

INDIANAPOLIS-MARION COUNTY CITY-COUNTY COUNCIL RE-ENTRY POLICY STUDY COMMISSION REPORT



JULY 2013

About the Commission

The Re-entry Policy Study Commission was established by City-County Council Resolution 80, 2012 and later amended by Council Resolution 90, which expanded the membership of the Commission. The Commission was directed to:

- Examine and investigate the current policies and procedures relating to the re-entry of ex-offenders and the economic and community impact of reducing recidivism in Marion County,
- Hold public hearings and take public input, and
- Report to the Council findings and recommendations for improvement.

The mission of the Re-entry Policy Study Commission is to increase public safety in Marion County by breaking the cycle of criminal activity by ex-offenders who are re-entering the community. This will be accomplished by examining, investigating and facilitating the implementation of policy and procedures related to the re-entry of ex-offenders with a focus on the economic and community impact of those measures.

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Partners

The Commission has identified the following organizations as partners in the work to meet its mission.

- American Institute of Research
- Bethlehem House
- City of Indianapolis Office of Audit and Performance
- Community Solutions Inc.
- Craine House
- Drug Free Marion County
- Fathers and Families
- Goodwill
- Homeless and Re-entry Helpers
- HOPE (Helping Others Prosper Economically) Team
- Indiana Department of Correction
- Indiana Department of Correction – Parole
- Indiana Department of Workforce Development
- Indianapolis-Marion County Council
- Indy Chamber
- Indy Reads
- Indiana University School of Public and Environmental Affairs
- Marion County Community Corrections
- Marion County Jail
- Marion County Prosecutor’s Office
- Marion County Public Defender Agency
- Marion County Re-entry and Drug Court
- Marion County Re-entry Coalition
- Marion County Sheriff’s Department
- Mayor’s Office of Re-entry
- Marion Superior Court Probation Department
- Neighborhood Christian Legal Clinic
- PACE
- Recycle Force
- State of Indiana – Access to Recovery
- Step Up, Inc.
- Trusted Mentors
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- Use What You’ve Got Prison Ministries
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Introduction & Purpose

From Mary Moriarty Adams, Commission Chair, and Vop Osili, City-County Councillor

The statistics spoke loudly: data from the Indiana Department of Correction and the Marion County Jail indicate that approximately 5,000 men and women are released into Marion County from prisons and jails each year. During the last few years, approximately 51% of those released into Marion County have returned to incarceration within three years of their release date. The average annual cost for an incarcerated offender is more than \$25,000. Reducing the rate of recidivism would have significant economic and public safety benefits in addition to increasing the number of productive members of our community. In response, the City-County Council decided to take action to address issues that we found. In partnership with our public safety partners, members of the Marion County Re-entry Coalition, the Greater Indianapolis Chamber of Commerce and other community organizations, the Council's Re-Entry Policy Study Commission began its work to examine, on a local level, the number of men and women incarcerated, the number released and the number who recidivate, costs associated with offenders as they move through the prison system and to develop policies to address concerns about our county's high recidivism rate as identified by local business, policy groups, community organizations and social service agencies. These numbers, coupled with the costs to local government, challenge the Council's ability to adequately fund and address concerns raised by our public safety partners, county residents, and to realize the successful outcomes of those re-entering our community from incarceration.

The Re-entry Policy Study Commission was created and amended by Council Resolutions 80, 2012 and 90, 2012, respectively. Under the authority of the Council, its purpose is to examine and investigate current policies and procedures relating to the re-entry of ex-offenders and the economic and community impact of reducing recidivism in Marion County. From November, 2012 through April of 2013, the Commission held 10 public hearings, received presentations from subject matter experts and testimony from members of the public. The information provided was both informative and enlightening to members and the public, and central to the content of this Commission Report, which includes findings and recommendations for policy improvements regarding re-entry.

The powers and duties as prescribed by the enacting Council resolutions required the Commission to:

1. Review current practices surrounding offender sentencing, incarceration, release and re-integration into the county,
2. Review sentencing practices/guidelines and their role in supporting or crippling successful re-integration,

3. Review costs associated with the processing, prosecution, incarceration, release, probation, and community supervision of the offender, and determine how the funds are utilized and their efficiency and effectiveness as measured by the successful re-integration of the re-entrant population,
4. Review sources of payment of these costs and how they are utilized,
5. Create community goals/targets for successful re-integration of re-entrants into the community and study the potential impact on the city's economic development,
6. Review national best practices for successful re-integration, including use of public funds utilized in the process of prosecution, sentencing, incarceration, and release of offenders,
7. Review the service provider entities which have been most successful in lowering recidivism rates and recommending means of streamlining and possibly eliminating those which have not,
8. Analyze economic cost/benefit to the city and county of incorporating any new policies,
9. Review current barriers to re-entrant employment, housing, and other necessities,
10. Review best practices to encourage more private sector employers to review their hiring and screening policies and provide more non-discriminatory hiring opportunities,
11. Review and analyze our current supportive services (housing, workforce development, etc.) and ways to improve their role in successful re-integration; and
12. Establish a periodic review of the county's recidivism rate and create a method of measuring and tracking successful performance and re-integration of the re-entrants.

From a Council perspective, the work of the Re-entry Policy Study Commission was to examine current practices and create policies that, if implemented, will successfully transition offenders from incarceration to re-entry to the community. To successfully transition offenders will require that new laws be created and some existing laws be changed, funding be provided and program implementation be monitored. Additionally, some changes can be realized through new or revised administrative policies of state and/or local agencies. Successful re-entry should demonstrate clear outcomes for ex-offenders, such as a decline in recidivism, increased employment rates and wages, increased educational attainment and increased access to evidence based support services that assist offenders in obtaining housing, mental health services, transportation, educational opportunities and employment. For the foreseeable future, city-county budget deficits will continue. As a result of those deficits, city-county agencies will continue to be asked to curtail their spending and reduce or maintain the current level of their overall budgets. For our Public Safety agencies, further budget reductions will continue to impact successful re-entry. We have seen, for example, how during difficult financial times, state funds for higher education of prisoners were reduced. Locally, additional restrictions of funding could affect re-entry initiatives and services such as work release programs, health, mental health and addiction services; workforce development, probation services, the Department of Public Safety's Re-entry Initiative and Public Defender services. It is vital that commission policy initiatives be put in place to reduce

recidivism among men and women in Marion County. These initiatives cover the spectrum of factors that exist in addressing the challenges of re-entry, from education and workforce development; access to housing, health care, mental health and addiction services; employment; economic impact; sentencing options and alternatives; and policy implementation. Some may question the usefulness of spending money to educate and provide services to the incarcerated. Statistics indicate otherwise. According to research conducted by Dr. John Nally and Dr. Susan Lockwood of the Indiana Department of Correction, employment of ex-offenders is the #1 predictor of recidivism. Unemployed offenders are more than two times likely to recidivate than those who have a job. Predictor #2 of recidivism is educational attainment: incarcerated men and women who attained a post-secondary degree were 50% less likely to recidivate than their counterparts. Those released from incarceration without skills or education cannot find jobs because they are less employable. Inability to find and maintain work means they have no way to pay child support, obtain housing, pay court and other fees, and acquire health, mental health, and addiction services. They do not have a means for supporting their families and, when they are on the unemployment roster, do not pay taxes. Without some means for meeting these challenges, they either end up going back to jail or committing crime.

We would like to express appreciation to the members of the Commission for their thoughtful and diligent work over the past several months. We also are indebted to the members of the public and public safety and criminal justice community for their input to this process. We could not have completed this process without them. We are also appreciative of the Office of Audit and Performance, and its Director Manual Mendez for helping to synthesize and finalize the Commission's recommendations. It was an invaluable part of the process.

Finally, we want to remind all that this process does not end with the publication of this report. Commissioners, with the help of community partners, have identified 26 concrete policy improvement opportunities, which can be achieved over various timelines and with varying levels of complexity to assist us in meeting the mission of the Commission. We will look forward to the heavy lifting that lies ahead in putting these recommendations in place and hopefully to the recognition of reduced economic and social costs as a result of increased public safety and lower recidivism.

Definition of Recidivism

Recidivism, in the context of criminal behavior, commonly refers to the re-arrest, the re-conviction, or the re-incarceration of ex-offenders. It is often considered the critical outcome variable in determining if an ex-offender has been successful or has failed in his or her return to the community.

Assessing recidivism can present a very complex measurement problem depending on definitions used. For example recidivism, according to the federal Bureau of Justice Statistics “is measured by criminal acts that resulted in the re-arrest, reconviction, or return to prison with or without a new sentence during a three-year period following the prisoner’s release.” Some define recidivism as re-admission to prison, while others define it as conviction of a new crime, whether or not it involved return to incarceration; still others define recidivism as arrests for a new crime, or even a technical violation of release conditions, regardless of outcome.

In a practical sense, recidivism can be defined as an event whereby an ex-offender lapses into a previous pattern of anti-social behavior, especially a pattern of habitual criminal behavior which conflicts with the goals and objectives established by the system to assist him or her in becoming a law-abiding member of the community. To the degree that former offenders desist from criminal activity, victimization is reduced and public safety is increased.

In order to reduce recidivism, regardless of definition, it is essential that we promote opportunities that are research-based and proven to work to change behavior and reduce the likelihood of a participant’s return to criminal activity, whether or not it results in return to custody. These opportunities must be present within all areas of our community including, but not limited to, our criminal justice system, our treatment community, our business community, our faith based community and our educational community.

These opportunities must be in the form of creative and productive programs and activities. These include cognitive-behavioral programs that address anti-social and criminal thinking, behavior and motivation, addiction treatment, education, technical training, problem solving, social and life skills as well as mental health counseling. Interventions need to be based on individual risks and needs indicated through the use of valid assessment instruments.

Re-entrant Statistics & Demographics, including the Re-entrant Population

According to the Marion County Sheriff's Office, in 2012, 54,957 people were released from the Marion County Jail facilities. Of those, 75% were male and 25% female. Only 12% of those released had spent more than 30 days in jail. Forty one percent were released on their own recognizance; 19% were released on bond; 11% were released to community treatment or to the streets; 7.5% were released to the Indiana Department of Correction; and 7% were released because they had served their sentences. The remaining 15% were released to other states or counties, to federal jurisdictions, to juvenile detention, or to home detention.

