

**The author(s) shown below used Federal funds provided by the U.S. Department of Justice and prepared the following final report:**

**Document Title:**        **FY 2011 Second Chance Act Adult Offender Reentry Demonstration Projects: Evaluability Assessment of the Palm Beach County (FL) Regional and State Transitional Ex-Offender Reentry (RESTORE) Initiative**

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**Document No.:**        **243982**

**Date Received:**        **October 2013**

**Award Number:**        **2012-R2-CX-0032**

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# **FY 2011 Second Chance Act Adult Offender Reentry Demonstration Projects: Evaluability Assessment of the Palm Beach County (FL) Regional and State Transitional Ex-Offender Reentry (RESTORE) Initiative**

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Opinions expressed in this document are those of the authors, and do not necessarily represent the official position or policies of the U.S. Department of Justice, the Urban Institute, its trustees, or its funders.

This project was supported by Award No. 2012-R2-CX-0032 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. The opinions, findings, and conclusions or recommendations expressed in this publication/program/exhibition are those of the author(s) and do not necessarily reflect those of the Department of Justice.





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# ***Evaluability Assessment of the FY 2011 Bureau of Justice Assistance Second Chance Act Adult Offender Reentry Demonstration Projects***

## ***Palm Beach County (FL) Regional and State Transitional Ex-Offender Reentry Initiative***

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## **Glossary**

BJA—Bureau of Justice Assistance  
CINAS—Correctional Integrated Needs Assessment System  
CJC—Palm Beach County Criminal Justice Commission  
CSG—Council of State Governments  
EA—Evaluability Assessment  
FDC—Florida Department of Corrections  
GED—General Equivalency Diploma  
ICT—Institution Classification Team  
JSC—Justice Service Center  
LSI-R—Level of Service Inventory—Revised  
NIJ—National Institute of Justice  
OBIS—Offender Based Information System  
PD—Public Defender  
PRC—Pre-Release Counselor  
RESTORE—Regional and State Transitional Ex-Offender Reentry Initiative  
RI—Recidivism Index  
RTI—RTI International  
SCA—Second Chance Act  
T4C—Thinking for a Change  
TTA—Training and Technical Assistance  
UI—Urban Institute

## ***Evaluability Assessment of the FY 2011 Bureau of Justice Assistance Second Chance Act Adult Offender Reentry Demonstration Projects***

### ***Palm Beach County (FL) Regional and State Transitional Ex-Offender Reentry Initiative***

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#### **Evaluability Assessment Summary**

In 2008, the Second Chance Act (SCA): Community Safety Through Recidivism Prevention was signed into law with the goal of increasing reentry programming for offenders released from state prisons and local jails. Programs funded through Title I of the SCA must create strategic, sustainable plans to facilitate the successful reentry of individuals leaving incarceration facilities. Other key requirements include collaboration among state and local criminal justice and social service systems (e.g., health, housing, child services, education, substance abuse and mental health treatment, victim services, and employment services) and data collection to measure specified performance outcomes (i.e., those related to recidivism and service provision). Further, the SCA states that program reentry plans should incorporate input from local nonprofit organizations, crime victims, and offenders' families. It also requires that grantee programs create reentry task forces—comprised of relevant agencies, service providers, nonprofit organizations, and community members—to use existing resources, collect data, and determine best practices for addressing the needs of the target population.

Consistent with the objectives of the Second Chance Act, the Bureau of Justice Assistance (BJA) funded 22 adult offender reentry demonstration grants in FY 2011. Eight FY 2011 SCA projects<sup>1</sup> were selected by BJA for this evaluability assessment (EA). These projects target adult offenders under state or local custody (and about to return to the community) for comprehensive reentry programming and services designed to promote successful reintegration and reduce recidivism. Intended to proactively address the multiple challenges facing former prisoners upon their return to the community, the grants may be used to provide an array of pre- and post-release services, including education and literacy programs, job placement, housing services, and mental health and substance abuse treatment. Risk and needs assessments, transition case planning, case management, and family involvement are key elements of grantees' SCA projects. The goals of the SCA projects are to measurably (1) increase reentry programming for returning prisoners and their families, (2) reduce recidivism and criminal involvement among program participants by 50 percent over five years, (3) reduce violations among program participants, and (4) improve reintegration outcomes, including reducing

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<sup>1</sup> Boston Reentry Initiative (MA); Hudson County (NJ) Community Reintegration Project; Johnson County (KS) Reentry Project; Minnesota DOC Revocation Reduction Demonstration; Missouri DOC Second Chance in Action Initiative; New Haven (CT) Reentry Initiative; Ohio DOC Healthy Environments, Loving Parents (HELP) Initiative; and Solano County (CA) Women's Reentry Achievement Program (WRAP). In March 2013, the EA study expanded to include two additional FY 2011 sites: the Beaver County (PA) ChancesR program and Palm Beach County (FL) RESTORE Initiative.

substance abuse and increasing employment and housing stability. (See Appendix A for the initiative’s SCA logic model.)

## Evaluability Assessment Objectives and Activities

Evaluability assessment is crucial in determining if a project is a candidate for meaningful evaluation (Wholey, Hatry, and Newcomer 2004). At minimum, an evaluable program must have well-defined program goals, target populations, and eligibility criteria, as well as reliable and accessible performance data, and a defensible counterfactual (Barnow and The Lewin Group 1997). The current EA study, conducted by the Urban Institute (UI) in partnership with RTI International, is designed to determine what level of future evaluation activity is supportable in each of the eight<sup>2</sup> SCA sites and to identify the most appropriate research design and methods for each site. While most EAs seek to determine whether a program is evaluable, the EA study’s funder, the National Institute of Justice (NIJ), is interested in some level of evaluation in *all* eight adult SCA sites; therefore, EA data collection must support more nuanced evaluation recommendations than “Evaluate: Yes or No.” Specifically, the EA aims to answer two questions: Is the program evaluable? And if so, how, and at what level of effort?<sup>3</sup> Design options must address both the recommended level *and* type of evaluation, including the suggested mix of process, outcome, impact, and cost analyses.

The following criteria (Barnow and The Lewin Group 1997; Wholey et al. 2004) guided EA work in the eight SCA sites.

1. **Measurable outcomes.** Program goals must be clearly stated, consistently understood by staff and partner agencies, and translatable into measurable results.
2. **Defined program components and their hypothesized relationship to outcomes.** An underlying theoretical model and logic model must indicate how program components, both in-facility and community-based elements, contribute to outcomes.
3. **Case flow and attrition.** How clients enter the program, as well as when, how, and why they discharge (either successfully or unsuccessfully) from the program must be documented to inform sample size estimates, comparison group construction, and evaluation recruitment timelines.
4. **Precise target population and eligibility criteria.** The EA must document how eligible participants are defined in each SCA site and how closely projects and their partners adhere to delineated eligibility criteria, including when and why sites deviate from established parameters. Eligibility criteria must be well-defined and consistently applied to minimize selection bias that might arise from arbitrary enrollment rules.

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<sup>2</sup> Eight sites were selected by BJA and NIJ for study, however, one site (Johnson County, KS) declined further participation in the grant program after the EA study began. In March 2013, NIJ and BJA, in conjunction with the EA, identified two additional sites—Beaver County (PA) and Palm Beach County (FL)—for the EA. Ultimately, the EA study conducted site visits to nine projects and compiled nine site-specific EA reports. A brief memorandum describing the Johnson County program was also compiled.

<sup>3</sup> If the program is not evaluable, we will indicate what would be required to bring it in line with evaluation requirements.

