U.S. DEPARTMENT OF EDUCATION

A Reentry Education Model

Supporting Education and Career Advancement For Low-Skill Individuals in Corrections

A Reentry Education Model

Supporting Education and Career Advancement for Low-Skill Individuals In Corrections

By
Michelle Tolbert
MPR Associates, Inc.
Berkeley, Calif.

For
U.S. Department of Education
Office of Vocational and Adult Education

2012

This report was produced under U.S. Department of Education Contract No. GS-10F-0348U/ED-VAE-10-0-0102, Task Order 7, with MPR Associates, Inc. Sheryl Adler served as the contracting officer's representative. Mention of trade names, commercial products, or organizations in this report does not imply endorsement by the U.S. government. This publication also contains URLs for information created and maintained by private organizations. This information is provided for the reader's convenience. The U.S. Department of Education is not responsible for controlling or guaranteeing the accuracy, relevance, timeliness, or completeness of this outside information. Further, the inclusion of information or URLs does not reflect the importance of the organization, nor is it intended to endorse any views expressed.

U.S. Department of Education
Arne Duncan
Secretary of Education

Office of Vocational and Adult Education
Brenda Dann-Messier
Assistant Secretary

August 2012

This report is in the public domain. Authorization to reproduce it in whole or in part is granted. While permission to reprint this publication is not necessary, the citation should be: U.S. Department of Education, Office of Vocational and Adult Education, *A Reentry Education Model: Supporting Education and Career Advancement for Low-Skill Individuals in Corrections*, Washington, D.C., 2012.

To order copies of this report,

write to: ED Pubs, Education Publication Center, U.S. Department of Education, P.O. Box 22207, Alexandria, VA 22304;

or **fax** your request to: 703-605-6794;

or **e-mail** your requests to: edpubs@edpubs.ed.gov;

or **call in** your request toll free: 1-877-433-7827 (1-877-4-ED-PUBS). Those who use a telecommunication device for the deaf (TDD) or a teletypewriter (TTY), should call 1-877-576-7734. If 877 service is not yet available in your area, call 1-800-872-5327 or 1-800-USA-LEARN (TTY: 1-800-437-0833);

or **order online** at: http://www.edpubs.gov.

This report is available on the Department's website at:
http://www.ed.gov/about/offices/list/ovae/pi/AdultEd/correctional-education.html#4.

On request, this publication is available in alternative formats, such as Braille, large print or CD. For more information, please contact the Department's Alternate Format Center at 202-260-0852 or 202-260-0818.

Contents

List of Figures ..... **iv**

Abbreviations ..... **v**

Acknowledgments ..... **vii**

The Reentry Challenge **1**

The Reentry Solution: An Education Continuum **3**
The Model 4
Strengthening and aligning education services 6
Establishing a strong program infrastructure 10
Ensuring education is well integrated in the corrections system 13
Applying and Validating the Model 17

References **19**

Figures

Figure 1. A Reentry Education Model 5

Figure 2. A Reentry Education Model: Education Services 6

Figure 3. A Reentry Education Model: Program Infrastructure 10

Figure 4. A Reentry Education Model: Intake in Facility 13

Figure 5. A Reentry Education Model: Prerelease 14

Figure 6. A Reentry Education Model: Intake in Community Corrections 16

Abbreviations

ABE	adult basic education
ASE	adult secondary education
CASAS	Comprehensive Adult Student Assessment Systems (test)
CTE	career and technical education
ESL	English as a second language
NIC	National Institute for Corrections (U.S. Department of Justice)
TABE	Test of Adult Basic Education

THIS PAGE INTENTIONALLY LEFT BLANK

Acknowledgments

The author would like to thank the following individuals who attended the January 18, 2012, panel meeting to review a draft reentry education model and provide feedback. A special thanks to Jane Browning, Doris MacKenzie, and Stefan LoBuglio, who provided additional guidance to the project.

Judith A. Alamprese
Abt Associates, Inc.

Jane Browning
International Community Corrections Association

Mimi Corcoran
Open Society Foundations

Le'Ann Duran
Council of State Governments National Re-entry Resource Center

Luis Garcia
Loyola Marymount University

Steve Good
Five Keys Charter School, San Francisco Sheriff's Department, California

Gary Hinzman
Sixth Judicial District, Iowa Department of Correctional Services

Stefan LoBuglio
Pre-Release and Reentry Services Division, Montgomery County Department of Correction and Rehabilitation, Maryland

Doris MacKenzie
The Pennsylvania State University

John Nally
Indiana Department of Correction

Vivian Nixon
College and Community Fellowship, New York

Sol Rodriguez
OpenDoors, Rhode Island

Amy Solomon
Office of Justice Programs, U.S. Department of Justice

Stephen Steurer
Correctional Education Association

Margot Tyler
Bill & Melinda Gates Foundation

Maureen Whelan
Delaware Department of Education, Adult and Prison Education Resources

Douglas Wood
Ford Foundation

THIS PAGE INTENTIONALLY LEFT BLANK

The Reentry Challenge

More than 700,000 incarcerated individuals leave federal and state prisons each year (Guerino, Harrison, and Sabol 2012), making reentry into the community a major concern for federal, state, and local governments. Too many of these individuals do not reintegrate successfully into society; within three years of release, four out of 10 prisoners will have committed new crimes or violated the terms of their release and be reincarcerated (The Pew Center on the States 2011).

This cycle of catch-and-release costs states more than $50 billion annually (National Association of State Budget Officers 2011). Moreover, the number of those cycling in and out of our nation's prisons not only jeopardizes public safety, but also ravages families and their communities. According to a 2010 Pew Charitable Trusts report:

- Approximately 2.7 million children have an incarcerated parent, and these children are more likely to be expelled or suspended from school than children without an incarcerated parent.
- One in three black men, one in eight white men, and one in 14 Hispanic men between the ages of 20 and 34 without a high school credential are incarcerated.
- Formerly incarcerated men earn approximately 11 percent less per hour and 40 percent less per year than those who have never been incarcerated.

Unfortunately, many offenders are ill-equipped to break the cycle of catch-and-release because they lack the education and workforce skills needed to succeed in the labor market and the cognitive skills (e.g., the ability to solve problems and reason) needed to address the challenges of reentry. In fact, approximately 40 percent of federal and state prisoners lack a high school credential, compared to less than 20 percent of the general population. Even fewer have completed any college course work (Greenberg, Dunleavy, and Kutner 2007). Many prisoners also have limited work experience and struggle to find employment once released (Gould, Weinberg, and Mustard 2002; Yahner and Visher 2008). They also typically have cognitive deficits, which are associated with criminal behavior (Andrews et al. 1990; MacKenzie 2006; MacKenzie 2012).

