Planning and Assessing a
Law Enforcement Reentry Strategy

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A report prepared by the
Council of State Governments Justice Center
and the Police Executive Research Forum

for the

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* All titles and agency affiliations for advisory board members and site visit participants reflect the positions they held at the time of their involvement in the project.

Executive Summary

The Council of State Governments (CSG) Justice Center partnered with the Police Executive Research Forum (PERF), with support from the U.S. Department of Justice Office of Community Oriented Policing Services (the COPS Office), to develop a report that focuses on law enforcement reentry strategies. *Planning and Assessing a Law Enforcement Reentry Strategy* integrates information on effective practices with an interactive assessment to form a toolkit for designing and evaluating reentry approaches involving law enforcement agencies.

Purpose of the Toolkit

The aim of this publication is to initiate an informed discussion among law enforcement agencies and community partners regarding reentry strategies. This material does not constitute a step-by-step guide in creating and implementing a reentry program but rather provides an overview of topics that should be considered and addressed within that development process. Recognizing that each jurisdiction is unique, this toolkit allows each agency to assess its unique circumstances and develop a plan of action that best suits its situation.

What is the problem with reentry?

Reentry by the numbers

700,000

Nearly 700,000 people are released from U.S. prisons annually.[1]

9 million

More than 9 million people are released from jail each year.[2]

95 percent

At least 95 percent of all state prisoners will eventually return to the community.[3]

68 percent

In 15 states, 68 percent of state prisoners were re-arrested within three years of release and 52 percent returned to prison for a new crime or a technical violation of parole conditions.[4]

$53 million

Reentry failures are expensive: for example, in fiscal year 2006, probation and parole revocations in Kansas accounted for 65 percent of its prison admissions, consuming 27 percent of prison capacity at a cost to taxpayers of $53 million annually.[5]

For law enforcement professionals these statistics confirm what they have long believed: officers are arresting and re-arresting the same individuals in their jurisdiction time and time again. Despite the huge investment of law enforcement, court, and corrections resources, spending on traditional criminal justice responses are not reducing recidivism rates. When reentry efforts fail, public safety is threatened, returning individuals and their families suffer, neighborhoods decline, and taxpayers foot the bill for reincarceration.

Today's high rates of recidivism point to significant public safety challenges for jurisdictions of all sizes. These rates also reflect the reality that people returning home from prison or jail still face a number of significant challenges that prevent them from reestablishing themselves in the community, maintaining legitimate employment, and averting future criminal acts. Although some people argue that providing services to people leaving prisons and jails is coddling these individuals and not a good use of resources, the costs of their reoffending and reincarceration make it clear that investments in services that can reduce recidivism will produce cost-effective results and positive outcomes for public safety.

In recent years, a diverse group of law enforcement leaders, other public safety professionals, and social service providers, as well as a bipartisan group of policymakers, have recognized the need to develop collaborative strategies that not only support the reintegration of people coming from prisons and jails back into the community but also hold them accountable for their actions while improving public safety. These stakeholders recognize that no single agency can effectively address the reentry challenge. Through true partnerships, however, agencies can leverage their resources and expertise to provide effective reentry supports, enhanced supervision, and incentives, particularly for those at a high risk of reoffending.

Why should law enforcement get involved in reentry?

Reentry is a critical strategy for law enforcement and partner agencies' efforts to prevent future crimes and victimizations. It involves a natural extension of law enforcement's community policing activities and strong partnerships with stakeholders. Using proven problem-solving approaches, law enforcement professionals collaboratively identify the factors that drive recidivism, analyze the causes, and then develop and continually evaluate efforts that address reentry issues.

Law enforcement agencies are key partners in any reentry initiative. These agencies can contribute significantly to the reentry process through a wide range of activities that increase the likelihood of a successful transition to the community for those individuals returning from jails or prisons; examples are detailed throughout this publication, and some are listed below.

Examples of law enforcement contributions to a reentry initiative

- Enhancing surveillance of recently released high-risk individuals

- Contributing to incentives and supports for complying with conditions of release

- Working with the community in preparing for people returning to vulnerable neighborhoods

- Focusing law enforcement efforts and resources on particular places and situations

- Exchanging information and intelligence with public-safety partner agencies involved in reentry, as well as with community partners

- Connecting returning individuals to services when appropriate and assisting victims of crime[6]

Through these activities, law enforcement strengthens its relationships with community leaders and service providers, while increasing information sharing between the law enforcement agency and other organizations. The resulting benefits accrue not only to the reentry initiative but also to the entire law enforcement agency's crime prevention and public safety efforts—including bolstering the work of gang, domestic violence, and other departmental units.

How This Toolkit Works

Planning and Assessing a Law Enforcement Reentry Strategy serves as both an implementation *and* a self-assessment guide. As such, law enforcement professionals can and should use this document to repeatedly chart their progress. It is not designed to be used as a scorecard by which a law enforcement agency's success is measured. Rather, law enforcement agencies interested in reentry can use this document to help plan and implement a reentry strategy; and agencies with existing reentry initiatives can use the materials to continuously assess and enhance their efforts, set priorities, and plan new aspects of an approach.

This toolkit is organized into 10 elements that constitute an effective, comprehensive approach to any reentry initiative:

1. Viability

2. Stakeholder Involvement

3. Initiative's Priority Population

4. Mission, Goals, and Performance Measures

5. Initiative's Terms and Participant Identification

6. Information Exchange and Systems Collaboration

7. Transition Planning

8. Enhanced Supervision

9. Organizational Capacity

10. Sustainability

The elements are placed in this order to loosely mirror a planning and implementation process, but some activities will overlap or be ongoing. The elements are not in a strictly sequential order, but rather are grouped into four main stages that represent the program development process—"Laying the Foundation" (elements one and two), "Developing the Initiative" (elements three, four, and five), "Implementing the Plan" (elements six, seven, and eight), and "Making It Stick" (elements nine and ten). This organization provides a general roadmap that still allows for jurisdiction-specific variations through the process. While certain aspects of each element can be found within any comprehensive reentry initiative involving law enforcement, no agency is likely to have incorporated all the recommended features, because jurisdictions have unique needs and resources.

Each element has a policy statement, followed by a discussion of how that policy can be put into practice, as well as recommendations for specific activities and relevant examples from the field. Each element then provides a set of self-assessment questions that allow law enforcement personnel to quickly gauge the extent to which they believe the agency is engaged in specific

Assessing Your Agency's Reentry Strategy

This toolkit helps users examine the extent to which their law enforcement agency engages in specific activities to support reentry policies. Each element includes broad assessment questions such as the following, which are then explored in more detail:

- Does your agency work with partners to create short-term and long-term goals as well as ways to measure them?
- Does your agency institutionalize information-sharing efforts with partners?
- Do your agency's reentry initiative staff members participate in joint training efforts with partners?
- Does your agency share information with corrections professionals that relate to and support their in-house efforts?
- Does your agency refer participants to available services within the initiative?
- Does your agency's chief executive officer support the initiative and encourage its maintenance and sustainability?
- Does your agency have a strategy for responding to negative events involving initiative participants?

activities. Each section has a notes field that prompts users to consider and write out their strengths, weaknesses, and next steps. Finally, each element includes a list of selected resources for users who want additional information and guidance on particular topics within each element to assist in their research and planning efforts.

Through repeated use, the toolkit's materials on the 10 elements of an effective, comprehensive reentry initiative will enable law enforcement agencies to focus on individuals who are most likely to reoffend, to document their strategies, and to gain lasting support from policymakers and others who are essential to an initiative's success and sustainability.

Any law enforcement agency whose community is receiving people released from prisons and jails knows it is responsible for trying to prevent reoffending and improving conditions in vulnerable neighborhoods. This toolkit is meant to facilitate the type of collaborative initiative that can accomplish both.

Introduction

Law enforcement professionals across the United States share the same problem: they have significant numbers of people returning from prisons and jails to their communities, often to a small number of neighborhoods already hit hard by crime and poverty. For a variety of reasons, the majority of these returning prisoners will likely commit new crimes or violate the terms of their supervision within a few years—many shortly after their release.

In response, an increasing number of law enforcement leaders are looking to reentry programs as part of a comprehensive effort to prevent reoffending and victimizations. By building on the partnerships forged during decades of community policing successes, law enforcement agencies are finding themselves uniquely positioned to engage in reentry initiatives that can improve public safety, help the families and victims of people who have been incarcerated, and make better use of taxpayer dollars and community resources. This publication is meant to assist these leaders, their staff, and partnering agencies.

Who Should Use the Toolkit?

Planning and Assessing a Law Enforcement Reentry Strategy is a user-friendly toolkit primarily intended for law enforcement professionals. It also is valuable for their potential or current reentry partners:

- **Law enforcement professionals in agencies considering or planning a reentry strategy** can use the guide and accompanying assessment questions as a detailed overview of issues and tasks to consider; as their work unfolds, they can self-assess their progress continually.

- **Law enforcement professionals in agencies that have already implemented reentry strategies** can quickly examine the extent to which their agency engages in recommended activities and can identify gaps and weaknesses that can be addressed through collaboration with community and criminal justice partners.

- **Community partners in a reentry collaborative** can familiarize themselves with law enforcement's potential reentry roles and responsibilities, frame questions to ask their law enforcement partners, and get a better sense of when they can work together. Partners can also present the guide to local law enforcement executives as the starting point for a multidisciplinary public safety effort that focuses on people released from prison or jail.

Why Should Reentry Be a Law Enforcement Priority?

Nearly 700,000 people are released annually from state prisons in this country, and more than 9 million individuals are released from U.S. jails.[7] Their transition from prison or jail back into the community—referred to as reentry—is unsuccessful, more often than not. The reality is that the majority of people released from correctional facilities commit new crimes or violate their conditions of release and are reincarcerated. More than two-thirds of state prisoners studied (68 percent) were re-arrested within 3 years of their release and more than half (52 percent) returned to prison for a new crime or a technical violation of postrelease supervision.[8]

People released from prisons and jails encounter a number of significant barriers to successful reentry. They often have little education and few marketable job skills.[9] Generally, they return to the neighborhoods they came from or similar locales that are ill-equipped to receive them, where job opportunities, appropriate housing options, physical and mental health care, and drug treatment services are particularly limited.[10] As law enforcement agencies know, these challenges to successful reentry can have significant implications for public safety, for released individuals and their families, and for the vulnerable neighborhoods where they return.

Recidivism-related costs eclipse other public health and safety spending

The high rates with which people released from prisons and jails return to prison have major public health implications, as well as a tremendous impact on taxpayers' spending as prison populations continue to grow. Between 1995 and 2005, the rate of prison incarceration rose markedly.[11] Current estimates indicate that for the first time in history, more than one in every 100 adults in America are in prison or jail.[12]

Communities across the country bear the cost of this extraordinary rate of prison growth. Between 1982 and 2003, combined federal, state, and local corrections budgets rose from about $9.5 billion to nearly $61 billion, a 423 percent increase; this amounts to an increase from $40 to $209 per U.S. resident.[13] In Kansas, for example, this prison growth is due in part to probation and parole revocations that accounted for 65 percent of prison admissions, consuming 27 percent of prison capacity at a cost to state taxpayers of $53 million in 2006.[14] If current policies and practices do not change, taxpayers are expected to pay as much as $27.5 billion during the next 5 years above what they already spend on prisons—funding that will be unavailable for other public safety and health initiatives, education, or additional community needs.[15]

Cost-effective way to reduce crime

It is not clear that the growth in prison populations has resulted in increased public safety.[16] In fact, recent research suggests that this enormous investment may not be the most cost-effective way to reduce crime. While increasing admissions to prison can lead to decreasing crime rates when the incarceration

rates are relatively low, at a certain point, higher numbers of prison admissions may yield diminishing returns for public safety.[17]

As new data emerge highlighting increases in violent crime in some jurisdictions across the country,* policymakers have expressed a growing interest in having law enforcement play a vital role in initiating or invigorating reentry efforts that can reduce the chances that individuals will commit new crimes after their release or fail to complete the conditions of their sentence. They also recognize that law enforcement agencies engaged in reentry are better able to identify and watch those released individuals whose actions may warrant re-arrest.

The Benefits to Police Departments and Their Role in Reentry

Many law enforcement experts have noted that a focus on reentry is good crime prevention and control. Yet no agency can do the job alone. A range of criminal justice and community-based entities must address the many

Re-Entry Policy Council Helps Define Law Enforcement Role

Increasing attention to reentry issues resulted in the formation in 2001 of the Re-Entry Policy Council (RPC)—a broad group of corrections, law enforcement, workforce, health, housing, family, community, and victim experts from across the country.[†] In the landmark *Report of the Re-Entry Policy Council*, RPC members provided a comprehensive overview of the process and hundreds of consensus recommendations for innovative, multisystem collaborative reentry strategies.[18]

Members of the RPC recognized that law enforcement involvement can reduce the chances that individuals will commit new crimes after their release or fail to meet the conditions of community supervision. These national experts realized that reentry is a natural focus for law enforcement agencies committed to enhancing public safety in their communities. Police departments with experience in problem solving and partnering with the community already have in place the building blocks for a reentry strategy—and may even have worked on reentry without referring to it as such.

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* A 2006 report by the Police Executive Research Forum (PERF) compared rates of violent crimes between 2005 and 2006 across 56 law enforcement agencies. In these agencies, homicides increased by 2.89 percent, robberies by 6.48 percent, and aggravated assaults with a deadly weapon by 1.28 percent. This study looked at general crime trends, not just reentry populations. See PERF, *A Gathering Storm—Violent Crime in America* (Washington, D.C.: PERF, 2006). In 2007, PERF released data on the increases in violent crime in those same 56 jurisdictions between January 2005 and December 2006. See PERF, *Violent Crime in America: Twenty-four Months of Alarming Trends* (Washington, D.C.: PERF, 2007).

† The Reentry Policy Council (as of 2007 spelled without the hyphen) is coordinated by the Council of State Governments Justice Center. Project partners include the Police Executive Research Forum, American Probation and Parole Association, Association of State Correctional Administrators, Corporation for Supportive Housing, National Association of Housing and Redevelopment Officials, National Association of State Alcohol/Drug Abuse Directors, National Association of State Mental Health Program Directors, National Association of Workforce Boards, National Center for State Courts, and Urban Institute. The *Report of the Re-Entry Policy Council,* and other RPC materials, can be accessed at www.reentrypolicy.org.

challenges that affect successful reintegration. By developing collaborative strategies to respond to the high numbers of men and women returning from correctional facilities, law enforcement agencies gain (1) stronger partnerships with other criminal justice agencies and local social service organizations, (2) opportunities to share responsibility for deterring individuals returning from prison from committing new crimes, (3) chances to pool limited resources, and (4) better information sharing and intelligence gathering that can improve even crime-fighting efforts unrelated to reentry. Involvement can strengthen community policing work, particularly in vulnerable neighborhoods, and support many other goals as well.

