

# Transition from Jail to Community

## ONLINE LEARNING TOOLKIT



## Module 3: Collaborative Structure and Joint Ownership

Welcome to *Collaborative Structure and Joint Ownership*. This document is the PDF version of the online TJC Implementation Toolkit, and will not necessarily reflect the changes and updates made to the toolkit. To view the latest and most complete version of this module, visit [info.nicic.gov/tjc](http://info.nicic.gov/tjc).

This module is designed to provide practical information to assist you in developing a reentry system where collaboration and joint ownership permeate the transitional process.

A central component of the *Transition from Jail to Community* (TJC) model is that reintegrating individuals from jail to the community is the collective responsibility of both the jail system and the community. The transition process is too complex for one agency or organization to do alone. One agency cannot provide the range of services necessary to maximize opportunities for behavioral change. A systems approach to jail transition requires a collaborative structure that can secure participation from key partners, provide focus for the initiative, maintain momentum, and empower members of the collaboration.

*“Collaboration has been challenging in building the reentry system in Denver; trying to get everyone on the same page is difficult, when everyone (both public and private) has been doing their own thing for so long. However, the benefits have outweighed the negatives. Collaboration allows for multiple perspectives, experiences, and influences to enrich the services available to people transitioning from jail to community, and urges us to think through the impact of our work and our clients and all of our partners.”*

Shelley Siman, Program Coordinator  
Denver Crime Prevention and Control Commission

Ask yourself what interventions are needed to address the barriers your jail population faces as they return to the community. Does your agency have the capacity and resources to address them all?

- Affordable housing
- Cognitive decisionmaking
- Educational services
- Employment
- Family reunification
- Financial services
- Health care services
- Mental health services
- Mentoring
- Substance abuse treatment
- Vocational training

Effective transition strategies rely on collaboration and information sharing among jail- and community-based partners and joint ownership of both the problem and the solution. Given that many of the people who exit jails are already involved with multiple social service and criminal

justice agencies, a collaborative approach is essential to tackling jail transition. In addition, the scarcity of resources to manage this large population demands such an approach to avoid duplication or conflict in the delivery of valuable interventions. This module has four parts and will take between 25 and 30 minutes to complete.

**Recommended audience for this module:**

- Sheriffs
- Jail administrators
- Reentry coordinators
- Community corrections
- County board members
- Community providers
- Probation officers
- Policymakers.
- Other system stakeholders

**Module Objectives**

This module is intended to help you learn the key processes to collaborate across government, nongovernment, and community-based organizations. Such collaboration allows all parties involved to maximize the impact intended by the TJC model through shared understanding and aligned actions. It will also guide you in structuring your collaboration to oversee and complete the work of implementing the TJC model.

**This module includes the following tasks:**

- Understanding the benefits of collaboration and joint ownership;
- Identifying partnering agencies;
- Determining each party’s responsibilities;
- Structuring your TJC collaborative; and
- Developing long-term partnerships with community agencies.

**There are four sections in this module:**

1. What Is Collaboration?
2. Formalizing the Collaborative Structure
3. Developing a Reentry Implementation Committee
4. Terms Used in the Field

This module also includes templates, links, field notes, case studies, and other materials to help you expedite the process in your community and to highlight how TJC partnerships have developed across the country.

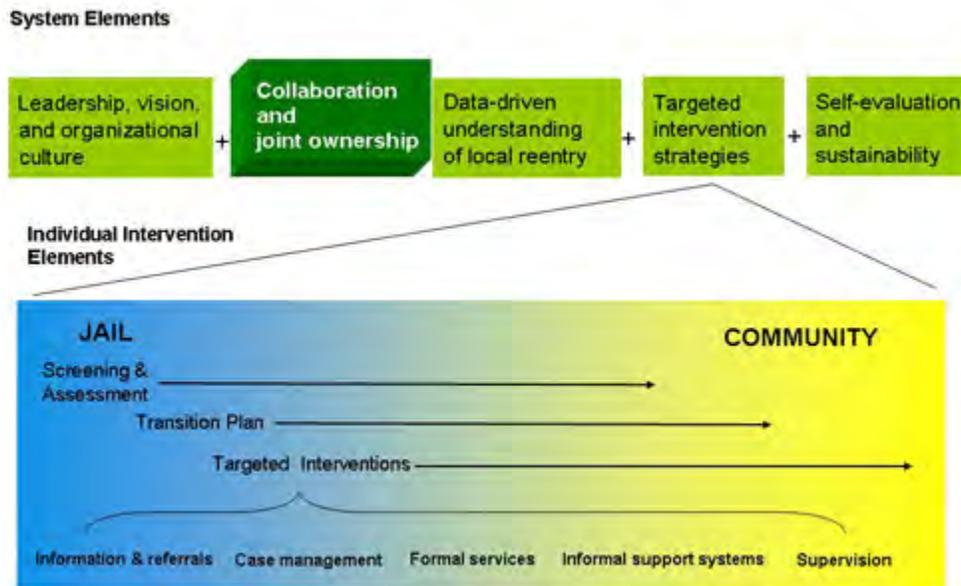
**By the end of this module you will be able to do the following:**

- Identify the diverse and multiple partners in your community;
- Coordinate a collaborative planning process;
- Organize a reentry committee of partnering agencies;
- Develop shared goals and principles; and

- Draw upon excellent work being done in the field.

## The TJC Model

This visual indicates where *Collaborative Structure and Joint Ownership* fits in the *Transition from Jail to Community* model. It is one of five key system elements that must be in place for the TJC model to work.



## Section 1: What Is Collaboration?

Collaboration is “a cooperative venture based on shared power and authority. It is nonhierarchical in nature. It assumes power based on knowledge or expertise as opposed to power based on role or function.”<sup>20</sup> If communication is the foundation of the partnering pyramid, collaboration is the pyramid’s tip, with coordination and commitment squarely in the middle.<sup>21</sup>



All four C's of partnering are important for the success of the TJC model, but collaboration must occur for the model's long-term success.

### Differences between Collaboration and Coordination

Though often used interchangeably, “coordination” and “collaboration” are distinct terms. Coordination is to “bring together disparate agencies to make their efforts more compatible.”<sup>22</sup>

Collaboration, on the other hand, is “a cooperative venture based on shared power and authority. It is nonhierarchical in nature. It assumes power based on knowledge or expertise as opposed to power based on role or function.”<sup>23</sup>

<sup>20</sup> W. A. Kraus, *Collaboration in Organizations: Alternatives to Hierarchy* (New York: Human Sciences Press, 1980), p. 12.

<sup>21</sup> *North Carolina's Serious and Violent Offender Reentry Initiative: Going Home. A Systemic Approach to Offender Reintegration*. Accessed 12/8/2009 at <http://steveapplegate.com/northcarolinatasc/re%20entry%20NASADAD.ppt>

<sup>22</sup> D. Robinson, T. Hewitt, and J. Harriss, *Managing Development: Understanding Inter-organizational Relationships* (London: Sage for the Open University, 1999), 7.

<sup>23</sup> Kraus, *Collaboration in Organizations*, 12.

The outcome of a collaborative partnership is something new that harnesses the knowledge of multiple agencies to create a new model of reentry with an investment in shared authority, resources, and priorities for the common good.

### Preparation for Collaborative Effort

To see if you are ready to be part of a collaborative effort. You should be able to answer “Yes” to each statement below

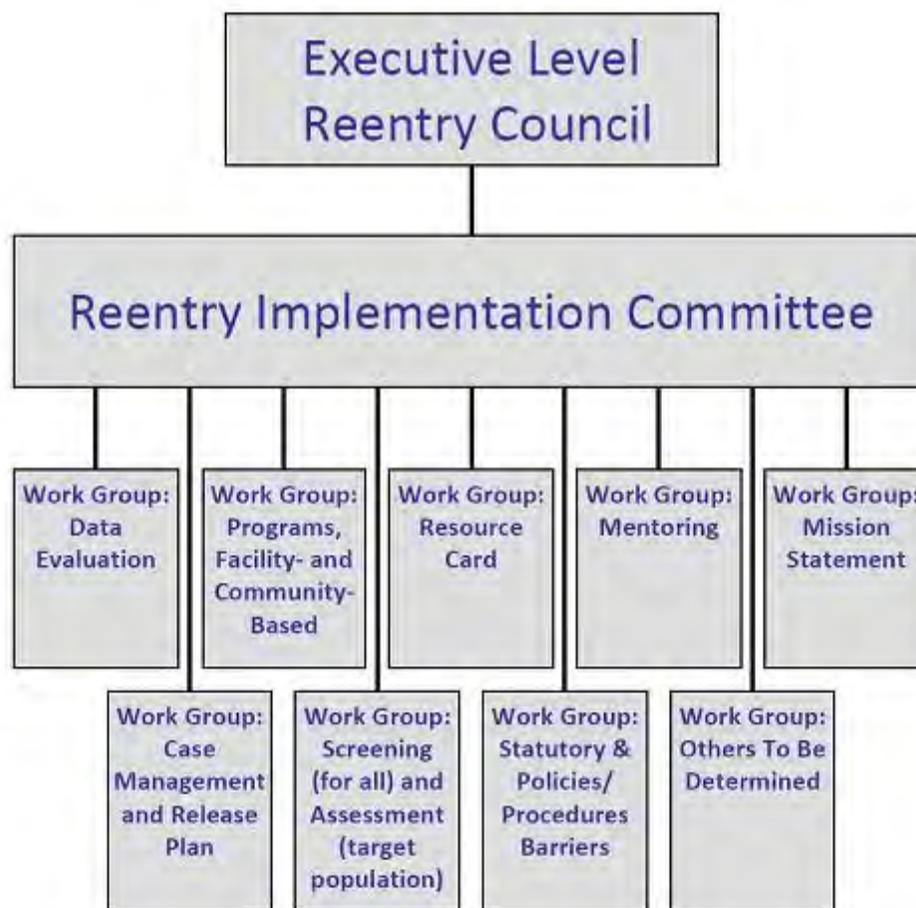
Are you ready for a collaborative effort?		Yes	Not Yet
1.	I recognize that the agency I represent is mutually dependent on other agencies for the success of people leaving jails.		
2.	I and the agency I represent are willing to give up some authority/control for the TJC model to succeed.		
3.	I know that I will benefit and gain new knowledge when working together with outside agencies.		
4.	I understand that not everyone shares my perspective and I'm open to different views.		
5.	I am willing to commit my time and effort to making the TJC model work.		
6.	I am committed to suspending my judgment about what works to change offender behavior and will consider new information as I begin to collaborate with other system stakeholders.		
7.	I am committed to evidence-based decision making and am ready to change policies and practices that do not yield the best outcomes		

### Summary

Now that you have completed this section, you understand the concept of collaboration that is used throughout this toolkit, and you recognize that collaboration involves the nonhierarchical sharing of power to achieve a greater good.

