the Providence area.

3. *Difficulty Servicing Multiple Needs of Offender Populations:* Staff at community-based agencies are unlikely to be trained to respond to the multiple needs of offender populations. Staff may be overwhelmed by offenders' histories and all too often adopt a deficit-based case management approach, rather than looking for opportunities to emphasize offenders' strengths. Additionally, service providers may not appreciate the stigma attached to being an "ex-offender."

Planned Intervention: The Family Life Center is fully equipped to service the offender population. In fact, the FLC Board of Directors is comprised mainly of executive-level staff from the various nonprofit agencies in the area. These agencies are already serving the offender population, as well as the homeless and dually-diagnosed populations in Providence. These professional agencies understand the complexities of being an ex-offender and recognize that many leave prison with a host of issues that need to be addressed (e.g., many ex-offenders are homeless at the time of release). On the juvenile side, the link to adequate service providers is more concrete, being that Project Hope is run out of the local community mental health centers.

4. Lack of Family and Community Engagement: There are few, if any, services specifically geared to address the needs of families who struggle to reconnect with members who have been incarcerated for years. In addition to family, community residents should be engaged in the process of helping returning offenders acclimate to a productive civilian life. The family and community are the primary “safety net” when an offender experiences difficulty in the reentry process and are in need of as much support as the offender.

Planned Intervention: The Family Life Center, as the name suggests, has the concerns of the family at its core. In order to ensure successful family reunifications, the FLC will offer family counseling/support and faith-based mentoring. The mentoring is unique in that families will mentor the entire family of a recently released offender, not simply the offender. This program will engage community residents, church congregants, and alumni of the FLC as mentors. The Annie Casey Foundation has already invested in the FLC by funding one of the Community Living Consultants to serve as a family reunification coordinator.

5. Failure to Address Victims’ Concerns: Areas with high densities of offenders are also areas that are home to high numbers of victims. Most correctional staff and probation and parole staff are not trained in victim-sensitive techniques used in restorative justice models so they will not be able to help offenders realize the damage done to victims. Victims are more likely to be re-victimized by systems that are not knowledgeable about their needs.

Planned Intervention: A Victims Services Coordinator will be hired by the COMPASS funding to provide training to staff and support to victims/offenders. The prospective vendor shall work with the RIDOC Office of Victim Services to prepare victims for an offender’s upcoming release. The VINE (Victim Notification Everyday) computer system will be available to all victims to receive automatic updates related to an offender’s status in prison

and release date. After release, the vendor shall work with both parties to consider victim-offender mediation, when appropriate. The vendor shall also employ restorative justice techniques (i.e., letters of apology, repairing damaged property, etc.) that allow the offender to compensate for the crime. Additionally, the Victim Services Coordinator will organize a Victims' Advisory Board through which victims can voice concerns. Lastly, the VSC will be responsible for providing victim-sensitivity training to adult and juvenile staff.

B. ANALYSIS OF THE POPULATION

Analysis of the RIDOC (Adult) Population:

The RIDOC operates a unified correctional system; all of the State's offenders (pretrial and r sentenced) are housed in one of eight facilities located in the Pastore Government Center in Cranston, Rhode Island. Adult offenders under community supervision (i.e., probation, parole, and electronic monitoring) also fall under the jurisdiction of RIDOC. As a result of the unified system, the Rhode Island adult offender population tends to resemble the jail populations of other states. In fact, nearly 70% of all sentenced admissions are sentenced to terms of six (6) months or less. Consequently, the RIDOC has decided not to exclude offenders from this reentry initiative based on terms of incarceration.

During fiscal year 2001, RIDOC's population averaged 3348 inmates (6% female and 94% male). Included in this number are 728 pretrial and 2620 sentenced offenders. The majority of pretrial and sentenced offenders are White (47% and 54%, respectively), followed by Black (28% of pretrial, 29% of sentenced offenders). Adult offenders average 34 years of age, with a range from 16 to 80.

A vast majority of these offenders call Providence, the State's capital, home. Indeed, 20% of all inmates released from RIDOC after sentenced incarceration return to any of four Providence-area zip codes (02905, 02907, 02908, and 02909). Furthermore, one in every 20 persons living in Providence is under the supervision of RIDOC's Adult Probation and Parole Unit. Since a large proportion of offenders and ex-offenders reside in this area, many of the existing community resources also are located in Providence. As a result, these four zip codes, which constitute the southern and western-most portions of Providence, will be the target area of the adult COMPASS Project initiative.

Analysis of DCYF (Juvenile) Population:

Similar to the integrated adult system, the RI Training School (RITS) is the sole secure corrections facility for youth in Rhode Island. Youthful offenders are under the jurisdiction of the DCYF who may supervise offenders up to the age of 21. Youth at the RITS may request early release from the Family Court at any time during the term of their sentence. This decision is entirely at the discretion of the Family Court though recommendations from the RITS, defense attorney, family and prosecutor are considered. If a youth is granted early release, conditions may be imposed; the remainder of the sentence may be dismissed or, as in most cases, suspended.

The RITS has the capacity to house 184, including both sentenced youth and those detained pending adjudication. According to the RI Kids Count Fact Book, just over 1,000 youth were in the custody of the RITS during the 2001 calendar year. At any given time, another 100 to 150 youth are sentenced to the RITS but placed outside the facility on "temporary community placement" status either in residential treatment programs or in transitional programs.

In terms of the demographics, the juvenile and adult incarcerated populations tend to parallel each other. Most youth incarcerated at the RITS in 2001 were male (96% and 4% female). Racial proportions are also comparable to the adult population: 38% White, non-Hispanic; 26% Black, non-Hispanic; 29% Hispanic; 2% Asian; 2% American Indian and 3% other/unknown. Sixteen percent (16%) were age 15 or younger, 58% between ages 16-17 and 26% ages 18-21.

II. PROJECT GOALS AND OBJECTIVES (5 POINTS)

The COMPASS Project has outlined specific, measurable program activities that will accomplish the nationally mandated goals and objectives set forth in the SVORI grant solicitation.

Goal 1: Prevent Re-Offending.

In order to effectively prevent re-offending, it is imperative that the reentry process begins within the correctional setting, engages the offender, and holds the offender accountable for his/her behavior. In order to ensure that the process begins within the correctional setting, the following objectives have been established: (1) The Eligibility Coordinator will screen 100% of all new sentenced commitments for COMPASS eligibility within 15 days of sentencing; (2) 100% of COMPASS participants will have an institutional program plan (IPP) developed within 30 days of sentencing which will guide the offender's rehabilitative programming inside prison; (3) 100% of COMPASS offenders will participate in identifying and prioritizing needs to be addressed through the IPP; and (4) 100% will have a Transition Accountability Plan developed within 90 days of his/her release date. To guarantee that offenders understand the services offered, expectations, and consequences for noncompliance of the COMPASS program, the

Eligibility Coordinator will provide 100% of potential participants with a written program description that includes the above information.

