



Research Report

Summary of Missouri Reentry Process

October 20, 2014

**Prepared for
THE HOUSE AND SENATE INTERIM COMMITTEE ON
STATE AGENCIES AND GOVERNMENTAL AFFAIRS**

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MISSOURI CUSTODY POPULATION AND CREATION OF REENTRY PROCESS

The Missouri Department of Corrections (DOC) (2013) reported that they had 31,537 incarcerated offenders in their latest annual report. The custody level of these offenders is shown in Figure 1.

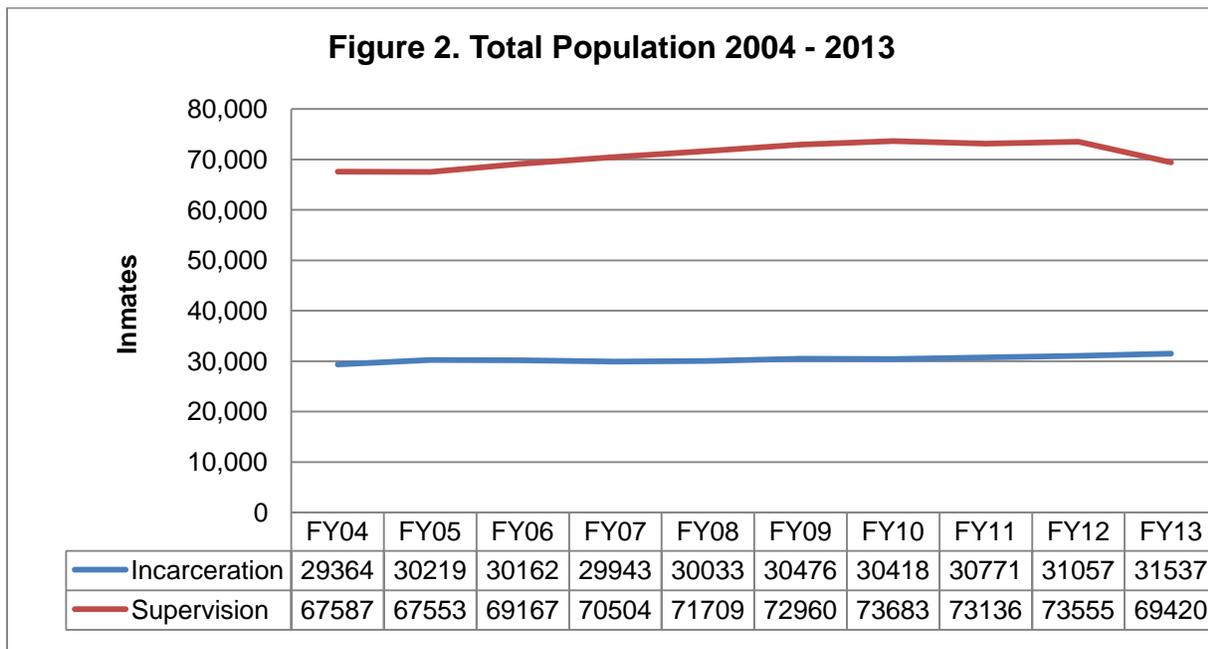
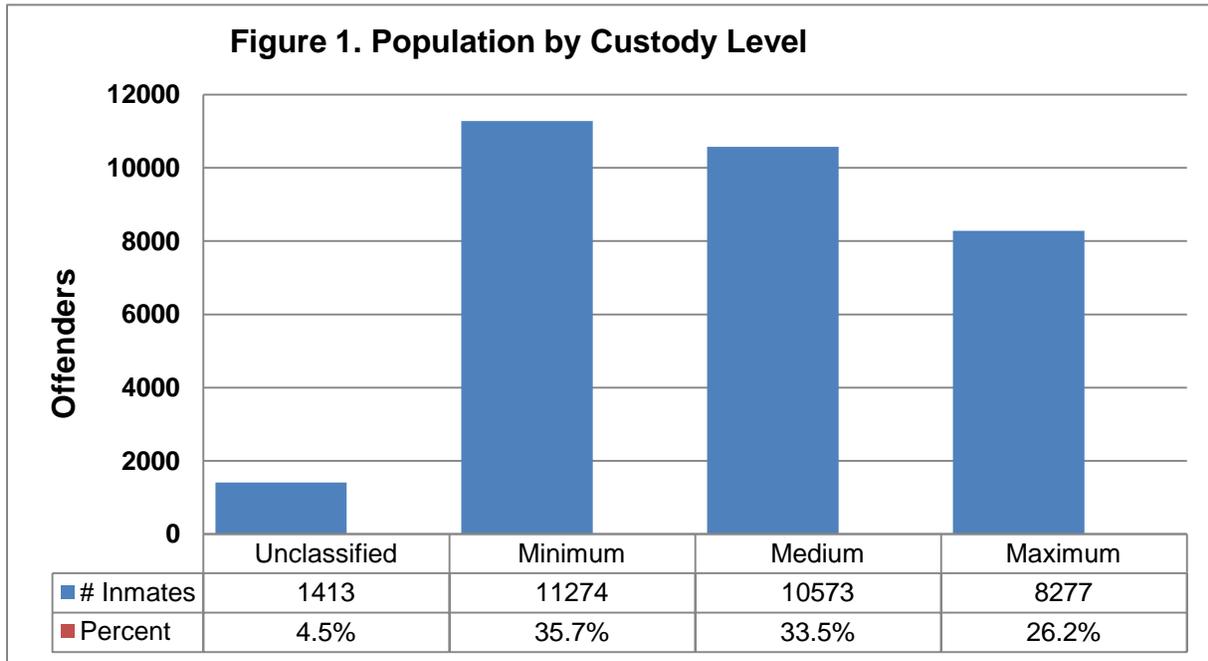