## Section 2: Formalize the Collaborative Structure

In this section we discuss how to formalize the collaborative structure. We doubt that any two locations will have identical collaborative structures, but often it is a pyramid-style structure comprising an executive-level reentry council (e.g., “Executive Council”), reentry implementation committee (e.g., “Reentry Committee”) and subcommittees or work groups composed of system stakeholders. Each group or agency will have its own unique role to play in the collaborative structure, and agencies may use documentation such as memoranda of understanding to formalize the collaborative process in writing.



Practical steps and a timeline for formalizing the collaborative structure are detailed in the TJC Implementation Roadmap. The roadmap section that applies to this module, tasks 2.1 through 2.5, is available in the online version of this toolkit section at [https://info.nicic.gov/tjc/jwuklph0ple0qxMeLukgulkph0ple0qx0lelkuglk0rngo\\_gpvcvqp'42Tqcf0crax4avcun40nuz](https://info.nicic.gov/tjc/jwuklph0ple0qxMeLukgulkph0ple0qx0lelkuglk0rngo_gpvcvqp'42Tqcf0crax4avcun40nuz). The tasks are also outlined in the textbox on the following page.

### Forming an Executive –Level Reentry Council

In many jurisdictions, the executive reentry council is initially charged with developing the organizational structure of the reentry implementation council. This body should be composed of high-level individuals such as sheriffs, county commissioners, city council members, jail administrators, and judges. They provide the jail-to-community reentry effort with broad strategic guidance, give it legitimacy in the jurisdiction through their support, and hold it accountable for meeting its goals and objectives.

**Responsibilities of the executive council include, but are not limited to, the following:**

- Championing the initiative in the community;
- Serving as a vehicle for community-wide communication;
- Selecting members of the council’s committees and subcommittees;
- Holding the initiative accountable for meeting performance metrics;
- Setting policy for the TJC initiative; and
- Identifying macro-level evaluation components

**Forming a Reentry Implementation Committee**

The reentry implementation committee will oversee the detail-oriented work of devising and implementing the jurisdiction’s TJC strategy. The implementation committee needs to have an active and committed membership to carry out its work.

Knowledge and ability to make a time commitment may be more important than formal position in selecting committee members. In some jurisdictions, members of the executive council will meet to recommend implementation committee membership. Some of the members may come from the executive council (although they may be too busy to make the necessary commitment), whereas others will be from the greater stakeholder community. In other jurisdictions, the reentry implementation committee is convened prior to the executive council.

**TJC Roadmap Task 2:  
Collaboration Structure and Joint  
Ownership**

- 2.1 Create implementation committee to craft and execute the initiative
  - 2.11 Identify and invite membership
  - 2.12 Define scope of authority, reporting responsibilities
  - 2.13 Select chair or co-chairs
  - 2.14 Form working sub-committees
  - 2.15 Revisit and update membership
- 2.2 Develop shared goals and outcomes of interest for the initiative
  - 2.21 Define goals for the initiative
  - 2.22 Identify outcomes of interest for the initiative
  - 2.23 Approve measures for each outcome
- 2.3 Identify and reach out to necessary, but missing, partners
  - 2.31 Identify key roles, knowledge and skills not represented in the current partner group
  - 2.32 Identify additional partners to bring in the missing elements identified
  - 2.33 Invite additional partners in
- 2.4 Develop information and data-sharing mechanisms
  - 2.41 Allow partners access to existing data systems, where relevant and appropriate
  - 2.42 Determine distribution for initiative information (assessment results, case plans)
  - 2.43 Hold regular partner meetings to share information on initiative progress and issues
- 2.5 Create initiative case flow model including all partners
  - 2.51 Describe pre-initiative process by which jail population interacts with each partnering agency
  - 2.52 Describe TJC initiative process by which jail population interacts with each partnering agency
  - 2.53 Combine individual partner models into single, comprehensive initiative model

**Responsibilities of the reentry implementation committee may include, but are not limited to, the following:**

- Meeting at least monthly;
- Communicating regularly with the executive council to keep them fully informed on the progress of the TJC initiative;
- Providing recommendations to the executive council on key decisions in the design and implementation of the initiative;
- Developing goals, outcomes, and measures for the TJC initiative;
- Convening and overseeing work groups to address specific implementation issues;
- Identifying what entity or person will complete these tasks; and
- Providing for clear date of review for each of these to monitor the progress of the group.

Consider inviting the jail's reentry point person, mental health providers, defense attorneys, community shelter staff, educators, community corrections officers, housing authority staff, the district attorney's office, victim's advocates, health care providers, employment specialists, people from the faith community, and other social service providers to serve on the reentry implementation committee.

### **Work Groups**

A responsibility of the reentry implementation committee is to convene and oversee work groups tasked on specific implementation issues. Volunteers for these working groups can come from the reentry implementation committee membership or from key players outside the committee who have both the skill set and the interest in completing these tasks. Also, rely on key members outside the committee with expertise and interest in the subject.

For example, a community provider with a lot of expertise may be involved in a curriculum development subcommittee but may not be on the reentry implementation committee. Work groups will complete concrete, discrete tasks delegated to them by the reentry implementation committee. The committee should give them clear, written directives with defined end products; the committee should bring its results to the committee for review and approval.

Refer to **Appendix A** to see the responsibilities, list of members, and invitees of *The Douglas County, Kansas, Community Collaboration Council on Reentry Implementation Team*.

### **Memoranda of Understanding**

The success of the reentry committee will depend more on what responsibilities participating agencies accept rather than what they are obligated to contribute. Nevertheless, though normally not legally binding, formalizing the process by drafting a memorandum of understanding (MOU) expresses a long-term commitment to the process and adds a sense of credibility and professionalism to the reentry collaboration.

### Other benefits of an MOU:

- Facilitates communication by defining a process for regular meetings, phone contact, or data exchange.
- Protects both parties against differing interpretations of expectations by either party by spelling out details of the relationship.
- Enhances the status of the case management agency in the community through formalized relationships with established or influential agencies.
- Reduces friction over turf issues by specifying responsibilities.
- Transfers authority to perform a mandated function from one agency to another or from one level of government to another.
- Creates a clear and formalized agreement to move forward and partner together.
- Specifies services for a provider agency to provide to clients.
- Specifies the type of clients appropriate for the case management agency and how referrals should be made.
- Cuts through red tape by defining new or altered procedures for clients.

### Sections of an MOU:

- Purpose or goal of the collaboration or partnership
- Key assumptions
- Operating principles or statement of agreement
- The name of each partnering agency
- Each partner's responsibilities under the MOU
- Effective date and signatures

Jails, governmental agencies, and community-based organizations may need to develop formal linkages with each other outside of the reentry committees' MOU. Linkages would include agency-to-agency formal agreements with probation and public health departments, community health centers, community mental health centers, drug treatment programs, STD counseling and test sites, tuberculosis clinics, Medicaid offices, HIV infection services, one-stop workforce centers, housing providers, and service providers presently working with those transitioning from jail to the community.

### Information Sharing

MOUs or other information release forms are key when developing structures for information sharing and service coordination among providers and between providers and the facility. The TJC initiative recommends implementing formal guidelines for the following purposes:

- Referring inmates to community providers.
- Informing providers about the release of relevant individuals (for example, those with a history of homelessness and mental illness).
- Sharing release plans with providers.
- Developing systems for sharing the information, such as electronic databases or regular meetings among providers.

### **Formal Linkages**

In many small jurisdictions, resources are limited and populations are often too small to warrant funding or attention for programming and other transition efforts. To enhance their ability to perform justice system functions effectively, many local governments enter into formal agreements to pool their resources and populations. Such intergovernmental collaboration demonstrates information-sharing commitment and the potential to sustain TJC efforts

### **Summary**

Now that you have completed this section, you understand the process to formalize a collaborative structure through a pyramid-style structure composed of an executive-level reentry council, reentry implementation committee, and work groups. You also recognize that defining clear roles and responsibilities, as well as having memoranda of understanding between your facility and agencies, can be useful in clarifying and professionalizing agency roles.

