

**BUILDING AN OFFENDER
REENTRY PROGRAM:
A GUIDE FOR LAW ENFORCEMENT**



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- Those agencies represented at each of the regional focus groups and the sites profiled in this guide.
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For more information about law enforcement's role in offender reentry efforts or information contained in this guide, please contact Offender Reentry Project Manager Stevyn Fogg at the IACP: 1-800-THE-IACP ext. 842 or fogg@theiacp.org.

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According to the U.S. Department of Justice (DOJ), Office of Justice Programs (OJP), on an annual basis, more than 650,000 offenders are released from incarceration and return to communities nationwide.¹





SECTION I:

OFFENDER REENTRY 101

WHAT IS OFFENDER REENTRY?

Offender reentry, which is also known as reentry, prisoner reentry, or re-entry, refers to the return of offenders from incarceration back into the community. In general and for the purposes of this guide, reentry refers to persons released from state or federal prisons, individuals discharged from parole, and those under probation. As a concept, reentry involves any program, initiative, or partnership that addresses the issues necessary to ensure that offenders

sees police as a partner in fighting crime. As a result, law enforcement receives the added benefit of increased credibility as an agency and trust from the community.

WHAT ARE THE CHALLENGES TO LAW ENFORCEMENT PARTICIPATION IN OFFENDER REENTRY?

Law enforcement officials involved in reentry initiatives encountered challenges they categorize into the “Three P’s: Politics, Personalities, and Priorities.” Politically, offender reentry is a controversial topic that can contribute to a variety of challenges as experienced by existing law enforcement participants. Additionally, a common misunderstanding about law enforcement participation in reentry programs is that law enforcement will be doing social work instead of focusing on crime prevention and public safety. Here are some additional challenges:

- political . Responding to “hot-button” issues creates an unstable foundation for law enforcement. Police have not been invited to the table to discuss and make decisions focusing on public safety.

advise that buy-in involve a switch from an “us versus them” to a “help them prevent harm to us” perspective.

3) Lack of community support. Communities across the country have vocalized their opinions against programs that encourage a return of offenders back to “our” community. “Not in my backyard” and other such philosophies can be difficult, but not impossible to overcome.

WHAT SHOULD LAW ENFORCEMENT KNOW BEFORE PARTICIPATING IN OFFENDER REENTRY?

Law enforcement officials involved in offender reentry initiatives were eager to discuss lessons learned, program success stories, and provide advice to agencies that are interested in becoming involved in offender reentry initiatives. Their insights cover law enforcement’s perspective; attitudes about offenders; perceptions of other justice disciplines; partnering; community and media engagement; and program results. Here is a sample of the important points to remember before participating in reentry efforts:

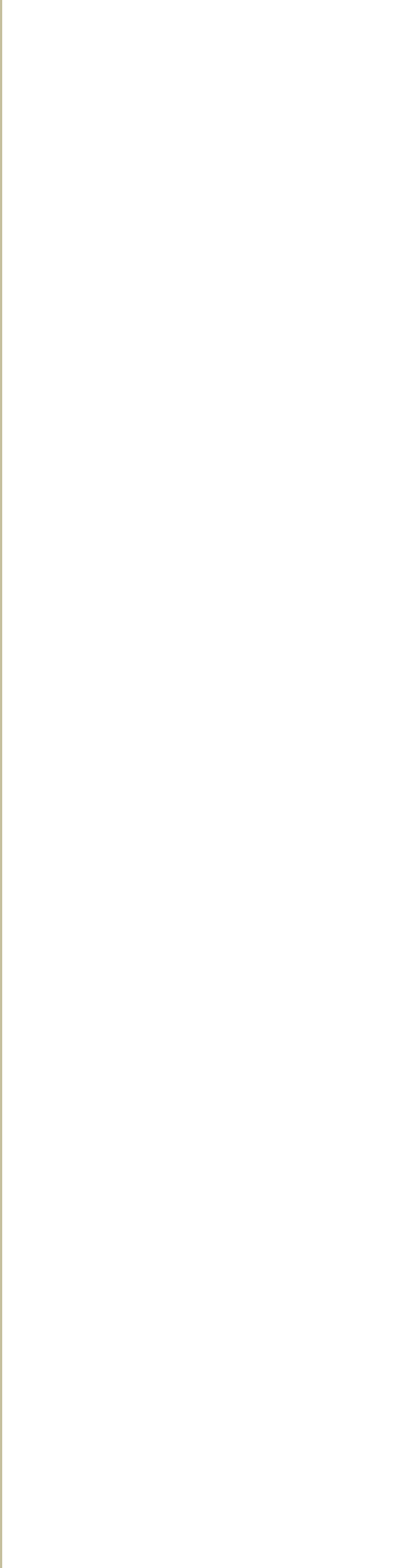
- **Focus on what the community needs versus what the offender gets in an offender reentry program helps to affect a paradigm shift among law enforcement.**
- **Incarcerating offenders is costly, time-limited, and does little to reduce the risk of re-offending. It is important to focus on holding high-risk offenders accountable and addressing transitional needs.**
- **Reentry partners consulted for this project reason that the “system” has taught offenders to be victims. As a result, offenders have not properly prepared to transition to their communities.**
- **Regardless of how many partners are involved or the resources available, it is essential that the effort be manageable. Starting small and building incrementally leads to the best results.**
- **Having collaborated and leveraged resources on other efforts is helpful when it comes time to introduce a new endeavor.**
- **A strong coalition includes partner agencies or individuals with the social capital in community programming or power brokers (e.g., mayor, city council) who can determine legislative or local policies. For example, community corrections know which offenders are being released and when and what crimes they have committed. They can help design appropriate community and social controls to assist in maintaining public safety.**
- **Partners must have honest communication. If public safety is a program goal, then cooperation and a commitment to working collaboratively is necessary.**
- **The foundation must include clarification of partner roles, responsibilities, and program protocols. Next, developing a common theme or comprehensive message that every partner agency can buy into further clarifies the program goals. For example, if the goals of the program are to reduce recidivism or enhance public safety, be sure that the agencies invited to partner can contribute to achieving these goals.**

In their opinion, it is important to replace incarceration-based attitudes with meaningful program-based solutions. Reentry programs teach offenders to be accountable and help to interrupt the cycle of violence.

