A Data Needs Assessment for the Mayor's Office on Returning Citizen Affairs (MORCA)

Identifying, Collecting, and Connecting Key Data for D.C.'s Returning Citizens

Brian Cognato, Daniel Greene, Jeff Raderstrong, Josh Sagers
The George Washington University
December 2015

Table of Contents

Acknowledgements	*ii*
Executive Summary	*iii*
Introduction	**1**
Background	**2**
Methodology	**6**
Findings on MORCA's Operations and Data Collection Processes	**10**
Defining Returning Citizens	*10*
Defining MORCA's Support of Returning Citizens	*11*
How MORCA Collects and Uses Data	*15*
Identified Challenges for Using Data to Make Decisions	*17*
What Data MORCA Needs and How to Access that Data	**19**
"Population-Level" Data on Returning Citizens	*19*
Access to "Population-Level" Data on Returning Citizens	*25*
"Client-Level" Data on Returning Citizens	*29*
Access to "Client-Level" Data on Returning Citizens	*31*
Conclusion: Summary of Recommendations	**35**
References	37
Appendices	43
Glossary of Acronyms	53

Acknowledgements

The authors wish to thank the following individuals for their participation and contributions to the development of this report:

Cedric Hendricks, Court Services and Offender Supervision Agency; Margaret Quick, Court Services and Supervisor Offender Agency; Marianne Staroscik, Court Services and Offender Supervision Agency; William Cimino, Federal Bureau of Prisons; Michen Tah, Criminal Justice Coordinating Council; Gennine Hagar, U.S. Probation Office; Ruth Harvell, U.S. Probation Office; Reena Chakraborty, D.C. Department of Corrections; Sylvia Lane, D.C. Department of Corrections; John Bryant, D.C. Department of Employment Services; Marcus Graham, D.C Mayor's Office on Retuning Citizen Affairs; Lashonnia Etheridge-Bey, D.C Mayor's Office on Retuning Citizen Affairs; Victor Battle, D.C Mayor's Office on Retuning Citizen Affairs, and Louise Wasilewski, Acivilate; Cara Compani, D.C. Corrections Information Council; Javier Aguirre, Santa Clara County Reentry Services; Jatasha Haralson and Phyllis Fickling, Memphis and Shelby County Office of ReEntry; Debra Jordan, Bexar County Reentry Program; Brian Reeder and Damon Lane, Indianapolis Mayor's Office of Ex-Offender Re-Entry.

The authors would also like to thank Charles Thornton and Shae Harris, D.C Mayor's Office on Retuning Citizen Affairs, for providing us with the opportunity and access necessary to embark on this project, and Francisco Moris-Orengo and Joan Dudik-Gayoso, George Washington University, for their support and direction.

Executive Summary:

MORCA is a D.C. municipal agency mandated to provide reintegration assistance to previously incarcerated D.C. citizens. MORCA advises the Mayor on returning citizen affairs and offers returning citizens support services, training, and access to other agencies and community organizations. The agency faces challenges identifying and learning about D.C.'s returning citizen population, which impede the agency's ability to respond to clients' needs. Because D.C. citizens convicted of a felony are incarcerated in federal prisons across the country, MORCA has difficulty collecting data about the needs of returning citizens prior to their release, which is essential for organizational planning. In addition, MORCA lacks tools to assess its impact, identify opportunities to improve services, and provide the Mayor with information on returning citizens. This report sought to assess MORCA's data needs consistent with its mission, and identify pathways to available data.

It specifically aimed to answer four research questions:

- What decisions does MORCA need to make, and what data does it need to make those decisions?
- How can MORCA obtain or generate the data it needs most?
- How can MORCA use that data to improve client services?
- What methods do comparable organizations use to gather and utilize data?

To develop answers to these questions, the authors:

1. Analyzed literature on offender reentry and D.C.'s returning citizen population.
2. Reviewed MORCA's structure, services, and mission to establish data needs.

3. Developed a logic model of MORCA's key practices and services.
4. Developed measures corresponding to key services.
5. Interviewed comparable reentry programs to identify promising data use practices.
6. Identified agencies managing D.C. returning citizen data, determined barriers to access, and demonstrated how MORCA may access data.

The authors found that MORCA needs data on the size, risk levels, needs, and release dates and locations of its target beneficiaries. This data can broadly be divided into two categories: "population-level" data and "client-level" data.

Population-level data: This report found that data on returning citizens' release dates and locations are available, and the research team established pathways so MORCA can access this data from partner agencies. It also provides estimates for the size of the returning citizen population.

Client-level data: The report recommends that MORCA routinely track and assess 13 performance measures to gauge program performance, inform its planning and programming process, and more effectively report on returning citizens' needs. In the short-term, MORCA can capture some of this new data in its current case management system. Other data will require MORCA to work with its service delivery partners to share information or begin capturing data prior to returning citizens' release.

Introduction

Reentry and societal reintegration for ex-offenders, also referred to as returning citizens, present complex challenges for communities nationwide. Returning citizens must contend with problems such as access to stable employment, affordable housing, substance abuse and mental illness treatment, and reconnecting with family and friends, to name only the most common challenges, upon release.

The Mayor's Office on Returning Citizen Affairs (MORCA) is a small government agency in the District of Columbia (D.C.) tasked with supporting returning citizens as they reintegrate back into the community. MORCA's staff of four full-time employees represents the interests of D.C.'s returning citizens to the Executive Office of the Mayor ("Mayor's Office") and aids their reentry to community life. In FY2014, MORCA registered more than 2,200 new clients and provided some manner of services to more than 5,800 individuals (C. Thornton, personal interview, September 17, 2015).

MORCA faces several challenges in carrying out its mission. First and foremost, as detailed in a recent report by the D.C. Inspector General, MORCA is under-resourced and underfunded, meaning it must use its scarce resources wisely in order to satisfy its clients' needs (Lucas, 2015). Second, because D.C. citizens convicted of a felony are incarcerated in federal prisons across the country, MORCA has difficulty collecting data about the needs of returning citizens prior to their release, which is essential for organizational planning and outreach (Washington Lawyer's Committee for Civil Rights and Urban Affairs, 2015). Third, MORCA has grown beyond its original mission of coordinating services to actually providing direct services, further stretching its organizational capacity. All of these challenges are greatly

compounded by MORCA's lack of data on the population it is serving and its impact on returning citizens.

This report offers several recommendations to help MORCA address these broad challenges by providing recommendations on specific data that MORCA should collect about its clients, and ways to use that data to improve performance. First, some background is given on MORCA and its major challenges, followed by an explanation of the authors' methodology for addressing those challenges. Next, an overview of MORCA's clients, as well as an overview of MORCA's operations and data collection capabilities, is presented to assess MORCA's overall data needs. Then, recommendations are offered for data to collect in two categories: population-level data and client-level data. Where possible, estimates of population-level data are provided. A conclusion and summary of the recommendations is provided at the end of the report.

Background

MORCA is D.C.'s coordinating agency for returning citizens seeking support services, as well as the primary advisor and advocate to the Mayor's office for reentry and reintegration policies (24 D.C. Code §1302). MORCA's original charge is not to provide case management services, but rather to coordinate the variety of actors that support D.C. returning citizens. However, as the agency has evolved, it has begun to offer direct client services, such as pre-employment preparation and specialized job trainings. MORCA connects returning citizens to assistance for immediate needs, employment preparation and training, job placement, housing, legal assistance, and access to benefits for medical care, mental health care, substance abuse treatment, and disability services. It primarily does this through external referrals to nonprofit and government service providers, while also offering some direct services on a more limited basis.

Box 1: MORCA's Mission

Reentry programming is generally separated into three phases: offender preparation programs while in prison, programs that connect ex-offenders with support services upon release, and long-term programs that support permanent community reintegration (James, 2015). MORCA, occupying the latter two phases, defines its mission as follows:

"To provide zealous advocacy, high quality products, up-to-date, useful information for the empowerment of previously incarcerated persons in order to create a productive and supportive environment where persons may thrive, prosper and contribute to the social, political and economic development of self, family and community" (MORCA, 2015).

Primary Challenges

To effectively provide services for ex-offender reentry, a service provider must understand the population of ex-offenders, the numbers of ex-offenders returning to the community, the various ways in which they are released, and the type of offenders being released (James, 2015). This follows from the widely accepted "risks-needs-responsivity" (RNR) principles, which state that the scale of intervention in a reentry program should be tailored to an individual's risk of re-offending, programming should address the specific needs that make re-offending more likely, and programs should be responsive to individuals' specific needs and learning styles (Andrews, Bonta & Wormith, 2011).

Box 2: Terms from the "RNR" Model

Risk: The likelihood that an offender will reoffend.

Risk factors: Characteristics of offenders statistically related to recidivism. Risk factors are often divided into:

- **Static Risk Factors:** Factors statistically related to recidivism that do not change or change only in one direction (e.g., age at first arrest, criminal history).
- **Dynamic Risk Factors:** Factors statistically related to recidivism that are changeable (e.g., antisocial attitudes, employment).

Needs: Problem areas for an offender. Needs are often divided into:

- **Criminogenic Needs:** Problem areas related to recidivism (e.g., antisocial attitudes). These are typically targeted for treatment to reduce recidivism risk. Criminogenic needs and dynamic risk factors often are used interchangeably.
- **Noncriminogenic Needs:** Problem area that are not directly related to recidivism (e.g. homelessness, low self-esteem).

Responsivity: Targeting treatment programs to an offender's ability and learning style. Responsivity is often divided into:

- **General Responsivity:** Using skill-based social learning and cognitive-behavioral programs that work to change behavior in general.
- **Specific Responsivity:** Targeting treatment programs to specific offender characteristics (e.g., cognitive ability, gender).

Adapted from Casey et al (2014), which draws from Andrews and Bonta (2006) and Bonta and Andrews (2007).

The restructuring of the D.C. criminal justice system, which was a result of the National Capital Revitalization and Self-Government Act of 1997, hinders MORCA's ability to access accurate information about the population of D.C. residents re-entering the community. This law transferred responsibilities for three major criminal justice functions from D.C. to the federal government -- court services, felony incarceration, and community supervision, such as parole, probation, and supervised release (Government Accounting Office, 2001). With the exception of short-term confinement for holding or sentencing for minor crimes, which remains the jurisdiction of the D.C. Department of Corrections (DOC), D.C. offenders convicted of felony offenses transfer to the custody of the federal Bureau of Prisons (BOP).

Transfer to federal custody means D.C. prisoners can be placed in any of the 122 BOP facilities nation-wide. Although the BOP aims to transfer D.C. residents to institutions within 500 miles of D.C., availability of space at appropriate facilities dictates inmate location (W. Cimino, personal interview, October 19, 2015). In reality, roughly 70% of D.C. inmates actually serve their time within 500 miles of the city (CIC, 2014), concentrated primarily in Pennsylvania, West Virginia, and North Carolina (Staroscik, 2015).

With no connection to D.C. upon transfer to BOP and until release back to the community, MORCA typically does not have contact with potential clients until they walk through its doors. The reentrant data useful to MORCA remains largely compartmentalized within the different agencies with which MORCA coordinates to support returning citizens (See Table 1). MORCA to date has typically relied on historical figures from the preceding year and its own data collected when returning citizens visit MORCA seeking assistance. This disconnect between MORCA and relevant information on the population it serves significantly impedes MORCA's ability to gauge performance, report effectiveness and need, and to tell the story of D.C. reentry and reintegration (C. Thornton, personal interview, September 17, 2015).

Project Purpose and Research Questions

Based on interviews with MORCA leadership and preliminary background information, the research team developed a Scope of Work (Appendix A) to assess MORCA's data needs, create key performance measures to meet program goals, and develop links to required data sources when available. This project aims to answer the following four research questions:

- What decisions does MORCA need to make, and what data does it need to make those decisions?
- How can MORCA obtain or generate the data it needs most?