5. **Intake procedures.** Related to items 3 and 4, it will be critical to map how potential participants are identified and referred to the program, including the point at which this referral occurs; this will have implications for planning random assignment procedures (i.e., what point in program operations should random assignment occur) should the program warrant such rigor and for identifying appropriate comparison subjects if quasi-experimental alternative designs are necessary.
6. **Ability to collect and maintain data.** An accurate management information system that includes data needed for the evaluation must be available. For impact evaluations, comparable data must exist (or be possible to create during the evaluation timeframe) for both treatment and comparison group subjects; site support for primary data collection must be evident.
7. **Presence of a clear counterfactual.** Impact evaluation designs also must consider appropriate comparison or control groups. Clearly documenting the services that are available to such individuals is therefore critical.

Likewise, the EA examined whether the program was mature and stable enough to warrant evaluation (Zedlewski and Murphy 2006); core program elements must be sufficiently fixed (static) to allow for meaningful evaluation.

The forthcoming Evaluation of the FY 2011 BJA SCA Adult Offender Reentry Demonstration Project, which also will be conducted by RTI and UI, entails a research design (subject to revisions based on the Evaluability Assessment of the sites selected by BJA and NIJ for further study) that envisions (1) process/implementation evaluation in all eight sites, (2) recidivism outcome (treatment group only) or impact evaluation (treatment and comparison groups) based on administrative records (secondary data) of arrest and incarceration, (3) more intensive impact evaluation that collects primary data (three waves of interviews) for both treatment and comparison groups, and, where feasible, uses random assignment to construct treatment and control groups, and (4) two different levels of cost analysis (cost studies 1 and 2), in which the sites selected for the intensive impact evaluation would also participate in a more intensive cost study given the ability to use the primary interview data to generate more information about benefits other than recidivism outcomes.

Cognizant of this design,<sup>4</sup> EA data collection activities consisted of

- **Review of program materials and documents,** including program and partner materials such as blank intake and assessment forms, orientation materials, program handbooks, redacted transition case plans, annual reports, and program logic models to document operations.

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<sup>4</sup> UI and RTI partnered on both the EA work (Focus Area 1 of the evaluation solicitation) and the full evaluation (Focus Area 2), and proposed to use the same teams for both evaluation projects to facilitate critical efficiencies (knowledge, resources, execution, celerity) while building a solid knowledge base of the sites and their capacity for evaluation to the benefit of Focus Area 2 work.

- **Analysis of BJA aggregate performance data** including process measures, recidivism outcomes, and other reintegration indicators that may underscore program performance.
- **Pre-visit phone interviews** with SCA coordinators and project directors in each site were conducted to outline EA objectives and obtain updated project information.
- **Site visits and semi-structured interviews** with policy-level stakeholders and program staff and partners to assess capacity and readiness for evaluation across multiple EA domains and to collect supplemental information on training and technical assistance (TTA) needs. Specifically, interviews with individual stakeholders at the policy-level within the criminal justice system tracked the SCA initiative’s efforts, evolution, and adaptation over the earlier funding period, and the impact of the grant on cross-systems coordination, collaboration, and data exchange, as well as changes in policies and procedures. Semi-structured interviews with program and partner staff documented screening, assessment, case planning, transition planning, case flow, business-as-usual, and other critical program operations. Additional site visit activities included
  - **Review of program case files and administrative records** to determine data quality, verify the scope and content of client-level data routinely collected, and generate case flow and sample size estimates.
  - **Direct observation of program operations to determine logistics** that may inform subject recruitment and enrollment procedures for the full evaluation.

Drawing on the data collected from the above activities, this report (1) describes the SCA program including the implementation status of the site’s SCA program operations, activities, and characteristics, including adherence to stated policies and protocols and fidelity to the SCA reentry model, (2) examines program maturity, stability, and readiness for evaluation, (3) describes “business as usual” and identifies defensible, viable comparison groups, where possible, (4) documents site capacity for evaluation, including data availability (sources, data format, and technological capabilities) and quality to support process, outcome, impact and cost analyses, (5) examines the scope of any local evaluation efforts, and (6) concludes by presenting the range of viable study design options and evaluation recommendations.

The EA team conducted a site visit to Palm Beach County’s (Florida) Regional and State Transitional Ex-Offender Reentry (RESTORE) Initiative from April 22–24, 2013. During the visit, the EA team met with the Palm Beach County Criminal Justice Commission (CJC) leadership, institutional and key program staff, community partners, and other stakeholders at the CJC’s office and the Sago Palm Reentry Center. Additionally, the team observed a Palm Beach County Reentry Task Force meeting. After the site visit, the EA team followed up via e-mail and telephone to clarify program features and operations.

## **RESTORE Project Summary**

The RESTORE Initiative is a new reentry program developed by the Palm Beach County CJC,<sup>5</sup> in partnership with the Florida Department of Corrections (FDC), to serve male and female adult offenders returning to Palm Beach County from three FDC correctional facilities located in the county—Sago Palm Reentry Center, the Atlantic Work Release Center, and the West Palm Beach Work Release Center.

Rooted in a culture of collaboration in Palm Beach County, RESTORE is the product of stakeholders' shared vision and commitment to addressing the challenges faced by offenders transitioning from prison back to their communities. RESTORE builds on a history of smaller county reentry initiatives dating back to 2002. The Palm Beach County Public Defender and former CJC chair were instrumental in forging a partnership with the FDC to enhance reentry efforts in the county. Through this partnership, the design of the RESTORE Initiative was developed. A key element was the FDC's designation of Sago Palm<sup>6</sup> as a reentry facility for state offenders returning to Palm Beach County.

Offenders assigned to Sago Palm by the FDC spend 18–36 months at the facility (or up to 19 months for work release offenders), where they receive job readiness, educational, life skills, substance abuse treatment, family reunification, parenting, cognitive behavioral change, and victim impact programming. Pre-release counselors (PRCs) assess offenders using a validated risk/needs tool, provide individual case management services, and assist offenders to develop a transition plan. Approximately six months before release, moderate- to high-risk offenders who choose to participate in RESTORE are assigned a community case manager. The case manager works with the offender to develop a relationship while assisting the offender to prepare for return to the community. Upon the offender's return to the community, case managers provide assistance with and financial support for transitional housing, employment services (including on-the-job training stipends), education, substance abuse and mental health treatment, transportation, peer support and mentoring, family reunification services, and obtaining identification and benefits. Post-release services are provided for approximately 12 months.

### **Implementation**

Two SCA awards have supported RESTORE since October 2010. The program experienced implementation delays initially due to the time required to hire and train program staff and establish contracts with community-based service providers, who were selected to provide reentry services to the target population through a competitive Request for Proposal process. Sago Palm opened its doors in November 2010 after renovations necessary to convert it to an adult medium-custody facility from a juvenile

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<sup>5</sup> The CJC was established by the Palm Beach County Board of Commissioners in 1988 to coordinate all aspects of the state and federal criminal justice systems in Palm Beach County. Comprising 21 public sector members representing local, state, and federal criminal justice and governmental agencies and 12 private business leaders, the CJC has an established history of building strong partnerships to improve the criminal justice system in the county.

<sup>6</sup> Sago Palm is one of three FDC facilities in the state dedicated as a reentry center, designed to prepare inmates for transition back into their communities. Reentry centers are part of the FDC's overall statewide reentry initiative and recidivism reduction plan (<http://www.dc.state.fl.us/orginfo/FinalRecidivismReductionPlan.pdf>).

detention center that had been closed for approximately five years. The program manager was hired in March 2011 and RESTORE PRCs began working the following month. Client enrollment and pre-release services began in May 2011 and the first participant was released to the community in August 2011.