Services provided will be individualized and aimed at affecting the offender's greatest risk/need areas. Rather than providing the same services to all offenders, 100% of participants will have their needs assessed within 30 days of sentencing through the use of Level of Service Inventory-Revised (LSI-R). Rehabilitative programming will be geared toward reducing areas of highest risk and need. Once in the community, the LSI-R will be re-administered to 100% of offenders. This assessment will be completed within 2 weeks of an offender's release from prison, and later compared to follow-up assessments at 6- and 12-months post-release. As offenders stabilize and needs change, the TAP will be modified to reflect varying needs.

Finally, while it is important that offenders are actively supervised throughout their involvement with COMPASS, intensive supervision will be most critical during the transition phase. As a result, RIDOC has established rigorous contact standards for the Community Living Consultants to maintain with offenders during Phase II of this Project. CLCs will have contact with offenders a minimum of 2 times per week for the first month after release. CLCs will then have a minimum of 1 contact per week with offenders in months 2-6 post-release.

Simultaneously, 95% of these same offenders will be under the supervision of RIDOC Adult Probation & Parole (15% will have the added surveillance of electronic monitoring).

Noncompliance with program requirements will not be tolerated. All incidents (100%) of noncompliance will be documented in the offender's case file, and dealt with through the use of graduated sanctions. All criminal activity, however, will be reported to the appropriate authorities.

Goal 2: Enhance public safety.

Enhancing public safety is best accomplished through a collaboration of law enforcement and supervising authorities. The existing relationship between stakeholders and the Providence Police Department will be improved by having Providence PD's Community Policy Officer participate in the COMPASS Steering Committee. Furthermore, the police department, through the Justice-Link computer system, will be able to access RIDOC prison records. The ability to access RIDOC records will allow the police to prepare for an influx of offenders nearing prison release and to work in conjunction with Probation and Parole to better monitor offenders in the community.

Additionally, public safety is augmented through active and ongoing supervision. As it is expected that more than 95% of COMPASS offenders will be under the supervision of RIDOC in the community, COMPASS is funding the hiring of two new Probation and Parole Officers. All (100%) participants on probation will be intensively supervised during the transition period by Probation Officers who are funded through COMPASS and housed at the Family Life Center. These Probation Officers will utilize proactive community supervision by working non-standard hours and maintaining positive relationships with CLC's. Offenders found to be violating the conditions of Probation will be held accountable through a series of graduated sanctions, up to and including return to prison. Supervision for offenders on parole will be even more intense, and approximately 15% will have the added condition of electronic monitoring.

Finally, each participant (100%) will have a Transition Accountability Plan (TAP) developed prior to prison release. The TAP, which essentially will serve as a discharge plan for the offender, includes treatment elements as well as conditions of release. Since the development and finalization of the TAP will occur during the monthly Reentry Team Meetings, all key players will have input and will be aware of the agreed upon plan. Collaboration in

creating the TAP is imperative to ensuring that everyone involved has the same goals for a particular offender.

Goal 3: Redeploy and leverage existing community resources by fostering linkages and accessing currently provided services.

The COMPASS Project brings together a variety of government, service provider, and faith-based agencies all with the common goal of making successful offender reentry a priority. In doing so, the current projects will maximize the use of one-stop facilities like the John Hope Settlement House and Family Life Center that already serve to link a broad array of community groups. The Family Life Center, the “hub” of adult community services, is the result of a cooperative project of over 20 community providers. These providers are all presently operating programs in the target area and have working relationships with dozens of other agencies. The clients of the Family Life Center will have one agency and one case manager who will coordinate a case plan (Transition Accountability Plan) that can access almost any service for which the ex-offender is eligible in Providence.

Goal 4: Assist the offender to avoid crime, engage in pro-social community activities and meet family responsibilities.

To facilitate the productive engagement between the offender and community organizations, and to increase the involvement of offenders’ support networks, the Family Life Center will serve as a “one-stop” agency for fostering positive relationships and providing direct connections to provider agencies. The FLC, which is partnering with a wide array of community-based service agencies, will provide a minimum of 2 appropriate program referrals to 100% of participants. Furthermore, the FLC will provide faith-based mentoring services to

70% of offenders and their families. Cross-system team meetings (called Reentry Meetings) will occur on a monthly basis to keep all involved current on the focus of the offender's treatment.

Participants will be expected to become productive citizens. To accomplish this goal, all physically able offenders will obtain full-time employment or enroll in full-time school/vocational training within 30 days of release from prison. If unable to work, offenders will regularly participate in community service (i.e., a minimum of 6 hours per week). One hundred percent (100%) of offenders will make scheduled restitution payments as ordered by the court. Probation and Parole officers will monitor the timeliness of these payments.

Also, families, who are "on the front lines of reentry," will be involved in the process. The FLC will attempt to engage 75% of families in the offender's reentry through "family/friends" groups that will be held at the FLC. Additionally, one CLC will possess expertise in family reunification issues and will be equipped to assist offenders in meeting familial needs. Faith-based mentoring families will be available to "adopt" a minimum of 50% families in transition. It is believed that by employing the use of family members and the faith-based community in reentry, returning offenders will be more likely to successfully manage reunification.

Goal 5: Ensure program sustainability.

In an effort to ensure that the COMPASS Project continues beyond the life of this grant, the RIDOC has taken several important steps, the most crucial of which is the way in which funding will be disbursed to serve ex-offenders. Rather than transferring the federal dollars directly to non-profit service agencies, the RIDOC has partnered with other State agencies that historically have more stable funding streams than non-profits. These agencies, the Department of Labor and Training, the Department of Human Services, and the Department of Mental

Health, Retardation, and Hospitals, are therefore, more likely to maintain COMPASS services by re-prioritizing the distribution of federal dollars they routinely receive when the SVORI grant period ends. In fact, one of our partner agencies, the DLT, is committed to the idea of creating a self-sustaining jobs program by developing a temporary employment agency that will generate revenue necessary to pay its employees and to provide job training services.

The negotiations that have occurred in order to formulate the SVORI proposal increased the investment of the government and community partners. More than interested agencies, these partners have a real stake in assuring the sustainability of the programs as the way public safety issues are addressed in Rhode Island. All of the partners have agreed to seek to extend these services after the funding period ends.