**For additional resources, references, examples, and tools please visit the “Resources” page of Module 3, section 2 at**

**<https://info.nicic.gov/tjc/module-3-section-2-formalizing-collaborative-structure>**

## **Section 3: Developing a Reentry Implementation Committee**

In this section you will learn in more detail how to develop a reentry implementation committee made up of public and private agency and community-based organization representatives to increase the success of the *Transition from Jail to Community* model.

In most communities, agencies and organizations are already providing services to the criminal justice population. The issue is to what degree these services are being provided in a coordinated and collaborative way. This section will guide you through the development and promotion of a multidisciplinary reentry implementation committee, including the jail, other agencies, and community-based organizations. A reentry implementation committee will allow your jurisdiction to jointly craft and carry out a jail-to-community transition strategy that maximizes the impact of available resources, improves individual outcomes, saves money, and delivers public safety.

**The development and implementation of a reentry committee requires the following key steps:**

**Step 1: Select a point person**

**Step 2: Identify partnering agencies and interested stakeholders**

**Step 3: Reach out to earn partner support**

**Step 4: Convene the partnering agencies**

**Step 5: Identify shared goals, principles, and outcomes of interest**

**Step 6: Write a mission and vision statement**

**Step 7: Document partner agencies' resources and gaps**

**Step 8: Develop common performance measures**

The following sections discuss these 8 steps, though modules *Data-Driven Understanding of Local Reentry* and *Self-Evaluation and Sustainability* also discuss steps 7 and 8.

### **Step 1: Select a point person**

Identifying a point person in your agency or the community with the clout, independence, and fortitude to bring the right people together is the first step in the partnering process. A local reentry champion of the TJJC model, such as the sheriff or the county commissioner, will select the point person and give him or her total support and cooperation to move the process along. This person must have the necessary time to devote to moving this complex effort forward. The point person can be from a jail or community setting; there is no one job title, position, or training experience needed to play this role. Determining the right person is dependent on local politics, history, and personalities.<sup>24</sup> Often it is based on which organization has money for this position or is willing to add these duties as part of someone's job.

---

<sup>24</sup> Henry J. Steadman, "Boundary Spanners: A Key Component for the Effective Interactions of the Justice and Mental Health Systems," *Law and Human Behavior* 16 (1992): 75–87.

**Think about what characteristics you are looking for in this person:**

- Committed to the TJC model;
- Knowledgeable about the risks and needs of people transitioning from jail to the community;
- Interested in understanding current research or best practice;
- Personable, well organized, and a communicator with strong listening skills;
- Has the clout to get things done;
- Knows the community and its stakeholders.
- Respected by both internal and external staff of their home organization;
- Open to other organizational cultures and values;
- Able to facilitate a process; and
- Believes in the capacity of incarcerated people to change

**Step 2: Identify partnering agencies and interested stakeholders**

Identifying partnering agencies and community leaders is a key component to the success of the TJC model. You will find that some will be government agencies, but the majority will probably be agencies providing services at the local level. The long-term goal is for the agencies to form a coordinating **reentry committee**, so including the right agencies and the appropriate agency representative is essential.

The spectrum of your possible collaborators is wide open:



## Key stakeholders include

- Jail administrators or sheriffs
- Police departments
- Community supervision and pretrial services agencies
- The courts, prosecutors, and public defenders
- County executives and local legislators
- City officials
- Treatment and social service providers
- Health and mental health agencies
- Housing, economic development, and workforce development agencies
- Local businesses and corporate entities
- Victim advocates
- The formerly incarcerated and their families
- Community residents
- Faith- and community-based providers
- Veterans Affairs

## Partners

Don't forget to include victims' advocacy groups such as Mothers Against Drunk Driving (MADD). Part of the long-term healing process for many victims and their families is knowing that inmates may become productive members of society.

They want inmates to be held accountable for their actions when they return home. These groups recognize the importance of providing reentry services to facilitate their successful reintegration. You might be surprised at the level of cooperation you'll receive from victims' rights groups. It is also important to include the formerly incarcerated in this process, because they understand firsthand the barriers and problems facing this population. Those involved in this effort should be inmates with a long-standing record of doing well after release and not newly released offenders.

## Field note: Kent County, Michigan

“We recently created an organizational structure allowing us to meet frequently with other local community based providers, and local and state supervision agencies that share our broader mission for a safer community. These reentry committee meetings spawned action, innovation, and joint projects, and it has resulted in energizing Kent County's reentry efforts. The Sheriff's Office has always been on good terms with groups such as pretrial services, Friend of the Court, public schools, community corrections, homeless advocates, treatment centers, probation and parole, and in the past we have periodically cooperated on individual projects. When we purposefully aligned ourselves with the mutual goal to address our common public safety interests in attacking the barriers to successful offender reintegration, we began to fully realize the many benefits of this level of collaboration.”

—Captain Randy Demory  
Sheriff's Department and Chair of the Community Reentry Coordinating Council (CRCC)

## Here is how to start:

Begin by making a list of all the government and nongovernment agencies and community-based organizations your agency presently works with to help transition people from jail to the community.

- In Montgomery County, Maryland, the Department of Labor has set up a One-Stop Center in the jail. This allows the inmates to get the necessary job search and development skills needed prior to being released from the facility.

Next, identify any other government and nongovernment agencies and community-based organizations that have contacts with the jail population pre- or post-release but which are not formally engaged in the transitional process.

- Police in your community may drop off suspects for processing at the jail's booking site but may not have any formal collaboration with the jail.

Finally, identify the government and nongovernment agencies and community-based organizations that play a key role in meeting the risks and needs of the returning population but have no connection to the jail.

- The local community health care system often doesn't have a relationship with the jail.

### **Field note: Philadelphia Mayor's Reentry Council Membership (2007)**

Chair: Nick Taliaferro

Vice-Chair: Harriett T. Spencer

Lynn Abraham, District Attorney, City of Philadelphia  
Darryl Anderson, Warden-ASDCU, Phila Prison System  
Malik Aziz, Program Director, Safe Schools, Safer Communities  
Malcolm Byrd, Associate Director, Mayor's Faith Based Initiatives  
Byron Cotter, Esq., Defender's Association  
Linward Crowe, Navigators  
Ron Cuie, Corrections Mgmt Group (Phila), The PA Prison Society  
John Delaney, Deputy District Attorney  
Sharon Dietrich, Community Legal Services  
William Dimascio, Executive Director, PA Prison Society  
Donna Griffin, Site Coordinator, Phila. Weed & Seed Project  
Beverly Frazier, Fontaine Doctoral Fellow, University of Pennsylvania  
Anthony Fullard, Chief Project Manager, AACCOP  
Rev. Dr. W. Wilson Goode, Sr., Public/Private Ventures  
Jim Graham, Executive Director, Liberty Management Services  
Ellen Greenlee, Esq., Chief Defender, Defender Association of Phila  
Julia Hall, Criminal Justice Program Coordinator, Drexel University  
Kimberly Higgins, Project Service Coordinator, Phil Ready for Work  
Amy Hirsch, Supervising Attorney, Community Legal Services of Phila  
Sylvester Johnson, Police Commissioner, Phila Police Department  
Ernest Jones, President, Phila Workforce Development Corporation

Ray Jones, Director, Fathers at Work, IMPACT Services  
Mary Jordan, Clinical Director, Office of Behavioral Health  
Leon A. King II, Esq., Commissioner of Prisons  
Susan Kirby, Director, Workforce Services Division, PWDC  
Marvine Lavine, Executive Director, Dept. of Behavioral Health  
John Lieb, JEVS Prison Program Director, JEVS  
Alan Lomax, Outreach Worker II, Safe Schools, Safer Communities  
Rick McKinney, Director, T.R.E.T.M.E.N.T. Counseling  
John MacDonald, President & CEO, IMPACT Services  
Robert Malvestuto, Co-Chief Probation Officer, Probation and Parole  
Frederika Massiah-Jackson, President Judge, Court of Common Pleas  
Sharmain Matlock-Turner, President, Greater Phila Urban Affairs Coalition  
Jane Shull, Executive Director, FIGHT  
Thomas Sims, Executive Director, People United Together  
Frank Snyder, Co-Chief Probation Officer, Phila Adult Probation & Parole Department  
Betty-Ann Soiefer Izenman, Program Director, PA Prison Society  
Peter Solomon, Supervisor, Philadelphia Adult Probation and Parole  
Boyd Taggart, Director, First Judicial District Information Center  
James Tiano, Chief Inspector, Phila Police Department  
Vanessa Williams-Cain, Operations Director, Dept. of Human Services  
Gerald Wright, Director of Community Services, Greater Phila Urban Affairs Coalition

### Step 3: Reach out to earn partner support

In step 2 you identified community partners and collaborators who have a direct or indirect role transitioning people from jail to the community. It is now time to begin a dialogue by reaching out to government and nongovernment agencies and community organizations to determine their interest in being part of a TJC partnership.

The following steps will help you maximize the chance that they say “yes.” First, do your homework before you pick up the phone. Review **Appendix B** to print a checklist for preparing to reach out to potential partners. Remember your goal is to develop a long-term relationship built on trust and respect. This takes time, so don’t rush it.

#### Phrases you might want to use during your conversation:

- Would you like to build a safer community by partnering with us?
- We can’t afford to do business the way we have been doing it.
- We need a coordinated effort to solve the problem. We can’t do it alone.
- We need to pool our resources in a more strategic way.
- We need to pool resources and coordinate our efforts.
- Partnering will improve outcomes for both incarcerated people and our organizations.

