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Welcome Home? Building Towards the Establishment of Successful Reentry Communities

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Abstract

Approximately 650,000 individuals in the United States are released from the criminal justice system per year. Research demonstrates 67% of these individuals will be re-arrested within 3 years, and 75% will be re-arrested within 5 years (Durose, Cooper and Snyder, 2014). 95% of incarcerated individuals will be released at some point back to their communities. To mitigate perpetual incarceration and recidivism, reentry programs serve to ensure individuals are receiving the necessary services to positively contribute to society while having specific needs met. Reentry programs address issues that formerly incarcerated individuals face upon release such as housing, employment, broad social services, and changing of criminogenic behavior and thinking. This research investigates practices of reentry programs in Oregon, specifically Lane and Multnomah counties, and their relation to the greater community. Challenges and opportunities of reentry programs are also investigated. Finally, recommendations are presented that are catered towards community members, stakeholders, and policy makers to more positively address issues of reentry.

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Introduction

Recidivism is an individual's relapse into criminal behavior (National Institute of Justice, 2014). Since the enactment of the Sentencing Reform Act of 1984, the US Sentencing Commission has studied recidivism consistently. The findings are not positive: approximately half of formerly incarcerated individuals were arrested within the following 8 years of release, either for a new offense or a violation of conditions related to parole or initial release. Re-offenses are typically seen within the first two years of release or parole.

As of 2018, the US has the highest prison population in the world at 693 per 100,000 people. Even though the US represents roughly 5 percent of the global population, the nation houses roughly 25% of the prison population (Wagner and Sawyer, 2018). Taken from an economic perspective, recidivism further deepens the high cost of prison – total spending on prisons exceeds \$80 billion per year in the US. The economic factors do not account for issues such as the changing landscape of communities, families, and victims of crimes.

A manner of combatting recidivism rates is to implement reentry programs. Across the US, there is at least one reentry program in 47 of 50 states. Typically, reentry programs provide short-term housing, along with resources for putting together a resume and getting a job. However, there continues to be difficulty around intentional implementation of reentry programs; of the states with reentry programs mentioned above, the majority are in areas outside of major cities.

This research seeks to investigate organizations, policies, and programs focused on reentry within the US, with a specific focus on the state of Oregon. This research will also investigate the barriers and opportunities facing former offenders in their path to reentry, along with the opportunities and challenges faced by reentry programs. Finally, this research looks to suggest manners in which communities can support the work of reentry programs. Recommendations are made at the community and policy level regarding the importance of continued action in proceeding efforts forward.

Purpose

The purpose of this report is four-fold:

- Contextualize the need for greater investment into reentry programs and services
- Analyze the relationship of reentry programs and services to the community at-large
- Provide examples of current reentry best practices
- Offer recommendations of how to become involved and why

As will be reiterated, this report is contextualized within Oregon, with the specific locale of data collection occurring within Lane and Multnomah counties.

Research Questions

While there is an abundance of literature regarding what leads to such high rates of incarceration and recidivism in the US, there is a lack of literature regarding best practices of reentry programs. An abundance of literature exists regarding the harmful impacts of incarceration within the criminal justice system as it is currently constructed and operated. However, there is a lack of research regarding the explicit benefits of reentry programs not only to formerly incarcerated individuals, but the community as a whole. To fill a gap in literature, this research investigates reentry programs and services in Oregon and the components that ultimately lead to a more welcoming and beneficial environment not only for formerly incarcerated individuals, but community members as well. The research questions for this study are as follows:

- What are the components of a successful reentry program?
- What are the components of a successful reentry community?
- What are the challenges and opportunities of reentry programs?

Context

US Criminal Justice Profile

The criminal justice system in the US is well-documented regarding incarceration rates and the prison population. As of March 2018, over 2.3 million individuals are incarcerated. The various types of correctional facilities in the US is staggering; most conversations regarding criminal justice refer to state and federal prison populations, yet there are also local jails, juvenile correctional facilities, Indian Country jails (terminology used within criminal justice), military prisons, immigration detention facilities, civil commitment centers, state psychiatric hospitals, and prisons in US territories (Wagner and Sawyer, 2018). In expanding to include parole and probation, the numbers continue to be baffling: 840,000 individuals are on parole in the US, and 3.7 million are on probation (Wagner and Sawyer, 2018).

Changes to the dramatic rise of the prison population and incarceration rate date back to the “Tough on Crime” era of the 1980s. While the 1960s and 1970s set the stage for laws and policies to be implemented in ensuring that crime was a spotlight issue (Lyndon B. Johnson, 1965: “I hope that 1965 will be regarded as the year when this country began in earnest a

Key Terms

Recidivism: an individual’s relapse into criminal behavior; measured by criminal acts that result in re-arrest, re-conviction or return to prison with or without a new sentence within a **3 to 5-year period**

Prison population: total number of individuals incarcerated in some capacity – federal or state prison, in local jail, or juvenile correctional facilities

Reentry program/services: provide assistance to formerly incarcerated individuals in their successful transition to their community upon release

315, 974: prison population, 1980

456,000: # of people incarcerated for drug offenses, 2018

thorough and effective war against crime”; in the mid to late 1970s, states moved towards a structure in which sentences were pre-determined, along with the implementation of mandatory parole systems), the official beginning of the War on Drugs in 1982 escalated the number of incarcerated individuals, especially those convicted of a drug offense (The Sentencing Project, 2017; Curley, 2015). The length of sentences has also increased over time,

specifically since the implementation of mandatory minimum laws and cutbacks in parole release from the 1990s. Regarding the longest possible served sentences, 1 in 9 individuals in prison are serving life sentences; one-third of these individuals are sentenced to life without parole (The Sentencing Project, 2017).

Across the country, approximately 650,000 individuals are released from prison per year. Along with this, however, people go to correctional facilities 10.6 million times per year (The Sentencing Project, 2017). The constant circulation of prison influx is seen in economic terms: approximately \$80 billion per year is spent on corrections (DeVuono-Powell et al., 2015). The return to prison from released offenders contributes to the massive monetary burden of criminal justice. The Bureau of Justice operated a study that monitored offenders post-release from prison across 30 states. Over 67% of released offenders were arrested within 3 years, and 77% were arrested within 5 years (Durose, Cooper and Snyder, 2014). While the Bureau of Justice study does not represent the entirety of the US, it does provide insight into the pervasive issue of recidivism. The 3 to 5-year time frame is important in that individuals commonly commit (or re-commit) an offense within their first 2 years post-release, while 5 years post-release is the time at which individuals are no more likely to commit a crime than someone who has never committed a crime (The Sentencing Project, 2017).

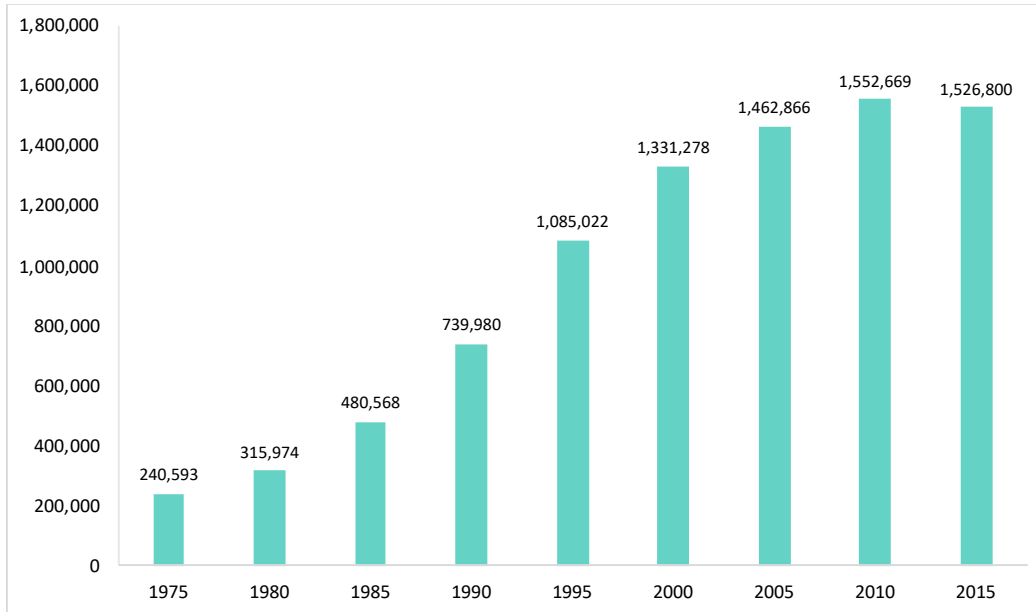
To further contextualize this study, the focus now shifts to criminal justice regarding the state of Oregon. While Oregon’s criminal justice system is not an exact microcosm in comparison to the remainder of the country, the rise in prison population (specifically regarding the characteristics of offenses, sentence length, and discrepancies in gender, race/ethnicity, and age) is representative of the arc experienced in the US over time.