RESTORE enrolls approximately 18 clients each month. Exhibit A breaks down program enrollment by pre- and post-release program phases. As of March 31, 2013, 358 offenders had been enrolled in the program, including 161 who are currently enrolled in pre-release services and 197 participants who have returned to the community. Most participants are men at Sago Palm (85 percent); while only 26 (7 percent) are women. Stakeholders reported that the program has no plans to stop or slow enrollment before the SCA grant end date of September 30, 2013.

**Exhibit A. RESTORE Enrollment as of March 31, 2013**

|  | Pre-release | Other*    | Post-release | Total      |
|--|-------------|-----------|--------------|------------|
| Sago Palm Reentry Center <sup>a</sup>          | 95          | 39        | 172          | 306        |
| Broward Correctional Institution <sup>bc</sup> | 0           | 0         | 20           | 20         |
| West Palm Beach Work Release <sup>a</sup>      | 22          | 0         | 4            | 26         |
| Atlantic Work Release Center <sup>b</sup>      | 5           | 0         | 1            | 6          |
| <b>Total</b>                                   | <b>161</b>  | <b>39</b> | <b>197</b>   | <b>358</b> |

<sup>a</sup> Men only

<sup>b</sup> Women only

<sup>c</sup> Facility was closed in May 2012.

\* Includes offenders who enrolled in the program at Sago Palm but were transferred to another FDC facility before their scheduled release date. Stakeholders reported that most of these offenders moved to Martin Correctional Institution. RESTORE staff continue to track these individuals and offer them services.

Stakeholders described a few implementation challenges encountered since the program’s launch.

- **Target population.** Originally, the target population included female offenders assigned to Broward Correctional Institution. However, the institution was closed in May 2012 as part of the FDC’s statewide consolidation plan. To reach more offenders, including women, the program was expanded in October 2012 to include the two FDC Work Release Centers. Program staff reported that full program implementation in the work release centers has yet to be fully realized—some details are still being worked out.
- **Staff turnover.** Since inception, the program has experienced some staff turnover. One of the PRC positions turned over in November 2012, and the employment placement coordinator position incumbent changed in April 2013.
- **Elimination of incentives.** Initially, incentives (e.g., gas cards, grocery gift certificates) were offered to RESTORE clients when they completed a program phase. However, stakeholders reported that the use of incentives was restricted and then eliminated because of SCA funding stipulations. Stakeholders expressed

disappointment with the limitation on incentives, stating that they would like to offer them to as a method of acknowledging and celebrating participants' achievements.

- **Lack of vocational programming.** Program stakeholders are exploring ways to expand vocational training opportunities at Sago Palm.
- **Incremental funding.** Stakeholders remarked on the challenges associated with both implementation planning and hiring and retaining staff when grant funding is offered incrementally.

Since initial implementation, the program has improved its structure, documentation, and collaborative processes. Two specific and notable improvements are the development of program phases and a client tracking system.

- **Program phases.** In October 2012, the program implemented a five-phase approach to tracking client progress and service receipt (the five phases are described in more detail in the Program Operations section on page 11). The program staff reported that this change has increased the ability to track clients and services as well as created more uniformity in service provision across the three community-based partner agencies.
- **Client database.** A Web-based reentry client database, the CJC Reentry Network (RENEW), was implemented in October 2011. RENEW contains comprehensive information on client characteristics, service needs and receipt, program engagement, and client outcomes. Stakeholders reported that RENEW has increased information sharing and standardization of service delivery across RESTORE service providers.

The EA team observed that program operations were stable at the time of the EA visit and that core components of the program are well defined and align with the SCA model. Stakeholders anticipate a few future changes to program operations, including the following:

- **Addition of educational staff at Sago Palm.** Stakeholders stated two teachers will be hired to run the general equivalency diploma (GED) program at Sago Palm starting in August 2013. The program currently is peer led.
- **Consolidation of post-release case management services.** Program leaders are considering moving case management services provided by the City of Riviera Beach to Goodwill in October 2013. The change would save money as well as avoid slow municipal processes (e.g., check request approval process) that create unnecessary challenges to providing client services.

Stakeholders reported a desire to extend the RESTORE model to the county jail; however, plans to implement the program in the jail were not established at the time of the EA team's visit.

All stakeholders with whom the EA team met felt that RESTORE was a successful endeavor. Since initial implementation, the program has evolved to become a coordinated countywide approach to providing services to offenders returning to Palm Beach County.

One stakeholder noted that moving RESTORE from a concept to a reality was a huge success; RESTORE “began as an attempt to do good” but has become a “well-oiled machine.” Stakeholders credited the success of RESTORE to stakeholders’ commitment to addressing the challenges faced by returning offenders, effective leadership, and perhaps most importantly, effective collaborative working relationships.

Stakeholders reported that strategies to sustain the RESTORE Initiative after the SCA grant period ends are being explored by the Reentry Task Force Sustainability Subcommittee. The CJC’s leadership role in RESTORE is evidence of the county’s commitment to addressing the issue of prisoner reentry, an issue that will continue to be of great importance to the state and county given the large number of incarcerated offenders. Another stakeholder observed as a positive sign that the community-based service providers are integrating services for returning offender populations into their mission and goals.

### **Program Logic**

RESTORE largely reflects the key elements of the SCA Prisoner Reentry Initiative Logic Model (Appendix A) with respect to its overarching goals, design, operations, and implementation, as illustrated in the RESTORE logic model (Appendix B).

The program seeks to reduce recidivism and increase service delivery among adult offenders returning to Palm Beach County from FDC correctional facilities. As delineated in the RESTORE logic model, the long-term targeted outcomes of the program are

- To increase public safety.
- To decrease victimization.
- To reduce recidivism by 50 percent over five years.
- To achieve a defined standard of excellence for offender transition that encourages correctional practitioners and community-based organizations to implement its various elements.

The resource inputs and program activities support the achievement of the SCA’s targeted outcomes and goals in the following ways.

- **Moderate- to high-risk offenders** are identified and enrolled in the program.
- Risk of reoffending is assessed using a **validated risk/needs assessment** and results guide transition planning and the provision of reentry services.
- **Coordinated, individualized case management** is provided during incarceration and after release to support offenders’ return to the community.
- **Services offered before or after release or both** include education, employment assistance, vocational training, victim impact, housing, substance abuse and mental health treatment, family reunification, and assistance with basic needs (e.g., identification, transportation, benefits, clothing).
- The **Palm Beach County Reentry Task Force** and **Reentry Strategic Plan** guide program development and implementation of coordinated and comprehensive reentry services.

- Short- and long-term **outcome measures are tracked** by Web-based reentry client database across all phases of the program.

## **Program Operations**

Exhibit B outlines the key characteristics of the RESTORE Initiative which are discussed in more detail in the following sections.

### ***Target Population, Selection, and Enrollment***

RESTORE targets men and women 18 and older returning to Palm Beach County, with or without supervision, from three FDC correctional facilities located in Palm Beach County—Sago Palm Reentry Center (men), West Palm Beach Work Release Center (men), and Atlantic Work Release Center (women)—who are determined to be at moderate to high risk to reoffend. RESTORE expanded to the work release centers in October 2012; however, most RESTORE participants are enrolled at Sago Palm.