Although most state and federal prisons offer adult education and career and technical education (CTE) programs and some offer postsecondary education, participation in these programs has not kept pace with the growing prison population (Western, Schiraldi, and Ziedenberg 2003). Similarly, those under community supervision (parole or probation) often do not participate in education and training programs (Visher, Debus, and Yahner 2008). Possible reasons for

these low participation rates include lack of programs or awareness of program opportunities; reduced services because of state budget constraints; insufficient personal motivation; and competing demands (e.g., employment) that may take precedence over pursuing education (Crayton and Neusteter 2008; Visher, Debus, and Yahner 2008). It is not surprising, therefore, that formerly incarcerated individuals cited education, job training, and employment as vital needs not generally met during incarceration or after release (Visher and Lattimore 2007).

Education and training opportunities for these individuals, who often move in and out of prison, can be further thwarted by a lack of coordination and communication among the institution and community-based education programs and their partners providing services. These disconnects include:

- Differing standardized assessments and curriculum and lack of articulation agreements (a legal agreement matching courses between education institutions), making student transfers from one program to another difficult.
- Misinterpretation of federal and state privacy laws and lack of links among data systems, making it difficult for programs to get a comprehensive picture of their students' backgrounds, avoid duplication of effort, and track outcomes.
- A perception among corrections officials (e.g., wardens, parole and probation officers, and the court) and policymakers that individuals in corrections should not receive educational services; this, in turn, can make it difficult to enforce student participation and establish supportive education and reentry policies.
- Inadequate staff training, resulting in ineffective instruction.
- Limited funds, leading to long waiting lists for programs (U.S. Department of Education 2009; U.S. Department of Education 2011).

The Reentry Solution: An Education Continuum

How can we solve the reentry challenge and ensure that incarcerated individuals and those under community supervision become productive members of society?

Although there is no one answer, a growing body of evidence shows that providing offenders with education and training increases their employment opportunities, addresses their cognitive deficits, and helps reduce their likelihood of recidivating (Aos, Miller, and Drake 2006; Cecil, Drapkin, MacKenzie, and Hickman 2000; Fabelo 2002; Gerber and Fritsch 1995; MacKenzie 2006; MacKenzie 2012; Steurer, Smith, and Tracy 2001; Western 2008; Wilson, Gallagher, and MacKenzie 2000). More work is needed, however, to ensure that low-skill individuals in the corrections population have access to these services and can advance their education and employment prospects despite their correctional status.

The U.S. Department of Education, Office of Vocational and Adult Education, therefore, supported the development of a correctional education reentry model illustrating an education continuum to bridge the gap between prison and community-based education and training programs.[1] The goal of this model is to ensure that offenders can gain the knowledge and skills needed to obtain long-term, living-wage employment, and transition successfully out of the corrections system. It is based on a review of research studies and feedback from a panel of experts, including practitioners, administrators, and researchers in the fields of corrections and education.

To create this education continuum, the model focuses on:

- **Strengthening and aligning education services** provided in correctional institutions and the community to support successful movement between the two.
- **Establishing a strong program infrastructure** to support and improve education services.

[1] Additional resources are available for programs targeting specific types of individuals in the corrections population, including: the Federal Bureau of Prison's Inmate Skills Development (http://www.bop.gov/inmate_programs/placement.jsp) for federal prisoners; the *Transition Toolkit 2.0: Meeting the Education Needs of Youth Exposed to the Juvenile Justice System* (National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, and or At Risk 2008) for juveniles; and the What Works library of the National Reentry Resource Center website (http://www.nationalreentryresourcecenter.org/what), which provides more extensive guidance on effective reentry programs and practices.

- **Ensuring education is well integrated into the corrections system** by making it a critical component of intake and prerelease processes and closely linking it to support and employment services.
- **Encouraging individuals to identify and achieve education and career goals,** while recognizing that their education path is not linear or uniform.

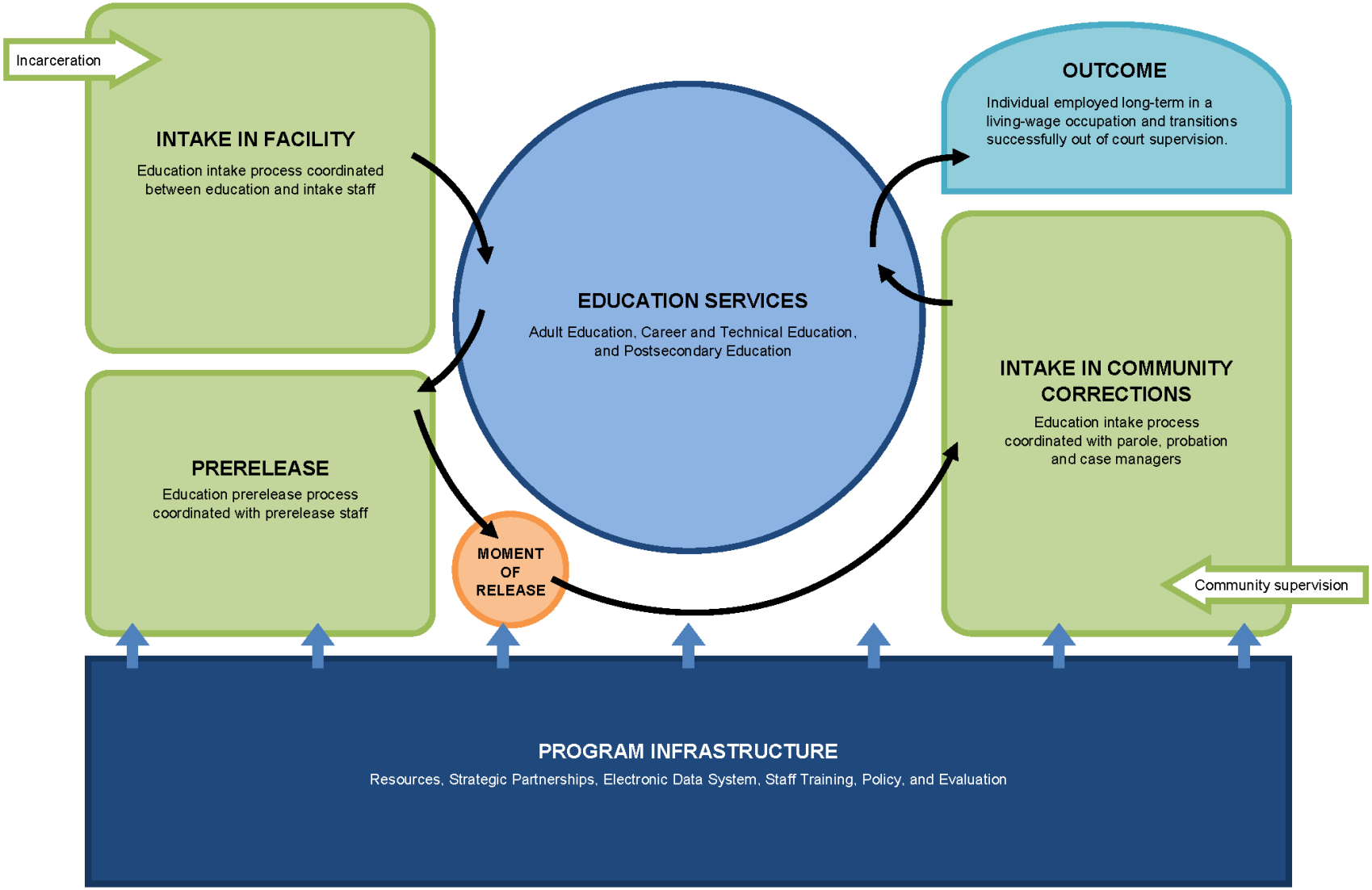
Each step on the continuum requires the institution and community-based education programs and their partners to collaborate, communicate, and work toward a shared vision: helping those who are incarcerated and under community supervision move out of the corrections system and become productive members of society.