- How can MORCA use that data to improve client services?
- What methods do comparable organizations use to gather and utilize data?[1]

Methodology

The methodology for this project includes four components: understanding MORCA's programs; assessing the landscape of existing data on returning citizens in D.C.; identifying and interviewing comparable organizations in other cities about their data processes; and determining prioritized metrics for MORCA to track.

Understanding MORCA's Programmatic Support to Returning Citizens

The research team first assessed MORCA's operations to model how its services assist returning citizens to reintegrate into society. This involved several interviews with MORCA staff and a review of MORCA and other agency documents. The findings from this research are summarized in the logic model presented in on page 12, which was validated by MORCA. Throughout this discovery process, the research team noted what data MORCA currently collects as a part of its support services. In addition to this research, the research team reviewed current literature on promising practices in reentry services and performance management in city government. Graphically modeling MORCA's program assisted the research team in identifying what services and operations MORCA should measure to gauge performance, identify opportunities to improve, and facilitate organizational planning.

Existing Data on Returning Citizens

[1] This report does not systematically report out on the findings from its interviews of comparable organizations, as described in its methodology. Instead, it integrates those findings into discussions of the other research questions, focusing on their practical implications for what MORCA can do to enhance its access to and use of data. Further research could focus more directly on common and promising practices among reentry programs, a topic worthy of its own report. One of the recommendations presented here is that MORCA continue to learn from its peers in the field.

Parallel to the assessment of MORCA's operations, the research team identified what current data on D.C.'s returning citizen population exists. This involved interviewing several organizations involved in the reentry process about the data they collect and how they interact with MORCA (See Appendix B), in addition to a review of published information, where available. Table 1 lists the six organizations interviewed.

Table 1: List of MORCA's Criminal Justice Partner Organizations

Name	Description
Bureau of Prisons (BOP)	Federal agency within Department of Justice responsible for confinement and corrections of federal offenders at 122 prisons and community centers nation-wide
Criminal Justice Coordinating Council (CJCC)	Independent federally funded D.C. agency established as a coordinating mechanism and forum between district and federal agencies participating in D.C. criminal justice management
Corrections Information Council (CIC)	D.C. agency that inspects, monitors and reports on the conditions of confinement at facilities in D.C. and across the country managed by the BOP, the DOC, and their contractors.
Court Services and Offender Supervision Agency (CSOSA)	Independent federal agency created to provide probation, parole, and supervised release functions for D.C.'s justice-involved residents
DC Department of Corrections (DOC)	D.C. agency responsible for confinement of convicted misdemeanants, felons awaiting transfer to BOP, and pretrial suspects at two facilities within the district
U.S. Probation Office and Pretrial Services (USPO)	Federal agency within the Administrative Office of United States Courts responsible for managing probation, parole, and supervised released of federal offenders

Table compiled by the authors.

Interviewing Comparable Organizations

Based on criteria outlined in Appendix C, the research team also reached out to six organizations in other cities that offer services similar to MORCA:

- The Memphis and Shelby County Office of ReEntry (MSCOR)
- The Indianapolis Mayor's Office of Ex-Offender Re-Entry (MOER)

- Santa Clara County Reentry Services (SCCRS)
- The Bexar County Reentry Program (BCRP)
- The Philadelphia Mayor's Office of Reintegration Services (RISE)
- The City of Houston Community Re-Entry Network Program

The research team spoke with representatives of all of the organizations except for those in Philadelphia and Houston, which did not respond to attempts to contact them. In these interviews, the research team asked questions about the interviewees' experience collecting data, using data to improve performance, and any advice they would give to MORCA. (See Appendix D.) The information collected from these interviews is integrated into the recommendations throughout the remainder of this report.

Prioritized Metrics

The research team developed performance measures based on a series of prioritized service areas. To accomplish this, the research team first identified five priority outcomes based on MORCA's service areas and the literature on promising practices in reentry services that play an integral role in assisting clients in successfully reentering society. Then, the research team developed several performance measures based on the literature. Finally, it ranked the feasibility of MORCA implementing those measures, using the criteria of cost (how expensive it is for MORCA to collect the performance measure), accessibility (how accessible the needed data is), validity (to what extent does the performance measure actually capture the desired information on MORCA's service areas), and relevancy (to what extent does the performance measure capture information on one of MORCA's services).

Limitations to Methodology

While the recommendations presented in this report are reasonable and actionable, they should not be seen as comprehensive. Time constraints forced the researchers to prioritize the number of people interviewed for this report, as well as the amount of information collected from

those interviews. Thus the recommendations here are a starting point for MORCA to consider how to use data to drive decision-making. With more time, this report could have been expanded to cover more topics and examine the existing research questions more deeply.

Additionally, because of the unique scope of MORCA's work, this methodology relied heavily on answering the immediate research questions in the context of MORCA's current operations. As a semi-autonomous municipality, D.C. is truly unique. It lacks the resources and infrastructure of a state or county, both of which play important roles in the criminal justice system and social service delivery of other jurisdictions. The recommendations presented in the report should not be seen as applicable to organizations other than MORCA. As MORCA evolves, and D.C.'s policies on returning citizens shift, the recommendations in this report may need to be re-analyzed.

In addition, the data estimates presented in the "Recommended Population-Level Data" section rely on statistical extrapolations of data on individuals. While they are valuable given the relative scarcity of information available elsewhere, they should be considered only as estimates. Over time, other recommendations offered in this report should aid MORCA in refining these estimates.

Finally, any research is subject to a certain extent to the distinct perspectives and preconceptions of the researchers. The authors mitigated the risk of their pre-existing knowledge and opinions from affecting the research by using objective criteria to frame their decisions wherever available (as evidenced in their method for selecting comparable organizations to interview and ranking possible performance measures) and collecting and comparing information from multiple sources to confirm findings. Nevertheless, no research product is completely free

from influence by the researchers themselves, underscoring the value of further research in the future.

Findings on MORCA's Operations and Data Collection Processes

Defining Returning Citizens

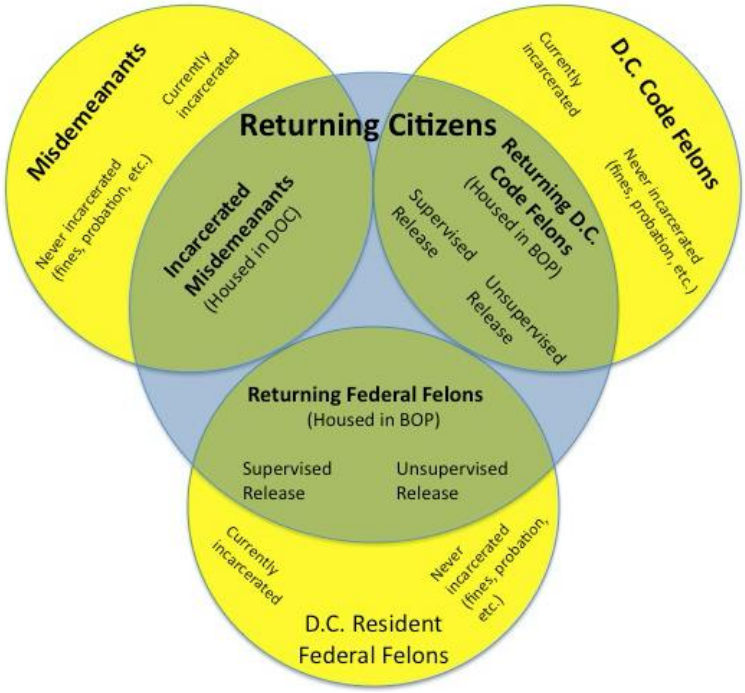
Prior to discussing MORCA's operations and data collection processes, this report will first provide a definition of returning citizens to ground the presentation of additional findings in an understanding of MORCA's clientele. In MORCA's authorizing legislation, "returning citizens" is defined as "persons who are residents of D.C. who were previously incarcerated" (D.C. Code § 24-1301). In theory, this could be quite broad, including all individuals imprisoned in local prisons, federal prisons, juvenile institutions, military prisons, immigration detention facilities and more (Wagner and Sakala, 2014). In practice, however, a Memorandum of Understanding (The District of Columbia, 2013) signed by MORCA and 19 other city and federal agencies that defines how MORCA will work with its various partners narrowly focuses on two groups:

- Sentenced D.C. Code misdemeanants, who serve terms of incarceration in facilities managed by the DOC. These individuals have been convicted of less serious crimes under D.C. Code, punishable by fines or incarceration terms of less than one year. Throughout this report, this group is referred to as "incarcerated misdemeanants."

- Sentenced D.C. Code felons, who serve terms of incarceration in facilities managed by the federal BOP, pursuant to the National Capital Revitalization and Self-Government Improvement Act of 1997. These individuals have been convicted of more serious crimes under D.C. Code, punishable by terms of imprisonment of over one year. This report refers to this group as "D.C. Code felons."

This report adds one additional group to this list: D.C. residents convicted of felony offenses under *federal statute*, who also serve their sentences in BOP facilities and must overcome the same challenges as D.C. Code offenders on their release. This report refers to this group as "federal felons."

Figure 1: Visualizing D.C.'s Returning Citizens



Source: The authors

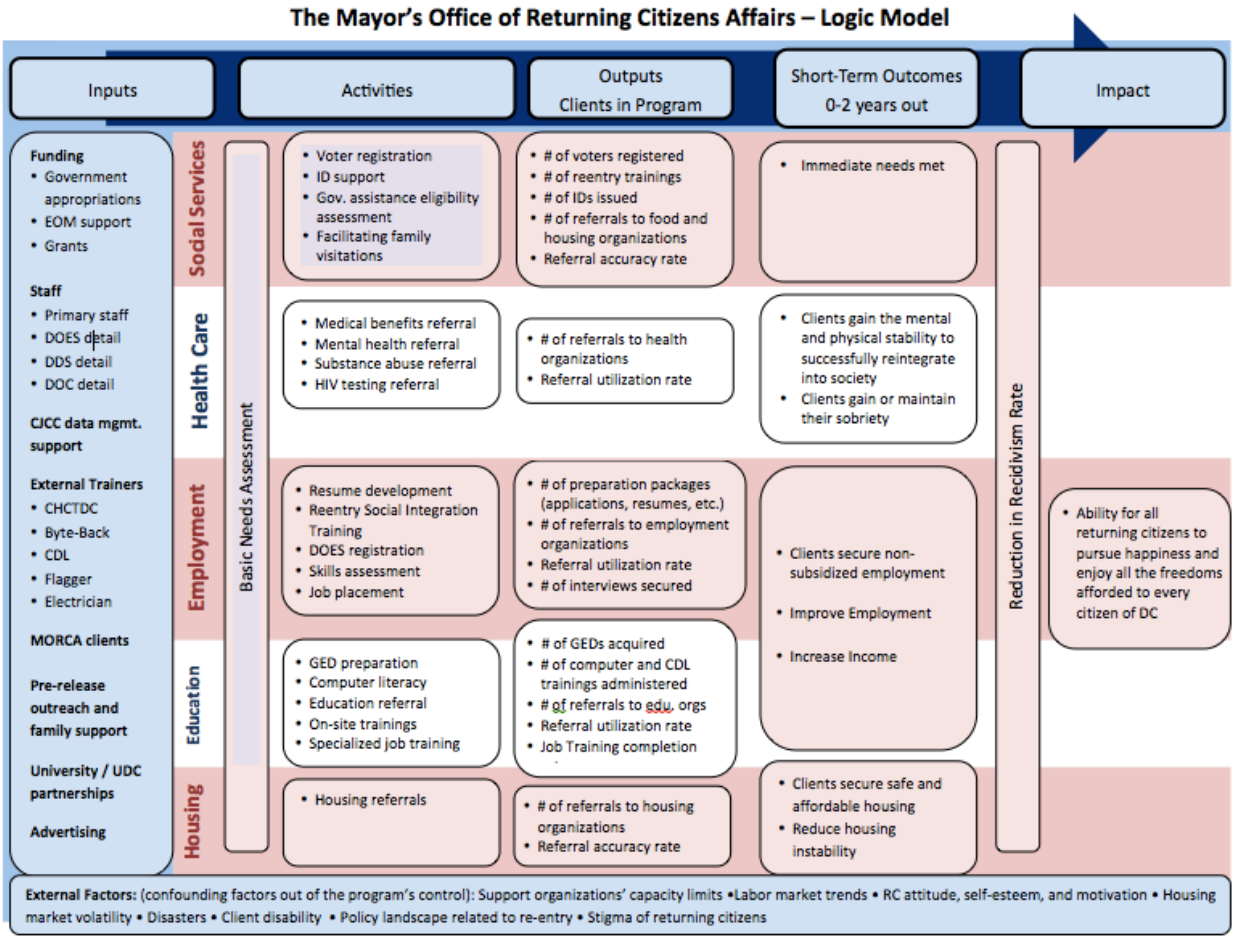
These three groups - incarcerated misdemeanants, D.C. Code felons, and federal felons - are for the purposes of this report the statutory definition of D.C.'s "returning citizens." In practice, MORCA actually serves a broader group, anyone with a prior conviction, as discussed further in this report.