Oregon Criminal Justice Profile

As of 2016, Oregon’s population was 3,982,267 (US Census, 2016). The prison population as of June 2018 is 14,939 (Oregon Department of Corrections, 2018). However, this does not account for all individuals that are affiliated in some capacity with the criminal justice system in the state. In expanding to include felony probation, local control, and parole, the number of individuals raises to 45,240 (Oregon Department of Corrections, February 2018); this results in 1% of Oregon’s population being involved within the criminal justice system.

The trajectory of Oregon’s prison population is similar in relation to regional and national trends. In 1980, Oregon’s prison population was 3,172; this was more than doubled within a decade, resulting in a prison population of 6,492 in 1990 (The Sentencing Project, 2017). The prison population did drop to 5,111 in 1993, but by 2000, the prison population was over 10,000, and has not looked back since. Please see Figure 1 for 5-year prison populations dating back to 1980.

Figure 1. Oregon Prison Population Over 5-Year Increments, 1980 to 2015



Source: The Sentencing Project, 2017

Characteristics of offenders within the Oregon criminal justice system are comparable to correctional facilities across the US. Inmates and individuals on parole/probation account for 20% of Oregon’s criminal justice population, the exact same share of offenders that are incarcerated across the country for possession, trafficking, or other nonviolent drug offenses (Wagner and Sawyer, 2018). The next highest share of offenses is assault at 13%. 32% of individuals in the Oregon criminal justice system are between the ages of 18 to 30, demonstrating a high share of younger offenders that are incarcerated (Oregon Department of Corrections, 2018). The largest share of a single age bracket within Oregon is between the ages of 31 to 45, accounting for 41% of the criminal justice population. This is important within the context of individuals typically “aging out” of crime, with research showing that crime tendencies peak in one’s mid to late teenage years and declining in one’s mid-twenties; this is followed by crime dropping dramatically as adults reach their thirties and forties (The Sentencing Project, 2017). With prolonged sentences, individuals are entering the criminal justice system at young ages and staying well into adulthood. 81% of Oregon’s criminal justice system population is male; of the 19% of female representation, 47% are on parole/probation.

The economic impacts of criminal justice in Oregon are significant. The average cost per inmate per day is \$108, amounting to \$44,021 per inmate per year; in 2015, the state's prison expenditures were \$639,974,399, which is on the lower end of the county's average of \$952,967,502 expenditures (Mai and Subramanian, 2017). This is only accounting for state and federal prison, not the remainder of the criminal justice system. Between 1995 to 2003, former Governor John Kitzhaber spent hundreds of millions in the construction of new prisons, with Oregon's prison system becoming the "envy" of other states and being recognized nationally as a leader (Jaquiss, 2017). Oregon's criminal justice system could be cited as the most successful portion of state government due to the rise in prison population and expenditures.

The state of Oregon produces a bi-annual corrections population forecast via Executive Order 95-06 and Oregon Revised Statute (ORS) 184.351 (Oregon Corrections Population Forecast, 2018). These projections, released in April and October, provide forecasts of offender populations supervised by the Oregon Department of Corrections, entailing offenders in the state prison system, on probation/parole, post-prison supervision, and felony offenders serving sentences of 12 months or less in county jails. Projections are made based on bed forecasts for offenders. A "significant decline" over the next four years is forecasted regarding prison bed occupation, which is then expected to be followed by modest growth due to the passage of House Bill 3078 (see side bar).

As is noticeable from a national and more local perspective, incarceration is a focal point within the criminal justice system. It is clear that this systemic approach is not working; when accounting for social costs to incarcerated people, families, children and communities, total costs of incarceration is over \$1 trillion annually in the US (McLaughlin et al., 2016). With a recidivism rate of 67% after 3 years post-release of incarcerated individuals, the criminal justice system as currently constructed is not living up to the Oregon Department of Corrections mission of, "Promoting public safety by holding offenders accountable for their actions and reducing the risk of future criminal behavior" (Oregon Department of Corrections, 2018). Where resources need to be invested is within entities that address the mitigation of criminal activity and behavior.

Oregon Legislature, Criminal Justice and Reentry

House Bill 3078: modifies eligibility for family sentencing alternative pilot program; authorizes Department of Corrections to increase reduction in term of imprisonment if inmate meets criteria

Senate Bill 416 Pilot Program: rehabilitative program for non-violent offenders that offers treatment, professional mentorship and intensive supervision through Parole/Probation division of Marion County Sheriff's Office

Executive Order 95-06 and ORS 184.351: direct Department of Administrative Services and Corrections Population Forecasting Advisory Committee to produce prison forecast twice a year

This research now turns to reentry programs and services, which are specifically tasked with focusing upon the rehabilitation of individuals that are in the criminal justice system.

Practices of Reentry Programs

While perceptions of reentry programs may vary, the structure of practices are common. Reentry programs are designed to assist formerly incarcerated individuals with a successful transition to their community after their release (Caprizzo, 2011). Reentry programs most often provide the following services:

- Employment assistance
- Housing assistance (transitional to permanent)
- Substance abuse/treatment/counseling/mentoring
- Social services (life skills, educational, familial)

Source: Seiter and Kadela, 2003.

Established by the Second Chance Act in 2008 while funded and administered by the US Department of Justice’s Bureau of Justice Assistance, the National Reentry Resource Center (NRRC) is the US’s primary source of information and guidance in reentry (NRRC, 2018). NRRC promotes what works in reentry in partnership with the Urban Institute, with the online library of the NRRC containing more than 1,000 publications aimed at identifying best practices. From the Second Chance Act, federal grants are authorized to government agencies and nonprofits to provide reentry services and support corrections/supervision practices for reducing recidivism. For focal areas of the NRRC and potential sources of funding, please see Table 1.

Table 1. Topics of Reentry, National Reentry Resource Center

Topic	
Community Supervision: Probation and Parole	Mental Health
Correctional Education	Mentoring and Community Partnerships
Correctional Supervision: Prisons and Jails	Program Quality and Performance Measurement
Criminal Records	Risk and Need Principles
Employment	Sex Offender Treatment
Family Agreement	Substance Use Treatment
Health Policy	Tribal Affairs
Housing	Victim Engagement
Law Enforcement	Youth and Young Adults

Source: National Reentry Resource Center, 2018

Reentry programs across the country share several important attributes. However, the following three attributes are seen as essential to the establishment and administration of reentry programs:

1. Support that is positive and non-punitive
2. Individualized treatment and therapy
3. Built on partnerships and collaboration

Source: Johnson, 2016.

The approach of reentry programs has shifted over time. Seiter and Kadela (2003) note the transition from punishment, deterrence and incapacitation to prevent future crimes evident from the “tough on crime” era and greater rates of incarceration dating to the early 1980s and into mass incarcerations in the 1990s. This framework of focusing on supervision and monitoring rather than explicit casework and support continued into the 2000s prior to the implementation of the Second Chance Act. While a shift in approaching reentry is supported by research, and there is an understanding regarding the benefits of reentry programs, 77% of released individuals who were formerly incarcerated are re-arrested within 5 years (Schanzenbach et al., 2016). Successful reentry programs are evident across the country, yet the recidivism rate remains high, even if studies control for factors that result in data looking more promising (Goldstein, 2014).

Below are reentry programs from Eugene, OR, Portland, OR, and Little Rock, AR that demonstrate typical locations and surroundings for reentry programs. Please see Appendix A for profiles on specific organizations researched and interviewed for this study.

Figure 2. Sponsors, Inc., Eugene, OR.



Note: Highway 99 is one of the busiest intersections running within the city of Eugene regarding speed and vehicle miles traveled (VMT). While Roosevelt Blvd. is known to have residential homes, there are not residential homes near Sponsors in any direction. The proximity to public transportation and (relative) access to bike routes makes for Sponsors to be in a more ideal location than most reentry programs.

Figure 3. Northwest Regional Reentry Center, Portland, OR.



Note: NE 82nd Avenue and NE Columbia Blvd. are two of the busiest streets within the city of Portland. As is apparent within the visual, the Portland Airport provides services that are near the Northwest Regional Reentry Center (NWRRC). Of importance is the proximity of the Oregon Department of Human Services (DHS) to NWRRC. Programming offered at NWRRC includes case management, community programming referrals, in-house mental health counseling, drug and alcohol counseling, and employment placement assistance.

Figure 4. Our House, Little Rock, AR.



Note: Our House is near Interstate 30, which travels east and west across Texas and Arkansas. Of the aforementioned reentry programs, Our House is the closest to a church; the church is located south from the above photo.