III. IDENTIFYING THE TARGET POPULATION (5 POINTS)

A. TARGET POPULATIONS

RIDOC (Adult) Target Population:

For this initiative, the RIDOC will be targeting only the most serious and violent inmates who return to any of the four aforementioned zip codes. Specifically, the adult target population will include offenders who are being released from a period of sentenced incarceration for either a violent, sex, breaking and entering, or a drug offense (includes offenders charged with manufacturing and delivering offenses but does not include those charged only with drug possession). Offenders must be discharged via sentence expiration or parole and be 35 years or younger at the time of release.

Based on FY01 data, the projected target population would be approximately 223 adult offenders annually, 52% convicted of a violent offense, 2% convicted of a sex offense, 8%

convicted of a breaking and entering, and 38% convicted of a drug offense. Offenders convicted of crimes in these predatory offense categories are regarded as violent and have demonstrated high rates of recidivism in years past.²

Of the 223 serious and violent offenders released into the target area, virtually all were male (212 male and 11 female). Expectedly, these offenders are as racially diverse as the city they call home. Nearly half (48%) are Black, 20% are White, 30% are Hispanic, and the remaining 2% are Asian or American Indian. They range in age from 17 to 35, with the average being 27 years old. Twenty-six percent of the 223 returned to the community under parole supervision, half having electronic monitoring as a condition of parole. The other 74% left incarceration via expiration a sentence. Of those expiring a sentence, 99% had a probation term to follow.

DCYF (Juvenile) Target Population:

The RITS target group includes high-risk juvenile offenders who have been incarcerated and are in need of job training, mental health and substance abuse services. Since the volume of juvenile offenders is much less than that of adult offenders, and since Project Hope already services youth statewide, the juvenile target group will not be narrowed by locale. Instead, the juvenile target population will include all juvenile incarcerated at the RITS, who meet Project Hope eligibility.

During the fiscal year 2001, 348 youth were released from RITS. Of these, 320 were male, 28 were female. There were 73 Black (non-Hispanic) residents, 130 White (non-Hispanic),

² In a study of a 1995 release cohort, it was observed that offenders convicted of a breaking and entering offense had the highest recidivism rates (61%), followed by drug offenders (54%).

31 Hispanic, 10 Asian/Pacific Islander, 4 American Indian, 2 multi-racial and 44 were unable to be determined. The juvenile population averages age 16.

B. PLAN TO SELECT OFFENDERS TO PARTICIPATE

RIDOC (Adult) Participant Selection:

Potential participants will be selected for the Project through one of two ways: (1) the offender will be ordered, at conditional release, as part of his/her parole conditions, or (2) the offender will voluntarily participate³.

The reentry process will begin immediately upon the offender's sentencing. The COMPASS Eligibility Coordinator will screen all newly sentenced offenders for appropriateness. For parole eligible offenders, the Eligibility staff will work with the Parole Board to have participation included in the conditional release. The Parole Board has made a commitment to work with our clients. For offenders not legally obligated to participate, the Community Living Consultations from the FLC will have the vital role of continuing the relationship established at commitment and work to get the incarcerated offender to "buy-in" and make a commitment to long-term program compliance.

Once an offender is deemed eligible for participation and has expressed an interest in the program, a risk assessment will be completed. At this point, the RIDOC COMPASS Coordinating Committee has tentatively selected the Level of Service Inventory-Revised to be used to document potential risk to the community. The LSI-R is a validated risk assessment instrument that is used to determine an offender's likelihood of reoffending. Since the LSI-R can also be used to reassess offenders (a change in score from one assessment to the next represents a change in the offender's risk of recidivating), it is ideal for measuring the impact of the program

on an offender's risk. It is expected that COMPASS eligible offenders will be high risk/high need, however, offenders will not be based on excluded from participation based on the LSI-R score.

DCYF (Juvenile) Participant Selection:

Ninety to 120 days prior to discharge, the RITS clinical social workers refer youth to the Project Hope staff. This provides the Family Service Coordinators and Case Managers adequate time to get to know the youth and family prior to developing the service plan. Youth are considered eligible if they have a diagnosed/diagnosable serious emotional disturbance.

IV. ORGANIZATIONAL CAPACITY (25 POINTS)

A. LEAD AGENCY

RIDOC will serve as the lead agency for the COMPASS Project. The RIDOC is the agency responsible for all aspects of institutional and community-based corrections for adult offenders and has a history of success in broad-scale community programming. For example, the Department has been recognized nationally for the HIV discharge program with Brown University and Miriam and Memorial Hospitals, and for the Women's discharge planning program that includes four community vendors and an interface with Amos House transitional shelter, local mental health and substance abuse agencies. Moreover, the RIDOC created specialized community corrections units of Probation and Parole for domestic violence and sex offender caseloads. In addition, the RIDOC opened a non-secure transitional housing facility for women last fall.

³ Unfortunately, in Rhode Island Probation Officers cannot currently modify the Conditions of Probation that are set by the judge; therefore, participation cannot be mandated for offenders released on probation. While this practice is

The RIDOC has had considerable success in leveraging state resources. Below are some illustrative examples:

1. CDC Prevention Grant for HIV Prevention- After the grant expired, RIDOC absorbed 2 staff positions and the Doctor's salary.
2. Grant for Discharge Planning Services (1974) – A grant from the R.I. Dept of Health allowed us to contract with a case manager to provide discharge planning for offenders at high risk for contracting HIV/AIDS. This concept proved to be successful and the RIDOC thereafter has incorporated five additional discharge planners for inmates for general population inmates into the RIDOC State Budget.
3. Women's Residential Drug Treatment Program- The program began with funds through Byrne money in 1993. After three years the project was permanently absorbed into the RIDOC budget and has been absorbed into the RIDOC budget since 1997.
4. A Mentoring Program for women offenders began in 1991 with a grant from the Workforce Investment Act. After three years the RIDOC created an FTE position to coordinate the program that remains in place since that time.

B. LOCAL READINESS

The COMPASS Project has the advantage of Project Hope and Family Life Center already involving the State and local area decision makers in an inter-agency cooperation focused on offender reentry. Project Hope has been building coalitions for the past 3 years and the Family Life Center planning board for the past 2 years. Over twenty community groups, including faith based groups, victims' rights groups, numerous health and social service

under review, it is likely that any changes will not be made prior to the start of this Project

agencies, and elected city and state officials along with RIDOC and DCYF, have joined together in these genuine community-government partnerships.