Defining MORCA's Support of Returning Citizens

In addition to defining MORCA's clientele, the research team also worked to define the scope of MORCA's support of returning citizens. To answer the question of what decisions

MORCA needs to make, the authors developed the logic model presented in Figure 2 in collaboration with MORCA to present their activities in graphical form.

Figure 2: MORCA Logic Model



Source: The authors

Each of the components of this logic model is described as follows:

- Inputs - resources required for a program to accomplish its intended objectives. For example, MORCA's inputs include budgetary outlays, the number of program participants using MORCA services, and MORCA's staff.
- Activities - series of action steps that programs conduct to create and deliver the services and products. MORCA's activities include Commercial Drivers License (CDL) training,

computer literacy tutoring, resume assistance, and client referrals to outside organizations and other government agencies.

- Outputs – services and products created or delivered by the program. MORCA's outputs include the number of Commercial Drivers Licenses issued to clients, the number of resumes edited and completed, and the accuracy rate of MORCA referrals.
- Outcomes – Net changes in program participants' conditions that are attributable to the program. Outcomes for MORCA include clients employed and addressing substance abuse challenges.
- Impact – The overall goal of the program. In MORCA's case, this is defined as the "ability for all returning citizens to pursue happiness and enjoy all the freedoms afforded to every citizen of D.C." This impact is operationalized in part as a reduction in the recidivism rate, but ultimate impact can almost never be quantified by a single measure alone.

Based on this logic model, the research team also explored what leads to a reduction in recidivism, which is a pre-cursor to MORCA's overall impact, as displayed in Figure 2. The literature on reentry services has identified several behaviors or accomplishments that are associated with a reduction in reoffending, and this report grouped these as they correspond to MORCA's service areas:

- **Health care: Reduce or eliminate abuse of drugs and alcohol**: Lack of substance abuse is a widely accepted indicator of reduced recidivism (Davis, Bahr and Ward, 2012; Seiter and Kadela, 2003; Sherman, et al., 1998).
- **Employment: Retain non-subsidized employment**: Securing and retaining a stable job is also well established as correlated with reduced recidivism (Davis, Bahr and Ward,

2012). MORCA has several activities associated with this outcome and is already making it a priority.

- **Education: Obtain employable skills:** Vocational training and similar skill-based trainings have been shown to lead to employment of returning citizens, and thus reduce recidivism (Seiter and Kadela, 2003; Sherman, et al., 1998). Again, MORCA has several activities associated with vocational training and has made skills-based education a priority. Note that while vocational training has been shown to reduce recidivism, more traditional educational outcomes (such as obtaining a GED) have not been shown to reduce recidivism (Seiter and Kadela, 2003). However, the authors acknowledge that high school education or its equivalent is commonly a prerequisite for employment.
- **Housing: Secure stabilized housing:** Findings from the literature on the relationship between stable housing and recidivism is mixed, but stable housing does have the potential to reduce recidivism (O'Leary, 2013).
- **Social services: Increase positive relationships with family and friends:** Positive relationships is strongly correlated with reduced recidivism (Davis, Bahr and Ward, 2012; Flavin, 2004), and identified by at least one comparable organization as a core part of their work (J. Haralson and P. Fickling, MSCOR, personal interview, October 23, 2015).

These behaviors and accomplishments were validated by MORCA as priority changes they would like to see in their clients. Both the authors and MORCA recognize that MORCA offers many additional services that support both these areas and others outside of the list above, which are valuable in their own right. However, these priority changes and the services that help clients

make these changes will serve as the basis for the recommendations on data collection and use throughout the remainder of the report.

How MORCA Collects and Uses Data

MORCA collects data on individual client needs and services provided. It maintains a case management database to collect basic client information and track the various services MORCA provides to their clients. MORCA's case-management database captures information on MORCA activities (such as number of clients served, needs of clients, and client demographics), but does not measure the effect of its services (such as if clients were able to secure stable employment). New client registration is captured daily in MORCA's database, which uses Microsoft Access software. Visits for additional services by previously registered clients are captured through use of a paper log, which is recorded daily into the MORCA database.

The client database was created by the Criminal Justice Coordinating Council (CJCC) (Goliday & Mazeika, 2013). The CJCC database was created to replace MORCA's primarily paper-based reporting system. The CJCC continues to provide MORCA with technical assistance for the database (M. Tah, personal interview, November 5, 2015).

MORCA does not provide on-going case manager service and follow-up to individual clients after initial registration, assessment, and counseling with workforce development. Continued use of services for additional job training, inquiries about placement opportunities, or additional access to referral services, is left to the initiative of individual clients and is not tracked (L. Etheridge-Bey, personal interview, October 16, 2015; V. Battle, personal interview, October 16, 2015).

While Figure 2 represents an overview MORCA's client services, the following sections are described in more detail to accurately capture how MORCA currently uses data with respect to client services:

Registration/In-Take: New returning citizen clients receive two forms upon entry to the MORCA office, the MORCA registration form and a D.C. Voter Registration form. (Voter registration is promoted by MORCA to reinforce the positive attributes of citizenship and support the ideal of individual empowerment.) The MORCA registration form captures basic personal information, including things like education and recent incarceration history, and initial interest in specific listed services available at or through MORCA. The information is entered into the MORCA database to establish a client profile and then the client moves on to an individual client assessment (M. Graham, personal interview, October 8, 2015).

Individual Assessment and Referrals: Returning citizens are interviewed to determine their immediate needs, interest in available support services, and eligibility for employment and/or training programs. Clients are informed about available services and requirements for eligibility, and their stated needs are recorded in their client profile in the MORCA database (L. Etheridge-Bey, personal interview, October 16, 2015). Upon determining which agency or organization can best meet the needs of a specific client, MORCA provides the client with a pamphlet with the referral organization's location and contact information. It is up to the client's initiative to actually seek out services from the referral organization.

Job Development & Training: Returning citizens meet with the Workforce Development Counselor after the individual assessment is complete. New clients are interviewed about prior work experience, prior trade school/vocational training, skills, education, and employment interests, and this information is recorded in the client profile in the MORCA database. Based on

the client's interests, eligibility, and availability, various employment opportunities and job training programs may be available. Clients can also sign up for computer literacy and Microsoft Office training courses, provided on-site at the MORCA computer lab two days per week through a partnership with the nonprofit Byte-Back. Additionally, MORCA offers on-site services such as resume writing, GED test preparation, and vocational/certificate training courses.

In addition, MORCA provides the D.C. Department of Employment Services (DOES) and D.C. Department on Disability Services (DDS) office space on-site for part-time staff several days a week in an effort to facilitate access for clients to additional resources. MORCA also organizes family support visitation in partnership with D.C. Department of Parks and Recreation to transport family members of incarcerated D.C. citizens to nearby BOP facilities housing significant numbers of D.C. offenders. These trips are typically semi-annual and are directly funded by MORCA (C. Thornton, personal interview, October 16, 2015).

Identified Challenges for Using Data to Make Decisions

Based on the above findings on MORCA's operations and data collection processes, MORCA faces a number of data collection and analysis challenges, which hampers its ability to plan and provide services for its clients:

1. Understanding Client Need - MORCA currently captures data on individual clients that walk through its doors, which represent only those returning citizens that are 1) aware of MORCA and the services it provides, 2) in need of MORCA services, and 3) motivated to seek out MORCA support. MORCA has no information on all other returning citizens that do not meet these basic criteria. Because it does not have data on the needs of the

entire group of "returning citizens" it is tasked to serve, it cannot make decisions about service offerings based on overarching needs of its target populations.

2. Collecting Outcome Data - As MORCA collects client data only during initial registration, needs assessment, and direct service programs (e.g. in-house training), MORCA typically cannot capture information on the benefits clients receive from participating in its many linked services, such as the number of clients hired due to referrals to the D.C. Department of Employment Services (DOES) or the number of clients able to achieve sobriety following referrals to the Addiction Prevention and Recovery Administration (APRA). As MORCA is unable to collect data on its clients' outcomes, it is difficult for MORCA to assess the ultimate impact it has on returning citizens. As a result, MORCA is not able to compile data to indicate which programs are most needed, most successful, and to identify opportunities to improve. Additionally, MORCA cannot assess how to allocate its scarce resources to align client needs with programs that have demonstrated positive impact.
3. Referral Information - MORCA does not track specific referrals for each client and therefore does not capture accurate information on service provision. As a result, MORCA may not have accurate data on the number of clients referred to specific agencies or organizations, support programs, or the aggregate number of clients requesting those services. Without this information, it is difficult for MORCA to assess what services to offer and what activities clients' use most.
4. Referral Utilization - As an agency that is not organized to provide active individual client case management, MORCA is unable to determine whether clients actually visit or use the linked services offered by referral partners. MORCA typically neither alerts the

referral organization or agency to an incoming client nor follows up to see if the client actually sought out the recommended services. As a result, not only does MORCA rarely know if a client actually utilized its referrals, but has no way to gauge if its clients benefit from the various referral services.

What Data MORCA Needs and How to Access that Data

To address the challenges MORCA has to using data, MORCA requires data about its intended beneficiaries at two different levels. First, it requires information about its beneficiary population as a whole to inform policy development, scope its own programs, and advise its service-delivery partners on the needs they address. This information is referred to as "population-level" data, and primarily addresses challenge #1 outlined on page 17. Second, MORCA requires information about those returning citizens who choose to receive MORCA's services (that is, those that visit its reentry center) to provide them with what they need in the most effective manner. This information is referred to as "client-level" data, and primarily addresses challenges #2, #3 and #4 outlined on page 18. This section outlines the different population- and client-level data MORCA needs to access to improve its client services, as well as offers recommendations on how to access that data.

"Population-Level" Data on Returning Citizens

MORCA can use the following population-level data to help it identify the needs of returning citizens and make decisions about its client services. Population-level data is high-level data about the general population of returning citizens and related populations. These data are estimates that can be generated by MORCA using information from partner and other outside agencies. This report recommends using five different types of population-level data:

1. Estimate of the total number of individuals with a conviction in D.C.;
2. Estimate of the total number of D.C.'s returning citizens released from incarceration annually;
3. Estimate of the percentage of "high-risk" individuals within D.C.'s returning citizen population;
4. Estimate the prevalence of key needs among D.C.'s returning citizen population, disaggregated by sex.
5. Projections of when and from where returning citizens will be released.

