Narrative: Veteran Corrections Complex

Project Summary

The Center for Warriors Foundation (CFW) is seeking support to advance a new model of veteran care in Montana by addressing the underlying trauma, moral injury, and life instability that often drive suicide risk, addiction, homelessness, and justice-system involvement. Our work is grounded in a distinct treatment framework that differentiates between Injured Warrior Syndrome (IWS) and Broken Warrior Syndrome (BWS), allowing support to be more precisely matched to veterans' needs. Building on results already demonstrated through our existing programs, we are proposing a broader, integrated response to one of the state's most urgent and costly challenges: the growing number of veterans at risk of incarceration and reoffending.

The proposed **Veteran Corrections Complex** would bring together prevention, rehabilitation, treatment, transitional support, and court-connected services within one coordinated campus. By combining a central hub for counseling, education, therapy, and wellness with six specialized components—including Veteran Court, pre-release services, a prison deterrent program, outpatient housing, homelessness rehabilitation, and substance-use recovery—the complex is designed to reduce repeat incarceration, improve outcomes for high-risk veterans, and lower long-term public costs. This project offers Montana an opportunity to create a scalable, veteran-centered system that strengthens public safety while helping more veterans rebuild healthy, stable, and productive lives.

Organizational Overview

The **Center for Warriors Foundation (CFW)** is a Montana-based veteran-serving organization advancing a new standard in post-military wellness. As one of the fastest-growing veteran organizations in the state, CFW has developed evidence-based programming focused on the veteran suicide crisis and the broader conditions that place veterans at risk of long-term instability.

A defining feature of CFW's approach is its treatment framework, which distinguishes between Injured Warrior Syndrome (IWS) and Broken Warrior Syndrome (BWS). By differentiating these forms of post-traumatic stress and pairing each with a tailored path of care, CFW is able to provide more targeted support and pursue stronger outcomes for veterans facing complex trauma-related challenges.

CFW has already demonstrated meaningful impact through direct service. The organization has worked with more than 125 veterans through its annual Elk Camp, including participants who had previously attempted suicide. These efforts have helped rebuild lives, restore hope, and renew the desire to live. To date, none of the veterans served through this work have died by suicide.

Statement of Need

Montana's correctional system is operating under significant pressure. According to the Montana Department of Corrections interactive dashboard, 3,400 people are currently in the prison system, with another 101-awaiting transport, bringing the system in excess to its maximum capacity of 3,450. At the same time, veterans appear to be overrepresented within the state's incarcerated population, creating an urgent need for veteran-specific intervention and reentry strategies.

Nationally, veterans represent about 8% of the prison population, while Montana's rate is estimated at nearly 12%. Based on that rate, roughly 400 veterans may currently be in Montana's prison system. If 29.2% reoffend, approximately 117 veteran inmates are likely to return to the system unless meaningful intervention occurs. These figures point to a clear need for a coordinated model that addresses both incarceration and the conditions that contribute to repeat involvement in the justice system.

The need extends beyond incarceration alone. An estimated 22,500 veterans in Montana may still be living with some form of PTSD, including approximately 6,525 veterans of the Iraq and Afghanistan wars who may represent some of the most severe cases. CFW's research further suggests that a significant portion of this population is experiencing Broken Warrior Syndrome (BWS), a condition associated with elevated risk of suicide, legal trouble, addiction, homelessness,

and major life disruption. While CFW has already treated over 125 individuals through this approach, many veterans continue to remain unreached and vulnerable to worsening outcomes.
Without targeted action, the number of veterans entering or returning to the correctional system is likely to grow. This proposal responds to that challenge by creating a practical intervention point for veterans at risk of reoffending while also expanding the broader work of the Center for Warriors Foundation.

Program Design

CFW is proposing a model unlike anything else currently in operation: the **Veteran Corrections Complex**. The complex would serve as an integrated campus that combines treatment, rehabilitation, transitional support, and justice-connected services in a single coordinated setting. At the center of the site would be a two-story octagon containing classrooms, counseling offices, conference rooms, physical and occupational therapy spaces, a health center, a basketball court, a lap pool, and an auditorium. Connected to this central structure would be six specialized components designed to meet distinct but interrelated needs.