Next, set up the first communication. Refer to **Appendix C** for a checklist for making and maintaining communication. Remember that you may need a follow-up conversation by phone or e-mail before you think they are ready to commit to the TJC process.

#### Finally, invite them to a meeting:

- Tell them you are organizing a reentry implementation committee and would like them to be a part of it.
- Determine what is a good day and time for them to meet.
- Find a neutral location that is convenient for everyone.
- If possible, provide food for the first meeting.
- Use free online scheduling and conference web sites such as [Doodle](http://www.doodle.com/)<sup>25</sup> and [FreeConference](http://www.freeconference.com/Home.aspx)<sup>26</sup> to help find a date on which everyone can agree.

#### **Participation Interest**

Many community stakeholders, particularly service providers, will be interested in being involved in a reentry initiative, though not all will want to provide services for inmates in the local jail. That is okay, and you should tell them that it is not a requirement to participate. More important is ensuring that their efforts to serve the reentry population in the community are coordinated with what is happening with these individuals in the facility and with the work of other service providers in the community. The key here is to coordinate efforts to meet their goals.

<sup>25</sup> <http://www.doodle.com/>

<sup>26</sup> <http://www.freeconference.com/Home.aspx>

### Field note: Santa Barbara County, California

“I’m a retired business executive from Silicon Valley. I think it is important for private citizens to initiate, and be involved in, efforts like this because we are often able to help break down the barriers that exist in the various bureaucracies. Initially I went to a number of county and state officials. I then asked each of them if [reentry] was really a problem and would they be interested in helping to build a solution. Every single one said ‘yes’ and ‘yes.’ That started us on the process.”

—Rick Roney, Chair  
Santa Barbara County, CA, Reentry Committee

## Step 4: Convene the partnering agencies

The first goal, after you have earned their initial support, is to bring the multiple stakeholders together, preferably over breakfast or lunch, to brainstorm about transition challenges in your community and how to develop an oversight reentry committee to oversee and guide the TJC process.

The length and content of the agenda will depend on how much time you have at the initial meeting. The first TJC meetings in Lawrence, Kansas, and Denver, Colorado, each lasted two days, whereas other communities scheduled an hour for the first meeting.

### Here is how to begin:

1. Welcome everyone to the meeting and briefly introduce yourself.
2. Pass out a printed agenda, which you e-mailed to participants in advance.  
[Click here - Agenda Template](#) or see Appendix D
3. Explain why they are here: goals and organization of the TJC meeting.
4. Use an icebreaker to help the participants get to know each other and feel more comfortable.  
[Click here - Icebreaker examples](#) or see Appendix E
5. Discuss what jail transition looks like in your community.
6. Introduce the TJC model.  
[Click here – TJC model](#) or refer to the first section of this module.
7. Discuss what their expectations are for the meeting.
8. Discuss what issues they would like to address during the meeting.

### Inclusiveness

A question that always comes up is, “How inclusive should the coordinating reentry committee be?” Do not feel pressured to convene a large group at first. It is difficult to accomplish anything with 20 people at the table, representing different interests and different agendas; although Philadelphia had 44 members on its reentry committee and it worked for them.

It often makes sense to start off small. If people ask why their agency was not invited—because word will get out—just say the decision was to start with the agencies and providers who have the most direct contact with those released from jail in the 30 days after release, but the reentry committee looks forward to involving all parts of the community eventually. Many other agencies can be involved on subcommittee and work groups on specific topic areas as the project moves forward.

9. Get specific: ask them to begin developing the mission and vision statement or discuss the barriers they see with transitioning people from the jail to the community.
10. Ask the participants if they can meet once a month until there is a consensus on how a coordinated and collaborative reentry strategy can be accomplished in their community.
11. Discuss the importance of reentry implementation committees and work groups.
12. Ask for volunteers for each committee.
13. Before the meeting adjourns, take the time to ask the partners to help you identify key roles, knowledge, and skills not represented in the current partner group. Ask them to name additional partners to bring in the missing elements identified. You will want to update your partner list every six months as implementation progresses.
14. Make sure to finish with concrete next steps, people assigned to accomplish them, or a next meeting scheduled. It's important for new partners to leave with a sense that they have accomplished something and to have a clear understanding of how and when the work they've begun will continue.

### **Field note: Douglas County, Kansas**

Mission Statement: The Douglas County Corrections Division mission is to provide safe, secure, humane, and legal treatment for all inmates through direct supervision management concepts while fostering a safe and successful transition through interventions, programs, and services from the facility into our community.

## **Step 5: Identify shared goals, principles, and outcomes of interest**

In the beginning, developing shared goals, principles, and outcomes of interest will be the main work of the reentry implementation committee. Start by creating a timeline of what needs to be accomplished.

Review the TJC Implementation Roadmap in the first section of this document or at [https://info.nicic.gov/tjc/sites/info.nicic.gov/tjc/files/Implementation%20Roadmap\\_v2\\_task2.xlsx](https://info.nicic.gov/tjc/sites/info.nicic.gov/tjc/files/Implementation%20Roadmap_v2_task2.xlsx) for a to-do list to help get you started:

### **Identifying an Organization's Level of Power and Interest in the Context of the TJC Model**

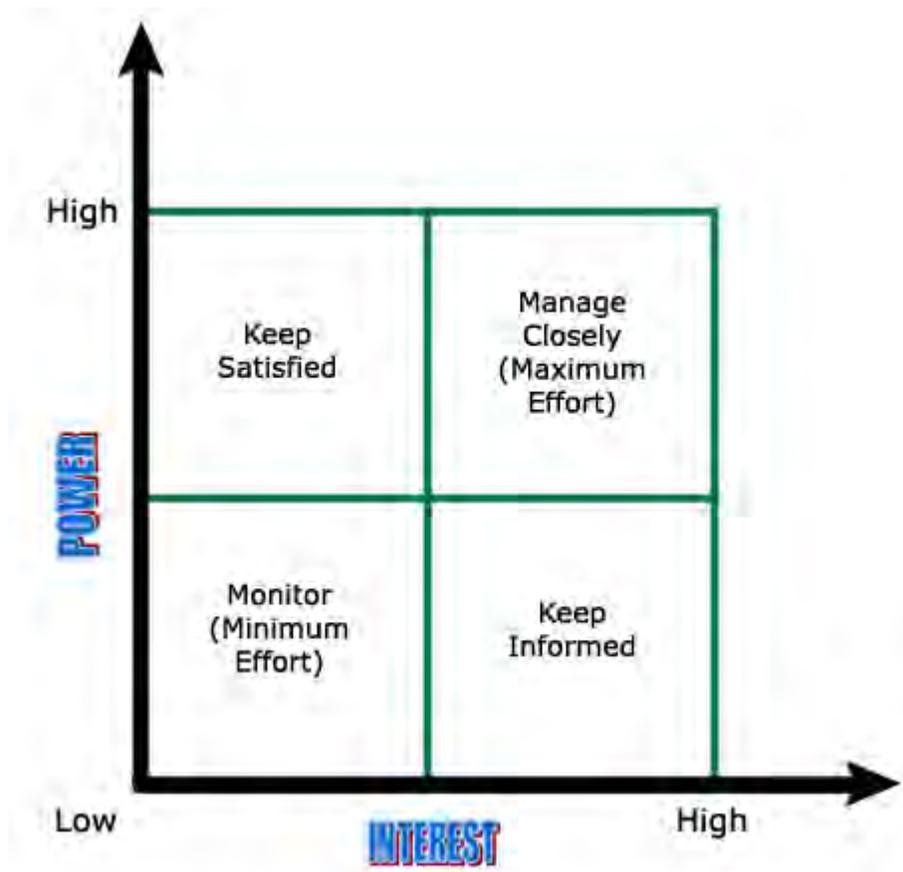
Drawing a stakeholder grid is an excellent exercise to identify local leaders, their relationship to the system, their interest, their power to affect system actions, and their alignment with the TJC model. In essence, you are teaching key stakeholders how to have this discussion at the system level while gauging interest or authority to implement or block change.

Your goal is to engage stakeholders through a variety of exercises and actions outlined in previous sections and then identify the level of power and interest each organization and agency has in transitioning people from jail to the community. This is a useful exercise to assist in systems-level discussions and to understand various influential leaders who exist within your system.

Below is an example of a stakeholder grid. We have listed different stakeholders below. Think where each one of them fits in your jurisdiction.

- Employers
- DA's office
- Attorneys
- Defense attorneys
- Attorney General's office
- Law enforcement
- Community partners
- Victims
- Clients
- Media
- Community service offices
- Vested interest groups
- Governor's office
- Judges
- Legislature
- Nonprofits
- Probation advisory committee
- General citizens
- Food banks
- Court administrators
- Educational institutions/educators
- Advisory groups
- Social service agencies
- Child protective services
- Treatment providers
- Faith community
- Family
- Mentors

### Stakeholder Power/Interest/Influence Grid



## There are four squares in a stakeholder grid:

- 1. Keep Satisfied:** Stakeholders who fall within this square are those who have a lot of power to influence criminal justice system practice or change, but have little interest in changing anything.
- 2. Manage Closely:** Stakeholders who fall within this square are those who have a lot of power to influence criminal justice system practice or change and have a lot of interest in or desire to change current criminal justice practice to obtain improved outcomes.
- 3. Monitor:** Stakeholders who fall within this square are those who have little to no power to influence criminal justice system practice or change and little to no interest in changing anything.
- 4. Keep Informed:** Stakeholders who fall within this square are those who have little to no power to influence criminal justice system practice or change; but have a lot of interest in or desire to change current criminal justice practice to obtain improved outcomes.