As seen from the above three reentry programs, each is located near a highway or highly used intersection. Multiple gas stations surround Our House in Little Rock and Sponsors in Eugene. While all three reentry programs are considered successful in their programming (success measured by reduced rates of recidivism and longevity of services provided), they continue to operate predominantly in isolation from the remainder of the city and community as a whole.

What follows is a focus upon the state of Oregon regarding criminal justice and reentry practices. While states across the US vary in their practices in addressing reentry, Oregon provides as a quality case study because of the abundance of nonprofits and agencies in the state that address reentry.

Methodology

The research in this report utilizes qualitative methods. Thirteen interviews are reported with city planners, individuals within the nonprofit sector holding various positions, and a US District Judge. The purpose of interviews is to gain in-depth perspective from the work done by reentry programs specifically relating to housing, employment, and social service issues. Participants were contacted via email. Five nonprofit organizations that serve as reentry programs or work in conjunction amongst other reentry programs and services were interviewed. Three individuals from the City of Eugene were interviewed to provide the perspective of city planners, specifically regarding design/land use, housing, and policy. Please see Table 2 for individuals interviewed.

Interviews occurred either in-person or over the phone, with each interview lasting between 30-70 minutes. Ten interview questions were asked (see Appendix B). An audio recording device was utilized for the majority of interviews to analyze interviews via NVivo software. NVivo was used to transcribe interviews from recordings and investigate overlapping themes.

Organizations are selected because of their status as an organization that specifically provides reentry services. As will be discussed in the limitations section, there are other organizations working in collaboration with these organizations and individuals. Please see Appendix A for profiles of each organization with relevant information in relation to reentry services provided and the specific location of each program.

Of the 13 individuals interviewed, four were formerly incarcerated. This perspective is valuable in providing context to reentry services and real-life examples of the potential benefits of reentry services. Along with the interview guide utilized for each interview, please see Appendix B for questions asked of individuals who were formerly incarcerated.

The individuals interviewed for this study responded in a timely manner to requests for interviews, which was greatly beneficial to the information gathered. However, the initial goal of this study was to speak with an even greater breadth of organizations within the field of reentry. The limitations of not speaking with certain organizations (such as Second Chances are for Everyone, or SCAFE, in Portland, Helping Hands Reentry in Clatsop, Tillamook, Yamhill and Lincoln Counties) came from this study working within a shorter time frame than what was ideal to gather a greater amount of information.

Table 2. Interview Documentation

Position/Organization
Grants Manager, City of Eugene
Senior Planner, City of Eugene
Senior Planner, City of Eugene
US District Judge, District of Oregon Reentry Court
Planner/Built Environment Analyst, EcoTrust
Social Service Coordinator, Northwest Regional Reentry Center
Case Manager, Northwest Regional Reentry Center
Executive Director, SE Works
Case Manager, Sponsors
Case Manager, Sponsors
Deputy Director, Sponsors
Executive Director, Sponsors
Director of Transition and Reentry Services, Volunteers of America Oregon

Findings

This research seeks to answer the following three questions:

1. What are the components of a successful reentry program?
2. What are the components of a successful reentry community?
3. What are the challenges and opportunities of reentry programs?

In responding to these overarching research questions, key themes emerge from interviews and supporting literature. The term “successful” is meant to encompass the reduction of recidivism rates, along with the rate at which clients adequately address issues faced and discussed below (i.e., housing, employment, trauma and mental health needs). Findings are divided amongst the specific question addressed. For a summary of the challenges and opportunities of successful programs and communities, please see Table 3 at the end of the findings section (also includes recommendations).

What are the components of a successful reentry program?

Participants identify **housing**, **employment**, and **social services** as the three pillars of a successful reentry program. Research supports this assertion (Seiter and Kadela, 2003);

I don't think anyone should be released from prison without that person having a permanent housing option and either employment or disability, based on their specific needs.

housing is an especially prevalent necessity upon reentry, as approximately 50% of individuals releasing from Oregon state prison are homeless (Solomon, 2017; Korn, 2015). However, it is the work beyond these pillars that is essential to the success and sustainability of reentry programs.

Participants working directly with the population of formerly incarcerated individuals all emphasize the importance of **ensuring programming is centered around their clients**. The language used with these individuals is critical and further emphasizes a person-centered approach, while also being supported by research practices of referring to individuals as clients and not offenders (Johnson, 2016). By beginning from the place of understanding the trauma that individuals have experienced in prison/jail and lived experiences, reentry programs provide services that align with the needs of clients. Reentry programs typically administer a range of assessments to establish a treatment plan that is then addressed by case managers, parole/probation officers, and appropriate social service providers. Participants mentioned the traumatic environment of prisons and jails, with US Penitentiaries specifically serving as highly traumatic places:

You got a guy coming from a US Penitentiary, you got a lot of trauma, you got a lot of trouble, you got a lot of dangerous history. The USPs are known for not being very nice, and I'm talking administratively... the inhumanity is just really amped up.

Consistent conversations and interventions aimed at mitigating this trauma is essential in ensuring clients do not revert back to criminal thinking or behavior. The Eugene reentry court begins each court session (which takes place around a table and not in a standard court room, with the goal of lessening power dynamics as much as possible) with four T's: **transparency, trust, truth, and trying**. These guidelines are meant to ensure clients and service providers alike are arriving with the acknowledgement of improving upon past behaviors and decisions.

Clothing, identification, and transportation are fundamental factors that reentry programs address upon the release of formerly incarcerated individuals. After individuals are released from prison or jail, they are immediately forced to adjust to a new environment. The ability to mitigate these upfront issues is the sign of a reentry program that's connected and focused specifically on the provision of services to individuals.

Formerly incarcerated individuals must receive programming specifically aimed at reducing criminal thinking and behavior. **Culturally relevant programming** is also important, especially considering the demographics of prisons and jails; blacks are incarcerated more than five times the rate of whites in the US, while Oregon incarcerates black males at a rate of 1 in 21 (Nellis, 2016). Therefore, agencies are more aware of hiring staff who share similar life experiences with individuals served, be this race/ethnicity, similar familial backgrounds, or former offenders. 32% of individuals in the Oregon criminal justice system are between the ages of 18 to 30; organizations such as VOA Oregon are explicit in catering services towards individuals in this age bracket, as research demonstrates individuals "aging out" of criminal activity (The Sentencing Project, 2017).

Participants acknowledge that **mental health, drug/alcohol and addiction treatment** need to be **individualized** for each client to be

as successful as possible. This is especially prevalent with so many clients having drug-related backgrounds (drug offenses account for 20% of the criminal justice population in Oregon). SE Works often sees clients relapse multiple times prior, yet services are provided every time someone walks through the doors. VOA emphasizes the social service aspect of reentry, ensuring that generational and criminal beliefs are mitigated to be law-abiding and appropriate in proceeding forward as positively contributing members of society.

Participants identified a **proximity of services** as being an ideal manner to mitigate the difficulty of adjusting to being outside jail/prison walls. SE Works has numerous on-site services (workforce development, counseling services, and greater economic opportunities) and

The bigger picture is: let's make you feel like you deserve it and you own it and it should've never been taken away in the first place. That's the key; if they do not walk out of here with a true belief in their own value, and a true belief that they can stand on their own two feet, and a true belief that it's okay to be vulnerable and ask for help, they're going to struggle every single time.

considers itself a “one-stop shop.” Sponsors offers housing, mentorship, educational opportunities, and counseling services within their headquarters at Roosevelt Crossing. VOA offers services that are focused specifically on rehabilitation, treatment, and social integration.

What are the components of a successful reentry community?

Participants discussed the importance of **partnerships** amongst other organizations, agencies and sectors. Partnerships centered around the provision of housing was cited most often; Sponsors working in conjunction with St. Vincent De Paul and Homes for Good, while the Moving Forward program is established in conjunction with VOA Oregon, SE Works, Bridges to Change, Human Solutions, Central City Concern, Worksystems Inc., the Center for Family Success, Gang Impacted Family Team, Multnomah County’s Department of Community Justice and the Multnomah County District Attorney. A key partnership in the sustainability of services, however, is the relationship between reentry programs and the law enforcement side of criminal justice. One participant mentioned how Lane County is unique in the manner that the community is interwoven and how agencies communicate effectively with one another to ensure formerly incarcerated individuals are getting to “those right spots.” In Portland, there is an ongoing formation of a coalition of nonprofits that holds reentry resource fairs on a consistent basis aimed at providing a continuity of care for individuals post-release. This demonstrates the unique relationship Eugene and Portland have regarding the criminal justice system in the state of Oregon in that there is a solutions-oriented approach to ensuring a variety of stakeholders are involved rather than sole entities.