Detailed data from the INFORMER database that Probation and Community Corrections utilizes indicates that, between 2010 and 2012, there were 65,087 Probation convictions in 12 categories. The majority of offenders were convicted of D Felony (42%) and Criminal Misdemeanor (33%) charges (*see discussion of Sentencing Options & Alternatives on page 44 for an explanation of sentencing and offense categories*).

The annual number of people on probation has declined slightly each year: there were 24,038 in 2010, 22,037 in 2011 and 19,012 in 2012. Nearly all conviction types experienced a decline that mirrored the overall number of convictions; however, that was not the case with B Felony, A Misdemeanor, Miscellaneous, and Murder convictions. The number of B Felony convictions peaked in 2011 with 1,570 (1,561 in 2010 and 1,290 in 2012). The number of Miscellaneous convictions was 896 in 2010 and then steadily increased during 2011 and 2012 to 1,031 and 1,046, respectively. The numbers of A Misdemeanor and Murder convictions are much lower; but still signal growth: there were two A Misdemeanor convictions in 2010 followed by six and five in 2011 and 2012; there were 45 murder convictions in 2010 followed by 51 in 2011 and 14 in 2012.

In terms of the perpetrators of these criminal acts, 15,148 (23%) are female; and 49,936 are male (77%). Interestingly, the proportion of male-to-female convictions remained steady at 77% and 23% in 2010 and 2011. There was a one-percentage point increase in the proportion of females in 2012. Overwhelmingly, these crimes are perpetrated by blacks and whites for both genders. Forty-one percent and 56% of female convictions were of black and white females, respectively. Likewise, 44% and 46% of male convictions were of black and white males, respectively. Nine percent of the total three-year male convictions were of Hispanic males. Nearly two thousand (1,873) or 3% of Probation convictions came from offenders outside of Marion County.

While the number of people in Community Corrections is lower, unlike Probation, it is growing. Between 2010 and 2011, there were a total of 23,225 convictions (6,047 in 2010; 7,189 in 2011

and 9,989 in 2012). Eighty-two percent of the Community Corrections convictions were of males during the three-year period (18% female); the percentage of female convictions grew by one percentage point each year from 2010 to 2012. Forty-three percent of the Community Corrections convictions are Felonies; 3% are Misdemeanors.

According to data on 2005 releases provided by the Indiana Department of Correction (IDOC), the ratio of African American offender to Caucasian offender in Marion County is almost 2:1 (63%:36%). The rate of recidivism is not significantly impacted by race (33.3% vs 30.1%). The majority of Marion County people who are incarcerated are between the ages of 25-39 (51%). Forty six percent of those released to Marion County had an education level less than high school at the time of their release from IDOC custody. Of those who fell into this category, only 12% had a literacy level at 6th grade or higher. — 88% of those with an education level below high school had a literacy level below a 6th grade level.

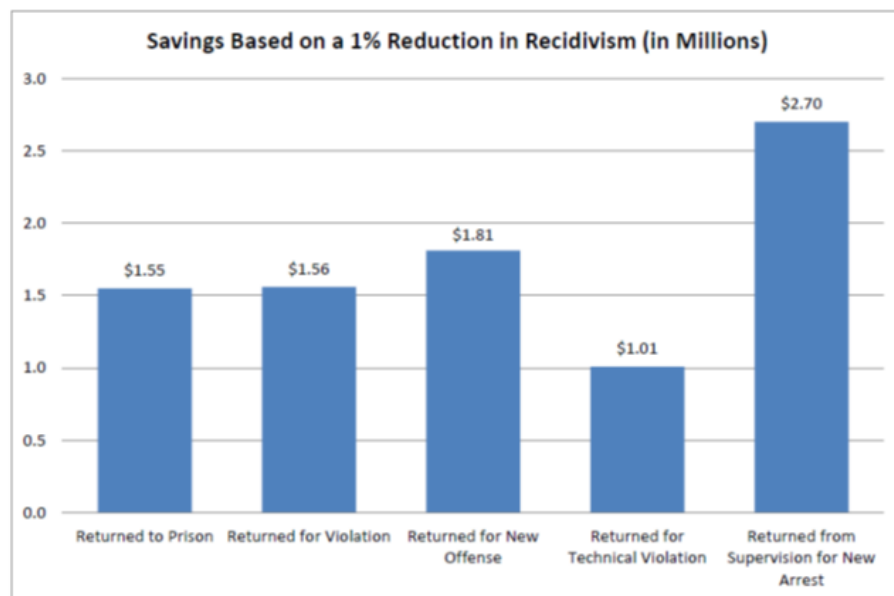
Of those released in 2005 and followed up with in 2008, 49% were not employed. Further analysis of the data showed that the recidivism rate among the unemployed offenders was 42.4%; recidivism among the employed offenders was 26.2%. Employment was the number one predictor of recidivism. Of those who were employed, 72% of them made less than \$10,000 in one year of employment. In 2007, the zip codes of 46218, 46201, 46222, and 46203 received 33.77% of all of the people who returned to Marion County.

Fiscal Impact

The cost of recidivism varies depending on the “type” of return. People return either because they committed a new offense or because they had a technical violation of the conditions for their release. A 2012 study by the *Center for Criminal Justice Research, Indiana University Public Policy Institute, Indiana University School of Public and Environmental Affairs*, analyzed the cost of these returns.

The chart below shows the savings based on returning in general and the savings based on the reason the person returned. Overall, the cost savings of a 1% reduction in the three year recidivism rate in Marion County is \$1.55 million dollars.

There were 4,776 offenders released from prison to Marion County in 2007. 2,463 (51.6%) had been returned to prison within 3 years of their release date. This analysis is based on reducing that recidivism rate by 1% (50.6%). For Marion County this is 46 people.



In 2012, IDOC had 4,233 new admissions of people who were previously incarcerated; 2,223 (52.5%) of these admissions were for a technical rule violation (TRV). Of that 2,223, 91% were only technical rule violations, the other 9% were a rule violation and another offense.

The Commission was charged with identifying the costs associated with processing, incarceration, release, probation and community supervision as well as the sources that provide for these costs. During the process of gathering the information, it was realized that more detailed analysis and considerations were needed than anticipated; therefore, given the complexity, the Commission has decided that this topic deserves further and more in-depth study and will assign it as one of the tasks to be performed in implementing the Commission’s policy recommendations.

Criminal Justice System

Upon entry into the criminal justice system, there are several paths that can be taken. The flow charts on the following page represent the various pathways.

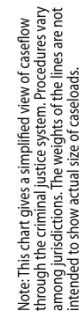
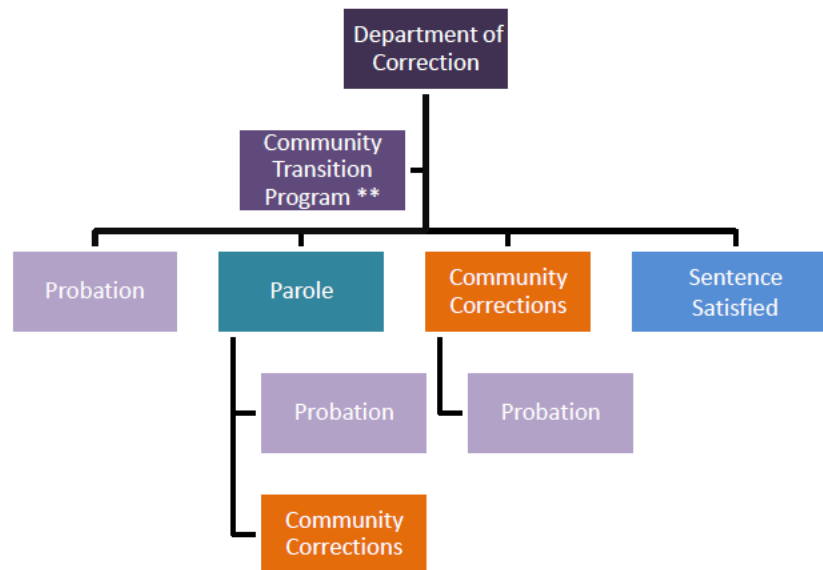
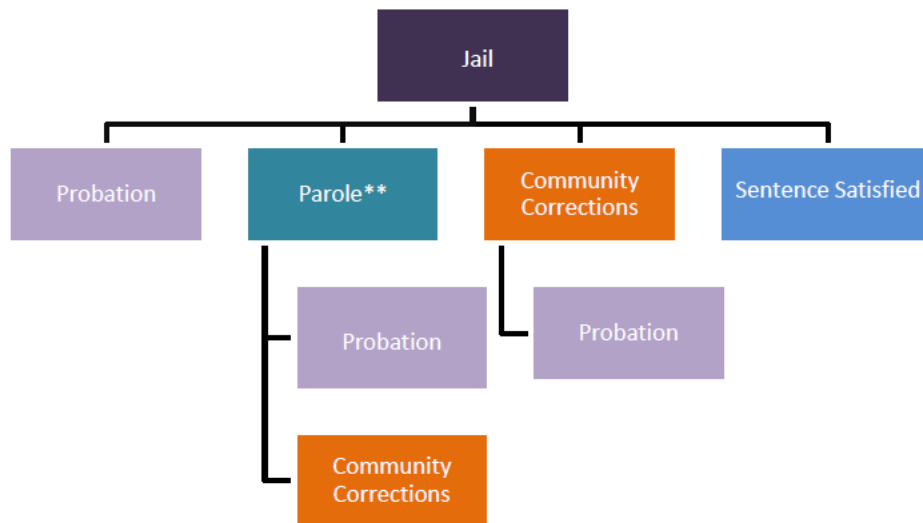


DIAGRAM OF OFFENDER PLACEMENT FOLLOWING SENTENCE TO DEPARTMENT OF CORRECTION



**Applies if offender meets criteria and is eligible for program per statute. The program term is served outside of a Department of Correction facility generally a community corrections program.

DIAGRAM OF OFFENDER PLACEMENT FOLLOWING SENTENCE TO LOCAL JAIL



**Applies if offender is serving DOC sentence at the local jail.

Prepared by C Kerl 121212

Policy Issues

The Re-entry Policy Study Commission conducted several sessions, each of which focused on a particular aspect that impacts the ability of the system to address the issues that influence successful re-entry. What follows is a summary of each of those sessions. The notes, presentations and other document from the sessions can be found in Appendix A.