- **Program results and success** often lead to additional funding and other positive goals.
- **Community support**. It is important to be open about the program goals and planned accomplishments. This approach includes informing the community of law enforcement's role in addressing the return of offenders, educating them about the challenges inherent in offender reintegration, and obtaining the community's help in ensuring offender accountability. The result of this strategy is solidarity among the community, the justice system, and service providers against potential re-victimization at the hands of returning offenders.
- **Timeline**. It may take a month or two years to fully realize all program goals.

Benefits of Law Enforcement Participation in Offender Reentry Initiatives

- **Increased awareness** of offender reentry issues
- **Increased awareness** of law enforcement's role in offender reentry
- **Increased awareness** of offender reentry challenges
- **Increased awareness** of offender reentry solutions
- **Increased awareness** of offender reentry resources
- **Increased awareness** of offender reentry best practices
- **Increased awareness** of offender reentry research
- **Increased awareness** of offender reentry statistics



Section II is designed for law enforcement executives who have determined that their jurisdiction has been impacted by returning offenders. The following material provides a blueprint for developing a reentry program.

NEEDS ASSESSMENT

The first step in establishing an offender reentry program is to assess the needs of the agency. The following is a five-step process many law enforcement agencies have used.

1. Determine the purpose of the program.

The majority of law enforcement-involved offender reentry programs featured in this guide were developed for the purposes of:

- Enhancing public and officer safety.
- Reducing crime.
- Reducing recidivism.

The reasons for building or participating in offender reentry programs should be guided by the types of crimes affecting your community and how reentry efforts will achieve program goals. Law enforcement should first evaluate the size, scope, and nature of the problem before implementing reentry activities. This exercise will help develop the goals of the program.

2. Assess the agency's needs.

Use program goals to identify program primary and secondary needs.

- Examine whether or not additional or existing personnel or funds will be required to implement a reentry program.
- Consult with the agency's legal staff or human resource department to determine if existing agency protocols will be affected by the implementation of the program.
- Devise a strategy for supporting participation in existing reentry efforts or for implementing a program in-house.
- Ensure that participation does not inundate agency resources and support.

3. Identify the barriers to successful integration of returning offenders.

Research has shown that the barriers to successful integration of returning offenders are:

- Lack of housing
- Lack of education
- Lack of job training and/or employment
- Lack of substance abuse treatment
- Lack of family support

Program goals should feature key elements designed to meet each of these barriers.

4. Determine the program's strategy.

A common misunderstanding about law enforcement participation in reentry programs is that law enforcement will be doing social work. Determining appropriate partners will ensure that law enforcement focuses on crime prevention and public safety. Here are tips for determining potential partner individuals and agencies.

- Identify what agencies to contact based on the program strategy; develop a comprehensive list of partners; and build the partnership around offender needs (i.e., employment, housing, education, treatment) that ensure the goals of the program are met.
- Use existing partnerships to solicit new partners.
- Articulate the goals of the program clearly so that all partners understand what their role will be and what is expected of them.

5. Develop the program's strategy.

The program strategy or objectives should be guided by program goals and resources. In order to be able to measure program success, the program must have benchmarks against which achievement can be measured. Law enforcement offender reentry strategies could include encouraging offender compliance and accountability, targeting enforcement efforts, exchanging intelligence

Las Vegas (NV) report that these courts can be effective accountability tools.

- **Community Corrections Courts (CCC).** Law enforcement has input into the post-release supervision conditions of offenders. Police meet with corrections officials to share information on the offender's criminal history in the community and discuss their concerns for the offender's future. Some law enforcement officials make recommendations on which neighborhoods offenders can enter or associates with whom they cannot be seen. Law enforcement officials also serve on post-release accountability panels to monitor whether or not their conditions are being followed.
- **Community Corrections Houses (CCH).** Community Oriented Policing (COP) houses have been opened in high crime, low socio-economic areas in Racine (WI). These neighborhoods were chosen as focal points because a high number of offenders return to them. The houses serve as an extension of the collaboration already started between police and community corrections. Police and community corrections are located in the houses to serve as both a resource and crime deterrent in the community.

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A fiscally responsible plan that demonstrates long-term investment in a reentry effort is essential to leverage offender reentry components and activities.

several agencies to target their resources and efforts, develop partnerships, and create a positive influence. Crime mapping uses specific methods for locating concentrations of crime

Financial Preparation

- **Identify the funding sources** for the offender reentry program. This includes identifying the agencies that will be involved in the program and the resources they will contribute.
- **Develop a budget** for the offender reentry program. This includes identifying the costs of the program and the resources that will be needed to fund it.
- **Secure funding** for the offender reentry program. This includes identifying the agencies that will be providing funding and the amount of funding that will be provided.

PRACTICAL TOOLS AND INSTRUMENTS

Law enforcement agencies involved in offender reentry efforts employ a variety of strategies and tools to facilitate their participation. Police officials advise that it is important to:

- Use criminogenic tools to assess risk and needs
- Employ technology to gather and share information
- Request and allow access to relevant databases or request funding to build compatible systems to bridge the information gap between partner agencies.

Assessing Risk and Needs. Criminal justice research by Dr. Ed Latessa² and others reveal that a large amount of crime is committed by a small percentage of the population in a community. Therefore, many offender reentry programs implement needs and risk assessment components to more precisely target how best to help offenders transition. The most common risk and needs assessment tools currently in use are the Level of Service Inventory-Revised (LSI-R) or diagnostic tests designed to uncover co-occurring and other mental health disorders. These tools are most helpful to corrections officials in determining the offender's level of supervision and to guide staff in making treatment decisions.

Identifying High Crime Areas. One of the reasons police agencies instituted reentry programs was to effect change in high crime or "hot spot" areas. Crime mapping is a method used by

has been released to post-incarceration supervision (parole, conditional release, post-release supervision, compact parole), and where in the state that offender is under supervision. The Topeka Police Department's Reentry Community Police Officer (RCPO) uses KASPER and conducts searches of their own Offender Management Information System (OMIS) to check for any warrants or detainers from other jurisdictions in preparation for meeting with the offenders who have been accepted into their reentry program.