The Model

The reentry education model (see Figure 1) outlines the program activities and infrastructure needed to develop an education continuum. The components of the model are described in the following sections.

Figure 1. A Reentry Education Model

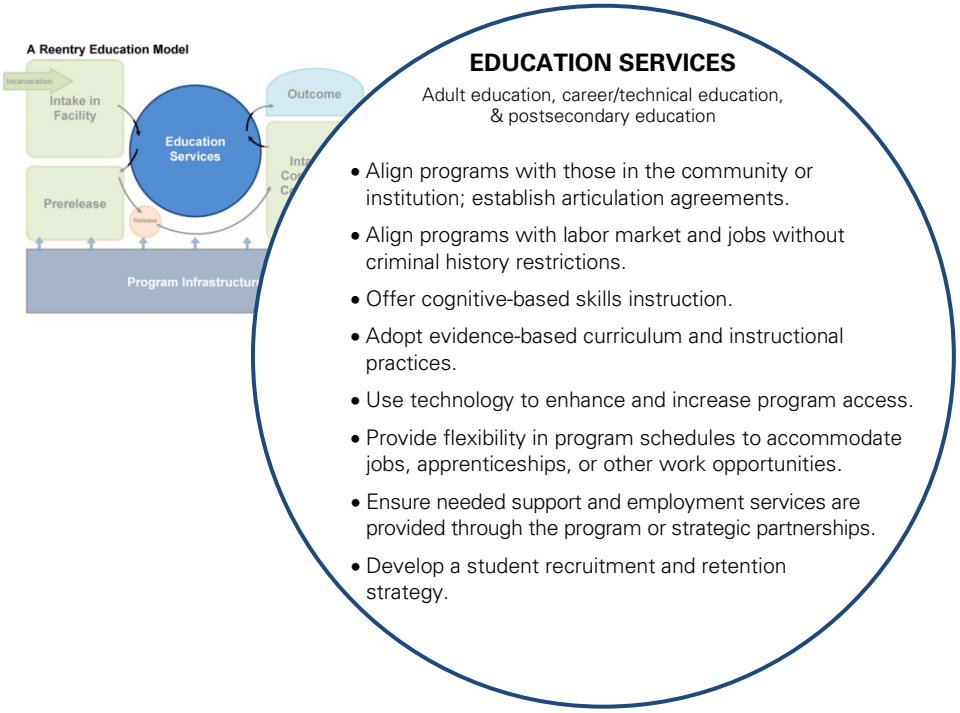
GOAL: To coordinate services among institutional and community-based education providers and their partners to ensure individuals in the correctional population can progress through their education path as their correctional status changes.



Strengthening and aligning education services

Education services offered to those who are incarcerated or under community supervision are the core of the model (see Figure 2). Characteristics of these services should be the same regardless of the setting—in the correctional institution or the community.

Figure 2. A Reentry Education Model: Education Services



Given the low skill levels of many offenders, the model assumes that most will begin with adult education. Adult education is designed to help individuals strengthen their basic skills, earn their high school credential and transition to further education and training, such as career and technical education or postsecondary education programs.[2] Services include adult basic education (ABE), adult secondary education (ASE), and English as a second language (ESL).[3] Other pro-

[2] Career and technical education programs provide instruction on specific skills needed for specific jobs, for example, automotive repair or medical technician. Postsecondary education programs provide advanced academic instruction enabling adults to earn college credit toward a two-year or four-year degree.

[3] ABE courses help adults with basic literacy skills needed in everyday life, such as reading, writing, math, problem solving, and computer skills. ASE courses help adults earn a high school credential. ESL courses help people who do not speak English as their first language to improve their skills in speaking, reading, and writing in English.

grams that may fall under adult education services are cognitive skills instruction, services for those with learning disabilities, and family literacy classes.[4]

To be effective and support student progress through the education continuum, institution or community-based education services should:

- **Align programs with those in the community or institution; establish articulation agreements.** As noted by a 2009 U.S. Department of Education report on community college and prison partnerships:

  > The absence of a statewide articulation agreement can create transfer issues for inmates. Inmates often are transferred from one facility to another for security and prerelease reasons and therefore may be unable to continue their course or program in which they were previously enrolled. A similar transfer issue can develop when inmates are released from prison because their hometown is generally not the same town where they were incarcerated and enrolled in college courses (p. 14).

  According to the project's panel of experts, transfer issues also develop when programs use different standardized assessments. For example, if one program uses the Test of Adult Basic Education (TABE) and another uses the Comprehensive Adult Student Assessment Systems (CASAS) test, students would need to be reassessed when entering the second program even if they had just been assessed by their previous program.

- **Align programs with the labor market and jobs without criminal history restrictions.** According to a literature review of 13 studies on the impact of prison-based ABE, ASE, and CTE program on recidivism, programs need to align job training more closely with employment opportunities in the prisoners' home communities to enable them to secure employment (Wade 2007). Other evidence indicates that programs incorporating elements of vocational and academic training led to a more substantial reduction in recidivism than academic course work alone (Cecil, Drapkin, MacKenzie, and Hickman 2000). To avoid training students for jobs unavailable to them, programs should be aware of employers and industries that may not hire individuals with criminal records because of federal and state laws and/or employer practices.

