DCRC

DELAWARE CORRECTIONAL REENTRY COMMISSION



Annual Report

THE STATE OF REENTRY

>>> YEAR 1: 2022

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Dear Friends,

Since 2018, the Delaware Correctional Reentry Commission (DCRC) has been invested in building a robust reentry infrastructure to promote the successful return of incarcerated persons back to their communities and families. The DCRC strives to build a comprehensive system that maximizes the opportunity for individuals to leave Department of Correction (DOC) custody with the tools, training, and treatment necessary to allow for a seamless transition back to their community with a concrete plan to meet their needs and increased prospects for employment. Through their determined and ongoing work, a solid reentry infrastructure was put in place one year ago with the creation of the Delaware Recidivism Reduction System Blueprint. The Blueprint sets clear priorities, objectives, and outcomes to advance the DCRC's efforts for the next three years. This 2022 Annual Report on the State of Reentry provides an update on the work from Year 1 and sets the stage for the next 24 months.

The Delaware Department of Correction's commitment to reentry would not be possible without the dedication of the men and women of our department who are in many ways the "boots on the ground" in this work. We recognize and value the tremendous support and engagement provided by senior leaders and professional staff from the Department of Health and Social Services, Department of Labor, Department of Education, and the Delaware State Housing Authority through the Family Services Cabinet Council. We extend our sincere thanks to the members of the DCRC Executive Committee and the dozens of DCRC workgroup members who, with support and guidance from Social Contract, have made steady progress in meeting the Blueprint's goals.

The Delaware Correctional Reentry Commission provides a valuable mechanism that creates accountability and establishes measurable outcomes to guide this collective work. Through a continued collaborative approach with the Family Service Cabinet Council, state agencies, and community providers, I am confident we remain on the right path to drive reentry success and strengthen families and communities.

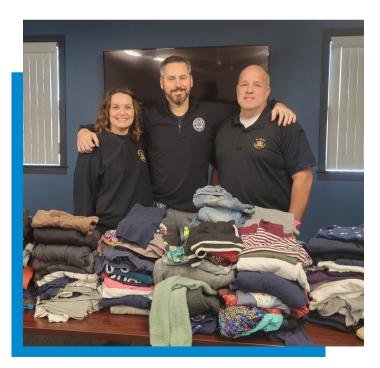
Sincerely,

Monroe B. Hudson Jr.
Commissioner, Department of Correction

EXECUTIVE SUMMARY

The Delaware Correctional Reentry Commission (DCRC) oversees the implementation of reentry system reforms designed to assist men and women as they transition from prison to the community. To ensure those reentering society have the support necessary to resettle successfully, the Commission's Executive Committee and three workgroups met regularly throughout 2022 to progress key policy and project priorities outlined in the <u>Delaware</u> Recidivism Reduction Blueprint (2021-2024) ("Blueprint").

This first Annual Report on the State of Reentry highlights DCRC's 2022 progress toward Blueprint deliverables and focus areas for 2023. As this report covers year one of a three-year initiative, the work highlighted is still in progress.



Key highlights from 2022 include:



NALOXONE DISTRIBUTION

As of December 2022, DOC has distributed **3,000 Naloxone kits** to reentrants at the time of release.

Since September 2021, the Department of Corrections (DOC) has distributed **120 Naloxone kits** in the community to probationers and their families.



EXPANDED MEDICATION-ASSISTED TREATMENT (MAT) OPTIONS

The DOC has continued to expand the use of Medication-Assisted Treatment for Opiate Use Disorder. Individuals at all Level IV and V facilities have the option to continue or initiate MAT at the point of incarceration. As of December 2022, 11% of the DOC population was receiving MAT.

IMPROVED DATA SYSTEMS

The DOC launched a new Reentry Module in DACS, the Department's automated offender management system. This module captures the necessary information to create a meaningful discharge plan in one central place and is viewable by all staff participating in the discharge planning process and post-release community supervision. Also included is the Transition Accountability Plan (TAP) which is required for all individuals being discharged from prison to the community. The Reentry module helps to minimize duplication and service delays, creates a more streamlined transition from prison to the community, and allows for the ability to track success upon connection to care in the community.

KEY HIGHLIGHTS

2022



EXPANDED VOCATIONAL TRAINING OPTIONS FOR INCARCERATED INDIVIDUALS

In 2022, the DOC launched a Commercial Driver's License (CDL) training program at Howard R. Young Correctional Institution (HRYCI). CDL 60 is a two-week class where incarcerated students receive Entry Level Driver's License Theory (ELDT) training and 40hours of CDL Simulator Training. Upon successful completion of the program, students will have knowledge of how to operate 18wheeler manual transmission tractor trailers. will be ELDT theory certified, and will be prepared to take the CDL Permit Test upon release. The DOC has partnered with the Department of Labor (DOL) to fund the remaining portion of the training required to obtain a CDL license endorsement upon release.

ENHANCED COMMUNITY ENGAGEMENT

The DCRC Executive Committee members built on a strong legacy of community engagement in 2022.

- The Delaware Criminal Justice Council held four public hearings on criminal justice in 2022.
 Executive Committee members participated on the panel.
- Executive Committee representatives attended several Partnership in Reentry Coalition of Delaware (PIRCOD) meetings to gain an understanding of the community perception of reentry needs and services.
- The DOC held a series of public webinars on topics relevant to reentry and incarceration in Delaware.
- The Department of Justice, in collaboration with DCRC, held several public events including "What's Next" gatherings. The "What's Next" series brings together community members, community service providers, and reentrants to discuss a variety of topics related to reentry in Delaware.

KEY HIGHLIGHTS

2022



SECOND CHANCE PELL GRANT

The DOC partnered with Delaware Technical Community College (DTCC) to offer an associate degree in Human Services at Baylor Women's Correctional Institution (BWCI). Tuition for eligible incarcerated students is supported through DTCC's participation in the experimental Second Chance Pell Grant program, which allows selected universities to offer incarcerated students Federal Pell Grant loans. This program is expected to expand to additional Level V facilities in 2023.

