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 www.jailtransition.com/Toolkit. 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 decision making
- Educational services
- Employment
- Family reunification
- Financial services

- Health care services
- Mental health services
- Mentoring
- Substance abuse treatment
- Vocational training

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised October 2015

Page 1 of 41

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
- Pretrial services staff
- Policymakers.
- Other system stakeholders
- Judges and Officers of the Court

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:

- Understanding the benefits of collaboration and joint ownership
- Identifying partnering agencies
- Determining each party's responsibilities
- Structuring your TJC collaborative
- 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:

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 2 of 41

- Identify the diverse and multiple partners in your community including existing advisory committees.
- Coordinate a collaborative planning process.
- Organize a reentry implementation committee of partnering agencies.
- Develop shared goals and principles.
- 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.

Transition from Jail to Community Implementation Toolkit   Page 3 of 41
www.jailtransition.com/toolkit
Revised December 2013
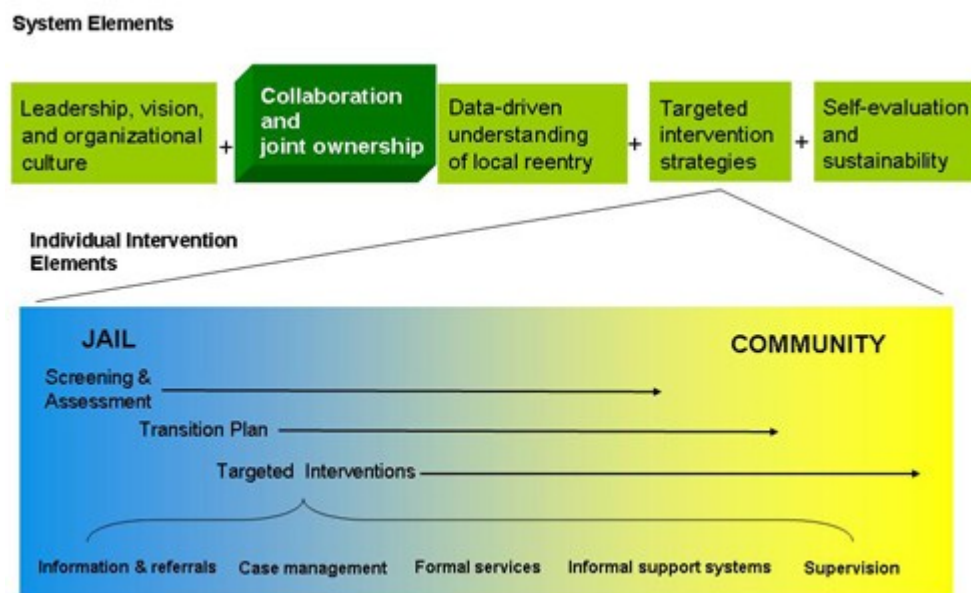
Section 1: What Is Collaboration?

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."[1] If communication is the foundation of the partnering pyramid, collaboration is the pyramid's tip, with coordination and commitment squarely in the middle.[2]

The Four C's of Partnering

Collaboration
A spirit of willing cooperation & mutual respect that allows different Entities to share a common vision to contribute to the process.

Coordination
A sequenced plan of action, agreed to by all parties, delineating who will do what, when & for what duration.

Commitment
A good-faith pledge by all partners to do whatever each has resources to do, with no concern for who gets credit.

Communication
The free sharing of information and knowledge.

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.

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		

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[1] W. A. Kraus, *Collaboration in Organizations: Alternatives to Hierarchy* (New York: Human Sciences Press, 1980), p. 12.

[2] *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

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 4 of 41

	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.		

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."[3]

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."[4]

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.

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[3] D. Robinson, T. Hewitt, and J. Harriss, *Managing Development: Understanding Inter-organizational Relationships* (London: Sage for the Open University, 1999), 7.
[4] Kraus, *Collaboration in Organizations,* 12.

Transition from Jail to Community Implementation Toolkit   Page 5 of 41
www.jailtransition.com/toolkit
Revised December 2013

Reentry Revisited

Let's revisit what we have learned so far in the Collaborative Structure and Joint Ownership module. Please complete the following statement

The four C's of successful partnering are:

- o   Communication, commitment, consistency, collaboration.

- o   Communication, commitment, coordination, collaboration.

- o   Communication, commitment, conflict, collaboration.

- o   Communication, commitment, competition, collaboration.

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.