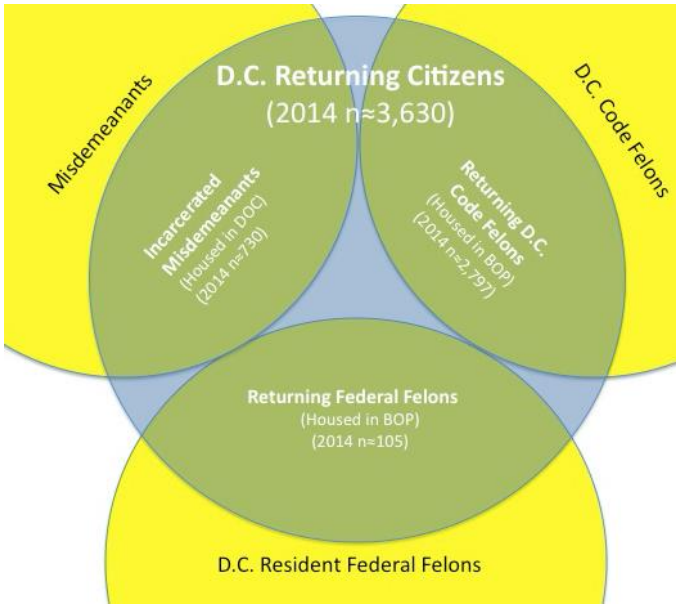
Below is an analysis of why each of these types of data can help MORCA's operations. Where applicable, the report offers estimates from published data sources. The report includes an inventory of the data sources used, including the kinds of information available in each, in Appendix E. Pathways for MORCA to obtain their own information on these categories are described in "Access to 'Population-Level' Data on Returning Citizens," on page 25.

1. An Estimate of the Number of Individuals with a Conviction in D.C.

Estimating individuals with a prior conviction in D.C. can aid MORCA in two ways, even though it does not directly measure "returning citizens," as defined in statute (D.C. Code § 24–1301). First, policy makers, journalists and implementers alike all use a similar figure in discussions of MORCA's work and clients, that of "60,000 ex-offenders" in Washington, D.C. (See, for example, Yates, 2015; Wells, 2014, D.C. Central Kitchen, 2011). Second, in practice a much wider group of individuals than just "returning citizens" is in need of and eligible to receive assistance from MORCA, which assists any individual that seeks its services, regardless of whether or not they have recently returned from incarceration. This figure is thus the most comprehensive estimate of the total need for MORCA's services, which MORCA can use when

discussing the overall need for its services with stakeholders such as partner agencies and the Mayor's Office.

Figure 3: An Estimate of FY14 Returning Citizens



Estimates and graphic by the authors.

Using data from 2012 (the most recent year such information is available), the authors estimate that D.C. is home to approximately **67,000 individuals with a prior conviction**, an increase of more than 10% over the more common estimate of 60,000, which has not been updated since 2007. **This is equivalent to roughly one-in-eight adult residents.** (For an explanation of these calculations, see Appendix F.)

2. An Estimate of the Number of D.C. Returning Citizens Released from Incarceration Annually

While the number of individuals with a conviction in D.C. is important, MORCA's statutory mandate is to serve returning citizens, properly defined, and so requires an estimate of the annual number of returning citizens to D.C. Through calculations described in Appendix F, the authors estimate that in FY14, **3,630 returning citizens re-entered D.C.** This includes:

- **730 incarcerated misdemeanants** who have been incarcerated in facilities operated by the DOC
- **2,797 D.C. Code felons** who have been released from BOP; and
- **105 federal felons** who have been released from the BOP.

This estimate is significantly lower than other estimates that exist on this population, primarily due to a much smaller estimate of incarcerated misdemeanants. (This basis for this estimate is also explained in Appendix F.) Again, MORCA can use this number to illustrate the overall need for its services so that they can, in turn, assess the resources needed to serve that need.

3. "High Risk" Individuals within D.C.'s Returning Citizen Population

"Risk" in the context of reentry programs is the likelihood that an individual will return to prison (Casey et al., 2014). In shaping reentry efforts, programs that target the highest risk individuals are most successful, while those that target relatively low-risk individuals are less effective, and may actually be counter-productive (Cullen and Gendreau, 2000, p. 147). Several factors are associated with higher risk, including age, the frequency of prior convictions, the type of conviction, substance abuse issues, peer group traits, and cognitive-behavioral factors, such as "impulsiveness, risk-taking, and low self-control" (Cullen and Gendreau, 2000, p.145; Gendreau et al, 1996, p. 588).

The data available currently indicates that D.C. Code felony offenders and federal offenders are likely at higher risk of recidivism than sentenced misdemeanants. Among this group, there likely exists a subset of 30-40% of returning citizens that have an even higher risk of re-offending, extrapolating from CSOSA's (2015) findings on the population it supervises. By comparison, 19.2% of DOC inmates are re-incarcerated within the year (DOC, 2015).

4. Estimates of the Prevalence of Key Needs Among D.C.'s Returning Citizen Population, Disaggregated by Sex.

Developing programs sensitive to returning citizens' needs necessarily requires an understanding of those needs. Unfortunately, there is very little data on the population-level

needs of returning citizens in D.C. For example, the only data publicly available about substance abuse or dependence among returning citizens is from CSOSA (2015), corresponding only to the population supervised by CSOSA. Meanwhile, research about substance abuse and dependence levels in prisoners generally highlights a large range depending on the population in question, ranging from between 2 and 10 times higher among men to least 13 times higher among women (Fazel, Bains & Doll, 2006).

5. Projections of When and From Where Returning Citizens Will Be Released.

Finally, MORCA must be able to identify where returning citizens are returning from and when they will return to D.C. This would allow MORCA to make accurate determinations about patterns in reentry. For example, there may be a seasonal increase, during which MORCA could shift staffing resources to client intake. Prior to this project, data was not available to MORCA about when individuals will return from BOP facilities to D.C. Data is available, however, on where individuals will return from, with more than 40% of male D.C. residents incarcerated in only ten BOP facilities and 63% of female D.C. residents held in four facilities (CIC, 2013).

As a part of the partner organization interviews described in the methodology, the research team conducted interviews with each of the four agencies responsible for managing D.C. returning citizen groups: BOP, CSOSA, DOC, and USPO. The team secured support from all agencies to provide MORCA data on the number of citizens returning to D.C. in October, 2015 (Table 2). Furthermore, the team facilitated direct agency-to-agency linkages for future D.C. release data promulgation to be provided to MORCA as outlined in Table 3.

Table 2: October 2015 Release Data on Returning Citizens to D.C.

AGENCY	RELEASE DATA			TOTALS
CSOSA Supervision Type	Male	Female	Total	**549**
Parole	19	0	19	
Supervised Release	121	5	126	
Probation	280	69	349	
Deferred Sentence	11	16	27	
Civil Protection Order	24	4	28	
DOC Supervision Type	Male	Female	Total	**409**
Pretrial Release	5	0	5	
Court Ordered Release (Probation & Dismissal/Fine)	232	29	261	
Expiration of Sentence	120	11	131	
Parole Reinstated	7	3	10	
Sanction Release (Community Supervision Violation)	2	0	2	
USPO	**25**			**25**
BOP	***Projected: 125**			***325**

***Note on BOP data: BOP provides advance projections that are subject to change up to the date of final release. Accurate figures for October 2015 could not be provided as a result of retroactive sentencing changes and early release orders pursuant to revised U.S. Sentencing Commission guidelines that became effective last year (W. Cimino, personal communication November 17, 2015)*

Table compiled by the authors using October 2015 data from the relevant agencies

Table 3: Data Promulgation for Data on Returning Citizens to D.C.

Agency	Data Provided	Frequency
BOP	Total BOP release to D.C.	6 mos. advance projection email report
CSOSA	Total D.C. ex-offenders reporting to CSOSA from BOP or DOC for supervised release, parole, or probation	Monthly email report
DOC	Total DOC releases from CDF/CTF	Monthly email report
USPO	Total D.C. federal releases on probation	Monthly email report

Table compiled by the authors

The estimates in Table 2 cannot, at this time, be simply combined for a total figure. CSOSA figures represent all justice-involved individuals released and required to report in for community supervision (supervised release, parole, probation), including both DOC and BOP releases. A small number of individuals released from BOP are sentence-complete and do not require community supervision. These will not be accounted for in CSOSA's numbers, but may be determined by comparing CSOSA and DOC numbers with BOP projections. End of year BOP aggregate data will provide a more accurate comparison. USPO data represents probation and parole managed by that agency for federal crimes, and is included in BOP projections, but is separate from CSOSA figures. The number of agencies involved and challenges inherent in determining accurate release data for D.C. further underscores the complexity of the D.C. criminal justice system.

Access to "Population-Level" Data on Returning Citizens

MORCA can access and use the population-level data identified in the preceding section in the following ways:

1. An Estimate of the Number of Individuals with a Conviction in D.C.

The 67,000 number of individuals with a conviction in D.C. estimate presented on page 20 should serve MORCA in the short- and medium-term as a number to use to describe the total population of justice-involved individuals in the D.C. area. MORCA should update this estimate every year using the publicly available information laid out in Appendices E and F.

2. Estimate of the Total Number of D.C.'s Returning Citizens Released from Incarceration Annually.

The estimate of 3,630 annual returning citizens to D.C. presented on page 21 should serve MORCA in the short- and medium-term as a number to use to describe the total population of returning citizens to the D.C. area each year. MORCA should update this number every year using the information that will be provided by MORCA's partner agencies in the future, as described in "Projections of When and From Where Returning Citizens Will Be Released" on page 23.

3. Estimate of the Percentage of "High-Risk" Individuals within D.C.'s Returning Citizen Population.

MORCA should track how many of its clients are "high-risk," based on the criteria outlined on page 22, and provide more intensive services to support these individuals. In the long-term, the most effective method of assessing risk is through a so-called "actuarial" instrument, a structured questionnaire administered to a returning citizen that captures objective risk factors. Even relatively basic questionnaires appear effective (Andrews, Bonta and Wormith, 2006). These assessments are readily available, although most are not cost free. The National

Center for State Courts has published an overview of several actuarial instruments, including some that are in the public domain (Casey et al, 2014, Appendix A). Public domain instruments appear readily available by outreach to the authoring agency. (A link to a list of these instruments, including instructions on how to contact their owners, is included in the entry for Casey et al, 2014, in the Bibliography.) Though they require time and effort to implement, including staff training and practice, these assessments could help MORCA quickly identify which of its potential clients can benefit most from its services.

4. Estimates of the Prevalence of Key Needs Among D.C.'s Returning Citizen Population, Disaggregated by Sex.

Each of the five priority outcomes, outlined on pages 13-14, aligns with a potential need. The report recommends MORCA begin working to cultivate data on the prevalence of these needs among returning citizens generally, either through collaboration with their partner agencies or through their own efforts, and disaggregate that data by sex. As suggested by one of its partner agencies in D.C., working with the BOP to conduct its own survey of citizens while they are still incarcerated may provide MORCA a pathway to collecting data that is not available presently from other organizations.

5. Projections of When and from Where Returning Citizens will be Released.

As MORCA gains access to the data outlined in Table 2 on a regular basis, it can compile that data to monitor the number of returning citizens entering D.C. each month, quarter, and year. Each set of data can be used separately or collectively to identify and validate assumptions about each group or the population as a whole, produce historical release rates, and to identify trends.

Furthermore, comparison of this data against the client-level data collected (see page 34) can inform about MORCA program connection and associated need to each subgroup. For example, new client in-take and provenance as compared with monthly release data from partner agencies can inform MORCA about the typical time between release and registration at MORCA, the size of the returning citizen population that is not seeking MORCA support services, and if any client sectors (BOP, DOC, USPO) are underrepresented and may indicate a need for increased advertisement of MORCA support services.

In the long-term, MORCA should explore the development of a shared database among its varying partners to track and measure data on the number of returning citizens to D.C. Today, cloud-based technology allows organizations to share information seamlessly, and at least one of the comparable organizations interviewed uses a system like this to allow for greater collaboration among actors (See Box 4). Another organization hopes to transition to such a system shortly (J. Haralson and P. Fickling, MSCOR, personal interview, October 23, 2015; J. Aguirre, SCCRS, personal interview, November 2, 2015). Rather than requiring several different organizations to run several different reports, which MORCA would then need to aggregate, a cloud-based system would allow all participants in the D.C. reentry community to view each other's information in real-time. As discussed starting on page 29, this method also has potential with regards to client-level data. Such systems allow different users to have access to different types and levels of information, allowing data to be shared within the bounds of sound practice for the sharing of personally identifiable information and other sensitive data.