1. **Veteran Court and legal services** to create a specialized judicial pathway supported by appropriate offices and staff space
2. **Veteran Pre-release Center** to deliver veteran-specific transition support prior to reentry
3. **Prison Deterrent Program facility** to provide a structured correctional alternative focused on accountability and rehabilitation
4. **Outpatient Care Apartments** to provide flexible housing tied to recovery and transitional support services
5. **Veteran Homeless Rehabilitation Center** to support veterans facing chronic instability and long-term housing disruption
6. **Veteran Drug and Alcohol Rehabilitation Center** to provide veteran-specific substance-use treatment connected to trauma recovery

Goals and Measurable Objectives

The overarching goal of the Veteran Corrections Complex is to reduce recidivism and improve long-term stability for justice-involved and high-risk veterans in Montana. To guide implementation and demonstrate impact, CFW will track the following measurable objectives during the initial project period:

1. **Implementation objective:** Within the project period, CFW will formalize operational partnerships, referral pathways, and implementation plans for the six major program components of the Veteran Corrections Complex, including documented coordination with corrections, court, treatment, housing, and veteran-service partners.
2. **Participation objective:** By the time our program operations commences, the project will enroll a determined number of veterans across assessment,

case planning, treatment, reentry, housing, or court-connected services, with participation tracked by service type and level of need.

3. **Recidivism objective:** Upon program entry, a high number of participating justice-involved veterans will avoid a new incarceration event or documented program-related reentry failure, as measured through partner reporting and case management records.
4. **Housing stability objective:** Upon enrollment for veterans receiving housing-related services, we will obtain or maintain stable housing through transitional, outpatient, or rehabilitation-related placements.
5. **Treatment engagement objective:** Upon the veterans enrolled in trauma, behavioral health, or substance-use services will complete an individualized treatment or rehabilitation plan and remain engaged in services for the period defined by their care pathway.
6. **Data and continuous improvement objective:** By the end of the first project year, CFW will implement a shared outcome-tracking process that monitors referrals, enrollment, service utilization, housing status, treatment participation, and justice outcomes to support continuous improvement and future evaluation.

Use of Funds

Grant funds would be used to support the planning, coordination, and early implementation of the Veteran Corrections Complex. Because this project combines multiple service components within one integrated model, funding would be directed toward the core programmatic and operational elements needed to launch services responsibly, build cross-sector partnerships, and establish a strong foundation for measurable outcomes.

- **Program planning and coordination:** support for implementation planning, interagency coordination, referral systems, partnership development, and project management across the six program components.
- **Staffing and direct service delivery:** support for core personnel needed to provide case management, program coordination, trauma-informed services, participant support, and operational oversight during startup and early implementation.
- **Treatment, rehabilitation, and participant supports:** support for counseling, recovery programming, reentry assistance, educational programming, and other direct service activities aligned with the needs of justice-involved and high-risk veterans.
- **Facility and program development costs:** support for space planning, equipment, essential program materials, and other startup needs required to prepare the complex's service environment and core functions.
- **Data tracking and evaluation:** support for outcome measurement, reporting systems, data collection processes, and continuous improvement activities needed to document results and strengthen long-term effectiveness.

- **Partnership and organizational capacity:** support for training, administrative coordination, and capacity-building activities that help ensure the project is implemented with accountability, consistency, and long-term sustainability.

All expenditures would be aligned with the approved project scope and designed to strengthen service delivery, accountability, and long-term impact for veterans served through the initiative.

Budget Narrative

The proposed budget is designed to support responsible startup, coordinated implementation, and early service delivery for the Veteran Corrections Complex. Because the project combines multiple service components within one integrated model, the budget prioritizes the staff capacity, direct services, operational infrastructure, and performance systems needed to launch the work effectively and document results. Budgeted costs would be aligned with the project work plan, implementation timeline, and measurable objectives.

Personnel and Staffing. The largest share of project costs is expected to support personnel and direct staffing because this model depends on coordinated case management, trauma-informed service delivery, operational oversight, and interagency collaboration. Budgeted positions may include project leadership, program coordination, case management, behavioral health and recovery support staff, administrative support, and other key roles needed to operate the project safely and consistently. Staffing levels would be scaled to participant volume, service intensity, and implementation phase.

Direct Services and Participant Supports. Funds would support the direct program activities required to stabilize and serve justice-involved and high-risk veterans, including assessment, case planning, counseling, rehabilitation services, reentry support, educational programming, and recovery-related assistance. The budget may also include participant-centered supports that reduce barriers to engagement, improve service continuity, and strengthen the likelihood of successful outcomes across treatment, housing, and reentry pathways.