- The Indianapolis (IN) Police Department (IPD) developed the Violence Impact Program Enhanced Response (VIPER) system to assist them in identifying the most violent offenders in Marion County and to aggressively target those persons for prosecution. IPD staff researched the commonality of the violence within each incident of homicide to create a plan to attack those traits that seem indigenous to each violent event. The elements common to each crime were:
 - History of violence in the lives of both suspects and victims.
 - Proliferation of firearms in many acts of violence committed in the county.
 - Use of drugs and/or alcohol as an aggravating or causative factor in many of the homicides.

VIPER is used to systematically flag a list of up to 200 of the most violent offenders in Marion County who are:

- 18-30 years old
- Charged or arrested on multiple occasions for a defined list of violent crimes
- Involved in groups of known, chronic offenders
- Involved in drug use or sale.

Patrol officers can access VIPER through mobile data terminals in police units. This is helpful in identifying VIPER offenders encountered through collateral contacts.

- The Middle District of North Carolina's [Violent Offender Database](#) allows law enforcement

to manage information on violent offenders, criminal involvement, and criminal associations. This database allows multiple law enforcement agencies, prosecutors, probation and parole, researchers, and community resource delivery agencies to view and contribute a variety of information on violent offenders. The database is managed by the Winston-Salem Police Department and is accessible among law enforcement partners from over 50 agencies in 24 counties in North Carolina.

- High Point (NC) Police Department (HPPD) developed a concurrent regional and statewide network for connecting information resources of police departments called [Violent Offender Database](#). This network allows access to and the identification of all individuals who have appeared at Call-in/Notification Sessions in any of the states in which the network is used. As of 2005, 64 police departments in North Carolina, Florida, and Texas used this technology.
- HPPD also distributes [Violent Offender Database](#), which are internal weekly e-mail criminal intelligence messages on crime trends for the purposes of promoting officer safety and sharing gang/group, drug, and anti-terrorist information.

Reentry Tools to Consider

- [Violent Offender Database](#)
- [Violent Offender Database](#)
- [Violent Offender Database](#)

BUILDING PARTNERSHIPS

Building partnerships with law enforcement agencies is a key component of a successful reentry program. This section provides information on how to build partnerships with law enforcement agencies and how to use these partnerships to improve reentry outcomes. It includes information on how to identify potential partners, how to establish communication channels, and how to develop joint initiatives. It also provides information on how to evaluate the effectiveness of these partnerships and how to make adjustments as needed.

of their release. Community corrections can be an important liaison between law enforcement and the state department of corrections by obtaining information on the number and types of offenders that will be released in the community. In some cases, law enforcement can work with community corrections to develop conditions of supervision, undertake reentry planning, and ensure offender compliance and accountability through enhanced surveillance and supervision efforts (i.e., coordinating joint patrols, home visits, and curfew checks).

intelligence, and launch marketing plans. It is also important to partner with law enforcement agencies in neighboring jurisdictions. Lring jurisdictions

- **Community Reentry Services**. The term social service agency includes government and community agencies that provide services to assist offenders in successfully returning to the community. These services include:
 - Housing assistance.
 - Obtaining or satisfying basic educational requirements (i.e., GEDs).
 - Job counseling, vocational training or employment referrals.
 - Alcohol or substance abuse treatment and support.
 - Family reunification and re-connection.

In a majority of the sites visited, law enforcement partnered with state- or federally-sponsored Workforce Development Boards to provide job or vocational assistance. Educational assessment and services are provided by local educational institutions, and local shelters or halfway houses to provide emergency or transitional housing for offenders. Family reunification, which is not widely available in reentry programs in which law enforcement is involved, has been offered as part of other mental health treatment or transitional counseling services provided by local churches, community organizations, or social service referrals.

- **Project Safe Neighborhoods (PSN)**. Project Safe Neighborhoods (PSN) is very prominently partnered with state and local law enforcement to reduce gun-related violence and promote safe communities. PSN funds have been used to enhance arrests and prosecutions, conduct joint warrant sweeps, exchange investigative

- **B**efore developing a partnership, it is important to understand the agency's vision and how it compares to law enforcement. This information will provide guidance on how similar the agency's vision is to law enforcement.
- Stakeholders will want to know "What is in it for me?" so it is important to be able to detail the benefits of partnering to each stakeholder.
- As soon as partnerships are built, it is important to remember to rely on partners. It is also important not to take on more than one agency can handle. For example, some agencies work with partners to create implementation plans, evaluate their plans, and make program changes accordingly.
-

- Clarify law enforcement’s role in determining what its goals are
- Balance “hard line” enforcement with positive reinforcement in reintegrating offenders
- Separate law enforcement’s role from the social services role.

In offender reentry programming, policing should remain consistent and stick to law enforcement’s main goals, but focus on apprehending offenders before they re-offend. Law enforcement contributors to this guide offered specific management and operational strategies that law enforcement should implement to successfully participate in a reentry initiative.

INSTITUTE A PARADIGM SHIFT IN YOUR AGENCY

Many law enforcement executives believe that they need to embrace reentry as a new way of doing usual business. Getting internal buy-in to participate in offender reentry programs will take time. Contributors to this guide realized that it was more important to work smarter, not harder. In their opinion, to effectively participate in reentry programs, law enforcement needs to affect a paradigm shift in thinking so that officers can better serve the community. Here are a few key ways to do this:

- **Be proactive.** You cannot stop the process, so it is better to be proactive than reactive. Getting involved early helps to stop certain crimes from occurring or to prevent minor crimes from becoming major crimes.
- **Adopt a community policing philosophy.** According to program leaders, having a community policing philosophy helped partner agencies transition and commit to this initiative.
- **Start with one officer.** Start with one officer, share the message, and use those informed officers to spread the message through roll calls, in-service trainings,

meetings, and presentations to the community and their fellow officers. Provide concrete examples (e.g., cost-benefit analysis) of the potential benefits to participating.