The headquarters of Sponsors is located at Roosevelt Crossing, also known as Four Corners. Prior to the implementation of Sponsors, the area had a reputation of contributing negatively to the remainder of Eugene. However, since the implementation and expansion of Sponsors, perceptions have changed, and statistics support these perceptions: Roosevelt Crossing and the surrounding area are safer, maintained to the highest of quality, and stand out as a source of pride for clients and staff alike.

If you look at real estate data... and also number of crimes reported... since Sponsors has been built here, the Roosevelt Crossing facility, the crime in Four Corners immediately around our facility has plummeted to zero. The only reported interactions that have been here have been people calling police to remove trespassers from our property rather than people on our property because people don’t want to screw up the chance that they have, and they don’t want to screw up the place where they can get that chance. People become very protective of it... they’re actually policing themselves when they see somebody screwing up.

A **sense of pride** comes with having adequate housing and working out of an area that is highly maintained. SE Works identified the area where its main office is located as an area of need regarding housing and employment. Housing prices have now risen amongst the surrounding area of SE Works, but individuals still can access the services they need. If a building is aesthetically pleasing, this assists in changing the behaviors and mindset that were previously criminal.

Especially regarding reentry programs that are implemented into more residential areas, **public safety** is an achievable standard. Reentry programs provide “additional eyes” on formerly incarcerated individuals and the communities to where they are releasing. Law enforcement activity is lowered within the surrounding proximity of reentry programs because individuals are looking to uphold their chance of staying out of prison and re-inventing themselves.

Housing is an essential component of the relationship between reentry programs and the remainder of the community in leading to the establishment of an entire reentry community. The Dispersal Policy in Eugene is one of the few across the state to expand the possibility of greater family housing options (in turn, expanding to include group homes). When large housing projects are approved for funding from HUD in Eugene, they are agreeing to provide 5% of units for populations that fall under “special needs,” which includes formerly incarcerated individuals and low-income groups. The intentional integration of housing units into areas that are populated leads to a more positive agreement of community values and a higher likelihood of communities actively engaging with one another on a more consistent basis (Interviews with city planners and Sponsors, 2018).

The ability to **communicate in an open dialogue** with the general public is essential in the expansion of reentry services. The Mentorship Program at Sponsors is highly regarded in its ability to initiate a dialogue between formerly incarcerated individuals and community members (see Appendix A for specifics on the Mentorship Program model). As one case manager put it, “We’re literally making friends.... I literally just put them in touch with each other and tell them to act friendly.” While engaging in an initial conversation is difficult for community members, the ability to relate on a personal level is essential in the progression of mitigating issues regarding reentry. In response to potential backlash of the expansion of services, the Executive Director of Sponsors explained the organization’s approach:

We built this 54-unit apartment complex last year, the Oaks at 14th. When we first started talking to neighbors, there were a number of them that were like, ‘Come hell or high water, we don’t want you here; build a library! We don’t want those people in our neighborhood!’ And so the challenge is, how do you address those types of concerns? A couple of things we did. One, we set up a whole series of community forums and meetings, where we would come with our staff, our development

staff from the housing authority, we'd bring the sheriff's office staff, the police department staff, parole and probation staff. And then, as we moved farther into the process, we developed a citizen's advisory committee, where we invited neighbors to joining the community and provided a forum to address more structural concerns that they had. And now that we're there, it's the nicest apartment complex in the neighborhood.

Related to proximity of services, the **longevity** of programs is a component of reentry programs establishing legitimate partnerships amongst the community and with other stakeholders. SE Works is over 20 years into reentry services and is well-connected to the point that agencies come to them for information or assistance. SE Works extends to educational institutions and working with individuals in the juvenile justice system. This is not meant to dismiss the backlash that reentry programs receive; community members often cite public safety and decreasing property values as concerns towards the implementation of reentry programs in residential areas specifically.

What are the challenges of reentry programs?

Various challenges exist for programs/services in place to mitigate the transition of formerly

There's a difference between a straw that you drink out of and a tunnel that you drive through. The need for resources that we have, if we're just talking about Lane County, is about the size of the tunnel that you drive through. What we have for that need is what you can sip out of in a drinking straw.

incarcerated individuals. All practitioners working within reentry programs mentioned the **disproportionate representation of people of color** in the criminal justice system. The number of individuals involved in the criminal justice system in Oregon is 45,240 (Oregon

Department of Corrections, February 2018). While representing 2% of Oregon's total population (US Census Bureau, 2016), black people account for 8% of the criminal justice system population in the state and 9% of the prison population. Native Americans account for 1% of the state's total population and over 2% of the criminal justice system population. Latinos represent 8% of the state's criminal justice system population. What is important to remember is that Oregon is not considered a high-end incarcerating state; Oregon ranks 36th out of the 50 states and the District of Columbia in incarceration rates at 550 people per 100,000 (Wagner and Walsh, 2016). One interviewee explicitly stated the barrier of race:

The point is that money isn't the end-all be-all force that can mitigate discrimination... It's [criminal justice system] been a burden to people of color. When thinking about how everything is facilitated, race is the single determinant of how people don't get to be at the table.

Another constraint is related to the Department of Corrections (DOC) in general: Northwest Regional Reentry Center (NWRRC) is **funded** primarily **by the DOC and Bureau of Prisons**. While services are provided primarily for pre-release individuals (including housing, employment placement assistance, and counseling), the constraints from the administrative level are clear: guidelines are not trauma-informed, client-centered, or compassionate. Although there are passionate individuals that work within the field of reentry, constraints in place regarding funding from the Bureau of Prisons (that are not following through on principles set in place by the National Reentry Resource Center) stop these practices from being fully implemented. The DOC also presents a challenge of not being flexible regarding the implementation of new policies and practices.

The challenge of **funding** was also mentioned by other interview participants. Mental health resources are seeing funding cuts to their programming and potential expansion, especially from the federal level. Dollars towards the criminal justice system are most often spent to arrest, convict and incarcerate individuals rather than treatment and reentry services. Funding issues are also seen on the side of funders. For example, the federal funds Eugene receives from the US Department of Housing and Urban Development (HUD) allow the allocation of funds for two affordable housing projects per year. Eugene utilizes \$350,000 per year on community development block grant funds for core human service agencies, which interact with individuals who have had interfaces with the criminal justice system as perpetrators or victims. If funds are given to a new development (especially if an organization/entity is attempting to address issues of housing), the agency that receives the funds must maintain affordable housing status for 20 years; therefore, there is not the ability to “take risks” with regards to programs or services that are not well-established and trusted.

Scattered services and a **lack of explicit communication** are two other barriers mentioned by participants. Portland was explicitly noted as being a difficult city to navigate when reentering society. While treatment services are offered on-site at NWRRC, it is quite often that individuals are placed to work within a parole office in downtown Portland, which is nearly an hour by public transit and 30 minutes via a personal vehicle. This is a barrier that often leads to individuals falling out of programming entirely and perhaps returning to criminal behavior.

The **adjustment from prison/incarceration** to society is cited as a challenge for individuals on their way back into society. The criminal justice system is well-known (both in academia and in dramatized yet fairly realistic manners of media such as films like *The Shawshank Redemption*) for its routine-based practices and institutionalization of life. Participants spoke in various forums regarding the difficulties of altering from learned and adapted practices to essentially brand-new practices.

Prisonization is what it's called; it's essentially another ideology of living in a completely different world. I think that piece of it is hard for folks that come into our society from being down because it's a completely different mentality. You're used to being told what to do.

When you're inside, the lights go on at a certain time, you wake up at a certain time, you eat at a certain time; there's so much structure.... We [as reentry programs] have to provide that structure, give them lots of things to do to fill that time because, you know, idle hands can do other things. That's a big transitional piece.

Once individuals are released from prison or jail, they are confronted with **the need to accept their mistakes** before any progress can be made. "Most people, the day they get out of prison, are ripe; they don't want to go back to jail.". While it may be common for individuals to be set on not returning to a traumatic place like jail or prison upon their release, the aspect of **accountability** is not automatic. One participant spoke on how relapsing can often be a powerful force in getting to a place of acceptance.

Prior to services being provided for individuals returning from incarceration, these individuals need to overcome their reasons as to why they were in the position that they were in, along with having a plan and goals that support the lead-up to that plan. Being accountable of actions is a necessity in progressing forward and can be empowering for individuals.

I think that what some people have to do is, when they're released from prison, they have to have a conversation with themselves about what degree of acceptance they want to have about where they're at. [When I came out of prison,] I said to myself, 'Let's list the things that I won't be able to do as occupations.' So, let's look at what I can do, where there's not gonna be any legal or statutory reason why I can't do something.

Accountability is not a negative thing; it actually is helpful, it's appreciated. That's a conversation we have all the time; I work primarily with men, so there's a lot of conversations about integrity and pride and reinvention, how you want to be remembered in the world. Accountability is not a bad thing, it's actually an empowering thing.