Box 4: Coaction Net and the Memphis and Shelby County Office of ReEntry

Coaction Net (http://www.coactionnet.org/) is a web-based data tracking tool designed to allow many different organizations to share information and collaborate while providing services to individuals. The Memphis and Shelby County Office of ReEntry uses CoAction Net to share data on its clients, as they navigate the reentry services system in Memphis and Shelby County, Tennessee. It can be customized to fit the needs and workflow of specific programs. MSCOR uses consent forms, inter-organizational agreements, and the system's capabilities to restrict the availability of information to specific users to ensure data integrity.
(J. Haralson and P. Fickling, MSCOR, personal interview, October 23, 2015)

MORCA could also organize outreach to potential clients before they are released from prison to ensure its activities reach the greatest share of incarcerated citizens as possible. Though this task is undoubtedly more difficult for MORCA than other, similar organizations due to the Revitalization Act, all of the comparable organizations interviewed for this report begin working with individuals long before they are released (J. Haralson and P. Fickling, MSCOR, personal interview, October 23, 2015; J. Aguirre, SCCRS, personal interview, November 2, 2015; D. Jordan, BCRP, personal email interview, October 29-November 2, 2015; B. Reeder and D. Lane, MOER, personal interview, November 10, 2015), underscoring the fact that "reentry is not a legal status or a program, but a process" (Petersilia, 2004). MORCA should use information about where citizens are returning from to consider establishing connections to these facilities to begin collecting information on citizens prior to their return.

"Client-Level" Data on Returning Citizens

In addition to the population-level data, MORCA needs to collect data on how it serves clients. This "client-level" data will help MORCA assess program performance, improve services, and more effectively report on returning citizens' needs. Client-level data focuses on data specifically related to MORCA's programming and its influence on the clients it serves. The data described in this section focus on how MORCA performs based on its stated goals.

Collecting and analyzing client-level data can help reveal opportunities to improve or redirect services, as well as demonstrate MORCA's impact to stakeholders, such as the Mayor or the D.C. Council.

To collect needed client-level data MORCA should track "performance measures," which gauge the performance of MORCA's activities outlined in Figure 2 using measures of outputs, outcomes and impact. Measures of MORCA's activities and outputs capture information on the quantity of services MORCA provides and clients' various needs. Tracking these activities, such as the number of clients referred to the Addiction Prevention and Recovery Administration (APRA), will provide valuable information for meeting clients needs, organizational planning and resource allocation, reporting to the Mayor's Office (for example, the number of clients in need of APRA's services), and establishing performance targets (for example, the number of referrals MORCA wants to make per month). Furthermore, collecting data on MORCA's outputs will help MORCA assess to what extent its referrals are assisting returning citizens reintegrate into society by revealing how many clients actually use MORCA's referrals (such as the percentage of clients that actually go to APRA upon referral). Lastly, measuring outcomes will help MORCA capture its program's impact on its clients, such as the number of clients achieving sobriety. Notably, MORCA will have to enhance its data collection practices and data sharing relationships with its partner organizations to collect some of these performance measures, including the outcome measures.

BOX 5. Emerging Technology and Reentry Services

During the course of research for this project, the research team became aware of an Atlanta-based company that has developed a smartphone application specifically designed around re-entry programs to provide individual case management-type service, track referral utilization and progress, and provide individual and aggregate reporting capabilities. This company made a presentation at the May 2015 CJCC Re-entry Steering Council meeting. Information obtained from the company indicates this promising technology is scalable and may offer a viable option to conventional case management. Although beyond the scope of this project, leveraging technology to collect data and track referrals should be considered as an alternative to accomplishing the tasks through staff efforts. (L. Wasilewski, personal communication November 17, 2015)

Access to "Client-Level" Data on Returning Citizens

Table 4 contains all of the client-level performance measures that the authors recommend MORCA track and analyze to gauge program performance, improve client services, and report to external stakeholders. They fall into three categories, output measures, utilization measures, and outcome measures. For each performance measure type, the research team briefly discusses how MORCA may be able to access this data and recommends when MORCA should begin collecting such information based on data availability and cost, in terms of staff time, of collection.

Output Measures (short-term/ 6 months): The quantity of services MORCA provides to clients. For instance, the number of clients referred to the Department of Employment Services is an output measure. Output measures can also be used as a proxy for returning citizens' need for specific services, such as the number of clients needing employment assistance. Information on clients needs can be very valuable for organizational planning and reporting to external stakeholders, including the Mayor's Office and support organizations. While MORCA's existing case management database should document all output measures, MORCA has not routinely inserted this information into the database. Thus, the research team recommends that MORCA

improve its data collection and reporting practices to begin fully tracking and analyzing output measures within six months.

Utilization Measure (medium-term/ 2 years): The number of clients utilizing referrals and services. These measure the extent to which returning citizens actually access the resources, tools, and services provided by D.C. agencies and private organizations. MORCA should work with referral agencies and organizations to acquire data on the number of MORCA clients seeking services. The research team recommends that MORCA should establish the linkages to support organizations and begin collecting utilization measures within two years. To quote one of the comparable organizations interviewed, the key to any referral-based system is that those referrals actually result in services. Otherwise, "the whole system falls apart" (J. Aguirre, SCCRS, personal interview, November 2, 2015).

Outcome Measure (Long-term/ 5 years): The net changes in a program participant's conditions that are attributable to MORCA. For instance, an outcome measure is the number of clients MORCA assisted that secure employment. Referral agencies and organizations may be able to produce outcome data. However, this data will be inherently challenging to collect and MORCA should be prepared to use output and utilization measures as proxies for its outcome measures in the short and medium-term. Nonetheless, the authors recommend that MORCA collaborates with its referral partners to:

1. Identify if referral agencies or organizations collect the outcome measures presented on page 34.
2. Ascertain whether referral agencies and organizations can share data on MORCA clients' outcomes from existing data sources or whether that information will have to be generated.

3. Identify any obstacles that may make it challenging to acquire outcome data from referral agencies and organizations.
4. Develop a comprehensive plan detailing how the identified challenges will be overcome and a series of action steps to acquire outcome measures, including considering ways to provide reciprocal benefits to these agencies (See Box 6).

Box 6: The Indianapolis Mayor's Office of Ex-Offender Re-Entry and Incentivizing Participation

Though it uses a different program model, the Indianapolis Mayor's Office of Ex-Offender Re-Entry (MOERS) illustrates a potentially useful strategy for gaining the support of referral partners, which are, just like MORCA, short on time and resources. Rather than offering direct services, MOERS builds the capacity of other service providers, offering a certification program for those service providers it supports. MOER then supports organizations that achieve this certification with access to grant writers' available from the city. Participation has concrete benefits for all involved, as service providers are incentivized to report referral utilization and outcome data in order to continue to receive city grant writing support. A similar incentive program could hold promise for MORCA as it seeks to close the feedback loop with its own external service providers.
(B. Reeder and D. Lane, MOER, personal interview, November 10, 2015)

Table 4: Recommended Performance Measures				
Performance Measure Category	**Performance Measure**	**Performance Measure Type**	**Measure Methodology**	**Frequency of Collection**
Substance Abuse	APRA Referrals	Output Measure	The number of clients MORCA referred to APRA per month	Upon referral
	APRA Participation Rate	Utilization Measure	**1.** The number of clients MORCA refers to APRA that actually visit APRA and receive substance abuse treatment (including but not limited to drug testing, therapy, education, etc.) per quarter **2.** (The number of clients MORCA refers to APRA that actually visit APRA and receive substance abuse treatment per quarter) / (The number of clients MORCA refers to APRA per quarter).	Quarterly
	Sobriety	Outcome Measure	Number of clients MORCA referred to APRA that have both received APRA substance abuse treatment services (including but not limited to drug testing, therapy, education, etc.) and been deemed by APRA to be sober.	Quarterly
Employment	DOES Referrals	Output Measure	The number of clients MORCA referred to DOES per month	Upon referral
	DOES Participation Rate	Utilization Measure	**1.** The number of clients MORCA referred to DOES and received one of DOES's services per quarter. **2.** (The number of clients MORCA referred to DOES and received one of DOES's services per quarter) / (The number of clients MORCA referred to DOES that quarter)	Quarterly
	Client Employment	Outcome Measure	Number of clients that MORCA referred to the DOES that secure or improve their employment.	Quarterly
Education	Specialized Trainings Administered	Output Measure	The number of clients participating in MORCA's specialized trainings.	Quarterly
	Specialized Job Acquisition Rate	Outcome Measure	**1.** The number of clients acquiring a specialized job, including flaggers and truck drivers, to name a few, per quarter. **2.** (The number of clients acquiring a specialized job per quarter) / (Total number of specialized job trainings administered that quarter). For example: (The number of truck driving jobs acquired) / (the number of CDL trainings administered)	Quarterly
Housing	Housing Referral Quantity	Output Measure	The number of housing referrals, including the specific agencies and organizations clients are referred to.	Quarterly
	Housing Service Success Rate (U.S. Department of Housing and Urban Development, 2015)	Outcome Measure	**1.** Total number of clients placed in affordable housing (30% of Income) due to MORCA referrals **2.** (Total number of clients placed in affordable housing due to MORCA referrals) / (Number of clients requesting or deemed in need of housing).	Quarterly
Social Services	Quantity of Family Facilitations	Output Measure	The number of incarcerated citizens visited by family due to MORCA's family facilitation service	Quarterly
	Reentry Trainings	Output Measure	The number of clients completing reentry training	Quarterly
Impact	Recidivism (as defined by the National Institute of Justice, 2014)	Outcome Measure	(Quantity of clients who return to prison 1 day to 3 years after release) / (Total number of clients 1 day to 3 years out of prison)	Quarterly

Table compiled by the authors

Conclusion: Summary of Recommendations

There is a clear need for MORCA to access more data on returning citizens and its program's performance. Acquiring and analyzing population- and client-level data can help MORCA understand its clients' needs better, inform organizational planning, and better serve returning citizens in Washington, D.C. More accurate and comprehensive data will also help MORCA communicate with stakeholders, including the Mayor's Office and the D.C. Council, about its work and the need for additional resources.

The main findings and recommendations should be viewed as a starting point. MORCA should continue considering how it can more effectively use data to make better-informed decisions. The main recommendations of this report, organized by research question, are below.

1. *What decisions does MORCA need to make, and what data does it need to make those decisions?*

   Key Recommendations: MORCA should determine what specific needs its clients have and to what extent its activities help its clients address those needs. This requires data on the size, risks, and needs of its beneficiaries at the population-level. At the client-level, this requires data on specific client needs and performance measures associated with priority outcomes.

2. *How can MORCA obtain or generate the data it needs the most?*

   Key Recommendations: Currently published data supports only some rough estimates at the population-level. MORCA can use these estimates provided here in the short-term and update them annually using the information in Appendices E and F. Partner agencies working with returning citizens are willing to - and indeed, already have begun to - provide additional population-level data. Minor adjustments to its case management system will allow MORCA to begin tracking additional data at the client-level, such as its referrals to other agencies. To

access other client-level data, specifically utilization data and outcome data, MORCA must work closely with its partners in service provision.

3. *How can MORCA use that data to improve client services?*

   Key Recommendations: Population- and client-level data will help MORCA target its services towards those clients that need the most assistance and identify the services they need the most, to position them to find connections to those services. It will also enable MORCA to evaluate the effectiveness of its activities and continue assessing if they actually have the impact they seek.