C. STATE READINESS

Project Hope and the Family Life Center have had extensive assistance from State agencies in Rhode Island in developing their programs. The Departments of Education, Mental Health, Retardation and Hospitals (substance abuse and mental health), Department of Human Services, and Department of Labor have been partners in developing those projects and in providing the institutional programs within both the RIDOC and RITS. In fact, the Department of Labor has already developed a plan to model the jobs plan after New York's successful CEO program. **TF: more info on DLT?** Both RIDOC and DCYF have strong relationships with the Governor's Justice Commission, the State agency that is primarily responsible for justice related State and Federal grants. Both Departments also work with State and local law enforcement agencies on a regular basis.

V. PROJECT DESIGN AND MANAGEMENT (30 POINTS)

A. AUTHORITY AND COORDINATION/ PROJECT MANAGEMENT

The coordination of the COMPASS Project is quite extensive. The RIDOC will serve as the administrative and fiscal agent for the COMPASS Project and will be responsible for the administrative reporting requirements of the grant. While the Professional Services Coordinator will serve as the grant contact person and will be ultimately responsible for project management, she will have great assistance from others at RIDOC. In fact, a COMPASS Project Coordinating Committee has been established to ensure that the burden of project management be shouldered by those with varying positions and areas of expertise. The COMPASS Coordinating Committee

will execute strategic planning and overall implementation functions of the grant. The Coordinating Committee is currently made up of the following members:

- Teresa Foley, Professional Services Coordinator, Chair of Coordinating Committee
- Jeffrey Renzi, Associate Director of Community Corrections
- Jeanne Hockenson, Business Management Officer
- Bree Derrick, Principal Planner
- Marc Stuart, Grants Manager
- Roberta Richman, Assistant Director of Rehabilitative Services
- Ralph Orleck, Special Education Director/Local Education Authority,
- Donna Collins, Deputy Warden of Minimum Security, and
- Bob Holland, Intake Services Coordinator.

In general, Ms. Richman provides administrative oversight to the project and assists in creating inter-agency partnerships that are the foundation for multi-systems approaches to problems. Ms. Foley is responsible for project administration and implementing the cross-system protocols. She also guides the work of the Committee, assigning tasks to Committee members based on areas of specialization. As Associate Director of Community Corrections, Mr. Renzi's involvement allows direct control over the community supervision outlined in the proposal (as Mr. Renzi supervises all Probation and Parole Officers for RIDOC). Ms. Hockenson, from the Financial Resources Unit, will serve as the fiscal manager of the grant. Ms. Derrick, from the Planning & Research Unit, will be involved in strategic project planning activities as well as program evaluation. Mr. Stuart, also from the Planning & Research Unit but who is *fully dedicated* to this project, will work directly under the Professional Services Coordinator to aid in cross-system coordinating functions. Mr. Orleck is responsible for

coordinating the educational rehabilitation of offenders in prison and linking these offenders to continuing education upon release. Ms. Collins, a Deputy Warden of Programming, will provide expertise around institutional rehabilitative activities of offenders. Mr. Holland, Initial Classification Board Chair supervises the institutional assessment and orientation process that guides the Individual Program Plan (IPP). He will work in collaboration with the Eligibility Coordinator in performing screens and gathering social history information.

The RIDOC has convened an interagency COMPASS Steering Committee, consisting of executive level representatives from RIDOC, DCYF, DLT, DMHRH, FLC, Parole Board, WIB, participating community agencies, and State and local law enforcement agencies. This group will meet bi-monthly to ensure that cross-system protocols are being executed as planned. The Steering Committee will monitor the progress of the project and make suggestions for improving policy and procedures. It will also be a forum for developing new resources and for solving inter-agency problems.

In addition, the Governor's Justice Commission has expressed a desire to participate on the Steering Committee. The GJC is responsible for facilitating interagency cooperation and collaboration throughout the Rhode Island criminal justice system by way of strategic planning, program coordination, data collection and statistical analysis, so as to improve the state's overall response to crime and victimization and enhance public safety. The GJC will play an important role in coordinating services and data collection among the various criminal justice agencies in the State.

The RIDOC will have executive authority over all phases of the adult project. However, once offenders are released into the community, the Family Life Center will have wide discretion in administering the program. Community supervision will be coordinated by Probation and

Parole Officers dedicated to this Project. Monthly case coordinating meetings will be held at the Family Life Center so that the transitional accountability plans (TAP) can be reviewed for each client by the direct service providers.

DCYF will be the overall authority for all phases of the juvenile program including institutional services at RITS and Project Hope. The Assistant Director for Juvenile Correctional Services oversees institutional and post-incarceration supervision. DCYF's Divisions of Children's Behavioral Health and Education administers Project Hope. In most of the catchment areas, Project Hope is housed in the community mental health center, which typically serves as the fiscal agent for the Project. In Providence, Project Hope is located at a neighborhood community center, the John Hope Settlement House, which also serves as its fiscal agent. The Family Court will hire and supervise a part-time juvenile magistrate.

B. SERVICE DELIVERY SYSTEMS

Prior to commencing service delivery, all COMPASS Project staff will participate in extensive training. Orientation training for all employees of the COMPASS Project will take place over a three-week period and shall consist of the following:

- General Orientation
 - Values and Beliefs
 - Mission, Philosophy & Goals
 - Ethics and Conduct
 - Transition from Prison to Community Initiative
 - Applicable RI General Laws

- COMPASS Project
 - Goals/Objectives
 - Target Population
 - Coordination of Service Delivery
 - Department of Corrections
 - Department of Children, Youth and Families
 - Coordination of Community Linkages

- Family Life Center
- Service Delivery Components
 - Phase I Adult and Juvenile Programming
 - Phase II Adult and Juvenile Transition
 - Phase III Stabilization
- Offender Risk/Needs Assessment

- Community Service Delivery System
 - Housing
 - Employment
 - Education
 - Treatment / Program Services

- Adult Probation and Parole
 - General Orientation
 - Specialized Units (Safe Streets, Sex Offender, Drug Court, Domestic Violence)
 - Court Orientation
 - District
 - Superior

- Case Management
 - Intake
 - Case Management
 - Statistics

- Safety
 - Office
 - Field
 Hostile Clients

Once staff are trained, the COMPASS Project services will begin in the institution- the RIDOC for adults and the RITS for juveniles. Preparation for reentry will be the focus of all institutional programming offered to offenders in both institutions.

Phase I - Adult Institutional Programming: (Months 1-9)

Again, once offenders are deemed eligible by the Eligibility Coordinator and have expressed an interest in participating, a comprehensive battery of assessments are completed. Assessments include, but are not limited to, the Carlson Psychological Inventory, the Test of Adult Basic Education, the LSI-R, and a social history questionnaire. From this information, an

Individualized Program Plan (IPP) is developed to guide the institutional rehabilitation of the offender. The IPP is aimed at addressing those factors that have contributed to the offender being unable to function crime-free in the community.