- **Offer cognitive-based skills instruction.** Several studies have found that education programs address the cognitive deficits associated with criminal behavior and thereby reduce recidivism rates (MacKenzie 2006; MacKenzie 2012). According

[4] Cognitive skills instruction helps adults with personal skills (e.g., anger management, personal responsibility, impulse control) or social skills (e.g., parenting, money management, and personal health habits). Services for those with learning disabilities can include accommodations (e.g., writing and visual aids, wheel chair accessibility, and tutors) enabling students to participate fully in education programs. Family literacy classes provide training to enable parents to be actively involved in their children's education.

to MacKenzie's (2012) review of cognitive theories, education and workforce training programs may lead to positive individual change by improving: offenders' cognitive skills (e.g., social cognition, problem solving, and control over life events); ability to use and process information; attitude and moral compass; and acceptance of rules and regulations. Cognitive-based skills instruction can be either integrated directly into the education and workforce training programs or offered as a separate class.

- **Adopt evidence-based curriculum and instructional practices.** Education services should employ practices documented by research as effective. Adult education and CTE research suggests, for example, that students learn better when content is taught in real-world contexts, relates to student lives, and links conceptual ideas with genuine problems (Bailey and Matsuzuka 2003; Stasz, Kaganoff, and Eden 1995). Also, peer mentoring has been found to be effective with improving student performance in programs offered in correctional settings (Bloom, Redcross, Zweig, and Azurdia 2007; Young and Mattucci 2006).

- **Use technology to enhance and increase program access.** Although technology is commonly used by community programs, institutional programs face numerous restrictions on using technology, particularly the Internet. Several innovative approaches, however, are being adopted by state and local programs. Some of Iowa's correctional facilities, for example, are using the Wider Net Project's "Internet in a box" (http://www.widernet.org/eGranary/), which streams millions of copies of websites that include educational resources and other tools via an intranet Web server. New Mexico also has been using a closed-circuit Internet connection to provide postsecondary education to all state prisons through contracts with state postsecondary education institutions (U.S. Department of Education 2009). Some correctional facilities have adopted Learner Web (http://www.learnerweb.org/infosite/), developed by Portland State University. Learner Web provides adults with a platform to develop a learning plan, participate in self-paced or teacher-supported instruction, maintain an electronic portfolio of their work, and connect with support services in their community. Learners can access their electronic portfolio wherever they go and share it with instructors and other staff who are assisting them.

- **Provide flexibility in program schedules to accommodate jobs, apprenticeships, or other work opportunities.** Although institutional programs must adapt to prison schedules and security interruptions, flexibility in scheduling courses is particularly important for community-based programs, since their students often have other responsibilities that may make it difficult for them to attend weekday classes. Programs also should determine which approach works best for their student population—managed enrollment or open entry and exit. Managed enrollment requires students to enroll and enter classes at a specific time, whereas open entry and exit programs allow students to enter and leave when they can or need

to do so. Some studies have found that students prefer managed enrollment (Beder and Medina 2001; Sticht, MacDonald, and Erickson 1998).

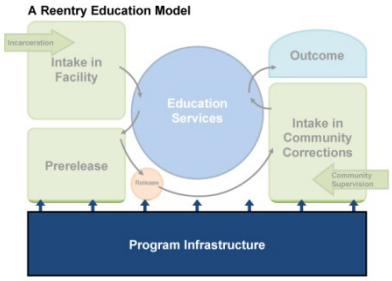
- **Ensure needed support and employment services are provided through the program or strategic partnerships.** Those who are incarcerated and under community supervision generally have a wide range of needs and risk factors (e.g., problems with substance abuse, mental illness, financial issues, and lack of housing, transportation, and medical care) requiring support services to enable them to reintegrate successfully and avoid recidivating (U.S. Department of Education 2011). Programs, therefore, should develop a holistic approach combining education and social support (Case and Fasenfest 2004). Many of these individuals also have little employment experience and need assistance with developing workforce readiness skills and job placement. Transitional employment programs are a common approach to providing offenders with such assistance. Evaluation data on the effectiveness of transitional employment programs, however, are mixed (Redcross et al. 2010; Visher, Winterfield, and Coggeshall 2005; Visher, Smolter, and O'Connell 2010).

- **Develop a student recruitment and retention strategy.** A meta-analysis of 12 studies on the effectiveness of ABE and life skills training programs (a common type of cognitive-based skills instruction) for reducing recidivism found that, in addition to recruiting students soon after their release from incarceration, program completion is important to reducing recidivism (Cecil, Drapkin, MacKenzie, and Hickman 2000). Similarly, other studies have found that the longer students stayed in the program, the less likely they were to be re-incarcerated within the first year of reentry (Craddock 2009; Zhang, Roberts, and Callanan 2006). Several challenges, however, can prevent individuals from enrolling or persisting in education programs. Possible approaches to addressing these challenges include sentence reduction for prisoners participating in education programs (often referred to as "good-time credits") and court mandates for parolees or probationers to participate in community-based programs. Another approach involves assessing students' personal needs and risk factors, using such assessment tools as the Level of Service Inventory-Revised (LSI-R), to identify students more likely to persist and benefit from the program (Gendreau, Little, and Goggin, 1996; Lowenkamp et al., 2004). Techniques, such as motivational interviewing and risk-needs-responsivity (see the staff training bullet on pp. 11–12 for a description of these techniques) also can aid training staff with recruitment and retention.

Establishing a strong program infrastructure

For education services to be effective, a strong program infrastructure is needed (see Figure 3). This infrastructure should consist of: monetary and other resources; strategic partnerships; an electronic data system; staff training; strong correctional education and reentry policies; and an evaluation process.

Figure 3: A Reentry Education Model: Program Infrastructure



PROGRAM INFRASTRUCTURE

Resources

Funding sources: Federal and state funds, public high school charter grants, student tuition/fees, and private and other innovative sources.	**Community support:** Peers and alumni, families, volunteers, and community organizations.	**Program capacity:** Program reputation, staff expertise, and online, evidence-based tools and resources.

Strategic Partnerships	**Electronic Data System**	**Staff Training**	**Policy**	**Evaluation**
Partner with departments of Corrections, Community Corrections, Education, Labor, and Health and Human Services; postsecondary institutions; community and faith-based organizations; employers and industry associations; and others.	Keep accurate, complete, and timely data on program participation and short- and long-term outcomes via centralized, electronic data system. Establish data-sharing agreements with partners.	Train all staff using motivational interviewing, risk-needs responsivity, and cross-training. Periodically evaluate staff performance.	Inform policymakers about the need for strong correctional education and reentry policies; use data to make the case.	Develop an evaluation plan, collect and analyze data, and use data for program improvement

Specifically, the program infrastructure should include:

- **Resources, monetary and otherwise:** A state survey of postsecondary correctional education programs found that a lack of significant state resources can be a huge barrier to the availability and success of correctional education programs (Gorgol and Sponslor 2011). Generally, no single, dedicated funding source is available for education programs in correctional institutions or the community. Instead, they must rely on a mix of federal, state, and private sources (U.S. Department of Education 2009; U.S. Department of Education 2011). The most common funding sources include federal and state adult education and CTE funds, the federal Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent or At Risk education program state grants, and state corrections appropriations. Other sources include student tuition and fees and innovative sources, such as state public high school charter grants (e.g., Five Keys Charter School in San Francisco). As noted by the panel of experts, however, community support and program capacity also should be considered resources. Community support can include support from a student's peers and family, former students of correctional education programs, and volunteers. A program's capacity includes its reputation in the facility and community, staff expertise, and ability to use available evidence-based tools and resources.