INTRODUCTION



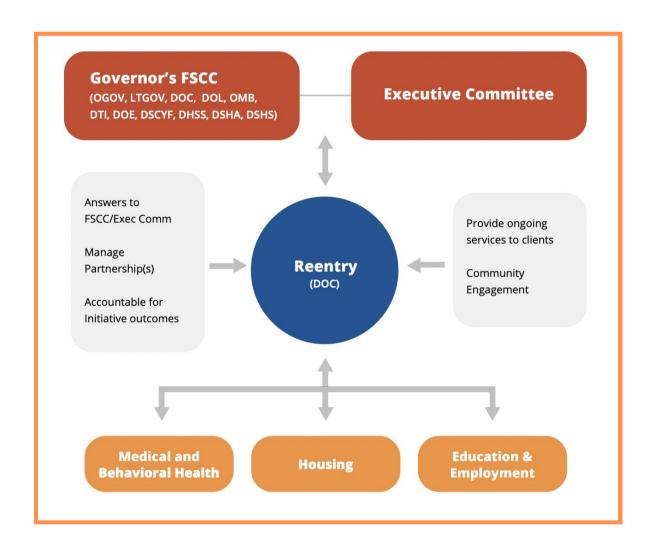
The Delaware Correctional Reentry Commission (DCRC), established in 2018 as a result of Executive Order 27, oversees the implementation of reentry system reforms designed to assist men and women as they transition from prison back to the community. The goal of the DCRC is to ensure people reentering society have the support necessary to resettle successfully into their communities.

While the original Commission was formally sunset in 2020 after the 19 original improvement objectives were accomplished, the DCRC capitalized on the momentum to create the <u>Delaware Recidivism Reduction Blueprint</u> (2021-2024) ("Blueprint") and reorganized the DCRC under a new governance structure. The Blueprint sets forth policy and project priorities and benchmarks for 2021-2024 and outlines the new DCRC governance structure.

As the initial objective of the Blueprint, the Commission puts forth this first Annual Report on the State of Reentry highlighting DCRC's work in 2022. This annual report summarizes the DCRC's progress toward each deliverable and includes information on baseline and goal metrics outlined in the Blueprint. Also included are learnings from the year and work to be accomplished in 2023. The DCRC is proud to share its continued progress and recommendations for future improvements.

2022 GOVERNING STRUCTURE

The DCRC reports directly to the Governor's Office through the Governor's Family Services Cabinet Council (FSCC), a structure that fosters executive-level investment in the DCRC's initiatives across numerous state agencies. Leading the work of the DCRC is the Executive Committee, an interagency steering committee composed of leaders responsible for the success of the initiative. The Medical & Behavioral Health, Housing, and Education & Employment workgroups, under the direction of the Executive Committee, drive the implementation of specific initiative objectives. Social Contract has served as the project manager for the DCRC since 2021. More detailed information on the DCRC governing structure can be found in the Blueprint.



2022 IN REVIEW

The Blueprint outlines primary objectives for the Executive
Committee and the three designated workgroups to address
during the period of 2021-2024. With work starting in earnest in
2022, the DCRC made great progress towards accomplishing these
goals.

EXECUTIVE COMMITTEE

The Executive Committee is an interagency steering committee composed of leaders responsible for the success of the DCRC's comprehensive vision for reentry in Delaware. Executive Committee members have decision-making authority, as well as a connection to the work and its implementation. The Committee allows for consensus decision-making across partners via monthly meetings, enables continuous communication, facilitates problem-solving across partners, and contributes to agency investment in the shared initiative and its objectives.

In addition to this report, the Executive Committee was tasked with addressing five objectives over the course of three years.





EXECUTIVE COMMITTEE OBJECTIVES



Ensure the State's recidivism analysis includes information about Violations of Probation (VOPs) and that the State's working recidivism definition is appropriate

To measure recidivism, the Statistical Analysis Center (SAC) calculates the rates of rearrest and recommitment as required by Delaware Code. Recidivism is only measured for those released from a prison term, defined as an aggregate sentence of greater than one year. In 2021, the requirement to measure reconviction was removed. However, since 2019, SAC has included a return to prison metric to allow for comparisons with other jurisdictions using this definition of recidivism.

Violations of Probation (VOP) continue to be a topic of high interest among the criminal justice community, especially in relation to its impact on individuals returning to custody. While valuable, SAC's annual analysis is limited in capturing the complex nature of probation violations in part due to the limited population for analysis. It does not measure recidivism events for those released after a Level V sentence of less than one year or those sentenced directly to Probation. The analysis also does not include the ways in which individuals do not comply with the conditions of probation.

The DOC and SAC recognize the value and interest in expanding data collection and analysis related to Violations of Probation. In 2023, DOC will analyze a day in time snapshot of detentioners incarcerated on an administrative warrant. This information will help DOC understand the use of administrative warrants and their impact on the overall detentioner population.

The DOC will also commit to analyzing Violation of Probation reports for a designated time frame to determine the most common areas of non-compliance related to condition #9, as well as the usage of graduated responses prior to a Violation of Probation report being submitted citing only technical violations of probation.

The data gathered will inform discussions on how to reduce returns to custody due to non-compliance with the terms of supervision. After the initial analysis, recommendations will be put forth on how to sustain the ability to track and analyze this data at regular intervals.

DCRC

A dedicated VOP workgroup was established in October 2022 composed of representatives from the SAC, Office of Defense Services, and the DOC to review the data and make recommendations for additional analyses. The group has identified VOP sentencing data as another area of importance. This data does not fall under the purview of the DOC. The workgroup is seeking representation from the Administrative Office of the Courts in 2023 to further explore the possibility of analyzing sentencing trends for VOP's.

The workgroup will also review research on how other states incorporate VOP data in their recidivism analysis and determine if recommendations should be put forth for Delaware.



The Executive Committee should continue to identify solutions for reducing returns to custody, by engaging the Bureau of Community Corrections, Probation & Parole and building on existing efforts

The Department of Correction, Probation & Parole is expanding Effective Practices in Community Supervision (EPICS) training to all sworn staff. EPICS is an evidence-based training and coaching model incorporating the Risk, Need, Responsivity Model, the use of Core Correctional Practices, and guidance on the effective use of cognitive interventions. The training consists of three days of classroom instruction followed by six months of coaching and coding exercises. EPICS training for Probation & Parole Officers has been an important step for the DOC to not only improve reentrant outcomes and reduce re-incarceration, but also to strengthen the relationship between the probationer and officer. Over 100 staff have been trained, with two additional sessions currently underway.