By doing this exercise in a group setting, one is able to identify the organizations that have a high interest and power in the TJC model and learn what motivates them, while also identifying those organizations with low interest. It is extremely important to note that no stakeholder should be excluded from participating in TJC implementation activities because of their levels of interest or power.

The purpose of this exercise is to understand the different motivators for and against change within your system and to allocate resources and make determinations relative to communication and engagement strategies. Accordingly, dialogue should ensue about what it takes to engage people within the TJC effort, from empowering the low-interest and low-power organizations to understanding and managing differences that high-power stakeholders have with the TJC approach.

## Drawing a Stakeholder Grid

First, ask your group to rate each of the stakeholders by their effect on transitioning people from jail to the community on a scale of 1 (least) to 10 for the following:

- Power/Influence
- Interest

Based upon these ratings, plot each of the stakeholders on the Stakeholder Power/Interest/Influence Grid. Bryson (2003) lays out seven points of constructing a Stakeholder Grid:<sup>27</sup>

### Whole team:

- *“Tape four flip chart sheets to a wall to form a single surface two sheets high and two sheets wide.*
- *Draw the two axes on the surface using a marking pen. The vertical axis is labeled interest, from low to high; while the horizontal axis is labeled power, from low to high.*

---

<sup>27</sup> J. M. Bryson, “What to Do When Stakeholders Matter: A Guide to Stakeholder Identification and Analysis Techniques” (presented at the London School of Economics and Political Science, February 10, 2003).

- *Planning group members brainstorm the names of stakeholders by writing the names of different stakeholders as they come to mind on a 1"×1-1/2" self-adhesive label, one stakeholder per label.*
- *Guided by the deliberations and judgments of the planning group members, a facilitator should place each label in the appropriate spot on the grid.*
- *Labels should be collected in round-robin fashion, one label per group member, until all labels (other than duplicates) are placed on the grid or eliminated for some reason.*
- *Labels should be moved around until all group members are satisfied with the relative location of each stakeholder on the grid.*
- *The group should discuss the implications of the resulting stakeholder placements."*

## Step 6: Write a mission and vision statement

“Vision without action is a daydream. Action without vision is a nightmare.”<sup>28</sup>

This Japanese proverb sums up the importance of taking the time to develop a mission and vision statement. The mission and vision statement needs to appeal to all of your constituents.

*“Once well-intentioned system stakeholders take the time to examine their differences and similarities relative to local criminal justice practice and outcomes, they invariably realize that they all have in common one overarching desire: to do things as efficiently and effectively as possible to realize best outcomes and effects on **long-term public safety**. When such a realization occurs and a shared mission is developed, the positive effect that an aligned group of stakeholders can have on criminal justice outcomes, and thus public safety, is enormous.”*

Gary Christensen, Former Chair  
Dutchess County Criminal Justice Council  
Dutchess County, NY

### Vision Statement

Begin by drafting a vision statement. As you recall, the *Leadership, Vision, and Organizational Culture* module covered creating a vision for your organization. If needed, go back to this module and review Section 3: Creating a Vision. The vision statement for your collaborative structure should focus on the broad goals of the reentry committee and clearly explain the following:

- Defining the reentry committee;
- The guiding philosophy behind the council’s formation;
- Goals of the of the reentry committee;
- Value the reentry committee adds to the community; and
- Outcomes of a successful reentry committee.

### Terms to Know

#### **Long-term public safety:**

Differing from simple public safety, which is enhanced for the short term while an offender is incarcerated, long-term public safety involves the prevention of and protection from events that could endanger the safety of the general public, and sustains this desired state over a significant period of time after an offender is released from jail.

<sup>28</sup> Quotes.net, available at: <http://www.quotes.net/quote/8027>.

**Ask yourself the following questions when developing the vision statement:**

- Which offenders are your highest priority?
- What programs, services, and support do you want to provide to them?
- Where does reentry take place and for what duration?
- Who are the partners in the community—including government agencies, nonprofits, and the business community—that could play a helpful role in your reentry strategy?
- How will you measure your success?

**Field note: Dutchess County, New York**

**Criminal Justice Council Vision Statement**

The Criminal Justice Council has become a system where the overriding concern is for the fair, equitable, cost-effective and efficient administration of justice for the immediate and long term; preventive programming is being developed to minimize entry and re-entry into the criminal justice system; planning is system based with goals and outcomes; decisions are grounded in information, research and facts, not politics; all Criminal Justice Council members are committed to actively work together to achieve this goal.

[Click here](#) or see **Appendix F** for the complete operational overview of the Dutchess County, New York, Criminal Justice Council.

**Mission Statement**

The reentry implementation committee’s mission statement is more concise and concrete than the vision statement. In a paragraph you will want to

- State the purpose for developing a reentry committee;
- Describe what the reentry committee plans to achieve; and
- Explain the reentry committee’s philosophy on transitioning people from jail to the community.

Remember that public safety is always the main priority, so a good mission statement not only states the purpose, but also addresses how it can be accomplished. For example, reduce recidivism by preparing inmates to make a successful transition back to the community.

Listed below are questions to think about:

**What is the reentry committee’s mission?**

- Protect the public
- Efficiency and cost-effectiveness
- Rehabilitation
- Support successful transition to the community
- Provide good in-jail treatment programs
- Facilitate the linkage of offenders to services
- Collaboration and cooperation with partnering agencies

## How does the reentry committee plan to operationalize its mission?

- Intake and assessment
- Classification and housing assignment
- Transition plans for high-risk populations
- Treatment programs as appropriate
- Continuity in community

### Field note: Kent County, Michigan

Community Reentry Coordinating Council Mission Statement

To promote public safety by assembling a group of collaborators representing local agencies and entities who will work to identify, reduce or eliminate the barriers to successful community reentry for those citizens who were formerly incarcerated.”

## Step 7: Document partner agencies’ resources and gaps

One of the first priorities of the reentry committee is to identify the present resources (financial, human, and technical) in place to support the TJC model. You need a picture of how people move through the jail, from intake to discharge, and the transition back to the community. In the next module, *Data-Driven Understanding of Local Reentry*, we discuss in depth how this is accomplished.

## Step 8: Develop common performance measures

The purpose this step is to briefly describe to you common performance measurements that will help the reentry committee maintain accountability for its goals. For a more comprehensive discussion see the *Self-Evaluation and Sustainability* module.

### Performance measures serve many purposes. They:

- Determine if the vision and mission are being achieved;
- Determine the **fidelity** and **efficacy** of the strategies;
- Improve planning;
- Identify gaps in service or action;
- Improve communication with partnering agencies, funders, and the public; and
- Determine if resources should be reallocated.

#### Terms to Know

**Fidelity:** A measure of the degree to which a given intervention is actually applied or carried out as intended.

**Efficacy:** The power to produce an effect

### To begin the process, complete the following six steps:

1. Identify goals and objectives consistent with the mission and vision statements.
2. Identify strategies, activities, or programs necessary to reach your goals and objectives.
3. Determine the short-term results or outcomes you want from each strategy, activity, or program.

4. Determine the intermediate results or outcomes you want from each strategy, activity, or program.
5. Determine the long-term results or outcomes you want from each strategy, activity, or program.
6. Identify ways to measure each result or outcome (performance measures).

### **Now evaluate the quality of your performance measures:**

- Does each performance measure relate to the associated mission, goal, and objective?
- Is each performance measure important to the reentry committee?
- Is it possible to collect accurate and reliable data for each performance measure?
- Taken together, do the performance measures accurately reflect the key results of the strategy, activity, or program?
- Is there more than one performance measure for each goal or objective?<sup>29</sup>

### **Summary**

Now that you have completed this section, you should understand the steps you need to take to initiate a reentry implementation committee. You understand that you will need to identify a point person, who has institutional clout and a “can do” attitude. You have tools to identify potential partner agencies, both from the agencies with which you are working and from other agencies. You can describe the structure of your first TJC meeting, and you recognize the importance of sharing goals, principles, and outcomes of interest. You know how to develop a mission statement to describe the purpose of TJC and detail what you hope to achieve.

**For additional resources, references, examples, and tools please visit the “Resources” page of Module 3, section 3 at**

**<https://info.nicic.gov/tjc/module-3-section-3-developing-reentry-implementation-committee>**

## **Section 4: Terms Used in the Field**

Every field has its own terms and the correctional field is no exception. This section defines a number of basic terms used in this module. This section defines a number of basic terms used in this module. These terms have been highlighted in textboxes throughout the module.

**Boundary spanners:** “Individuals who can facilitate communication across agencies and profession to coordinate policies and services.”<sup>30</sup>

**Efficacy:** The power to produce an effect.

**Fidelity:** A measure of the degree to which a given intervention is actually applied or carried out as intended.

**Logic model:** “A picture of how your organization does its work—the theory and assumptions underlying the program. A program logic model links outcomes (both short- and long-term) with program activities/processes and the theoretical assumptions/principles of the program.”<sup>31</sup>

**Long-term public safety:** Differing from simple public safety, which is enhanced for the short term while an offender is incarcerated, long-term public safety involves the prevention of and protection from events that could endanger the safety of the general public, and sustains this desired state over a significant period of time after an offender is released from jail.

**Partnership:** “A formal agreement between two or more parties that have agreed to work together in the pursuit of common goals”<sup>32</sup> Within the criminal justice system, partnership requires that system stakeholders put aside past differences or competition in favor of a mutually agreed upon or shared mission.