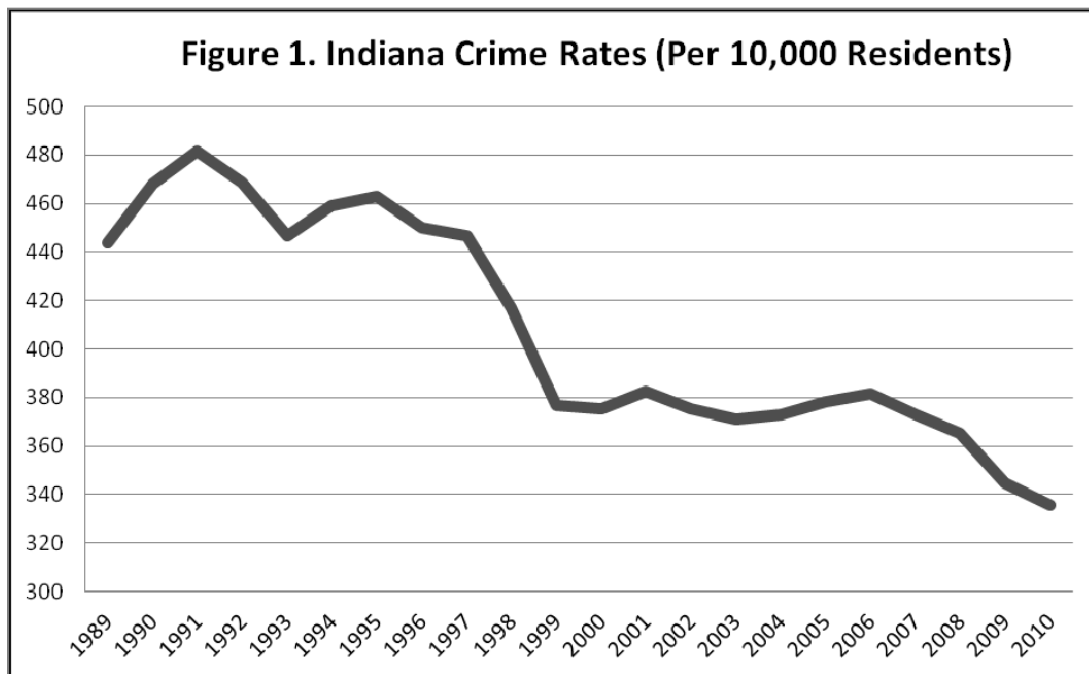
Economic Impact

Submitted by: G. Roger Jarjoura and Konrad A. Haight

Center for Criminal Justice Research, Indiana University Public Policy Institute/ Indiana University School of Public and Environmental Affairs

The size of the prison population in Indiana and the volume of people leaving prison and returning to Marion County (Indianapolis) is a public policy crisis. Consider the following:

- Over the past 20 years, the number of people in prison in this state has reached an all time high. In 1989, the prison population in Indiana had risen to a level higher than had been the case at any point in the state's history. On the final day of that year, there were 12,341 adults incarcerated in Indiana prisons. Ten years later (on the final day of the year in 1999), the population in Indiana prisons had risen to 19,309. Another ten years passed and by the end of 2009, the prison population had reached 28,389.
- Over the same 20-year period, the crime rates were following an entirely different pattern, as evidenced in Figure 1.



In fact, the crime rates for Indiana in 2010 were lower than they had been at any point since 1969. It should be noted that research has consistently shown that the reductions in crime rates over this period were not due to the increases in the rates of incarceration but to other factors such as proactive policing, employment opportunities, shifts in crime demographics, and utilization of social programs.

According to a report issued by the Justice Policy Institute in 2009, Indiana spent \$645 Million on correctional expenditures in 2007.¹ It is particularly noteworthy that only 17 states spent more on correctional costs that same year.

Scope of the Research Question

The purpose of the analysis reported here is to estimate the financial savings that would be realized with a one-percent decrease in the recidivism rate for Marion County. There are multiple dimensions to this particular research question. First, there must be a determination as to what is meant by the term “recidivism.” We begin with a cohort of offenders who have been released from prison and returned to communities within Marion County. Recidivism for this group may involve any new arrests committed after their release from prison. An important consideration is how to identify indicators of new criminal offenses. As we are relying on official measures of offending, we would either be interested in capturing new arrests or new convictions. An alternate approach would be to examine whether the offenders returned to prison within a specified period of time. A return to prison would either be the result of a conviction on a new offense or the result of violating the terms of their conditional release (i.e., the terms of their parole or probation). For the state of Indiana, the Indiana Department of Correction (IDOC) has a tradition of considering recidivism as any return to prison within three years of release from an IDOC facility.

Another dimension to the key research question for this project has to do with the matter of estimating the costs associated with recidivism. There are a variety of ways that the costs associated with crimes have been conceptualized. In addition to the ways that costs accrue due to the different aspects of criminal justice processing (costs associated with police actions, incarcerations in jail, court processing costs, community supervision costs related to probation and community corrections, and prison commitments), there is also research that has calculated social costs relating to the property loss and victim costs.² In a report from the Criminal Justice Commission for the State of Oregon, Michael Wilson provided taxpayer and victimization costs for a series of processing points in the criminal justice system, including arrest, conviction, probation, parole, and jail. Wilson notes that the taxpayer costs for each point in the criminal justice system are not easy to estimate. His estimates are presented for a limited number of offenses: homicide, rape, robbery, aggravated assault, and then the broad categories of property crimes, drug offenses, and other offenses.

¹ Justice Policy Institute (2009) “Pruning Prisons: How Cutting Corrections Can Save Money and Protect Public Safety.” Available online at http://www.justicepolicy.org/images/upload/09_05_REP_PruningPrisons_AC_PS.pdf.

² See Lochner, Lance, & Moretti, Enrico. (2004). The Effect of Education on Crime: Evidence from Prison Inmates, Arrests, and Self-Reports. *American Economic Review*, 94(1):155-189. See also Miller, Ted. R., Cohen, Mark A., & Wiersema, Brian. (1996). *Victim Costs and Consequences: A New Look*. Washington DC: National Institute of Justice.

For the purposes of this analysis, we examined the possibility of providing a more detailed analysis that considered the criminal justice costs and social costs described above. To do so would, unfortunately, require the manual capturing of detailed information from the county's data management system JUSTIS. For a recent analysis on recidivism for Marion County's Leadership in Action (LAP) initiative, we were provided with data on arrests from the JUSTIS system. Those data, however, did not specify the reason for the arrest so we are unable to identify the offense or to distinguish arrests for new offenses from those arrests for probation and parole violations. We have access to JUSTIS to look up the information, but the amount of time that would be necessary to gather these data for the full release cohort would have meant this project could not be completed within the 30-day window we agreed to.³

We should note as well that there were concerns with the data that was made available to us for this analysis. From Marion County, we received a data set that was supposed to capture all arrests for the observation period of interest. We have come to understand, though, that the data are not complete and the gaps in the data are not systematic or predictable.

Coupled with the situation described above where we are limited in our ability to distinguish the new arrests from technical violations, we could not have produced an analysis that we could have offered with confidence as the basis for valid conclusions. We also received data from IDOC on those offenders released to Marion County. We were under the impression that we were provided with a complete cohort of released offenders. Yet, for the cohort we focus on in this analysis (those released from prison in 2007), we received data from IDOC on 4,776 offenders released from prison and returning to Marion County.

The data provided by IDOC is incomplete, though, in ways we can determine and correct for. To be able to estimate the costs associated with returning the offenders to prison, we needed to know how long they were expected to be in prison. From the data we received from IDOC, we needed to look up expected release dates on 706 offenders. In 22% of the cases, we learned that the offender had already been released from prison, and as such, should have appeared in subsequent release cohorts but did not. This gap in the data was unexpected, but we were able to manually fill in gaps and have done so. Relative to the gaps that appear in the JUSTIS data, we believe we are able to produce cost estimates with more confidence based on the data we have on prison returns and releases.

Given the concerns we note here, we elected to go with the following research design.

³ We drew a random sample of cases from the release cohort and compiled comprehensive follow-up data on arrests, convictions and jail stays. In a separate report, we will offer a proposal for a more detailed costs analysis based on such a comprehensive examination of the data. Such an analysis would require a longer time to complete.

Research Design

We are interested in estimating the cost savings associated with a one percent reduction in recidivism. We define recidivism as the return of an offender to prison within three years after his or her release from prison. Since we were interested in a follow-up period of three full years after release, we elected to base our analysis on a cohort of offenders released from IDOC during 2007. We received data from IDOC that identified a cohort of 4,776 offenders released at some point during 2007 and returning to Marion County. In the data set we received, we were also provided with information on whether each offender returned to IDOC within three years after their release. If they returned to prison, we looked to determine how long they were due to be in prison. Our estimates of the costs of the reincarceration were calculated by multiplying the expected (or actual if the person has already been released again) number of days in prison by the current average per diem rate reported by IDOC: \$53.96. To determine the expected length of the prison stay, we did one of the following, as appropriate:

- If the person has already been released from prison again, we captured the actual release date.
- If the person is still in prison, we looked for what IDOC reports as the earliest possible release date. This provides a conservative estimate of the length of time in prison, as some of these offenders may not be actually released on the earliest possible date.
- In a small number of cases, we did not have access to an earliest possible release date. In those cases, we based our expected release date on the sentence from the court, taking into account any good-time credit calculations for which the offender is eligible. In one case, the offender is serving a life sentence, so we based the expected release date on current estimates of expected life span given the individual's demographic characteristics.

Results of Analysis

Of the 4,776 offenders released from prison in 2007, 2,463 had been returned to prison within three years of their release date. This represents 51.6% of the original sample. That more than half of the formerly-incarcerated offenders are returned to prison is disappointing in and of itself. It is also noteworthy, though, that IDOC has published three-year recidivism rates for those released from 2002-2005 and found statewide return rates of 39.2% for those released in 2002, 38.6% for those released in 2003, 37.8% for those released in 2004, and 37.4% for those released in 2005. A three-year recidivism rate of 51.6% suggests that the recidivism rates in Marion County are higher than in other parts of the state. Our analysis shows that among all the offenders returning to prison within three years of their release, the average length of time each offender will spend in prison is 626 days and the average cost for the new period of incarceration per offender is \$33,786.