Building rapport is a key element of evidenced-based practices. Beginning in 2022 and continuing in 2023, Probation and Parole is converting to a hybrid caseload system. Under traditional caseload assignments, Probation & Parole Officers are assigned level specific caseloads. As a result, once an individual completes one supervision level and moves to another, they are assigned to a different officer. This can mean starting over and getting used to a new person, supervision style, and schedules. The hybrid caseloads will allow for ease of communication, enhanced continuum of care, and the opportunity to build upon the use of cognitive interventions.

In 2022, the DOC launched a new Reentry Module in DACS, the department's automated offender management system. This module captures the information necessary to create a meaningful discharge plan in one central location and is viewable by all staff participating in the discharge planning process and post-release community supervision. This centralization minimizes duplication and service delays, creates a more streamlined transition from prison to the community, and allows for the ability to track success upon connection to care in the community.



Expand awareness of identifying and responding to trauma among justice-involved populations and identify solutions for incorporating trauma-informed approaches

The DCRC recognizes the need to identify and respond to trauma among justice-involved populations. The entire reentry workforce must operate with an understanding of the impact of trauma and its role in reentry as well as how to implement trauma-informed approaches.

In 2023, the Executive Committee will begin to look for change opportunities within state agencies (ensuring alignment with Delaware's trauma plan) and will identify ways to embed trauma-informed practices into service provision contracts.

Research is also underway to identify how other jurisdictions include Adverse Childhood Experiences (ACE) scores into reentry work. Reviewing this research and current practices in Delaware to generate recommendations for change will be a priority in 2023.

The Committee is also aware of the need to address trauma among family members of justice-involved individuals. This deliverable directly correlates to the objective "Build capacity among community providers to support reentry work." Collaboration with PIRCOD and other community reentry providers is expected to further this objective in 2023-2024.



Ensure that reentrants are engaged in reentry reform work

Beginning in November 2021, the Delaware Department of Justice (DOJ) Community Engagement Unit, in collaboration with the DCRC, DOC, and other state and community agencies, facilitated "What's Next" community engagement events in New Castle, Kent, and Sussex Counties. During these meetings, panel members presented the Blueprint and solicited feedback from community members, reentrants, and service providers in attendance. These events will continue in 2023 and will include various reentry related topics that align with workgroup priorities to gain more specific feedback.

In the fall of 2022, the DOJ Community Engagement Unit, in partnership with DCRC, hosted a forum in Wilmington with individuals from reentry-focused service providers. All participants were reentrants themselves, lending a unique perspective and expertise. Suggested focus areas were designed with Blueprint priorities in mind, and conversation centered around housing, employment, education, and access to behavioral health services. Information from these conversations will be included in the Reentry Service Provider Landscape Analysis currently underway. A similar forum was held in Sussex County with attendees from the community, DOC, service providers, and reentrants.





Build capacity among community providers to support reentry work

To better understand the services offered by community providers, the Executive Committee is undertaking a reentry service provider landscape analysis to assess current available services. To collect data, 24 service providers were interviewed with the goal of understanding the services currently being provided and the needs of those providing them. The Executive Committee will determine whether current services are adequate to support the needs of reentrants. The findings from this data collection will inform a Landscape Analysis report highlighting assets, gaps, and opportunities to build capacity and enhance service offerings.

Beginning in 2021 and extending into 2022, the DOC launched the DOC Insider Series webinars. These webinars were well attended by community members, service providers, reentrants, state employees, and others. The Insider Series gives attendees an inside look into the DOC with topics including Reentry, Intake to Classification, Probation & Parole 101, Sentence Calculation, Substance Use Treatment, Cognitive Behavioral Therapy, Prison Healthcare, and Prison Education. Attendees were provided a look at the inner workings of the DOC as well as a question-and-answer segment. Due to the popularity of this format, the DOC plans to resume the Insider Series in 2023 with new topics.

Additional objectives for 2023 include researching engagement skills training and advocacy training for community providers.



MEDICAL & BEHAVIORAL HEALTH

The Medical & Behavioral Health workgroup was tasked with addressing five main objectives to span the period of 2021-2024. Chaired by the Director of the Division of Substance Abuse and Mental Health (DSAMH) and the DOC Chief of the Bureau of Healthcare, Substance Abuse, and Mental Health (BHSAMH), the Medical and Behavioral Health workgroup began work on all five deliverables.

OBJECTIVE

Compile a recommendation regarding a single platform to share case management information.

In 2022, the DSAMH put forth a Request for Proposal (RFP) for a case management platform that will allow users to communicate and follow client progress more effectively. Prior to requesting proposals, DSAMH conducted multiple focus groups with providers/stakeholders in the reentry and criminal justice arena. Participants were asked to share their experience with case management platforms including preferred features, observed limitations, and other relevant information. From that feedback, DSAMH created and released the RFP for a comprehensive case management platform that serves identified needs. The RFP is currently in the vendor selection process. Upon selection, the workgroup will review the input from the various stakeholders obtained during the focus groups and crosswalk this with what the selected vendor platform provides and determine if this system allows for the data and access necessary to allow for clinical and social care continuity specifically between the DOC and DSAMH.

OBJECTIVE

Expand peer support services that engage reentrants.

In September 2020, DSAMH was awarded a second State Opioid Response (SOR) grant from the federal Substance Abuse and Mental Health Services Administration (SAMHSA). To support a coordinated, statewide effort to address opioid use disorder (OUD)/stimulant use disorder (StUD), and overdose prevention, DSAMH has partnered with several other state agencies including three with representation on the DCRC (DOL, DOE, DOC). The deliverables for this workgroup are primarily centered around the partnership with the DOC, with the focus on increasing recovery resources and support for justice-involved individuals with an OUD/SUD or co-occurring diagnosis disorder.