**Public safety:** The prevention of and protection from events that could endanger the safety of the general public such as crimes or disasters.

**Stakeholders:** People, practitioners, or actors within the system of criminal justice as well as those employed outside the system or within the community who share interest in or offer service to transitioning offenders

## **Conclusion**

Now that you have completed this module, you should be able to better understand the critical elements of the local partnering process, how to elicit representation from all appropriate segments of the community, define the roles and responsibilities of each partner, and clearly define procedures to hold each other accountable

---

<sup>30</sup> Catherine Conly, “Coordinating Community Services for Mentally Ill Offenders: Maryland’s Community Criminal Justice Treatment Program,” *Program Focus* (Rockville, MD: National Institute of Justice, 1999), available at: <http://www.ojp.usdoj.gov/nij/pubs-sum/175046.htm>.

<sup>31</sup> W.K. Kellogg Foundation Evaluation Handbook, “Using Logic Models to Bring Together Planning, Evaluation, and Action,” *Logic Model Development Guide* (Battle Creek, MI, 2004).

<sup>32</sup> Service de police de la Ville de Montréal, “Definition of Partnership,” available at: [http://www.svvm.qc.ca/EN/service/1\\_5\\_3\\_1\\_definition-partenariat.asp](http://www.svvm.qc.ca/EN/service/1_5_3_1_definition-partenariat.asp).

**DOUGLAS COUNTY KANSAS, COMMUNITY COLLABORATION  
COUNCIL ON REENTRY IMPLEMENTATION TEAM**

**EXECUTIVE COUNCIL**

Members:

Sheriff Ken McGovern, Chair  
County Commissioner Jim Flory  
State Representative and House Minority Leader Paul Davis  
United Way CEO Erika Dvorske  
The Hon. Michael J. Malone  
City of Lawrence Legal Services Director Toni Wheeler  
Cris Anderson, USD 497 (Lawrence)  
Sandra Dixon, DCCCA  
Loring Henderson, Lawrence Community Shelter  
Barbara Huppee, Lawrence-Douglas County Housing Authority  
Pat Roach Smith, Bert Nash Community Mental Health Center  
Norman White, Kansas Department of Social and Rehabilitative Services (SRS)  
Tom Kern, CEO Lawrence Chamber of Commerce

*Shannon Murphy as staff liaison*

Responsibilities

- Meet quarterly; annually with CCCR
- Champion the initiative in the community
- Vehicle for community-wide communication
- Address policy and legislative barriers for the Douglas County TJC initiative
- Identify and support the collection and review of macro-level evaluation components
- Solicit commitment from their organization
- Hold initiative accountable for meeting performance metrics

**COMMUNITY COLLABORATION COUNCIL ON REENTRY (CCCR)**

Responsibilities

- Meet bi-monthly
- Communicate regularly with Executive Council to keep them fully informed regarding the progress of the Douglas County TJC initiative
- Provide recommendations to Executive Council regarding shape of the initiative
- Develop goals, outcomes, and measures for the initiative
- Convene and oversee work groups tasked on specific implementation issues

## Module 3: Appendix A

### Members

Shannon Murphy, Chair

Dr. Christy Blanchard, Bert Nash Community Mental Health Center, Vice-Chair  
Corrections Officer II/Work Release Team Leader Kyle Appleby

Jess Bartlett, DCCCA

Sally Bartlett, Lawrence Community Shelter

Kim Bruns, University of Kansas School of Social Welfare

Mike Caron, Programs Director

Jeannette Collier, Case Manager, East Central Kansas Opportunity Corporation  
(ECKAN)

Debbie Ferguson, Community Corrections

Deputy Darcie Holthaus

Kate Heinen, Women's Transitional Care Services (WTCS)

Barbara Huppee, Lawrence Douglas County Housing Authority

Richard Jackson, CEO, ECKAN

Amy McGowan, District Attorney's Office

Jim Rumsey, Defense Attorney

Margaret Severson, University of Kansas School of Social Welfare

Sharen Steele, High School Completion Program

Sherman Tolbert, Ex-Offender/Salvation Army

Norm White, Kansas Department of Social and Rehabilitative Services (SRS)

### Missing Partners:

LEO

Physical Health

Employment

Faith-Based

Transportation

## **CCCR WORK GROUPS**

### Responsibilities

- Complete concrete, discrete tasks delegated to them by the Executive Council, Community-Based Advisory Board, and/or CCCR
  - Task-oriented
  - Clear, written directives with defined ending
- A. *Resource Card and Packets:* For inmates, staff, and the community
- a. Update resource information in facility library
  - b. Provide staff resource information
  - c. Update resource card for distribution in community
  - d. Develop resource packets for releasing inmates

Members: Sharen Steele, High School Diploma Completion Program

Module 3: Appendix A

Marcia Epstein, Headquarters Counseling  
Ben Gerrard, Headquarters Counseling  
Janice Friedman, SRS  
Katrina Harris, Heartland Regional Alcohol and Drug  
Assessment Center (HRADAC)  
Shannon Murphy, Reentry Director  
Kate Heinen, WTCS

B. *Mission Statement:*

Members: Norm White, CHAIR, SRS  
Jess Bartlett, DCCCA  
Shannon Murphy, Reentry Director  
Sherman Tolbert, 10<sup>th</sup> Street Ministries/Salvation Army

C. *Screening (for all) and Assessment (target population)*

Members: Deborah Ferguson, Deputy Director Community Corrections  
Steve Freeman, Administrative Sergeant  
Jason Hess, HRADAC  
Wes Houk, Operations Lieutenant  
Shannon Murphy, Reentry Director  
Libby Scott, State Parole Officer  
Eric Spurling, Classification Sergeant  
Sharon Zehr, LCSW Bert Nash Community Mental Health  
Center

D. *Data Evaluation (facility- and community-based):*

Members: Dr. Christy Blanchard, Bert Nash Community Mental Health  
Center  
Kim Bruns, University of Kansas School of Social Welfare  
Shannon Murphy, Reentry Director  
Janeen Buck, TJC Liaison

E. *Statutory and Policies/Procedures Barriers: To Be Developed*

F. *Programs (facility- and community-based): To Be Developed*

G. *Release Plan: To Be Developed*

H. *Case Management (facility- and community-based): To Be Developed*

I. *Mentoring: To Be Developed*

Module 3: Appendix B

Checklist: Reaching out to earn partner support		Notes
1.	Determine if the person you plan to contact is familiar with your agency.	
2.	Highlight why you think their agency would make a great partner.	
3.	Figure out their potential role in the transitional process.	
4.	Understand what needs they have and how partnering will help them.	
5.	Consider what incentives exist for them to participate.	
6.	Think about the issue from their frame of reference.	
7.	Identify the benefits this partnership will bring to their agency.	
8.	Review the written materials you have developed to explain your agency and the TJC model.	

Module 3: Appendix C

Checklist: First Communication		Notes
1.	Make first contact in person, by phone, or an e-mail followed by a phone call.	
2.	If possible, make first contact at their site where they feel most comfortable.	
3.	Introduce yourself.	
4.	Describe the TJC model.	
5.	Give them a brochure on the TJC model or attach a Microsoft Word or PDF file to an e-mail.	
6.	Tell them the agency you represent would like to develop a coordinated reentry committee that brings different agencies together to improve successful outcomes of the reentering population.	
7.	Make sure to ask question and determine their needs.	
8.	Invite them to take a tour of your agency.	

---

---

# TRANSITION FROM JAIL TO THE COMMUNITY INITIATIVE Kick-Off Meeting Agenda Template

---

---

## AGENDA

Example for a Two Day Meeting

### First Day

**9am**

**Welcome and Introductions**

- Introductory Exercise: What share of 100 jail cases has been touched by social service organizations in the community?

**9:30am**

**Why We're Here – Goals of Meeting and Organization of the Two Days**

- Officially launch TJC and introduce model to stakeholders and providers
- Develop shared goals and joint ownership
- Begin substantive strategic planning – what is the team doing now; where do they want to go; how to get there
- Assess technical assistance needs

**9:45am**

**What Jail Transition Looks Like in \_\_\_\_\_ County**

- Who is getting out?
- Where are they going?
- What services are available to them?
- What key information is unknown?

Session Goal: Build a common understanding of the jail transition issue in the county to work from during the kickoff meeting, and spotlight what is unknown

**10:45am**

**Break**

**11:00am**

**Introduce TJC Model**

- Presentation of TJC model
- For each piece of the model, participants asked on a scale of 1-3 where they think the county is relative to that element
  - Solicit comments from a few participants for each piece

Session Goal: Attendees understand the TJC model well enough for it to serve as the framework for the two days and beyond; understanding of what the county is doing that can be built upon, and where there's work to do

**11:45am Leadership, Vision, and Organizational Culture**  
*(Facilitators: Panel of criminal justice coordinating council leaders, community leaders, corrections personnel, and reentry coordinator/specialist)*

- Working session on mission and vision development
- Preliminary mission statement shared with attendees, they are asked to send thoughts to coordinating team
  - These thoughts presented at meeting
  - Discussion focused on values around reentry

Session Goal: Begin working toward consensus on the shared values that will guide the TJC effort

**12:15pm Working Lunch: Building and Sustaining an Evidence-Based Approach to Jail/Community Transition**  
*(Presenter: Evidence Based Approach Expert)*

**1:15pm Collaboration and Joint Ownership**

- Who's missing from this group?
  - Brainstorm as a group
- What would success look like? [breakout groups]
  - System outcomes
  - Individual outcomes
  - People indicate priority

Session Goal: Find out what participants want this effort to have brought about in two years; feed into the data discussion—how would you measure to see if you've done them?