All rehabilitative programming at the RIDOC will be available to inmates participating in the in the COMPASS Project. Although, emphasis will be placed on substance abuse and educational programming, traditional physical and mental health programs, and other treatment-oriented programs will be provided to offenders with specific needs through a variety focused interventions. These programs include Education including GED, ABE and ESL programs, vocational programs including Work Release, Forward March (the jobs readiness program at the Department of Labor), parenting education and family reunification skills programming, domestic violence and, sexual assault education and group counseling, anger management training, violence prevention programs, and residential and group substance abuse treatment. *(A complete list is included in the resource list in Attachment A).*

As for adult education services, the continuum has recently been enhanced. The RIDOC has been approved as a Local Education Area (LEA). As such, offenders may work toward educational goals while in the prison, and then be directly connected to an LEA in the community after release. For offenders, this means continuing education without any loss of credits. The Department of Education has been contacted and is working with the COMPASS planning committee to identify all resources in Providence to which offenders can be referred.

Case Managers called Community Living Consultants, (CLCs) from the Family Life Center will begin working with offenders in the institution within 30 days of sentencing. The CLCs relationship with the offender will become more intense over the duration of the sentence. As offenders near the end of his/her incarceration, s/he, with the help of CLCs will begin to

formulate their Transition Accountability Plan (TAP). The TAP will then govern the second and third phases of the program.

Phase I - Juvenile Institutional Programming: (Months 1-9)

The Rhode Island Training School provides comprehensive rehabilitative services for youth. These services include an alternative educational program, vocational and post-secondary educational opportunities as well as art and culinary programs. Clinical services include sex offender treatment, substance abuse treatment and mental health counseling. Additional services include religious services and groups and anti-crime programs such as a drug dealers group, non-violence training and Project Peer which presents to community schools.

The Training School is currently in phase one of implementing Resocialization, the Rehabilitation Model as adapted from the model used by the Texas Youth Commission. DCYF will develop and promulgate policies consistent with resocialization principles as well as to train departmental staff and community service providers in a common language and philosophy.

Phase II - Adult Transition: (months 9-12 in institution) (months 12-24 community transition)

The COMPASS Project will consider the “transition” period to be the period beginning 3 months prior to an offender’s release and extending 6 months post-release. This nine-month phase will be the most critical in determining an offender’s success or failure. As a result, contact with the Community Living Consultants and monitoring by the Probation & Parole Officers will be intensive during “transition” (specifically, contact will be daily upon release and will decrease with time and offender progress). Six months after release, the offender’s risk/needs will be reassessed and the Transition Accountability Plan will be updated. At that point, the offender, if deemed “ready” by the Reentry Team, will progress to the “stabilization phase” of the project. The determination of readiness will be based on progress toward goals and

attitudes toward the program. If the offender is not ready for this change, s/he will continue in the “transition” phase for up to 6 more months. The progression from transition to stabilization indicates that an offender has been stable in the community and is continuing to make positive life changes. The “stabilization” phase is marked by less contact with supervising authorities and Community Living Consultants, and increased responsibility on the offender. By the time the TAP is created, the CLCs should have “sold” the offender on the utility of the COMPASS Project and will have engaged the offender in taking responsibility for his/her success. It is imperative that offenders and CLCs collaborate throughout the entire process. This relationship will be the foundation for an offender’s continued participation with the FLC. As offenders are released, each of the five CLCs will handle approximately 30 active cases at any one time. The most intensive engagement will take place six weeks prior to release and six weeks post release. CLC’s will not have more than 15 offenders on their caseload in the “transition” phase at any one time. CLC’s, probation and parole officers assigned to the cases, a representative from the Providence Police and representatives from service organizations will meet monthly as a group to review current cases, share information and insure that offenders and their families are receiving the best possible care.

Adult Probation and Parole monitors restitution, which has been ordered as a special condition of probation. In some cases, the Court will direct that restitution (basis of claim, amount, and/or payment schedule) be determined by Probation. Probationers, unless otherwise ordered, will make restitution payments, directly to the Rhode Island Supreme Court Central Registry or other agency responsible for collection. In the event restitution is not paid as ordered, the probationer may be presented as a violator and could face additional sanctions. The Probation Officer’s responsibilities relating to restitution include: 1) determine name(s) and

addresses of victim(s) from police, court file or Attorney General, 2) complete Central Registry Agreement form from which restitution is to be paid, 3) if necessary, refer offender to Department of Human Services in welfare fraud cases, 4) monitors restitution payments made to Central Registry.

Phase II- Juvenile Transition: (months 9-12 in institution) (months 12-24 in community)

Once referred to and involved in Project Hope, youth and their families will meet with a FSC to conduct a strength-based assessment and discuss what services they feel will be essential in assisting the youth to remain in the community and avoid re-incarceration. A Community Planning Team meeting composed of the youth, their parent, their informal support network, and significant community providers (including but not limited to their mentor, job coach, clinician, case manager, etc.) will take place, preferably prior to discharge, for the development of a youth-specific TAP. A case manager will then be assigned to insure implementation of the plan through daily contact with the youth, their family, and/or service providers included in the plan both while the youth concludes his/her sentence at the RITS and returns to the community.

Phase III- Adult Stabilization: (months 24-36)

CLC's will follow up with their clients for a period months 18-36 (6-24 months post release) to help them access services as new needs arise and to provide continued support. The CLCs and POs will actively collaborate to provide intensive support, services, and supervision. Participating offenders will understand that under the terms of their probation or parole, there will be no confidentiality among the POs, CLCs, courts or Parole Board regarding dangerous or illegal behavior. Once an offender has successfully stabilized, s/he will be transferred to a less intensive supervision unit of probation. Despite transfer of the case or termination of the conditions of release, offenders will be able to continue to receive assistance from FLC.

Phase III- Juvenile Stabilization: (months 18-36)

For 9 to 12 months following discharge, the RITS case manager will maintain daily contact with the youth. Throughout their period of involvement, the Community Planning Team will be brought back together to change or modify the youth's plan as needed or desired by the family and youth. Services and supports will be funded through traditional resources such as Medicaid and other insurance programs, and non-traditional resources such as wrap-around funding.

Gaps in the Current Service Delivery System: The following gaps in the community-based service delivery system have been identified:

- Adults with criminal records are not are not able access public housing in Rhode Island either because of a felony conviction makes them ineligible or because of extensive use of background checks have driven them to the bottom of all public housing lists. Even emergency housing funds are not allocated for transitioning offenders.
- Job skills assessment and training are either not available or are limited in the area of non-traditional career opportunities.
- Lack of victim-centered approach to community supervision and lack of implementation of restorative justice models.