- **Strategic partnerships:** Given the relatively limited funds for programs serving the corrections population and its diverse needs, partnerships are essential for program success. Partners can provide additional services, such as employment services (e.g., career counseling and job readiness training) and support (e.g., counseling, mentoring, and addiction therapy). Employers and business associations, for example, can help programs with updating vocational equipment, aligning curriculum with labor market needs, and placing offenders in jobs (Case and Fasenfest 2004). Other significant partners can include state departments of corrections, community corrections (particularly parole and probation officers), education, labor, and health and human services; postsecondary institutions; and community and faith-based organizations.

- **Electronic data system:** Representatives of several programs interviewed for a 2011 U.S. Department of Education study of community-based correctional education stressed the importance of collecting data, particularly student outcome data, to be used for program improvement, gaining support from policymakers and the public, and attracting new partners. Using data to measure staff performance and program outcomes is also one of the eight principles of the U.S. Department of Justice, National Institute for Corrections (NIC), in its Evidence-Based Policy and Practice initiative (for more information, see http://nicic.gov/ThePrinciplesofEffectiveInterventions). The U.S. Department of Education, National Center for Education Statistics, also emphasizes the importance of collecting and using data through such initiatives as the Statewide

Longitudinal Data System grant program, based on the principle that better information is needed to make better decisions (for more information, see http://nces.ed.gov/programs/slds/). For assistance with strengthening their data systems and data use, programs can access trainings, online courses, and webinars offered by the National Reporting System for Adult Education Programs (http://www.nrsweb.org/trainings/).

- **Staff training:** In addition to instructional training offered by states, staff also should be trained in techniques designed for the corrections population. According to the *Community-based Correctional Education* report (U.S. Department of Education 2010), the difference between a good correctional education instructor and a bad one is a caring and nonjudgmental attitude. Possible training approaches to ensure staff have the appropriate attitudes include motivational interviewing, which is a counseling approach that is client-centered, focused on changing offender behaviors, and requires staff to adopt a helpful attitude and create a supportive climate (Clark 2005). Motivational interviewing is one of NIC's eight principles of effective intervention, because "research strongly suggests that 'motivational interviewing' techniques, rather than persuasion tactics, effectively enhance motivation for initiating and maintaining behavior changes" (Crime and Justice Institute 2009, p. 13). Research also shows that motivational interviewing can improve offender retention rates in treatment, enhance their motivation to change, and reduce offense rates (McMurran 2009). Another well-documented training approach concerns the risk-need-responsivity technique. This includes three steps: (1) match level of services to the risk level of the offender; (2) assess attributes that may contribute to criminal behavior (commonly referred to as criminogenic needs) and target them in treatment; and (3) match the style and mode of the intervention to the ability and learning style of the offender (Bonta and Andrews 2007).

- **Policy:** Supportive state reentry policies are essential to the success and growth of education and workforce training programs for offenders (Steurer, Linton, Nally, and Lockwood 2010). For example, some policies requiring offenders to participate in education programs as part of their community supervision can unintentionally pose challenges. They often are required to earn a high school credential in a specific time period; this may be unrealistic for those with low literacy skills, who typically need more time to make educational gains. Such students may be predisposed to failure unless the program can convince the judge or officer overseeing their community supervision plan to allot more time for meeting the educational requirement. Reentry policies also can support or hinder data sharing, program articulation, funding, and coordination among the various agencies serving the corrections population (U.S. Department of Education 2011).

- **Evaluation:** Establishing and implementing an evaluation process is critical to the strength and quality of a program. As noted by a five-year evaluation of 13 court-

based programs, an effective program is one that uses data for program improvement (Center for Court Innovation 2009). This process should begin with identifying issues and problems; developing questions; developing an analysis plan; analyzing and interpreting data; developing a program improvement plan; and evaluating change (Condelli and Zaidi 2003).

Ensuring education is well integrated in the corrections system

Those who are incarcerated or under community supervision have a range of needs and risks that must be identified upon intake and addressed during their incarceration or community supervision to ensure their successful reintegration into society. Several steps should be taken at intake to determine the services needed and their timing. For example, offenders addicted to drugs first will need addiction therapy before they have the mental capacity to succeed in an education program. Education services, therefore, should be closely coordinated with support services and other services in the facility (e.g., employment services and prison jobs) designed to address offenders' diverse needs.

Figure 4: A Reentry Education Model: Intake in Facility

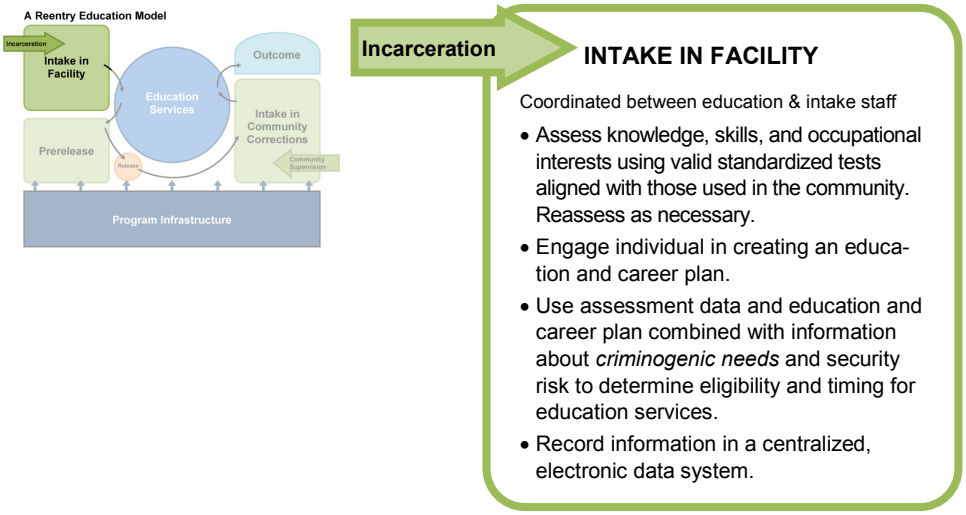


Figure 4 illustrates the education steps needed during intake at the facility, which are:

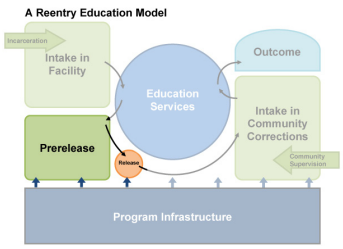
- **Assess knowledge, skills, and occupational interests.** Individuals should be assessed using valid standardized tests aligned with those used in the community. As noted by the expert panel, however, offenders may not perform well on these assessments at intake and should be reassessed once they have adjusted to incarceration.