In places where law enforcement professionals are involved in an initiative, reentry partners have noted that they are a powerful ally. Patrol officers, through their work on their beats, may have knowledge of individuals who have been incarcerated and their associates, gangs, and neighborhood issues that present obstacles to successful reintegration. Law enforcement officers and

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Reports on Law Enforcement's Roles in Reentry Partnerships

In 2006 the Urban Institute identified seven community policing reentry activities: (1) *Increasing Surveillance*—Police can participate in joint police/probation or police/parole teams or other monitoring efforts. (2) *Encouraging Compliance*—Police can participate in meetings with people released from prison and jail and stress the consequences of reoffending. (3) *Engaging the Community*—Police can educate the community about reentry and engage the community in problem-solving efforts on this issue. (4) *Focusing on Places, Situations, and Contexts*—Police can apply situational crime prevention to reentry. (5) *Exchanging Information and Intelligence*—Police and institutional corrections can share information, such as classification records, gang information, and release dates. (6) *Connecting to Social Services*—Police can direct individuals to specific social service providers that can meet their needs. (7) *Assisting Victims of Crime*—Police can engage victims and victim organizations in the reentry effort.

The IACP recently provided an overview of reentry from a law enforcement perspective, including benefits and challenges, as well as key considerations for law enforcement executives. The IACP report lists major steps and issues for agencies that have decided to respond to the high numbers of people returning to the community from correctional facilities and highlights law enforcement agencies that have existing reentry strategies.*

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* Readers interested in learning more about the value of police participation in a reentry initiative should consult the IACP's reentry resources, supported by the COPS Office and the Bureau of Justice Assistance, U.S. Department of the Justice. Developed on a parallel track, these include the report from the IACP's 2006 National Policy Summit on Offender Re-Entry, the policy guide *Building an Offender Reentry Program: A Guide for Law Enforcement* (2007), and a DVD titled "Offender Reentry: A Police Perspective" (2006). IACP's reentry resources are available at www.theiacp.org/.

Readers will also find valuable guidance in the Urban Institute's *Prisoner Reentry and Community Policing: Strategies for Enhancing Public Safety* (2006), which highlights the relationship between prisoner reentry and community policing; the Urban Institute's work on this topic has also been supported by the COPS Office. This guide is available at www.urban.org/publications/411061.html.

executive have existing relationships with public and private agencies and service providers that are essential in addressing reentry challenges. Furthermore, as respected leaders in the community, law enforcement executives can lend credibility to this work and help convene and inspire stakeholders.

Though only a relatively small number of law enforcement agencies across the nation have implemented reentry strategies, in these communities policing professionals have collaborated with corrections and community partners to enhance supervision and service provision for those people released from incarceration who are at high risk of committing a new crime. The nature of these collaborative relationships and roles for law enforcement in reentry has varied greatly by community to meet the unique needs and resources of a particular jurisdiction.

Early research on police-corrections partnerships by the National Institute of Justice (1999) identified three collaborative strategies that provide a role for law enforcement: (1) fugitive apprehension units, (2) specialized enforcement partnership, and (3) interagency problem-solving partnerships.* More recently,

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Making the Case for Law Enforcement's Role in Reentry

Reentry is good crime prevention

A reentry strategy can accomplish the following:

- Focus resources—both community supervision and services— on a population that is at high risk of committing crimes
- Promote collaboration with other agencies and community groups that can benefit all law enforcement efforts
- Foster information sharing among criminal justice agencies that can make efforts more efficient and effective
- Increase trust between the police and the community

Law enforcement is a good reentry partner

Law enforcement can contribute the following:

- Criminal intelligence, patrol functions and capacities, and knowledge of the community to direct reentry services and supervision resources to men and women at risk of committing new crimes
- Problem-solving skills to address crime repeatedly committed by the same individuals and demonstrate to elected officials, the media, and the public that the initiative has both enforcement and prevention components†

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research by the Urban Institute and the International Association of Chiefs of Police (IACP) has identified a variety of roles for law enforcement in a reentry partnership, as well as some key considerations for implementing these roles effectively. These roles include increasing surveillance, encouraging compliance, engaging the community, focusing on places/situations, exchanging information, connecting individuals to service providers, and assisting crime victims.

Planning and Assessing a Law Enforcement Reentry Strategy builds on this earlier work documenting the law enforcement role in a reentry initiative by providing a tool to help agencies identify their specific jurisdictional needs and then designing or enhancing detailed responses to reentry challenges.

Creating a Toolkit Law Enforcement Will Find Practical

To ensure that this toolkit would be of practical value to law enforcement professionals and their potential reentry partners, it builds on the solid foundation of a variety of existing resources—especially the work of the CSG Justice Center's Reentry Policy Council.* The Justice Center and PERF also held several focus groups with local leaders in policing, corrections, and community services, as well as national experts on this topic, to identify and describe the key elements of a law enforcement reentry strategy. To research these issues, the project team also conducted site visits to three police departments' reentry initiatives: the Boston (Massachusetts) Re-Entry Initiative, the Savannah (Georgia) Impact Program, and the Sacramento (California) Parolee Orientation Program. Two agencies, the Wichita (Kansas) Police Department and Montgomery County (Maryland) Police Department, also reviewed the toolkit and provided feedback on how it can be used in planning and assessing a law enforcement reentry strategy.

How to Use This Toolkit

Planning and Assessing a Law Enforcement Reentry Strategy is organized into 10 topics or elements. Meant to represent the building blocks of a reentry strategy that involves law enforcement, the elements each contain the following sections:

- A **policy statement**, presented in italics, which provides a definition and guiding principle for that element.

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* This document complements other recent projects funded by the Department of Justice on the role of law enforcement in prisoner reentry, including the IACP and Urban Institute resources referenced throughout. Many of the same police professionals and subject matter experts who contributed to the other publications focused on the role of law enforcement in the reentry process also generously provided information for the development of this assessment tool. Advisors to this and the other projects reiterated recommendations that are reflected in all these reports. This overlap confirms that the advice being given from the field is consistent and reliable—but rests with a relatively small number of individuals and agencies doing comprehensive work in reentry.

- A **detailed discussion** of the topics raised by the policy statement, including recommendations for implementing the policy. This section includes the following:
  - **Sidebars** that provide important background information and supplemental discussion
  - **Quotations** from professionals with expertise in law enforcement and reentry issues from a variety of backgrounds
  - **Program examples** describing how law enforcement agencies and partners have addressed a specific recommendation or point of discussion

- A **set of assessment questions** that guides respondents through a process of examining the extent to which their law enforcement agency engages in specific activities to support the policy statement and that highlights key planning considerations.

- A **notes field** that allows the respondent to reflect on and write out the agency's strengths, weaknesses, and next steps after reading the discussion and completing the accompanying assessment questions. This component facilitates discussions regarding priorities in the light of the full range of potential law enforcement roles in reentry, as well as specific local circumstances.

- A **list of resources** to help agencies learn more about the important issues identified as needing development or enhancement. The resource lists that follow each element in this guide are not meant to be exhaustive; rather, they are intended to provide examples of the types of materials available, with a particular emphasis on publications related to law enforcement. The topic headings in each resource section parallel those used in the assessment questions. As users identify areas in which they would like to begin or enhance their efforts, they can readily find the corresponding resources by category at the end of each element.

Answering the questions

The assessment questions provide an opportunity for readers to react immediately to the discussion and identify specific needs. By answering the questions, the toolkit user can see at a glance where there are potential gaps in the law enforcement role and the particular areas for improvement. The assessment questions also serve to highlight future policy considerations and implementation planning. For this exercise to be of any utility, readers must be honest in their responses. The guide and assessment tool can and should be used repeatedly. Continuous analysis and self-evaluation can help readers determine whether their responses should change over time as they try new approaches, add partners, or make other significant changes to their reentry initiatives.

For law enforcement users, it may be useful for a cross-section of law enforcement executives, their staff, and reentry partners to read the document,

The self-assessment results are not meant to be a scorecard and are not necessarily a reflection of the quality or success of an agency or initiative; rather, they are meant to help readers identify strengths and weaknesses at a glance and then determine where to make modifications and set priorities.*

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* Though the assessment questions have been reviewed by focus group and site visit participants as well as by independent reviewers, they have not been validated statistically.

answer the assessment questions, and meet to discuss their findings. This ensures that all levels and views of an agency are represented and that partners' perspectives are included.

Tailoring the ten elements

Planning and Assessing a Law Enforcement Reentry Strategy does not get into the detailed steps of how to implement each aspect of an element; it provides general guidelines that readers should consider when tailoring responses to the unique needs and capacity of an agency and its jurisdiction. There is no one-size-fits-all solution to reentry; program models must be based on available resources and stakeholders.

The 10 elements that follow summarize the potential activities of law enforcement in reentry and position the user to plan the next level of action and implementation. They place the necessary tools into the hands of law enforcement professionals, allowing them to identify areas for improvement and enhance their responses to the complex problem of reentry.

1. **Viability**—Law enforcement executives determine the current level of support for collaborative reentry strategies among local elected and appointed officials, the community, and the law enforcement agency. They take steps, where necessary, to develop initial and ongoing support for this work by engaging and educating partners and staff.

2. **Stakeholder Involvement**—Law enforcement collaborates with a broad range of individuals and agencies from different disciplines and backgrounds that have a role or significant interest in helping people successfully transition from prison or jail into the community.

3. **Initiative's Priority Population**—Law enforcement and its partners conduct an analysis to identify a reentry population that is both at high risk of committing a new crime and likely to benefit from the intensive supervision and services that the collaborative can offer.

4. **Mission, Goals, and Performance Measures**—Law enforcement and its partners define a mission for the reentry collaborative, enumerate specific goals, and identify ways to measure progress toward these goals.

5. **Initiative's Terms and Participant Identification**—Law enforcement and its partners design parameters governing how participants will be involved in services and supervision and procedures for how participants will be identified and enrolled.

6. **Information Exchange and Systems Collaboration**—Law enforcement and its partners create systems for appropriately exchanging information and for routine collaboration and communication. Formal agreements define the parameters of information exchanges and sustain the partnerships.

7. **Transition Planning**—Before an individual is released, law enforcement and corrections collaborate with each other and other partners to exchange key information and prepare the individual, family members, victims of the crime(s), and the community for his or her release.

8. **Enhanced Supervision—**Law enforcement supports postrelease surveillance and supervision by sharing information to enforce the law and terms of supervision, helping discourage individuals from committing future crimes, and engaging service providers and the public to support successful reintegration.

9. **Organizational Capacity—**Law enforcement leaders who recognize the value of participating in a reentry initiative create an organizational structure to support it.

10. **Sustainability—**Beginning in a reentry initiative's earliest stages of development—or law enforcement's initial involvement—law enforcement leaders work with other policymakers to help ensure the effort's long-term survival.

The elements are placed in this order to loosely mirror a planning and implementation process, but some activities will overlap or be ongoing. The elements are not in a strictly sequential order, but rather are organized into four main stages that represent the program development process—"Laying the Foundation" (elements one and two), "Developing the Initiative" (elements three, four, and five), "Implementing the Plan" (elements six, seven, and eight), and "Making It Stick" (elements nine and ten). This presentation provides a general roadmap that still allows for jurisdiction-specific variations.

Though certain aspects of each element will be present in any comprehensive reentry initiative with law enforcement participation, no agency will likely have in place all aspects of each of the 10 elements. Indeed, it may not be appropriate for law enforcement to participate in some of the described activities, given local conditions and resources. The elements are meant to provide an ideal, and therefore inventory an ambitious number of possible activities for local law enforcement agencies to consider. As with all new initiatives, it may be more appropriate for the law enforcement agency and its partners to begin with a modest effort and then build on those successes rather than take on a large number of tasks at once, which can often be overwhelming and undermine its continuation. This document, therefore, allows readers to consider their priorities in light of the full range of potential law enforcement roles in reentry and their own local characteristics, needs, and resources.

Planning and Assessing a Law Enforcement Reentry Strategy will be most useful for readers who acknowledge that people released from prison and jail require a combination of supervision and support, and no agency alone can comprehensively manage the process. Executives in law enforcement agencies already working in this area agree that any reentry strategy requires close collaboration with other criminal justice, health and social service systems, as well as community partners. In particular, law enforcement executives should recognize the need to sustain a partnership with corrections agencies, which, unlike other organizations participating in the initiative, are involved in nearly every aspect of prison and jail reentry.* The authors hope that *Planning and*

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* The degree to which corrections agencies are at the center of any reentry initiative is perhaps best illustrated by the fact that they are the greatest focus of the policy recommendations collected in the *Report of the Re-Entry Policy Council.*

Assessing a Law Enforcement Reentry Strategy will help leaders and their agencies improve their understanding of—and foster collaboration with—the multiple systems affected by people returning from correctional facilities, ultimately increasing public safety and strengthening communities.

Abbreviations of Frequently Cited Resources

Byrne and Hummer, "Examining"	James M. Byrne and Don Hummer, "Examining the Role of Police in Reentry Partnership Initiatives," *Federal Probation* 68, no. 2 (2004): 62–69.
CSG, *RRPC*	Council of State Governments, Re-Entry Policy Council, *Report of the Re-Entry Policy Council Charting the Safe and Successful Return of Prisoners to the Community* (New York: Council of State Governments, 2005).
IACP, *Building*	International Association of Chiefs of Police, *Building an Offender Reentry Program: A Guide for Law Enforcement* (Alexandria, Va.: IACP, 2007).
IACP, *Offender Re-Entry*	International Association of Chiefs of Police, *Offender Re-Entry: Exploring the Leadership Opportunity for Law Enforcement Executives and Their Agencies,* IACP/COPS National Policy Summit Final Report (Alexandria, Va.: IACP, 2007).
IACP, *Offender Reentry* DVD	International Association of Chiefs of Police, *Offender Reentry: A Police Perspective,* DVD (Alexandria, Va.: IACP, 2006).
La Vigne et al., *PRCP*	Nancy G. La Vigne, Amy L. Solomon, Karen A. Beckman, and Kelly Dedel, *Prisoner Reentry and Community Policing: Strategies for Enhancing Public Safety* (Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2006).
Ney and McGarry, *GIR*	Becki Ney and Peggy McGarry, *Getting It Right: Collaborative Problem Solving for Criminal Justice* (Washington, D.C.: U.S. Department of Justice National Institute of Corrections, 2006).
Sexton, *WT: Framework*	George E. Sexton, *Working Together: A Framework for Developing Inter-Agency Public Safety Alliances* (Knoxville, Tenn.: The Knoxville Public Safety Collaborative, 2000).

Laying the Foundation

1 Viability

LAW ENFORCEMENT EXECUTIVES DETERMINE THE CURRENT LEVEL OF SUP-
PORT FOR COLLABORATIVE REENTRY STRATEGIES AMONG LOCAL ELECTED
AND APPOINTED OFFICIALS, THE COMMUNITY, AND THE LAW ENFORCEMENT
AGENCY. THEY TAKE STEPS, WHERE NECESSARY, TO DEVELOP INITIAL AND
ONGOING SUPPORT FOR THIS WORK BY ENGAGING AND EDUCATING PARTNERS
AND STAFF.