One of the many projects this grant supports is a peer certification program at HRYCI as a partnership between the DOC, Mental Health Association (MHA), and DSAMH. Launching in January 2023, the classes will consist of up to 10 incarcerated students who will complete the 46-hour peer recovery specialist certification training. Successful students can then begin earning the 1,000 hours of experience required to apply for the exam to become a Certified Peer Recovery Specialist (CPRS). The DOC is partnering with its contracted Behavioral Health provider to help facilitate the hours of practical experience required. Peers who complete the course and pass the exam will work in prison-based roles promoting behavioral health wellness in various areas and programs.

certification via Mental Health Association/ DSAMH while incarcerated Baseline: 0	The Medical and Behavioral Health workgroup has set a goal of: Year 2: Complete 2 cohorts of the classroom portion of peer certification training Year 3: Expand program to SCI and BWCI

Notes: The first cohort of the Peer Certification program is scheduled to be held at HRYCI in early 2023. The training consists of a classroom portion, followed by 1,000 supervised hours, culminating in a final test to become a CPRS. DOC expects some participants will be able to complete all the steps while still incarcerated and will provide support for those released beforehand to continue the certification process in the community.

The DOC is currently reviewing its inventory of in-reach peer groups and moving towards resuming groups paused during the COVID pandemic, with a specific focus on Narcotics Anonymous (NA) and Alcoholics Anonymous (AA). In 2023, the workgroup will begin researching other peer certification curriculums, specifically "reentry peers", and investigate whether a specific prison-based program should be created for those involved in group violence or those who have a history of firearm offenses, which would include a reentry peer support component.

Baseline Metric

Goal Metric

Identify how many self-help behavioral health peer support groups are present at Level IV and V correctional facilities and how many incarcerated people are participating.

Baseline: 6 unique peer support groups are held at various Level IV/V institutions statewide.

Participation varies by facility and group

Identify how many are engaging with the sponsor agency post-release

The Medical and Behavioral Health workgroup has set a goal of:

Ensuring every Level IV and V facility supports NA/AA and other peer support groups.

The workgroup recommends striking this deliverable as many of the peer run programs are anonymous.

Notes: DOC offers a variety of activities and peer support groups across facilities. Peer support groups include New Beginnings, Gamblers Anonymous, Narcotics Anonymous, Alcoholics Anonymous, Lifers Group, and Veterans Support Group. Group scheduling can be impacted by security staffing shortages and public health emergencies, however the DOC and the Medical and Behavioral Health workgroup are committed to having peer support groups available to incarcerated individuals.



The importance of peer support services was underscored in interviews done with service providers to assess the landscape of reentry services, where many providers highlighted the distinct need for and benefit of peer support services.



Determine how many reentrants with behavioral health conditions access services in the community post-release.

Connection to care post-release is vital to a successful reentry. It is imperative that reentrants, specifically those with behavioral health conditions, have appropriate access to services in the community. The DOC and its contracted Behavioral Health provider both employ staff dedicated to ensuring the continuum of care through comprehensive discharge planning. The DOC has increased the number of staff trained in the use of Delaware Treatment and Referral Network (DTRN), an online referral platform operated by DSAMH. Upon execution of a data sharing agreement, DSAMH provided the DOC with data on referrals including number of referrals made and the show/no show rate. The DOC overlaid this with release data for individuals with a behavioral health diagnosis. Of those inmates, behavioral health referrals for services post-release were made using the Delaware Treatment Referral Network (DTRN) in 12.6% of releases. Detailed breakdowns of the prevalence of behavioral health referrals by diagnosis type are shown in the table below. Of the referrals for post-discharge services, appointment "shows" were documented in 33.4% of cases, "no-shows" in 15.4% of cases, and unknown status in 51.1% of cases. The workgroup will continue to focus efforts on improving data collection methods, ensuring appropriate referrals are made, and increasing connection to care for individuals leaving custody.

Table 1: Analysis of Whether Behavioral Health Referrals Were Made for Inmates Leaving DOC Custody in Calendar Year 2021, by Behaviora	
Health Category	

	Count of	Number of Releases who had a	Percentage of Inmates with Diagnosis Category for Whom
Behavioral Health Diagnosis	Releases	Behavioral Health Referral in DTRN	Referral Was Made
Co Occurring MI	285	46	16.10%
Co Occurring SMI	346	117	33.80%
Mentally III	158	24	15.10%
Seriously Mentally III	171	62	36.20%
Substance Abuse	571	49	8.50%
Not Mentally III	119	12	10%
Diagnosis Not Reported	6682	736	11%
Total	8,332	1,046	12.60%

Baseline Metric

Identify how many reentrants with behavioral conditions released from prison terms are referred for behavioral health services post-release and how many individuals access the services for which they were referred (consider whether data can be stratified into categories of detentioner, jail inmate, prison inmate, probationer, etc.)

Goal Metric

The Medical and Behavioral Health workgroup has set a goal of:

Achieve a 5% annual increase in the baseline percentage of referrals for inmates leaving custody.

See Table 1

Notes: This data includes only referrals made through the DTRN platform and does not include referrals made through other means. The workgroup will continue to analyze the data and identify gaps in data collection and reporting, working towards the ideal that every individual leaving custody has the referrals and resources needed to be successful in the community.

OBJECTIVE

Ensure that behavioral health treatment options in Delaware prison facilities are adequate and aligned with national best practices.

The DOC offers all three FDA approved medications for opiate use disorder -Methadone, Naltrexone, and Buprenorphine - within its correctional facilities. Incarcerated individuals have the option to initiate or continue MAT upon entry into a facility. As of December 2022, approximately 600 individuals per week are treated with MAT. The DOC is focused on supporting efforts to expand MAT options for incarcerated individuals and the Naloxone education and distribution program.

Every reentrant is currently being offered Naloxone prior to release, an initiative that has led to distribution of over 3,000 Naloxone kits since February 2020. Additionally, DOC nurses began visiting probation offices to distribute Naloxone to probationers and their families in September 2021, a program that has distributed 120 Naloxone kits in the community.

OBJECTIVE

Evaluate the linkage to Medicaid and Medicaid related services for reentrants.