What you say you're going to do, you better do. And I don't mean the customer, I mean the worker. If you say you're going to do something and you're going to refer or help or assist, do it. They've been let down by so many institutions so many times that it's important that we follow through and do what we say that we're going to do.

When reentry programs are not accountable to their clients, challenges are even more evident due to trust being abandoned. Proactively addressing issues in mitigating recidivism is not easy, as seen by recidivism rates continuing to be so high across the US.

Along with individuals needing to hold themselves accountable, **organizations must be proactive** in their accountability and follow up to clients. Individuals that are returning from jail/prison often do not trust anyone, and agencies need to ensure that they are following through on services offered to individuals and admitting mistakes to demonstrate that this is a socially acceptable behavior. Staying proactive and up to date with case management gets to be difficult with the amount of cases (one case manager at Sponsors had 30 cases at the time of being interviewed, with two people accounted for in each case), the influx of individuals releasing from prison, and the demand that programs have in which they are not able to administer the types of services they may desire.

Finally, **timing** is a challenge in the work of reentry programs and services provided. Sponsors, SE Works and Volunteers of America Oregon provide some version of in-reach services to individuals while they are still incarcerated, citing the importance of establishing a connection with individuals while they are still incarcerated. In relation to challenges of funding, there are challenges of when certain reentry services can begin. Northwest Regional Reentry Center is not able to begin working with clients until their first day of release; now under the Trump Administration, NWRRC is allotted 4 to 6 months of working with clients when the previous timeline was 9 to 12 months.

We [Sponsors] made a strategic decision a long time ago that we wanted to serve more people. In doing so, we made a decision that we would serve them for a shorter period of time. The fact of the matter is that we've got an overwhelming need, and right now, all of our beds are booked up for the next 8 months. If people don't begin the application process upwards to a year in advance, they're not gonna get in. We're providing a continuous array of services, but the duration for most people is pretty short; the average stay is about 90 days.

What are the opportunities of reentry programs?

Opportunities mentioned by practitioners call on the ability to continue the provision of services in place. Sponsors is held in high regard across the country due to their practices, with agencies from the east coast traveling across the country to get a glimpse of the work done at Sponsors. With trauma and mental health emerging as prominent issues within the criminal justice system, reentry programs are ensuring their services are meeting the needs of clients.

However, as mentioned previously, there is a well-documented disproportionate representation of people of color within the criminal justice system (Alexander, 2012; Hartney and Vuong, 2009).

The opportunity for reentry programs to push forward issues related to **restorative justice** is widely acknowledged. With Oregon being one of the whitest states in the US, services for people of color must be intentionally offered. As mentioned by a current planner in Portland, “In Portland, equity is trending, and people are starting to pay attention to a lot of the racial disparities in the criminal justice system, but a lot of people just don’t know what to do.”

The **trajectory of individuals** is an essential piece for reentry programs. Sponsors estimates that approximately 60% of its employees have a background within the criminal justice system. NWRRC, VOA and SE Works are actively seeking future mentors or staff members to work with clients that are reentering society because of the lived experience and ability to relate on a personal level with this population. While not looking to be the only occupation for clients once they are finished with reentry services, working within reentry programs after proceeding through services offers a tangible example of someone’s potential.

I was at that point where I was no longer ashamed of my past and I more embraced it. I have been able to realize that I can use what’s happened to me to help benefit other people.

The **economic benefits** of reentry programs are a vital tangible takeaway. In 2015, the average cost of one inmate per year in the Oregon Department of Corrections was \$44,021 (Mai and Subramanian, 2015). Meanwhile, the services of Sponsors “cost” \$35 per day, resulting in a cost of \$12,775 per year (Solomon, 2017); the Community Partners Reinvestment (CPR) Program

On average, one inmate costs \$44,021 per year in the state of Oregon; services from Sponsors on average cost \$12,775 per year

of VOA Oregon estimates annual expenses per client to be \$4,600 (CPR Fact Sheet, 2013).

Oregon legislature admits that the state cannot afford to use the prison system regarded at one point as being the “envy of other states” (Jaquiss, 2017). Instead, reentry programs have the ability to put dollars into legitimate rehabilitation of individuals and ensure that law-abiding citizens are contributing positively to their families, neighbors, and community as a whole.

Table 3. Summary of Successful Reentry Programs and Communities

	Program	Community
Challenges	Funding, specifically cuts at the federal level	Services that are not in a centralized area
	Not enough time to provide services for clients	Lack of affordable and available housing
	Takes time to change criminogenic and institutionalized thinking, behavior and norms	Combatting NIMBY and overall negative attitudes of residents
	Organizations needing to be proactive with follow up	Lack of explicit communication amongst agencies because of distance
Opportunities	Champions of restorative justice, especially regarding racial/social justice	Communal pride related to maintaining safe and supportive environment
	Establishing and upholding accountability of clients and programs	Mitigation of housing issues; large housing projects receive funding for special needs populations
	Ability to positively influence the trajectory of clients	Partnerships in place across organizations, sectors and occupations
Recommendations	Ensure community is aware of opportunities to further engage	Greater investment of personal time and energy
	Work together with groups of community members to establish community coalitions	Establish community coalitions amongst neighborhood areas
	Transparency amongst practices and success stories; partner with communities to establish public speaking events	Ensure housing options match socioeconomic profiles of residents

Recommendations

From the interviews conducted, observation of the Eugene reentry court, and review of literature, the following recommendations are made in proceeding forward to more explicitly mitigate recidivism. Specific recommendations are targeted for the public, stakeholders, policy makers, social service providers, and event organizers.

Recommendation 1: Invest Time and Energy

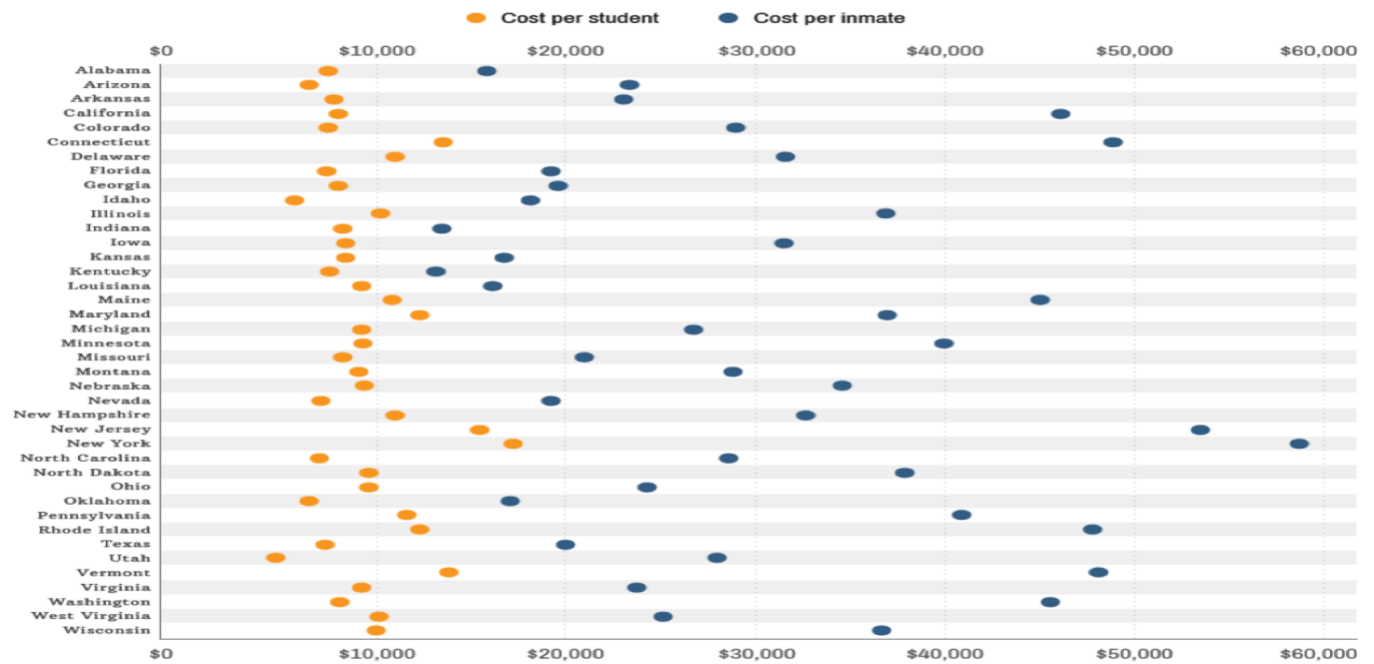
This first recommendation is for community members. As human beings, we relate to people and experiences more easily when we are aware of circumstances. While the lived experiences of formerly incarcerated individuals and community members who have not committed a crime are inherently different, having face-to-face conversations and lived experiences with one another lends a greater opportunity to understand backgrounds and hear one another. Reentry court sessions in Eugene meet monthly and are free and open to the public; events and workshops hosted by reentry programs are also free and offered frequently. The mentorship program through Sponsors is a strong model for greater community engagement with formerly incarcerated individuals. When an individual is releasing from prison, they are matched with a community member and are asked to meet for 4-6 hours each month in a pro-social manner. A match within the mentorship program lasts between 3 to 12 months. The most crucial piece of understanding from the community is knowing that time is necessary in building trust and relationships, especially for individuals that have been institutionalized.