Figure 2 indicates Missouri had a 1-year increase in incarceration of 480, or 1.5%, inmates in 2013, and a decrease of 4,135, or 5.6%, offenders on probation and parole. The state releases approximately 20,000 offenders each year (Missouri Department of corrections, 2014).

In 2002, Missouri was one of the eight states chosen by the National Institute of Corrections as a demonstration site for the Transition from Prison to Community Model, which was later renamed the Missouri Reentry Process (MRP). The MRP model promotes collaboration between state and local agencies to integrate polices and services to facilitate the overall transition process of those offenders returning to Missouri communities from prison. A statewide MRP Steering Team was established including state representatives from the Department of Corrections, Department of Mental Health, Department of Revenue, Department of Elementary and Secondary Education, Department of Social Services, Office of the State Court Administrator, Department of Economic Development, Department of Public Safety, Department of Transportation and the Department of Health and Senior Services. Local community representatives include law enforcement, the faith-based community, crime victims, and service/treatment providers.

This MPR Steering Team developed a coordinated inter-agency network of services for offenders re-entering the community from prison to address problems, such as substance abuse, mental health issues, medical problems, and inadequate education, skills, and housing. The coordination of services between agencies maximizes the use of different expertise and skills, and thereby contributes to efficiency and effectiveness. Having achieved success in Missouri, this steering team has assisted several other states in reentry initiatives and efforts, including sharing best practices and solutions to problems in implementation (Missouri Department of Corrections, 2013).

MAJOR ACCOMPLISHMENTS OF THE MPR STEERING TEAM

A major accomplishment of this Steering Team was the creation of MRP teams throughout the state to set up coordinated inter-agency services in local communities to remove barriers to, and assist with, employment, housing, transportation, access to treatment, and familial and supportive relationships. There are approximately 40 community MRP teams across the state that are comprised of representatives from community organizations, local and state agencies, faith-based organizations, local law enforcement, treatment providers, corrections staff, and other interested citizens. These teams are critical to the effectiveness of MPR in reducing recidivism and promoting stable community living.

The Missouri Department of Corrections (DOC) also partnered with U.S. Department of Labor Apprenticeship Program, resulting in approximately 50 positions in the Missouri Vocational Enterprises (MVE) qualifying for official U. S. Department of Labor's Apprenticeship Program. Since 2009, MVE has issued about 1100 Certificates to offenders that are recognized by the U. S. Department of Labor. The DOC is collaborating with The Fathers' Support Center to assist high risk – high need offenders to secure training and certification in manufacturing and industry. The DOC also works with community colleges to assist and certify offenders to work in healthcare and technology.

The Missouri DOC also partnered with Department of Social Services to implement and enhance the pre-release Medicaid application process. The targeted groups are age 65 and older, pregnant, serious/chronic medical or mental health issues, developmentally disabled, blind, and under age 19. In another collaborative arrangement, representatives from the

Division of Workforce Development visit the prisons to share “Career 101” presentations detailing what to expect, and what services are available at the career centers after release. Career Center staff provides employment and training services to participating offenders from minimum and medium correctional institutions. Job seekers may attend workshops to enhance their job search and interview skills and also participate in on-the-job or classroom training.