When an offender returns to prison, IDOC identifies whether the person is coming to prison because of a new offense or because of a technical violation. We make use of that designation in distinguishing between several groups of returning offenders:

- Those who have been convicted of a new offense and sentenced to prison on a new cause number. 1,090 offenders (22.8%) fell in this category. The average length of time an offender in this group will spend in prison when they go back is 686 days. The average cost of the new incarceration per offender is \$36,998.
- Those who were returned to prison as a result of a revocation of their community supervision (probation, CTP, or parole). There were 1,373 (28.7%) persons in this category. It is noteworthy that among those returning to prison, more than half were returned for violations. The average length of time an offender in this group will spend in prison when they go back is 579 days. The average cost of the new incarceration per offender is \$31,236.
- Among those returning to prison for violating the terms of their community supervision, 1,016 (21.3% of the total cohort) were returned for a technical rule violation. This group tended to spend shorter amounts of time in prison when they did go back. The average length of time an offender in this group will spend in prison when they go back is 409 days. The average cost of the new incarceration per offender is \$22,055.
- Among those returning to prison for violating the terms of their community supervision, 357 (7.5% of the total cohort) were returned on the basis of a new offense (although not necessarily convicted of a new offense). This group tended to spend the longest average amounts of time in prison when they did go back. The average length of time an offender in this group will spend in prison when they go back is 1,063 days. The average cost of the new incarceration per offender is \$57,363.

We are looking to conceptualize the cost savings of a 1% reduction in recidivism for each of the groups identified above. We consider a 1% reduction based on the actual rate of recidivism as described above. So for instance, the data show that among all offenders in the cohort, 51.6% recidivate. For this analysis, we consider the impact of moving the recidivism rate from 51.6% to 50.6%. In Table 1, we calculate the number of cases involved in a 1% reduction in recidivism. With such a reduction, we then present the revised recidivism rate and the new number of cases in that particular group. Then we calculate the total costs for the original number of offenders in that group returning to prison. We also calculate the costs for the reduced number of offenders in that group (after moving the percentage down by 1%). From these two values, we calculate the difference to determine how much we can save by reducing recidivism by one percent.

Table 1. Results of Analysis Estimating Cost Savings for a 1% Reduction in Recidivism

Group	1% Reduction Involves	New Percentage	New Total	New Cost	Total Cost	Cost Savings
Returned to Prison	46	50.6	2417	\$81,660,849.89	\$83,215,007.56	\$1,554,157.67
Returned for New Offense	49	21.8	1041	\$38,515,222.81	\$40,328,139.16	\$1,812,916.35
Returned for Violation	50	27.7	1323	\$41,325,074.21	\$42,886,868.40	\$1,561,794.19
Returned for Technical Violation	46	20.3	970	\$21,393,589.71	\$22,408,131.08	\$1,014,541.37
Returned from Supervision for New Arrest	47	6.5	310	\$17,782,657.06	\$20,478,737.32	\$2,696,080.26

Table 2. Results of Analysis of Estimating Day-Beds Saved with a 1% Reduction in Recidivism

Group	1% Reduction Involves	New Percentage	New Total	New Bed-Days	Total Bed-Days	Bed-Days Saved
Returned to Prison	46	50.6	2417	1,513,359	1,542,161	28,802
Returned for New Offense	49	21.8	1041	713,774	747,371	33,597
Returned for Violation	50	27.7	1323	765,846	794,790	28,944
Returned for Technical Violation	46	20.3	970	396,471	415,273	18,802
Returned from Supervision for New Arrest	47	6.5	310	329,553	379,517	49,964

Discussion

The results of this analysis point to a number of policy-relevant conclusions. First, the recidivism rate for Marion County is high relative to statewide estimates. The costs associated with the high recidivism rate are also substantial. The cost of returning so many offenders to prison is more than \$83 Million. To reduce the recidivism rate by one percent would involve keeping a “mere” 46 offenders from returning to prison. What could we do to ensure that 46 offenders are retained in the community? This might involve providing treatment-focused supervision that has been shown to effectively reduce recidivism in other jurisdictions. Let’s speculate that we could hire two treatment-focused parole/probation officers to manage these 46 offenders. If they are effective at keeping the offenders from returning to prison, we stand to save \$1.55 Million. Hiring two such officers could be done for much less than \$1.55 Million. In addition, for every additional 46 offenders retained in the community we stand to save an additional \$1.55 Million.

Our estimate of the cost savings is based on the number of days that offenders would otherwise be in prison and assumes that if we keep one person from going to prison that we actually would realize a true savings in the costs of incarcerating that person. Yet, we know that until we have a significant reduction in the number of people going to prison, perhaps so that we can in fact close one of our prisons, we are not really saving the amount of money that is identified by the state as the per diem costs associated with one offender. Another way to consider the impact of a reduction in the percentage of offenders returning to prison is to examine the number of bed-days that are saved when the offenders are not going back to prison. So, for example, we can also say that since the typical offender returned to prison will spend 626 days incarcerated, by reducing the recidivism rate by 1% for Marion County, we are saving the state **28,802** prison bed-days.

The results of this analysis also point to the differential impact that we might realize if we focus more on retaining people in the community once they have violated the terms of their supervision. Again, this is where we might look to other parts of the U.S. for examples of effective strategies that have resulted in fewer people returning to prison. When we are able to reduce the number of returning prisoners so much that we can actually realize savings in terms of needing fewer facilities or fewer staff, then we can begin to consider ways to reinvest the savings to expand the capacity of the community to support the offenders in their efforts to stay out of prison. We might also think about this from an investment perspective. Community-based efforts that actually lead to the reduction in the number of people returning to prison might be expected, over time, to realize cost savings of the magnitude determined here.

The literature provides many directions for policy changes that support the goals of reducing the number of people in prison without increases in the risks to public safety. Some of these potential changes include:⁴

- Parole officer roles should be transformed to emphasize the provision of services and support in addition to performing their supervision function. The overall goal should be to see fewer offenders returning to prison for violating the terms of their parole—either technical rule violations or by committing new crimes.
- When states have “shifted supervision modalities from intense supervision to support”, the results have been that fewer people go back to prison on technical violations. The use of risk assessments to determine the appropriate intensity of supervision is recommended.
- There must be greater access to effective evidence-based treatment in the community.
- Deliberate effort is needed to reduce the barriers to civic participation for those released from prison: this means increasing access to jobs, education, welfare benefits, and affordable housing, among other things.
- Significantly reduce the use of parole supervision for nonviolent offenders.
- Introduce graduated sanctions for those violating the terms of their community supervision
- Reinvest savings from reducing reincarcerations for the improvement of criminogenic social conditions.

⁴ See: Greene, Judith, and Schiraldi, Vincent. (2002). Cutting Correctly: New Prison Policies for Times of Fiscal Crisis. Washington DC: Center for Juvenile and Criminal Justice, Justice Policy Institute. See also: Justice Policy Institute. (2010). How to safely reduce prison populations and support people returning to their communities. Available online at: http://www.justicepolicy.org/images/upload/10-06_FAC_ForImmediateRelease_PS-AC.pdf.

Uses of Time During Incarceration

Summary Submitted by Mary Leffler, Volunteers of America

Introduction & Key Concepts, Including Definitions & Acronyms

The Study Commission wished to learn more about how offenders spend their time while incarcerated or detained in a variety of settings, such as jail, prison, work-release and Community Corrections. Services typically include such things as job skills and vocational training, education and literacy, cognitive programs, addiction recovery, anger and stress management, and parenting.

Some terms which may appear in this summary include:

- **IRAS-** Indiana Risk Assessment System
- **Evidence-Based Practice-** Evidence-based practice is a significant trend throughout all human services fields that emphasize outcomes. Interventions within corrections are considered effective when they reduce offender risk and subsequent recidivism and therefore make a positive long-term contribution to public safety.
- **Motivational Interviewing-** Motivational interviewing is a directive, client-centered counseling style for eliciting behavior change by helping clients to explore and resolve ambivalence.
- **Trauma Informed Care-** Trauma informed care is grounded in and directed by a thorough understanding of the neurological, biological, psychological and social effects of trauma and violence on humans and the prevalence of these experiences in persons who receive mental health services.
- **Gender Responsive Services-** Unique program models and services that comprehensively address the needs of a targeted gender group. An essential ingredient is the fostering of positive gender identity development, particularly during the formative years of the gender group.

Problem Statement

According to the National Institute of Corrections (NIC), “Inmate programs are important to the overall management and to the community, as well as inmates.” Thus offenders with idle time pose behavior and security issues for custody personnel. The goal of programs within facilities is to occupy idle time of the offender and capitalize on this period of confinement, in order to prepare the offender to make better decisions upon release, and to facilitate desistance and restoration. *Within Marion County, the identified problem is how to increase capacity and open access for evidence-based supportive programs and practices.*

What Practices are in Place?

Across the board it appears that prisons, jails, work release and other community-based settings recognize the need for programs and work collectively to bring **low and no cost** programs into their settings. In the state system, programs are built into facility budgets and have suffered due to cost containment at that level. This community has been fortunate to receive some substantial Department of Labor grants, which have propped up the employment and job readiness programs within Marion County; however access to these programs is very restricted. Many programs are operated with grant funds by small nonprofits or volunteers. Thus when grant funding ends, the programs can be discontinued until another funding source or program can be identified.

Additionally, participation in programs varies across the spectrum. Ideally, the IRAS should serve to help identify those offenders and which programs would likely target those most at-risk domains. In practice, many programs are voluntary and offenders often determine “the value” of the program in terms of whether there is an associated time cut for program completion.

The relationship between the supervising staff and the offender is an important and research-supported component, typically using motivational interviewing as a strategy for developing those relationships and identifying reasons for change. Correctional staff should strive to adopt a balanced approach in dealing with offenders. Additionally, the length of incarceration can often determine program access. Programs do not carry from one facility to another very well, so offenders may stop and start programs in somewhat of a chaotic fashion.

Policy Implications, Including Economic Impact

Implementing evidence-based policies, whenever possible, and best practices requires a commitment from the top leadership down through every level of a system. Substantial upfront resources must be invested in the evaluation of various programs, selection and training of staff, and implementation and continuation of effective programs. Often programs may be considered “time-fillers” for offenders and can be seen as secondary to other more “important” activities, such as work details or outside employment. Thus, true commitment to supporting evidence based programs and practices, may require policy revisions with regard to existing rules and regulations, particularly within work release or other pre-release environments. Thus the economic impact is often a large up-front investment, with the cost savings of reduced recidivism coming later in the process.

Best Practices

Effective treatment are those that target dynamic risk factors—those criminogenic needs that are powerful predictors of recidivism. Those include antisocial attitudes, antisocial associates, history of antisocial behavior, antisocial personality pattern, family functioning, education/employment, leisure and substance abuse. Programs should target the criminogenic needs of HIGH risk offenders.