The DOC and the Division of Medicaid and Medical Assistance (DMMA) have partnered to offer care coordination for incarcerated, Medicaid eligible clients. Incarcerated individuals have access to Managed Care Coordinators who assist with post-release care planning, appointments, specialists, medication, durable medical equipment, and addressing social determinants of health. The Care Coordinators meet with clients pre-release and follow up with them in the community. Meetings are held regularly with the DOC, the contracted Medical and Behavioral Health provider, and the Managed Care Coordinators to discuss particularly high-risk clients. In 2023, Delaware will welcome a third managed care provider who will also offer care coordination services.

In 2023, the Medical & Behavioral Health workgroup will seek to determine how many individuals leaving prison experience behavioral health admissions, overdoses, or behavioral health-related emergency room visits within a specified time post-release. This information will be used to determine if there are gaps in services or additional intercept points for service that could lead to a more successful reentry.



EDUCATION & EMPLOYMENT

The Education & Employment workgroup was tasked with addressing three main objectives to span the period of 2021-2024. Chaired by the Deputy Director of the Division of Employment and Training at the DOL and the Education Associate of Adult and Prison Education at the DOE, the Education & Employment workgroup began work on all objectives.

OBJECTIVE

Strengthen the vocational training options available to incarcerated individuals and ensure inmates' equitable access to and credit for those programs

Vocational training programs should prioritize the adoption of industry recognized credentials for all current and future programs. In 2022, the DOC created or expanded a variety of vocational trainings providing industry recognized credentials:

- In 2022, the DOC launched a Commercial Driver's License (CDL) training program at HRYCI. CDL- 60 is a two-week class where incarcerated students receive Entry Level Driver's License Theory (ELDT) training and 40-hours of CDL Simulator Training.
 Upon successful completion of the program, students will be ELDT theory certified, and will be prepared to take the CDL Permit Test upon release. ELDT certification is a requirement for entry level drivers seeking to obtain their Class A or B CDL endorsement.
- In 2022, the DOC partnered with the Delaware Restaurant Association to offer the ServSafe® food handler certification to 20 incarcerated individuals. This industry recognized certification provides food training to those interested in a career in the hospitality industry.
- In 2022, the DOC expanded the successful 5 for 5 Program from Plummer
 Community Corrections Center (PCCC) to Level IV facilities statewide. Participants in
 this training earn 5 certificates in 5 days. Participants complete OSHA 10, which
 teaches basic safety and health information to entry-level workers in construction
 and general industry; ServSafe®, American Traffic Safety Services Association
 (ATSSA) Flagger certification, and training in both forklifts and scissor lifts. This
 program provides short-duration training for entry level positions in lucrative and
 in-demand job fields.

In 2022, the DOC piloted a Forklift Training Program at Delores J. Baylor Women's Correctional
Institution (BWCI). The DOC partnered with DTCC to offer the Forklift Operation/Safety
Certification Training Program - EYP 730. The course is designed to meet OSHA standards by
providing participants with the safety and operational knowledge as well as the skills required
to operate a forklift safely. Each participant is required to capably operate a forklift through a
course designed to demonstrate practical operational skills.

The workgroup also sought to better understand vocational and apprenticeship pathways and requirements. The DOL partnered with Delaware Correctional Industries (DCI) to identify individuals skilled in trades that may lead them to a registered apprenticeship post-release in the areas of welding and automotive technology. APEX funding is also available for others interested in skilled trades. The DOL can make connections to registered apprenticeships upon release for those with existing skills in the field of interest, and pre-apprenticeship pathways for those looking to learn a new skill.

The DOC is supporting these pathways to apprenticeships by offering the National Center for Construction Education and Research (NCCER) CORE training. NCCER certifications are industry-recognized credentials individuals can earn to demonstrate their relevant skills in the field. Since April 2022, 36 incarcerated students at JTVCC have completed NCCER CORE. The DOC plans to expand this training to other Level V facilities in 2023.

The Education & Employment Committee has also been tasked with executing the operation of a Vocational Skills Training Center at JTVCC. The DOC, in partnership with DOE, continues to expand vocational training opportunities at JTVCC as well as all other Level IV and V facilities while working through the procurement process required to begin security upgrades and construction on the physical space identified. As this process moves along, the workgroup will begin to identify and make recommendations for vocational training relevant to in demand job fields.

In addition to vocational training opportunities, incarcerated individuals have the opportunity to work in a variety of institutional jobs offered in the facilities such as: commissary worker, education tutor, environmental crew, kitchen worker, food cart worker, laundry worker, maintenance worker, groundskeeper, and law library worker. To recognize this work experience, the workgroup is exploring the creation of a "job readiness" certification packet containing a resume, letter of reference if employed in an institutional job, portfolio (pictures of work if employed by DCI in the skilled trades), and a list of other trainings completed while incarcerated.

As the workgroup looks towards adding additional vocational training either inside or through partnership with the DOL post-release, the group will review vocational surveys administered during the prison intake process to assess the interests and skills of those in custody.

To ensure incarcerated individuals are aware of the vocational and employment opportunities and services available to them, the DOL is creating a video campaign to educate the public on training and employment opportunities, pardons and expungements, and employer services.

The DOC, DOE, and DOL will continue to work together to review in-demand jobs, credentialing requirements, and employment opportunities to assist reentrants in obtaining employment with a livable wage.

In an effort to increase the number of incarcerated students earning a GED®, the DOC and Department of Education (DOE) reviewed GED® readiness and attainment data from recent years. This data included the number of credentials earned over a 4-year period, the number of verified credentials during a given period, approximate grade levels at initial assessment, and the minimum requirements to pass subject area exams.

Baseline Metric

Goal Metric

Identify how many incarcerated reentrants are earning GED's and high school diplomas, with consideration of eligibility based on sentence length, special education status, etc.

Baseline: In FY 21, 15 incarcerated students (Level V) passed the GED® test.

Identify how many incarcerated reentrants achieve advances in educational attainment.

Baseline: In 2021, there were 266 enrollments in ABE/GED prep*

The Education and Employment workgroup has set a goal of:

Year 2: Expand access to eligible incarcerated individuals by establishing a process by which candidates obtain digital instruction and test prep materials.