The program's selection and enrollment processes are illustrated in a case flow diagram in Exhibit C. The FDC's Bureau of Inmate Classification and Management uses a report from the FDC's Offender Based Information System (OBIS) to identify FDC inmates systemwide who meet the criteria to be assigned to Sago Palm. Offenders who are eligible for Sago Palm are within 18–36 months of their release dates,<sup>7</sup> classified as medium custody or lower, and returning to Palm Beach County. Additionally, eligible offenders have a Recidivism Index (RI) score of four or less as determined by the Correctional Integrated Needs Assessment System (CINAS).<sup>8</sup> Offenders with an RI score of four receive highest priority, followed by those with an RI score of three. Offenders are not considered eligible for assignment to Sago Palm if they have mental health issues or medical problems, require medication, or are classified as close or maximum custody. Stakeholders reported that, on average, 15–20 offenders are received at Sago Palm each week; however, this number varies depending on bed availability. Sago Palm's capacity is 384 beds.

Upon arrival at Sago Palm, offenders participate in a general facility orientation during which the RESTORE PRCs introduce the RESTORE program. Program staff reported that most offenders approach the PRCs about the program immediately and that most know about the program from talking with peers. However, the PRCs recently began to review the facility release roster to identify offenders who are not enrolled and offer the program. The PRCs conduct an intake assessment and administer the Level of Service Inventory—Revised (LSI-R) to interested offenders.

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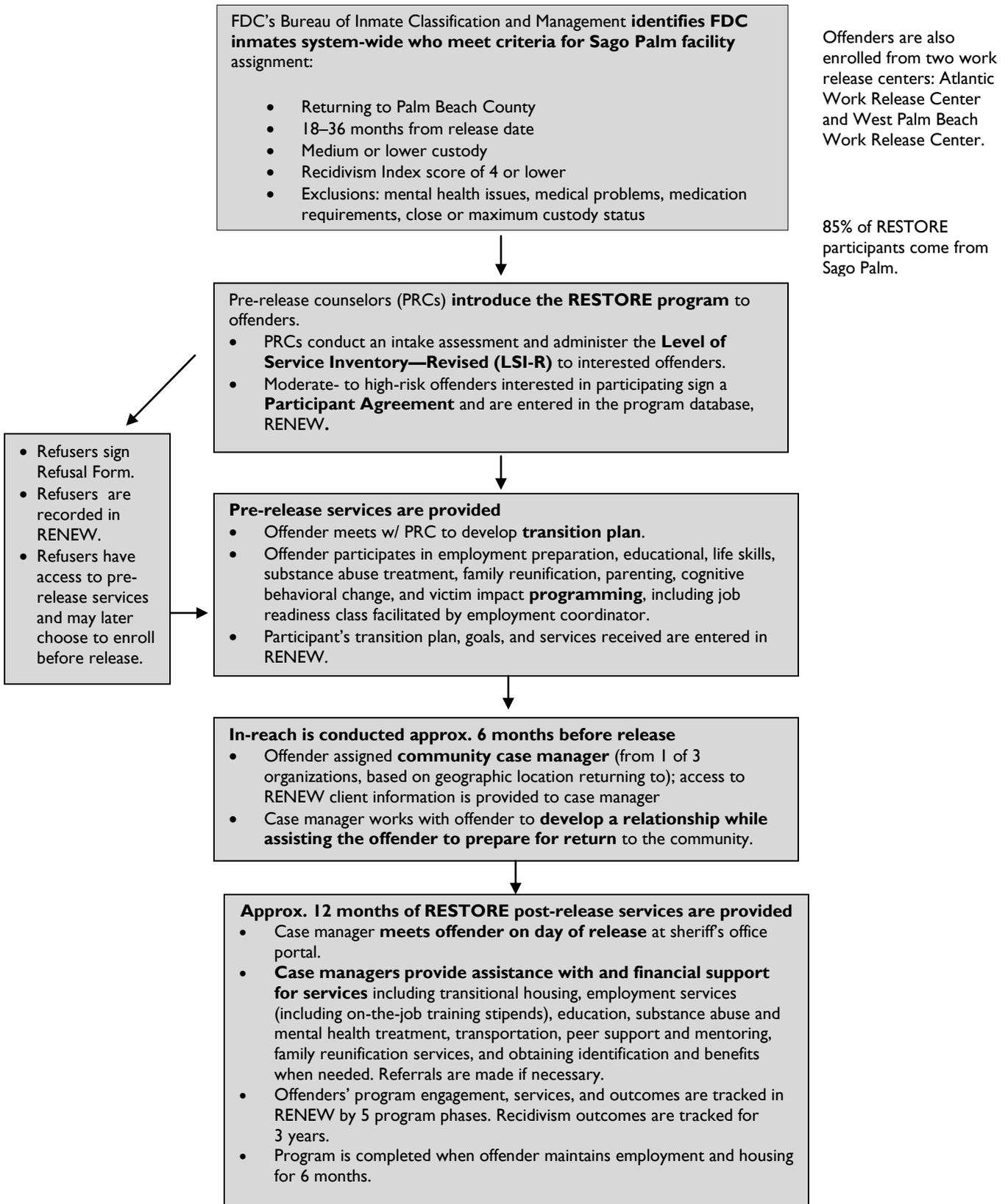
<sup>7</sup> Stakeholders reported that the average length of stay is 18 months.

<sup>8</sup> The FDC implemented the CINAS in 2010. The tool is used to determine offenders' priority for intervention and services. RI scores range from one to five with five being the most likely to recidivate. The CINAS is administered at reception and again at 42 months from an offender's forecasted release date (unless the forecasted release date is 48 months or less). CINAS is in the process of being revised to separate the RI into separate male and female modules.

## Exhibit B. RESTORE Reentry Program Site Characteristics

|  |  |
|--|--|
| SITE                                       | Palm Beach County (FL) Criminal Justice Commission (Lead agency)<br>* New program  |
| ENROLLMENT and CASEFLOW                    | * 358 enrolled as of March 31, 2013<br>* No plans to conclude enrollment<br>* 108 additional cases likely by September 30, 2013  |
| TARGET POPULATION and ELIGIBILITY CRITERIA | * Men and women 18 and older<br>* Returning to Palm Beach County, with or without supervision<br>* Incarcerated in Sago Palm Reentry Center, West Palm Beach Work Release Center, or Atlantic Work Release Center<br>* Moderate to high risk on LSI-R  |
| PRE-RELEASE CORE COMPONENTS                | * Duration varies, average is 18 months<br>* LSI-R assessment<br>* Pre-release counselor for transition case planning<br>* Institutional programming: GED classes, employment preparation, vocational training and certification, financial literacy, substance abuse treatment, a 100-Hour Transition Planning Program, family reunification, Thinking for a Change (T4C), Inside Out Dad®, and Victim Impact<br>* "In-reach" by community case manager at least three months before release (case manager assignment by geographic location)   |
| POST-RELEASE CORE COMPONENTS               | * Twelve months post-release services<br>* Case managers meet participants upon release<br>* Individualized case management and job coaching by community case managers<br>* Assistance with and financial support for transitional housing, employment services (including on-the-job training stipends and trade education and certification), GED/literacy classes, substance abuse and mental health treatment, family reunification, transportation assistance, peer support and mentoring, payment of restitution and fines, and obtaining identification and benefits<br>* Frequency of case manager contact and level of financial support guided by client risk level |
| FEASIBILITY OF RANDOMIZED/ QUASI- DESIGN   | QUASI-EXPERIMENTAL—Yes<br>* Comparison group of returning Palm Beach County offenders who do not receive RESTORE services is likely<br>RANDOM ASSIGNMENT—May not be feasible given the program's established selection and enrollment processes and the long length of stay at Sago Palm   |
| LOCAL EVALUATION                           | YES—external evaluator<br>* Outcome study of county's reentry programs; process component<br>* Outcomes of interest include recidivism (arrests, reincarceration) and likelihood of connecting with social services  |
| PROGRAM STABILITY                          | * Operations and core components stable<br>* Considering consolidating case management services from three to two service providers in October 2013  |
| IMPLEMENTATION CHALLENGES                  | * Target women's prison closed one year after program started. Program expanded in October 2012 to include two Work Release Centers<br>* Some staff turnover<br>* Incentives originally offered were eliminated due to funding stipulations<br>* Limited vocational programming available<br>* Incremental funding   |