Transition from Jail to Community Implementation Toolkit   Page 6 of 41
www.jailtransition.com/toolkit
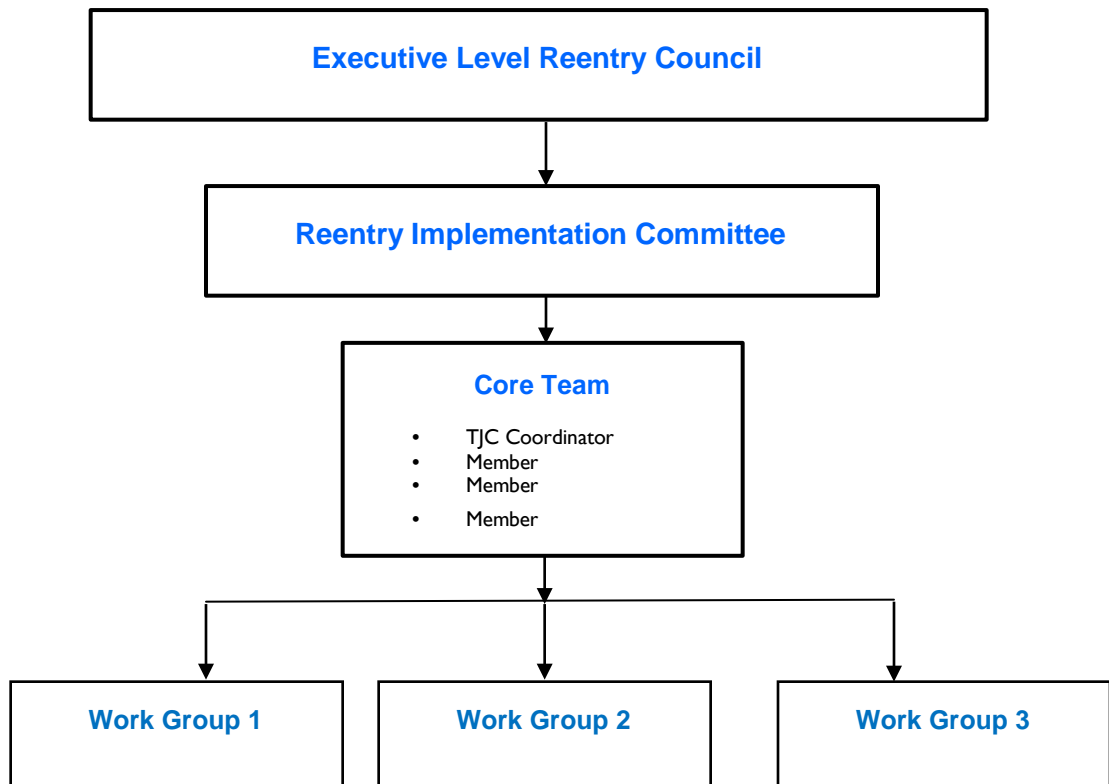Revised December 2013

TJC Leadership Profile

Chester Cooper is Director of the Hennepin County's Department of Community Corrections and Rehabilitation (DOCCR). He joined DOCCR in 2008, bringing 30 years of law enforcement experience to the position. Director Cooper began his career as a Detention Deputy with the Hennepin County Sheriff's Office and has held the ranks of Deputy, Sergeant, Lieutenant, Captain, and Inspector as well as Area Director of DOCCR overseeing Adult Services and Deputy Sheriff. In 1994, he was awarded the Medal of Honor by the Minnesota Public Safety Service Awards Committee. A graduate of the FBI National Academy in Quantico, Virginia, he also holds a Bachelor's Degree from the University of Minnesota (1982). Director Cooper is active in his community serving as church Deacon; in this capacity he reaches out to the community in various ways by assisting those in need.

What is your approach for getting multiple agencies to work collaboratively, getting work done, and accomplishing TJC Initiative goals? The key element of successful partnering is to first identify each agency's goals (recidivism reduction, public safety, other client outcomes such as housing, employment, etc.) and then include representatives from those agencies in the planning process to help ensure their desired outcomes are achieved; it is also critical to work toward a long-term funding strategy. This said, it was beneficial for us to choose a strong lead (United Way) to advise us on community engagement issues. Having established service providers sit on the core TJC team and attend the community TJC meetings were helpful to support and maintain a shared focus and an understanding of the TJC's initiatives, goals and outcomes.

Transition from Jail to Community Implementation Toolkit   Page 7 of 41
www.jailtransition.com/toolkit
Revised December 2013

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 or criminal justice coordinating council; a reentry implementation committee that includes a core-team group of members 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.