Discussion

One of the first questions that many local law enforcement executives consider when thinking about employing collaborative reentry strategies is whether such activities are viable in their current environment. There are three main constituent groups to which local law enforcement executives should seek to be responsive: elected and appointed officials, the community (including representatives from agencies that provide services to people returning from prison and jail), and the law enforcement agency's personnel. Each group's support for the law enforcement agency's work in this area is critical both to getting reentry efforts started and to maintaining them in the long term.

Some jurisdictions' elected and appointed officials strongly support—and, in fact, spearhead—local reentry efforts. In other communities, local officials provide limited or no clear backing for law enforcement's involvement in reentry. For this reason, local law enforcement executives who are considering developing a new reentry initiative or joining an existing one should examine the political support for such efforts among state legislators, mayors, city/county managers, local council members, area sheriffs, prosecutors, and any other appointed or elected officials in their community.

Beyond examining political support, law enforcement executives should proactively engage and educate local and state elected and appointed officials about reentry and why practical efforts are needed to increase the likelihood that individuals will return successfully to the community from correctional facilities. In garnering political goodwill for reentry initiatives, law enforcement leaders should stress to public officials that reentry strategies are the natural extension of the successful community policing philosophy embraced by the agency. A reentry initiative that involves law enforcement can bring together criminal justice agencies, local health and social service systems, and other community stakeholders to collaboratively address high recidivism rates.* (For further discussion of the importance of partnering with key stakeholders and descriptions of these agencies and groups, see Element 2:

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* "Recidivism" is used throughout this document to refer to the reincarceration of individuals who commit new crimes or violate their conditions of release.

Stakeholder Involvement.) Law enforcement executives should also stress to elected and appointed officials that a reentry strategy prioritizes and focuses on individuals who are most likely to reoffend on release and thus cycle through the justice system. These messages should emphasize that from law enforcement's perspective, reentry is a coordinated crime prevention effort that seeks to enhance public safety.

Agency leaders should clarify any misunderstandings elected officials may have about reentry and law enforcement's role, such as a belief that supporting successful reintegration will be viewed as "soft on crime." Policing professionals can explain how reentry efforts provide both a "carrot" and a "stick" to the individuals who participate in the initiative: individuals returning from correctional facilities are connected to services they need (such as education, mental health services, and housing) yet are also held accountable for their actions should they commit new offenses or violations. In addition, officials should know that law enforcement's participation in a reentry initiative helps the agency gather important information that can be used for other crime prevention or law enforcement efforts. Placing a high priority on conveying these important messages to elected and appointed leaders about the reentry initiative—and its successes and challenges—can help sustain collaborative reentry strategies and foster critical collaborative relationships in the midst of decreasing funding, historical barriers to collaboration, and other obstacles.

As important as political support, law enforcement leaders must foster initial and ongoing community backing for the initiative and the police department's role. Law enforcement and its partners should understand what concerns community members may have about the initiative through informal surveys or interviews, community meetings, and other opportunities for two-way discussions. As with elected and appointed officials, community members may have concerns that providing services to people returning from prison or jail will detract from other police efforts to ensure community safety. Community residents may worry about the effect that individuals returning from prison or jail will have on the neighborhoods to which they return. Or some residents may have apprehensions about the reasons for law enforcement's participation in the partnership—concerns that often arise when an initiative focuses on a neighborhood or segment of the population that is overwhelmingly nonwhite.[19]

To ensure that community concerns are adequately addressed, law enforcement must offer open and candid communication with the public and build or enhance mutual trust. Agency leaders should develop a campaign to

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* Mr. Kempker has more than 25 years of experience in law enforcement and corrections. His previous positions include Director, Missouri Department of Corrections; Director, Missouri Department of Public Safety; Chief, Jefferson City (Missouri) Police Department; and Interim Sheriff, Cole County (Missouri) Sheriff's Office.

† Commissioner Flynn previously served as the Secretary of Public Safety for the Commonwealth of Massachusetts and as the Chief of Police in Arlington, Virginia. Commissioner Flynn also served as Chief of Police in Braintree and Chelsea (Massachusetts) and is a member of the Council of State Governments Justice Center Board. At this writing, he is the Chief of Police in Milwaukee (Wisconsin).

explain the initiative and maintain transparency.[20] Outreach efforts should focus on explaining how reentry activities further law enforcement's public safety mission: by providing the needed supports and supervision to people released from prisons and jails to prevent them from committing new crimes, reentry programs improve the lives of those residing in communities where most individuals return and decrease the number of victimized community members. (A more detailed discussion of how law enforcement can address community concerns is included in Element 7: Transition Planning.)

Engaging community partners and developing and maintaining processes—particularly around identifying individual participants for the initiative—that are clearly defined and transparent to the public can foster support for the reentry effort. Involving the public and service providers should begin as soon as law enforcement executives consider engaging in reentry activities and should continue for the life of the effort. By partnering with the community from the initiative's inception, law enforcement and other stakeholders are more likely to develop and maintain broad support for their work.

Law enforcement executives must also garner and maintain interest in a reentry initiative *within* their agency. The executive should ensure that the reentry effort is understood and prioritized in his or her communications with officers at every level—regardless of their rank or position. In agencies where there are unions or collective bargaining units, the chief executive should be sure to include their representatives in discussions of reentry and build consensus about going forward.

The chief executive should stress the value of this type of "real" police work and explain reentry's value as a crime reduction and enforcement strategy. The executive should also stress the benefits to the agency, including strengthening partnerships with other justice agencies and social service organizations, sharing the responsibility to reduce recidivism, improving information sharing and intelligence gathering (even within the agency), and combining limited community resources to increase public safety. These messages emphasize that there is a high level of interest in and commitment to reentry efforts—and that these efforts amount not to a short-lived program but to an ongoing public safety strategy for the agency. In addition to these themes, the law enforcement executive should reiterate the same points delivered to policymakers and the community: individuals will continue to return to the community regardless of whether a reentry initiative exists—the only question is whether the police and public will be prepared for it. The reentry effort is a proactive strategy to reduce crime and improve safety.

Law enforcement agencies with successful reentry strategies have strong backing among local elected and appointed leaders, the community, and its own personnel. This support must be developed through ongoing efforts to

> " We have to educate and assure the community that reentry is not a free pass for offenders. Reentry is not 'soft on crime.' We are still going to hold people accountable for their actions, but we are going to give them a chance to succeed in the community."
>
> — **Deputy Chief Thomas Stolz**
> Investigations Division Commander, Wichita (Kansas) Police Department*

> " The partners who intentionally deal with offenders long term will always have a stake in reentry—corrections agencies, housing, probation, parole. The tough sell is within the police department because typically, a police officer's goal is to deal with offenders for as short a period as possible."
>
> — **Captain John Fitzgerald**
> Chief of Staff, Office of the Chief of Police, Montgomery County (Maryland) Police Department†

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* In May 1994, Deputy Chief Stolz was selected as one of the original community policing supervisors assigned within the department. Since then, he has helped usher in the community policing philosophy under which the Wichita Police Department operates.

† Captain Fitzgerald is Chief of Staff for Chief J. Thomas Manger. He has served with the Montgomery County (Maryland) Police Department since 1983.

inform and involve these key constituent groups when reentry strategies are first developed and throughout the life of the initiative. The inability to garner and maintain constituent support may result in resistance to aspects of the initiative and interfere with service delivery—which can ultimately affect the success of this work. In contrast, meaningful partnerships built through outreach and inclusion help the law enforcement agency build both trust and goodwill that can carry it through a critical incident—should one occur—such as a high-profile crime committed by someone participating in the reentry initiative. Investment in creating a solid foundation of support is essential: without it, law enforcement executives will face difficulties in implementing all aspects of the initiative described throughout this guide.

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* Chief Bueermann joined the Redlands (California) Police Department in 1978 and has served as its chief since 1998. Among his many affiliations, Chief Bueermann is a charter member of the Society of Police Futurists International.

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Developing support for reentry among elected and appointed officials				
1. Our agency engages the following groups in discussions about the benefits of reentry strategies to gain support:				
a. Local *elected* officials				
b. Local *appointed* officials				
Developing support for reentry among community members				
2. Our agency emphasizes to the community that reentry is primarily a public safety strategy.				
3. Our agency engages community members in discussions about the benefits of reentry strategies.				
Developing support for reentry among law enforcement agency staff				
4. Our agency engages the following groups in discussions about the benefits of reentry strategies:				
a. All staff levels				
b. Collective bargaining units				
c. Sworn and nonsworn personnel				
Making the case for reentry				
5. Our agency's executive				
a. describes why reentry efforts are needed in the jurisdiction;				
b. explains how collaborative reentry strategies can enhance public safety;				
c. draws connections between reentry efforts and community policing;				
d. addresses any concerns about the agency's employing reentry strategies;				
e. encourages implementation of reentry strategies in the jurisdiction.				

Comments

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Resources*

Developing support for reentry among elected and appointed officials

CSG, *RRPC*
- Policy Statement 1: Encouraging Collaboration Among Key Stakeholders, pp. 18–22

IACP, *Building*
- What are the Challenges to Law Enforcement Participation in Offender Reentry? pp. 4–5

Developing support for reentry among community members

Brazzell, Diana. *Informing and Engaging Communities through Reentry Mapping.* Reentry Mapping Brief. Washington, D.C.: Urban Institute, 2007.

CSG, *RRPC*
- Policy Statement 7: Educating the Public About the Re-Entry Population, pp. 95–103

IACP, *Offender Re-Entry*
- Issue Area VI: Educating the Public, pp. 18–22
- Issue Area VII: Securing Public Support, pp. 22–25

Developing support for reentry among law enforcement agency staff

IACP, *Building*
- Management and Operations, p. 16
- What are the Challenges to Law Enforcement Participation in Offender Reentry? pp. 4–5

IACP, *Offender Re-Entry*
- Issue Area I: Asserting Leadership, pp. 4–5

Making the case for reentry

Community Resources for Justice, Inc. *Returning Inmates: Closing the Public Safety Gap.* Boston: Community Resources for Justice, Inc., 2001. Available at www.crjustice.org/rettex.htm.

CSG, *RRPC*
- Introduction: Understanding Re-Entry, pp. 9–12
- Policy Statement 7: Educating the Public About the Re-Entry Population, pp. 95–103

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

IACP, *Building*
- Why would Law Enforcement Participate in Offender Reentry? p. 3
- What are the Benefits to Law Enforcement Participation in Offender Reentry? pp. 3–4

IACP, *Offender Re-Entry*
- Issue Area VII: Securing Public Support, pp. 22–25

La Vigne et al., *PRCP*
- Reoffending Rates and Contribution to Crime in the Community, pp. 8–9
- Individual Risks of Reoffending, p. 10
- The Community-Level Impact of Reentry, pp. 10–11
- Citizen Perceptions of Safety, pp. 12–14
- Police Contributions to Reentry Efforts, p. 18

Piehl, Anne Morrison. *From Cell to Street: A Plan to Supervise Inmates After Release*. Boston: MassInc., 2002.

Travis, Jeremy, Amy Solomon, and Michele Waul. *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*. Washington, D.C.: Urban Institute, 2001.

Related topic: Exerting leadership

IACP, *Building*
- Management and Operations, p. 16

IACP, *Offender Re-Entry*
- Issue Area I: Asserting Leadership, pp. 4–5

Ney and McGarry, *GIR*
- Chapter 20: Exert Leadership, pp. 191–200

2 Stakeholder Involvement

LAW ENFORCEMENT COLLABORATES WITH A BROAD RANGE OF INDIVIDUALS AND AGENCIES FROM DIFFERENT DISCIPLINES AND BACKGROUNDS THAT HAVE A ROLE OR SIGNIFICANT INTEREST IN HELPING PEOPLE SUCCESSFULLY TRANSITION FROM PRISON OR JAIL INTO THE COMMUNITY.

Discussion

Law enforcement alone cannot develop and execute an effective reentry initiative. A collaborative effort among stakeholders from criminal justice agencies, health and human service agencies, and community leaders is needed to effectively address the challenges raised by reentry. To develop its strategy, a law enforcement agency must reach out to, and be open to working with, appropriate agencies and individuals and elicit a commitment to work together.*

Many law enforcement agencies already have partnerships and relationships with other criminal justice professionals and social service providers through community policing work, task forces, or other local efforts. These existing relationships position law enforcement to convene stakeholders on reentry issues—particularly as established partners are more likely to understand the abilities and tools that law enforcement can bring to the table. Contributions law enforcement can make to a reentry collaborative are significant. For example, patrol officers are in a key position to determine whether they will arrest someone released from prison or jail, particularly when they have enforcement discretion regarding minor offenses; and police have extensive experience gathering and analyzing data and information on neighborhood problems and individuals, as well as working in the community on crime prevention. (For a more complete discussion of law enforcement assets that can be leveraged in a reentry partnership, see the Introduction.)

All potential partners can provide important contributions in a reentry collaboration (the roles of social service agencies and community groups are described below). But policing agencies should take particular note of the role of corrections agencies in a reentry initiative. One or more corrections agencies will need to be involved in both planning and day-to-day activities. For example, law enforcement planners can work with the administrators of correctional facilities to collect data to support program design or enhancement, or they can consult with community corrections officials to determine how police personnel can support supervision activities. These efforts will help to

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* For agencies that are joining an existing initiative, this section can be used as a checklist to see if additional suggestions for partners can strengthen an ongoing effort.

Reentry Stakeholders

Throughout this document, the term "stakeholder" is used to describe the diverse groups and individuals with a role in promoting safe and successful reentry, including criminal justice policymakers and practitioners; education and training professionals; housing providers and housing systems officials; representatives of health, mental health, and substance abuse treatment systems; workforce development and employment services personnel; transportation officials; staff of community-based organizations, individual community members, and elected and appointed officials. Examples include the following:

Criminal justice

- Local law enforcement agencies (police departments, sheriff's offices)
- Prisons
- Jails
- Juvenile justice authorities
- Community corrections (probation and parole)
- Prosecutors
- Judges
- Defense attorneys

Education and training

- Education officials (local public schools, community colleges, universities, vocational training centers)
- Life skills providers

Housing

- Public housing
- Privately owned housing (private apartments, homes for rent)
- Affordable housing

Health, mental health, and substance abuse

- Mental health services
- Public health services
- Private health services
- Substance abuse services

Workforce development and employment

- Workforce development agencies
- Employers
- Business associations
- Unions

Community-based organizations (CBO)

- Faith-based organizations
- Victims' associations/advocates
- Neighborhood associations
- Food pantries
- Clothing banks
- Community advocacy groups

Individual community members

- Community leaders (such as ministers)
- Persons who have returned from prison or jail
- Victims
- Families of individuals who have returned from prison or jail

Elected and appointed officials

- State legislators
- Mayors
- Governors
- City/county/town managers
- City/county/town council members

Transportation

- Rail (subways, light rail)
- Bus

ensure seamless transition from prison or jail into the community. Other police-corrections connections will be dictated by specific program goals and strategies and are highlighted throughout this guide.