Effective programs are behavioral in nature. Services should be intensive. Intensive services occupy 40-70% of offender time while in a program and are typically 3 to 9 months in duration.

In the delivery of programs, the principle of responsivity should be utilized. This means treatment programs should be delivered in a manner that facilitates the learning of new pro-social skills by the offender.

Gender responsive services and trauma informed care are also identified as best practices.

Promising targets for change include:

- Raising the level of employability
- Raising the educational attainment of the offender
- Build social skills
- Changing antisocial attitudes
- Changing/managing antisocial feelings
- Reducing antisocial peer associations
- Promoting identification/association with anti-criminal role models
- Promoting familial affection/communication
- Promoting familial monitoring and supervision
- Promoting child/family protection
- Increasing self-control, self-management and problem-solving skills
- Replacing the skills of lying, stealing and aggression with more pro-social alternatives
- Reducing chemical dependence and substance abuse
- Build a network of community supports
- Shift the thinking patterns regarding the costs and benefits for criminal and noncriminal activities – so that noncriminal alternatives are favored

Specific Strategy Recommendations for Marion County, Including Changes in Legal and/or Practical Policy

While there was a strategy recommended to **further educational opportunities for offenders while incarcerated and restore funding to deliver those educational programs**, this strategy was deemed as a very low emergent opportunity for this Commission.

It was determined that grant controllers **follow proven evidence-based practices research (promising and best practices) to identify priorities for funding and to select grant recipients**. For example, grant controllers will follow established guidelines for such grants as Crime-Prevention and applicable CDBG, to ensure that the programs funded are using evidence-based practices in their design and implementation.

Wrap Around Services (Case Management)

Submitted by Rhiannon Edwards, PACE

Introduction

Wrap around services are most effective as part of care-coordinated case management. Care coordinated case management is the process of linking ex-offenders with the services they need to maximize their success and assist them in their transition with the over-arching goal that they avoid recidivism.

The topic of wrap-around case management began with the discussion of the definition of re-entry. Identifying an agreed upon definition of re-entry provides a context to determine the types of services necessary to lower recidivism. For the purpose of this section, re-entry is identified as the transition of all offenders from any form of incarceration back into the community.

The population served in a re-entry program would therefore be any person who has been convicted of a criminal offense (felony or misdemeanor) who is returning into their community. It is important to note that re-entry does not constitute that the individual had to be incarcerated in the Indiana Department of Correction, but that there was some contact with an aspect of the criminal justice system (i.e. the criminal courts, probation, parole, community correction, Indiana Department of Correction, etc.).

In order for a re-entry program to be effective it must be based on best practices that have documented results to demonstrate the program's ability to be effective with the ex-offender population. Programs that have not been proven to be effective with ex-offenders would not be suitable re-entry programs. Re-entry programming must be developed and evaluated to ensure that programs are based on criminogenic risk and ensure successful transition. The Indiana Risk and Needs Assessment (IRAS) is performed by all criminal justice supervising agencies, i.e. probation, parole, Marion County Community Corrections (MCCC), Indiana Department of Correction (IDOC), etc. Community-based agencies should use the risk level evaluation as part of the assessments to determine an appropriate plan for each ex-offender.

Re-entry programs must also have a documented way to track recidivism of program participants. Recidivism rates are the best indicators of the success of a re-entry program. In the evaluation of a re-entry program, it is important that recidivism is always used as one of the main indicators.

Problem Statement

There are various organizations in Marion County/Indianapolis that operate re-entry programs or (by their own description) provide some form of re-entry service. The problem is that there is a big difference in a re-entry program and an effective re-entry program. Re-entry programming or services that do not follow effective best practices and evidence-based practices will be ineffective and often cause more harm to the ex-offender.

Current Practices

Marion County utilizes various forms of community-based supervision through Marion County Probation, Marion County Community Corrections-MCCC (electronic monitoring, work release, daily reporting), Parole (IDOC) and various other contractual work release and electronic monitoring programs. While these agencies attempt to provide case management in addition to supervision, it is difficult for them to be aware of all the resources in the community without help from the community providers. Criminal justice agency providers most often do not provide direct service (with the exception of the various work release facilities and some MCCC programs) so they rely heavily on the community to provide the services their clients need to be successful in the community. For this to be effective there must be collaboration and communication between the criminal justice agencies and the community based providers.

Policy Implications

There is a current disconnect between the various criminal justice providers as they do not share the same information system. That disconnect often causes miscommunication between agencies that could be more effective should they have access to the same information. The Indiana Risk and Needs Assessment (IRAS) is not available to all criminal justice agencies and community agencies so this often makes it difficult to correctly assess an offender and therefore create a plan that is based on the criminogenic risk and need.

Best Practices

Agencies indicating they provide re-entry services or suggesting they have a re-entry program should be able to document that their programming is based on best practices and that they utilize some form of evidence-based practices. Ensuring staff are properly trained on effective re-entry practices is important for both community based agencies and criminal justice supervising agencies as well.

Recommendation for Marion County

Better communication between ex-offender serving agencies—A process should be created to ensure a better hand-off from criminal justice agencies to community-based agencies so accurate plans can be created for ex-offenders in the community.

Health, Mental Health & Addiction Services

Submitted by Lisa Brueggeman, Marion County Probation

Many offenders exiting prison or jail have physical, mental health or addiction issues. Based on various reports ("Health-Related Issues in Prisoner Reentry" Crime and Delinquency 47 no. 3, 2001-07-01, 390 – 409), it is estimated that:

- 16% of the population in prison or jail has a serious mental illness as compared to 5 to 7% in the entire population
- Co-occurring substance abuse disorders affect more than 70% of prisoners with mental illness

Offenders who have mental health and/or addiction issues also have greater incidence of physical issues as well as the typical incidence of physical issues offenders have (same as in the entire population). Based on the Survey of Inmates in State and Federal Correctional Facilities, 2004, and the Survey of Inmates in Local Jails, 2002, it was found that:

- Nearly a quarter of both state prisoners and jail inmates who had a mental health problem had served 3 or more prior incarcerations, compared to a fifth of those without,
- Female inmates had higher rates of mental health problems than male inmates 73 to 75% of women, compared to 55 to 63% of men

Mental Health Disorders can be anything covered under the diagnostic and statistical manual of mental diseases and disorders (DSM IV). These encompass personality disorders, depression, anxiety, psychotic disorders and Post Traumatic Stress Disorder (PTSD).

Addiction issues impact the majority of offenders. According to research cited by the Council of State Governments – Justice Center – Reentry Policy Council:

- 80% of state prisoners report a history of drug or alcohol use
- 55% of state prisoners report using drugs or alcohol during commission of the crime that resulted in their incarceration
- 66% of convicted jail inmates were "actively involved in drugs" prior to their admission
- 36% were using drugs or alcohol at the time of their offense

Data from the Indiana Department of Correction indicates that drug abuse among prisoners does not vary significantly by race or gender, although it does vary by age, with inmates age 44 and younger reporting rates of drug and alcohol use significantly less than that of their older counterparts.

Problem Statement

Many offenders returning from incarceration have difficulty entering treatment or obtaining needed medications in a timely manner. This can be a result of availability of services, appropriate referrals, financial issues, and communication among interested parties.

Policy/System Issues to Consider

- Beginning in 2014 the Affordable Care Act (ACA) explicitly allows incarcerated individuals pending disposition to qualify, enroll, and receive services from health plans participating in state health insurance exchanges if they otherwise qualify for coverage. Also, individuals who satisfy bail requirements and are released pending disposition will be eligible for Medicaid under the ACA if they qualify
- Waiting list for community mental health center appointments can range from 60 to 90 days; inmates are released with a 30-day supply of medication
- Individuals released from incarceration to probation may be subject to many conditions of release through plea agreements that are not based on appropriate level of treatment or need
- Due to Health Insurance Portability and Accountability Act (HIPAA), CFR 42 Part 2, and agency requirements regarding confidentiality, having all appropriate releases signed to allow interagency communication is difficult

Current Practices in Place

The Indiana Department of Correction (IDOC) has contracted with Corizon to provide behavioral health care to offenders while incarcerated. Corizon provides a continuum of care for offenders with mental health issues and/or substance abuse issues. Individuals are screened and classified at intake according to treatment needs. In addition to intake, there are other points of care at which an individual may be screened for mental health issues. These include: transfer from one facility to another, annual health screening, individual or staff member's referral, admittance to segregated housing, crisis, and re-entry. If needs are identified, further evaluation by qualified professionals is conducted and a treatment plan created. Treatment options range from psychiatric treatment or individual psychotherapy to group psychotherapy or psycho-education.

For all individuals placed at an IDOC facility, a case plan is created to begin working toward the process of re-entry. The individual and case manager work on the plan throughout the period of incarceration, and then for individuals with a mental health issue, prior to release, the case manager will attempt to schedule an appointment for the individual with a mental health agency upon his release. Those individuals who are on prescribed medications are usually given a 30-day supply with a prescription for another 30 days upon their release.

For individuals with histories of substance abuse and dependence, there is also a continuum of services delivered by qualified professionals. Services offered include outpatient treatment (that consists of 3 phases), therapeutic communities, the Clean Lifestyle is Freedom Forever (CLIFF) program (methamphetamine specific treatment), support group meetings (Alcoholics Anonymous/Narcotics Anonymous meetings), Purposeful Incarceration (a partnership program between IDOC and the Court system designed to get drug- or alcohol-addicted offenders into a therapeutic community within the Indiana Department of Correction soon after they begin serving their sentences), and urine drug screens. Therapeutic communities and the CLIFF programs are only available at certain facilities and Purposeful Incarceration only applies to individuals placed in therapeutic communities. The IDOC's goal is to get the right offender to the right program at the right time.

Concerns expressed from the IDOC perspective regarding re-entry offenders with mental health and/or substance abuse issues (that effect Marion County):

- Offenders with mental health issues may have difficulty in securing an acceptable housing arrangement which then limits the ability to schedule an appointment for treatment,
- Mental health centers have lost funding, which has led to reductions in staff and therefore the ability to schedule appointments within an immediate time frame,
- Offenders are only given a 30-day supply of prescription medication for many reasons; among them the risk that an individual will lose or sell the medication. The offender not only may have difficulty obtaining an appointment in that time, but the cost of the medications can be prohibitive, and
- In 2009, of offenders released from IDOC, 31.3% had less than a year to serve and 21.4% had 6 months or less to serve; this impacts greatly the ability to provide substance abuse services because the short length of stay limits the ability of the offender to participate in programming.