- **Engage individual in creating an education and career plan.** The panel of experts stressed the importance of ensuring that individuals take ownership of their education and career plans. This process includes not only developing the plan, but reviewing, updating, and implementing it.
- **Use information to determine eligibility and timing for education services.** The individual education and career plan should be used in combination with assessment data, including criminogenic needs and security risk information collected by the classification staff, to determine eligibility and timing for education services in combination with other services offered in the facility.
- **Record information in a centralized, electronic data system.** All information collected during the intake process should be well documented in a centralized electronic data system and should follow the individual when transferred to another facility or to the community.

The steps listed above also should be completed if an individual is sentenced to community supervision rather than incarceration. Unfortunately, the intake process in the community generally is not as structured as in correctional institutions; the person or agency in charge may vary, or responsibility may be divided among several persons or agencies. Education providers, therefore, need to make sure they are actively involved in the process and in close communication with their partners.

When preparing for release (see Figure 5), education services staff should coordinate the following steps with prerelease staff.

Figure 5: A Reentry Education Model: Prerelease



PRERELEASE

Coordinated between education & prerelease staff

- Provide transcripts and test scores.
- Ensure timely transfer of data to community supervision and new provider.
- Assist individual with revising education and career plan and applying for financial aid, if applicable.
- Connect students to community-based education programs through in-reach services and program referrals.

- **Provide transcripts and test scores.** Make sure individuals have their transcript and test scores, as well as other important documents (e.g., ID card and Social Security number) (U.S. Department of Education, forthcoming).

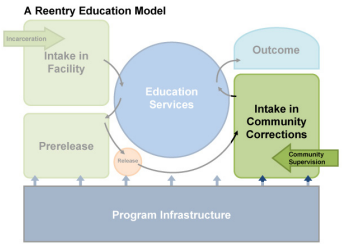
- **Ensure timely transfer of data to community supervision and new provider.** Make sure individuals' data are easily accessible by agencies and service providers who will be working with them upon release (U.S. Department of Education 2011).

- **Help with revisions of the education plan and applications for financial aid, if applicable.** Assist individuals with reevaluating their education and career plans, making needed adjustments, and preparing for next steps (U.S. Department of Education, forthcoming). This work should include helping the individual apply for financial aid, such as federal Pell Grants (for more information, see http://studentaid.ed.gov/students/attachments/siteresources/IncarcFAQ.pdf). Individuals also should be provided with a revised copy of their education and career plan before they are released.

- **Connect students to community-based education programs through in-reach services and program referrals.** The panel of experts noted the importance of using in-reach services (community services offered in the institutions) to connect incarcerated individuals to community-based education programs to give them a comprehensive understanding of the support available to them upon release. Education and prerelease staff also should refer students to appropriate community-based education programs for enrollment upon release.

  Similar steps should be taken by community-based education programs when the individual transfers to community supervision (see Figure 6). Specifically, they should make initial contact with the individual via in-reach services; ensure the individual's data were transferred in a timely manner and updated; review and update the individual's education and career plan; use the plan and assessment data to determine the individual's most effective use of time under community supervision; and communicate regularly with partners and establish a point person and/or agency for tracking the individual's progress.

Figure 6: A Reentry Education Model: Intake in Community Corrections



INTAKE IN COMMUNITY CORRECTIONS

Coordinated among education, parole/probation & case managers

For individuals transitioning from incarceration:

- Connect with individual via in-reach services.
- Ensure timely data transfer and update data via valid standardized tests aligned with those used in the institution.
- Help with revisions of the education and career plan and applications for financial aid, if applicable.
- Use assessment data and education plan to determine most effective use of individual's time under community supervision.
- Communicate regularly with all partners working with individual; establish point person for tracking individual's progress.

For individuals moving directly into community supervision, follow steps outlined under Intake in Facility (see Figure 4).

Community Supervision

Applying and Validating the Model

A growing body of research shows that education and training can help equip those who are incarcerated and under community supervision with the knowledge and skills needed to succeed in the labor market and avoid recidivating (Aos, Miller, and Drake 2006; Cecil, Drapkin, MacKenzie, and Hickman 2000; Fabelo 2002; Gerber and Fritsch 1995; MacKenzie 2006; MacKenzie 2012; Steurer, Smith, and Tracy 2001; Western 2008; Wilson, Gallagher, and MacKenzie 2000). More research is necessary, however, to understand what aspects of these services are most effective and with which combination of other support. This education continuum model is based on evidence currently available, as well as input from a panel of experts. It is designed to illustrate how education programs serving the corrections population can assist individuals throughout their court supervision, including while they are incarcerated, preparing for release, or under community supervision.

This model is intended to be used by programs as a guide to assess their education services, program infrastructure, and integration within the corrections system. This type of assessment could help programs identify gaps, provide a road map for improvement, and develop new approaches or enhance existing services. The model also can help programs establish and strengthen partnerships to help address the diverse needs of their target population. Programs, however, should modify the model based on their specific needs and experiences. The long-term goal of the model is not to limit programs, but to facilitate program improvement, promote innovation, and learn more about what works—and doesn't work—in reentry.

THIS PAGE INTENTIONALLY LEFT BLANK

References

Andrews, D.A., Zinger, Ivan, Hoge, Robert D., Bonta, James, Gendreau, Paul, and Cullen, Frances T. 1990. "Does Correctional Treatment Work? A Clinically Relevant and Psychologically Informed Meta-Analysis." *Criminology* 28(3): 369–404. Accessed on July 5, 2012, from http://onlinelibrary.wiley.com/doi/10.1111/j.1745-9125.1990.tb01330.x/abstract.

Aos, Steve, Marna Miller, and Elizabeth Drake. 2006. *Evidence-Based Adult Corrections Programs: What Works and What Does Not*. Olympia, WA: Washington State Institute for Public Policy. Accessed April 10, 2012, from http://www.wsipp.wa.gov/rptfiles/06-01-1201.pdf.

Bailey, Thomas R., and Yukari Matsuzuka. 2003. *Integration of Vocational and Academic Curricula Through the NSF Advanced Technology Education Program (ATE)*. New York: Teachers College, Columbia University.