In concert with Veterans’ Affairs, incarcerated veterans are informed and educated on the services and resources available to them after release, as well as provided the opportunity to complete applications for benefits and services before release. DOC staff also conducts a pre-release screening and also assist the offender in making an appointment with the community-based provider prior to release. Prior to release, referrals are made to the Missouri Coalition of Community Mental Health Centers who link the offender to mental health services within the community where they will reside.

A new referral process was implemented in 2012 for individuals under supervision in the community who are completing institutional substance abuse treatment. The offenders served by this referral process are those whose severe substance abuse problems contribute to a high likelihood of recidivism. The process is designed to ensure those who present the greatest risk for repeated criminal behavior and continued substance use will receive an expedited clinical assessment and placement in an appropriate level of care with a community provider.

The Department of Corrections awarded \$2 million in community reentry contracts to local organizations August, 2013. The community reentry contracts have been awarded each year since 2009 with this year being the sixth year of awards. Contracts for services were for evidenced based strategies to reduce crime and enhance public safety; including substance abuse treatment, mental health treatment, housing, transportation, education, life skills, family counseling, and employment. The purpose of the community reentry contracts is to address the needs of individuals under the supervision of Probation and Parole by providing the tools they need to avoid criminal behavior.

For 10 years, Big Brothers Big Sisters has been developing a specialized program with the Missouri DOC for children of incarcerated parents to break the intergenerational cycle of crime. Children and parents also are receiving counseling and spiritual guidance in regard to parenting, marital and familial relationships, financial management, housing, and other material goods from various faith-based organizations.

COMMUNITY REENTRY FUNDING INITIATIVE

In 2009, the Missouri Department of Corrections launched the Community Reentry Funding Initiative to support offender reentry into communities throughout the state. The Initiative was designed to address the needs of individuals under the supervision of Missouri Probation and Parole by providing the resources and skills offenders need to be successful in becoming a law-abiding citizen. The goal of the Initiative is to provide access to these tools through vital services and programs that have been identified by local agencies, service providers, and Missouri Reentry Process (MRP) teams.

Services provided through the Initiative included; transportation, housing, basic essentials, employment, mental health treatment, substance abuse treatment, academic education, vocational education, and family assistance. The Initiative began with a pilot project in early 2009. The initial round of funding provided up to \$25,000 to local agencies to implement reentry services. Due to the success of Round 1, the Department of Corrections authorized a second

and third round of funding that allowed organizations to apply for up to \$100,000. However, in its fourth year and recently completed fifth year, award amounts were reduced to \$50,000 due to state budget constraints (Missouri Department of Corrections).

According to the last annual final evaluation report (2012-2013) posted on their website, the Missouri funding initiative made 39 awards totaling 1.8 million dollars to MPR teams throughout the state. To evaluate whether the Community Reentry Initiative was effective at reducing recidivism, participating agencies were instructed to collect individual level data on the clients they served. Each agency was responsible for collecting names, DOC numbers, date of birth, program entry and exit dates, employment status, and county of residence. Agencies were also required to track the type and amount of services each offender was provided while enrolled in their programs. By tracking the services for each individual, the evaluators are able to assess the impact of each type of service on reoffending.

Applicants were also encouraged to propose programming that was consistent with the *Eight Evidence-Based Principles for Effective Interventions in Community Corrections* (Guevara & Solomon, 2009). Eligible participants for funding included non-profit agencies, faith-based groups, and units of local government. All applicants were required to be 501(c)3 non-profit agencies to receive funding.

The Missouri DOC processed payments for 50% of the awarded amount to the agencies by the August 1st, 2012 start date. Agencies became eligible for the remaining payments in 25% increments following their quarterly reports. Quarterly payments were processed for agencies that demonstrated their programming and expenditures were in line with their proposals.

CONTRACTED EVALUATION

The Missouri Department of Corrections has contracted with the Institute of Public Policy (IPP), Truman School of Public Affairs at the University of Missouri since the inception of the Initiative. IPP served as the funding managers and evaluators of the Community Reentry Funding Initiative and also provided technical assistance and guidance to agencies from the initial award through final reporting. IPP monitored organizations through quarterly progress reports and site visits to ensure the agencies were meeting their output and outcome goals and were effectively managing their spending.

Agencies were asked to report on the progress they had made in each quarter toward the completion of their output and outcome goals, detail the major accomplishments, and update the financial reporting forms with all expenditures made to date. IPP worked closely with DOC and the identified programs to provide technical assistance to address the issues they were facing with implementation. IPP also made site visits and provided MRP team with information about any implementation problems observed.