A key aspect in proceeding forward is to hear one another. Formerly incarcerated individuals are hardly listened to, and when the time is right, are more than willing to share their willingness to be accountable and proceed forward in a positive manner. The expectations of being transparent and truthful within the Eugene reentry court provide an avenue into clients openly sharing their struggles and achievements. This study recommends the utilization of public meetings and events for storytelling opportunities and individualized conversations. To be mindful of cultural competency elements, this study recommends meetings are facilitated by trained professionals, which can allow for the integration of the greater community.

Recommendation 2: Understand Economic Benefits

The second recommendation is catered towards policy makers specifically, with a caveat towards the public to ensure support is provided. Figure 5 shows the amount of government funding for students versus the amount spent per inmate in the US.

Figure 5. Government Dollars Spent, Elementary/Secondary School vs. Prison, 2016



Source: US Department of Education, Policy and Program Studies Service

With a greater share of funds going towards reentry programs and similar social services, there is the potential to mitigate crime and ensure greater cohesiveness as a community. While one inmate per day costs \$108 in Oregon, the services of Sponsors cost approximately \$35 per day. From this \$35 per day of services, **Sponsors sees 75% of their clients successfully complete programming** (finding permanent housing, a job, and not returning to prison). Through **VOA Oregon’s** Community Partners Reinvestment (CPR) Program, the **average annual cost per participant is \$4,600**, which includes services pre and post-release (for more information on the CPR Program, please see Appendix A: VOA Oregon). Reentry programs are an entirely optional entity that offers the ability to save social burdening costs regarding all those involved with the criminal justice system (offenders, families, victims, etc.). As will be discussed further within recommendation 4, there are possibilities for current facilities to be utilized in a manner that is more economically feasible for the entire community as opposed to having dollars directed to incarceration. Reentry programs often are not lucrative organizations, as seen from the fiscal organizational profiles in Appendix A.

Recommendation 3: Establish Community Coalitions

Support systems for formerly incarcerated individuals are essential upon their release. However, these support systems must exist beyond reentry programs and agencies themselves. The University of Oregon has multiple groups (Criminal Justice Network and Side by Side) that raise awareness regarding the criminal/juvenile justice system and would be more than happy

to establish an on-campus coalition of members supporting the transition of formerly incarcerated individuals. This study recommends steps are taken to have coalitions formed in specific neighborhoods to ensure formerly incarcerated individuals are provided the support needed from a socializing standpoint. Coalitions (or committees) do not need to be massive in numbers, and ultimately may not “take on” an abundance of action. The impact, however, would be immense.

You know, I would love to partner with communities. I would love to form some sort of coalition that says, ‘Sponsors and Acorn Park.’ And we do something in those communities. Or, ‘Sponsors and Churchill,’ ‘Sponsors and South Eugene,’ Sponsors and the Whit present and offer...’ That way... the neighborhood has an identity. If it were to become this common thing of, ‘The Whit partners with Sponsors to create an inviting environment for people releasing from prison and reentering our communities,’ [it becomes] almost a celebration rather than a trepidation.

Reentry programs are willing to commit to the establishment of coalitions amongst communities and having greater outreach and support from a multitude of community members. The mobilization, however, must be advanced by the public and cannot fall solely upon reentry programs. The benefits of stronger elements of social bonds (attachment, commitment, involvement in conventional activities, and common value system within an individual’s society/subgroup) are felt not only by formerly incarcerated individuals, but by the entire community (Hirschi, 1969).

Recommendation 4: Seek Solutions to Housing

The final recommendation addresses one of the key principles of reentry programs: housing. When individuals have stable housing, there is a much greater likelihood of stability throughout the entirety of one’s life. Reentry programs are characterized as group homes when speaking about zoning and codes; the implementation of reentry programs within communities correlates best within urban areas (as R2 and R3 zoning), which provides an avenue towards a higher number of individuals engaging in conversations and support systems. Having housing options that match employment profiles of communities is strongly recommended to provide avenues for a greater variety of socioeconomic backgrounds within housing structures and neighborhoods. Reentry programs are an anchor in the reduction of criminal activity and risk factors within the surrounding area, and HUD seeks to fund projects with the least amount of risk.

The Wapato Correctional Facility serves as an example of a possible housing solution that emerged from the criminal justice system. Located in north Portland, Wapato was intended to be a jail when constructed in 2003. However, Wapato has never housed an inmate and instead

has been used incidentally, such as for movie scenes. In April 2018, Marty Kehoe became the owner of Wapato, with the possibility of the property becoming a homeless shelter. This is one example of the changing of previous/intended uses towards a more productive communal use.

Discussions around housing are recommended to be on the basis of policy and housing codes rather than subjective feelings or being predicated upon specific groups of tenants. One of the planners interviewed mentioned that a debate around facts, not personal feelings, is the manner with which to proceed forward in discussing housing issues or combatting NIMBYism. Limiting the amount of subjectivity around policy necessities such as conditional use permits will assist in providing a greater amount of housing options that legitimately match the income profiles not only of formerly incarcerated individuals, but of all populations.

Limitations and Recommendations for Future Research

This study is not without its limitations. The first limitation of this study is that it was focused within two communities in Oregon that are unique in their own rights; Portland because of the coalition of nonprofits addressing reentry and reducing recidivism, and Eugene for the presence of a long-standing organization such as Sponsors. The fact that both communities are not overly large metropolitan areas also contributes to practices having the potential to be emulated but with a caveat.

The second limitation within this study were the discrepancies of race/ethnicity and gender. While not explicit, the majority of research in relation to criminal justice tends to discuss men more so than women. Within the context of this study, almost half of the interview participants were women, but conversations were mostly catered towards the mitigation of male offenders. There was also a lack of people of color spoken to within this report.

The third and final limitation from this study pertains most to recommendations for future research. Input from developers and funders of housing projects is recommended within future studies to understand the implementation of reentry programs into communities. This will be beneficial information as more reentry programs are enacted within a greater breadth of communities. It is also recommended that future research seeks input from employers of formerly incarcerated individuals to understand this process from the perspective of executed employment. Conversations with individuals within corrections and law enforcement will be valuable to ensure there is even more cohesion regarding solutions for public safety purposes. Finally, it is recommended that future research speaks with more formerly incarcerated individuals. While this study spoke with 4 people who were incarcerated or within the criminal justice system at some point, these are individuals who are explicitly working within reentry. Speaking with a greater breadth of career and life tracts is effective in demonstrating the success rate of reentry programs with regards to individuals accomplishing personal and professional goals.

Conclusion

The criminal justice system is an issue that extends far beyond incarceration. After being regarded as the “envy of other states” because of a robust prison system, Oregon has two communities addressing criminal justice via reentry programs and services. There is not one specific solution to criminal justice, and reentry programs are not the only piece in ensuring clients receive the support they need. With an explicit focus upon housing, employment, and provision of social services that is trauma-informed, however, progress is being made towards a greater mitigation of the constant cycle of individuals returning to prison upon release. Proximity of services provides a model for formerly incarcerated individuals to receive the support needed in a centralized location rather than traveling from place to place and losing a semblance of positive trajectory. Partnerships across organizations and sectors is essential in the longevity of services and ensuring the right people are meeting with one another at the right time. And while results are desired as quickly as possible to demonstrate the success rate of reentry programs, building trust and relationships that will lead to further prosperity for an entire community takes time and nurturing. Eugene and Portland demonstrate programs leading the charge in their broader communities as restorative areas for formerly incarcerated individuals, with practices that can be applied across the country one step at a time.

Appendix A: Organizational Profiles

Sponsors, Inc. – Eugene, OR

Founded in 1973, Sponsors began as an organization in which Catholic nuns and community volunteers “sponsored” young men exiting Oregon State Correctional Institution (OSCI). The volunteers that sponsored these individuals exiting prison would meet them at the gate upon their release and provide assistance in finding shelter, employment, and helping with social readjustment. In 1988, Sponsors began its housing program with five transitional beds under the leadership of Executive Director Ron Chase. Between 1988 and 2010, Sponsors ascended in its ability to meet and address the needs of its target population (Sponsors, 2017).

Sponsors offers a variety of services, with housing being the most integral service offered. Six housing units are offered by Sponsors, ranging from men’s and women’s transitional housing, sex offender housing, longer-term transitional housing, and permanent housing. Please see Figures 6 and 7 for images of facilities.