**3pm Break**

**3:15pm Data-driven Understanding of the Local Issue**

- What more does the team need to know about the local problems and assets?
- How can they get that information?

Session Goal: Clarifying what a data-driven effort means, and how data might be used at the front-end (problem identification) and the back end (measurement of effectiveness of interventions)

**4:30pm Adjourn**

## Day 2

**9:00am**      **Recap Previous Day; Overview of Day Ahead**

**9:15am**      **Transition Intervention Strategies**

- Introduction to Triage matrix
- Breakout groups work on filling matrix, by area
  - Screening and Assessment
  - Transition Plans
  - Pre-Release Interventions
  - Post-Release Interventions
- Breakout questions
  - Define target populations
  - Flag one easy win
  - Identify the most important element, the “must-have”

Session Goal: Surface issues, build understanding of the Triage matrix, begin process of thinking through the problem in triage matrix terms

**11:45am**      **Working Lunch: Creating Effective Connections between Community Service Agencies and Jails**

*(Presenter: Speaker on building collaboration)*

**12:30pm**      **Self-Evaluation and Sustainability**

- *Information-sharing*
- *MOU's*
- *Media/outreach/public education efforts*

**1:30 pm**      **Wrap Up and Next Steps**

**2pm**          **Adjourn**

## Icebreakers for use in a TJC Reentry Meeting

### Icebreaker Example

- Ask everyone to list one or two barriers inmates face in your city or county when returning home.
- Have a staff member outline the points on easel paper pads to keep the information current in the participants' minds.
- Now go around again and ask what barriers the individual agencies face in helping inmates address their multiple needs.
- Make sure to prod them to be honest and discuss challenges the group has the authority to change, including in your own department.
- Agencies are reluctant to air their dirty laundry, especially if the jail doesn't acknowledge their own problems developing successful reentry strategies.

### Icebreaker Exercise

The following are some questions for you to answer that will help the group have a better understanding of who is part of this meeting and where everyone is coming from.

1. Please provide your name and where you work to the group.
2. Tell us a bit about the jurisdiction you work in:
  - What is the size of the facility/agency you work in?
  - What type of population are you working with?
  - What is your vision of where you are going with reentry?
  - What are some of your expectations for the meeting?
  - What are some of the issues you would like to address during the meeting?

## CJC Operational Overview

### A Brief History of the Criminal Justice Council

In October 1992, County Executive William R. Steinhaus presented to the Legislature a comprehensive criminal justice plan entitled, “Approach to Community Corrections and Jail Overcrowding” that recommended a need for an active *Criminal Justice Council*. The Legislature approved the plan and passed Resolution #61 of 1993 to reestablish the Criminal Justice Council (CJC) as “necessary to support an efficient and effective criminal justice system.”<sup>1</sup> Membership and appointments were defined in Resolution #61 of 1993.

Following the approval of the local law, the Criminal Justice Council membership was established, and the group met monthly. During its early years, the Criminal Justice Council increased the capacity of the Alternatives to Incarceration programs including Intensive Treatment Alternatives Program (ITAP), Transitional Housing and electronic monitoring. The Council also supported the upgrading of the criminal justice information systems and the 1995 jail addition of 100 beds.

As outlined in the local law, the Criminal Justice Council advises the County Government and may assist in the development of ways to relieve jail overcrowding, improve case processing and dispositions, and encourage and monitor alternatives to incarceration. However, the Criminal Justice Council does not oversee the internal operation of any agency. Specific duties include, but are not limited to, the following:

- Promote cooperation among criminal justice system stakeholders.
- Establish committees or special task groups to advance the goals of the criminal justice system.
- Develop and recommend policies, as appropriate, to achieve improved management of the criminal justice system.
- Act as a planning group for relief of jail overcrowding.
- Research, develop and recommend new programs or initiatives based on evidence-based practices.
- Review and comment on program initiatives.
- Advise and assist with the development and administration of the Criminal Justice Management Information Systems.
- Provide statistical analysis and evaluation of data to enhance the criminal justice system’s effectiveness.
- Measure the criminal justice system’s effectiveness through evaluation of internal processes and outcomes.
- Communicate findings to involved agencies and the public.
- Determine and recommend priorities for resource allocation.

---

<sup>1</sup> In 1977, the Dutchess County Legislature created a *Dutchess County Justice Coordinating Council* (Resolutions 233 and 459 of 1976); the Council became inactive and did not function during the mid-1980s.

- Identify funding and service opportunities among non-government entities to advance the effectiveness of the criminal justice system.
- Develop and approve its annual budget for the lead county department.
- Approve the County's ATI Service Plan.
- Convene meetings and workshops to further the goals of the Council.

The Criminal Justice Council issues reports as necessary or as requested to the County Executive and the County Legislature. The Council also serves as the County's ATI Board and functions in a manner consistent with State ATI requirements (e.g. expanded membership or reporting requirements).

During 1998-1999, the Criminal Justice Council worked with the National Institute of Corrections (NIC) as one of ten national sites to develop a strategic planning process. The following **Vision Statement** for the work of the Criminal Justice Council was created:

*The Criminal Justice Council has become a system where the overriding concern is for the fair, equitable, cost-effective and efficient administration of justice for the immediate and long term; preventive programming is being developed to minimize entry and re-entry into the criminal justice system; planning is system based with goals and outcomes; decisions are grounded in information, research and facts, not politics; all Criminal Justice Council members are committed to actively work together to achieve this goal.*

During the strategic planning process, the Criminal Justice Council identified the following **Goals** for the local criminal justice system:

- ❖ Ensure public safety
- ❖ Ensure cost effectiveness
- ❖ Enhance system effectiveness
- ❖ Reduce recidivism
- ❖ Increase community involvement.

As a result of the strategic planning process, the Criminal Justice Council developed a comprehensive committee structure. This structure is accommodated by the local law, which states that the Criminal Justice Council may adopt such additional roles and procedures as are necessary for the efficient and orderly conduct of its business by majority vote of its current membership. Currently, a steering committee meets monthly and is responsible for the on-going oversight of the Council's strategic direction as well as issuing directives for the committees' responsibilities and tasks. The committee structure was implemented fully in 2000 to encourage the Criminal Justice Council to become pro-active and to track its progress in relationship to its goals (evidence based practice).

### **Organizational structure**

The County Executive appoints a *Chair* from the Criminal Justice Council membership and the Chair serves for a term of two years.<sup>2</sup> The Chair then appoints the Vice Chair and Committee

---

<sup>2</sup> The initial chairperson's term expired on December 31, 1994.

Co-Chairs, forms new committees as needed, approves the CJC budget expenses, directs staff or consultants, and speaks for the Criminal Justice Council. With input from the Executive Committee, the Chair sets the agendas and facilitates the Executive Committee and the Council meetings. The Vice Chair acts on behalf of the Chair in his/her absence.

The County Executive also directs a County department to act as the lead agency to the Council; this is currently the Department of Planning and Development. Consistent with its role as lead agency, the Department of Planning presents the annual CJC budget to the County Executive and Legislature for approval and is the oversight agency for any consultants and/or independent county contracts, and may provide additional administrative support as needed.

During the Criminal Justice Council's work with the National Institute of Corrections, it was identified that the Council's expanded structure needed dedicated administrative support with a *CJC Coordinator* position. Therefore, the CJC Coordinator position was developed and is fulfilled by an independent contractor who provides support to the CJC and its committees under the direction of the Chair. (For CJC Coordinator Tasks/Responsibilities see Appendix A.)

The Criminal Justice Council meets bi-monthly starting in January from 8:00 to 10 AM. Meetings are open to the public. Meetings may be cancelled by the request of the CJC Chair for good cause. Special meetings of the full Council may be called by the Chair or Executive Committee with at least a five day notice sent electronically, by phone or by mail. The Criminal Justice Council uses Robert's Rules of Order. For voting, there shall be a quorum present (50% of the current membership); however, the Council strives for consensus in decision-making. The public may speak at the Council meetings at the discretion of the Chair.

The Chair may request a new appointment for replacement of any member who has not attended meetings for one year or expresses a desire to resign.

### **Membership**

In addition to those outlined within the local law, the Criminal Justice Council has evolved to include the following voting members:

#### **Ex Officio Members or their designees:**

- County Executive
- District Attorney
- Public Defender
- County Sheriff
- Corrections Administrator
- Director of Probation and Community Corrections
- Commissioner of Social Services
- Commissioner of Mental Hygiene
- Director, Dutchess County Youth Bureau
- Commissioner of Planning and Development

Local Area Supervisor of NYS Division of Parole  
President, DC Bar Association  
President, DC Association of Police Chiefs  
President, DC Magistrates Association  
CJC Executive Committee Members

Other Voting Members:

Two members<sup>3</sup> from each caucus of the DC Legislature appointed by the Chair of Legislature (2 year term concurrent with legislative term).

One Family Court Judge and one County Court Judge, each appointed jointly by Chair of the Legislature and the County Executive, 2 year term.<sup>4</sup>

One City Court Judge from either of the two cities jointly appointed by Chair of the Legislature and County Executive, 2 year term.<sup>5</sup>

One local judge from either the village or town courts appointed by the President of the DC Magistrates Association, 2 year term.<sup>6</sup>

A member of the City of Poughkeepsie Common Council appointed by the Chair of the Legislature.