MONITORING

The Department of Corrections and IPP use a rigorous tracking and progress reporting system for the awardees. This included a client tracking form, quarterly reports (including financials), and site visits. Together these tools allowed for substantial oversight and evaluation of awardees' success.

CLIENT TRACKING FORM

Agencies tracked the number and types of services they provided by assigning a unit value to each service. For example, an agency that provided transitional housing to clients would count each day of rental assistance provided as one housing unit. Other examples of commonly reported units are as follows:

- 1 unit of employment = 1 hour of job skills training
- 1 unit of academic = 1 hour of GED class
- 1 unit of basic essentials = \$10 worth of basic essentials (food, clothing, etc.)
- 1 unit of mental health = 1 hour counseling (anger management, etc.)
- 1 unit of transportation = 1 trip for client to approved location
- 1 unit of housing = 1 day of housing provided
- 1 unit of family assistance = 1 hour of a parenting skills class
- 1 unit of substance abuse = 1 hour of substance abuse treatment
- 1 unit of vocational education = 1 hour of vocational training

Agencies captured all of this individual level data on a tracking sheet provided by IPP. The tracking sheet was also used for collecting data about program entry and exit dates, employment status, and county of residence. The tracking sheet serves two important purposes; 1) it supplies IPP with information regarding the amount of services provided by each offender in relation to their stated goals, and 2) it allows for an in-depth analysis of the impact of specific types of service on recidivism rates.

QUARTERLY REPORTS

Using a specific reporting protocol, agencies were required to report on the progress they had made in each quarter toward the completion of their output and outcome goals, detail the major accomplishments, and update the financial reporting forms with all expenditures made to date. IPP closely monitored the quarterly reports of each funded agency to ensure goals were being met and money was being spent as proposed in their original contract. IPP identified the programs that were struggling to implement their program as proposed and reported that information to the Community Reentry Committee. IPP worked closely with DOC and the identified programs to provide technical assistance to address implementation issues.

SITE VISITS

IPP conducted periodic site visits to each of the funded agencies to conduct a process evaluation with a designated protocol. These visits were primarily scheduled according to indications on quarterly reports that there were problems or issues that needed to be addressed. However, every agency received at least one visit every year. These visits allowed a first-hand observation of the quality of implementation of the program, and they involved meetings with staff and clients, and observation of intake and assessment procedures, mentoring and classroom instruction, and facilities and equipment. A summary report of these visits was provided to the Missouri DOC.

ORGANIZATION INFORMATION

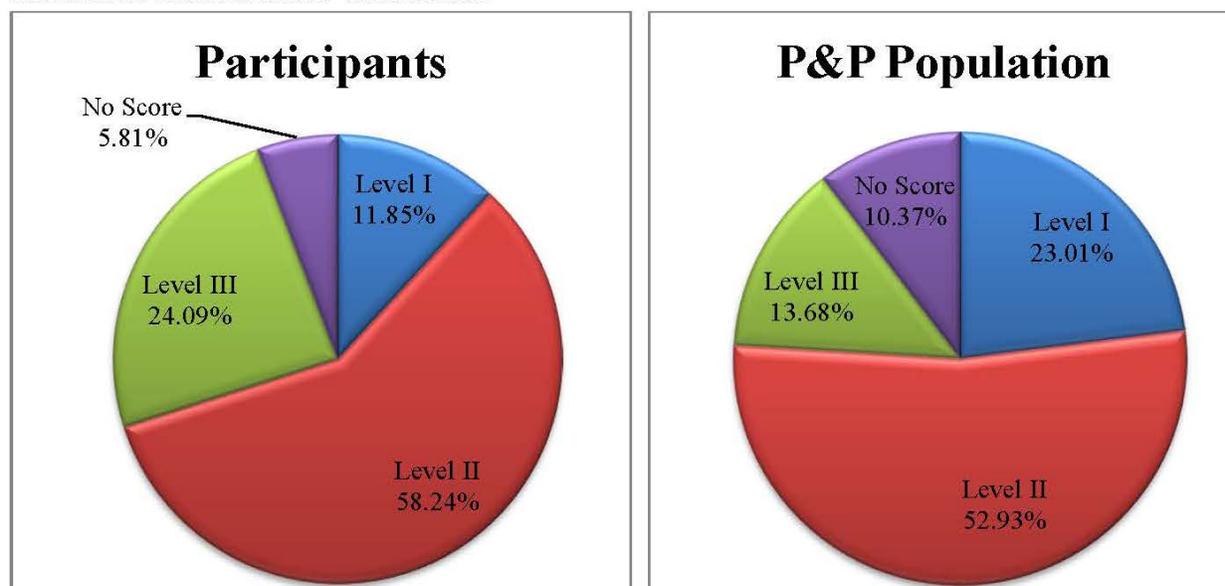
There were a total of 26 organizations in 2012-13 that received an award from the Missouri Reentry Process (MRP). Data on these organizations shows that, on average, awardees received about 21% of their funding from fees/charges for services. The next largest funding source was the state government at about 20%. Federal funding made up 18%, and this was followed by direct donations of 14%. Awardees averaged about 10 full-time employees and five part-time employees in their organization. Volunteers were used by all of the organizations.