- **Law enforcement agencies will have to be willing to increase work to decrease crime.** For some participating law enforcement agencies, promoting the program is critical. Community meetings, public engagements, and general outreach are some examples.
- **As soon as a decision to engage in offender reentry initiatives has been made, it is essential that the agency devote adequate resources to support the effort.** Police executives must keep the program ever-present among all of the various

IMPLEMENT RELEVANT
OPERATIONALEANT

DEVELOP OR ENHANCE YOUR RELATIONSHIP WITH THE COMMUNITY

Managing community relations can be quite challenging for law enforcement involved in offender reentry programs. The residents do not want offenders in the neighborhood and offenders do not trust law enforcement and may question their involvement. It is essential that law enforcement engages the community through initiatives that focus on reducing crime, exchanging information, enhancing crime prevention methods, and addressing livability issues.

The Savannah Chatham (GA) Metropolitan Police Department (SCMPD) officers assigned to their reentry program use two strategies for informing and engaging the public in offender reentry activities. Officers coordinate with SCMPD's Crime Stoppers program to market any program absconders. Through Crime Stoppers, the program can reach the public through print, TV, the Internet, and via a police-monitored tip line. Moreover, every officer is assigned to a community group. They request to be on the community agenda and make presentations to share information on their reentry and other police activities. Here are some other ways to involve the community:

- **Community Education**. Educate the community on program activities and how it will reduce their risk for victimization; participate in workshops that prepare the offender's family for his or her return; work with victims and their families; and identify and share with the community how their efforts and involvement can be beneficial if they assist the police department.
- **Community Policing**. Many programs bring law enforcement in as the enforcer but law enforcement can have far greater input. Police can be a resource, which helps improve public relations by letting offenders know that police are not the enemy, they are there to be supportive. In Racine (WI) community orienting policing (COP) house officers advise that once an officer is assigned to a COP house or a particular neighborhood, that officer is required to go out and make contacts in the community. Officers go door-to-door to introduce themselves to local businesses to make them aware of police presence. Likewise, officers introduce themselves to citizens. Similarly, the High

Point (NC) Police Department wants the community to think of the police as a safe haven to go to; an identified face to approach and talk to; and a resource for referrals. A positive face on the police is something offenders have not often experienced.

- **Community Outreach**. Work with the community to target chronic offenders and give crime victims a voice by ensuring they are notified of the criminal's arrest and sentencing so that the victim can present an impact statement. Additionally, develop relationships with minority communities to provide specialized services.
- **Community Support**. They can serve as role models and help educate other offenders and the community on the benefits of the reentry initiative.

IMPLEMENT STRATEGIC MARKETING APPROACHES

It is important to show how valuable the initiative is to enhance public safety and reduce crime and recidivism.

campaign that included television, billboards, truck panels, and IndyGo bus advertisements. The ad campaign slogans were “You Can’t Take Back the Violent Act” and “Unlucky Seven/Gun and Crime = Seven Years Hard Time.”

“Unlucky Seven” refers to the average number of years that an offender received pursuant to a 1999 statute that prohibits a person convicted of one of 26 enumerated violent or drug-related crimes from possessing a firearm.

CONSIDER TRAINING NEEDS

Law enforcement program leaders found that in addition to gaining buy-in, support, and participation, training was necessary for officers and partner agencies. These cross-training activities enhance communication and understanding of agency rights and limitations. For example:

- In Minneapolis (MN), probation officers are not armed, but receive annual defensive tactics training and education from the Minneapolis Police Department.

- Arrests vs. convictions.
- Movement/change in supervision status (e.g., movement from intense to regular supervision or removal from supervision).
- Resource delivery, receipt, and impact (i.e.

KEY RECOMMENDATIONS AND ADVICE

Law enforcement officials involved in strategic roles in offender reentry initiatives shared a variety of recommendations and advice based on their experiences, lessons learned, and success stories for other law enforcement agencies interested in implementing reentry programs or expanding existing programs. Recommendations are categorized by general advice, partnership, potential program impact, outreach, and community engagement.

GENERAL PROGRAM ADVICE

- **Be realistic.** Realize that a program like this entails a major commitment on the part of leadership to pursue new directions and take risks regarding the allocation of resources.
 - **Start small.** Be willing to start small in terms of partners, activities, and the population to be served. Use a graduated step approach that allows you to add on program components one step at a time before measuring overall success.
 - **Understand the community.** Understand that there are offenders reentering the community who do not want to change. One offender-turned-program-supporter remarked, “What made me realize that I had a choice was that I tried it the other way, so I said, let me give this way a try because I could always go back to being a street thug.”
 - **Recognize that one size does not fit all.** There is no one program that works for every offender.
 - **Address barriers to successful reintegration.** Reentry programs must address the issues that create barriers to successful reintegration: lack of housing, education, employment, substance treatment, and family support. The Savannah Impact Program (SIP) makes a point to involve families in the offender’s progress; they are invited to graduations; and are seen as a support system during aftercare. The family’s involvement and support also validates the offender’s choice to participate in SIP.
- **Identify the problem.** Law enforcement in Park City (UT) focused on alcohol and substance abuse because they have a high number of bars and encounter high levels of driving under the influence (DUI) crimes. Other jurisdictions need to identify the problem that is most important for them to focus on before moving forward with a reentry effort.
 - **Gather information.** Gather information on what crimes are occurring and get feedback from the community on what their concerns are.
 - **Designate a contact.** This person will be the contact for the program, liaison with partner agencies, and be dedicated to nurturing the initiative, monitoring offenders, information sharing, and follow-up.

PARTNERSHIP

- **Choose partners wisely.** Program leaders consulted for this guide advise that law enforcement agencies choose partner agencies based on their strengths, social capital, and the services they can deliver. For example, police officers are not job counselors or ministers, so it is important to find partners who can provide the services most needed by returning offenders.
- **Build relationships incrementally.** The Savannah (GA) Impact Program executive director advised providing information or requesting cooperation and/or assistance incrementally. He remarked, “I came with a pistol and not a shotgun” approach to engaging partner agencies.
- **Develop a list of prospective departments.** Reentry program leaders suggest that prospective departments develop a list and evaluate agencies based on the following criteria:
 - Is/would this agency/individual be a good, credible stakeholder?
 - Can they provide services or resources we cannot provide?

- Can they provide services in support of an offender's successful reintegration?
- Does it make "sense" to involve this agency in the effort?

- **Coordinate services among program partners.** It is important to coordinate services among program partners to ensure that there is no duplication or overlap. While each agency brings a particular type of expertise, communicating about the services to be delivered by each partner agency is extremely important.