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│     Executive Level Reentry Council      │
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       │        Core Team         │
       │   • TJC Coordinator      │
       │   • Member               │
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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 2.4, is available in the online version of this toolkit section at http://datatools.urban.org/features/tjctoolkit/module3/TJC_Implementation_Roadmap_Toolkit_ta sk2.xls. The tasks are also outlined in the textbox on the following page.

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 8 of 41

1. Forming an Executive –Level Reentry Council

In many jurisdictions, the executive-level reentry council is initially charged with developing the organizational structure of the reentry implementation committee. This council should be composed of high-level individuals such as sheriffs, county commissioners, city council members, jail administrators, judges, and officers of the court. 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. Many jurisdictions already have an executive-level reentry or criminal justice coordinating council, or some other established body that can serve in this function. Adding the TJC Initiative, however, to the agenda is key.

Responsibilities of the executive-level reentry 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 measures.
- Setting policy for the TJC initiative.
- Identifying macro-level evaluation components.

2. Forming a Reentry Implementation Committee

The reentry implementation committee is a central team of individuals who 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.

TJC Roadmap Task 2: Collaboration Structure and Joint Ownership

2.1 Create structure to plan and implement the jail transition strategy
- 2.11 Create TJC core team
- 2.12 Convene TJC Implementation Committee
- 2.13 Define scope of authority, reporting responsibilities of components of TJC structure
- 2.14 Select implementation committee chair or co-chairs
- 2.15 Form topical working groups
- 2.16 Revisit and update committee membership

2.2 Solidify joint ownership of effort by broad stakeholder community
- 2.21 Invite key stakeholders to participate in TJC Implementation Committee
- 2.22 Identify additional partners to bring in based on key roles, knowledge and skills not represented in the current Implementation Committee
- 2.23 Invite additional partners in
- 2.24 Evaluate degree to which jail transition effort is jointly owned and led by jail/criminal justice agencies and the community

2.3 Develop information and data-sharing mechanisms
- 2.31 Allow partners access to existing data systems, where relevant and appropriate
- 2.32 Determine distribution for initiative information (assessment results, case plans)

2.4 Create initiative case flow model including all partners
- 2.41 Create case flow diagram describing pre-initiative process by which jail population moves through the system and accesses interventions
- 2.42 Create TJC case flow diagram indicating the process by which jail population will receive interventions under the TJC systems approach

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Transition from Jail to Community Implementation Toolkit   Page 9 of 41
www.jailtransition.com/toolkit
Revised December 2013

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-level reentry council will meet to recommend implementation committee membership. Some of the members may come from the reentry 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 implementation committee is convened prior to the executive-level reentry council.

Responsibilities of the reentry implementation committee may include, but are not limited to, the following:
- Meeting at least monthly.
- Communicating regularly with the executive-level reentry council to keep them fully informed on the progress of the TJC initiative.
- Providing recommendations to the executive-level reentry council on important 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.
- Providing for clear date of review for each of these to monitor the progress of the group.

Consider inviting the jail's TJC reentry coordinator (e.g., 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.

3. Core Team

An effective core team is an integral part in the success of implementing TJC in your community. Unlike, the **executive-level reentry council** and the larger reentry implementation committee, the core team is the key mechanism for sharing day-to-day leadership of the TJC effort. This small group of people work closely with the designated TJC coordinator who is championing the TJC model in your community to monitor progress, identify priority tasks, and carry them out. Core teams create multiple keepers of the "big picture" regarding the TJC strategy and increase the ability of sites to make progress in multiple areas simultaneously. The most effective core teams include people from different agencies, representing both criminal justice and community spheres, who contribute varied perspectives and knowledge bases to TJC implementation planning.

4. 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 the skill set, subject expertise, and the interest in completing these tasks

Transition from Jail to Community Implementation Toolkit   Page 10 of 41
www.jailtransition.com/toolkit
Revised December 2013

For example, a community provider with expertise in correctional programming may be involved in a curriculum development subcommittee but not invited to the custody and resources subcommittee.

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 executive-level reentry council for review and approval.

Experience from the TJC Phase 1 learning sites informs us that working groups are most efficient when they are assigned a specific purpose, accomplish their assignment, and then disband with the understanding that the group can be renewed whenever appropriate. Each working group automatically expires after 12 months, unless the reentry implementation committee determines the group should continue.

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.*

5. Memoranda of Understanding

The success of the reentry implementation 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.

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 11 of 41

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 implementation 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.