Year 3: Identify improvement metric for GED® attainment

Notes: * FY 21 data represents a full year of the COVID pandemic. By comparison FY 20 saw 69 incarcerated students pass the GED® test.

* Prison Adult Education includes ABE/GED prep, Groves, Life Skills, and DOE sponsored vocational training. Baseline data for this deliverable is capturing only ABE/GED enrollment. Enrollment data reflects the end of FY 21 data.

The DOC and DOE are using this data to develop a Fast Track GED® program. As part of this development, the group is considering whether relevant educational content can be loaded on the Viapath tablets used in facilities. It is important to note that not all incarcerated students are GED®/HS Diploma ready and may need to participate in Adult Basic Education classes or other preparatory classes prior to participating in GED® instruction. Students may also have other primary needs related to substance use or behavioral health that will be prioritized. It is a priority of DOC and DOE to provide access to education to incarcerated students. In 2023, the workgroup will meet with the DOC's Director of Classification to ensure classification to educational/vocational training is consistent and equitable across all Level V facilities.

Students who are currently enrolled in prison education receive good time for the number of hours they attend class monthly. In addition, anyone who has completed their GED®, High School Diploma, or Diploma of Alternative Standards receives bonus good time.

To better track attendance, training hours, and application of good time for DOE programs, as of September 2022, enrollments, daily attendance, and monthly hours of participation are being captured in DACS.

The DOC has partnered with DTCC to offer an Associates Degree in Human Services at BWCI. Tuition for eligible students is supported through DTCC's participation in the Experimental Site Implementation of the Second Chance Pell program, which allows selected universities to offer incarcerated students Federal Pell Grant loans. Thus far, DTCC has offered five, eight week long courses at BWCI: English 101, Intro to Human Services, General Psychology, Theories of Counseling, and Dynamics of Group Communication. The program will expand to Sussex Correctional Institution (SCI) in March 2023. In July 2023, Federal Pell Grant loans will once again be open to all eligible incarcerated students after a quarter century of exclusion.

Baseline Metric	Goal Metric
Identify how many incarcerated reentrants are participating in the pilot Pell Grant Program.	The Education and Employment workgroup has set a goal of:
This program is a series of five courses Baseline: From the initial cohort: 19 unique individuals enrolled	Year 2: Expanding the program to other Level V facilities
17 completed at least 1 course 4 completed all 5 courses	Year 3: Identify improvement metric for enrollment
Notes: The Pell Grant Program was piloted at BWCI with plans to expand to SCI in 2023,	

Notes: The Pell Grant Program was piloted at BWCI with plans to expand to SCI in 2023, the goal being to offer it at every Level V facility.

OBJECTIVE

Strengthen connections to work for inmates completing vocational training while incarcerated

The DCRC recognizes the need to build bridges intentionally and strategically to employers that are ready and willing to hire people returning to their communities. The DOL, DOC, and DOE are currently leveraging federal grant funding to address this deliverable.

The DOL has hired a Reentry Business Services Manager to work directly with identified employers to increase employment opportunities and hiring of justice-involved persons. This position coordinates the supply of Work Opportunity Tax Credits and Federal Bonding with a particular focus on the DOL's Career Demand Occupations, employer community industry relations, system infrastructure assessment, and addressing gaps and barriers. The Reentry Business Services Manager works to engage employers on overcoming criminal history barriers and promotes the positive branding of employing reentrants.

The workgroup is mindful of the deliverable to create or expand Industry Advisory Boards. After careful consideration, the group determined the participation by all three agencies - DOL, DOC, and DOE - in Delaware's Workforce Development Board (DWDB) is addressing the spirit of this deliverable. The DWDB provides policy guidance and oversight with respect to the Workforce Innovation and Opportunity Act (WIOA). The Board has established a One-Stop system bringing together workforce development, educational, and other services in a seamless service delivery network. The work of the DWDB will be leveraged to support correctional education and reentry services. If there is any indication additional advisory boards would prove beneficial, the workgroup will revisit this deliverable.

In 2023, the workgroup will explore the capacity to provide wraparound services such as transportation and soft skills training for reentering workers and make recommendations for addressing any identified gaps.

^{8.} This project was supported by the ARES – Adult Reentry and Employment Strategic Planning Program Grant No. 2018-RE-P/T-2792 awarded by the Bureau of Justice Assistance. Federal award No: 2018-RQ-BX-002. The Bureau of Justice Assistance is a component of the Department of Justice's Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the SMART Office. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

OBJECTIVE

Determine how many reentrants exiting prison obtain employment in the community post-release

To determine the impact of vocational training on post-release employment, the DOC and DOL entered into a data sharing agreement to share relevant information. This onerous process began under the first iteration of the DCRC and is ongoing. The initial analysis was intended to match those formerly incarcerated to those currently employed and to what field they were employed. However, the workgroup recognizes the value in also matching vocational training inside to employment outside a correctional facility. This has added an additional layer of data the DOC is currently in the process of obtaining. To analyze the complete data set, the DOC has partnered with a university research partner, which also required additional agreements and clearances. The workgroup hopes to report the initial findings to the Executive Committee in 2023.

Baseline Metric Goal Metric

Identify how many reentrants released from The Education and Employment workgroup prison terms are successful in obtaining employment

has set a goal of:

Baseline to be determined in Year 2

Improvement metric to be determined for Year 3

Notes: The DOC has partnered with a university research partner to analyze this large and complex data set, which requires additional agreements and clearances.





HOUSING

The Housing workgroup was tasked with addressing the following objectives: determine how many reentrants obtain housing in the community post-release; expand the availability of shelter beds and rental units for reentrants; address barriers to housing; and develop housing options for reentrants with special needs. Chaired by the Chief Strategy Advisor of Delaware State Housing Authority (DSHA) and the Policy Chief for the Division of Health and Social Services (DHSS), the housing workgroup began working on the objectives.