- **Encourage partners to remain a part of the effort.** Program leaders admit that almost half of their time and effort is spent encouraging partners to remain a part of the effort. Establish subcommittees to carry out specific tasks to maintain interest and spread the responsibilities around.

- **Keep activities going, but the size of the group must be manageable.** Program leaders advise that having a strong core committee helps keep activities going, but the size of the group must be manageable.

POTENTIAL PROGRAM IMPACT

- **Technical violations will rise when there is increased contact/enhanced surveillance.** Program leaders learned that technical violations will rise when there is increased contact/enhanced surveillance. One of the reasons for this increase is there are more frequent opportunities for community corrections officials to interact and observe offenders.

- **Offenders may move to other jurisdictions if the surveillance or conditions are too intense.** Another impact of enhanced supervision is that offenders may move to other jurisdictions if the surveillance or conditions are too intense. Program leaders suggest that police and sheriff's departments communicate with/notify their counterparts in neighboring jurisdictions to head off potential problems.

- **Look to other successful programs for strategies.** Implement program activities, evaluate them, tweak them, and remove what does not work. Critique program effectiveness after each meeting. Constantly evaluate what you do and bring partners back to the table.

COMMUNITY ENGAGEMENT AND OUTREACH

- **Produce a brochure right away so that program leaders will have something to hand others that explains the program concept, helps to obtain program support, and makes a lasting impression.**

- **Communicate about your program statewide with law enforcement through state associations.**

- **Use other partner agencies—not law enforcement executives—to talk about program successes.** The best way to counter naysayers is to use other partner agencies—not law enforcement executives—to talk about program successes.

- **Recognize that while the community may see offenders as interlopers returning to "their" community, offenders believe they are coming home to their own communities as well.**

- **The motto law enforcement officials who contributed to this guide suggested is, "Structure + Support = Success."**

Key Advice

- **Coordinate services among program partners to ensure that there is no duplication or overlap.**
- **Encourage partners to remain a part of the effort.** Establish subcommittees to carry out specific tasks to maintain interest and spread the responsibilities around.
- **Keep activities going, but the size of the group must be manageable.** Program leaders advise that having a strong core committee helps keep activities going, but the size of the group must be manageable.



SECTION III:
CURRENT STATE OF PRACTICE
E

AGENCY PROFILE

- Population Served: Approx. 88,600
- Sworn Employees: 33
- Onset of Reentry Participation: 2000

PROGRAM SUMMARY

The Juvenile Intensive Service Team (JIST) endeavors to assist juveniles in transitioning from state commitment back to their homes and the community. The impetus for the program was an increase in juvenile crimes accompanied by the relocation of a local high school from the City of Alexandria (KY) into the unincorporated area of Campbell County. The community reported an increase in car vandalisms, petty thefts, and burglaries whose primary perpetrators were juveniles. JIST, a partnership between the Campbell County Police Department (CCPD) and Department of Juvenile Justice, was formed in response to this increase in crime. The program goals are to address juvenile crime, serve youth returning from placement in state-operated facilities, and prevent subsequent out-of-home placement. Juveniles are deemed "high risk" by their age at first court appearance, prior criminal behavior, prior out-of-home placements, identified school problems, substance abuse, and peer relationships. The program has been successful in obtaining high compliance rates among program participants. Success is measured in terms of probation supervision compliance, lack of recidivism, and reduction in juvenile offenses. Monthly statistics are collected and maintained. Based on these criteria, 71 percent of the juveniles in the program have not re-offended.

COMPONENTS AND ACTIVITIES

- Intensive supervision, monitoring, and enforcement
- Interactive juvenile service worker and police teams
- Interagency communication, information sharing, and intelligence exchange
- Coordinated partnerships to provide transitional services

PROGRAM PARTNERS

- Kentucky Department of Juvenile Justice
- Community service agencies: Transitions Substance Abuse Counseling

LAW ENFORCEMENT PARTICIPATION

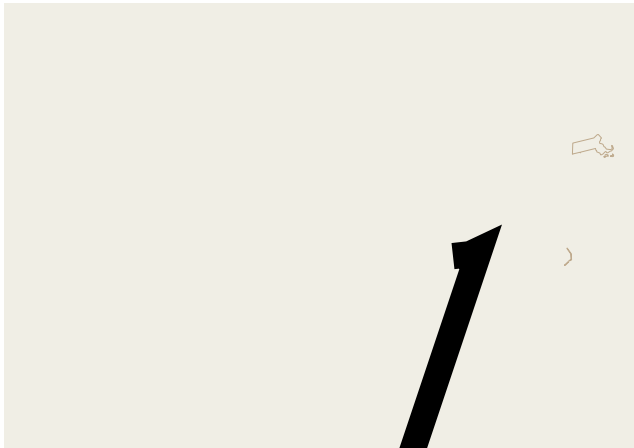
The CCPD Chief has dedicated command staff to oversee program participation; assigned officers for joint home visits and patrols with probation officials; shared information with program partners; extended or alternated shift schedules to meet program and officer needs; and rotated officers to prevent burnout and give interested officers an opportunity to serve in the program. School Resource Officers (SROs) provide on-site monitoring and intelligence regarding program participants.

PROGRAM STRATEGIES FOR SUCCESSFUL REINTEGRATION

The JIST approach is a unique partnership between law enforcement and juvenile social services. The program features activities found in other such programs, but the focus is on juvenile offenders. The program emphasizes public safety, reduction in crime and recidivism, and provides support services to help juvenile offenders reintegrate back into the community.