Housing and employment have been identified as the most important elements of any transitional planning. Unfortunately, housing and employment are also the scarcest of resources. The COMPASS project will address the gaps in housing and employment by creating two pilot programs that will be offered to juvenile and adult offenders- an immediate employment program and an emergency housing program. COMPASS clients who are in need will be able to access one or both programs.

Pilot Project I: Filling the Housing Gap:

The Department of Human Services will solicit Requests for Proposals for a vendor to provide emergency shelter, housing advocacy, and housing procurement activities. Details of this project are in the MOU between the Department of Corrections and the Department of Human Services.

Pilot II: Filling the Employment Gap:

Offenders who leave incarceration without a job or some means of financial support are unlikely to be successful in remaining crime free. Some means for financial independence is critical in the first days after release. It is the experience of the workforce development system in the city of Providence that successful transition to self-sufficiency requires continued support while in training and employment. The special needs of the target population and the performance requirements of the Workforce Investment Act (WIA) necessitates the need for on-going counseling and crisis intervention to ensure that the participants become fully integrated into the workforce.

To address these needs, the Rhode Island Department of Labor and Training in consultation with the Providence/Cranston Workforce Development Office will issue a Request for Proposal for services to provide immediate employment and support counseling for up to 250 program participants. The vendor will be chosen with assistance from the COMPASS Steering Committee.

Participants referred to the vendor will be placed immediately into a job. The vendor will have created low skills work crews that any new newly released offender can join. The participant will be paid the current Rhode Island minimum wage of \$6.15 per hour paid by the Workforce Development Office with grant funds. The participant will be paid every day without any waiting period to ensure the individual has financial support while completing the re-entry

program activities. Employment will be for four days a week; the fifth day will be spent in continuing education, support counseling, job search or any other appropriate activity as developed in the participants' TAP. This will provide the participant with the ability to earn money immediately, learn basic work skills and receive continued case management support.

Long-term Housing and Job Development:

While clients of the FLC will be able to access emergency housing through the DHS vendor and transitional shelter at FLC partner agency Amos House, these services alone will not create new sources for affordable housing. The WIB employment project, and other services accessed through Urban League jobs programs and Department Labor cooperative efforts will not produce all the jobs needed for stable wages for offenders. Consequently, during the transitional phase, the FLC will use services from the employment specialists and a housing specialist to assist the planning committee in thinking through how to address these issues. These specialists will have the benefit of working with FLC's emerging partners such as the Black Contractors Association, the AFL/CIO, the Rhode Island Department of Labor and Training, the Rhode Island Coalition for the Homeless, and the Housing Resources Commission. The COMPASS Project will hire one resource specialist to find and develop long-term relationships with other new and existing resources for both juvenile and adult clients.

Victims Services/Restorative Justice:

The addition of a Victims Service Coordinator, as part of this initiative, will allow both the juvenile and adult systems to provide training for all staff on victims issues in the first year and may then proceed toward developing a victim impact panel over the second year of this proposal. Institutional, probation and parole and community service staff will all receive training on victims' issues and will be able to make these principles part of the transition plans.

C. TRANSITION TEAMS

Adult Transition Team: (months 9-24)

In the adult project, the Family Life Center will provide the continuity of care for the offender. A “community living consultant” will spearhead case management beginning at sentencing in the institution and continuing post-release. Case management will rest on a foundation of comprehensive strengths-based assessment and supervision. Transition team members will include: the offender, RIDOC Staff (such as Adult Counselor and Discharge Planner), CLC, relevant service providers, and members of the offender’s support network (family, mentors, etc.). The CLC will chair the team and coordinate the monthly review meetings. The CLC’s will give a progress report on release plans for each of the 3 meetings before release and will provide compliance reports for at least 6 months after; longer depending on the needs of individual offenders. This transition team will play a vital role during the transition period, but will remain intact for offenders who continue to struggle with multiple issues.

DCYF Transition Team: (months 9-24)

Access to Project Hope is through a referral from the RITS clinical social worker 90-120 days prior to release from incarceration. A Family Service Coordinator, with the youth and family, conducts a strength-based assessment, identifies areas in which assistance could be utilized, identifies resources. A service delivery plan (TAP) is devised. The plan is then implemented with the assistance of a case manager and others identified as members of the youth’s support system. The DCYF transition team will consist of the following members: RITS staff (Clinical Social Worker), Family Service Coordinator, Case Manager, and informal support networks (e.g., job coaches, mentors, etc.).

D. SYSTEM OF OFFENDER ASSESSMENTS

Adult Assessment:

Offenders will be given a comprehensive battery of psychological, educational and substance abuse assessments at commitment. The areas of highest need will be the focus of the IPP. In addition to the comprehensive assessments completed by RIDOC staff at commitment, the Level of Service Inventory-Revised (LSI-R) will also be administered to gauge the offenders risk/news level at sentencing. The results of these assessments will be the basis for the offender's institutional program plan (IPP).

The LSI-R, a validated risk assessment instrument, is empirically based and measures both static and dynamic risk factors. The resultant LSI-R score/profile provides an objective measure of an offender's likelihood of recidivating and prioritizes an offender's risks and needs. Prior to release, the baseline LSI-R will be completed. Once in the community, the offender will be reassessed at release and again at 6- and, 12-, months post-release. A decrease in LSI-R score will demonstrate a decrease in likelihood of recidivating.

Juvenile Assessment:

The RITS provides comprehensive and individualized assessment, and treatment for each adjudicated youth that is sentenced to the Training School. This process begins with an assessment, during which all necessary and relevant information is gathered. The completed assessment is presented to a treatment team and is the basis for the Individualized Treatment Plan (ITP). Each youth is assigned a clinical social worker that presents the assessment to the treatment team within 30 days of a resident's admission and maintains the ITP through bi-monthly treatment team meetings.

E. SYSTEM OF OFFENDER RE-ENTRY PLANS

Adult Plans:

Consistent with the template provided in the NIC document “Transition from Prison to Community”, Transitional Accountability Plans (TAPs) will serve as the road map for each adult offender returning to the community. For the past ten years, the RIDOC has been providing discharge plans for released offenders. These plans made only by the offender and discharge planner were usually a list of referrals to community-based social services. The TAP will be a document involving input from prison staff, the offender, the releasing authority, community supervision officers, human service providers (Public/ private), victims and community organization. This type of plan will be able to hold the offender accountable for accomplishing specific goals and performing measurable tasks in various aspects of his/her life. The TAP will contain specifics terms and Conditions of Release and specify both services and supervision necessary for the offender to make a successful return to their community. TAP’s will be reviewed/updated every 6 months by the CLC (and relevant Transition Team members). Additionally, plans will be updated to reflect significant changes in and offender’s circumstances (e.g., being evicted).