To achieve these objectives, the workgroup first set out to determine the best way to obtain housing data. Through this work, the DOC identified a baseline data source that collects self-reported housing status at the time of release. Baseline data is included below. To help reduce releases to homelessness, the DOC has incorporated a housing insecurity checkpoint several months prior to release to flag those with housing insecurity and homelessness to allow time for proper discharge planning. It should be noted there are many challenges to verifying housing data, as it is self-reported and can change quickly and often, sometimes immediately after release.

Baseline Metric

The Housing workgroup has set a goal of:

Goal Metric

Identify how many reentrants released from prison terms are facing housing instability (consider stratifying by release type... detention, jail, prison, etc)

Year 2: Stratify data by release type and specialized populations to identify trends

Baseline

- In 2021 there were over 190 housing placements made prior to release
- Data points were added in DACS in 2022 to better capture housing instability. This data is unavailable for 2021

Year 3: Use findings to identify improvement metrics to reduce homelessness/housing insecurity of targeted populations

Notes: Housing information is challenging to quantify as it is self-reported with minimal opportunity to validate. The workgroup can identify those who self-report as homeless at release, and in 2022, there will be partial data for housing instability available.

Housing is one of the most fundamental needs for individuals returning to their communities after a period of incarceration. Homelessness and housing insecurity are challenges facing many Delawareans, with added challenges for the reentrant population such as:

- Federal guidelines limit an incarcerated person's access to shelter beds through Centralized Intake. Incarceration is not considered homelessness. Typically, individuals must be released homeless for at least one night before being eligible for a shelter bed.
- Centralized Intake runs on a traditional work week schedule. Reentrants are often released outside of standard business hours and on weekends, resulting in delays accessing the Centralized Intake system or other shelter beds.
- Many homeless/housing insecure reentrants do not have access to a phone, which is necessary
 to remain in contact with Centralized Intake.
- Reentrants with chronic health needs requiring nursing home level of care are consistently declined this service in the community due to their criminal backgrounds.
- Reentrants designated as Sex Offenders contend with extremely limited housing options, with only one shelter providing housing to this population. Residency restrictions create an additional barrier.
- The limited availability of handicap accessible housing for the aging and infirm population poses significant challenges.
- There are very limited housing options available for reentrants identifying as LGBTQ+.
- Housing options are more limited for reentrants without a substance use diagnosis, but with a mental health diagnosis.
- The workgroup has identified an emerging trend of sober living providers declining reentrants who are receiving Medication-Assisted Treatment or Medications for Opiate Use Disorder (MOUD).

The DSHA and the DCRC Housing workgroup are working to design solutions to barriers most frequently experienced by reentrants seeking all forms of housing. Through this collaboration, the team has identified legal, social, and structural challenges with current housing access and service delivery. As the DCRC aims to address one of the most frequently cited barriers to reentry, new strategies remain a necessity.

When addressing homelessness and housing insecurity, there are two issues: access and availability. Returning citizens often have less access to housing, which is a primary need at the time of release. The workgroup recognizes the need for quick gains in access to housing. Long term goals include increasing the availability of housing (increase housing stock). The Housing workgroup is in a unique position to make recommendations, however, true gains cannot be made without additional resources. The following initial recommendations are put forth:



Pilot Program: Dedicated Reentry SRAP Housing Vouchers: ensure a set number of housing vouchers (approximately 10) are reserved for reentrants annually. The source of reentry-specific housing vouchers should be determined based on budgetary and sustainability constraints. Ideally, this pilot allotment would be provided through the existing DSHA - SRAP program.



Support for Landlord Mitigation Funds: Consider establishing a DSHAadministered landlord mitigation fund to compensate landlords for damages and lost rental income incurred in the course of renting to voucher-holders. including reentrants receiving SRAP. This fund would serve to incentivize landlord participation in existing voucher programs.



Eliminate the legal exception to discrimination on the basis of source of income: This allows a landlord to discriminate against tenants who participate in government-sponsored rental assistance programs. It can take months for a voucher holder to find a landlord willing to rent to them since they are not currently protected from discrimination based on source of income; these delays in housing contribute to housing instability.



Many landlords are provided with the recorded charges of prospective tenants, even if those charges did not result in convictions. This often results in the presumption of risk surrounding reentrant applicants. Arrests not resulting in conviction should not be considered when reviewing a potential tenant's application for housing.

Promote adjustments to charges and convictions shared with landlords:

What other states are doing:14



Housing-Focused Case Management

- Involves providing assistance to locate and secure housing (Housing Navigation) as well as to retain housing (Housing Stabilization)
- Example services include researching housing options, assisting with applications, and assisting with landlord mediation



Housing Provider Risk Protection

- Includes landlord engagement strategies such as risk mitigation ("insurance") funds against damages/unpaid rent, as well as incentive payments
- Also includes master leasing, where DOC or other party assumes financial risk, helping mitigate access barriers and lack of inventory



Financial Assistance

- Focused on meeting short to medium term, housing-related financial needs
- Interventions include rental assistance (typically 3-24 months) as well as other support such as moving costs

Supporting the efforts of partners within the reentry provider network will create a more cohesive, wrap-around delivery of services. Organizations holding institutional knowledge and influence should be engaged, including but not limited to the Delaware Center for Justice (DCJ), Centralized Intake (CI - Housing Alliance of Delaware), the Criminal Justice Council (CJC), and the Delaware General Assembly.



LOOKING AHEAD TO



2023

In the first year of this work, great progress was made towards the system, policy, and investment recommendations set forth in the Blueprint. The new governance structure under the FSCC has allowed the Executive Committee to focus on high-level deliverables such as increasing community engagement, expanding awareness of trauma among justice-involved populations, and improving data collection and analysis systems to better identify the causes of returns to incarceration. The workgroups are able to focus on making measurable gains on an individual level by working to improve connection to care post-release, creating avenues for incarcerated students to further their education, and offering specific solutions to improve both access and availability to housing upon release. This remarkable work will continue over the next two years, culminating in new recommendations to create safer communities by addressing the risks and needs that help drive a successful reentry.