CONTACT INFORMATION

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<http://djj.ky.gov/programs/aftercare.htm>



AGENCY PROFILE

- Population Served: Approx. 781,800
- Sworn Employees: 1,600 (combined)
- Onset of Reentry Participation: 1997

PROGRAM SUMMARY

The Indianapolis Violence Reduction Partnership (IVRP) is a collaborative effort involving all of the criminal justice agencies serving Marion County (IN). The IVRP working group includes members of law enforcement, corrections and probation, prosecutors and court officials, social service providers, university researchers, and faith-based organizations. IVRP has developed a problem-solving methodology wherein violent incidents are analyzed, strategies are implemented, and the efforts assessed and reprogrammed to impact crime. Program goals and objectives include increased arrests and prosecution of the most serious and chronic violent offenders and disruption of illegal firearms markets. IVRP uses a multi-level and multi-agency response that includes Lever-pulling meetings to communicate anti-violence messages to potential offenders and the community, development of community-based prevention components, and offender accountability. Officials within the Indianapolis Police Department (IPD) researched the commonality of violence within each incident of homicide to create a plan to attack those traits that seem indigenous to violent events. Using this information, IPD implemented the Violence Impact Program Enhanced Response (VIPER) program. VIPER is used to identify, flag, and monitor the most violent adult and juvenile offenders. Federal and local prosecutors review and jointly decide how to prosecute VIPER cases. IVRP uses reduction in homicide and violent crime rates, reduction in parole and probation violations, and program effectiveness as measures of success. Researchers from the Hudson Institute and Indiana University have partnered with IVRP to study the effectiveness of the program. Results show a reduction in homicide rates during program operation. Prior to VIPER only 28 percent of those identified were charged. After implementing VIPER, the conviction rates for homicides increased.

COMPONENTS AND ACTIVITIES

- Lever-pulling meetings
- Targeted law enforcement
- Enhanced supervision and prosecution
- Community collaboration
- Coordinated partnerships to provide transitional services
- Ongoing program assessment and evaluation

PROGRAM PARTNERS

- Marion County Justice Agency, Indiana State Police
- Indianapolis Mayor's Office and Courts
- U.S. Attorney's Office, State Attorney's Office
- Indiana Department of Correction, Marion County Probation

AGENCY PROFILE

- County Population Served: Approx. 575,973
- Sworn Employees: 2,251
- Onset of Reentry Participation: 2002

PROGRAM SUMMARY

The Nevada Department of Corrections (NDOC) has partnered with law enforcement and community and social service agencies to provide serious and violent offenders with pre-release and transitional services. GHP was created using support from the U.S. Department of Justice's Serious and Violent Offender Reentry Initiative (SVORI) to implement a coordinated offender reentry system. The goals of the Going Home Prepared (GHP) program are to enhance public safety and reduce recidivism.

PROGRAM PARTNERS

- Nevada Department of Corrections
- Eighth Judicial District Court (reentry court)
- Government and community social services: Southern Nevada

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COMPONENTS AND ACTIVITIES

- Intensive supervision and monitoring
- Interagency communication, information sharing, and intelligence exchange
- Coordinated partnerships to provide transitional services
- Offender tracking through METSYS

PROGRAM PARTNERS

- Kentucky Department of Corrections; Probation and Parole Department
- U.S. Attorney's Office, Commonwealth's Attorney's Office; County Attorney's Office
- Community service agencies: Kentuckiana Works, Louisville Urban League/Workforce Development, Metro Health Department; faith community

LAW ENFORCEMENT PARTICIPATION

The police chief has dedicated staff to managing program activities, coordinating Call-in meetings, tracking offender status,

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PROGRAM PARTNERS

- Hennepin County Sheriff's Office
- Minnesota Department of Corrections, Department of Community Corrections
- Minnesota Department of Public Safety, Metro Gang Strike Force, Minneapolis Park Police
- U.S. Attorney's Office, Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), U.S. Marshals Service; Drug Enforcement Administration (DEA), Federal Bureau of Investigation (FBI), Immigration and Customs Enforcement (ICE)
- Community service agencies: Citizens and Law Enforcement Action Network (CLEAN), CourtWatch, Greater Minneapolis Council of Churches

LAW ENFORCEMENT PARTICIPATION

The Minneapolis Police Department (MPD) has developed open lines of communication and built partnerships with the Hennepin County Sheriff's Office (HCSO) and other federal and state law enforcement agencies. Law enforcement officers participate in expanded and intensive home visits, warrant sweeps, focused patrols, and community outreach called "walk and talks." Crime prevention specialists are assigned to conduct enhanced supervision and patrols in high-risk communities as part of the Crime Prevention/Safety for Everyone (CCP/SAFE) program. MAVI Team members participate in cross-training opportunities to include annual defensive tactics training (use of pepper spray and handcuffing), radio procedures, and overview of search, seizure, and related Fourth Amendment issues. The MAVI intelligence team meetings are an excellent opportunity for local, state, and federal law enforcement agencies to discuss and share information about high-risk offenders. Information is compiled using offense reports, and cross-referenced with probation supervision lists and conditions to develop a profile of offenders who may have violated their conditions. Discussions regarding gang affiliations or other associations take place.

PROGRAM STRATEGIES FOR SUCCESSFUL REINTEGRATION

Law enforcement participates in transitional planning, information sharing, and intelligence gathering and exchange. Another reentry-focused effort in which MPD is involved is the Citizens and Law Enforcement Action Network (CLEAN) and Court Watch. CLEAN:

- Compiles a list of people who chronically violate the law
- When one of these individuals is arrested, MPD contacts the Community Safety Center (CSC)
- The CSC staff contacts all victims or residents affected by the crime
- Those victims write a community impact statement with the assistance of CSC staff
- The impact statement is presented to the court for consideration before sentencing of individuals on the CLEAN roster.

This, and many other strategies, has contributed to lowering the crime rate in Minneapolis.

CONTACT INFORMATION

For MAVI: David Hile, Hennepin County
Department of Community Corrections:
612-348-9215 or david.hile@co.hennepin.mn.us

For Community Justice Program: Hillary Freeman,
Crime Prevention Specialist:
612-673-2892 or hillary.freeman@ci.minneapolis.mn.us
<http://www.ci.minneapolis.mn.us/police/outreach>

AGENCY PROFILE

- Population Served: Approx. 123,600
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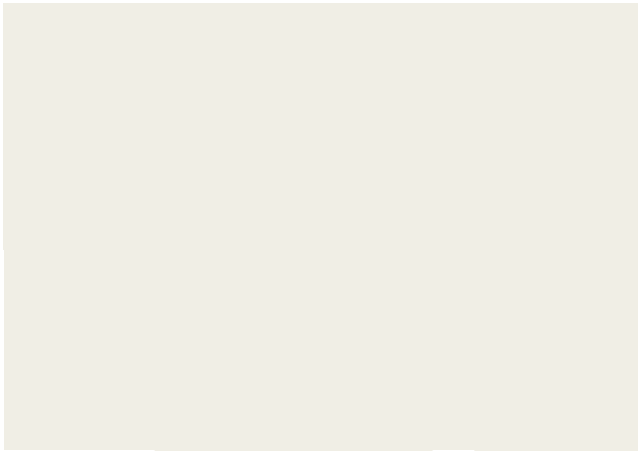
PROGRAM PARTNERS

- U.S. Attorney's Office, State Attorney's Office
- U.S.