In looking at best practices, the Community Outreach Task Force (COT) has proven to be an effective program. In 2009, this program was developed to address those individuals with multiple arrests in the downtown area due to addiction, mental illness, and/or homelessness. The task force is comprised of individuals from many of the community agencies that work with the homeless population as well as the Indianapolis Metropolitan Police Department (IMPD). The release of information was designed to satisfy all agencies. Significant numbers to consider:

- One arrest costs \$798.12 (2009),
- One day in jail costs \$45.27 to \$62+, and
- One day in housing and treatment costs \$15.

Initially, IMPD identified 22 individuals accounting for 99 arrests in one year, primarily for public intoxication. Nine of those individuals engaged in treatment and entered housing the first year. There was a 48% reduction of arrests for these individuals over a 12-month period. The task force focused on 3 individuals, who accounted for 185 arrests in a three-year period. Those 3

individuals are all in treatment, sober, and housed for more than 2 years. Not only has the program impacted arrests and the costs associated with arrests, there have been fewer Crisis Intervention Unit (CIU)/Emergency Department visits, saving taxpayer money as well. Why it works:

- Removes barriers to accessing treatment and housing
- Funding identified for long term housing and treatment support
- Monthly case conferencing with key players
- Trust amongst the team; across the board ownership with client focused success
- All agencies interfacing with client share same message; working from same page

Recommendations

Engage community based medical organizations, mental health care and substance abuse treatment agencies to provide services for offenders, pre- and post-release from incarceration. This can help facilitate continuity of care when applicable. For Marion County jail inmates this would be beneficial. However, it should be pointed out that inmates in IDOC may be released from facilities all over the state. It would not be practical for local providers to be able to serve inmates who are being housed outside of Marion County.

For those inmates who are released to probation, allow the Probation Department to determine appropriate level of treatment and other conditions based on an individual's current needs. Specific terms and conditions of probation should be based on current risk and needs assessment.

Convene a task force group consisting of local mental health and substance abuse treatment providers, probation and parole officers, agencies that provide re-entry assistance, representatives from the IDOC, and other interested parties to discuss possible avenues for creating a more seamless transition from incarceration by developing a protocol to obtain appointments in a reasonable time frame and establishing some form of release of information that all parties can accept (similar to COT Force). This task force could also look at medications and how to assist clients with obtaining needed medications at reasonable costs as well as funding sources to assist offenders with treatment costs.

Utilize resources such as the National Re-entry Resource Center which offers assistance through general information and webinars. The center just recently offered a five-part webinar series in conjunction with Treatment Alternatives for Safe Communities (TASC) entitled Best Practices for Engaging and Retaining Formerly Incarcerated Individuals in Community Substance Abuse Treatment.

Housing

Submitted by Julie Fidler, Department of Metropolitan Development, City of Indianapolis

The meeting to address housing and barriers to housing was held February 6, 2013 and featured representatives from the Indianapolis Housing Authority, Neighborhood Christian Legal Clinic (NCLC) and the Department of Metropolitan Development. Key topics reviewed included:

- What are the barriers to housing?
- What resources are available?
- What are effective best practices from other communities?
- Which local communities might consider transitional housing in their neighborhoods and what are the legal boundaries currently for those who have felony convictions?
- What are policy implications?
- What strategies should be pursued?

Key Terms:

- CFR: Code of Federal Regulations — Policies set by the Federal Government which guide HUD funded Programs. Each program is governed by a specific section of CFR.
- HUD: United States Department of Housing and Urban Development — Provides funding both to states and units of local government to provide grants for housing, community development and programs for those who are low to moderate income with and without qualifying disabilities.
- IHA: Indianapolis Housing Authority — The Public Housing Authority that manages programs for low income persons, in particular the Section 8 programming and the Housing Choice Voucher program for HUD.
- NCLC: Neighborhood Christian Legal Clinic — A non- profit agency which provides pro bono legal representation and prevention services to low income families. Clients must be at or below 125% of the established Federal poverty level to be eligible for NCLC's services.
- Project GRACE — A program of the NCLC that assists those with criminal histories and increases access to services after incarceration.
- Doubled Up or Couch Surfing — Persons who are staying with family or friends because they lack a regular fixed night time address for themselves and/or their families. Many people who are Doubled Up fail to identify as homeless.
- CHIP (Coalition for Homelessness Intervention and Prevention) — The local Indianapolis agency charged with convening the community around homeless issues and which provides research, data and resources for those groups who work with the homeless and at risk populations.

- **At Risk** — Those persons who are currently housed in a regular, fixed night time location but who are under eviction or disconnect orders, or earn less than 30% of the Median Family Income (MFI) as determined by HUD. This can also include those persons and families who are paying more than 30% of their total income for rent or who have the ability to pay that rent but are one event from being unable to pay it.
- **Homeless** — As defined by HUD, this is those persons in emergency shelters, approved transitional housing (who were previously in shelters) or places not fit for human habitation. Anything else is considered housed under HUD homeless programming (including doubled up and living in a hotel).

Problem Statement

The barriers to those who are or have been incarcerated are very high when it comes to obtaining and maintaining housing. Many who have violent or sexual offenses face even higher barriers because of the location of the housing or the lack of a desire to have them as tenants by landlords and persons who manage properties. Drug offenses are also often cause for persons who would otherwise qualify for and benefit from public housing to be denied access.

Current Practices

1. According to the IHA, the agency is required to enforce admissions policies relative to criminal and drug related activity, which includes not only the applicant but any member of the household who:
 - Has been evicted from Federal housing for drug-related criminal activity
 - Is determined to be actively using drugs
 - Is convicted for the production of Methamphetamine on the property
 - Is required to be a lifetime registered sex offender

This is for a period of the most recent five years from the application date. A person is not required to have a criminal conviction, only to present with a preponderance of evidence that the activity has occurred, to be denied housing.

2. The Department of Metropolitan Development manages three (3) HUD grants that address the needs of those who are homeless or at risk. They are:
 - Housing Opportunities for Persons with AIDS (HOPWA) for those who are HIV Positive or who have AIDS
 - Emergency Solutions Grant (ESG) for those who are at risk or homeless and earn less than 30% of Median Family Income as established by HUD
 - Continuum of Care (CoC) Grant which is used for those who are homeless only and who have a qualifying disability-Serious Mental Illness, Chronic Substance Abuse, HIV/AIDS, Physical/Cognitive impairment or two or more of the above.

Note: Please refer to the homeless definition. HUD considers it the responsibility of the public institution to develop a housing plan that ensures persons are not being released as homeless into the community.

3. NCLC Project GRACE assists those persons for whom a lack of legal services is a barrier to housing. Those can be:
 - Family and consumer law issues
 - Lack of identification
 - Reinstatement of licenses
 - Options to clear their records

There is very little systemic collaboration between agencies that provide re-entry services and other agencies that could provide services to address the gaps in those services currently provided. There are even fewer mechanisms to facilitate relationships with those landlords and providers who are willing to work with high barrier clients. Relatively few agencies are aware of Federal funds available to specific populations and what those requirements (which themselves can be barriers) may be. In a 2007 study conducted by IUPUI and CHIP, just those who were “only” homeless cost the city between \$9 and \$15 million dollars in law enforcement and emergency public health funding. While criminal history is not tracked in the annual point in time homeless count, CHIP reported that 36% of the persons surveyed at the Indy Homeless Connect had a conviction for a crime.

Best Practices

Where re-entry programs are successful, there is a holistic approach to managing that change for the client. At the Delancey Street Foundation project in San Francisco, clients are given basic necessities that include clothing, housing and food as well as access to job training and education with few restrictions so long as they self identify that they need help. The project takes no Federal funds and is a model for how to locate projects successfully in neighborhoods where opposition is high. While the model is “each one, teach one” and it is highly successful in the communities where it is located, the project cannot work with persons who have mental illness or active addictions. In Indianapolis, the Homeless Probation Team and the COT Force work in tandem to provide clients access to housing, drug treatment and mental health help through a collaborative effort and with various funding. They work with IMPD to divert persons from jail or the emergency room where possible. There has been a concerted effort to link housing providers with service providers and the re-entry court, other re-entry service providers and with programs such as those targeting sex workers, persons who are transgendered and those at high risk for HIV/AIDS.

Recommendations

1. Expand access for courts and re-entry programming to collaborate and to apply for/use funding for all eligible activities (For example, Emergency Solution Grants can pay for legal fees and assist with housing search and placement as well as housing case management; there are available funds for demonstration projects on successful re-entry).
2. Map all affordable housing projects including project based Section 8, include locations where there are known schools and other prohibited sites for offenders. All interested stakeholders should have the same information from which to identify resources.

3. Map all the service providers, what services they actually provide (on a comprehensive basis) and provide that information. All interested stakeholders should have the same information from which to work.
4. Where there is the opportunity to do so, begin re-entry planning at least a year in advance. Develop a team approach to providing services, which includes housing, case management, evaluation for risk of homelessness along with the other evaluations. Provide access to the inmate to allow him or her to complete all the applications for housing, insurance, mental health and medical appointments so that on the release date, those papers can be filed immediately.
5. Undertake a public information campaign so that everyone has the same information and resources and there is a “no wrong door” approach. This means that the paperwork is streamlined or pre-assembled, the processes for accessing help at any agency are the same and the information is easy to access for clients AND providers. Anyone should be able to walk into any provider’s location and know what to expect. Work with IDOC to distribute that to incarcerated individuals as part of their release plan.
6. Identify those landlords who will work with those who have violent or sex offenses and work to expand that list. Enlist the landlords who currently house these offenders to put together information about any possible advantages/disadvantages. Assign mentors through the Mayor’s Office of Re-entry so that landlords have a contact person when there is potential for a problem.
7. As part of case management, ex-offenders should be required to complete applicable classes to include Rent Smart and financial literacy as well as AA/NA and anger management as applicable. There should also be a link to the Indianapolis Neighborhood Housing Partnership homeowner program so that those who have achieved long term stability have the opportunity for homeownership.

Conclusion

Persons re-entering communities from jail or prison should be given every opportunity to return to a productive, stable status. As communities all over the country struggle with solutions to effective re-entry, the best programs combine wrap around services and positive re-enforcement with effective monitoring and mentoring. One such example is Texas’ 4C program, which is designed to deal with aftercare on a full-time basis. Created and funded in 2009 by the Texas Legislature, the 4C ReEntry Court is designed to stem the flow of people headed to prison and to ensure they remain drug free and productive neighbors. After a probationer completes a 6-9 month inpatient treatment, they are returned directly to the 4C Court (more details of the program can be found at http://www2.dallasbar.org/members/headnotes_showarticle.asp?article_id=1754).