The Mentorship Program offers the opportunity for individuals exiting prison to be “matched” with a volunteer from Lane County. Matched based on similar interests and the desire to be a resource, the Mentorship Program is a 6-month commitment (3 months while still incarcerated, 3 months post-release) for formerly incarcerated individuals and a year-long commitment for volunteers. The Mentorship Program asks matches to meet with one another for 4-6 hours per month, with an emphasis on positive and pro-social activities. These activities may include hiking, playing pool, attending rehabilitation meetings, or talking over a cup of coffee (Mentorship Program, 2017).

The Ross Shepard Reentry Resource Center (RRC) is a comprehensive job assistance center aimed at assisting individuals become employed. RRC workshops offered can be seen in the text box.

Services offered by Sponsors are located at the Roosevelt Crossing site, providing all services are in one location as opposed to being spread across multiple locations. With a mission of

Effective job search strategies

Interviewing tips

Resume-writing skills

Basic and advanced computer skills

Renters’ rights

How to present and talk about yourself honestly

Skill-building workshops

Financial literacy classes focused on savings and budgeting

Applying for school and student loans

Pro-bono legal assistance

assisting men and women from Lane County releasing from Oregon state correctional facilities and the Lane County Jail in making a successful reentry to the community, Sponsors is nationally recognized as a model utilizing best practices (Sponsors, 2017).

In fiscal year 2015, Sponsors had a total revenue of \$2,866,529. The expenses from fiscal year 2015 were \$2,727,456; as is the case for other organizations listed within this appendix, salaries and programmatic fees account for the vast majority of expenses from the fiscal year. The total assets of Sponsors after fiscal year 2015 were \$3,095,836, with total liabilities of \$552,785; net assets after 2015 were \$2,543,051 (Sponsors Form 990, 2016).

Figure 6. Sponsors, Roosevelt Crossing Courtyard Location.



Figure 7. Sponsors, Bothy Cottage (Women's Housing)



SE Works – Portland, OR

Founded in 1997, SE Works has an extensive history of successfully engaging diverse populations. Located in what used to be known as “Felony Flats,” SE Works provides a wide range of services, from youth in the juvenile justice system, to people experiencing disabilities, to individuals returning from incarceration. Eight distinct programs offering pre and post-release services now exist within SE Works (see Figure 8 for the organization’s location).

SE Works provides services for an abundance of individuals, specifically within the work source center. In 2017, SE Works served 7,000 individuals approximately 33,000 times, with 2,500 individuals attesting to a prior criminal background. SE Works focuses on the employment portion of reentry, ranging from workshops on applying to a job, putting together and formatting a resume, and maintaining an occupation when employed. This is done by working with a career coach, job navigator or an employment specialist.

While employment is a specialty of SE Works, there is a greater emphasis on social networks and social connections. Trends from clients are demonstrating that when individuals are isolated and lonely, they are likely to relapse and potentially return to the criminal justice system. SE Works emphasizes their clients to push themselves to interact with individuals or in more social situations that go beyond their routine of employment, parole officer meetings, and other treatment.

Various programs exist as reentry resources within SE Works. The specific reentry programs at SE Works are: NewStart Reentry Resource Center, Reentry Enhancement Coordination Program, Pre-Release Exit Program, Prisoner Reentry Employment Program, Connect to Work, Department of Community Justice Economic Opportunity Program, and reentry employment workshops. These programs serve to ensure clients are integrated back into the community as productive members of society. SE Works shares their office space with Bridges to Change and Worksource Portland Metro.

SE Works is strongly connected amongst other organizations. As mentioned by the Executive Director, “We’ve been doing this for 20 years, so a lot of people come to us for information or assistance.” VOA, Cascadia Behavioral Health, Rosewood Community Health Center, CODA, Life Works, and Bridges to Change are organizations that SE Works partners with directly, while also partnering with Portland State University, Portland Community College and Mt. Hood Community College on the educational side of programming.

In fiscal year 2016, SE Works had a total revenue of \$3,707,176. The total expenses from fiscal year 2016 was \$3,935,782, demonstrating a net loss of over \$228,000 for the fiscal year. The total assets after fiscal year 2016 for SE Works were \$969,452; total liabilities account for \$583,983, with total net assets of \$385,469 (SE Works Form 990, 2017).

Figure 8. SE Works, Portland, OR.



Volunteers of America Oregon – Portland, OR

Volunteers of America (VOA) Oregon is a premier reentry service provider within Multnomah County. VOA Oregon focuses their work on criminal justice populations and people who are at risk or have been personally affected by the criminal justice system. The demographic that VOA Oregon works most with is men that are between the ages of 18 to 25. The primary focus of VOA Oregon is rehabilitation and treatment, specifically treating people with addiction and mental health issues, and addressing criminal risk factors. VOA Oregon is funded by the state of Oregon and Multnomah County to address reentry and treatment services.

VOA Oregon offers services for individuals while they are still incarcerated, with an emphasis on cognitive behavioral therapy that looks to repair criminal thinking. When VOA Oregon is working with current inmates, these individuals receive 6 hours of service per week. Staff at VOA Oregon work with individuals for 6 to 12 months that will then release from jail/prison into Multnomah County. VOA Oregon receives a high number of referrals from the Department of Community Justice, who contract with VOA Oregon to provide treatment services.

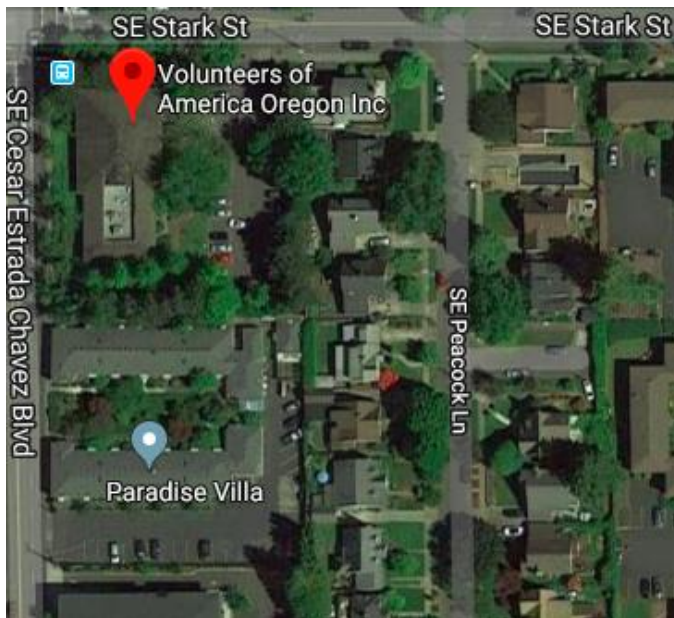
One of the key components of VOA Oregon's programming is the Community Partners Reinvestment (CPR) Program. CPR "helps young men [between 18 to 25] get back on track after incarceration and helps families break the cycle of gang association." The services offered within CPR include state prison transition services for 6 months pre-release; local jail transition services for 3 to 6 months pre-release; community-based services for one-year post-release; and gang intervention services for identified gang members and their families. From a 5-year evaluation conducted by Portland State University, 75% of CPR's highest risk offenders were found to not be reconvicted of a felony, and 62% of clients were employed or attending school at 6 months post-baseline. From the same evaluation, CPR was estimated to have saved more than \$1.35 million from the cohort of 58 participants (CPR Fact Sheet, 2013).

Moving Forward is a program that runs in conjunction with a wide array of organizations and the Multnomah County Department of Justice. Moving Forward seeks to increase public safety locally and in a cost-effective manner by surrounding clients with healthy connections to promote better decision-making and ensuring clients are engaging in drug and crime-free lives. The organizations/agencies that are included within the Moving Forward program are VOA Oregon, Bridges to Change, SE Works, Human Solutions, Central City Concern, Worksystems Inc., Center for Family Success, and Gang Impacted Family Team. Multnomah County's District Attorney and Department of Community Justice are also included within the Moving Forward Program. These agencies present a holistic approach of assistance, with a team of individuals addressing housing, mentorship, employment, family and treatment services, and parole and probation services.

VOA Oregon is pushing forward the importance of staff that have similar backgrounds to their clients. Approximately 57% of VOA Oregon’s staff are people of color, along with having counselors and mentors that are bilingual and bi-cultural. VOA Oregon is always looking ahead as far as who isn’t included within their staff and their services, whether this is on an individual basis or partnering with other organizations.