Beder, Hal, and Patsy Medina. 2001. *Classroom Dynamics in Adult Literacy Education*. NCSALL Report # 18. Cambridge, MA: National Center for the Study of Adult Learning and Literacy. Accessed April 10, 2012, from http://www.ncsall.net/?id=652#beder.

Bloom, Dan, Cindy Redcross, Janine Zweig, and Gilda Azurdia. 2007. *Transitional Jobs for Ex-Prisoners: Early Impacts From a Random Assignment Evaluation of the Center for Employment Opportunities (CEO) Prisoner Reentry Program*. New York: MDRC.

Bonta, James, and D. A. Andrews. 2007. *Risk-Need-Responsivity Model for Offender Assessment and Rehabilitation*. Ottawa: Public Safety Canada. Accessed April 10, 2012, from http://www.publicsafety.gc.ca/res/cor/rep/risk_need_200706-eng.aspx.

Case, Patricia, and David Fasenfest. 2004. "Expectations for Opportunities Following Prison Education: A Discussion of Race and Gender." *Journal of Correctional Education* 55(1): 24–39.

Cecil, Dawn K., Daniella A. Drapkin, Doris Layton MacKenzie, and Laura J. Hickman. 2000. "The Effectiveness of Adult Basic Education and Life-Skills Programs in Reducing Recidivism: A Review and Assessment of the Research." *Journal of Correctional Education* 51(2): 207–226.

Center for Court Innovation. 2009. *Avoiding Failures of Implementation: Lessons from Process Evaluations.* Washington, DC: Bureau of Justice Assistance.

Accessed July 5, 2012, from http://www.courtinnovation.org/research/avoiding-failures-implementation-lessons-process-evaluations.

Cissner, Amanda B., and Donald J. Farole, Jr. 2009. *Avoiding Failures of Implementation: Lessons From Process Evaluations*. Washington, DC: Bureau of Justice Assistance, U.S. Department of Justice. Accessed April 10, 2012, from http://www.courtinnovation.org/sites/default/files/Failure%20Final.pdf.

Clark, Michael D. 2005. "Motivational Interviewing for Probation Staff: Increasing the Readiness for Change." *Federal Probation* 69(2): 22–28. Accessed July 5, 2012, from http://www.motivationalinterview.net/library/clarkreadiness.pdf.

Condelli, Larry, and Aashti Zaidi. 2003. *Using NRS Data for Program Management and Improvement*. Washington, DC: U.S. Department of Education, Office of Vocational and Adult Education.

Craddock, Amy. 2008. "Day Reporting Center Completion: Comparison of Individual and Multilevel Models." *Crime & Delinquency* 55(1): 105–133.

Crayton, Anna, and Suzanne Rebecca Neusteter. 2008. *The Current State of Correctional Education*. Paper prepared for the Reentry Roundtable on Education. New York: John Jay College of Criminal Justice, Prisoner Reentry Institute. Accessed April 10, 2012, from http://www.jjay.cuny.edu/CraytonNeusteter_FinalPaper.pdf.

Crime and Justice Institute at Community Resources for Justice. 2009. *Implementing Evidence-Based Policy and Practice in Community Corrections, Second Edition*. Washington, DC: National Institute of Corrections. Accessed April 10, 2012, from http://static.nicic.gov/Library/024107.pdf.

Fabelo, Tony. 2002. "The Impact of Prison Education on Community Reintegration of Inmates: The Texas Case." *The Journal of Correctional Education* 53(3): 106–110. Accessed April 10, 2012, from http://www.stcloudstate.edu/continuingstudies/distance/documents/ImpactofPrisonEducationonCommunityReintegrationofInmatesTheTexasCaseFabelo2002.pdf.

Gendreau, Paul, Tracy Little, and Claire Goggin. 2006. "A Meta-Analysis of the Predictors of Adult Offender Recidivism: What Works!" *Criminology* 34(4): 575–608.

Gerber, Jurg, and Eric J. Fritsch. 1995. "Adult Academic and Vocational Correctional Education Programs: A Review of Recent Research." *Journal of Offender Rehabilitation* 22(1–2): 119–142.

Gorgol, Laura E. and Brian A. Sponslor. 2011. *Unlocking Potential: Results of a National Survey of Postsecondary Education in State Prisons.* Washington, DC: Institute for Higher Education Policy. Accessed July 5, 2012, from http://www.ihep.org/assets/files/publications/s-z/Unlocking_Potential-PSCE_FINAL_REPORT_May_2011.pdf.

Gould, Eric D., Bruce A. Weinberg, and David B. Mustard. 2002. "Crime Rates and Local Labor Market Opportunities in the United States: 1979–1997." *Review of Economics and Statistics* 84(1): 45–61. Accessed April 10, 2012, from http://www.terry.uga.edu/~mustard/labor.pdf.

Greenberg, Elizabeth, Eric Dunleavy, and Mark Kutner. 2007. *Literacy Behind Bars: Results From the 2003 National Assessment of Adult Literacy Prison Survey* (NCES 2007-473). Washington, DC: U.S. Department of Education, National Center for Education Statistics. Accessed May 2, 2012, from http://nces.ed.gov/pubs2007/2007473.pdf.

Guerino, Paul, Paige M. Harrison, and William J. Sabol. (2011) 2012 revised. *Prisoners in 2010*. NCJ 236096. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics. Accessed April 10, 2012, from http://bjs.ojp.usdoj.gov/content/pub/pdf/p10.pdf.

Harlow, Caroline Wolf. 2003. *Education and Correctional Populations*. NCJ 195670. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics. Accessed April 10, 2012, from http://www.bjs.gov/content/pub/pdf/ecp.pdf.

Lowenkamp, Christopher T., Alexander M. Holsinger, Lori Brusman-Lovins, and Edward J. Latessa. 2004. "Assessing the Inter-rater Agreement of the Level of Service Inventory-Revised." *Federal Probation* 68(3): 34–38.

MacKenzie, Doris Layton. 2006. *What Works in Corrections: Reducing the Criminal Activities of Offenders and Delinquents*. New York: Cambridge University Press.

———. 2008. *Structure and Components of Successful Educational Programs*. Paper presented at the Reentry Roundtable on Education, John Jay College of Criminal Justice, March 31–April 1, 2008. Accessed April 10, 2012, from http://www.jjay.cuny.edu/DorisMackenzie_Final.pdf.

———. 2012. "The Effectiveness of Corrections-Based Work and Academic and Vocational Education Programs." In *The Oxford Handbook of Sentencing*

and Corrections, edited by Joan Petersilia and Kevin R. Reitz, 492–520. New York: Oxford University Press.