Law enforcement may also partner with other area law enforcement and criminal justice agencies, depending on the initiative's target population, goals, and specific strategies. For example, the district attorney or judges may be involved if individuals are sentenced to the initiative, perhaps to prioritize or streamline prosecutions for participants who commit new crimes, or in the event that their probation is revoked as a sanction for failing to meet the terms of their supervision. In this case, law enforcement may provide court officials with background information about the individual that would improve his or her chances for referral to a reentry initiative, or may voice any public safety concerns.[21] If reentry efforts include work with youths, law enforcement will collaborate with juvenile justice authorities. (Special considerations for working with this population are discussed in Element 3: Initiative's Priority Population.)

Local agencies and community-based organizations (CBO) that have historically worked in neighborhoods with high numbers of formerly incarcerated people, and have the expertise and the capacity to serve this population, should be engaged in the initiative. Law enforcement, with its corrections partners, should identify and seek to involve a broad range of providers. The following list highlights several categories of partners and examples of some ways that they can assist in program planning and serving the reentry target population.

- *Education and training providers* can supply information about any existing educational, vocational, and life skills services they are delivering—or would be able to deliver—to individuals released from correctional facilities, what categories of formerly incarcerated people they serve, and at what locations. They can also detail any policy or resource barriers to providing educational services that a collaborative reentry strategy can address. Education providers can teach general educational development (GED) test preparation, English as a second language (ESL), or other types of classes that can enhance successful reintegration. If the reentry collaborative prioritizes juvenile populations, public school officials should also be involved.

- *Housing officials* can provide clarity on the local, state, and federal rules and regulations that may affect the ability of people released from prison or jail to find suitable housing, as well as insights into how to address issues of availability and costs. For instance, local public housing authorities have discretion regarding who is eligible for housing, and in some cases individuals with certain criminal records may be barred. Housing partners will be instrumental in ultimately finding—or even developing—

❝ What's considered a felony as an adult may be suppressed as a minor. And the Department of Juvenile Justice regularly releases high-risk youth offenders who have completed their conviction sentence. So we include juveniles in our reentry work to focus on a population that we know has an impact on crime, and who would benefit from transitional services into the community."

— Demetra Butler
Program Administrator, Savannah (Georgia) Impact Program*

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* Ms. Butler has been the Program Administrator for the Savannah Impact Program (SIP) since 2005. When SIP began in 2001, Ms. Butler worked with the program as the supervisor of parole officers. She also previously worked as Assistant Superintendent at the Georgia Department of Corrections' Coastal Transitional Center.

housing options for individuals. They may also be able to identify and propose solutions for local residents' opposition to locating men and women returning from prison or jail within their neighborhood.

- *Health, mental health, and substance abuse treatment providers* can provide important background on services—both available and needed—to assist people leaving correctional facilities who have physical or mental health and substance abuse issues. They can also help determine the prevalence of these health issues among the reentry population, assess potential demand for treatment, and describe any barriers to addressing these needs. These partners can then take a lead role in designing strategies for identifying participants and connecting them to needed services.

- *Workforce development and employment professionals* can highlight their current efforts to connect people leaving prison or jail to jobs and what types of people they serve (such as nonviolent, youth, substance-using). They can also address the challenges to helping identify employment opportunities for certain groups of people. Legitimate employment has a strong influence on whether individuals will turn to criminal acts to support themselves and their families,[22] and employment professionals can help provide this critical service.

- *Community-based groups* such as faith-based organizations (including individual churches, synagogues, and mosques), neighborhood associations, advocacy groups, and food and clothing banks offer many of the services listed above, in addition to mentoring and peer counseling, assistance with obtaining a legal identification card, and myriad other contributions. In some underserved communities, faith groups may comprise the only organized support networks with abundant services. These groups may also be best positioned to convey the message that they are behind the individual returning to the community and his or her successful transition.

- *Individual community members,* who may or may not be connected to other stakeholder groups, have valuable contributions as well. People who have returned from prison can personally describe the challenges they faced and services they received that helped them become productive community members. Their messages can be conveyed during program orientation

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Employment and Accountability

Employment is also a key factor in whether individuals released from prison will be able to meet their financial obligations, including child support, victim restitution, court fees and fines, and other debts that, if not repaid, could result in their return to prison or jail and the recipients' inability to collect. A Council of State Governments Justice Center publication, *Repaying Debts,* describes how policymakers can increase accountability among people who commit crimes and improve rates of child support collection and victim restitution. For more information, see www.reentry policy.org.

meetings and other forums (described in Element 7: Transition Planning). Family members of people released from incarceration, victims and their advocates, and business leaders are among those who can add their experiences and insights to help with problem-solving efforts. Ministers, rabbis, and imams also can provide information about what services they and their houses of worship provide.

- *Elected and appointed officials* provide important backing for reentry efforts. In some jurisdictions, public officials may be key to securing financial support or fostering a supportive environment. They may also be aware of existing reentry efforts in the jurisdiction and can offer suggestions or practical assistance to help engage additional stakeholders.

- *Transportation groups* can assist with improving how men and women returning from prison or jail access both public and private transportation. They can also provide insights into how to better connect people released from prison to social services and job locations.

Determining whom to engage at the local level, when many groups, individuals, and organizations have a vested interest in reentry, can be difficult. A criminal justice agency (either law enforcement or corrections) may find it useful to solicit recommendations from state and county agencies. Law enforcement executives may also begin by contacting those agencies, organizations, and individuals with which the department already has a relationship or partnership.

Law enforcement professionals may encounter at least some reluctance among certain stakeholders to serve people returning from prison. These groups and individuals may feel deep ambivalence about how and whether to apply their limited resources to people who have broken the law, whom they may perceive as particularly difficult to serve—especially when there is a significant need among the general population for these same services. Some may also have concerns about working with law enforcement or other criminal justice agencies on such an initiative, including a perceived expectation that law enforcement intends to use information and resources they provide for intelligence gathering. To the extent possible, law enforcement should try to gauge providers' willingness and ability to serve people released from incarceration, their credibility in the community, and their interest in

Mapping Access to Services

Using law enforcement's mapping capabilities, or contracting with others with those resources, it is possible to chart access to public transportation in neighborhoods where most people released from prison return as well as the locations of services and supervision officers. These maps may suggest policy reforms that can better link individuals with needed resources and supervision appointments, such as increasing available services or rerouting buses.[23] (More information on mapping for reentry is included in Element 3: Initiative's Priority Population.)

partnering. Recognizing that every stakeholder may not have a current interest or ability to partner in this effort, the law enforcement agency should first work with stakeholders that are both willing and able to develop collaborative reentry strategies, and then over time expand efforts to include additional stakeholders.

To address concerns of potential partners, criminal justice officials should highlight the compelling benefits of participating in a reentry partnership (in addition to emphasizing core themes discussed in Element 1: Viability). At a minimum, agency leaders should explain how collaboration provides valuable support and makes the most of limited resources and services, how effective interventions can help prevent future crimes that plague neighborhoods, and how the initiative pairs enhanced supervision with increased access to services. Criminal justice partners must also be transparent about their objectives: they should explain that the goal is to increase the likelihood of successful reentry so that neighborhoods can be safer and individuals subjected to less victimization. They should further specify that criminal justice agencies recognize that enlisting community partners to advance police intelligence-gathering efforts alone is not likely to be successful, and that agencies understand that effective reentry strategies must foster access to needed services and treatment.

It is particularly important to ensure that agency executives, public officials, and trusted community representatives participate in a reentry initiative. Law enforcement executives should play a significant role in reaching out to other agency heads, local and state elected and appointed officials, and community members who can take a leadership role in the initiative. These executives and officials—referred to as "policymakers" throughout—serve a critical function in moving the partnership from cooperation to collaboration.[†] Specifically,

> **❝** Reentry and crime reduction are not police issues but city issues, and they will require a citywide collaboration to succeed."
>
> — **Captain Felecia Norris**
> North Patrol Bureau Commander, Wichita (Kansas) Police Department*

Challenges to Serving People Released from Incarceration

Incarceration and reentry present unique challenges for service providers for a number of reasons. Local, state, or federal laws and regulations can make connecting this population to services and employment opportunities difficult. In some states, regulations governing the enrollment of former prisoners in federal benefit programs, such as food stamps or public housing, affect people's access to these critical resources. Similarly, in some jurisdictions regulations prohibiting employment of people released from incarceration in certain sectors present significant barriers.[24] Providers and officials involved in the reentry initiative can contribute their expertise and strategies for overcoming these barriers.

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* Captain Felecia A. Norris is a 26-year veteran of the Wichita Police Department. During her career, she has worked as Patrol Officer, School Liaison Officer, Public Affairs Detective, and Recruit Training Commander, among other positions. She is currently assigned as the Bureau Commander for the Patrol North Bureau, and manages 129 department personnel.

† In many jurisdictions, officials may find that they are challenged just to get groups to cooperate and participate before they can attain true collaboration among partners.

they should form several collaborative bodies through which the initiative is designed, overseen, and implemented, including the following:

- *Policy board*—Composed of agency executives, elected and appointed officials, and community leaders, this board provides general direction for the initiative, periodically advises its progress and policies, helps identify and secure funding, advocates on its behalf, and performs other strategic development functions.

- *Coordinating group*—Made up of individuals with the authority to make decisions on behalf of their agency or organization, this group oversees and coordinates daily operations and establishes systems to operationalize the initiative's design, such as mechanisms for sharing information, addressing challenges to the effort's effectiveness, and measuring the initiative's progress toward its stated goals. This group of coordinators also provides updates and recommendations to the policy board and supervision to initiative staff.

- *Line-level staff*—A group of personnel selected to serve in this specialized assignment, these staff members implement the initiative on the ground level, including identifying and engaging reentry participants and facilitating a service linkage, as well as providing enhanced community supervision.

In some jurisdictions, particularly those that are small or in more rural areas, two or more of these groups may be combined. For example, the functions of the coordinating group may be combined with those of the line-level personnel, and this combined group would report to the policy board; or a single group may function as both the policy board and coordinating group.

Making the Pitch

Criminal justice partners should approach the organization or person whose involvement in the reentry initiative is sought in terms that are specifically appealing to that stakeholder. Knowing what issues are most likely to resonate with the target audience is essential. Partners should explain how the provider may already be serving people who have been released from correctional facilities. An effective pitch should state, in clear and accurate terms, whether the initiative's activities are likely to accomplish the following:

- Revitalize a particular neighborhood
- Improve communities' confidence in the criminal justice system
- Lower public health risks
- Decrease unemployment
- Increase levels of education
- Improve community safety

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Understanding systems affected by reentry				
1. Our agency *understands* how the following systems can help individuals successfully return to the community from correctional facilities:				
a. Institutional corrections				
b. Community corrections				
c. Other criminal justice agencies				
d. Education and training providers				
e. Housing officials				
f. Health, mental health, and substance abuse treatment providers				
g. Workforce development and employment agencies				
h. Community-based organizations				
i. Individual community members				
j. Elected and appointed officials				
k. Transportation providers				
Engaging stakeholders				
2. Our agency *engages* the following stakeholders in reentry efforts:				
a. Institutional corrections				
b. Community corrections				
c. Other criminal justice agencies				
d. Education and training providers				
e. Housing officials				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
f. Health, mental health, and substance abuse treatment providers				
g. Workforce development and employment agencies				
h. Community-based organizations				
i. Individual community members				
j. Elected and appointed officials				
k. Transportation providers				
Overcoming barriers to partnering				
3. Our agency				
a. addresses any partner concerns about serving people released from correctional facilities;				
b. attends to any partner concerns about partnering with law enforcement;				
c. stresses the specific benefits of a reentry partnership for various stakeholders;				
d. maintains transparency about its objectives.				
Developing collaborative bodies				
4. Our agency *assists in forming* collaborative structures that				
a. guide the initiative (policy board);				
b. manage day-to-day operations (coordinating group).				
5. Our agency *actively participates* in collaborative entities that				
a. guide the initiative (policy board);				
b. manage day-to-day operations (coordinating group).				

Comments

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Resources*

Understanding systems affected by reentry

Burke, Peggy and Michael Tonry. *Successful Transition and Reentry for Safer Communities: A Call to Action for Parole*. Silver Spring: Center for Effective Public Policy, 2006.

Byrne, James M., Faye S. Taxman, and Douglas Young. *Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business*. College Park: University of Maryland, Bureau of Governmental Research, 2002.

Council of State Governments, Re-Entry Policy Council. "How and Why Medicaid Matters for People with Serious Mental Illness Released from Jail." No date. Available at www.reentrypolicy.org/issue_areas/physical_mental_ health.

CSG, *RRPC*
- Policy Statement 2: Developing a Knowledge Base, pp. 23–35
- Policy Statement 30: Housing Systems, pp. 412–422
- Policy Statement 31: Workforce Development Systems, pp. 423–434
- Policy Statement 32: Substance Abuse Treatment Systems, pp. 434–444
- Policy Statement 33: Mental Health Care Systems, pp. 445–455
- Policy Statement 34: Children and Family Systems, pp. 456–470
- Policy Statement 35: Physical Health Care Systems, pp. 471–482

IACP, *Offender Re-Entry*
- Issue Area III: Collaborating with Community Stakeholders, pp. 7–12

McLean, Rachel, and Michael Thompson. *Repaying Debts*. New York: Council of State Governments Justice Center, 2007.

Engaging stakeholders

CSG, *RRPC*
- Policy Statement 1: Encouraging Collaboration Among Key Stakeholders, pp. 18–22

IACP, *Building*
- Building Partnerships, pp. 13–15

IACP, *Offender Re-Entry*
- Issue Area III: Collaborating with Community Stakeholders, pp. 7–12

Rinehart, Tammy A., Anna T. Lazlo, and Gwen O. Briscoe. *Collaboration Toolkit: How to Build, Fix, and Sustain Productive Partnerships*. Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001.
- Section 2: Stakeholders

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

Sexton, *Working Together: Framework*
- Step 2: Identifying and Including Key Parties, pp. 29–32

Overcoming barriers to partnering

Gordon, Mary Beth. *Making the Match: Law Enforcement, the Faith Community, and the Value-Based Initiative*. Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2003.
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IACP, *Building*
- What are the Challenges to Law Enforcement Participation in Offender Reentry? pp. 4–5

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships*. Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.
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- Removing Barriers to Information Sharing, pp. 40–41

Sexton, George E. *Working Together: Assessing Organizational Readiness for Collaboration*. Knoxville: The Knoxville Public Safety Collaborative, 2000.

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- "Leading System Change: The Role of Collaboration," pp. 34–36

Ney and McGarry, *GIR*
- Chapter 4: View the Policy Team as Steward of the Criminal Justice System, pp. 25–36
- Chapter 5: Collaborate, pp. 27–54
- Chapter 6: Provide Necessary Support to the Team and the Process, pp. 55–66

Developing the
Initiative

3 Initiative's Priority Population

LAW ENFORCEMENT AND ITS PARTNERS CONDUCT AN ANALYSIS TO IDENTIFY A REENTRY POPULATION THAT IS BOTH AT HIGH RISK OF REOFFENDING AND LIKELY TO BENEFIT FROM THE INTENSIVE SUPERVISION AND SERVICES THAT THE REENTRY COLLABORATIVE CAN OFFER.