4. *What methods do comparable organizations use to gather and utilize data?*

   Key Recommendations: This report, which only had access to information from four agencies, includes interspersed examples of their strategies for using of data throughout this report. The organizations reviewed in the preparation of this report begin working with potential clients prior to their release, track the success of their referrals, and utilize diverse strategies, including technology and incentives, to facilitate better access to data. Further research on this topic can yield richer insights for MORCA in the future. MORCA should continue this line of inquiry.

References

Acosta, J., Blanchard, J., Pollack, C., Benjamin-Johnson, R., Adamson, D., Gresenz, C., & Saloner, B. (2010). *Guide to the Behavioral Health Care System in the District of Columbia*. Santa Monica, California: RAND Health. https://www.rand.org/content/dam/rand/pubs/working_papers/2010/RAND_WR777.pdf

Aguirre, Javier. Santa Clara County Reentry Services. Personal interview conducted by J. Raderstrong and B. Cognato. November 2, 2015.

Ammons, D. (2013). "Signs of Performance Measurement Progress Among Prominent City Governments." *Public Performance & Management Review*. Vol. 36, Iss. 4.

Andrews, D., Bonta, J., & Wormith, J. (2006). The Recent Past and Near Future of Risk and/or Need Assessment. *Crime & Delinquency, 52*(1), 7-27.

Andrews, D., Bonta, J., & Wormith, J. (2011). The Risk-Need-Responsivity (RNR) Model: Does Adding the Good Lives Model Contribute to Effective Crime Prevention? *Criminal Justice and Behavior*, 735-755.

Battle, Victor. D.C. Mayor's Office of Returning Citizen Affairs. Personal Interview conducted by J. Sagers. October 16, 2015.

Berson, S. (2013). Beyond the Sentence - Understanding Collateral Consequences. *National Institute of Justice Journal,* (272), 25-28.

Bonta, J. & Andrews, D.A. (2007). *Risk-Need-Responsivity Model for Offender Assessment and Rehabilitation.* Ottawa: Public Safety Canada

Carson, E. A. (2015). *Prisoners in 2014.* Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.

Casey, P., Elek, J., Warren, R., Cheesman, F., Kleiman, M., & Ostrom, B. (2014). *Offender Risk & Needs Assessment Instruments: A Primer for Courts*. Williamsburg, Virginia: National Center for State Courts. For the Appendix of Actuarial Instruments, see http://www.ncsc.org/~/media/Files/PDF/Services%20and%20Experts/Areas%20of%20expertise/Sentencing%20Probation/RAN%20Appendix%20A.ashx.

Cimino, William. U.S. Federal Bureau of Prisons. Personal interview conducted by J.Sagers. October 19, 2015.

Compani, Cara. Corrections Information Council. Personal interview conducted by B. Cognato. October 30, 2015.

Council for Court Excellence. (2011). *Unlocking Employment Opportunity for Previously Incarcerated Persons in the District of Columbia.* Washington, D.C.: Council for Court Excellence.

Court Services and Offender Supervision Agency for the District of Columbia. (2015).*Court Services and Offender Supervision Agency (CSOSA) (A Federal Executive Branch Agency)*. Washington, DC: Court Services and Offender Supervision Agency for the District of Columbia, Office of Legislative, Intergovernmental and Public Affairs.

Court Services and Offender Supervision Agency for the District of Columbia. (2014). *CSOSA DC All Offender Profile as of October 31, 2014*. Washington, D.C.: Court Services and Offender Supervision Agency for the District of Columbia.

Court Services and Offender Supervision Agency for the District of Columbia (2015). BOP Inmate Census Report October 2015. Retrieved from http://www.csosa.gov/about/bop-inmate-census.aspx November, 9, 2015.

Criminal Justice Coordinating Council (2015). Agency history retrieved from http://cjcc.dc.gov/page/history-cjcc, November 3, 2015.

Criminal Justice Coordinating Council 2014 Annual Report (n.d.), 2015. Retrieved from http://cjcc.dc.gov/sites/default/files/dc/sites/cjcc/publication/attachments/2014cjccannualreport.pdf, November 2, 2015.

Cullen, F., & Gendreau, P. (2000). Assessing Correctional Rehabilitation: Policy, Practice, and Prospects. *Criminal Justice 2000: Policies, Processes, and Decisions of the Criminal Justice System, 3*, 109-175.

Davis, C., Bahr, S., and Ward, C. (2013). The process of offender reintegration: Perceptions of what helps prisoners reenter society. Criminology and Criminal Justice, September 2013 vol. 13 no. 4 446-469.

D.C. Central Kitchen. (2011). "Supporting Ex-Offender Reentry and Fighting Criminal Recidivism." Retrieved November 8, 2015. http://www.dccentralkitchen.org/supportingexoffenders/.

District of Columbia. (2013). *Memorandum of Understanding for the Implementation of the District of Columbia Reentry Initiative and The Reentry Resource Center*. Washington, D.C. Included in Lucas (2015).

District of Columbia. Code Title 24 Sec. 1302, District of Columbia Official Code. Retrieved from http://www.lexisnexis.com/hottopics/dccode/, September 17, 2015.

District of Columbia. Code Title 22 Sec. 4232, District of Columbia Official Code. Retrieved from http://www.lexisnexis.com/hottopics/dccode/ October 21, 2015.

District of Columbia. Office of the Chief Financial Officer (2015), FY 2015 Proposed Budget and Financial Plan Vol. 2, http://www.cfo.dc.gov, October 23, 2015.

District of Columbia Department of Corrections. (2015). *Facts and Figures: October 2015.* Washington, DC: District of Columbia Department of Corrections.

District of Columbia Corrections Information Council. (2014). *Annual Report: Fiscal Year 2013*. Washington, DC: District of Columbia Corrections Information Council.

District of Columbia Courts. (2015). *District of Columbia Courts Statistical Summary 2014* (p. 12). Washington, DC: District of Columbia Courts.

Etheridge-Bey, Lashonnia. D.C. Mayor's Office on Returning Citizen Affairs. Personal interview conducted by J. Sagers. October 16, 2015.

Fazel, S., Bains, P., & Doll, H. (2006). Substance abuse and dependence in prisoners: A systematic review. *Addiction,* 181-191.

Flavin, J. (2004). EMPLOYMENT COUNSELING, HOUSING ASSISTANCE . . . AND AUNT YOLANDA?: HOW STRENGTHENING FAMILIES' SOCIAL CAPITAL CAN REDUCE RECIDIVISM. *Criminology & Public Policy*, 3(2), 209-216. Retrieved from http://search.proquest.com/docview/200116392?accountid=11243

Gendreau, P., Little, T., & Goggin, C. (1996). A Meta-Analysis Of The Predictors Of Adult Offender Recidivism: What Works!*. *Criminology,* 575-608.

Goliday, S. and Mazeika, D. (2013) "Reentry in the District of Columbia: Supporting Citizens' Transition into the Community". Criminal Justice Coordinating Council Statistical Analysis Center. Retrieved from http://cjcc.dc.gov/sites/default/files/dc/sites/cjcc/page_content/attachments/ReentryGrantReportFinalReportDecember2013.pdf, November 3, 2015.

Government Accounting Office. (2001). D.C. Criminal Justice System: Better Coordination Needed Among Participating Agencies, Report To Congressional Committees No. GAO-01-187, March, 2001.

Graham, Marcus. D.C. Mayor's Office on Returning Citizen Affairs.Personal interview conducted by J. Sagers. October 8, 2015.

Haralson, J. and Fickling, P. Memphis and Shelby County Office of Re-Entry. Personal interview by J. Raderstrong and B. Cognato. October 23, 2015.

Harris, B. and Kearney, M. (2014). "The Unequal Burden of Crime and Incarceration on America's Poor". Brookings Institute. Retrieved from http://www.brookings.edu/blogs/up-front/posts/2014/04/28-unequal-burden-crime-americas-poor-kearneym-harrisb, November 3, 2015.

Harris, Shae. D.C. Mayor's Office on Returning Citizen Affairs.Personal interview conducted by J. Sagers.September 7, 2015; October 8, 2015, November 17, 2015.

Holzer, M., E. Charbonneau, and Y. Kim. (2009). "Mapping the terrain of public service quality improvement: twenty-five years of trends and practices in the United States." *International Review of Administrative Sciences.* 75: 403-418.

Homan, T. (2011). "Unemployment Rate in Washington's Ward 8 is Highest in U.S". Bloomberg. Retrieved from http://www.bloomberg.com/news/articles/2011-03-30/unemployment-rate-in-washington-s-ward-8-is-highest-in-u-s-, November 8, 2015.

Hoontis, P. and T. Kim. (2012). "Antecedents to Municipal Performance Measurement Implementation." *Public Performance & Management Review.* Vol. 36, Iss. 1,

Im, T. and J. Lee. (July, 2012). "Does Management Performance Impact Citizen Satisfaction?" *The American Review of Public Administration.* 42: 419-436

James, N.(2015) Offender Reentry: Correctional Statistics, Reintegration into the Community, and Recidivism. Congressional Research Service, Washington, D.C.

Jordan, Debra. Bexar County Reentry Program. Personal Interview conducted over email by B. Cognato, October 29-November 2, 2015.

LaVigne, N. (2010).The Urban Institute. "Housing D.C. Code Felons Far Away from Home: Effects on Crime, Recidivism, and Reentry." Testimony before the House of Representatives Subcommittee on Oversight and Government Reforms. Retrieved from http://www.urban.org/sites/default/files/alfresco/publication-pdfs/901346-Housing-D-C-Code-Felons-Far-Away-from-Home-Effects-on-Crime-Recidivism-and-Reentry.PDF, November 5, 2015.

Lucas, D. (2015). "Office on Returning Citizen Affairs: Report of Inspection. Government of the District of Columbia Office of the Inspector General." Retrieved from: http://app.oig.dc.gov/news/view2.asp?url=release10%2FOIG+No15-I-0069+ORCA+Final+ROI+9-23-15%2Epdf&mode=release&archived=0&month=00000&agency=0

McGinty, J. (2015, August 7). How Many Americans Have a Police Record? Probably More Than You Think. *The Wall Street Journal*. Retrieved November 8, 2015, from http://www.wsj.com/articles/how-many-americans-have-a-police-record-probably-more-than-you-think-1438939802.

Mills, L. (2008). *The Family Freedom Kit: What Shall We Then Do?* Washington, D.C.: The Progressive National Baptist Convention Commission on Social Justice and Prison Ministry.

Mumola, C., & Karberg, J. (2004). Table 6. Drug dependence or abuse among State and Federal Prisoners, by selected characteristics. In *Drug Use and Dependence, State and Federal Prisons*. Washington, D.C.: Bureau of Justice Statistics.

National Employment Law Project. (2015). *Research Supports Fair Chance Policies*. Washington, D.C.: National Employment Law Project.

National Institute of Justice (2014, June 17). Recidivism. Retrieved from http://www.nij.gov/topics/corrections/recidivism/pages/welcome.aspx/

O'Leary, C. (2013). The role of stable accommodation in reducing recidivism: What does the evidence tell us? *Safer Communities*, 12(1), 5-12. doi:http://dx.doi.org/10.1108/17578041311293099

Petersilia, J. (2004). What Works in Prisoner Reentry? Reviewing and Questioning the Evidence. *Federal Probation, 68*, 4-8.

Pierre, R. (2007, September 2). Back from Behind Bars. *The Washington Post*. Retrieved November 8, 2015, from http://www.washingtonpost.com/wp-dyn/content/article/2007/09/01/AR2007090101344.html.

Pierre, R. (2008, July 2). Ex-Offenders Protest Dearth of Jobs, Services; Official Says Many Lack Needed Skills. *The Washington Post*. Retrieved November 8, 2015, from http://www.washingtonpost.com/wp-dyn/content/article/2008/07/01/AR2008070102608.html.

Reeder, B. and Lane, D. Mayor's Office of Ex-Offender Re-Entry. Personal interview conducted by J. Sagers. November 10, 2015.