McMurran, Mary. 2009. "Motivational Interviewing With Offenders: A Systematic Review." *Legal and Criminological Psychology* 14(1): 83–100.

National Association of State Budget Officers. 2011. *State Expenditure Report: Examining Fiscal 2009–2011 State Spending*. Washington, DC: Author. Accessed April 10, 2012, from http://www.nasbo.org/sites/default/files/2010%20State%20Expenditure%20Report.pdf.

The National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At Risk (NDTAC). 2008. *Transition Toolkit 2.0: Meeting the Educational Needs of Youth Exposed to the Juvenile Justice System*. Washington, DC: U.S. Department of Education, Office of Elementary and Secondary Education.

The Pew Center on the States. 2011. *State of Recidivism: The Revolving Door of America's Prisons*. Washington, DC: The Pew Charitable Trusts. Accessed April 10, 2012, from http://www.pewstates.org/uploadedFiles/PCS_Assets/2011/Pew_State_of_Recidivism.pdf.

The Pew Charitable Trusts. 2010. *Collateral Costs: Incarceration's Effect on Economic Mobility*. Washington, DC: Author. Accessed April 10, 2012, from http://www.pewstates.org/uploadedFiles/PCS_Assets/2010/Collateral_Costs(1).pdf.

Redcross, Cindy, Dan Bloom, Erin Jacobs, Michelle Manno, Sara Muller-Ravett, Kristin Seefeldt, Jennifer Yahner, Alford A. Young, Jr., and Janine Zweig. 2010. *Work After Prison: One-Year Findings from the Transitional Jobs Reentry Demonstration*. Executive Summary. MDRC. Accessed June 13, 2011, from http://www.mdrc.org/publications/570/execsum.pdf.

Stasz, Cathleen, Tessa Kaganoff, and Rick Eden. 1995. *Integrating Academic and Vocational Education: A Review of the Literature, 1987–1992*. Santa Monica, CA: RAND Corporation.

Steurer, Stephen J., John Linton, John Nally, and Susan Lockwood. 2010. "The Top-Nine Reasons to Increase Correctional Education Programs." *Corrections Today*, 40–43. Accessed April 10, 2012, from http://www.ceanational.org/images/Steurer_August2010-CT.PDF.

Steurer, Stephen J., Linda Smith, and Alice Tracy. 2001. *Three State Recidivism Study*. Report to the U.S. Department of Education Office of Correc-

tional Education. Lanham, MD: Correctional Education Association. Accessed April 10, 2012, from http://www.ceanational.org/PDFs/3StateFinal.pdf.

Sticht, Thomas G., Barbara A. MacDonald, and Paul R. Erickson. 1998. *Passports to Paradise: The Struggle to Teach and to Learn on the Margins of Adult Education*. El Cajon, CA: Applied Behavioral and Cognitive Sciences, Inc.

Tolbert, Michelle, and Juliana Pearson. 2011. *Correctional Education Data: Resources to Support the Collection, Reporting, and Analysis of Federal Data*. Instructional Resource. Washington, DC: U.S. Department of Education, Office of Vocational and Adult Education. Accessed April 10, 2012, from https://www.cedatanetwork.org/pdf/CE_Data_Resources_Guide_7-19-11_FNL.pdf.

U.S. Department of Education, Office of Vocational and Adult Education. 2009. *Partnerships Between Community Colleges and Prisons: Providing Workforce Education and Training to Reduce Recidivism*. Washington, DC: Author. Accessed April 10, 2012, from http://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/prison-cc-partnerships_2009.pdf.

———. 2011. *Community-Based Correctional Education*. Washington, DC: Author. Accessed April 10, 2012, from http://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/cbce-report-2011.pdf.

———. Forthcoming. *Take Charge of Your Future: Getting the Education and Training You Need*. Washington, DC: Author.

Visher, Christy A., Sara Debus, and Jennifer Yahner. 2008. *Employment After Prison: A Longitudinal Study of Releasees in Three States*. Research Brief. Washington, DC: Urban Institute. Accessed April 10, 2012, from http://www.urban.org/UploadedPDF/411778_employment_after_prison.pdf.

Visher, Christy A. and Pamela K. Lattimore. 2007. "Major Study Examines Prisoners and Their Reentry Needs." *NIJ Journal*, no. 258: 30–33. Accessed April 10, 2012, from https://www.ncjrs.gov/pdffiles1/nij/219603g.pdf.

Visher, Christy A., Nicole Smolter, and Daniel O'Connell. 2010. "Workforce Development Program: A Pilot Study of its Impact in the U.S. Probation Office, District of Delaware. *Federal Probation* 74(3). Accessed April 10, 2012, from http://www.uscourts.gov/uscourts/FederalCourts/PPS/Fedprob/2010-12/workforce.html.

Visher, Christy A., Laura Winterfield, and Mark Coggeshall. 2005. "Ex-Offender Employment Programs and Recidivism: A Meta-Analysis." *Journal of Experimental Criminology* 1(3): 295–316.

Wade, Barbara. 2007. "Studies of Correctional Education Programs." *Adult Basic Education and Literacy Journal* 1(1): 27–31.

Western, Bruce. 2008. *From Prison to Work: A Proposal for a National Prisoner Reentry Program*. Washington, DC: The Brookings Institution. Accessed April 10, 2010, from http://www.brookings.edu/papers/2008/12_prison_to_work_western.aspx.

Western, Bruce, Vincent Schiraldi, and Jason Ziedenberg. 2003. *Education & Incarceration*. Washington, DC: Justice Policy Institute. Accessed April 10, 2012, from http://www.justicepolicy.org/images/upload/03-08_REP_EducationIncarceration_AC-BB.pdf.

Wilson, David B., Catherine A. Gallagher, and Doris L. MacKenzie. 2000. "A Meta-Analysis of Corrections-Based Education, Vocation, and Work Programs for Adult Offenders." *Journal of Research in Crime and Delinquency* 37(4): 347–368.

Yahner, Jennifer, and Christy Visher. 2008. *Illinois Prisoners' Reentry Success Three Years After Release*. Research Brief. Washington, DC: Urban Institute. Accessed April 10, 2012, from http://www.urban.org/UploadedPDF/411748_reentry_success.pdf.

Young, Diane S., and Robert F. Mattucci. 2006. "Enhancing the Vocational Skills of Incarcerated Women Through a Plumbing Maintenance Program." *Journal of Correctional Education* 57(2): 126–140.

Zhang, Sheldon X., Robert E. L. Roberts, and Valerie J. Callanan. 2006. "Preventing Parolees From Returning to Prison Through Community-Based Reintegration." *Crime & Delinquency* 52(4): 551–571.

The Department of Education's mission is to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

www.ed.gov