Discussion

A law enforcement agency committed to decreasing victimizations by focusing on men and women leaving correctional facilities who are at high risk of re-offending must define the scope of its efforts. Although law enforcement and its partners may perceive discernable trends among people who reoffend, the process of identifying a target population must be based on an analysis of available data. Familiarity with problem-solving techniques positions law enforcement to take a lead or active role in collecting and analyzing data to design collaborative responses. Whether the agency is planning a new reentry effort or determining its role in one that already exists, it should play a prominent part in identifying the target population. Analyzing data should not be a one-time activity but rather an ongoing process; frequent and ongoing reviews will drive the initiative's scope and direction and inform any programmatic changes.

Data used to identify the target population can be culled from a variety of sources. The collaborations at the heart of the reentry initiative should prove valuable in this effort. Among the various partners, it is particularly important for law enforcement to exchange information for planning purposes with corrections and other criminal justice agencies. (Some of the relevant contributions that community stakeholders may make to assist with this analysis are described in Element 2: Stakeholder Involvement.) Administrators of correctional facilities, which maintain data on individuals released from their system, can contribute such information as sentencing provisions, risk and needs assessments, correctional prerelease program participation, and residential addresses that can inform mapping efforts.† Local probation and parole officials can contribute important background on relevant population characteristics

> 66 Law enforcement shouldn't work with low-risk people—it's just not a good use of resources. Similarly, research suggests that with a reentry collaborative that provides intensive services and supervision such as a police-led reentry initiative, the *very highest-risk* people may not be worth the effort. Instead, our work in Cedar Rapids focuses on the middle majority, and we take a look at some risk factors in their lives and see if we can help address them."
>
> **— GARY HINZMAN**
> Director, Sixth District Department of Correctional Services, Cedar Rapids (Iowa)*

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* Director Hinzman previously worked for the Cedar Rapids Police Department, where he also served as its Chief. In 2004, Director Hinzman was named the National Probation Executive of the Year by the National Association of Probation Executives. At this writing, he is the President of the American Probation and Parole Association.

† Some jurisdictions take extra precautions in guarding juvenile offense information, even aggregate data that has been stripped of identifying features. It is therefore advisable to seek permission from the proper authority in a given state or jurisdiction before releasing or including juvenile information.

and policy issues, including intensity of supervision and how it is provided. For its part, law enforcement personnel should share with partners what it has learned about relevant crime trends, crime hot spots, offending populations, and community strengths and limitations derived from street-level information about individuals' activities (such as location and crime types), and formal records such as arrests, incident reports, crime maps, and pertinent investigative information. Law enforcement agencies with research and planning units should leverage the expertise of research staff and seek to engage them in these analysis efforts.

Reentry partners can also review information collected and analyzed by national policy organizations on this issue, including recommendations, promising practices, and examples from the field. This research can help law enforcement agencies and their partners learn what steps other local jurisdictions have taken to address reentry barriers and highlight what information should be considered when making decisions about potential target populations. These agencies' relevant successes can be tailored to the unique needs of other communities. (Resources identified at the end of this section provide snapshots of several law enforcement agencies' active roles in reentry efforts.)

From these sources, policymakers should have sufficient data to make threshold decisions regarding the initiative's priority population. As a first step, planners should determine if people who commit major crimes have been previously incarcerated, and if so whether they served time in state penitentiaries or county jails. This analysis should go beyond merely counting the number of individuals arrested who served previous sentences; rather, it should highlight reasons people reoffend and suggest potential responses.

Law enforcement leaders and other policymakers may decide either to work with all individuals released from prison or jail or to prioritize resources on a particular subgroup. In selecting a target population, law enforcement and reentry partners should consider not only their interests in working with various reentry populations, but also the initiative's capacity to address the needs of the target group being considered. This analysis will drive planners to prioritize among a number of different subgroups or a combination of subgroups that might form a priority population:

1. *Types of offenses*—Aggregate data on the criminal histories of people returning to the community may suggest a response focusing on people convicted of specific types of crimes, such as gun crimes or violent offenses.

2. *Demographic groups*—Data on the extent to which specific populations such as juveniles, young adults, gang members, men, or women reoffend may indicate the need for a strategy prioritizing a specific cohort.[25]

3. *Supervision status*—Information on how people are released to the community may suggest a response concentrating on people under a particular form of supervision: individuals under intensive supervision, those with minimal supervision, or those with no postrelease supervision because they have already completed their sentence.

4. *Releases from jail*—Data on the extent to which individuals are repeatedly detained in a local jail may prompt a combined social service and law enforcement response to individuals who repeatedly cycle through the system.

5. *Community services, needs, and capacity*—Information on ex-offenders' service needs (which may be written into their conditions of release), coupled with an awareness of barriers to accessing these services in the community, may generate a response to better connect people with a specific problem (such as co-occurring mental health and substance use disorders) to available resources, and may lead to an expansion of those resources.

6. *Geographic factors*—Data that compares the addresses of people who have returned from prison and jail, crime locations, and the capacities of these neighborhoods can suggest a response that focuses on a particular area.

In some cases, policymakers—based on information collected by their staff—may determine that some combination of these populations present the greatest public safety challenge and may prioritize resources accordingly. For example, the initiative may focus on adult males who are on parole, whose conditions of release require participation in outpatient drug treatment, and who live in particular at-risk neighborhoods. Accordingly, the population groupings described more fully below are not mutually exclusive but rather provide some general parameters to help policymakers plan their initiative.

Why Focus on a Subgroup?

Men and women leaving prison and jail have complex needs that can far exceed available services—both in the correctional facility and in the communities to which they return. For example, one study in California found significant gaps between the needs of parolees and available services: only 200 shelter beds were available for more than 10,000 homeless parolees, 4 mental health clinics for 18,000 psychiatric cases, and 750 treatment beds for 85,000 released individuals with substance abuse problems.[26] To ensure the best use of agency resources and tax dollars, law enforcement and its partners should identify where its resources can be most effectively allocated.

Types of offenses

By looking at the types of offenses for which people are removed from the community (as well as past offenses), the reentry collaborative can select a target population that would have an impact on a particular public safety problem. For example, police executives may advocate focusing reentry efforts on individuals convicted of gun crimes as part of an effort to reduce shootings and armed robberies, or they may want to focus their efforts on persons who have committed violent crimes such as robbery and aggravated assault.

Demographic groups

Policymakers and their staff can examine how crime patterns relate to specific demographic groups that face unique challenges and service needs. In particular, planners can consider tailoring the initiative toward a specific gender or age group. For example, they can look at the impact that juveniles have on crime in the community. Jurisdictions have included juveniles in their priority population because youth who commit major crimes may receive shorter sentences, with less supervision, than they would as adults. Moreover, some communities have found that focusing on juveniles can galvanize a community around law enforcement's involvement in a reentry strategy, helping bring stakeholders to the table. Enhanced supervision by law enforcement can serve a strategic public safety role for an otherwise minimally supervised but potentially high-risk population, while also providing an opportunity to engage that population in social services. Executives in collaboratives that focus their reentry strategy on youth gang members should coordinate and, where possible, integrate the agency's gang prevention and reentry work.

> **PROGRAM EXAMPLE: Boston (Massachusetts) Police Department**
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> The initial population for the Boston Re-Entry Initiative (BRI) only included adults. As an outgrowth of this successful venture, the Department of Youth Services (DYS) took the lead and helped expand this program. Program staff addressed juvenile reentry issues based on an understanding of the strong relationship between juveniles who leave the DYS and then "graduate" to become adults in the county and state correctional facilities. The resulting initiative consisted of a Boston Police Department (BPD) employee from the Boston Regional Intelligence Center (BRIC) working in close coordination with DYS in information-sharing practices, warrant apprehension, and gang/group intelligence gathering. Owing to the success of this venture, this practice continues today. The BPD has made it a priority to work with DYS, not only to discuss intelligence issues but also to gather release information for juvenile offenders returning to Boston's neighborhoods.

Stakeholders in a Juvenile Reentry Strategy

Selecting a juvenile population will influence the types of partners engaged in, and the services offered by, the collaborative. The law enforcement agency's juvenile unit should be actively involved in planning and implementation. Juvenile court officials—particularly judges and family advocates—should be included, as should authorities from juvenile residential and aftercare facilities. Engaging education board officials and school resource officers can help ensure the reentry initiative is firmly linked to the school system. The reentry collaborative may also offer services for parents of at-risk youth.

Supervision status

If policymakers and their staff look at the impact of crimes committed by people under different degrees of postrelease supervision, they may determine that a segment of the reentry population under a specific intensity of postrelease supervision presents a particularly high risk of reoffending. For example, the collaborative may choose to focus on individuals who complete their sentences while incarcerated and are released to the community unconditionally.* In some states, sentencing statutes mandate that certain individuals—often those considered to pose the highest risk of reoffending—serve the entirety of their sentences behind bars and hence are not under the jurisdiction of the justice system upon release. Those in the juvenile system, similarly, may be released from a detention facility without supervision. A reentry strategy can ensure criminal justice personnel make contact with these individuals before or immediately after release from prison or jail; offer incentives to these individuals, such as access to needed services; and facilitate information sharing among criminal justice agencies on their locations and activities for crime prevention and enforcement purposes. If policymakers want to give priority to a population not under postrelease supervision, they should develop strategies to gain these individuals' willing participation through incentives, since their participation cannot be mandated at the time of release.

When developing a reentry strategy, policymakers' decisions must be informed by an awareness of state sentencing statutes (such as mandatory minimums and truth-in-sentencing regulations), how individuals are released and supervised, how many people are under some form of postrelease supervision, how individuals' risk levels are assessed, and what incentives and sanctions supervision agencies utilize to reduce recidivism.

Releases from jail

Policymakers and their staff may determine that the much larger number of individuals released from jails, as compared to state and federal prisons, presents the greatest demand on public safety resources, and thus may design a strategy around this population. This is particularly true if the initiative targets a particular concern, such as domestic violence cases or the significant percentage of individuals arrested for "nuisance charges" who have mental health problems. Analysis may reveal that many of the same individuals are the subject of repeat calls for police services and cycle into and out of local jails, and when released are under minimal—if any—supervision. In an effort to use resources more effectively and with better outcomes, the collaborative may focus on connecting individuals released from jail who have specific needs

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* Law enforcement and community corrections have greater authority, including the potential ability to mandate participation and impose sanctions, when working with people on probation and parole. However, policymakers should weigh this advantage against any data that may show that people who "time out" and are not under any supervision may present a greater risk of committing new crimes.

Understanding Supervision*

Releasing Authority: A state parole board or commission vested with the authority to grant the discretionary release of an individual from prison or jail prior to the completion of his or her full term of imprisonment. For jurisdictions with determinate sentencing and, accordingly, mandatory release, the releasing authority still may determine conditions of release. These agencies often are authorized to conduct revocation hearings for those under community supervision who violate the terms and conditions of their postrelease supervision.

Discretionary Release: The release of a person from prison decided by a releasing authority, generally following the service of a minimum period of imprisonment but short of the maximum term of confinement.

Often the person is released to a period of community supervision, typically with a set of conditions he or she must abide by in order to remain on parole or postrelease supervision (sometimes referred to as "conditional release"). Violation of the conditions of supervision may result in the imposition of sanctions—either community-based or resulting in the revocation of supervision status and a return to prison.

Mandatory Release: The release of a person from prison or jail that is determined by statute or sentencing guidelines and not at the discretion of the releasing authority. Under determinate sentencing codes, the exact prison term is set at the time of sentencing, and the person is released following a prescribed period of confinement.

In some instances, the person may have served the entirety of a sentence set by a parole board or other releasing authority, and thus must be released without supervision (sometimes referred to as "unconditional release"). Upon release the person is no longer under the jurisdiction of the justice system, and he or she is not required to abide by any conditions of supervision and cannot be returned to prison absent a new conviction for the commission of a crime.

Parole: The traditional name for the period of community supervision imposed on an individual granted conditional release from prison by a discretionary authority (such as a parole board) prior to the expiration of the sentence. In some states this period is referred to as postrelease supervision, community punishment, or controlled release. The supervision is often performed by a parole agency, though in some states the functions of probation and parole supervision are combined.

Split Sentence: Judgment made at the time of sentencing mandating that an offender serve a certain portion of his or her total sentence in prison or jail. The balance of the sentence is "suspended" while the person serves a period of community supervision as a probationer, rather than as a parolee. If the person violates his or her terms of probation during that community supervision period, he or she may be brought for a hearing before the sentencing judge, instead of a parole board. The judge may then choose to revoke the period of probation and impose some additional sanction up to and including a period of incarceration equal to the suspended balance of the original sentence.

(such as those with mental illnesses or co-occurring drug use disorders) to services. Policymakers may also be more inclined to focus on a jail population if they fully understand the number and type of individuals that pass through jails in their jurisdiction.[27]

Jail populations are too often ignored in reentry policy discussions. The Bureau of Justice Statistics estimates that the nation's jails book 12 million admissions and 9 million individuals annually, compared to an estimated 700,000 who enter and leave state and federal prisons.[28] As jails often serve as both the point of release and return from the criminal justice system as well as the point of entry, local law enforcement agencies can develop multidimensional relationships with local correctional authorities that can reduce victimization and promote public safety. Institutional data such as inmate conduct, gang involvement, and telephone and visiting contacts can prove helpful to ongoing crime investigations. Collaborations that leverage resources such as employment and social service agencies along with the local faith-based organizations can address the needs of inmates identified as at-risk of reoffending.

> " If you ask a cop, 'Who is your greatest threat to public safety?' they'll more likely than not tell you that it's the repeat offenders coming in and out of their jails."
>
> — **GARY KEMPKER**
> Senior Manager, Center for Effective Public Policy

Community services, needs, and capacity

Policymakers can select a priority population that shares a particular service need that may be a contributing factor to reoffending. In this case, policymakers and their staff must assess what services the community can currently offer and which can be established or enhanced to meet the priority population's needs to the greatest effect.

Planners can use a combination of sources to examine aggregate data on critical issues that men and women leaving correctional facilities often face, the extent to which people with these needs reoffend, and the capacity in communities to which people return. In particular, policymakers should consider information relating to such factors as individuals' mental health, substance use, physical health, employability, literacy, and housing. Based on these findings, the initiative should identify service providers who can address these needs or otherwise help build capacity. Alternatively, policymakers may also design a response, and select a target population, based on a much-needed service the collaborative is well positioned to address. For example, if the collaborative includes highly respected local substance abuse treatment providers with the capacity to serve this population, partners may want to identify a significant number of participants with the need for these services and connect them with these professionals.