### Exhibit C. RESTORE Case Flow



The program enrollment process is different for offenders housed at Atlantic Work Release Center and West Palm Beach Work Release Center. Offenders eligible for an FDC work release program are within 19 months of their release dates and classified as community custody. Criteria that exclude offenders from work release include sex offenses or outstanding warrants or detainers.<sup>9</sup> RESTORE staff receive a list of work release inmates twice a month. Offenders who were convicted and returning to Palm Beach County are assessed using the LSI-R Proxy three-question screening tool. Offenders who are at moderate to high risk meet with a PRC to complete a full LSI-R assessment. Low-risk offenders (who have an LSI-R score of 13 or less) are not eligible for the program, although program staff reported that only three low-risk offenders have been assessed.

Offenders who choose to participate in the voluntary program sign a participation agreement. Program staff reported that very few offenders have refused the program. Those who do refuse are asked to sign a refusal form, although program staff reported that refusal is not permanent; offenders can later change their minds and enroll. Offenders who refuse have access to classes offered at the facility, but they would not receive post-release services.

#### ***Pre-release Processes and Core Components***

After assessment and intake, PRCs work individually with each program participant to develop a transition plan. The content of the transition plan is guided by the offender's needs identified through LSI-R assessment, as well as the offender's interests, and it includes required and optional institutional programs. The PRCs meet individually with offenders on a regular basis, often at the offender's request. Program staff reported that offenders trust the PRCs and "see them for everything." In addition, PRCs participate in institution classification team (ICT) meetings that are held when offenders arrive at the facility; a probation liaison participates in the ICT if the offender is going to be on probation when he releases.

Several programs are offered at Sago Palm, including GED classes, employment preparation, vocational training and certification, financial literacy, substance abuse treatment (mandatory if needed), and a 100-Hour Transition Planning Program (mandatory for all FDC inmates). PRCs facilitate classes for RESTORE participants including Thinking for a Change (T4C), Inside Out Dad<sup>®</sup>, Victim Impact, and anger management. In addition, a family reunification program is available to RESTORE participants. Program staff reported that they try to enroll offenders in classes close to their release dates, so that the course material will be fresh in their minds upon release to the community. The employment coordinator assists RESTORE participants with locating employment and facilitates a two week (ten sessions) job readiness course at Sago Palm and the work release centers. The course aims to increase participants' skills to conduct a job search, develop a resume, and interview. It is offered to eight offenders at a time, ideally within 30 days of participants' release dates. An AmeriCorps volunteer provides job readiness assistance to offenders as well as GED tutoring.

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<sup>9</sup> <http://www.dc.state.fl.us/oth/inmates/wr.html>

Each offender is assigned a case manager at one of three community-based organizations that offer post-release transition services to RESTORE participants. The selection of the organization depends on the geographic region to which the offender is returning. The community case managers visit Sago Palm every other week on assigned days to meet with offenders to introduce the post-release portion of the program, review the transition plan, and make arrangements for release. Community case managers begin working with clients at least three months before release and meet with them at least two times within the last 60 days of incarceration. Stakeholders reported that the RESTORE model facilitates a seamless transition from the institution to the community by enabling returning offenders to develop relationships with community case managers before leaving the facility.

### ***Post-release Processes and Core Components***

On the day of release, offenders are transported by the FDC to felon registration at the Palm Beach County Sheriff's Office Central Detention Center (also referred to as the Portal of Entry). The community case manager is present at the portal to greet the offender (and his or her family, when possible) and assist with any immediate needs (e.g., transportation, clothing, toiletries). Program staff observed that meeting the offender on the day of release is an important practice to ensure that the offender is linked to services after release.

Because of Palm Beach County's large size, post-release services are offered in three geographic regions. The Lord's Place<sup>10</sup> provides reentry services to RESTORE participants returning to the southern geographic region of the county; Gulfstream Goodwill Industries, Inc.,<sup>11</sup> provides services to participants returning to central Palm Beach County; and the City of Riviera Beach Justice Service Center<sup>12</sup> provides services in the north. Two case managers at each organization provide individualized case management (e.g., goal setting) and job coaching services. Additional services offered include assistance with and financial support for transitional housing, employment services (including on-the-job training stipends and trade education and certification), GED/literacy classes, substance abuse and mental health treatment, transportation assistance, peer support and mentoring, payment of restitution and fines, and obtaining identification and benefits. In addition, clients may receive family reunification services; families are included in service planning, when possible. Referrals and financial support are provided, as needed, for additional services (e.g., anger management classes). Case managers also make an effort to work with probation officers for offenders who have post-release supervision requirements. Clients may be transferred to a RESTORE provider in a different region if the client relocates

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<sup>10</sup> The Lord's Place is a nonprofit organization dedicated to breaking the cycle of homelessness in Palm Beach County through the provision of comprehensive services including supportive housing and job training and development. For more information about The Lord's Place, see <http://www.thelordsplace.org/>.

<sup>11</sup> Gulfstream Goodwill Industries, Inc., is a nonprofit organization that provides individualized rehabilitation, training and employment services to people with disabilities or those who face major barriers to employment such as poverty. For more information about Gulfstream Goodwill, see <http://www.gulfstreamgoodwill.com/index.cfm?fuseaction=contactus.offenderreentry&>.

<sup>12</sup> The Justice Service Center (JSC), located in Riviera Beach, FL, has served ex-offenders since 2007. The mission of the JSC is to provide non-traditional support services to alleviate recidivism, increase public safety, and create productive citizens. For more information about JSC, see <http://jscpbc.com/>.

within the county. Post-release services through RESTORE are available for approximately 12 months after a client's return to the community.

Program resources are allocated based on the LSI-R score. High-risk offenders are offered the most frequent case manager contact and a higher level of financial support for treatment, school, work supplies, trade education and certification, and on-the-job training. The RESTORE policies and procedures specify the breakdown of allowable resources and minimum contact requirements by risk level.

Clients' progress is tracked across five phases (implemented in October 2012).

- **Phase I (Pre-Release Services).** Complete upon arrival to the Portal of Entry.
- **Phase II (Identification and Basic Needs).** Complete when client has obtained birth certificate; Social Security card; state-issued identification card; and, if needed, health benefits and food stamps.
- **Phase III (Housing and Treatment).** Complete when client has obtained housing and completed the treatment plan outlined in the transition plan. The treatment plan includes cognitive behavior needs, substance abuse needs, peer relationship needs, family dynamics needs, personal and emotional orientation needs, recreation and leisure interests, medical assessment needs, and community functioning needs.
- **Phase IV (Employment).** Complete when case manager has verified client's employment.
- **Phase V (Maintenance and Sustainability).** Complete when client has successfully maintained employment and housing for six months. Considered successful completion of the program.

There is no formal graduation process for participants who successfully complete the program. Program data show that that 73 percent of participants were active at some point during the post-release period. Clients are "closed out" if the case manager is unable to contact them after three attempts in six months. Closed-out clients may have their cases reopened if the clients contact their case managers. Program staff attempt to reengage clients who are rearrested as well as advocate on their behalf to and route them back to Sago Palm, if possible (procedures for responding to rearrests within the county are outlined in the program policy and procedure manual).