AGENCY PROFILE

- Population Served: Approx. 7,371
- Sworn Employees: 31
- Onset of Reentry Participation: 2005



PROGRAM SUMMARY

The Summit County Offender Review Board (SCORB) is a partnership designed to reduce crime, recidivism, and technical violations among individuals under probation and parole supervision. It serves to increase awareness among the community that offenders reside in the community; achieves a high level of cooperation among local, state, and federal agencies for supervising, monitoring, and successfully reintegrating returning offenders; increases both the quality and quantity of supervision contacts; and assists offenders in accessing available treatment, programming, and community resources. Unlike most municipalities with offender reentry programs, Park City primarily experiences traffic- and substance-related crimes rather than violent crimes. Due to the large number of bars in the area, most offenders are arrested on alcohol-related crimes such as driving under the influence (DUI) or substance abuse. Reduced recidivism rates and gun rates are measures of success. Recidivism rates are lower than those of comparable jurisdictions based on anecdotal evidence. Offense data reveals a decrease in gun crimes.

COMPONENTS AND ACTIVITIES

- Partnership and collaboration
- Information sharing
- Enhanced supervision, joint home visits, bar checks
- Offender case management
- Offender Review Board meetings
- Community engagement
- Partner cross-training

PROGRAM PARTNERS

- Summit County Sheriff's Office
- Utah Department of Corrections, Office of Probation

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PROGRAM PARTNERS

- Wisconsin Department of Corrections, Division of Corrections, Racine Correctional and Youthful Offender Correctional Facilities
- U.S. Attorney's Office
- Racine Vocational Ministries
- Gateway Technical College
- Government and community social services: Racine County Workforce Development, Racine Safe Neighborhood Alliance, Neighborhood Watch; City Council

LAW ENFORCEMENT PARTICIPATION

CRP was created, implemented, and is jointly managed by a sergeant in the Racine Police Department (RPD) along with community corrections and community service agencies. This individual and other patrol officers are dedicated to program activities to include sharing satellite COP houses with probation and parole agents. RPD also uses community-based activities to facilitate community relations. They developed a Children's Garden outside of one of the COP houses for the neighborhood children to maintain along with designated COP officers. Another COP house hosts a gang diversion program that targets juveniles. Yet another police-sponsored program is the Cops n' Kids Reading Center through which books are collected and distributed from a COP house. Because this project requires children to interact with police in order to obtain reading materials, it has the joint benefits of forging relationships with the community and enhancing literacy skills of neighborhood children.

PROGRAM STRATEGIES FOR SUCCESSFUL REINTEGRATION

Program leaders developed a program that involves the community, addresses a known problem, and includes relevant partners. CRP includes a combination of wraparound support services, enhanced surveillance, and strict enforcement of rules to achieve program goals. Constant communication among partner agencies ensures that participants are unable to manipulate "the system," and partnering with the U.S. Attorney's Office ensures the stricter penalties that the federal system can apply.

CONTACT INFORMATION

Dwayne Windham, Community Re-Entry Coordinator:
262-633-9591 or crpdwayne@sbcglobal.net

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PROGRAM PARTNERS

- Washington Department of Corrections

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AGENCY PROFILE

- Population Served: Approx. 131,510
- Sworn Employees: 575
- Onset of Reentry Participation: 2001

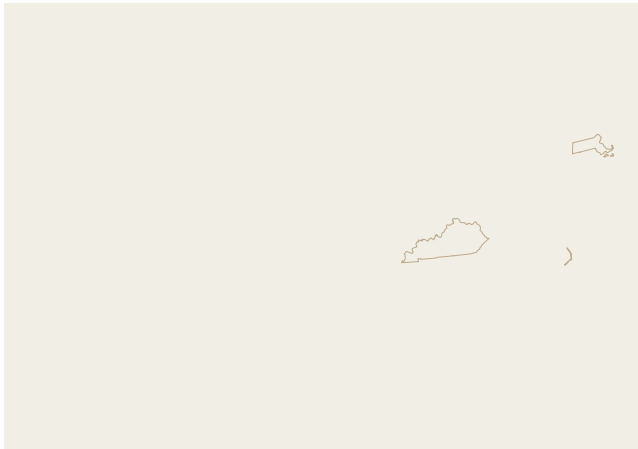
PROGRAM SUMMARY

The Savannah Impact Program (SIP) is an intensive probation/parole supervision, juvenile outreach and offender employment program. The mission of the program is to protect the public from high-risk offenders who are on parole or probation. The program uses a collaborative



AGENCY PROFILE

- Population Served: Approx. 122,377
- Sworn Employees: 296
- Onset of Reentry Participation: 2002



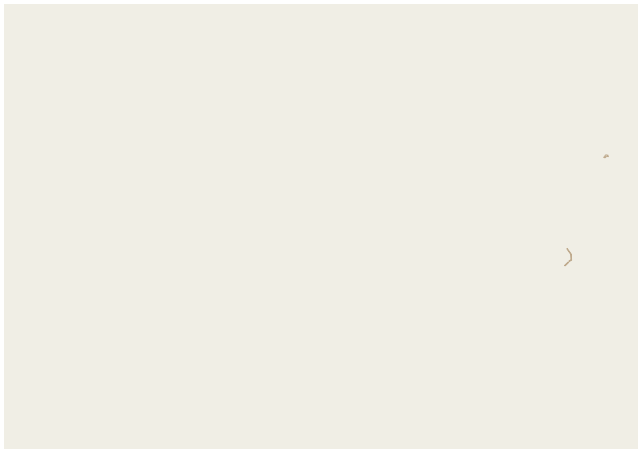
PROGRAM SUMMARY

The Shawnee County Reentry Program (SCRP) is a comprehensive program that prepares and assists offenders with their transition back into the community. Program strategies emphasize preventing failure as a proactive means to ensuring community safety. Participants receive tools to reduce risk and foster success. The pre- and post-release program components include a continuity of care that starts with assessment and continues with the delivery of education and training, housing, financial planning, job preparedness, and substance abuse and mental health service delivery. Recent reports from the Kansas Department of Corrections reveal that the recidivism rate among program participants was 13.7 percent. This is based on the data collected while tracking high-risk program participants in 2003.