> ### 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

Information Sharing

MOUs or other information release forms are essential when developing structures for information sharing and service coordination among providers and between providers and the facility. The most common reason for poor information sharing is confusion or misperceptions around what agencies are allowed to share while enforcing privacy policies and requirements. 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.

Transition from Jail to Community Implementation Toolkit   Page 12 of 41
www.jailtransition.com/toolkit
Revised December 2013

For more information and examples from the field

1. Crayton, Anna, Liz Ressler, Debbie Mukamal, Jesse Jannetta and Kevin Warwick. Partnering with Jails to Improve Reentry: A Guidebook for Community-Based Organizations, Urban Institute. Available: http://www.urban.org/UploadedPDF/412211-partner-with-jails.pdf.

2. Cushman, Robert. C. 2002. *Guidelines for Developing a Criminal Justice Coordinating Committee*. The National Institute of Corrections. Available: http://static.nicic.gov/Library/017232.pdf

3. Davidson County, TN. Faith-based jail to the community work group statement of purpose with measurable short and long term goals. Available: http://datatools.urban.org/features/tjctoolkit/module3/Davidson-JTC-Faith-and-Community-work-group-charter.pdf

4. San Diego, CA. San Diego Reentry Roundtable Overview. Available: http://www.211sandiego.org/Re-entry_roundtable.

5. Howard County, MD. TJC Organizational Structure. Available: http://datatools.urban.org/features/tjctoolkit/module3/Howard_County_Org_Structure.pdf.

6. Douglas County, KS, Sheriff's Office *Reentry News* highlights reentry-related programs at the jail, acknowledges staff from the jail and community by name for their work, etc. Available: http://www.dgso.org/web/index.php?option=com_content&task=view&id=112&Itemid=94

Organizational Chart Examples

1. Denver. Initial organizational chart and working group outcomes explaining early TJC initiative structure and responsibilities (Large jail example). Available: http://datatools.urban.org/features/tjctoolkit/module3/TJC-Denver-Org-Chart-2009.pdf.

2. Kent County, MI. Initial organizational chart explaining early TJC Initiative Structure (Medium/large jail example). Available: http://datatools.urban.org/features/tjctoolkit/module3/Kent-TJC-initiative-structure.pdf

3. La Crosse County, WI. Initial organizational chart and mission explaining early TJC Initiative structure (Medium/large jail example). Available: http://datatools.urban.org/features/tjctoolkit/module3/La-Crosse-TJC-structure-draft.pdf.

Transition from Jail to Community Implementation Toolkit Page 13 of 41
www.jailtransition.com/toolkit
Revised December 2013

4. San Diego, CA. San Diego County TJC Initiative Structure. (Large jail example). Available: http://datatools.urban.org/features/tjctoolkit/module3/San_Diego_County_TJC_Initiative_Structure_v2.docx

Memorandum of Understanding and Partnership Agreement Examples

1. Johnson, Mary, and Linda Sterthous. 1982. *A Guide to Memorandum of Understanding [MOU] Negotiation and Development.* This is a great guide for a complete understanding of how to develop an MOU. The authors provide model MOUs that are easily adaptable when developing interagency agreements for a returning population. Available: http://aspe.hhs.gov/daltcp/reports/mouguide.pdf

2. Davidson, County, TN. Memorandum of Understanding between Sheriff's Office and TJC partner agencies (Davidson County, TN). Available: http://datatools.urban.org/features/tjctoolkit/module3/Recovery-Community-partnership.pdf

3. New York City Department of Health and Mental Hygiene Memorandum of Agreement example is a template to use between agencies. Note the paragraph on page 2 of the NYC MOU dissolving both parties of liability. A similar provision in your MOU could make the agencies you approach more comfortable signing such an agreement. Available: http://datatools.urban.org/features/tjctoolkit/module3/NYC_agreement.pdf

4. Orange County, CA. Memorandum of Understanding between Sheriff's Department Inmate Reentry Unit and TJC partner agencies (Orange County, CA). Available: http://datatools.urban.org/features/tjctoolkit/module3/MOU-3_11_10.pdf

5. Snohomish County, WA. Department of Corrections' Collaborative Agreement with the County's Human Services Department and the Washington State Department of Corrections. Available: http://datatools.urban.org/features/tjctoolkit/module3/Snohomish_County_agreement.pdf

6. Denver, CO. Partnership agreement with vision/mission. Available: http://datatools.urban.org/features/tjctoolkit/module3/Denver_Partnership_Agreement.pdf

7. Sullivan County, NH. Department of Corrections' Memorandum of Understanding. Available: http://datatools.urban.org/features/tjctoolkit/module3/Sullivan_County_memorandum.pdf.