### ***Key Staff and Resources***

Oversight of the RESTORE Initiative is provided by the Palm Beach County CJC. SCA funds support a full-time RESTORE program manager, who directs all aspects of the program. Through local in-kind matches, the Public Defender's (PD) Office contributes Reentry Task Force leadership and a part time project coordinator who conducts data analyses and maintains systems to ensure that compliance and contract goals are met. The CJC dedicates staff time (of the executive director, research manager, and an administrative staff person) to perform leadership and administrative support duties. SCA funds support two PRCs, the employment coordinator, and six community case managers via contractual agreements with the PD Office, The Lord's Place, Gulfstream Goodwill Industries, and the City of Riviera Beach. Illustrating the high level of support for the

RESTORE Initiative, many vital leadership functions and service components of the program are realized through the in-kind contributions of RESTORE's key partner organizations. Palm Beach County, the FDC, the PD Office, The Lord's Place, Gulfstream Goodwill Industries, and the City of Riviera Beach cover costs associated with contractual services dedicated to the RESTORE Initiative, including operational costs to house offenders, office space, staff supervision, instructors for pre-release academic and transition courses, a probation liaison, and RENEW system development.

The CJC Reentry Task Force, formed by the CJC in 2008, provides overall guidance and support to RESTORE (and other county reentry initiatives). As stated in the Task Force's five year strategic plan, the primary goal of the Task Force is to build a coordinated reentry service delivery plan through enhancing existing infrastructure in Palm Beach County. The Task Force consists of numerous, diverse private- and public-sector community stakeholders, including all levels of RESTORE program staff and partners and FDC representatives. Stakeholders stated that over time the Task Force has evolved into a cooperative and supportive county effort that has brought everyone to the table to work for a common goal. Stakeholders reported good participation in the Task Force; all members who should be at the table are included.

Stakeholders reported that RESTORE program staff and partners have developed a good template for working together. All key partner agencies, including program leadership and service providers, meet monthly to discuss program implementation. Stakeholders communicated that the recurring meeting encourages communication among partner agencies and provides an opportunity for program staff to review operational processes, discuss modifications, voice concerns, and share resources and success stories. Sometimes a guest speaker is invited (e.g., an expert on how to obtain out-of-state birth certificates). Additionally, information sharing occurs through the RENEW client tracking system (described in more detail in the Data Elements, Data Sources, Systems, and Strategies section on page 19).

### ***Business as Usual***

FDC inmates' receipt of programs depends on their RI scores on the CINAS and the availability of programs at their assigned facilities. Facilities vary in what they offer; however, all inmates are statutorily required to participate in the 100-Hour Transition Program<sup>13</sup> 18 months before their release. The FDC is taking steps to improve reentry services systemwide and is in the early stages of implementing enhanced reentry services in four facilities as part of the Transition from Prison to Community initiative. The FDC's Office of Re-Entry has trained facility staff, including in T4C and motivational interviewing techniques; stakeholders reported that training is helping to create a systemwide cultural shift away from the "custody and control" approach to corrections.

RESTORE has enhanced the availability of services to all offenders assigned to Sago Palm through the provision of classes as well as the PRCs, who serve a role not commonly available in FDC facilities. The truly unique component of RESTORE is the "in-reach" to participants as they prepare for returning to the community, which offers

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<sup>13</sup> <http://www.dc.state.fl.us/reentry/100-hour.shtml>

offenders the opportunity to establish rapport with service providers, connect to services, and plan for release.

Offenders who return to Palm Beach County from the FDC who are not served by the RESTORE Initiative are targeted for post-release services through a separate initiative led by the CJC and modeled after the Jacksonville Re-entry Center Portal of Entry.<sup>14</sup> A portal, designed to serve as a central hub for reentry service provision, was established at the county's Central Detention Center, the location where offenders are required to report to complete felon and sex offender registration. Portal staff would send letters to offenders who were in FDC facilities statewide (other than Sago Palm) and were six months from release. The letters described reentry services available in the county and asked offenders to complete and return a three-question LSI-R screening form. Each offender who responded would be referred to a service provider who would attempt to connect with the offender after his or her release. Until recently, a full-time staff person was located at the portal to connect with returning offenders and link them to services. Stakeholders reported that the portal concept did not work as well as intended because of the portal's remote location and less-than-ideal space for service delivery. They will revisit the portal concept and modify it to improve the process.

The conditions of probation supervision are not different for RESTORE participants.

The RESTORE community-based partner organizations all offer a variety of services to Palm Beach County citizens, including returning offenders. The Lord's Place provides reentry services to offenders in the Palm Beach County Jail through a Transition from Jail to Community grant from the Robert Wood Johnson Foundation.<sup>15</sup>

### ***Potential Comparison Groups***

A quasi-experimental research design likely would be feasible using a comparison group of returning Palm Beach County offenders who do not receive RESTORE services. The RESTORE Initiative has the capacity to serve all eligible offenders at the program's three target facilities; however, of the approximately 1,200 offenders who return to Palm Beach County each year, RESTORE serves only a portion. It is possible that not all offenders eligible for Sago Palm go there before returning to Palm Beach County. FDC policy precludes inmates who are participating in a program from being transferred to another facility before completing the program unless it is available at the receiving institution.<sup>16</sup> Random assignment may not be feasible given the program's established selection and enrollment processes and the long length of stay at Sago Palm.

A comparison group created for the local evaluation of the county's reentry services (see the Local Evaluation section on page 20) will include offenders who did not receive reentry services from the county's two programs—either from RESTORE or through the county's other reentry activities (which offer post-release services only). Even though the treatment group for the full SCA evaluation would include only RESTORE offenders, the

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<sup>14</sup> <http://www.coj.net/departments/sheriffs-office/jacksonville-reentry-center-%28jrec%29.aspx>

<sup>15</sup> <http://www.rwjf.org/en/grants/grant-records/2010/06/supporting-a-transition-from-jail-to-community-program-in-palm-b.html>

<sup>16</sup> <https://www.flrules.org/gateway/RuleNo.asp?ID=33-601.215>

local evaluation will likely provide useful information about the characteristics of the three groups (RESTORE offenders, offenders who received post-release services only, and offenders who received no services via a county reentry program).

### **Training and Technical Assistance**

RESTORE program staff have received several forms of TTA.

- Justice System Assessment and Training provided instruction on the LSI-R.
- Staff at the FDC Office of Re-Entry offered training on T4C.
- Other TTA resources used by stakeholders include the National Reentry Resource Center's Web site, SCA grantee conferences, and a recorded talk by Edward Latessa.
- The Council of State Governments (CSG) provided TTA to the RESTORE Initiative during a site visit in December 2011. Following CSG's recommendations, staff developed policies regarding the usage of risk scores and broadened the program to include offenders returning to the county from facilities other than Sago Palm.
- Additionally, stakeholders said that the RESTORE BJA program manager provided valuable assistance with grant-related questions, including guidance on responding to Grant Adjustment Notices.

Stakeholders identified a few areas in which they would like TTA support: planning for sustainability, evaluating the program, identifying suitable evidence-based and best practices to enhance the program, gaining buy-in and support from employers, and influencing legislation to remove reentry barriers. Stakeholders also stated a desire for more training, for program staff as well as correctional staff, and said that having financial resources dedicated specifically to training, separate from program funds, would be beneficial.