In fiscal year 2015, VOA Oregon had a total revenue of \$19,908,488. The total expenses of fiscal year 2015 for VOA Oregon was \$19,793,943. Total assets after fiscal year 2015 was \$15,043,774 with total liabilities accounting for \$1,582,624; net assets are \$13,461,150 (VOA Oregon Form 990, 2016). What is important to consider is the fact that VOA Oregon establishes programming in four areas: children and family, senior services, public safety and rehabilitation services, and business enterprises. Therefore, the expenses and revenue from VOA Oregon’s Form 990 is not solely representative of reentry services.

Figure 9. Volunteers of America Oregon, Portland, OR.



Northwest Regional Reentry Center – Portland, OR

Northwest Regional Reentry Center (NWRRC) is a federally funded organization that partners amongst the Bureau of Prisons, US Probation and Pretrial Services, and other community agencies. NWRRC has the capacity to serve up to 125 men and women in a transitional, supervised-based environment (NWRRC, 2018). While NWRRC was previously offering services to individuals for 9 to 12 months, the organization has transitioned the timing of services to be 4 to 6 months since the implementation of the Trump Administration. Within these 4-6 months, the emphasis is holistic: gain suitable employment, secure housing, and reunite with family are the overarching programmatic goals of NWRRC, but a key aspect of case management and social services provisions is on trauma-informed care.

Individuals that come to NWRRC tend to be returning from the end of long sentences and from US State Penitentiaries. Due to the length of sentences and the issues presented from state penitentiaries, NWRRC emphasizes trauma-informed care in mitigating issues their clients face. Interviewees from NWRRC acknowledged the organization adapting programmatic and thought-process changes leading to practices that demonstrate progress amongst clients. Individual Personal Plans (IPP) are at the center of ensuring trauma-informed care is provided, with NWRRC case managers and social service providers looking to “meet clients where they’re at” as opposed to imposing unrealistic expectations and overbearing interventions. Case managers and social service providers are continuing to develop greater continuity of care post-release and once clients are no longer officially affiliated with NWRRC.

NWRRC provides tangible resources to individuals while working through non-tangible issues as soon as they are released. These tangible resources include bus passes, resume building workshops, food, clothing, and financial resources. Regarding non-tangible issues, NWRRC performs assessments on clients to discover needs and the type of support that will be most appropriate in proceeding forward. This includes counseling for addiction, reducing criminal thinking, and new social networking. Once the 4 to 6 months are finished, however, individuals reentering are supervised by a US probation officer and are no longer allowed to be associated with NWRRC unless they violate conditions and go back through the process of entering the organization.

For fiscal year 2016, NWRRC had a revenue of \$3.7 million. NWRRC received over \$4 million in government grants, but over \$700,000 was charged in investment income. The total expenses for fiscal year 2016, however, were over \$4 million, leading to a net loss of \$537,762. The total assets for NWRRC after 2016 were \$13,200,796; total liabilities account for \$7,330,194, with net assets amounting to \$5,870,602 (NWRRC Form 990, 2017).

EcoTrust – Portland, OR

EcoTrust is focused on the connection of people and nature thriving together. EcoTrust's model is to think about development within conservation, organization and triple bottom line advancement of economic, environmental and social equity opportunity. Through the triple bottom line approach, EcoTrust fosters a natural model of development to create more resilient communities, economies and ecosystems. EcoTrust's services span across food, farms, forests, oceans, fisheries, watersheds, and the built environment.

While EcoTrust offers services that work in relation to reentry programming via environmental justice. As detailed from the interview with the planner/built environment analyst from EcoTrust, environmental justice is a movement that is not inclusive of communities of color because conversations are not catered in an equitable manner. Environmental justice issues also persist regarding the criminal justice system, as prisoners do not have the opportunity to interact with the environment in a legitimate capacity. EcoTrust recently received \$250,000 from the Environmental Trust to create a "green" workforce development project that is intentionally targeted towards placing people of color in the environmental workforce. EcoTrust is also conducting research and market analyses on issues surrounding criminal justice. As a champion on environmental issues in relation to the community, EcoTrust is in a great position to continue supporting explicit reentry programs through workforce development and workshops centered around equitable practices of the environmental justice movement.

In fiscal year 2015, the total revenue for EcoTrust was \$5,960,816. Total expenses from fiscal year 2015 was \$5,895,078. Total assets for EcoTrust after fiscal year 2015 were \$27,516,249, with total liabilities amounting to \$3,505,487; net assets after fiscal year 2015 were \$24,010,762 (EcoTrust Form 990, 2016). Similar to VOA Oregon, EcoTrust provides services that exist beyond reentry and are broadly focused on economic opportunity, social equity and environmental well-being. Therefore, the expenses and revenue from EcoTrust's Form 990 is not solely representative of reentry services.

Figure 10. EcoTrust, Portland, OR



Appendix B: Interview Guides

Interview Guide – All Participants

1. Please describe your occupation/organization in relation to the criminal justice system.
2. How would you describe the approach of your organization/occupation to reentry for formerly incarcerated individuals: direct, continuous, events-based, etc.?
3. What assets currently exist within your community that address recidivism?
4. What is the timeline of intervention for your organization/occupation regarding the reentry of formerly incarcerated individuals?
5. What do you believe are some of the most difficult obstacles individuals face upon reentering society?
6. What are the obstacles/barriers regarding your occupation?
7. What is the ideal relationship between a reentry program (or reentry services) and the community at-large?
8. How would you describe the ideal trajectory of individuals reentering society?
9. In your opinion, what are the 3 most important components of a reentry program and community?
10. Are there other organizations/entities/individuals that you directly or indirectly partner with to address reentry?
11. What partnerships would you like to establish?
12. Is there anything else you'd like to add?
13. Any other contacts you believe should be contacted?

Interview Follow-Up Questions: Individuals with Criminal Justice Background

1. What resources did you receive upon release from prison?
2. Which, if any, do you still use today?
3. What preparation did you receive while still incarcerated?
4. How useful were these?
5. What have been 2-3 of the most difficult aspects of reentering society?
6. What have been 2-3 of the most rewarding aspects of reentering society?

Appendix C: Data Tables

Table 4. Populations of Oregon, Lane County and Multnomah County, 2016

Race/Ethnicity	Oregon		Lane County		Multnomah County	
	N	%	N	%	N	%
White	3,066,467	77.0%	299,530	83.1%	553,241	71.1%
Black	70,359	1.8%	3,442	1.0%	41,100	5.3%
Native American/Alaska Native	35,074	0.9%	3,155	0.9%	4,389	0.6%
Asian	158,209	4.0%	9,053	2.5%	53,047	6.8%
Native Hawaiian/Pacific Islander	14,245	0.4%	858	0.2%	4,683	0.6%
Hispanic/Latino	494,806	12.4%	29,403	8.2%	86,579	11.1%
Two or More Races	138,202	3.5%	14,258	4.0%	33,255	4.3%
Other Races	4,905	0.1%	574	0.2%	1,899	0.2%
Total	3,982,267	100%	360,273	100%	778,193	100%

Source: US Census, ACS 2012-2016 (5-Year Estimates), Race

Table 5. Oregon State/Federal Prison Population, June 2018

Facility	Total Population
CCCF (Majority Women's Facility)	627
CCCM (Women's Facility)	644
CCIC	422
CRCI	577
DRCI	952
EOCI	1,718
MCCF	290
OSCI	909
OSP	2,111
PRCF	356
RJAC (Women's Facility)	10
RLAN (Women's Facility)	9
RMAR (Women's Facility)	11
SCCI	295
SCI	478
SFFC	187
SRCI	2,799
SRCM	192
TRCI	1,737
TRCM	127
WCCF	488
Total	14,939

Source: Oregon Department of Corrections Inmate Population Profile

CCCF: Coffee Creek Correctional Facility

RJAC: Rental Space, Jackson County

CCCM: Coffee Creek Correctional Minimum

RLAN: Lane County Reentry

CCIC: Coffee Creek Intake Center

RMAR: Rental Space, Marion County

CRCI: Columbia River Correctional Institution

SCCI: Shutter Creek Correctional Institution

DRCI: Deer Ridge Correctional Institution

SCI: Santiam Correctional Institution

EOCI: Eastern Oregon Correctional Institution

SFFC: South Fork Forest Camp

MCCF: Mill Creek Correctional Facility

SRCI: Snake River Correctional Institution

OSCI: Oregon State Correctional Institution

SRCM: SRCI Minimum Security

OSP: Oregon State Penitentiary

TRCI: Two Rivers Correctional Institution

PRCF: Powder River Correctional Facility

TRCM: TRCI Minimum Security

WCCF: Warner Creek Correctional Facility

Table 6. Oregon State/Federal Prison Population by Race/Ethnicity, June 2018

Race/Ethnicity	N	%
White	10,975	73%
Black	1,371	9%
Native American	456	3%
Asian	237	2%
Pacific Islander	16	0%
Hispanic/Latino	1,884	13%
Total	14,939	100%

Source: Oregon Department of Corrections Inmate Population Profile

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