Facilities, Equipment, and Program Materials. The budget would also support the physical and operational resources required to establish program readiness, including space preparation, essential equipment, furnishings, instructional and therapeutic materials, and other startup items necessary for safe and functional service delivery. These investments are intended to ensure that the project environment can support counseling, treatment, education, wellness activities, and cross-program coordination from the outset.

Data, Evaluation, and Administrative Support. A portion of project resources would be dedicated to outcome tracking, reporting, data management, and quality improvement so that CFW and its partners can monitor implementation and demonstrate impact. Budgeted administrative and coordination costs would support documentation, compliance, scheduling, partner communication, and other functions necessary to manage a complex, multi-component initiative with accountability and consistency.

Timeline and Milestones

The Veteran Corrections Complex is envisioned as a phased initiative that will move from planning and partnership development to operational readiness and early service delivery. The timeline below reflects a practical startup sequence for launching a multi-component, cross-sector project while maintaining accountability, coordination, and readiness across all major program areas.

1. **Phase 1: Project startup and planning.** CFW will confirm project leadership, establish core planning structures, refine implementation priorities, and begin formal coordination with key public-sector and community partners. Early milestones will include internal project kickoff, initial partner engagement, and development of a detailed implementation framework.
2. **Phase 2: Partnership development and systems design.** During this phase, CFW will formalize referral pathways, clarify partner roles, develop operational workflows, and define service coordination processes across the major program components. Key milestones will include partnership agreements, participant flow design, and alignment of case management and reporting processes.
3. **Phase 3: Operational readiness.** CFW will focus on staffing, training, program protocols, data systems, and readiness planning for core service areas. Milestones will include onboarding key personnel, preparing service environments, establishing documentation and tracking systems, and confirming readiness for early implementation.
4. **Phase 4: Pilot implementation and early service delivery.** The project will begin early operations through prioritized program components and initial participant enrollment. Milestones will include launch of coordinated services, active referrals, participant intake, and early monitoring of program use, service flow, and operational challenges.
5. **Phase 5: Early performance review and refinement.** CFW and its partners will review implementation data, assess progress toward key objectives, identify service gaps, and refine program coordination as needed. Milestones will include an early performance review, adjustments based on implementation learning, and preparation for broader scale-up or sustained operations.

Implementation and Operations

Veteran Court and Legal Services. The proposed court component would create a specialized pathway for justice-involved veterans in the Montana tri-county area of Lewis and Clark, Broadwater, and Jefferson Counties. Given the current lack of available District Court judges, CFW is proposing that Standing Master Hannah Roe serve as judge.

Veteran Pre-release Center. Montana has many pre-release centers, but few offer programming tailored specifically to veterans. This project would fill that gap by delivering veteran-focused education, rehabilitation support, and transition planning at a critical point before reentry. By intervening at this stage, the center is intended to reduce recidivism while helping participants build the structure, stability, and skills needed for a stronger future.

Prison Deterrent Program (PDP). The PDP would provide a structured correctional alternative for eligible veterans within a medium-security level 1 setting operated by the Department of Corrections. Under this model, judges across Montana could impose a five-year sentence with three years deferred, contingent on successful completion of the two-year program. Upon successful completion, the record would be expunged and no parole would be required. This design creates accountability while offering a realistic pathway to rehabilitation and long-term reintegration.

Outpatient Care Apartments. These apartments would provide flexible housing and recovery support for veterans participating in Veteran Court, outpatient substance-use treatment, transitional living, and related services. Connected directly to the Veteran Homeless Rehabilitation Center, the space would use movable barrier walls to adjust capacity as needs shift. This approach would support multiple stages of recovery while maintaining continuity of care across programs.

Veteran Homeless Rehabilitation Center. Long-term homelessness is one of the most complex rehabilitation challenges facing veterans. Over time, chronic instability can make it much harder to rebuild routines, trust, and long-term self-sufficiency. This center would provide structured support, stability, and sustained rehabilitation to help veterans restore key areas of life and move toward lasting recovery.

Veteran Drug and Alcohol Rehabilitation Center. This center would serve veterans exclusively and provide treatment tailored to the specific challenges they face. For many participants, substance use is closely tied to unresolved trauma, moral injury, and Broken Warrior Syndrome (BWS). The program would support recovery from addiction while also helping veterans address the deeper causes of

substance use, creating a stronger foundation for lasting rehabilitation and stability.