The EA team did not identify any additional TTA needs beyond those identified by stakeholders. The EA team commends RESTORE's dedication to improving services and processes to better meet the needs of returning offenders.

### **Data Elements, Data Sources, Systems, and Strategies**

Palm Beach County implemented a Web-based reentry client tracking tool, RENEW, in October 2011. The county developed the system (with an accompanying manual) as an in-kind match to the SCA grant. RENEW contains client demographics and other characteristics, assessment results, transition plans, client goals, service needs and receipt, employment, case manager contacts and case notes, and program phase completion records. RENEW also measures recidivism by being run daily against the county sheriff's office data system (using offenders' master jacket numbers) to identify any new client arrests and felon registrations. RENEW notifies the RESTORE program manager and project coordinator (via e-mail) of any such event. When a client is rearrested, the program manager follows up with client's community case manager to ask for the case manager's perspective on the client's level of involvement (recorded on a scale of 1–5).

RENEW is designed to track all returning offenders, including returning jail offenders and program refusals. The system is used by RESTORE as well as other county reentry programs. At the time of the EA team's visit, RENEW contained records for 1,121 clients.

CJC and PD Office staff have full access to RENEW; service providers have read-write access to their clients' data. RESTORE clients are first entered into RENEW by the PRCs at Sago Palm. Once a client is assigned to a community service provider, the provider gains access to the client's information in RENEW. Clients can be transferred from one service provider agency to another within the system. Stakeholders reported that RENEW has been a valuable tool by increasing information sharing and standardizing service delivery across RESTORE service providers.

The FDC maintains the OBIS, which contains all FDC offender information, including probation data.

### **Local Evaluation**

Investigator John Pettila, JD, LL.M., of the University of South Florida is conducting a local evaluation of the Palm Beach County reentry programs. The evaluation will include an outcome study to measure the effects of RESTORE and the county's other reentry efforts (to provide services to offenders returning to the county from FDC correctional facilities other than Sago Palm and the two work release centers) on recidivism and the likelihood of connecting with social services. The outcomes of program participants will be compared with those of a group of offenders who did not receive any reentry services. The comparison group will be matched to program participants on characteristics including current crime, criminal history, length of incarceration, age, and race. The study will use a contemporary time frame and compare outcomes over 12 months. Data sources will include RENEW, arrest data, and statewide Medicaid claim files, as well as homeless services and jail data, if feasible. The evaluation is exploring with BJA whether investigators will be able to conduct focus groups with offenders. Initial process evaluation findings provided in March 2013 included recommendations for program improvements. The evaluation will conclude June 30, 2013.

### **Support for Additional Evaluation Activities**

Program stakeholders were very hospitable, forthcoming, and eager to share details about RESTORE's history and program operations with the EA team. Key stakeholders expressed a fundamental understanding of and an appreciation for evaluation. The CJC is invested in program evaluation as demonstrated by their development and use of a countywide reentry data system to track and report client outcomes, procurement of an external local evaluator, and commitment to internal assessment to improve program operations. Several stakeholders expressed enthusiasm about the prospect that they would be selected to participate in the full SCA evaluation. The EA team feels confident that CJC leadership and RESTORE stakeholders would welcome participation in the SCA evaluation.

When asked what they would like to learn from an evaluation, stakeholders said that they were interested in knowing whether program participants were more likely to achieve

goals (e.g., obtain identification, secure employment) and in determining the cost-benefit ratio. Additionally, stakeholders expressed an interest in receiving recommendations for improving communication between data systems to avoid problems encountered such as unresolved detainers upon an offender’s release.

### Evaluability Assessment Recommendations

The RESTORE Initiative meets all the criteria that guided the EA and would therefore be a strong candidate for the evaluation’s proposed *impact study*. In addition, in accordance with the proposed evaluation design, the EA team recommends a *process and implementation evaluation*, a *recidivism outcome analysis* using administrative records, and a *cost analysis*. Evaluation recommendations and considerations are summarized in Exhibit D.

#### Exhibit D. RESTORE Reentry Program Evaluation Recommendations

|                                      |   |
|--------------------------------------|---|
| SITE                                 | Palm Beach County (FL) Criminal Justice Commission (Lead agency)  |
| PROS                                 | <ul style="list-style-type: none"> <li>* Clearly defined and stable program components</li> <li>* Sufficient and steady case flow</li> <li>* Stakeholders’ invested in providing reentry services to offenders returning to the county</li> <li>* Advanced in-house data system tracks client service receipt and outcomes</li> <li>* Palm Beach County’s Criminal Justice Commission’s interested in program evaluation</li> </ul> |
| CONS                                 |   |
| LEVEL/TYPE OF EVALUATION RECOMMENDED | <ul style="list-style-type: none"> <li>* Process/implementation</li> <li>* Recidivism outcome</li> <li>* Cost study 1</li> <li>* Viable impact site                             <ul style="list-style-type: none"> <li>* Other outcomes</li> <li>* Cost study 2</li> </ul> </li> </ul>  |

As described throughout this report, the program has many attributes that contribute to its being a good candidate for the impact study, including clearly defined and stable program components, a sufficient and steady case flow, stakeholders’ investment in providing reentry services to offenders returning to the county, an advanced in-house data system that tracks client service receipt and outcomes, and CJC’s interest in program evaluation. As previously stated, a quasi-experimental research design likely would be feasible using a comparison group of returning Palm Beach County offenders who do not receive RESTORE services. Random assignment may not be feasible given the program’s established selection and enrollment processes and the long length of stay at Sago Palm.

Furthermore, the county’s other reentry activities separate from RESTORE may provide an opportunity to examine the “in-reach” component of RESTORE in contrast to linking offenders to services only after their release. A process and impact evaluation to examine this specific element of RESTORE would yield useful information of interest to the broader field.

## **Summary**

The RESTORE Initiative represents a coordinated countywide approach to providing reentry services to moderate and high offenders returning to Palm Beach County from FDC correctional facilities. The program's case flow is sufficient to support rigorous research and a number of program features seem worthy of further study. Impact, outcome, process, and cost analyses will likely yield actionable information for practitioners, program developers, and policy makers.