Transition from Jail to Community Implementation Toolkit   Page 14 of 41
www.jailtransition.com/toolkit
Revised December 2013

Reentry Revisited

Let's revisit what we have learned so far in the Collaborative Structure and Joint Ownership module. Please answer the following questions.

1. It is important to formalize agreements because

o   Informal agreements have been shown not to work.

o   They help build cohesive teams.

o   They prevent innovation.

o   They spell out details of the relationship.

2. MOUs add credibility and professionalism to the reentry committee's collaboration.

True/False

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.

Transition from Jail to Community Implementation Toolkit   Page 15 of 41
www.jailtransition.com/toolkit
Revised December 2013

TJC Leadership Profile

Jane Klekamp has been the Justice Sanctions Program Manager in La Crosse County Wisconsin since graduating from UW-Madison in 1995 with a Master's Degree in Social Work. Since her hiring, Jane has been the staff person for the Criminal Justice Management Council. In that role she works collaboratively to develop programs that decrease the jail population and reduce recidivism using the principles of evidence based practice within the constraints of county funding.

What is your approach for getting multiple agencies to work collaboratively, getting the work done, and accomplishing TJC Initiative goals? The staff support provided by the TJC Initiative has provided La Crosse County with the information, tools, and assistance necessary to fulfill the goals of the TJC Initiative. Providing the opportunity for collaboration between county agencies and community partners has been vital to the work being done in La Crosse. Setting goals, sharing information, demonstrating transparency, and providing consistent support of the collaborative process has been the foundation of accomplishing the goals. The solid framework established by the TJC Initiative leaves La Crosse in a strong position to maintain the momentum of the project in the future.

Transition from Jail to Community Implementation Toolkit   Page 16 of 41
www.jailtransition.com/toolkit
Revised December 2013

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 jail staff, other criminal justice and human service 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 long-term public safety.

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

1. **Select a TJC coordinator**
2. **Identify partnering agencies and interested stakeholders**
3. **Reach out to earn partner support**
4. **Convene the partnering agencies**
5. **Identify shared goals, principles, and outcomes of interest**
6. **Write a mission and vision statement**
7. **Document partner agencies' resources and gaps**
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 TJC coordinator

Identifying a TJC coordinator 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 TJC model, such as the sheriff or the county commissioner, will select a coordinator and give him or her total support and cooperation to move the process along as well as some policy-level decision making authority. This person must have the necessary time to devote to moving this complex effort forward. The coordinator can be from a jail, the courts, probation, or a 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.[5] 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.

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[5] 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.

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 17 of 41

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.
- Understands current policies and practices throughout the community related to reentry.
- Open to other organizational cultures and values.
- Able to facilitate a process.
- 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 council**, so including the right agencies and the appropriate agency representative is essential.

The spectrum of your possible collaborators is wide open:

Transition from Jail to Community Implementation Toolkit   Page 18 of 41
www.jailtransition.com/toolkit
Revised December 2013

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)

Transition from Jail to Community Implementation Toolkit   Page 19 of 41
www.jailtransition.com/toolkit
Revised December 2013

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: Denver Crime Prevention and Control Commission Membership (2011)

Bob Anderson, Denver Public Schools, Prevention and Intervention Initiatives, Director	Richard Jackson, Metro State College, Associate Professor of Criminal Justice,
Chris Baumann, Office Of Colorado State Public Defender, Director	Fran Jamison, CO 2nd Judicial District Probation, Chief
Lisa Calderon, Community Reentry Project, Director	Nikki Johnson, Victim Services
Terrance Carroll, CO House Dist 7, State Rep	Doug Linkhart, Denver City Council, At-Large Member, Councilman
Lauren Casteel, The Denver Foundation, VP Philanthropic Partnerships	Paul Lopez, Denver City Council, District 3
	Deanna Maes, County Court Probation Department, Chief
Phil Cherner, Colorado Criminal Defense Bar, Private Practice Attorney	Mary Malatesta, Denver Manager of Safety's Office, Manager

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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.

Transition from Jail to Community Implementation Toolkit   Page 20 of 41
www.jailtransition.com/toolkit
Revised December 2013

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.

> **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.

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[6] and FreeConference[7] to help find a date on which everyone can agree.