Resource Development Associates. (2015). *Program Evaluation of the County of Santa Clara AB109 Reentry Service System.* County of Santa Clara, California.

Seiter, R. and Kadela, R. (2003). Prisoner Reentry: What Works, What Does Not, and What is Promising. *Crime and Delinquency*. Vol. 49, No. 3. 360-388.

Sherman, L., et al. (1998). Preventing Crime: What Works, What Doesn't, What's Promising. *National Institute of Justice.* July 1998.

Solomon, A., Kachnowski, V., & Bhati, A. (2005). Does Parole Work?: Analyzing the Impact of Postprison Supervision on Rearrest Outcomes. Washington, D.C.: The Urban Institute.

Sun, R. and G. Van Ryzin. (May, 2014). "Are Performance Management Practices Associated With Better Outcomes? Empirical Evidence From New York Public Schools." *The American Review of Public Administration*. 44: 324-338

Tah, Michen. D.C. Criminal Justice Coordinating Council. Personal interview condicted by J. Sagers. November 5, 2015.

Thornton, Charles. D.C. Mayor's Office on Returning Citizen Affairs. Personal interview conducted by J. Sagers. September 17,2015.

Thornton, Charles. D.C. Mayor's Office on Returning Citizen Affairs. Personal interview conducted by J. Sagers. October 16, 2015

U.S. Census Bureau. (2015a). American Community Survey 2012 (1-Year Estimates). Accessed via Social Explorer November 8, 2015.

U.S. Census Bureau. (2015b). *State & county Quickfacts: Washington, D.C.* Retrieved November 8, 2015, from http://quickfacts.census.gov/qfd/states/11000.html.

U.S. Department of Housing and Urban Development. (2015). *Affordable Housing*. Retrieved November 12, 2015, from http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/.

Vallas, R., & Dietrich, S. (2014). *One Strike and You're Out: How We Can Eliminate Barriers to Economic Security and Mobility for People with Criminal Records*. Washington, D.C.: Center for American Progress.

Hartney, C. and Vuong, L. (2009). *Created Equal: Racial and Ethnic Disparities in the US Criminal Justice System*. Oakland: National Council on Crime and Delinquency.

Wagner, P., & Sakala, L. (2014). *Mass incarceration: The whole pie.* Easthampton, Massachusetts: Prison Policy Initiative.

Wang, X. (2002). "Assessing Performance Measurement Impact: A Study of U.S. Local Governments." *Public Performance & Management Review.* Vol. 26, No. 1, pp. 26-43.

Wasilewski, Louise. Acivilate. Personal interview conducted by J. Sagers. November 17, 2015.

Wells, T. (2014). *Report on Bill 20-642, the "Fair Criminal Records Screening Amendment Act of 2014"* Washington, DC: Council of the District of Columbia Committee on the Judiciary and Public Safety. http://lims.dccouncil.us/Download/30954/B20-0642-CommitteeReport1.pdf.

Yates, C. (2015, January 16). 'Returning Citizens' Are One of D.C.'S Most Marginalized and Motivated Groups. *The Washington Post*. Retrieved November 8, 2015, from https://www.washingtonpost.com/news/local/wp/2015/01/16/returning-citizens-are-still-one-of-d-c-s-most-marginalized-and-motivated-groups/.

Appendix A: Scope of Work

Scope of Work: Identifying and Obtaining Data to Better Serve the District's Returning Citizens

This scope of work details the process and timeline by which Jeff Raderstrong, Daniel Greene, Brian Cognato, and Joshua Sagers (the GWU consulting team) will assess the data needs of the Washington, D.C., Mayor's Office on Returning Citizen Affairs (MORCA). This assessment will identify the data MORCA needs to improve client services, attempt to connect MORCA with select data sets, including the number of citizens returning to Washington, D.C., ("D.C") from incarceration each year, and determine how MORCA can incorporate data into its planning, programming, and support services. The GWU consulting team will execute this scope of work under the supervision of Dr. Joan Dudik-Gayoso on behalf of Charles Thornton, the Director of MORCA, and his staff.

I. Background

MORCA is a D.C. municipal agency mandated to provide resources, services, and support to citizens of D.C. returning from incarceration. MORCA carries out its mission by providing training and support services, including GED training, reentry social integration training, job placement, and family reunification counseling to approximately 5,000 clients each year. MORCA also provides access to additional support and training services through partner agencies and community organizations. In doing so, MORCA strives to create a productive and supportive environment where returning citizens may thrive, prosper, and contribute to the social, political, and economic development of self, family, and community.

With its broad mandate and goal of setting a new standard nationally in the field of returning citizen reintegration, MORCA aims to improve its access to and use of data about its client population and organizational performance. It intends to use this data to describe the need and impact of its services to clients, the public, and the administration, and inform the organization's programming. MORCA's most pressing data challenge is establishing a link to current, consistent, and accurate information about citizens returning to D.C. from the federal criminal justice system.

II. Purpose:

The purpose of this Capstone project is to assess MORCA's data needs. This assessment will include:

· Identification of key performance measures that support MORCA program goals.

· Identification of relevant sources of data on citizens returning to D.C., including data external to MORCA's operations.

· Recommendations for eliminating any barriers to accessing and using this data and establishing a lasting link to required data.

· Development of a programmatic framework to assist MORCA in the collection, analysis, and use of data related to its programs.

III. Research Questions

The GWU consulting team will answer the following research questions:

· What data does MORCA need to make evidence-based decisions?

· How can MORCA obtain or generate the data it needs the most?

· How can MORCA use that data to improve client services?

· What methods do comparable organizations use to gather and utilize data?

IV. Methodology and Timeline

To answer these research questions, the GWU consulting team will employ the following methodology: :

· **Literature Review:** The GWU consulting team will conduct a comprehensive literature review to develop a sound understanding of MORCA's programmatic structure and data needs, and to identify how similar organizations are using data to improve performance.

· **Logic Modeling:** The GWU consulting team will describe MORCA's mission, processes, and programs graphically to validate alignment with the organization's intended outcomes and impacts.

· **Performance Management Framework:** The GWU consulting team will use the logic model to develop a management framework that will serve as a process guide on how MORCA can use the data it collects to improve its performance and service delivery.
· **Connecting to Data:** Throughout the project, the GWU consulting team will attempt to acquire key data that can inform MORCA's operations, specifically the number of formerly incarcerated residents returning to D.C. each year. This will be accomplished by determining which agencies maintain this information, conducting interviews with those agencies, and identifying any potential barriers to providing that data to MORCA.
· **Preparing Deliverables:** The GWU consulting team will write a comprehensive report detailing their findings and the implications of those findings for MORCA, to be presented to MORCA in December 2015. (See "Deliverables," below for more information.)

Key Action Items	**October**		**November**		**Dec.**
	Wk. 1-2	**Wk. 2-4**	**Wk. 1-2**	**Wk. 2-4**	**Wk. 1**
Survey of pre-existing research on data integration, comparative organizations and criminal justice/reintegration					
Map MORCA's current data environment with respect to their theory of change					
Interviews with key comparative organizations and potential data sources					
Analyze data					
Preparation of deliverables					
Presentation of deliverables					

V. Deliverables

The GWU consulting team will provide the following **final deliverables** to MORCA at a date and time to be determined in December 2015:
· A concise report containing:
o An executive summary of key findings.
o Specific recommendations identifying the key data for MORCA to track and analyze.
o Potential pathways to acquire any data not acquired by the GWU consulting team.
o A high-level summary of the implications of any data acquired by the GWU consulting team.
o Key strategic questions that would be informed by the specific data recommended.
o An appendix detailing all individuals interviewed, including the contact information of any individuals who can serve as resources for MORCA in the future.
· Any data sets acquired by the GWU consulting team in the course of its research.
· A presentation (including a question and answer period) of its findings.
In addition, in mid-November the GWU consulting team will provide an **Interim Report** outlining preliminary findings, any current challenges and strategies to overcome those challenges, and a summary of all interviews planned or conducted to date.

VI. Anticipated Challenges

The GWU consulting team anticipates the following challenges in executing this scope of work:

· **The unique circumstances of incarcerated citizens from Washington, D.C.:** The National Capital Revitalization and Self-Government Improvement Act of 1997 ("The Revitalization Act") altered the management of prisoners convicted under the D.C. Code from the custody of D.C. to the U.S. Bureau of Prisons, which houses inmates of federal crimes and maintains more than 100 institutions across the country. D.C. itself does not maintain data on the number of these citizens leaving incarceration at any given time. As a result, MORCA does not have direct access to this information, nor does it have the opportunity to interact with returning citizens prior to or immediately upon release. The GWU consulting team will attempt to identify a reliable way to determine the number and characteristics of these citizens by engaging the U.S. Bureau of Prisons, the U.S. Parole Commission, the Court Services and Offender Supervision Agency, and other relevant organizations, as necessary.

· **Institutional barriers and restrictions:** Part of this project will involve building pathways for continued communication among multiple federal agencies and a municipal government office, each of which is likely to have its own procedures, norms, and rules regarding data sharing and access. The GWU consulting team will rely on MORCA's well-defined need and an adherence to high standards of transparency and responsibility in facilitating this collaboration.

· **Time:** MORCA's challenge is an immense one, attempting to serve a severly marginalized group with limited resources. Its potential for growth, even within the narrow confines of this scope of work, exceeds the potential for a short-term engagement such as this. The GWU consulting team will endeavor to maximize the benefits of collaboration with MORCA by focusing on priority needs and areas where it can add the most value.

VII. GWU Consulting Team's Responsibilities

The GWU consulting team will fulfill the following responsibilities in the execution of this scope of work:

· Conducting high-quality research consistent with this scope of work and professional public policy and administration standards.

· Transparency in methodology, findings, and recommendations.

· Prompt communication, including immediate communication of any unexpected challenges or barriers.

· Economizing the use of time of MORCA personnel.

· Stewarding all relationships with stakeholders responsibly as representatives of MORCA.

VIII. Client Responsibilities

MORCA will fulfill the following responsibilities in supporting the GWU consulting team in its execution of this scope of work:

· Providing any reasonable information requested by the GWU consulting team, within the bounds of the ethical use and sharing of data.

· Responding to requests of the GWU consulting team in a timely manner.

· Facilitating introductions to key potential respondents, when possible.

· Transparency in describing and sharing information regarding MORCA's own operations, programs, and needs.

IX. Ethics Statement

The GW consulting team will respect ethical parameters set by GW's Institutional Review Board's training for conducting social and behavioral research. These guidelines especially require researchers to assure confidentiality for study participants and to assure that their consent to participate is informed and voluntary.

Appendix B: Interview Protocol for Local MORCA Partner Organizations

1. How have you worked with MORCA in the past?
2. What has worked well about your partnership with MORCA? What hasn't?
3. What data do you collect on returning citizens?
4. How do you use this data? What insights does it provide in serving this population?
5. If you don't do so already, would you be willing to share some or all of your data on returning citizens regularly with MORCA?
6. (If yes to #4) How can MORCA help facilitate the process of regularly obtaining that data?
7. (If no to #4) What needs to change for you and your organization to be able to share that data?
8. Is there any data that you think would aid MORCA in its efforts, even if it's not something you directly provide (for example, it might be information you think is available from another source)?

Is there anything else you would like us to know about your partnership with MORCA or MORCA in general?

Appendix C: Criteria for determining comparable organizations to MORCA

The GWU consulting team reviewed offender reentry efforts in the 31 largest cities in the United States, aside from Washington, D.C. (See below.) For the purpose of this research, the GWU consulting team included counties, such as Bexar County, Texas, that are dominated by one city. (Bexar County's total population in 2013 was 1.8 million, 1.4 million of which lived in the city of San Antonio.) In reviewing these efforts, it sought to identify organizations that meet the following criteria:

- Offices within the executive branch of a city or county government with an explicit mission of aiding the reentry of offenders.
- Offices that are independent of the relevant jurisdiction's Department of Corrections or Sheriff's Office (i.e., not affiliated with law enforcement, only reintegration)
- Offices with a mandate to serve clients directly (even through providing referrals), as distinguished from offices whose only apparent role was as a *convener* of other agencies.