Juvenile Plans :

It is also the policy of the Training School to provide all sentenced youth with a comprehensive transition plan to assist the youth in achieving a smooth reintegration into the community. This plan is based on an assessment of the youth’s needs and strengths that are incorporated into the ITP. Periodic reviews of the ITP are held to refine the goals of the plan and to document the youth’s progress in achieving those goals. Prior to release, the Project Hope team meets with the clinical social worker at the Training School to develop a

strengths-based assessment that specifies the youth's transition and stabilization needs. Under the current risk/needs assessment employed by juvenile probation and parole, youth leaving the Training School are automatically classified as intensive risk and need for the first three months subsequent to their release. After three months, youth are re-assessed as to their needs and risk to the community.

F. CONTINUUM OF SUPERVISION

Adult Supervision:

Nearly all adult offenders have a parole or probation term following incarceration. Approximately 15% have the added condition of electronic monitoring surveillance. There are already intensive supervision units servicing the target area. These units include Domestic Violence Probation, Sex Offender Parole and Probation, and Safe Streets. Intensive and integrated community supervision will be a key element of the Family Life Center's approach. Two Probation/Parole Officers will be hired and assigned exclusively to this Project. The work of the POs will be enhanced not only by links to the CLCs but through systematic connections to police departments and families. The new POs will operate much like the Safe Streets Probation Unit in that the POs will be based in the city they service and the Officers will work non-standard hours so that they may be available in times of crisis.

More intensive surveillance can result in increased awareness of technical and/or criminal violations and without careful planning such surveillance can lead to a rise in unnecessary re-incarceration. For some offenders re-incarceration of course is the appropriate response. However, a range of intermediate sanctions will help to insure that the overall response to non-compliance is commensurate, appropriate and productive for the offender. For instance, a substance abuse relapse will be an inevitable part of recovery for many offenders. When an

offender relapses, POs will work with the CLCs to craft a response that helps the offender get back on track without unnecessarily remanding the offender. Furthermore, the discovery of dangerous behavior sooner or at an earlier stage will serve public safety interests. For the majority of offenders, shifting emphasis toward providing adequate and needed services and supports will actually help to promote compliance and inhibit the rate of violations.

Juvenile Supervision:

The Rhode Island Family Court will create a statewide Juvenile Reentry Court to supervise the reintegration of juvenile offenders. The Reentry Court will assist in the implementation of the SVORI by combining judicial supervision with monitoring of social services provision especially concerning job training, mental health care, substance abuse services and mentoring. With the re-entry magistrate able to review cases statewide, the juvenile correctional system will have a single releasing authority for all offenders in the system. The reentry magistrate will review offenders released from the Training School and will be able to consistently enforce graduated sanctions including the remand to re-incarceration if necessary. In addition to Project Hope, DCYF receives funding through the Juvenile Justice Accountability Block Grant to fund two programs that monitor serious and violent offenders at high-risk for recidivism who have been released from the Training School. These initiatives include the Tides Day Reporting Center and Safe Streets Providence.

Tides Day Reporting Center: The Day Reporting Center provides on-site and off-site services to high-risk youthful offenders living in the capitol city of Providence. Services include counseling, recreation, education, career development, and outreach and tracking. Crisis intervention services include 24-hour beeper coverage and immediate response to crises such as educational advocacy and family conflicts.

Since its inception, the program has served 65 youth, a majority of which are minorities, ranging in age from 10 years to 19 years. During the year 2001 the Day Reporting Center underwent major renovations to its facility. In addition to the facility improvements, the program developed a working relationship with Project Hope with the goal of coordinating services. A partnership was developed with John Hope Settlement House to provide job/career readiness instruction through the Workforce Investment Act.

Safe Streets Providence (Adults and Juveniles): Safe Streets Providence is a partnership among DCYF, the Department of Corrections (DOC) and the Providence Police Department to provide intensive probation monitoring for very high risk juvenile and young adult offenders in Providence. Probation officers work evening and weekend hours in order to be monitoring probationers during the most crucial times. As partners, Probation officers together with Providence Police detectives conduct announced and unannounced home visits several nights weekly. Probation officers monitor youth in school and at work and are a visible presence in the community. Several staff are bi-lingual and all represent the minority community. Youthful offenders sign enhanced conditions of probation which include random urine screens. Graduated sanctions are employed which may range from imposing a curfew, designating “danger zones” which must be avoided by the probationer or filing violations of probation with the recommendation to remand to incarceration.

G. CONTINUITY OF SERVICES

Adult Services:

It will be the task of the FLC monthly team meetings to insure the continuity of services for both juvenile and adult offenders. The Community Living Consultants will have a continuing

presence in the lives of eligible participants from their institutional commitment through community reintegration. The CLC's will be available to the participants in each of the three phases of the Reentry Initiative: supporting institutional programming, guiding transitional planning and becoming the primary case manager during long-term supervision and follow-up.

FLC/ Project Hope participants will be linked to services in the community immediately upon their release. During the planning phase, the FLC will establish service agreements for mental health, substance abuse treatment and job training. Because the FLC will already have linkage agreements with community-based service providers, offenders will not have to wait for an available "slot." These agreements will be facilitated because member agencies already provide statewide services to program participants. The FLC will provide case management through the CLC and will engage community agencies to provide family counseling, mentoring and victims' services.

Juvenile Services:

The re-entry magistrate working with Project Hope will also focus in monitoring compliance and fostering accountability. Project Hope works with youth for twelve months after release. Mentors engaged through either the Training School or through community providers can continue to work with youth for the duration of their term of probation. Outreach and Tracking through the Tides Day Reporting Center in Providence and Pawtucket/Central Falls will also continue to engage these youth.

The addition of one resource coordinators to assist youth (and adults) in accessing services will fill a gap in the continuity of services for youth in areas where there is not a day reporting center or outreach and tracking. The resource coordinators will work with youth to identify jobs and housing resources as well as options for community service.

H. TERMS AND CONDITIONS

Adult Terms and Conditions:

Adult terms and conditions differ depending upon the release status of the offender (either released on probation or parole). The vast majority of offenders in this project will be probationers on supervised probation. As such, their conditions of probation will be as follows:

1) obey all laws, 2) report to Probation Officers as directed, 3) remain in Rhode Island, except with the prior approval of the Court or Probation Officer, 4) notify Probation Officer of any change in address, telephone number, 5) make every effort to be steadily employed or attend school/vocation school, 6) waive extradition from anywhere in United States to Rhode Island.