AGENCY PROFILE (HIGH POINT)

- Population Served: Approx. 85,839
- Sworn Employees: 224
- Onset of Reentry Participation: 1998



AGENCY PROFILE (WINSTON-SALEM)

- Population Served: Approx. 187,776
- Sworn Employees: 465
- Onset of Reentry Participation: 1998

PROGRAM SUMMARY

Both the High Point Police Department (HPPD) and the Winston-Salem Police Department (WSPD) have implemented comprehensive offender reentry efforts in their jurisdictions. The Violent Crimes Task Force (VCTF) is a comprehensive, collaborative, data-driven strategic approach created to improve the quality of life for residents and reduce violent crime in High Point and Winston-Salem. Both departments work with other agencies to identify violent repeat and/or group offenders and employ techniques to stop the violence. This innovative approach has received national recognition and serves as a model for other cities across the nation. HPPD officials report that there has been a 20 percent reduction in crime citywide and a 40 percent reduction in crime in “hot spot” neighborhoods. Furthermore, the recidivism rate in High Point is half the state average.

COMPONENTS AND ACTIVITIES

- Partnership and collaboration
- Formal information sharing
- Enhanced supervision
- Call-in/Notification sessions
- VCTF web-based intelligence sharing
- Electronic and other technological offender tracking and officer notification techniques

PROGRAM PARTNERS

- North Carolina Department of Corrections, local community corrections agencies
- U.S. Attorney's Office for the Middle District of North Carolina, local District Attorney's Office
- Project Safe Neighborhoods coordinator with the Durham (NC) Police Department
- Government, community, faith, and social service organizations

LAW ENFORCEMENT PARTICIPATION

While the WSPD commissioned the creation of and manages the VCTF web database, High Point contributes to the database. Likewise, both agencies attend local call-in meetings and notification sessions.

PROGRAM STRATEGIES FOR SUCCESSFUL REINTEGRATION

Overall program components integrate enhanced community corrections supervision, partnership building and maintenance, information sharing, intelligence exchange, call-in meetings and notification session participation, law enforcement training, and community outreach.

CONTACT INFORMATION

Detective Kyle Pratt, High Point Police Department:
336-887-7855 or kyle.pratt@highpointnc.gov
<http://www.high-point.net/police/index.cfm>

Detective John Leone, Winston-Salem Police Department:
336-773-7700 or jleone@wspd.org
<http://www.cityofws.org/Home/Departments/Police>

GLOSSARY

Actuarial factors —Relates to the causes, characteristics, or factors identified by research as predictors of crime and/or related to recidivism.

Conditional release —Is awarded by a Board of Parole or Pardons that has authority to conditionally release prisoners based on a statutory or administrative determination of eligibility.

Indeterminate sentencing —Is generally given in jurisdictions using determinate sentencing statutes. Offenders are conditionally released from incarceration after serving a specified portion of their original sentence minus any good time earned.

Parolees —Refers to individuals who have received and served a sentence in a correctional institution.

Reentry —Involves a period of conditional supervised release following incarceration in a correctional institution. Offenders “may be released either by a parole board decision or by mandatory conditional release. If the conditions of supervision are

violated, the parolee can be returned to prison to serve any of the remaining portion of the sentence.”⁵

Revoked parole —Refers to offenders returned to prison for violating the conditions of their release or for a new offense committed while under parole supervision.

State facility —Includes offenders who have been sentenced to a period of correctional supervision in the community in lieu of incarceration or following a period of incarceration in a local or state facility.

Three-year period —Occurs when a previously convicted offender is re-arrested, re-convicted, or returned to incarceration with or without a new sentence during a three-year period following his or her release.

Reentry issues —Is a broad term used to refer to issues related to the transition of offenders from prison to community supervision. In this guide, reentry refers to persons released from state or federal prisons or discharged from state parole, federal parole, or who are under federal or state probation.

RESOURCES AND MATERIALS

International Association of Chiefs of Police (IACP)
www.theiacp.org

U.S. DEPARTMENT OF JUSTICE:

- Bureau of Justice Assistance (BJA)
<http://www.ojp.usdoj.gov/bja>
- Bureau of Justice Statistics (BJS)
<http://www.ojp.usdoj.gov/bjs/>
- Community Capacity Development Office
<http://www.ojp.usdoj.gov/ccdo/>
- National Institute of Justice (NIJ)
<http://www.ojp.usdoj.gov/nij/>
- Office of Community Oriented Policing Services (COPS)
<http://www.cops.usdoj.gov>

- Office of Justice Programs (OJP)
<http://www.ojp.usdoj.gov>
- Project Safe Neighborhoods (PSN)
<http://www.psn.gov>

OTHER ORGANIZATIONS:

- Council of State Governments, Re-Entry Policy Council
<http://www.reentrypolicy.org/reentry/default.aspx>
- National Governors Association (NGA), NGA Center for Best Practices
<http://www.nga.org/portal/site/nga/>
- Urban Institute
<http://www.urban.org>

END NOTES

¹ U.S. Department of Justice, Office of Justice Programs, *Learn About Reentry*, (Washington, DC), <http://www.ojp.usdoj.gov/reentry/learn.html>, August 22, 2005.

² University of Cincinnati. Dr. Latessa has published over 75 works in the area of criminal justice, corrections, and juvenile justice. He has directed over 60 funded research projects, including studies of day reporting centers, juvenile justice programs, drug courts, intensive supervision programs, halfway houses, and drug programs. He and his staff at the University of Cincinnati have also assessed over 350 correctional programs throughout the United States, (Cincinnati, OH), <http://www.uc.edu/criminaljustice/faculty.html>, November 30, 2005.

³ U.S. Department of Justice, National Institute of Justice, "Mapping Crime: Understanding Hot Spots," ..