APPENDICES

Appendix 1

Goals and Improvement Metrics

Baseline Metric	Goal Metric
Identify how many individuals receive peer certification via Mental Health Association/DSAMH while incarcerated	The Medical and Behavioral Health workgroup has set a goal of:
Baseline: 0	Year 2: Complete 2 cohorts of the classroom portion of peer certification training
	Year 3: Expand program to SCI and BWCI

Notes: The first cohort of the Peer Certification program is scheduled to be held at HRYCI in early 2023. The training consists of a classroom portion, followed by 1,000 supervised hours, culminating in a final test to become a CPRS. DOC expects some participants will be able to complete all the steps while still incarcerated and will provide support for those released beforehand to continue the certification process in the community.

Baseline Metric	Goal Metric
Identify how many self-help behavioral health peer support groups are present at Level IV and V correctional facilities and how many incarcerated people are participating.	The Medical and Behavioral Health workgroup has set a goal of:
Baseline: 6 unique peer support groups are held at various Level IV/V institutions statewide.	Ensuring every Level IV and V facility supports NA/AA and other peer support groups.
Participation varies by facility and group	The workgroup recommends striking
Identify how many are engaging with the sponsor agency post-release	this deliverable as many of the peer run programs are anonymous.

Notes: DOC offers a variety of activities and peer support groups across facilities. Peer support groups include New Beginnings, Gamblers Anonymous, Narcotics Anonymous, Alcoholics Anonymous, Lifers Group, and Veterans Support Group. Group scheduling can be impacted by security staffing shortages and public health emergencies, however the DOC and the Medical and Behavioral Health workgroup are committed to having peer support groups available to incarcerated individuals.

Table 1: Analysis of Whether Behavioral Health Referrals Were Made for Inmates Leaving DOC Custody in Calendar Year 2021, by Behavioral Health Category

	Count of	Number of Releases who had a	Percentage of Inmates with Diagnosis Category for Whom
Behavioral Health Diagnosis	Releases	Behavioral Health Referral in DTRN	Referral Was Made
Co Occurring MI	285	46	16.10%
Co Occurring SMI	346	117	33.80%
Mentally III	158	24	15.10%
Seriously Mentally III	171	62	36.20%
Substance Abuse	571	49	8.50%
Not Mentally III	119	12	10%
Diagnosis Not Reported	6682	736	11%
Total	8,332	1,046	12.60%

Baseline Metric

Goal Metric

Identify how many reentrants with behavioral conditions released from prison terms are referred for behavioral health services post-release and how many individuals access the services for which they were referred (consider whether data can be stratified into categories of detentioner, jail inmate, prison inmate, probationer, etc.)

The Medical and Behavioral Health workgroup has set a goal of:

Achieve a 5% annual increase in the baseline percentage of referrals for inmates leaving custody.

See Table 1

Notes: This data includes only referrals made through the DTRN platform and does not include referrals made through other means. The workgroup will continue to analyze the data and identify gaps in data collection and reporting, working towards the ideal that every individual leaving custody has the referrals and resources needed to be successful in the community.

Baseline Metric Goal Metric

Identify how many incarcerated reentrants are earning GED's and high school diplomas, with consideration of eligibility based on sentence length, special education status, etc.

Baseline: In FY 21, 15 incarcerated students (Level V) passed the GED® test.

Identify how many incarcerated reentrants achieve advances in educational attainment.

Baseline: In 2021, there were 266 enrollments in ABE/GED prep*

The Education and Employment workgroup has set a goal of:

Year 2: Expand access to eligible incarcerated individuals by establishing a process by which candidates obtain digital instruction and test prep materials.

Year 3: Identify improvement metric for GED® attainment

Notes: * FY 21 data represents a full year of the COVID pandemic. By comparison FY 20 saw 69 incarcerated students pass the GED® test.

* Prison Adult Education includes ABE/GED prep, Groves, Life Skills, and DOE sponsored vocational training. Baseline data for this deliverable is capturing only ABE/GED enrollment. Enrollment data reflects the end of FY 21 data.

Baseline Metric	Goal Metric
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17 completed at least 1 course 4 completed all 5 courses	Year 3: Identify improvement metric for enrollment

Notes: The Pell Grant Program was piloted at BWCI with plans to expand to SCI in 2023, the goal being to offer it at every Level V facility.

Baseline Metric	Goal Metric
·	The Education and Employment workgroup
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Baseline to be determined in Year 2	Improvement metric to be determined for Year 3
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Baseline Metric	Goal Metric
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release, and in 2022, there will be partial data for housing instability available.

Appendix 2 Executive Committee Members

EXECUTIVE COMMITTEE MEMBERS

Monroe B. Hudson Jr	Commissioner, Department of Correction
Charles E. Butler*	Resident Judge, Superior Court of Delaware
Corie Priest*	Community Engagement Program Administrator, Department of Justice
Alonna Berry	Policy Advisor, Office of the Governor
Joanna Champney	Director, Division of Substance Abuse & Mental Health, Department of Health & Social Services
Jessica Cline	Deputy Chief of Planning, Research & Reentry, Department of Correction
Caitlin Del Collo**	Chief Strategy Advisor, Delaware State Housing Authority
Karryl Hubbard	Secretary, Department of Labor
Christian Kervick	Executive Director, Criminal Justice Council
Kevin O'Connell	Chief Defender, Office of Defense Services
Valarie Tickle**	Criminal Justice Coordinator, Criminal Justice Council
Maureen Whelan	Director, Adult & Prison Education, Department of Education
Eugene Young	Secretary, Delaware State Housing Authority

^{*}indicates advisory member

^{**}Indicates agency designee

Appendix 3 Workgroup Co-Chairs

WORKGROUP CO-CHAIRS

EMPLOYMENT & EDUCATION WORKGROUP

Gina Aurora	Deputy Director, Division of Employment & Training, Department of Labor
Darrell E. Miller	Education Associate, Adult & Prison Education, Department of Education

HOUSING WORKGROUP

Janneen Boyce	Policy Chief, Division of Social Services, Department of Health & Social Services
Caitlin Del Collo	Chief Strategy Advisor, Delaware State Housing Authority

MEDICAL & BEHAVIORAL HEALTH WORKGROUP

Joanna Champney	Director, Division of Substance Abuse & Mental Health, Department of Health & Social Services
Michael Records	Bureau Chief, Bureau of Healthcare, Substance Abuse & Mental Health, Department of Correction