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## **Appendix A.**

### **Second Chance Act Logic Model**

## Second Chance Act Prisoner Reentry Initiative Logic Model

**Goal(s):** Increase Public Safety and Reduce Recidivism by 50 percent over 5 years

| INPUTS  | ACTIVITIES  | OUTCOMES  | OUTCOME MEASURES   | LONG TERM OUTCOMES/IMPACT*   |
|---|---|---|--|--|
| <ul style="list-style-type: none"> <li>■ Support of the Chief Executive officer of the state, unit of local government, territory, or Indian Tribe</li> <li>■ Extensive description of the role of state corrections departments, community corrections agencies, juvenile justice systems, and/or local jail systems – that will ensure successful reentry</li> <li>■ Extensive evidence of collaboration with state and local government agencies, as well as stakeholder groups.</li> <li>■ Analysis plan for: statutory, regulatory, rules-based, and practice-based hurdles to reintegration of offenders</li> <li>■ Target Population (TP): High-Risk Offenders</li> <li>■ Risk and Needs Assessments</li> <li>■ Reentry Task Force membership</li> <li>■ 5-year Reentry Strategic Plan</li> <li>◇ Plan to follow and track TP</li> </ul> | <ul style="list-style-type: none"> <li>■ Develop and coordinate a Reentry Task Force</li> <li>■ Administer validated assessment tools to assess the risk factors and needs of returning inmates</li> <li>■ Establish pre-release planning procedures</li> <li>■ Provide offenders with educational, literacy, and vocational services</li> <li>■ Provide substance abuse, mental health, and health treatment and services</li> <li>■ Provide coordinated supervision and comprehensive services for offenders upon release from prison or jail</li> <li>■ Connect inmates with their children and families</li> <li>■ Provide victim appropriate services</li> </ul> | <ul style="list-style-type: none"> <li>■ A reduction in recidivism rates for the target population</li> <li>■ Reduction in crime</li> <li>■ Increased employment opportunities</li> </ul> | <ul style="list-style-type: none"> <li>Number of new offenders added to the TP this quarter</li> <li>Total number of TP in the initiative</li> <li>Number of TP released this quarter</li> <li>Total number of TP released since the beginning of the initiative</li> <li>Number of TP resentenced to prison with a new conviction this quarter</li> <li>Total Number of TP resentenced to prison with a new conviction since the beginning of the initiative</li> <li>Total number of crimes reported during this quarter</li> <li>Total population for the area that the TP is returning to (i.e., statewide, county, city, neighborhood)</li> <li>Number of TP who found employment this quarter</li> <li>Total Number of TP who are employed</li> <li>Number of TP who have enrolled in an educational program this quarter</li> </ul> | <ul style="list-style-type: none"> <li>■ Increase public safety</li> <li>■ Reduce Recidivism by 50 percent over 5 years</li> </ul> |

|   |   |   |   |  |
|---|---|---|---|--|
| <ul style="list-style-type: none"> <li>◇ Sustainability Plan</li> <li>◇ Plan to collect and provide data for performance measures</li> <li>■ Pre- and post-release programming</li> <li>■ Mentors</li> <li>■ Provide a 50 percent match [only 25 percent can be in-kind]</li> </ul> | <ul style="list-style-type: none"> <li>■ Deliver continuous and appropriate drug treatment, medical care, job training and placement, educational services, and housing opportunities</li> <li>■ Examine ways to pool resources and funding streams to promote lower recidivism rates</li> <li>■ Collect and provide data to meet performance measurement requirements</li> </ul> | <ul style="list-style-type: none"> <li>■ Increased education opportunities</li> <li>■ Reduction in violations of conditions of supervised release</li> <li>■ Increased payment of child support</li> <li>■ Increased housing opportunities</li> <li>■ Increased participation in substance abuse services</li> <li>■ Increased participation in mental health services</li> </ul> | <p>Total number of TP who are currently enrolled in an educational program</p> <p>Number of TP who have violated the conditions of their release this quarter</p> <p>Total number of TP who have violated the conditions of their release</p> <p>Total number of TP that are required to pay child support</p> <p>Number of TP who paid their child support this quarter</p> <p>Number of target population who found housing this quarter</p> <p>Total number of TP who have housing</p> <p>Number of TP who were assessed as needing substance abuse services this quarter</p> <p>Total number of TP who have been assessed as needing substance abuse services</p> <p>Number of TP who enrolled in a substance abuse program this quarter</p> <p>Total number of TP enrolled in a substance abuse program</p> <p>Number of TP who were assessed as needing mental health services this quarter</p> <p>Total number of TP who have been assessed as needing mental health services</p> <p>Number of TP who enrolled in a mental health program this quarter</p> <p>Total number of TP enrolled in a mental health program</p> |  |
|---|---|---|---|--|

|  |  |   |   |  |
|--|--|---|---|--|
|  |  | <ul style="list-style-type: none"><li>■ Reduction in drug abuse</li><br/><li>■ Reduction in alcohol abuse</li></ul> | <p>Total number of TP re-assessed regarding substance use during the reporting period</p> <p>Total number of TP re-assessed as having <i>reduced</i> their substance use during this reporting period</p> <p>Total number of TP re-assessed regarding alcohol use during the reporting period</p> <p>Total number of TP re-assessed as having <i>reduced</i> their alcohol use during this reporting period</p> |  |
|--|--|---|---|--|

## **Appendix B.**

### **Palm Beach County RESTORE Logic Model**

## Appendix B. RESTORE Logic Model

| INPUTS   | ACTIVITIES   | OUTPUTS   | INITIAL OUTCOMES   | INTERMEDIATE OUTCOMES   | LONGER-TERM OUTCOMES   |
|--|--|---|--|---|--|
| <p>Support of the Palm Beach County Reentry Task Force, Criminal Justice Commission and Board of County Commissioners</p> <p>Extensive description of the role of Florida Department of Corrections and Palm Beach County Sheriff's Office</p> <p>Collaborations with Law Enforcement, Community Service Providers, Victims, Employers, the Courts, Probation and Parole, Released Inmates and Families</p> <p>Target Population- 325 Offenders returning to Palm Beach County</p> <p>LSI-R risk and needs assessment</p> <p>Reentry Task Force leadership</p> <p>5-year reentry strategic plan</p> <p>-Plan to follow and track target population</p> | <p>Administer validated assessment tools to assess the risk factors and needs of returning inmates</p> <p>Establish pre-release planning procedures</p> <p>Case management</p> <p>Provide offenders with educational, literacy and vocational services</p> <p>Provide offenders with substance abuse, mental health and health treatment and services</p> <p>Provide coordinated supervision and comprehensive services for offenders upon release from prison or jail</p> <p>Connect inmates with their children and families</p> <p>Provide victim appropriate services</p> <p>Deliver continuous and appropriate drug treatment, medical care, job training and placement, educational services and housing</p> | <p>Total number of target population (TP) in the initiative</p> <p>Recidivism rates for 30 days, 6 months, 1 year and 3 years</p> <p>LSI-R scores</p> <p>Total number of crimes reported</p> <p>Number of TP who are employed</p> <p>Case Management hours</p> <p>Number of TP who have enrolled in an educational programs</p> <p>Number of TP who found housing</p> <p>Total number of TP enrolled in a substance abuse program</p> <p>Number of TP enrolled in Peer Mentoring</p> <p>Number of target population receiving transportation assistance</p> <p>-Number of target population involved in Family Reunification counseling</p> | <p>Increased employment opportunities</p> <p>Increased educational opportunities</p> <p>Reduction in violations of conditions of supervised release</p> <p>Increased payment of child support</p> <p>Increased housing opportunities</p> <p>Increased participation in substance abuse services</p> <p>Increased participation in mental health services</p> | <p>A reduction in recidivism rates for the target population</p> <p>Reduction in Crime</p> <p>Reduction in drug and alcohol abuse</p> <p>Stability for transitioning offenders</p> <p>Improve the lives of communities, victims and offenders</p> | <p>Increase Public Safety</p> <p>-Decrease Victimization</p> <p>Reduce Recidivism by 50% over 5 years</p> <p>A defined standard of excellence for offender transition that encourages correctional practitioners and community-based organizations to implement its various elements</p> |

|  |   |   |  |  |  |
|--|---|---|--|--|--|
| <p>-Sustainability Plan</p> <p>-Plan to collect and provide data for performance measures</p> <p>-Pre- and post-release programming</p> <p>-Peer Mentors</p> <p>-Grant Funds</p> <p>-Palm Beach County Portal of Entry</p> | <p>opportunities</p> <p>-Examine ways to pool resources and funding streams to promote lower recidivism rates</p> <p>-Collect and provide data to meet performance measurement requirements</p> | <p>-Number of TP obtaining ID's and other official documents</p> <p>-Tax Payer Savings</p> <p>-325 dynamic validated risk and needs assessments</p> <p>-325 transition plans</p> <p>-Refer at least 325 inmates in the target population to the PBC Portal of Entry</p> |  |  |  |
|--|---|---|--|--|--|