Six Citizens Appointments are made by the following:

Three citizen appointments by the County Executive, 2 year terms expiring as follows: 12/31/93, 12/31/94, 12/31/95

Three citizen appointments by the Chair of the Legislature, 2 year terms expiring as follows: 12/31/93, 12/31/94, 12/31/95

The six at large citizen members shall be a cross-section of the community to take into consideration the nonprofit, minority, business, clergy and other community groups as well as geographic balance, at least one of whom shall be an ex-offender.

In July 2005, the Criminal Justice Council voted to accept the Director of the Health & Human Services Cabinet (new county position) as a member.

---

<sup>3</sup> Resolution #29 of 1998 amends Resolution #61 of 1993 increase membership from one to two per caucus: "Two members from each caucus of the Dutchess County legislature, appointed by the chair of the legislature to a two-year term with said terms to be concurrent with their legislative term."

<sup>4</sup> Expired 12/31/94.

<sup>5</sup> ditto

<sup>6</sup> ditto

## **Committee Structure**

In order to achieve its goals, the Criminal Justice Council has a working committee structure to fulfill the assigned tasks and to pursue the annual work plan strategies. The following committee structure has evolved since 2000 to meet the changing needs of the Criminal Justice Council:

As the ongoing, working steering committee that meets monthly in closed sessions, the **Executive Committee's** mission is to set strategic direction, to ensure the Council's work addresses its mission, to analyze criminal justice system policies, and to make recommendations to the County Executive and Legislature. To ensure communication with and feedback from the various committees, such committees' co-chairs are considered members of this workgroup. Under the leadership of the Chair, the Executive Committee has the following responsibilities:

- Recommends an annual budget;
- Approves the hiring of any staff, consultants or independent contractors and evaluates their work;
- Approves the committees' work plans and/or projects, and determines if the committees' recommendations should be brought to the full Council;
- Assigns specific tasks to committees or ad-hoc workgroups as needed;
- Reviews and supports grant applications to fulfill the goals of the council;
- Makes on-going operational decisions; and
- Evaluates the criminal justice system outcomes.

Executive Committee membership currently includes the following titles or their designees:

- Chair and Vice Chair
- Immediate Past Chair and Past Vice Chair
- Commissioner of Planning and Development
- County Executive
- District Attorney
- Director of Probation and Community Corrections
- Jail Administrator
- Executive Director of Youth Bureau
- Public Defender
- Commissioner of Mental Hygiene
- Director of the Health & Human Services Cabinet
- Co-chairs of the CJC Committees: Prevention, Sanctions, Jail/ATI Census, Community Involvement, Victims, and Women Involved in the Criminal Justice System.

The **Prevention Committee's** mission is to enhance the continuum of prevention and intervention services for youth under 21 years of age throughout the County based on a vision that we strongly value children, youth and families. The Committee envisions a community environment that is safe, supporting, nurturing, healthy and drug-free. This is done through education on best practices or evidence based programs, identifying service needs and supporting

specific prevention/intervention initiatives and reviewing these initiatives' outcomes. The Prevention Committee meets bi-monthly starting in January. Clerical support is currently provided by the Youth Bureau. The Prevention Committee's responsibilities include:

- Updates a three year plan including trend data and resources to identify the needs of youth under 21 involved in the criminal justice system and incorporates the findings and priorities of related committees of Juvenile Justice Task Force, Court Involved Youth, and Alternatives to Juvenile Detention Committees;
- Promotes the Developmental Assets as a primary prevention strategy;
- Serves as an advisory committee, including but not limited to, DCJS Implementation Grant to address City of Poughkeepsie's Juvenile Violent Crime; and
- Continues to educate public and youth providers on emerging youth gang issues and supports prevention programs including but not limited to the G.R.E.A.T. Program, County's Youth Gang Prevention Initiative and the Safe Passage program.

Current Membership includes, but is not limited to: representatives of the following county departments: Jail, Mental Hygiene, Probation, Youth Bureau, and Legislature; City of Poughkeepsie Police; and interested community agencies such as: Astor, Community Action Partnership-BB/BS, Council On Addiction Prevention Education (CAPE), Family Services, Hands on! the Hudson Valley, Hudson River Housing's River Haven, Mediation Center, Mental Health Association, and Poughkeepsie Housing Authority.

The **Sanctions Committee's** mission supports the vision of a system of graduated sanctions that identifies fair, equitable and cost-effective enforcement and treatment programs, and these shall be made available to every individual entering the criminal justice system. The Sanctions Committee meets bi-monthly starting in January. Clerical support is currently provided by the Department of Mental Hygiene. The Sanctions Committee responsibilities include:

- Research and promotes innovative concepts and programs such as Alternatives to Incarceration;
- Evaluates the effectiveness of the graduated sanctions continuum;
- Continually review and monitor the continuum of sanctions and identify gaps in the system;
- Educates participants in the criminal justice system and the general public about treatment versus punitive sanctions;
- Monitors the new sanction initiatives impact on the system such as the Sex Offender's Management Initiative, Road to Recovery, Specialty Courts and use of evidence-based curriculum programs; and
- Works with the Division of Parole to assist with identifying, engaging and linking parolees to services to reduce the parole violator population in the jail.

Current membership includes, but is not limited to: representatives of the departments of Mental Hygiene, Department of Social Services, Sheriff, Public Defender, District Attorney's Office; City of Poughkeepsie Police; Family Court and related community agencies such as Southern Dutchess Chamber of Commerce, Nubian Directions, Mental Health Association/The Living

Room, Mid-Hudson Alcoholism Recovery Center (MARC), Family Services, Inc, PEOPLE and community members.

The **Jail/ATI Census Committee's** mission is to increase the criminal justice system's effectiveness through evaluation of system process issues (day to day policies/ practices). The Jail/ATI Census Committee meets monthly. Clerical support is provided by the CJC Coordinator. The Jail/ATI Committee's responsibilities are to review the jail/ATI population census and address processing issues such as:

- The referral process for ATI programs;
- Addressing the ATI applicants' insurance issues that affect their admission to rehabilitation programs;
- Reviewing the length of stay cohorts;
- Reviewing the length of time data for pre-sentence investigations for identified cohorts;
- Evaluating and recommending additional services/tools to increase the effectiveness and efficiency of the criminal justice system; and
- Continuing to evaluate the needs to address reentry issues.

Current Membership includes, but is not limited to: representatives from the Public Defender's Office, Probation, Mental Hygiene, District Attorney's Office, Jail, Parole, Department of Social Services, Legislature and service providers such as Family Services, Inc.

The **Community Involvement Committee's (CIC)** mission is to help Dutchess County community members be aware and be involved in bringing about justice for the entire community. The CIC acts as a liaison between the Criminal Justice Council and the community. The CIC meetings are held regularly, but are not set to a schedule. Clerical support is provided by the CJC Coordinator. The CIC responsibilities include:

- Continued outreach to the faith-based community to partner in initiatives such as the Big Brothers/Big Sisters mentoring for children with parents involved in the prison system;
- Application of the Restorative Justice principles;
- Discussion on all aspects of re-entry issues;
- Increase public awareness of the need for low income housing and the impact of lack of housing opportunities on the criminal justice system; and
- Educate the community about the mentally ill and special populations involved in the criminal justice system.

Current CIC membership includes, but is not limited to: representatives of the county departments of Probation, Sheriff, Legislature; community members, and related service providers such as Mental Health Association, Catharine Street Community Center, Community Action Partnership/BBBS, Family Services Inc., Mediation Center, and Interfaith Council.

The **Victims Committee's** mission is to restore victims to their sense of dignity and empowerment. The Victims Committee meets monthly. Clerical support is currently provided by the District Attorney's Office. The Victims Committee responsibilities include:

- Educate community members, law enforcement and others on issues that relate to crime victims;
- Maintain knowledge of existing victim programs (local and emerging) and advocate to fill local gaps in victims services consistent with best practices;
- Outreach and education/training to local police departments and other services and groups in regards to victims issues; and
- Publication and distribution of free educational materials on victims' services.

The Victims Committee membership is inclusive and strengthened by cross membership with other committees, and groups. The committee membership includes cross affiliation with members of the Dutchess County Universal Response to Domestic Violence, the Domestic Violence Service Providers, the Dutchess County Committee on Sex Offender Management, the Citizen's Advisory Committee on Domestic Violence and the Dutchess County Coalition Against Domestic Violence and Sexual Assault. Specific representation includes the District Attorney, Town of Poughkeepsie Police Department, Dutchess County Legislature; New York State Police; Family Services, Inc., Crime Victims Assistance Program of Family Services, Inc., Grace Smith House, SAFE (Sexual Assault Forensic Examiner) Program, Marist College, Battered Women's Services, Dutchess County Mediation Center, Child Abuse Prevention Center, and related service providers who choose to attend and participate.

The **Women Involved in the Criminal Justice System Committee's** mission is to address the unique challenges of women who are involved in the criminal justice system. The Women Involved in the Criminal Justice System (WCJS) Committee meets monthly. Clerical support is provided by the CJC Coordinator.

The WCJS Committee's responsibilities include:

- Determine existing programs and advocate for gender specific programs where appropriate;
- Comprehensive system assessment via research review and local survey;
- Education of local criminal justice system providers about the specific needs of women offenders; and
- Promote system awareness and responses to women offenders.

Current WCJS membership includes, but is not limited to: Probation, City of Poughkeepsie Police, Parole, Jail, District Attorney, Public Defender, Department of Social Services (DSS), Family Services, Inc., and Domestic Violence (DV) service providers.