The probationer may also have special conditions of Probation as ordered by the Court.

Examples of special conditions include community service, counseling, domestic violence, no contact order, substance abuse counseling, restitution and mental health counseling.

Failure to follow each and every one of the Conditions of Probation can result in further Court action. The Court, if a violation of probation report is filed, may impose the following: sentence the offender to the Department of Corrections, or impose special conditions that may relate to the violation such as mental health counseling or substance abuse counseling.

If the offender is placed on parole, the offender is being permitted to serve part of their sentence outside the institution according to statute and conditions set by the Parole Board. Similar to probationers, offenders placed on parole may also have special conditions. One special condition that is utilized is substance abuse drug testing. An offender under parole supervision may be presented as a parole violator if they have been arraigned on a new criminal charge or is otherwise in violation of any of the conditions of parole. Upon notification of the

Parole Board and the issuance of a Parole Detention Warrant, the Parole Board at the Parole Revocation Hearing may revoke the offender's parole. Non-compliance may also include the following: 1) counseling and reprimand by Parole Officer, 2) increased reporting to Parole Officer, 3) travel restrictions, 4) increase drug testing, 5) recommend to Parole Board placement on electronic monitoring, 6) outpatient or inpatient treatment, 6) curfew restrictions.

In addition to sanctions for noncompliance with formal conditions of release, offenders will face consequences for violating program rules established by the Family Life Center. Such consequences will range from verbal reprimand to program termination. The sanction applied shall be directly related to the infraction (e.g., missed appointments will likely result in an increased reporting schedule), and will consider the offender's overall risk level, the immediate precipitating events, and his/her responsiveness to intervention. Conversely, the Family Life Center will utilize a system of graduated rewards to encourage appropriate behaviors (e.g., continually keeping scheduled appointments will likely result in decreased reporting requirements).

Juvenile Terms and Conditions:

The Family Court has statutorily broad discretion over any youth involved in the Rhode Island juvenile justice system. However, through recent case law the court may not alter the terms and conditions of any sentence subsequent to the date of sentencing. This results in considerable difficulty in including an accountability component to any transition plan.

Youth incarcerated at the Training School are usually reviewed by the court at least once prior to release. These reviews are intentionally scheduled to coincide with developmental milestones and chronologically significant needs. If the transition needs and plans for these youth are in place, the court may decide to release the youth early. In this manner, the youth can

best make use of opportunities to transition home at the best time and it also give the court an option to add or modify the conditions of the sentence. These early releases can best be described as “anticipated surprises.” For this reason, Project Hope referrals are made from 90-120 days prior to a youth’s end of sentence so that these needs can be taken into consideration and can be included in the transition plan.

When the Project Hope plan, Day Reporting Center or Safe Streets Providence recommendations can be made a part of the conditions of probation the court has the ability to enforce the plan and to demand accountability. A reentry magistrate who is familiar with these youth and their plans can most effectively supervise their transitions.

I. PLAN OF PROGRAM SUSTAINABILITY

The RIDOC has a successful history in maintaining programs and personnel beyond the funding period. For this initiative, plans to ensure program sustainability include the following:

- **WIB:** The WIA collaborative jobs project will become a continuing project of the Providence /Cranston WIB.
- **DHS:** The Housing slots will be paid for by rent payments enabled through participation in the Jobs program. A number of Title XX/ SSBG slots for emergency housing will be designated for the COMPASS
- **MHRH:** Will increase Dept of Substance Abuse slots available to the COMPASS clients.
- **RIDOC:** Probation and Parole positions and Eligibility/Program Coordinator incorporated into RIDOC budget. The Eligibility Coordinator, which is currently budgeted for two years through the grant, will be absorbed by the RIDOC in the following year. In fact, the RIDOC already received approval for a position that would coordinate and oversee all discharge planning vendors. This position, the Transitional Services Coordinator, will have the ability to screen offenders and match them to the most appropriate transitional services agencies. Assessment Unit Services provided in kind during grant period will continue after SVORI.
- **DCYF:** MIS grant expenditures are for upgrades at DCYF. DCYF will be responsible for maintenance of the system once installed. DCYF will maintain the Resource Coordinator after the grant period.

- Courts: Magistrate for the Juvenile Justice System will be included in the State Court System budget.
- DLT: Jobs program will generate income and become self-sustaining program beyond life of grant.
- FLC: will fund CLC positions. FLC will also pay for the Victim Services Coordinator position, presently budgeted for two years. It is expected that the VSC will likely be funded through additional soft-monies that are available through the federal Office of Victims Services.

J. STAFF RESOURCES

The RIDOC has established a Coordinating Committee (*see Section V.A.*) to administer this grant. Discrete tasks will be assigned based on staff's area of expertise. As previously mentioned, a Grants Manager (1.0 FTE) is dedicated to the coordination of this project along with .25 Professional Services Coordinator, and .25 Principal Planner. Other Committee members include representatives from institutional assessment, institutions and operations, and rehabilitative services. Project Hope, the Family Life Center staff and cooperating partners will operate as extended staff in the COMPASS Project activities and goals.

K. INFORMATION SHARING AND DATA COLLECTION

The RIDOC has a Planning & Research Unit which is generally responsible for strategic planning and data analysis. The Associate Director of this Unit, will be the contact person for coordinating evaluations. Planning & Research staff will work to support and assist any outside evaluation that is completed. It is expected that evaluation will focus on measuring the outcomes of the goals and objectives described in section II.

The RIDOC also has a Management Information Systems (MIS) Unit that is capable of providing institutional records. The inmate database, INFACETS, does not, however, contain programmatic information. The CLCs will be responsible for collecting programmatic data

elements as well as data related to aftercare services (e.g., job retention). The Juvenile system has identified MIS as an area that is a gap in the system. DCYF is requesting funds to improve the system and enhance their ability to track outcome data and to measure.

The grant monies will be used to enhance the ability of the DCYF to collect and analyze data regarding the recidivism of youth transitioning from the Training School to the community. Information tracking will follow youth through transitional planning and aftercare services in order to measure programmatic outcomes. In addition, long-term monitoring should involve tracking youth through any involvement with the RIDOC. At present, offender information maintained through the INFACIS database (adult data system) can be made available to DCYF upon request; however, the reverse is not true. Despite both DCYF and RIDOC commitment to information sharing, confidentiality laws prevent access to much of the juvenile offender record. While the DCYF MIS enhancements are being made, a workgroup will convene to explore the possibility of establishing cross-system integration.