DESCRIPTION OF CLIENTS (MRP PARTICIPANTS)

In the latest posted final report, the IPP provided a descriptive comparison of MRP clients (or Participants) and all other offenders supervised by Parole and Probation (P and P population). This comparison indicated how representative the MRP participants were of the total population of supervised offenders, and it provided demographic information for identifying predictors or recidivism. Some of the strongest predictors of recidivism are demographic factors (Andrews & Bonta, 2010; Benda, 2005).

These comparisons revealed no gender differences between MRP *participants* and the P and P *population*; however, there were a larger percentage of African Americans (34.4%) in MRP than in the general P and P population (27.7%).

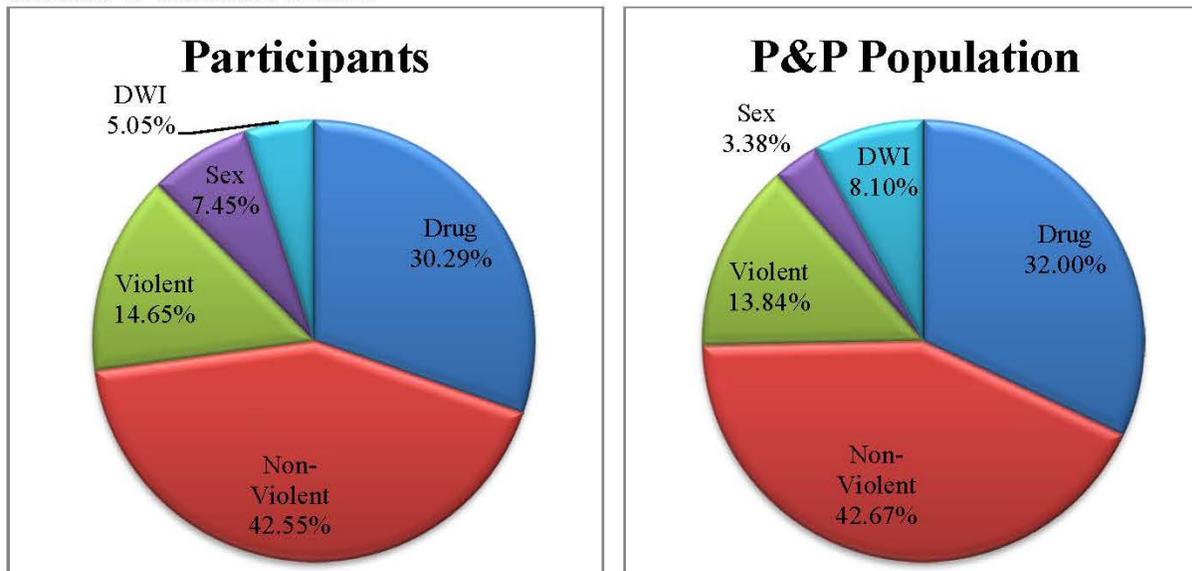
FIGURE 3: SUPERVISION CATEGORY



The offenders in the MRP Initiative tended to be at a higher risk for reoffending than the P and P population at large. A significantly larger portion of program participants required the highest level of supervision (Level III) compared to the general population (24.1% vs. 13.7%). In total, 82% of clients served through this Initiative were on either Level II or Level III supervision, compared to 66% of the general P and P population (Figure 3).

The distributions of types of offenses between MRP clients and the general P and P population are similar (Figure 4). The differences are a slightly greater proportion of sex offenders, and violent offenders among program participants than in the general population, and slightly fewer drug offenders in the MRP Initiative.

FIGURE 4: OFFENSE GROUP



SUMMARY OF FINAL REPORTS

Throughout the funding cycle agencies were encouraged to include information about their program accomplishments, any barriers that they faced, and concerns they had about achieving their output and outcome targets. Awardees routinely reported the individual successes of their clients and their programs as a whole. Many awardees expressed their gratitude for this type of funding which allows clients to bridge gaps in transportation, medication, and basic essentials.

The major barriers to implementation of programs centered on economic circumstances, especially lack of employment, and on unavailability of housing for sex offenders.