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[6] http://www.doodle.com/

[7] http://www.freeconference.com/Home.aspx

Transition from Jail to Community Implementation Toolkit   Page 21 of 41
www.jailtransition.com/toolkit
Revised December 2013

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. Template available: http://datatools.urban.org/features/tjctoolkit/module3/Agenda-Template.pdf
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. Examples: http://datatools.urban.org/features/tjctoolkit/module3/icebreaker.html
5. Discuss what jail transition looks like in your community.
6. Introduce the TJC model.
   TJC model http://www.urban.org/policy-centers/justice-policy-center/projects/transition-jail-community-tjc-initiative/tjc-mode or refer to the first section of this module.
7. Discuss what their expectations are for 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.

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 22 of 41

8. Discuss what issues they would like to address during the meeting.
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.

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

"It's very hard to get things accomplished if you haven't worked on structure and getting people on board before you proceed." ---TJC stakeholder

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 http://datatools.urban.org/features/tjctoolkit/module3/TJC_Implementation_Roadmap_Toolkit_task2.xls 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
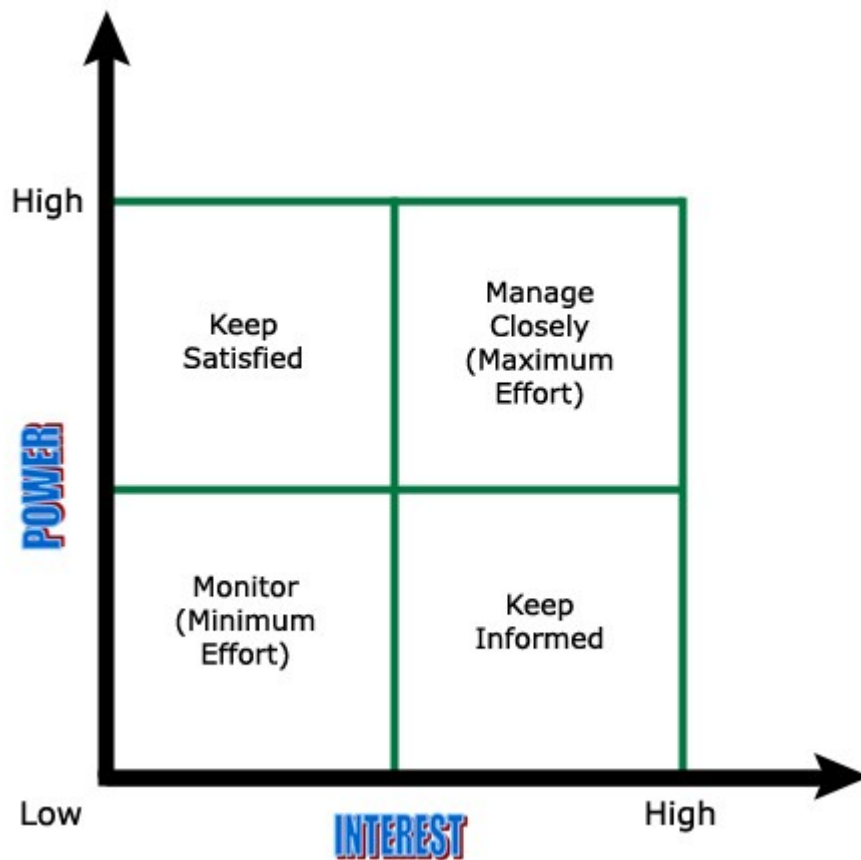
Drawing a stakeholder grid is an excellent exercise to identify local leaders, their relationship to the system, their interest, their power to affect system actions, and their alignment with the TJC model. In essence, you are teaching key stakeholders how to have this discussion at the system level 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.

Transition from Jail to Community Implementation Toolkit   Page 23 of 41
www.jailtransition.com/toolkit
Revised December 2013

- Employers
- DA's office
- Attorneys
- Defense attorneys
- Attorney General's office
- Law enforcement
- Community partners
- Pretrial Services
- 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

Transition from Jail to Community Implementation Toolkit   Page 24 of 41
www.jailtransition.com/toolkit
Revised December 2013

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:[8]

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[8] 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).

Transition from Jail to Community Implementation Toolkit   Page 25 of 41
www.jailtransition.com/toolkit
Revised December 2013

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.*
- *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."[9]

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

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[9] Quotes.net, available at: http://www.quotes.net/quote/8027.

Transition from Jail to Community Implementation Toolkit   Page 26 of 41
www.jailtransition.com/toolkit
Revised December 2013

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 implementation 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.
- 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.

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.

For the complete operational overview of the Dutchess County, New York, Criminal Justice Council, see http://www.co.dutchess.ny.us/CountyGov/Departments/CriminalJusticeCouncil/CJOperationalOverview.pdf.