As part of this analysis, policymakers should become familiar with barriers restricting formerly incarcerated people's access to services that can improve reentry success rates. This includes prisoners' access to programs and services while incarcerated (such as behavioral change programs, employment readiness training, work release programs and job placement services, and mental health and substance use treatment), as well as services available in communities to which prisoners and detainees return. Policymakers should

also examine state and local policies that can affect an individual's reintegration into the community, such as access to basic benefits, housing regulations, and employment restrictions. It is important to examine reentry challenges within a local context, as policies and procedures vary from state to state and even jurisdiction to jurisdiction.

Geographic factors

The reentry initiative can focus on individuals returning from prison or jail to a specific geographic area. Law enforcement agencies may, in fact, advocate a place-based reentry strategy in support of their efforts around crime hot spots. In general, prisoners return to a relatively small number of neighborhoods that typically face many challenges but have only limited resources.[29] Policy-makers can have staff or consultants map the last known addresses of released inmates to identify places where these individuals are concentrated within cities and neighborhoods, and overlay a crime map to inform prevention strategies in key locations.[30] Partners can also use mapping to inventory what services are provided and what challenges and opportunities exist for individuals returning to these neighborhoods.[31] This analysis can illustrate the need to find transportation options, move services closer to neighborhoods where most prisoners return, and devise other strategies to enhance services in areas that are often particularly ill-equipped to receive people returning from correctional facilities.[32] Improving services in those neighborhoods—not only for people released from prison or jail but for all residents—also can help promote support for reentry efforts.

The consideration of these six factors and others that the collaborative proposes can help policymakers and their staff define parameters for the reentry strategy. To ensure early successes, planners initially may define a more narrow approach and then expand the initiative's priority population

Mapping and Reentry

Mapping and geographic analyses are increasingly common tools in planning for reentry initiatives (and not just those with law enforcement involvement) and in illustrating the need for a reentry strategy to stakeholders. For example, the Urban Institute's Reentry Mapping Network (www.urban.org/projects/reentry-mapping/index.cfm) consists of 14 jurisdictions across the country that are engaged in mapping and analyzing neighborhood-level data related to reentry and community well-being.[33] Mapping has also been used for analyzing related factors; for example, the Council of State Governments Justice Center, through its Justice Reinvestment Initiative (www. justicereinvestment.org), has developed a four-step process to (1) analyze the prison population and spending in the communities to which people in prison often return; (2) provide policymakers with options to generate savings and increase public safety; (3) quantify savings and reinvest in select high-stakes communities; and (4) measure the impact and enhance accountability.

based on additional analyses of the factors that may lead individuals to commit new crimes or violate their probation or parole. For example, an initial strategy may include only young adults released from jails who are involved in gangs and are from a particular neighborhood; as the initiative evolves, it may expand to include additional populations, such as adults released from prison who have committed violent offenses and are still under some form of supervision. Policymakers should keep in mind that the target population should be continually reviewed and evaluated as resources, partnerships, and factors that drive recidivism change in a community over time.

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Gathering information from partners				
1. Our agency shares data that can help identify a priority population with partners.				
2. Partners share data with our agency that can help identify a priority population.				
Adopting a problem-solving approach				
3. Partners use a systematic *process* to				
a. analyze the challenges to successful reentry in the community;				
b. identify a high-risk population for the initiative in order to best utilize resources;				
c. review the priority population decision to ensure efforts focus on high-risk persons who will most benefit from supervision and services.				
Identifying existing efforts in the field				
4. Our agency actively works to identify reentry initiatives in other communities from which to learn.				
Choosing a target population based on a shared understanding of local reentry issues				
5. To understand reentry's local challenges, priority population identification focuses on the following factors:				
a. Types of offenses, both past and present				
b. Demographic groups				
c. Supervision status				
d. Releases from jail				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
e. Available community services, specific reentry community needs, and capacity of community programs				
f. Geographic factors				
6. To identify the priority population, our agency				
a. analyzes the factors that seem to drive recidivism;				
b. analyzes the barriers to resources and supports;				
c. develops a process for ongoing data collection on identified population;				
d. develops a process for evaluation of the priority population choices.				
7. Partners involve research and planning staff from the law enforcement agency and other organizations in the analysis of reentry data.				

Comments

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Resources*

Gathering information from partners

CSG, *RRPC*
- Policy Statement 2: Developing a Knowledge Base, pp. 23–35

Rinehart, Tammy A., Anna T. Lazlo, and Gwen O. Briscoe. *Collaboration Toolkit: How to Build, Fix, and Sustain Productive Partnerships.* Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001.
- Section 5: Expertise

Adopting a problem-solving approach

Community Policing Consortium. *The Mechanics of Problem Solving.* Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services. No date.
- Facilitator's guide and slides available at www.policeforum.org.

CSG, *RRPC*
- Policy Statement 2: Developing a Knowledge Base, pp. 23–35

La Vigne et al, *PRCP*
- Community Policing and Reentry, pp. 19–20

Ney and McGarry, *GIR*
- Chapter 19: Adopt a Problem-Solving Approach, pp. 185–190

Identifying existing efforts in the field

COPS Value-Based Reentry Initiative (Fact Sheet):
www.cops.usdoj.gov/mime/open.pdf?Item=1026

Council of State Governments' Reentry Program Examples Web site:
www.reentrypolicy.org/program_examples

La Vigne et al, *PRCP*
- Examples from the Field, pp. 29–61

IACP, *Building*
- Campbell County Police Department (KY), pp. 25–26
- Indianapolis Police Department/Marion County Sheriff's Department (IN), pp. 27–28
- Las Vegas Metropolitan Police Department (NV), pp. 29–30
- Louisville Metro Police Department (KY), pp. 31–32
- Lowell Police Department (MA), pp. 33–34
- Minneapolis Police Department (MN), pp. 35–36

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

- New Haven Department of Police Service (CT), pp. 37–38
- Park City Police Department (UT), pp. 39–40
- Racine Police Department (WI), pp. 41–42
- Redmond Police Department (WA), pp. 43–44
- Savannah Chatham Metropolitan Police Department (GA), pp. 45–46
- Topeka Police Department (KS), pp. 47–48
- High Point Police Department/Winston-Salem Police Department (NC), pp. 49–50

National Governors Association's Prisoner Reentry Policy Academy Web site: www.nga.org/portal/site/nga/menuitem.1f41d49be2d3d33eacdcbeeb501010a0/?vgnextoid=6c239286d9de1010VgnVCM1000001a01010aRCRD.

Reentry National Media Outreach Campaign Web site: www.reentrymedia outreach.org.

Sacramento Police Department. "City Beat Episode 17: Parole Intervention Team, Officer Fitness, Military to Police Careers, and Above and Beyond" Video. No date. Available at www.sacpd.org/citybeat/citybeat.asp.

Choosing a priority population based on a shared understanding of local reentry issues

CSG, *RRPC*
- Introduction: Understanding Re-Entry, pp. 9–12
- Policy Statement 2: Developing a Knowledge Base, pp. 23–35
- Chart of Status of Parole by State, pp. 591–594

IACP, *Building*
- Building Partnerships, pp. 13–15

IACP, *Offender Re-Entry*
- Issue Area IV: Designing Offender Re-Entry Efforts, pp. 12–16

Ney and McGarry, *GIR*
- Chapter 11: Obtain All the Necessary Information, pp. 103–108
- Chapter 12: Plan Your System Assessment, pp. 109–114
- Chapter 13: Map the System, pp. 115–124
- Chapter 14: Document and Assess Current Policies and Practices, pp. 125–134
- Chapter 15: Gather Information on Your Offender Population, pp. 135–150
- Chapter 16: Document and Assess All of the Resources Available to You, pp. 151–166

Sexton, *WT: Framework*
- Step 5: Identifying a Target Population, pp. 47–50

Taxman, Faye S., James M. Byrne, and Douglas Young. *Targeting for Reentry: Matching Needs and Services to Maximize Public Safety.* College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.

Related topic: Focusing on jail populations

Mellow, Jeff, Debbie Mukamal, Stefan LoBuglio, Amy Solomon, and Jenny Osborne. *The Jail Administrator's Toolkit for Reentry*. Washington, D.C.: Urban Institute, 2008.

Solomon, Amy, Jenny Osborne, Stefan LoBuglio, Jeff Mellow, and Debbie Mukamal. *Life after Lockup: Improving Reentry from Jail to the Community*. Washington, D.C.: Urban Institute, 2008.

Related topic: Mapping and reentry

CSG, *RRPC*
- An Explanation of Justice Mapping: Three Examples, pp. 595–599

Harris, Richard, Charles Huenke, and John P. O'Connell. "Using Mapping to Increase Released Offenders' Access to Services." In *Crime Mapping Case Studies: Successes in the Field,* ed. Nancy La Vigne and Julie Wartell, pp. 61–66. Washington, D.C.: Police Executive Research Forum, 1998.

La Vigne, Nancy G. *Mapping for Community-Based Prisoner Reentry Efforts: A Guidebook for Law Enforcement Agencies and their Partners*. Washington, D.C.: Police Foundation, 2007.

La Vigne, Nancy, and Barbara Parthasarathy. *Returning Home Illinois Policy Brief: Prisoner Reentry and Residential Mobility*. Washington, D.C.: Urban Institute, 2005.

La Vigne, Nancy G., Jake Cowan, and Diana Brazzell. *Mapping Prisoner Reentry: An Action Research Guidebook,* 2d ed. Washington, D.C.: Urban Institute, 2006.

Reentry Mapping Network Web site: www.reentrymapping.org.

Mission, Goals, and Performance Measures

LAW ENFORCEMENT AND ITS PARTNERS DEFINE A MISSION FOR THE REENTRY COLLABORATIVE, ENUMERATE SPECIFIC GOALS, AND IDENTIFY WAYS TO MEASURE PROGRESS TOWARD THESE GOALS.

Discussion

To implement their commitment to supporting safe and successful reentry, law enforcement representatives should work with their partners to develop a structure for the initiative. These steps may be taken concurrently with the task of identifying a priority population and should certainly be in place before any participants are engaged.

Early in the planning process policymakers should agree on a mission for the initiative. This is not simply an exercise in refining language to be used on materials that describe the group's efforts. It is an opportunity to articulate a common purpose among the different partners to guide their respective reentry work plans and policies. Partners should recognize that they may have different reasons for working in reentry and may want to focus on different target populations to carry out their objectives. For example, the law enforcement agency may prefer to focus on people who have committed violent crimes and are considered to be at a high risk of committing another offense or violating the conditions of their release. Agencies may feel that such a focus has the greatest potential positive impact on public safety. In contrast, prosecutors, who may face significant public scrutiny for such efforts, may prefer targeting people convicted of nonviolent misdemeanors in order to demonstrate early successes and minimize the chances that the commission of any new crimes by participants would affect community members' personal safety.[34] For this reason, policymakers from different stakeholder groups must develop written consensus on the initiative's mission—and share this mission statement widely within partner agencies and the community.

In the course of identifying potential partners, analyzing the barriers individuals face when returning to the community from correctional or detention facilities, and defining a shared mission and priority population, policymakers will have at their disposal a significant amount of information about individuals reentering their community. This research will also reveal whether existing

> " In a reentry initiative, a law enforcement agency doesn't have to be everything to everybody. It can't be. There are a lot of different ways you can make this work."
>
> — RON MILLER
> Chief, Topeka (Kansas) Police Department*

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* Chief Miller served as the Chief of Police for six years in Kansas City (Kansas) before retiring in 2006. He began his career there in 1972 and rose through the ranks from patrol officer. He currently serves as the Chief of Police in Topeka (Kansas).

reentry initiatives operate in the jurisdiction. Law enforcement executives should consider the possibility of joining one of these initiatives (or proposing to restructure it to allow for greater law enforcement involvement) to leverage work already under way. Executives need to carefully consider the benefits and drawbacks of such an arrangement. Agency leaders should review the degree to which the missions overlap or conflict and whether meaningful opportunities exist for collaborative policymaking, leadership, and day-to-day operational activities while allowing each agency to stay true to its respective goals. If these criteria are not met, law enforcement executives and their partners should consider developing a new reentry collaborative and should identify potential opportunities for supporting other initiatives and coordinating with them as their effort progresses.

Multiple Reentry Initiatives—What to Look For

Law enforcement officials may find that multiple reentry initiatives already exist in the jurisdiction. These may include a reentry committee composed of representatives from different state agencies, a state-level process initiated by the legislature or governor, countywide task forces formed by a sheriff or other county official, "reentry caucuses" established by one or more mayors in their respective municipalities, and neighborhood-level projects or working groups prompted by community leaders or community development organizations.

Based on the focus of the initiative and its stated mission, policymakers should identify goals and ways to measure progress toward these goals. It is important to ensure that goals are realistic and attainable based on the selected target population's risk level; accordingly, some goals should be designated as short-term and others as longer-term. For example, if the initiative targets individuals convicted of violent offenses who are homeless, goals of ensuring that participants will not be re-arrested for any type of infraction or will secure stable housing may be considered longer-term, whereas preventing them from committing a major crime within 90 days of their release or connecting them with transitional housing options would be more immediate goals.

PROGRAM EXAMPLE: **Mission and Goals of the Knoxville (Tennessee) Public Safety Collaborative**

Mission:
The Knoxville Public Safety Collaborative (KPSC) is a broad-based partnership representing the corrections, law enforcement, and social service communities in Knoxville, Tennessee. Our mission is to protect public safety and to promote better outcomes for families and children. We accomplish this by providing proactive, coordinated treatment and supervision services to high-risk/multiple-needs offenders and their families.

Goals:
1. Enhance day-to-day working relationships among community corrections officers, police, and social service providers in the city of Knoxville.

2. Share information among parole and probation officers, police, and service providers to more effectively manage offenders in the community.

3. Organize and share interagency information and resources to address changing needs and risks of offenders, as well as their children and families.

4. Develop and use a comprehensive and proactive case management process for high-risk offenders and their children and families.

5. Use progressive sanctions, including supervised community service, for offenders in KPSC's target population.

6. Develop and implement a strategic action plan to expand and enhance the composition of the KPSC and to obtain the resources required to sustain the KPSC's mission in the future.

The initiative should have goals related to public safety, such as reducing participants' criminal behavior. Measuring these goals requires that mechanisms for sharing information between law enforcement and institutional and community corrections be in place. Since officers may encounter participants who live and work on their beat, protocols should be developed to ensure that law enforcement personnel are made aware of formerly incarcerated people participating in the initiative; this information is particularly important at both booking and release. Similarly, if initiative participants have new encounters with police and corrections, this information should be shared with other partners in a timely fashion.

PROGRAM EXAMPLE: **Knoxville (Tennessee) Public Safety Collaborative**

As part of the Knoxville Public Safety Collaborative, the Knoxville Police Department (KPD) helps monitor and check selected parolees and probationers for compliance with curfews and other conditions of supervision. Officers are aware of program participants through the lists that are sent out by the KPD Community Corrections Program Manager—usually on a weekly basis for probationers and on a monthly basis for parolees. Should an officer have questions about someone's supervision status, he or she can contact probation or parole or the KPD Community Corrections Program Manager, who is on call 24/7. Any information that officers collect during checks or other contacts with program participants are recorded on field interview cards, which are forwarded either electronically or in hard copy to the assigned probation or parole officer. Additionally, KPD arrest reports are generated daily through the Knox County Judicial Information Management System (JIMS) and electronically sent to the Probation and Parole Office.