These criteria were based on MORCA's unique characteristics as an organization separate from the judicial system, housed within an executive branch, and focused on both convening organizations as well as providing services to clients.

Only six researched jurisdictions had organizations that met this criteria:

- The Memphis and Shelby County Office of ReEntry
- The Indianapolis Mayor's Office of Ex-Offender Re-Entry
- Santa Clara Re-Entry Services
- The Bexar County Reentry Program
- The Philadelphia Mayor's Office of Reintegration Services (RISE)
- The City of Houston Community Re-Entry Network Program

31 Largest Cities in the U.S.:

Albuquerque, New Mexico	San Francisco, California	Oklahoma City, Oklahoma	San Diego, California
Lousiville, Kentucky	Austin, Texas	Nashville, Tennessee	Phoenix, Arizona
Portland, Oregon	Dallas, Texas	Memphis, Tennessee	Houston, Texas
Baltimore, Maryland	San Antonio, Texas	Seattle, Washington	Los Angeles, California
Boston, Massachusetts	Philadelphia, Pennsylvania	Detroit, Michigan	
Denver, Colorado	Chicago, Illinois	Fort Worth, Texas	
El Paso, Texas	New York, New York	Indianapolis, Indiana	
Charlotte, North Carolina	Milwaukee, Wisconsin	Jacksonville, Florida	
Columbus, Ohio	Las Vegas, Nevada	San Jose, California	

Appendix D: Interview protocol to comparable organizations

1. Tell me a little about the systems or processes you use to collect and use data that relates to your work.

2. What are your primary motivations for collecting and using data?

3. What are some lessons you have learned about using data or attempting to use data to improve your organization's performance?

4. What are some of the challenges you have faced when using data or attempting to use data to improve your organization's performance?

5. What advice would you give similar organizations looking to collect and use data to improve their performance?

6. We would like to get a sense of what the ultimate impact [organization name] strives to have on the overall population of returning citizens in "your city". Basically, what are the one to three things [organization name] would like to change in the lives of returning citizens? Increase employment? Reduce recidivism? Or something else? Obviously, you want positive outcomes to increase across the board, but what are the priority factors you focus on?

Appendix E: An Inventory of Published Data on Returning Citizens

The sources below provide public information about prisoners and returning citizens. They are disaggregated by the population they describe.

Incarcerated Misdemeanants

The DOC provides three informational products on the population of incarcerated misdemeanants:

- Quarterly Population Statistics: This provides time-series data of the total population of individual DOC facilities and DOC facilities as a whole by month, starting in FY11.
- Department of Corrections Facts and Figures: This provides detailed data on individuals under DOC custody, including the average daily population and disaggregations by sex, race, facility, reason for incarceration, religion, and education level. It also provides information on DOC intakes, releases and average length of stay.
- DOC Official Population Counts by Facility: This product provides weekly totals of the individuals incarcerated at facilities under DOC management.

All three products are available at http://doc.dc.gov/page/inmate-demographics-and-statistics

D.C. Code Felons

CSOSA provides statistics both on D.C. Code felons prior to their release and after their release. Prior to their release, they provide a "BOP Census Report," which maps the geographic distribution of D.C. Code felons within the BOP system by state. It also provides a small number of aggregate figures on their distribution by state, including, for example, the states with the highest populations of D.C. Code felons. This product is available at http://www.csosa.gov/about/bop-inmate-census.aspx

It provides several products about those citizens in CSOSA custody, including "Offender Profiles" for its total supervisory population, its offenders residing in Washington, D.C., and its offenders residing outside Washington, D.C. These products are available at http://www.csosa.gov/about/offender-profile.aspx. It also provides "fact sheets" that offer aggregate statistics about the population under its supervision as a whole. These fact sheets are available at http://www.csosa.gov/newsmedia/factsheets.aspx.

Federal Felons and Prisoners in State Prison Systems

The BJS provides a variety of data on all federal prisoners (without disaggregating D.C. Code felons or federal felons from Washington, D.C., from its totals) and the prison systems of the 50 states. Although this information does not provide information on the District's returning citizens directly, this information can provide a useful point of comparison and support rough estimates of nationwide trends. The specific report of most interest to MORCA is the "Prisoners" series, which provides aggregates of individuals incarcerated in federal and state prisons over time, disaggregated by sex, type of release and other useful categories. The series is available at http://www.bjs.gov/index.cfm?ty=pbdetail&iid=5387. In addition, the BJS provides periodic reports on many other topics, including substance/drug abuse, jail inmates nationwide, and trends in crime and corrections. A searchable list of all products is available at http://www.bjs.gov/index.cfm?ty=pbty&iid=1.

Appendix F: Explanation of Population-Level Estimates

1. An Estimate of the Number of Individuals with a Conviction in Washington, D.C.

Using data from 2012 (the most recent year such information is available), the authors estimate that Washington, D.C., is home to approximately 67,000 individuals with a prior conviction, an increase of more than 10% over the more common estimate of 60,000, which has not been updated since 2007. This is equivalent to roughly one-in-eight adult residents. Using data from the BJS (2014), the National Employment Law Project (NELP) estimates that roughly 29% of the U.S. adult population (NELP, 2015) has some form of criminal record. Though developed by an advocacy group, this is in line with historical estimates (McGinty, 2015) and regarded as conservative by other advocacy groups (Vallas and Dietrich, 2014; Sentencing Project, 2015). Applying this percentage to Washington, D.C.'s adult population in 2012, 552,871 (U.S. Census Bureau, 2015a), yields 160,333 individuals with a criminal record. Data from the Washington, D.C., court system indicates that 41% of charges in result in convictions (District of Columbia Courts, 2015). Assuming every individual with a record has only one charge, a very conservative assumption,, this would result in 66,500 individuals with a conviction in Washington, D.C.

This estimate, though imprecise, has three advantages when compared to the traditional figure of "60,000 ex-offenders." First, it is transparent. The 60,000 figure is commonly attributed either to the Center for Court Excellence (2011) or Acosta, et al. (2010). However, both studies themselves attribute this statistic to journalist accounts that date from 2008 (Pierre, 2008) and 2007 (Pierre, 2007), respectively, neither of which explain the data or methodology used. This estimate is also more current, reflecting 2012 data now and easily updated in the future using public information.2 Finally, to the extent the estimate is inaccurate, it is predictably inaccurate. It almost certainly undercounts the true population of individuals with a conviction in D.C., as it is based on national data. D.C. has a much higher proportion of African-Americans than the national average, and African Americans are much more likely to have criminal records than the U.S. population as a whole (Hartney and Vuong, 2009).

2. An Estimate of the Number of District Returning Citizens Released from Incarceration Annually

Using the definition described in "Defining MORCA's Beneficiaries", the authors estimate that in FY14, Washington, D.C. gained an additional 3,630 returning citizens. This includes:

- 730 incarcerated misdemeanants who have been incarcerated in facilities operated by the DOC
- 2,797 D.C. Code felons who have been released from BOP; and
- 105 federal felons who have been released from the BOP.

This estimate is significantly lower than other estimates, primarily due to a much smaller estimate of incarcerated misdemeanants. The Center for Court Excellence (2011), for example, estimated that the DOC releases approx. 5,600 returning citizens each year (footnote 3, p. 41). However, this estimate appears to include all individuals who have spent time in a DOC facility, including the approximately

[2]Between 2007 and 2012, Washington, D.C.,'s population increased 10.6%. If the share of Washington D.C.'s population made up by ex offenders remained the same since the initial 60,000 estimate in 2007, it would be 66,400, tracking closely with this revised estimate.

77.4% of DOC inmates imprisoned pre-trial (DOC, 2015), many of whom will not be convicted. Court data indicates that only some 4,000 individuals were found guilty of misdemeanors at all in 2014 (District of Columbia Courts, 2015). Considering misdemeanors are, by definition, minor crimes punishable by a fine or incarceration, including disorderly conduct, possession of an open container, and urinating in public, it is highly unlikely thousands of convicted misdemeanants are actually incarcerated, though many certainly do spend some time in jail prior to their trial.

The estimate includes only those actually convicted of a misdemeanor. According to the DOC, only 8.3% of its male inmates and 11.7% of its female inmates at any time are sentenced misdemeanants. While it reported an average daily population of 2,041 inmates in FY2014, this figure hides significant churn, as many individuals will be released and reincarcerated in a given year. The DOC estimates that 76% of its total intakes in a given year are for unique individuals (CIC, 2014, footnote 1), with 11,245 intakes – including 8,546 unique individuals – in 2014. Applying these sex and status percentages to this population of unique individuals leads to an overall estimate of 730 incarcerated misdemeanants each year.[1]

The estimate of 2,797 D.C. Code felons is actually slightly higher than other estimates, like that of 2,400 used by the Council for Court Excellence (2011), due to the inclusion of a individuals released without any supervision requirements. In FY2014, CSOSA reported the return of 1,958 citizens into its supervision (CSOSA, 2015). However, CSOSA only monitors individuals released with a supervision requirement, such as a parole. An indeterminate number of returning citizens are also released with no supervisory requirements. To estimate the size of this group, the authors use national-level data from the BJS that indicates that roughly 70% of individuals released from state prisons (the population most similar to D.C. Code felons) are released with supervisory requirements (Carson, 2015). If the same proportion of D.C. Code felons are released unconditionally as in other jurisdictions (30%), 839 D.C. Code felons were released from the BOP with no supervisory requirements in FY2014, in addition to the 1,958 released into CSOSA supervision.

To estimate federal felons, the authors again rely on national-level data from the BJS. Although information is not readily available on where Bureau of Prison federal offenders come from or return to on their release, the BJS does specify that 53,676 individuals were released from the BOP in 2014 (Carson, 2015). Excluding the estimate of 2,797 D.C. Code felons,[2] this yields 50,879 total federal offenders released from the BOP. Washington, D.C., with a 2014 population of 658,893, represents approximately 0.2% of the U.S. population (U.S. Census Bureau, 2015b). Assuming that the geographic sources of federal BOP inmates roughly mirrors the country as a whole, this adds approximately 105 federal returning citizens to the total returning citizen population in 2014. Again, this is likely an undercount given Washington, D.C.'s predominance of people of color, and the disproportionate incarceration rates of that population.

[1] Based on DOC (2015) figures, 7,948 of these unique individuals are male (93% of 8,546). The remaining 598 are female. Roughly 660 male inmates are sentenced misdemeanants (8.3% of 7,948). Roughly 70 female inmates are sentenced misdemeanants (11.7% of 598). All sentenced misdemeanants thus number approximately 730 (660 male sentenced misdemeanants plus 70 female misdemeanants).

[2] There is a slight mismatch in data here. The estimate of D.C. Code returning citizens is based on FY2014 data, whereas the data released by the DOJ is based on Calendar Year 2014. Due to the rough nature of the calculations involved, this should not significantly alter the final estimate, which is only approximate regardless.

Glossary of Acronyms

APRA: Addiction Prevention and Recovery Administration

BCRP: The Bexar County Reentry Program

BOP: Bureau of Prisons

CIC: Corrections Information Council

CJCC: Criminal Justice Coordinating Council

CSOSA: Court Services and Offender Supervision Agency

DDS: D.C. Department on Disability Services

DOC: D.C. Department of Corrections

DOES: D.C. Department of Employment Services

MOER: The Indianapolis Mayor's Office of Ex-Offender Re-Entry

MORCA: The Mayor's Office on Returning Citizen Affairs

MSCOR: The Memphis and Shelby County Office of ReEntry

RC: Returning Citizen

RISE: The Philadelphia Mayor's Office of Reintegration Services

RNR: Risks-needs-responsivity

SCCRS: Santa Clara County Reentry Services

USPO: U.S. Probation Office and Pretrial Services