Transition from Jail to Community Implementation Toolkit   Page 27 of 41
www.jailtransition.com/toolkit
Revised December 2013

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.
- Explain the reentry committee's commitment to transitioning people from jail to the community in the most effective and efficient manner.
- Describe the commitment to evidence-based policy and practice and how this commitment will result in the continual improvement of criminal justice practice.

Remember that long-term 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 implementation committee's mission?

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

How does the reentry implementation 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."

Transition from Jail to Community Implementation Toolkit   Page 28 of 41
www.jailtransition.com/toolkit
Revised December 2013

Step 7: Document partner agencies' resources and gaps

One of the first priorities of the reentry implementation 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 implementation 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 executive-level reentry council and the reentry implementation 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?

Transition from Jail to Community Implementation Toolkit   Page 29 of 41
www.jailtransition.com/toolkit
Revised December 2013

- Is there more than one performance measure for each goal or objective?[10]

For more information and examples from the field

1. Carter, Madeline. 2005. *Collaboration: A Training Curriculum to Enhance the Effectiveness of Criminal Justice Teams: Instructional Manual*, This curriculum is designed by the National Resource Center on Collaboration in the Criminal and Juvenile Justice Systems to assist multidisciplinary criminal justice teams in establishing or enhancing collaborative relationships. Available: http://www.collaborativejustice.org/docs/2005%20Collaboration%20Curriculum.pdf

2. The Council of State Governments Justice Center's Reentry Policy Council Report focuses on planning a reentry initiative and is very detailed and helpful. Available: http://csgjusticecenter.org/reentry/publications/the-report-of-the-re-entry-policy-council-charting-the-safe-and-successful-return-of-prisoners-to-the-community/

3. *Missouri Reentry Process (MRP) Local Team Starter Kit. 2006. A* great source to read before you develop and host your first reentry council meeting. This 23-page reentry council starter kit provides easy-to-use tools, ideas, and suggestions on facilitating your meetings and discussions. The appendix is particularly helpful, including such items as minutes and outcome templates and brainstorming tools. Available: http://doc.mo.gov/Documents/mrp/CommunityTeams/StarterKit.pdf

4. Montero, Gabriel. 2007. *Mapping the Universe of Reentry*. The New York City Discharge Planning Collaboration. This report discusses how a group representing nearly 40 organizations with a stake in transitional planning came together to form the collaboration. Available: http://www.nyc.gov/html/doc/downloads/pdf/discharge_planning.pdf

5. New York City Jail Reentry Project Organizational Survey. This survey can help your community gain a better understanding of the collaboration and coordination of organizations; what the positive and negative concerns may be; and what kinds of relationships work best. Available: http://datatools.urban.org/features/tjctoolkit/module3/NYC_organizational_survey.pdf

6. *Restoring Hope through Community Partnerships: The Real Deal in Crime Control,* published by the American Probation and Parole Association, Lexington, Kentucky. This handbook is one of the best guides on developing community outreach, with many examples and templates.

TJC Learning Site Examples

1. Denver. Reentry Committee monthly progress report and agenda. Available: http://datatools.urban.org/features/tjctoolkit/module3/CRP-Monthly-Report%20-August-2010.pdf

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[10] Julia Pet-Armacost, "Developing Performance Measures" (2000), available at: http://www.assess.sdes.ucf.edu/ieworkshop/Developing_Performance_Indicators_Measures_and_Methods.ppt.

Transition from Jail to Community Implementation Toolkit   Page 30 of 41
www.jailtransition.com/toolkit
Revised December 2013

2. Douglas County, KS Sheriff's Office 2010. Sample agenda and minutes for small jurisdictions. Available: http://datatools.urban.org/features/tjctoolkit/module3/2009-11-16-Minutes-Exec.pdf

3. Douglas County, KS. A detailed list and description of TJC partner organizations. Available: http://datatools.urban.org/features/tjctoolkit/module3/Site-Visit-Partner-Briefs.pdf

4. Kent County, MI. TJC stakeholder contact information. Available: http://datatools.urban.org/features/tjctoolkit/module3/Kent-Sample-W2.pdf

5. Kent County, MI. A detailed list and description of TJC partners, their resources and contact information. Available: http://datatools.urban.org/features/tjctoolkit/module3/Kent-County-Partners-Resources-And-Contacts.pdf

6. San Diego, CA. San Diego Reentry Roundtable overview. Available: http://datatools.urban.org/features/tjctoolkit/module3/Roundtable_Overview_021213.pdf

Transition from Jail to Community Implementation Toolkit   Page 31 of 41
www.jailtransition.com/toolkit
Revised December 2013

Reentry Revisited

Let's revisit what we have learned so far in the Collaborative Structure and Joint Ownership module. Please answer the following questions.