FINANCIAL REPORT

The Department of Corrections awarded approximately \$1.8 million to Community Reentry programs across the state. IPP continuously monitored the expenses and financial reports of awardees throughout the Initiative, reviewed modification requests, consulted with DOC staff on any financial issues, and provided technical assistance to awardees regarding Initiative financial guidelines. IPP kept track of spending by awardees to ensure that additional money was not distributed to an agency that did not require the funds to complete their proposed services. Any agencies with unspent funds at the end of the award cycle were required to return those funds.

Table 4 presents a breakdown of how money was spent by awardees. The upper half of the table shows the expenses by service category. For example, the largest expense was basic essentials (food, clothing, medical expenses, hygiene products, etc.) at about \$436,237 spent. The total amount attributed to these five service categories is about \$1,082,234.69, which is 60% of the total amount distributed.

The second part of the table shows how much was spent on other expenses. The largest expense was personnel with 32 of 39 awardees utilizing funding to support either full-time

TABLE 4: FINANCIAL SUMMARY BY SERVICE CATEGORY		Amount Spent
Expenses by Service Category		
Basic Essentials		\$ 436,237.39
Housing		\$ 278,058.41
Counseling		\$ 188,136.46
Employment		\$ 104,251.00
Transportation		\$ 75,551.43
<i>Subtotal</i>		\$ 1,082,234.69
Other Expenses		
Personnel		\$ 580,239.26
Fringe		\$ 45,707.44
Travel		\$ 32,864.89
Supplies		\$ 29,066.89
Equipment		\$ 20,009.21
<i>Subtotal</i>		\$ 707,887.69
Grand Total		\$ 1,790,122.38

part-time employees. When you consider personnel along with fringe benefits, the total comes to \$625,946. The supplies category, which included items such as printing expenses, marketing materials, or training materials for offenders, accounted for \$29,066 of awardees expenses. The travel category here is defined as staff travel only and therefore does not include the transportation of offenders. In total, these other expenses came to \$707,887.69, or 40% of the total funding.

EVALUATION

The IPP provided the Missouri DOC with a process evaluation and an impact evaluation. The process evaluation examined whether funds were spent for intended purposes, the integrity and quality of program implementation, adequacy and quality of staffing, and whether goals and objectives were being met. The impact evaluation examined the effects of the MRP on the recidivism rate of the participants compared to the general P and P population.

PROCESS EVALUATION

The purpose of a process evaluation is to improve the quality and accountability of the programs. By utilizing the tracking sheet, awardees were able to collect data on the number of units of service they distributed in each of the designated service categories. Table 5 shows a summary of services provided to clients by the funded organizations. The highest number of units was provided in transportation related services with about 62,079 units. Awardees also distributed 36,631 units of basic essentials, which included food, clothing, hygiene products, and medications. There were about 169,699 total units of service provided to offenders.

Figure 5 indicates the percent of awardees who delivered each of the nine service categories identified by the Department of Corrections. Transportation and basic essentials were the most

commonly provided services at 79.5% of the awardees. This is followed by employment services and mental health at 66.7% and 64.1% respectively.

Table 5. Services Provided by Agencies

Type of Service	Number of Units	Number of Offenders
Transportation	62,079	2,461
Basic Essentials	36,631	2,553
Housing	26,339	557
Substance Abuse	13,831	747
Employment	12,458	1,565
Mental Health	10,526	648
Vocational	3,608	59
Academic	2,276	218
Family	1,953	256

IMPACT EVALUATION

In order to analyze the recidivism, IPP pulled data on the entire population of offenders on parole or probation in the state of Missouri between August 1st, 2012 and July 31st, 2013. After removing observations with missing data on key variables, the working sample for the analyses is 95,489 for the P&P population. For program participants, the number of observations is reduced from 4,382 to 4,250 after removing those with missing data.

Recidivism was defined return to prison for a new offense or technical violations. The purpose of the analysis was to do a more detailed examination of recidivism rates to determine if they are influenced by 1) the participation in the reentry program, 2) the receipt of services from a particular provider, 3) the receipt of a particular service or combination of services, or 4) the total number of service units received.

Since offenders are not randomly assigned to MRP or to the general parole and probation population, it is almost certain that there are differences in characteristics that predict use of services and recidivism. These characteristics include gender, age, offense type, number of offenses, and supervision level. So, it is important to statistically control for these characteristics when examining the impact of services on recidivism (Andrews & Bonta, 2010). For example, older nonviolent offenders are less likely to reoffend, so a program that serves a large number of those clients is influenced by the offender's characteristics and will likely show a lower recidivism rate.