To measure public safety goals, policymakers should agree on a common definition for "recidivism" that reflects their respective goals and relevant mandates. Stakeholders may have conflicting definitions for the types of outcomes they count as resulting in recidivism, ranging from rearrest, to reconviction, to reincarceration only after arrest for a new crime, to reincarceration for a technical violation of a condition of release (such as missing several supervision appointments). Some collaboratives compromise by agreeing upon multiple measures of recidivism rather than singling out one. Even if partners can develop a shared definition, agreeing on an acceptable level of recidivism may also prove challenging: some stakeholders may regard any amount of recidivism as an indication of failed reentry policy, whereas others may believe that enforcement and reincarceration, when appropriate, is part of a viable reentry strategy. The degree to which stakeholders reach consensus on critical issues such as this will have a significant impact on the long-term success of the initiative.

Policymakers also should establish goals to address the underlying factors in their community that drive recidivism rates, such as substance use, unemployment, homelessness, lack of education, negative peer groups, and mental illness—all of which may make individuals released from prison or jail more prone to encounters with law enforcement and subsequent reincarceration. Specific goals will be based on participants' needs and the services and surveillance provided by the collaborative. Goals might focus on connecting individuals to effective mental health treatment, decreasing substance use, securing housing options, sustaining employment, achieving literacy, acquiring a GED or vocational skills, addressing antisocial behaviors, and other measures that reduce the risks for reincarceration. Measures might include the number of individuals referred to services and the outcomes of their involvement— such as number of days they were continuously employed, the amount of restitution they paid, or the frequency with which they were able to make child support payments once employed. The measures take into account how lives are improved—for the person released from prison or jail, his or her family, and others who benefit from the individual's having a productive role in the community.

Policymakers should also consider goals that focus on enhancing the capacity of community resources to serve all area residents in need—not just individuals who are enrolled in the reentry initiative. For example, a goal of expanding drug treatment services in the neighborhoods where most people released from prisons and jails return would benefit anyone in that community. To measure these types of goals, collaborative partners can look at the community-wide impact of the initiative on both first-time arrests (for nonparticipants) and repeat offenses (for participants). Performance measures might also include numbers of community members who were referred to treatment, completed their treatment plan, returned to treatment after a relapse, and received treatment but were incarcerated or reincarcerated over a defined period of time. Partners likewise should ensure—and make clear to the public—that achieving the initiative's goals does not mean reducing services for others in the community.

Policymakers should enumerate and document the initiative's services and supervision strategies and show how these activities support the mission and goals. The decision about specific reentry strategies should be made in light of partners' capacities to address the needs and risks of the identified target population. For example, if the target population includes people convicted of domestic violence crimes, the program might position law enforcement officers to visit the homes of participants and to use law enforcement's strengths in explaining to victims their rights and linking them to service providers; or if the target population includes individuals with mental illnesses and substance use disorders, the program should include providers who can address treatment and other needs. Performance measures should be used to determine how effective these services and supervision strategies are in achieving specified goals. Measures that are regularly and consistently reviewed can demonstrate early successes, assess progress toward longer-term goals, and indicate the need for midcourse corrections to the overall initiative design.

As planners make decisions about the collaborative's specific reentry strategies, they will also clarify essential matters concerning requirements for initiative participants, how partners in the collaborative relate to one another and exchange information, what role law enforcement plays prior to and after participants' release from incarceration, and the organizational steps the law enforcement agency will take to support the initiative and other efforts to ensure sustainability (all issues addressed in subsequent sections of this document).

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Articulating a shared mission				
1. Our agency and its partners				
a. work together to develop a mission statement for the initiative				
b. agree on a written mission statement for broad dissemination				
Identifying goals and performance measures				
2. Our agency and its partners jointly develop initiative goals that address the following:				
a. public safety				
b. substance abuse				
c. mental health				
d. health				
e. education				
f. housing				
g. employment				
h. capacity of community resources				
3. Our agency and its partners				
a. work together to identify ways to measure the short-term and long-term goals				
b. agree on common definitions for measuring goals (e.g., what constitutes recidivism)				
c. determine if the goals also include improving services to the larger community				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Designing initiative services and supervision strategies				
4. Our agency and its partners				
a. record the initiative's supervision strategies and services in writing				
b. institute performance measures to examine these supervision strategies and services				

Comments

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Resources*

Articulating a shared mission

CSG, *RRPC*
- Policy Statement 3: Incorporating Re-Entry into Organizations' Missions and Work Plans, pp. 38–52

Ney and McGarry, *GIR*
- Chapter 8: Create a Mission and Goals for the Policy Team, pp.75–82

Rinehart, Tammy A., Anna T. Lazlo, and Gwen O. Briscoe. *Collaboration Toolkit: How to Build, Fix, and Sustain Productive Partnerships*. Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001.
- Section 4: Shared Vision and Common Goals

Sexton, WT: *Framework*
- Step 3: Articulating the Mission, pp. 33–38

Identifying goals and performance measures

CSG, *RRPC*
- Policy Statement 6: Measuring Outcomes and Evaluating the Impact of a Re-Entry Initiative, pp. 87–94

IACP, *Building*
- Needs Assessment, pp. 8–9
- Measuring Success, p. 20
- Key Recommendations and Advice, p. 22

IACP, *Offender Re-Entry*
- Issue Area IV: Designing Offender Re-Entry Efforts, pp. 12–16
- Issue Area VIII: Evaluating the Effectiveness of Offender Re-Entry Efforts, pp. 25–28

La Vigne et al., *PRCP*
- Creating Realistic Goals and Operating with Limited Resources, p. 64

Ney and McGarry, *GIR*
- Chapter 8: Create a Mission and Goals for the Policy Team, pp.75–82

Rinehart, Tammy A., Anna T. Lazlo, and Gwen O. Briscoe. *Collaboration Toolkit: How to Build, Fix, and Sustain Productive Partnerships*. Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001.
- Section 4: Shared Vision and Common Goals

Sexton, WT: *Framework*
- Step 7: Monitoring Progress and Measuring Performance, pp. 72–80

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

Designing initiative services and supervision strategies

IACP, *Building*
- Needs Assessment, pp. 8–9
- Components and Activities, pp. 9–11
- Key Recommendations and Advice, p. 21

IACP, *Offender Re-Entry*
- Issue Area IV: Designing Offender Re-Entry Efforts, pp. 12–16

Ney, and McGarry, *GIR*
- Chapter 9: Understand and Specify the Goals and Outcomes of Sanctions, pp. 83–92
- Chapter 10: Use Evidence-Based Practices, pp. 93–100

Sexton, *WT: Framework*
- Step 6: Integrating Supervision and Service Delivery, pp. 51–71

Taxman, Faye S., Douglas Young, James M. Byrne, Alexander Holsinger, and Donald Anspach. *From Prison Safety to Public Safety: Innovations in Offender Reentry*. College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.

5 Initiative's Terms and Participant Identification

LAW ENFORCEMENT AND ITS PARTNERS DESIGN PARAMETERS GOVERNING HOW PARTICIPANTS WILL BE INVOLVED IN SERVICES AND SUPERVISION, AND PROCEDURES FOR HOW PARTICIPANTS WILL BE IDENTIFIED AND ENROLLED.

Discussion

Policymakers' decisions regarding the initiative's mission, goals, and strategies provide a foundation for a collaborative public safety initiative focusing on a population at high risk of reoffending. They must next work with their staff to develop the rules and requirements with which participants, once selected, must comply.* These terms of participation can be applied to both pre- and postrelease aspects of the reentry initiative. They can include requirements such as

- reporting regularly to a probation or parole officer,
- maintaining a known residence,
- submitting to drug tests,
- complying with a curfew,
- attending program meetings, and
- completing a plan for receiving specified services or treatment (based in the community after release or in the facility prior to release).

Partners on the policy board must also consider the important question of whether enrollment in the initiative is voluntary or mandatory. Competing factors can make this decision difficult. To provide enhanced supervision to individuals deemed at high risk of reoffending, policymakers may be wary of allowing individuals to opt out. Alternatively, to increase the likelihood that limited resources and services are used to their greatest benefit, policymakers may want to prioritize access to those individuals who are the most interested (including those who are under no form of supervision after their release).

> 66 Our departmental goal is to create a culture in our institutions so that you're the odd man out if you're not participating in our reentry programs. We know that most people aspire to better lives for themselves and their family, and want to hold and raise their children, earn money, and live as responsible members of their communities. So beginning in our detention facilities and continuing into our pre-release program, we focus on structuring incentives to encourage people with the motivation and gumption and provide a chance to earn their way back into the community."
>
> — STEFAN LOBUGLIO, ED.D., Chief, Pre-Release and Reentry Services, Montgomery County (Maryland) Department of Correction and Rehabilitation[†]

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* As discussed more fully below, some terms of participation may already be ordered in an individual's conditions of release if he or she is on probation or parole.

[†] Prior to joining the Montgomery County (Maryland) Department of Correction and Rehabilitation, Chief LoBuglio worked for the Suffolk County (Massachusetts) Sheriff's Department in Boston and was involved with the Boston Re-Entry Initiative.

To resolve this tension, policymakers can consider scaling requirements so that the most important aspects of the initiative are mandatory. In particular, reporting requirements, such as curfews and drug tests, may be mandatory; other aspects, such as using certain services, may be voluntary. If individuals have the option of participating in some or all aspects of the initiative, coordinators and staff should explain the benefits of full involvement to eligible individuals, emphasizing the opportunity to turn their lives around by participating in programming that may otherwise be difficult to access.

> PROGRAM EXAMPLE: **Boston (Massachusetts) Police Department**
>
> The Boston Re-Entry Initiative (BRI) identifies potential participants in the first 60 days of their incarceration at the Suffolk County House of Correction (SCHOC). The SCHOC and the Boston Regional Intelligence Center (BRIC) work with the district attorney and the U.S. attorney to identify those who are eligible for involvement in the BRI. Participants are selected for the reentry program on the basis of their criminal history, as the BRI targets those who are likely to reoffend upon release. These clients are referred to as impact players, owing to their significant histories of violent crimes, past and current affiliations with gangs or groups, and previous weapons charges. Shortly after the selection process is complete, this eligible group meets with a panel of social service providers, case managers, and law enforcement officials to hear a fair and balanced message regarding involvement in the program. Enrollment is strictly voluntary and provides access to additional programming and continued case management services for up to 12 months after release. Those individuals who opt out of participation do not receive the benefits, but upon release they will still be identified by the Boston Police Department as high-risk ex-offenders. To make participation appealing, reentry partners emphasize that they offer eligibility for services and programming to which participants may not otherwise have access.

Once they have identified terms of participation and addressed the question of whether individuals volunteer or are mandated to participate, policymakers should decide what is considered noncompliance and what the response to it will be. For each term of participation, coordinators and staff must communicate to participants what is considered successful achievement and what the consequences will be for failing to meet that level of success. Compliance could be rewarded through mechanisms such as graduation ceremonies; small tokens of recognition; certificates of rehabilitation; decreased supervision; or waivers of fines or fees for people who owe court costs, probation supervision fees, or other court-ordered payments to criminal justice agencies. Noncompliance, including not participating in mandated programming, should be sanctioned. Planners should consider questions such as how many missed appointments with supervisors count as noncompliance. As part of the initiative's response to noncompliant behavior, policymakers should consider implementing community-based graduated sanctions, such as electronic monitoring, additional reporting, or curfew checks, for less serious failures to comply with terms of participation.

Planners on the coordinating group also should set parameters that govern the duration of a participant's access to services and supervision, as well as benchmarks for completion. Policymakers may decide to use a set time frame to mark completion of individuals' direct involvement in the reentry initiative. Alternatively, policymakers may institute benchmarks that tie an individual's completion to his or her accomplishment of a specified goal. For example, policies may state that if an individual demonstrates sustained engagement in mental health or substance addiction treatment, or continuous employment, along with a clean criminal record, he or she may be eligible for graduation. Policymakers also should determine an individual's reward for satisfactorily graduating from the program; in some cases, this will mean narrowing the conditions of the individual's community supervision (such as by lifting electronic monitoring or travel restrictions) or shortening the length of time a person spends under supervision, if appropriate.

Reentry initiative administrators can work proactively to coordinate with the relevant releasing authority—depending on the state, this may be a parole board, commission, or judge—to ensure that conditions of supervision and terms of participation in the reentry initiative are complementary. In addition, reentry initiative staff should make recommendations to the supervisory authority about emphasizing participants' engagement with specified community services, as well as recommend policies on how to respond to noncompliance using sanctions up to and including revocation and reincarceration. These policies should be agreed to by all partners and periodically revised as needed.

The framework for the reentry initiative should be complete when the priority population, mission, goals, terms of participation, and related policies have been fully defined and documented. To commence operations, policymakers must develop protocols for consistently identifying the individual participants who meet the target population criteria. These protocols should identify when individual participants are selected (at sentencing, at intake to a correctional facility, or shortly before or after release), what data partners share to identify participants, and the processes for contributing the data. Regardless of the point in the criminal justice process when identification is made, risk assessment tools administered by corrections agencies can be a primary source for identifying participants. Law enforcement may have opportunities to contribute information it gathers at arrest and booking, as well as officers' knowledge of specific people involved in the criminal justice system (such as contacts with law enforcement officers that do not rise to reportable offenses) to help corrections and other partners consider program eligibility. Community representatives, including family members of those returning from correctional facilities, may also offer their perspectives to help identify participants. A transparent process for identifying participants must be defined, documented, and in place when the program begins operations to ensure that the program can address any concerns about racial profiling or any other bias (see also Element 1: Viability).

Policymakers should develop systems to ensure that individuals who are enrolled in the initiative are aware of what to expect and what will be expected from them in turn. Orientation meetings, held either before or after release, provide an effective forum for presenting the terms of participation, as well as what the initiative offers, how it can help participants, how partners are committed to providing assistance where appropriate, and each of the partners' roles. In particular, law enforcement's dual commitment to helping participants return successfully to the community and enforcing the law should be emphasized. Policymakers and staff should also design ways to gauge whether services are meeting participants' needs. These may include scheduling periodic check-ins between staff and participants and providing participants with an opportunity to share feedback on their experience and present any concerns about the terms of participation.

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Developing policies and procedures				
1. Our agency and its partners develop terms of participation that address				
a. prerelease requirements				
b. postrelease requirements				
c. whether enrollment is voluntary or mandatory				
d. what constitutes compliance				
e. the reward system for compliance				
f. what constitutes noncompliance				
g. protocols for responding to noncompliance				
h. the duration of time services and supervision will be provided				
Identifying participants				
2. Our agency and its partners use transparent protocols for identifying individual participants that specify				
a. the criteria participants must meet to be part of the target population				
b. when participants are selected for the initiative				
c. how partners will contribute to the identification process				

Comments

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Resources*

Developing policies and procedures

Council of State Governments Justice Center. Special Project: Assessment Process. No date. Available at www.reentrypolicy.org/special_projects/ assessment_processes.