According to our own research, stable ex-offenders are less likely to reoffend, which allows focus of scarce resources for those who have the most barriers to re-entry. Housing is nationally recognized as a bridge to stability and allows the ex-offender to focus on factors which will further ensure their success. (*Opening Doors, the Federal Strategic Plan to Prevent and End Homelessness; United States Interagency Council on Homelessness (USICH), Executive Summary, page 4*)

Employment

Submitted by John Cocco, Step-Up

Introduction & Key Concepts, Including Definitions & Acronyms

On February 28, 2013 the Commission heard from several different service providers and agencies about employment barriers faced by those with felony records. As part of that conversation, commissioners were introduced to a few specific terms that surround this problem. Among them:

- **Federal Bonding Program-** A program designed to limit the liability employers face when hiring people with felony records. This program provides federal bonds of \$5,000 to \$25,000 to ensure against theft, fraud, embezzlement, and other criminal actions by the employee with a felony record.
- **Soft skills-** Skills that pertain to interpersonal abilities, like communication, teamwork, networking, and professionalism that are an important part of finding and keeping employment.
- **WOTC- Work Opportunity Tax Credit,** a federal tax credit to entice employers to hire people from at-risk populations, including people with federal records.

Problem Statement

People with criminal records are frequently unable to find work, or if they are, often feel forced to take positions that do not provide adequate pay, benefits, or job satisfaction. In a form of legalized discrimination, these men and women are excluded from work they would otherwise be qualified for. For some, this pattern continues even decades after their crime was committed.

Unemployment and underemployment contribute to some of these men and women returning to incarceration, either because they are unable to comply with stipulations of supervision programs, or because they engage in behaviors that violate probation or parole, or result in a new arrest.

Under the provisions of Indiana Code (IC 35-38-9-1 through 10), The Sealing and Expunging of Conviction Records law there is now a comprehensive process for a person to request that past misdemeanor and felony convictions and true findings in the Juvenile Justice system be expunged and sealed. This law, which went into effect on July 1, 2013, provides a process to request expungement and sealing of past criminal convictions and juvenile true findings and it also provides remedies if an expunged and sealed conviction is used to discriminate against the person granted relief. The Equal Employment Opportunity Commission released a guidance in 2012 that informed employers of potential Civil Rights Act violations if they discriminate between candidates based on criminal record alone. This is partially due to the fact that a disproportionate number of minorities have criminal records.

In earlier reports, the commission heard how corrections programming is focusing more and more on correcting antisocial attitudes and behaviors, along with increasing soft skills and other

training to improve marketability. Tools like the Indiana Risk Assessment System (IRAS) are used to measure the risk a person poses to his or her community. Even with these advances, popular notions about “criminals” persist and frighten employers and community members.

Additionally, there are some people with felony records who were unable or unwilling to participate in training or other skill building while incarcerated. Uneducated and undereducated people are at greater risk for unemployment generally, and this risk increases when the person has a felony record. However, education and training are not cure-alls, as there are men and women who have bachelor and/or master degrees from fine schools who are also rejected from positions due to their records.

In summary, having a felony record may seem like a nearly insurmountable obstacle for many who are returning from prison. Even in these difficult economic times, the unemployment rate for people with felony records is significantly higher, even when accounting for other factors. Not only are these under- or unemployed persons unable to contribute fully to the economy, their inability to do so reflects a grave injustice within the community.

What Practices are in Place?

There are currently several different approaches to solving this problem, all containing an element of specifically addressing the needs of these individuals.

- The Indiana Department of Workforce Development (DWD) has hired 12 dedicated re-entry specialists. These specialists will work with employers to determine their willingness, ability, and what traits they desire in applicants who have felony records. Also, DWD is implementing workshops inside correctional facilities to provide training and education, as well as pre-release planning, in order to improve job finding potential. Finally, there is an effort to collaborate with employers and community members to change attitudes about people with felony records.
- PK USA is an example of a private sector approach to solving this same problem. This company had a need for workers and felt that this population would do good work, so they hired them, feeling it was the right thing to do. The company acknowledges there were a few hiccups, and stresses the need for the employees to keep their backgrounds confidential in the workplace.
- A group doing similar work is RecycleForce. This company follows a social enterprise model, where the employees are not only provided work, but are provided with case management services, skills building, and job search referrals as well. However, in this case, all of the employees have felony records, so there is no threat of stigma or discrimination in the workplace. RecycleForce is demonstrating that running a successful business using people with felony records is completely viable.
- Goodwill Industries is also implementing a program that includes both hard skills training and work experience with soft skills education and referral to other services. Following this model of using this labor force to build a successful business while bearing in mind their employees' futures, Goodwill Industries is showing some very positive outcomes even in the short time it has been implementing this model.

- Strive Indy is a federally funded program administered by Volunteers of America. In many ways it is similar to other programs, providing training, employment, and wrap-around case management to people with felony records. However, Strive Indy is geared primarily toward helping women, hoping to eventually serve 225 women and 25 men. What's more, the skills building and job searching embedded within the program will target fields that are not traditionally occupied by women, such as welding, HVAC, and plumbing.
- Finally, the Indianapolis Chamber of Commerce has begun to engage business owners in a conversation about hiring people with felony records. The Chamber recently sent out a survey to its member businesses, which yielded results showing the need for more work in this area. The numbers revealed that most employers are leery about hiring people with felony records. However, there was a low response rate to this survey, so another will be issued and will hopefully have more positive results.

Policy Implications, Including Economic Impact

The policies in place at national, state, and local levels provide few protections for people with felony records. Unlike a few states, Indiana has not adopted sweeping measures like prohibiting employers from asking about arrests and convictions. Additionally, the policies and procedures of work release centers, probation, parole, problem-solving courts, and other supervisory and governmental agencies can greatly inhibit a person's ability to find and keep meaningful work. These policies can hinder other areas as well, such as housing, educational opportunities, or driver's licenses, all of which are important to successful reentry. There were few projections of economic impact as a result of these policies, but the Indianapolis Chamber of Commerce reports employment reductions due to incarceration will cost the GDP \$60 billion per year.

Best Practices

The Equal Employment Opportunity Commission suggests five best practices for helping people with felony records find jobs.

- Eliminate across-the-board policies.
- Develop narrowly tailored written policy and procedure.
- Train managers, hiring officials, and decision makers.
- Do not ask about convictions on job applications.
- When asking questions about criminal records, limit inquiries to convictions for which exclusion would be job-related and consistent with business necessity.

Additionally, the commission heard evidence of several other practices that are yielding positive results.

- Wrap-around case management services- The case manager and the client work with people in different areas of the client's life, such as parole agents, employers, family members, etc., to ensure the client's needs are being met.

- Getting increased training and education. Realizing that there are funds available to obtain education that would provide access to new vocations and opportunities.
- Skills training. Providing certification at the job site in hard skills like forklift driving or welding, while also teaching inter-relational soft skills.

Specific Strategy Recommendations for Marion County, Including Changes in Legal and/or Practical Policy

- Find ways to engage employers and the community on stereotypes and assumptions about people with felony records in a way that will diminish fear and discrimination.
- Prohibit or discourage employers from asking about criminal records.
- Increase ways that people may have their records sealed or expunged.
- Educate business owners about and streamline access to, WOTC and Federal Bonding Programs.
- Provide economic incentives to hire people with felony records.
- Overhaul work release and other community corrections programs to allow them to let the people in their custody find work and gain education with fewer hurdles.

Sentencing Options and Alternatives

Submitted by Andy Fogle, Marion County Prosecutor's Office and John Alt, Marion Superior Court

The law in Indiana requires that every criminal conviction has sentencing consequences that include fines, costs, incarceration and post-conviction and post-incarceration oversight.

Sentencing for a criminal offense is within the sole authority of the trial court and its judicial officer. The Indiana Code (IC) defines the range of sentencing that can be imposed including imprisonment, suspended sentences, fines and cost, probation, community corrections and alternatives to incarceration. For those sentenced to the Indiana Department of Correction (IDOC) on a flat sentence (no suspended time on probation), the Indiana Code requires a period of parole for all offenders that have earned credit time.

Currently Indiana has five (5) types of felony offenses and three (3) types of misdemeanor offenses. Each offense has a defined advisory sentence which can be either increased or reduced depending on factors considered by the sentencing judge. The sentencing ranges are as follows:

Class of Crime	Minimum	Advisory	Maximum	Fines
Murder	45 years	55 years	65 years	\$10,000
A Felony	20 years	30 years	50 years	\$10,000
B Felony	6 years	10 years	20 years	\$10,000
C Felony	2 years	4 years	8 years	\$10,000
D Felony	6 months	1 1/2 years	3 years	\$10,000
A Misdemeanor	0	0	365 days	\$5,000
B Misdemeanor	0	0	180 days	\$1,000
C Misdemeanor	0	0	60 days	\$500

Executed Sentences of no less than the minimum sentence are required by the Indiana Code for certain felony convictions either because of the nature of the crime or if the convicted person has had a recent prior felony conviction.

Problem Statement

It has been demonstrated that sentencing options other than imprisonment or jail for certain types of offender have been very effective in breaking the cycle of criminal activity. It has also been determined that where prisons and jails have effective re-entry programs that can be successfully linked with comparable programs in the community once an offender is released, there is an ability to be effective in breaking the cycle of criminal activity.

It is a continuing challenge to determine what types of programs are effective, which of these programs are presently available to the Marion County criminal justice system, and how additional programs can be implemented.

Practices in Place

The Marion County Criminal Justice system has in place the tools that can assist a court in determining if alternative sentencing options would be appropriate. This includes the required risk assessment instrument and outcome based/best practice programs offered by both government agencies and private providers.