COMPARISON ANALYSES

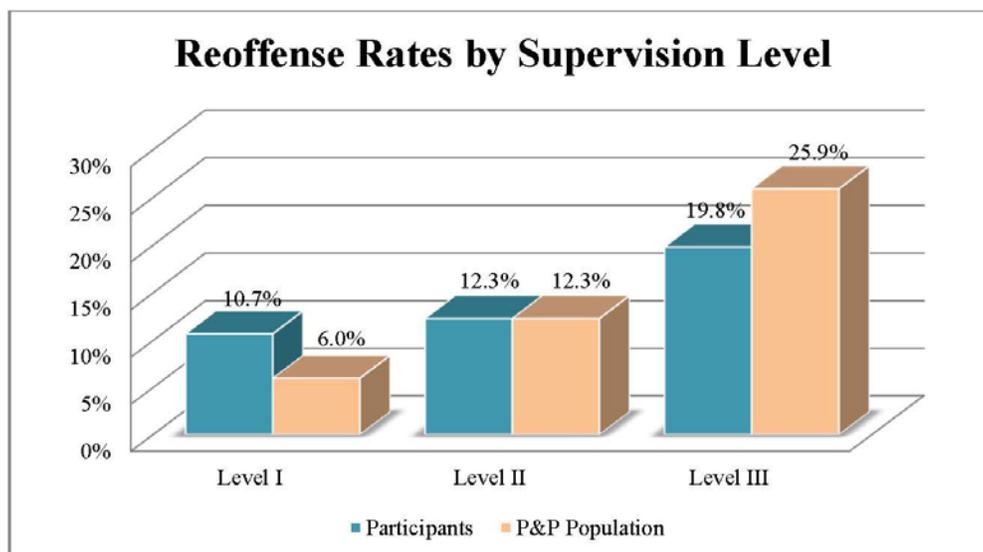
To control for demographic differences between MRP clients and the general P and P population, the clients were matched on race, age, offenses, sentence, and supervision level. These were the strongest predictors of recidivism, and so they were used to control for selection bias.

The results of statistical comparisons showed that the MRP decreased the recidivism rate by 1.1%, which is statistically significant. MRP participants had a recidivism rate of 14.3%, compared to a recidivism rate of 15.4% for the matched sample of P and P population. The 1% reduction in reoffending represents about 42 offenders.

Figure 6 shows the recidivism rates by supervision level. It indicates that the Level 1 recidivism rate is higher for MRP clients (10.7%) than for the P and P population (6%). The IPP report attributes this difference to the deliberate selection of the highest risk Level 1 offenders for MRP. Level 2 offenders did not differ in recidivism rates (12.3%) between the MRP participants and the P and P population.

The most significant observation was the recidivism rate difference in Level 3 offenders between MRP participants (19.8%) and the P and P population (25.9%). The IPP researchers observe that these results supported the MRP Initiative goal of lowering the recidivism rate of high-risk offenders. Moreover, new crimes accounted for 28% of the recidivism among the P and P population, but only 10% of the MRP participants.

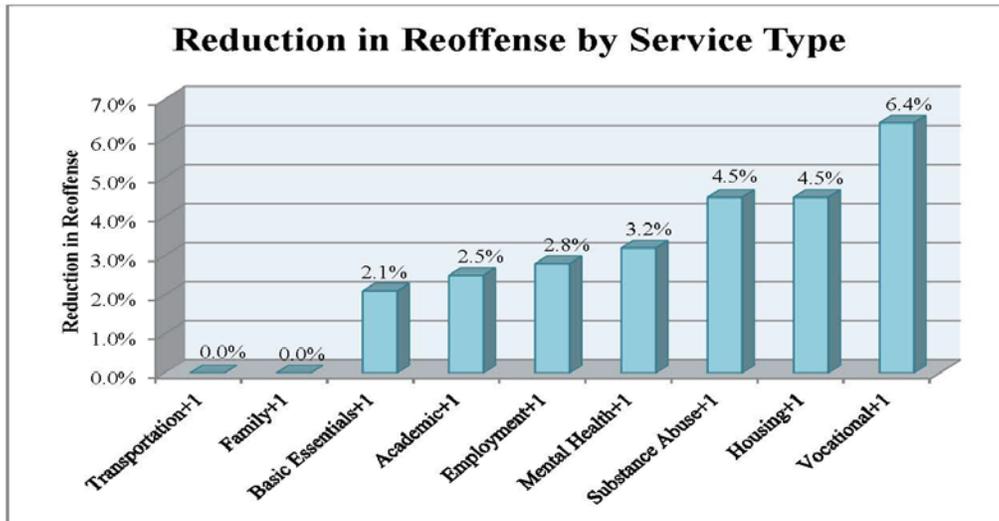
FIGURE 6: REOFFENSE RATES BY SUPERVISION LEVEL



SERVICE ANALYSIS

IPP also examined whether the receipt of specific services or a combination of services had a meaningful impact on recidivism. For example, 4.3% fewer of the 609 persons who received only transportation assistance reoffended when compared with a similar group in the P and P population, and 12.4% fewer of the 138 clients who received academic services exclusively reoffended.