Management and Operations. Each of the six program components would be managed by the agency best equipped to oversee that specialized function, creating a shared model with clear operational responsibility. The Center for Warriors Foundation would lead programming within the central octagon building, delivering its proven services while coordinating additional support designed to help male and female veterans rebuild stability, strengthen life skills, and reduce the likelihood of reoffending. The broader campus could also include complementary facilities, such as a barn for horse-based programming and other structures that expand the range of therapeutic and rehabilitative services available on site.

Evaluation Plan

CFW will use an evaluation approach that combines implementation monitoring with outcome measurement to assess both how the Veteran Corrections Complex is launched and what results it achieves. The evaluation plan is designed to support accountability, strengthen decision-making, and generate practical information that can be used to improve services over time. In addition to recidivism-related outcomes, the plan will track broader indicators of reentry success, including housing stability, treatment engagement, and service participation.

Process Measures. CFW will monitor implementation through measures such as partnership development, referral volume, participant enrollment, service utilization, program completion, and the extent to which each major component is operating as intended. Tracking these measures will help the organization assess reach, dosage, fidelity, and barriers to implementation during startup and ongoing operations.

Outcome Measures. Primary outcome measures will include reduced reincarceration or other agreed recidivism indicators, stable housing placement or retention, treatment engagement and completion, and progress in participant stability over time. Where appropriate, CFW and its partners may also track additional indicators such as employment readiness, program progression, and successful transition through reentry-related milestones.

Data Sources and Review Cycle. Data will be drawn from case management records, partner reports, referral and enrollment logs, housing and treatment participation records, and other program documentation established during implementation. CFW will review performance data on a regular basis to identify trends, resolve service gaps, and refine coordination across program

components. Findings will be used for internal learning, funder reporting, and future program development.

Risk Management and Mitigation

As a multi-component, cross-sector initiative, the Veteran Corrections Complex will require careful risk management throughout planning, implementation, and early operations. CFW recognizes that strong projects do not eliminate risk entirely; they identify likely challenges early, assign clear responsibility, and use practical mitigation strategies to protect service quality, participant outcomes, and funder stewardship.

Implementation and Partnership Risk. Because the project depends on coordination among correctional, court, treatment, housing, and veteran-service partners, one key risk is delayed alignment across agencies or uneven execution among components. CFW will mitigate this risk through phased implementation, clearly defined partner roles, documented referral pathways, regular coordination meetings, and early operational planning that focuses first on readiness and system design before full-scale service expansion.

Staffing and Operational Readiness Risk. A second risk involves the pace of staffing, training, and operational startup for a project of this scope. To reduce this risk, CFW will sequence hiring and program launch in phases, align staffing levels to participant demand, establish core protocols before service expansion, and use ongoing supervision and training to support safe, consistent implementation across service areas.

Participant Engagement and Continuity-of-Care Risk. Veterans served through this initiative may face significant barriers to consistent participation, including trauma, housing instability, substance-use challenges, and justice-system involvement. CFW will mitigate these risks by using case management, coordinated care planning, flexible service pathways, and cross-program communication to support engagement and reduce the likelihood that participants disengage during critical stages of recovery or reentry.

Compliance, Data, and Accountability Risk. As with any grant-supported initiative, the project must maintain strong documentation, performance tracking, and financial accountability. CFW will address this risk by establishing clear reporting procedures, routine performance review, defined administrative responsibilities, and data systems that support monitoring, funder reporting, and continuous improvement. These controls are intended to strengthen transparency, compliance, and confidence in project implementation over time.

Funding Request

The Center for Warriors Foundation respectfully requests grant support to advance the planning, startup, and early implementation of the Veteran Corrections Complex. The funds requested would be directed toward the core staffing, coordination, direct service capacity, operational readiness, and evaluation activities needed to launch this integrated model responsibly and effectively. The final request amount can be tailored to align with the funding priorities, grant range, and allowable uses of the prospective funder while remaining focused on measurable outcomes for justice-involved and high-risk veterans in Montana.

Case for Investment

The Veteran Corrections Complex is designed to deliver exceptional value by combining six specialized components around a shared core of services, facilities, and support systems. This integrated model would reduce both construction and operating costs compared with building and managing separate facilities. More importantly, it is designed to address the root causes of veteran incarceration, addiction, homelessness, and repeat offenses. Investment in this project would help Montana build a stronger, more coordinated response for justice-involved veterans while creating the potential for long-term savings, stronger families, and improved public safety across the state.