- Indiana Risk Assessment System (IRAS) is an evidence based practice approach that identifies the recidivism risks of offenders and permits concentration of more intense oversight of those offenders at higher risk. The IRAS is currently required to be used by Probation, Community Corrections, and Parole.
- Marion County Probation is the agency tasked with establishing the risk level for review by the courts and for developing possible oversight options for the court. For offenders placed on probation there are programs to assist an offender in re-entry by addressing his or her criminogenic problems including but not limited to job readiness, education, substance abuse, parenting and anger management.
- Problem Solving Courts are established by the Indiana Code and sanctioned by the Indiana Judicial Center to provide courts with the ability to intensely supervise offenders who have been found to have specific criminogenic problems that are considered to be a significant cause of their criminal behavior. Currently there are three (3) Problem Solving sanctioned courts in Marion County. They are the Drug Treatment Court that concentrates on offenders with substance abuse problems; the Marion County Re-entry Court whose goal is to reduce recidivism by assisting them to break through the barriers to successful re-entry while holding them accountable for their behavior; and Community Court that concentrates on offenders who have committed relatively minor offenses and have been shown to have anti-social behavior.
- Mental health is being addressed on a limited basis through the Psychiatric Assertive Identification and Referral (PAIR) diversion program and there is a concerted effort within the criminal justice system to have a certified mental health Problem Solving court.
- Marion County Community Corrections is a county agency regulated and funded for the most part by the Indiana Department of Correction to provide alternatives to incarceration. Originally designed to provide local options for incarceration, community corrections has expanded to include pre-trial, post-trial and post-incarceration options. Among the options available are pre-and post-trial electronic monitoring; work release; technical rule violation programs for non compliant probationers; mental health programming and addictions intervention.

- Agencies that provide resources and services to offenders returning to the community are very important to the developing best practices in addressing the criminogenic needs of these offenders to help ensure a smoother transition into the community. Among those agencies are:
 - ~ Public Advocates in Community re-Entry (PACE) provides service to individuals with felony convictions. These services include Transitional and Pre-release services; pre employment services and; Job Development and placement
 - ~ Volunteers of America of Indiana (VOA) provides offenders services to enhance their physical, emotional, spiritual, and intellectual needs by providing counseling, rehabilitation, job placement, and residential services. VOA provides services in areas of employment, mental health, addiction, anger management and life skills.
 - ~ The Bethlehem House provides service for offenders, including individual counseling; case management; support groups; relapse prevention; life skills and vocational information
 - ~ Recycle Force provides workforce training and employment opportunities for formerly incarcerated offenders.

Best Practices

Best practices and outcome based practices are what all agencies in criminal justice strive for in providing oversight and making services available for offenders to address their criminogenic needs.

A coordinated effort with intense oversight of offenders in both post conviction and post incarceration settings has been found to be the best practice in providing offenders with the tools and opportunity to strive for success. Often times there are effective programs in one jurisdiction of criminal justice oversight that are not or cannot be continued when an offender enters into another jurisdiction (e.g., when people transfer from the Marion County Jail to IDOC).

Additionally, an offender on probation or community corrections programs have obligations both court ordered, required by probation and/or community corrections that present obstacles for the offenders in trying to obey the rules and reestablish themselves in the community. These programs work best when they can be coordinated through comprehensive case management and a coordination of requirements placed upon the offender.

Specific Strategies

Among the specific strategies that have been presented to the Commission that could assist in eliminating confusion and contradictions placed in front of offenders:

- Permitting offenders to take the time to receive training to qualify for jobs that will provide a living wage rather than forcing offenders to take “dead end” jobs that do not permit offenders to meet their obligations.
- Encouraging a more coordinated effort with Probation and Community Corrections to minimize the conflicts for those offenders who are working and still required to make court appearances and undergo court ordered testing, meetings and appointments.
- Establishing a coordinated database that will permit all areas of criminal justice to have “real time” access to resources necessary for successful re-integration into the community (e.g., therapeutic programs, drug-treatment, etc.).
- Improving coordination with agencies dealing with offenders’ fiscal requirements, both in their criminal cases and other obligations such as child support and traffic fines.
- Improving coordination with agencies in areas of health services, mental health services, addiction services, education and other services.
- Encouraging the development of more comprehensive “problem solving courts” within the criminal justice system to permit more intense oversight of criminogenic needs of offenders especially in the areas of mental health and addiction.

Policy Recommendations

The following pages include a summary of the policy improvement opportunities that were identified by the Re-Entry Policy Study Commission. In addition to the topic specific recommendations described in the preceding policy topic discussions, the Re-entry Policy Study Commission members identified 26 policy improvement opportunities and ranked them based on perceived effectiveness, risk factors, complexity to implement, and other factors. Those broader policy recommendations are outlined on the following pages.

Policy Improvement Opportunities

After consideration of the challenges and opportunities related to re-entry, the Re-entry Policy Study Commission recommends the following:

- A. The Probation Department should seek to promote and protect the employment of ex-offenders by significantly limiting work interruptions for mandatory probation requirements, including but not limited to: drug/alcohol testing, meetings and appointments with re-entrants who are employed and under correctional supervision during their scheduled work hours. For these working re-entrants such requirements should be scheduled at times that occur during reasonable and accessible intervals before or after a re-entrant's scheduled work hours.
- B. The City-County Council should designate an implementing organization to support and catalyze the development of a comprehensive housing program with municipal agencies and area Community Development Corporations (CDCs) to make municipally-owned empty housing stock available for fix-up and rent, or purchase by those who are financially qualified and have undergone home-owner training as described in Policy Initiative E.
- C. The Council should coordinate with the Greater Indianapolis Chamber of Commerce (Indy Chamber) and related agencies on the development of national evidence-based data into informational material for dissemination to area businesses, financial institutions, housing providers, etc., to provide accurate information about hiring, housing and other business interactions, of re-entrants. This material also should provide information about tax benefits and other incentive programs currently in place to encourage the hiring of ex-offenders.
- D. The City of Indianapolis (City) administration and Council should establish comprehensive guidelines for selection of grant recipients to serve the re-entry population. The guidelines should be based on national evidence-based best practices and should be used during the administration of such funding.
- E. The Council should designate an organization to monitor the implementation of programs and initiatives originating from this Re-entry Policy Study Commission (Commission). The organization should use best practices to identify measures of success for each program and recommendation, provide quarterly status reports to the Council President and present an annual progress report to the Council.
- F. The implementing organization should develop Re-entry/Transition Packets and electronic materials for distribution to correctional institutions and incarcerated individuals. The packets should contain, at a minimum, information targeted to re-entrants on available and fully vetted (see Policy Initiatives O. and P. below) social service agencies, housing and employment opportunities, public transportation options, and resources on treatment and counseling services.
- G. The implementing organization should engage and coordinate with the Indianapolis Housing Agency (IHA) and the local office of the Department of Housing and Urban Development (HUD) to create a system to update arrest dismissal information in order to improve access to housing opportunities for re-entrants wherever possible.

- H. The implementing organization should coordinate with Probation, the Department of Public Safety (DPS) and Indiana Department of Correction (IDOC) to oversee the development of a comprehensive and coordinated database for local and state correctional agencies to track a re-entrant's legal status, current obligations and legal history. This database shall be accessible to all correctional agencies. Limited access will be available to re-entrants who seek to access their own personal records for the review of their personal histories.
- I. The City's grant management contract should require that the grant evaluation processes of the City-provided re-entry grant funds be in alignment with the Commission recommendations and policies as scoring criteria.
- J. The implementing organization should facilitate coordination between all municipal government correction-related agencies on re-entrant fiscal issues such as support payments, probation fees, traffic fees, etc.
- K. All City and County agencies (except those directly related to public safety and law enforcement) should eliminate all questions about past and current legal issues and offenses from employment application forms and during first interviews (also known as "Ban-the-Box").
- L. State and local government correction-related agencies should provide a continuum of care for re-entrants, to create a system for improved access to health, mental health and medication history of all offenders with statewide criminal justice agencies and vetted (see Policy Initiative E.) social service providers in order to ensure the well-being of re-entrants. The undertaking should ensure that the highest standards of data protection, in accordance with HIPAA, are maintained.
- M. Commission designees should engage and coordinate with the Indianapolis Housing Agency (IHA), the local office of the Department of Housing and Urban Development (HUD), and the state Family and Social Service Agency (FSSA) to review state and local policies that restrict re-entrants access to government-assisted housing and benefits programs.
- N. State and local government correction-related agencies should review the regulations, statutes and procedures governing programs at work-release facilities to ensure such programs work to promote the success of re-entrants in areas including, but not limited to, the fees charged, timeline requirements for obtaining employment, determining job assignment priorities, etc.
- O. The implementing organization should work with criminal justice agencies to assemble a comprehensive resource publication that provides information about all wrap-around and social services available to re-entrants.
- P. The implementing organization should establish a set of evidence-based best practices and standards for social service providers receiving City or County funds. The standards should require agencies receiving City or County funds to demonstrate consistent use and application of these practices/standards. In addition, the guidelines should include actions that will be taken if the grantee is found to be intentionally negligent.
- Q. The Council and City Administration should review and evaluate current incentives offered to employers hiring re-entrants.
- R. Commission designees should assemble evidence-based best practices about alternatives to incarceration and should work with state and local judiciaries to encourage alternative sentencing guidelines where the preponderance of data indicates its benefit.

- S. The Courts and other criminal justice agencies should promote, implement and expand the use of Restorative Justice programs county-wide.
- T. Commission designees should work with IDOC and the Indiana Bureau of Motor Vehicles (BMV) to create a provisional driver's license for qualified drivers who are soon to be released from incarceration or, where not practical prior to release, as soon as possible after release.
- U. The implementing organization should seek funding to retain and sustain the Access to Recovery program.
- V. The Council, with support from the implementing organization, should coordinate with state and federal legislators and commission designees to advocate for changes to existing laws governing funding and opportunities for housing, education, employment, finances and social services to remove barriers to successful re-entry.
- W. Commission designees should work with Marion County Probation, Community Corrections and IDOC to review fee schedules and evaluate whether such fees and/or amounts are constraints to the re-entry process.
- X. Has been integrated into recommendation H.
- Y. Commission designees should seek funding to establish treatment option(s) to provide for low cost walk-in addiction assistance, secure lockdown for detoxification, and mental health assistance.
- Z. Commission designees should seek funding to increase secondary and post-secondary educational opportunities for offenders during their incarceration.

Measuring & Reporting Progress

The Re-Entry Policy Study Commission is committed to identifying tangible, measurable indicators of progress for the implementation of the recommendations. Council leaders will continue to work with community partners to develop these measures and the process for reporting progress to policy makers and the public.

The Commission recognizes that identifying policy changes is only the first step and that a full cycle of problem resolution requires a plan and initiation of implementing the policies. Toward that end, the Commission has identified subject matter experts and re-entry community leaders to lead the efforts and shepherd the implementation of each recommendation and policy improvement opportunity. Under the oversight of the Indianapolis Marion County City-County Council, these leaders will report periodically to the City-County Council about the status and improvements realized as a result of these efforts.