FIGURE 7: RISK REDUCTION BY SERVICE TYPE

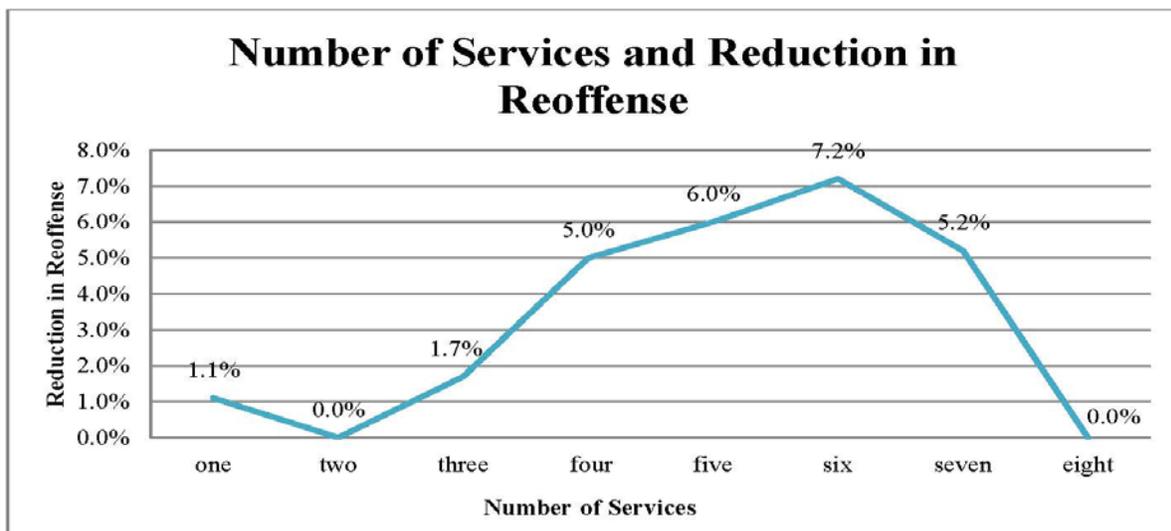


There were too few MRP clients to test for specific combinations of services, so IPP examined combination of a service with any other service. They found that 7 of the 9 service areas had a significant impact on recidivism when received in conjunction with at least one other service. The results in Figure 7 indicate that the impact went from a minimum of 2.1% reduction in recidivism for basic essential programs combined with any other service, to a maximum of 6.4% for those persons who received vocational programming plus another service.

IPP also tested for the impact of the different number of services received (Figure 8). Receiving a single service reduced the risk of recidivism by 1.1%. The impact of receiving 2 services was not statistically different than 0. However, the reduction in recidivism linearly increased with each additional service from 3 to 6 services. Then, the reduction in recidivism drops to 5.2% at 7 services and to 0 at 8 services.

IPP also looked for a “dosage effect”, or the impact of the total units of treatment on recidivism rates. As seen in Figure 8, the effect was found to be rather large.

FIGURE 8: NUMBER OF SERVICES AND REDUCTION IN REOFFENSE



Analysis of individual awardees showed that 13 of the 39 programs had a significant impact on the likelihood of recidivism. The impact of these programs ranged from a 4.5% reduction in recidivism rate to a high of 25.9%.

CONCLUSIONS

The IPP researchers concluded that results indicated that, received in isolation, only transportation and academic programming had a significant (and reliable) impact on recidivism rates. Family services gave suggestive evidence of a significant impact on recidivism, but too few cases were involved to provide reliable results. Combined with at least one other service, all but two services (transportation and family) significantly reduced the likelihood of recidivism.

These findings, when combined with the observations that 1) services that were ineffectual individually, emerged as effective in combination with others, and 2) the total number of treatment units had a large impact on recidivism within the sample of enrollees, lead IPP to the conclusion that comprehensive programming is the most promising means for reducing the risk of recidivism among offenders.

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