1. Key stakeholders to include could be your local police, mental health agencies, and victim advocates.

   True/False

2. The reentry implementation committee should include as many different agencies as possible to incorporate all viewpoints.

   True/False

3. Communities become unsafe when transition clients with high risks and needs are not supervised and supported in the community.

   True/False

4. Partnership and collaboration can reduce costs because

   o Resource and training costs can be shared between agencies.

   o Fewer formerly incarcerated people will be a public health burden.

   o High cost inmates can be released earlier.

   o Incarcerated people will pay for their room and board.

5. Finding the right TJC coordinator depends upon identifying someone who has the clout to get things done.

   True/False

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 TJC coordinator, 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.

Transition from Jail to Community Implementation Toolkit   Page 32 of 41
www.jailtransition.com/toolkit
Revised December 2013

TJC Leadership Profile

Jack Kavanagh has almost 37 years of experience in the corrections field. Prior to becoming Director of the Howard County Department of Corrections in 2008, Mr. Kavanagh served as Deputy Director beginning in 2003. Prior to employment with Howard County, Director Kavanagh spent 24 years with the State of Maryland Division of Correction holding positions at numerous levels in the agency including Warden and Deputy Commissioner. In State corrections and at Howard County, Director Kavanagh has worked to embrace community partnerships in reentry. He earned a Bachelor's Degree from the University of Baltimore and is a graduate of the National Institute of Corrections Executive Excellence Program.

What makes a successful TJC leader? First, as the agency head it was important that I let staff know that TJC would be a long-term systemic change for the agency and it was not going to be "the flavor of the month." Communicating the goal of improving public safety as well as improving offender's lives through a data driven approach was repeated over and over. Once this was accomplished, I let the talents of the staff be utilized to their fullest and then marveled at the work they accomplished. The staff ownership of TJC was incredible to watch. Their enthusiasm was contagious, even for an older corrections professional like myself.

What are your tips for getting support from system stakeholders for the TJC Initiative? Getting initial support from system stakeholders in Howard County has not been a significant challenge. The County has a strong history of collaborative work with many of the agencies involved. However, sustaining the needed support and engagement has required good open dialogue; a respect for the services and input each partnering agency provides; as well as a sincere acknowledgement that the involvement of all stakeholder agencies is necessary for successful return of offenders. We use the theme "Our clients are your clients."

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 33 of 41

Section 4: Terms Used in the Field

Every field has its own terms and the correctional field is no exception. This section defined 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."[11]

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."[12]

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."[13] 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.

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[11] 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.

[12] W.K. Kellogg Foundation Evaluation Handbook, "Using Logic Models to Bring Together Planning, Evaluation, and Action," *Logic Model Development Guide* (Battle Creek, MI, 2004).

[13] Cochrane Community, "2.1.10 Partnership policy of The Cochrane Collaboration," available at: http://community.cochrane.org/organisational-policy-manual/2110-partnership-policy-cochrane-collaboration

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Page 34 of 41

Revised December 2013

Module 3: Appendix A

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

Transition from Jail to Community Implementation Toolkit   Page 35 of 41
www.jailtransition.com/toolkit
Revised December 2013

- Convene and oversee work groups tasked on specific implementation issues

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

Transition from Jail to Community Implementation Toolkit   Page 36 of 41
www.jailtransition.com/toolkit
Revised December 2013

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
   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, 10th 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

Transition from Jail to Community Implementation Toolkit
Page 37 of 41
www.jailtransition.com/toolkit
Revised December 2013

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*

Transition from Jail to Community Implementation Toolkit   Page 38 of 41
www.jailtransition.com/toolkit
Revised December 2013

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.	

Transition from Jail to Community Implementation Toolkit
Page 40 of 41
www.jailtransition.com/toolkit
Revised December 2013

Module 3: Appendix C

Checklist: First Communication	Notes
Make first contact in person, by phone, or an e-mail followed by a phone call.	
If possible, make first contact at their site where they feel most comfortable.	
Introduce yourself.	
Describe the TJC model.	
Give them a brochure on the TJC model or attach a Microsoft Word or PDF file to an e-mail.	
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.	
Make sure to ask question and determine their needs.	
Invite them to take a tour of your agency.	

Transition from Jail to Community Implementation Toolkit
www.jailtransition.com/toolkit
Revised December 2013

Page 41 of 41