CSG, *RRPC*
- Policy Statement 8: Development of Intake Procedure, pp. 110–140
- Policy Statement 9: Development of Programming Plan, pp. 141–153

IACP, *Building*
- Practical Tools and Instruments, pp. 12–13

IACP, *Offender Re-Entry*
- Issue Area IV: Designing Offender Re-Entry Efforts, pp. 12–16
- Issue Area VI: Educating the Public, pp. 18–22

Ney and McGarry, *GIR*
- Chapter 21: Develop Policies, Procedures, and Programs as Strategies To Achieve Outcomes, pp. 201–212

Sexton, *WT: Framework*
- Step 5: Identifying a Target Population, pp. 47–50
- Step 6: Integrating Supervision and Service Delivery, pp. 51–71

Identifying participants

Sexton, *WT: Framework*
- Step 5: Identifying a Target Population, pp. 47–50

Taxman, Faye S., James M. Byrne, and Douglas Young. *Targeting for Reentry: Matching Needs and Services to Maximize Public Safety.* College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.

Related topic: Responding to concerns about racial profiling

Byrne and Hummer, "Examining"

Fridell, Lorie, Robert Lunney, Drew Diamond, and Bruce Kubu. *Racially Biased Policing: A Principled Response.* Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001.

La Vigne et al., *PRCP*
- Creating Realistic Goals and Operating with Limited Resources, p. 64
- Overcoming Internal Organizational Challenges, p. 65
- Agreeing on Data-Sharing Protocols, p. 65
- Overcoming Mistrust and Misinformation, pp. 66–69
- Forging Strong and Sustainable Partnerships, p. 70

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

Implementing
the Plan

6

Information Exchange and Systems Collaboration

LAW ENFORCEMENT AND ITS PARTNERS CREATE SYSTEMS FOR APPROPRIATELY EXCHANGING INFORMATION AND FOR ROUTINE COLLABORATION AND COMMUNICATION. FORMAL AGREEMENTS DEFINE THE PARAMETERS OF INFORMATION EXCHANGES AND SUSTAIN THE PARTNERSHIPS.

Discussion

An important step in building or enhancing an effective reentry strategy is eliciting a commitment to collaborate from a broad base of relevant stakeholders. Law enforcement executives and other policymakers should solidify partners' interests in working toward a shared reentry strategy and bridge the various information and procedural systems these stakeholders use. Promoting information sharing and collaboration may present challenges, as each agency operates within its own culture, legal authority, and organizational models and may have little experience or success working together.

Policymakers should convene several collaborative bodies (as discussed in Element 2: Stakeholder Involvement), which may include an executive-level policy board, a supervisor-level coordinating group, and line-level operational staff.* Through these bodies, partners can collaborate effectively to design a reentry strategy, establish and ensure the effectiveness of policies and procedures, and provide ongoing supervision and case management for participants.

Different Systems, Different Languages

The extent to which the traditions, missions, and values of partner organizations varies is evident in the different terminology they may use: to the corrections administrator, for example, a person to be released from a secure facility could be an "offender"; someone working in a job-placement center could describe that individual as a "job seeker" or "worker"; and a mental health professional might refer to the person seeking his or her services after prison or jail as a "consumer" or "client." Some terms that are perfectly acceptable to one discipline may be offensive to another. It is important problems with terminology do not derail efforts to collaborate. A sensitivity to language and agreement on some commonly accepted terms can facilitate collaborations.

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* These bodies may overlap or merge, depending on the size, resources, and unique needs of a particular jurisdiction.

Sharing Information

As discussed throughout this document, information sharing among reentry partners is critical to increasing the safe and successful return of individuals from prisons and jails to the community.[35] In a reentry collaborative, information should be shared among many agencies and groups: police departments, prisons/jails, parole/probation offices, service agencies, community-based organizations, and individual community members—to name a few. The chart below highlights some of the most common ways information can be exchanged and where in this guide the particular type of information sharing is discussed.

PROVIDER	RECIPIENT	SUBJECT	PURPOSE	SOURCES	FOR FURTHER DISCUSSION, SEE ELEMENT
Police	Prisons	Gang affiliation	Inform corrections' housing placement and security classification	Prior contacts; pre-sentence investigation reports	7: Transition Planning
Prisons and community corrections	Police	Addresses of people released to the community	Inform crime prevention strategies	Intake and release interviews; prior address	7: Transition Planning *and* 8: Enhanced Supervision
Prisons	Police and/or community corrections	Affiliations while in prison	Plan supervision strategy	Visitor lists; shopper's lists at prison stores / canteens; disciplinary record	7: Transition Planning *and* 8: Enhanced Supervision
Jails	Police and/or community corrections	Institutional behavior	Inform investigations practices and crime prevention	Contact logs; disciplinary record	3: Initiative's Priority Population *and* 7: Transition Planning
Police	Community corrections	Contacts with participants after release	Determine whether conditions of release are being met	Field incident reports, integrated data systems	8: Enhanced Supervision
Prisons	Community-based mental health treatment providers	Mental health treatment information during incarceration*	Provide continuity of care and support comprehensive transition planning	Medical treatment files; documents from correctional treatment providers	2: Stakeholder Involvement
All	All	Local reentry issues	Identify a target population and develop a tailored response	Various	3: Initiative's Priority Population; 4: Mission, Goals and Performance Measures; *and* 5: Participant Terms and Identification

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* Jurisdictions should carefully review state laws when developing policies to share health information.

Policymakers and program coordinators should ensure that mechanisms and protocols for exchanging information are in place. Information exchange is a critical component of an effective reentry collaboration: nearly all law enforcement reentry activities—from planning the strategy, to reporting contacts with participants, to measuring outcomes—require sharing information across systems in some capacity.

Partners, through the coordinating group, should develop protocols governing information sharing. Protocols should first and foremost identify who needs—not just wants—what information and in what form. This will be based largely on how partners structure the initiative. Not all partners require access to the same information. In some cases, limiting a partner's access to certain information will be necessary either for reasons of confidentiality (in the case of sharing certain health information with justice agencies; see below) or the safety of participants (for example, preventing information about an individual's gang affiliation from becoming known). Similarly, sometimes aggregate information or background about an individual that excludes specific details may serve a partner's purposes. For example, information may disclose that a number of juveniles were released in the last 12 months. These data could be broken down into types of offenses, sentence lengths, and conditions for release, but would not disclose the names of those who were released. Policymakers should institutionalize information-sharing mechanisms through memoranda of understanding or agreement (MOUs and MOAs) and standard operating procedures (SOPs) that govern types of information shared, who within the respective agencies provides and receives it, in what format, at what time, with what controls for accuracy and timeliness, and other requirements. (MOUs and SOPs are described in more detail below.)

In the course of designing information-sharing protocols, coordinating group members must familiarize themselves with federal, state, and local regulations governing confidentiality. Coordinators should also train all staff who will send or receive sensitive information on these regulations and on the protocols for sharing, storing, and using information. Legal counsel for partner agencies should be able to assist with this task.

The coordinating group should explore a variety of methods, ranging in complexity, for exchanging information within legal and practical parameters. This includes identifying existing organizational barriers that are incorporated in policies, procedures, or the agencies' cultures. At the most basic level, partners should develop the means for ensuring that necessary participant information can be shared to better serve the individual and advance the goals of the initiative. Mechanisms may include issuing carefully crafted but expansive consent forms to all participants; the forms, designed in compliance with federal and state regulations, would permit specified information to be shared between identified partners and would require client consent as a term of participation in the initiative. Many clients will be willing to sign a consent form if they see the value in the program and know that the assembled partners are able to provide them with needed services. It is important that collaborative partners develop a uniform consent policy, rather than each issuing their own

Confidentiality

Federal confidentiality laws, such as the Health Insurance Portability and Accountability Act (HIPAA), regulate the use and release of medical records and individually identifiable health data. Under HIPAA, patients must be informed as to how personal information regarding their mental health may be used and must be allowed to control certain disclosures of their personal information. Similarly, individuals in substance abuse treatment are protected from disclosure of "patient-identifying" information without informed patient consent by federal rules on substance abuse patient records (42 CFR). Additional state regulations and professional ethical obligations—including a different set of regulations set by tribal governments—sometimes limit health, mental health, and substance abuse treatment providers' ability to share clinical information without consent.

While regulations do impose some restrictions, many observers have noted the misunderstandings and confusion related to these regulations, especially HIPAA.[36] In fact, HIPAA does not create a significant barrier to a law enforcement collaboration with mental health partners. Contrary to popular belief, HIPAA does not restrict *all* information that can be shared with law enforcement. HIPAA permits disclosures without consent for law enforcement actions necessary to avert a serious threat to health or safety. It should not affect sharing aggregate information—stripped of person-identifying information—for planning purposes. It also permits health information to be shared with a correctional institution or law enforcement agency with custody of the individual, if the information is necessary for health care purposes or the health and safety of the individual or personnel. Furthermore, observers note confusion as to where regulations governing health information sharing end and law enforcement duties begin: if an individual tests positive for illegal substance use in a drug test, this is *not necessarily* protected treatment information, but rather information that could be shared with justice agencies for enforcement purposes.

That said, patient consent is an important value in health care, and a justice–public health collaborative should proactively determine how it can be respected when possible. For example, an individual with a mental illness may sign an advance directive to allow information about his or her treatment to be shared with law enforcement so that responding officers will involve treatment providers before an incident escalates to a criminal justice intervention. Also, state or local policies may mandate consent, even if federal regulations do not. Law enforcement and its partners must understand these regulations and formulate strategies and information-sharing protocols accordingly.

policy and requiring consent to be obtained on a case-by-case basis.[37] These mechanisms, along with MOUs and SOPs, ensure that safeguards are in place to prevent unauthorized access, disclosure, and use of participant data.

Partners should also consider what information can easily be shared using current systems or simple data exchanges. In jurisdictions with a relatively small number of participants, police or community corrections (probation/parole) encounters with participants may be reported through basic, low-tech mechanisms, such as daily reports or weekly staff meetings. To help law enforcement first-responders identify men and women leaving prison or jail who are involved with the initiative, law enforcement personnel may be involved in conducting initial home visits with community corrections personnel or may receive reports on who is returning to particular neighborhoods.

As the collaborative evolves, partners can also explore more advanced technological opportunities for data sharing by examining whether any existing data systems are interoperable or can be readily made so. An integrated information management system has many advantages: with integrated data, for example, police officers may have the ability to quickly access information about the conditions of release (such as any restrictions related to curfews, affiliations, or locations) of individuals with whom they come in contact when on patrol.

Though useful, such integration can be costly, technologically complex, and counter to agencies' existing data collection processes and cultures (for example, contributing agencies may have reservations about integrating systems, as they will need to access that information for their own purposes without incurring any delays that the integrated system may present). In the event that data integration is deemed viable and desirable, the coordinating group should establish protocols for all partners to supply accurate and timely data and for properly protecting its use through controls that prevent, detect, and respond to unauthorized information sharing. Partners also should be sure to

> " We found very few exceptions of data-sharing restrictions that couldn't be overcome with a client waiver or an MOU."
>
> — **GARY KEMPKER**
> Senior Manager, Center for Effective Public Policy

Field Interview Reports and "Stop" Contacts

Some jurisdictions share field interview reports* or "stop" contacts with community corrections partners. When an officer from the Knoxville (Tennessee) Police Department (KPD) encounters an individual who he or she knows is in the reentry program—either from the list sent out by the KPD Community Corrections Program Manager, from a check of the Tennessee Offender Management Information System (TOMIS), or from the parolee's or probationer's identification card—the officer records his or her observation on a field interview card. This information is forwarded either electronically or in hard copy to the assigned community corrections officer. The program coordinator also reviews the cards to see if any situations need immediate action. This protocol ensures that community corrections officers are aware of law enforcement interaction with program participants.

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* Some jurisdictions also refer to these as field incident reports or field interview cards.

conduct periodic reviews to ensure that their security and privacy policies, particularly with regard to personal information about program participants, are properly implemented. Security policies refer to the methods used to protect information during and after collection, while privacy policies address the methods and purposes for collecting, handling, and sharing information.[38]

Effective information sharing—and, for that matter, an effective collaboration—requires strong relationships between staff from respective agencies. Policymakers and their staff should explore ways to promote increased collaboration among personnel in the different agencies. At a minimum, coordinators should meet regularly to oversee the initiative, and staff should meet to discuss and develop strategies for supervising individual participants. Cross-training also provides valuable opportunities to foster relationships and promote the sharing of ideas between staff from different agencies. This training also helps staff appreciate how other systems work and dispels myths or stereotypes that employees in one system may have about people working for (or served by) another.

PROGRAM EXAMPLE: Police-Parole and Probation Cross-Training

The leadership of the Redlands (California) Police Department (RPD) appreciates the complicated nature of parole reentry and the need for the police and corrections officials to work collaboratively. To facilitate an effective police-corrections partnership, the RPD and the California Department of Corrections and Rehabilitation formed a Police and Corrections Team (PACT). This team consists of an RPD police officer and three state parole agents. Their office is located in the main RPD facility from which patrol officers work. PACT shares office space with the RPD Drug Court Unit (which consists of an RPD officer and a county probation officer). PACT and Drug Court share a clerk who frequently serves as the "connector" between the two units.

The PACT and Drug Court units were formed, and are housed together, with the intent of enhancing the "systems" relationship between the reentry and drug court strategies. At any given time, between 3 and 30 parolees are enrolled in the Drug Court as an alternative to parole revocation. It is the RPD's belief that the strategies that have proven effective in drug courts are directly applicable to parole reentry dynamics.

There is a pervasive lack of reentry training available to police officers. Accordingly, the RPD has sent its PACT officers through California's Parole Agent Academy and participates in multiple joint police-corrections training. In addition, the PACT parole agents join the RPD PACT officer in conducting roll call training on parole issues for patrol officers. The PACT parole agents frequently participate in RPD training sessions to further their own knowledge or add their invaluable perspective to police training.

Policymakers should also consider how to bring operational personnel together through their daily activities. Parole officers, for example, might participate in ride-alongs with police and conduct joint house visits and curfew checks for parolees. Policymakers can also explore the possibility of opening a

single facility and housing police, parole, and service provider personnel in a "one-stop shop" that is easily accessible for reentry participants.

Policymakers should take steps to institutionalize relationships and information-sharing protocols to ensure that the collaborative can survive leadership and staff turnover. The roles and responsibilities of each partner should be defined and policies and procedures established to encourage compliance. MOUs with key partners can define such issues as the following:

- roles and responsibilities of each partner

- lines of accountability and responsibility among staff and partners

- protocols for sharing information between partners, including what data will be collected; for what purposes (including for evaluation); who can receive it; and when and how it is stored, exchanged, used, and destroyed

- protocols for sharing information with nonpartners, especially media

The purpose of MOUs and MOAs is to help sustain the reentry program over time by ensuring that partners remain actively involved in the reentry initiative. Accordingly, the law enforcement agency's MOUs should be flexible enough to allow partners to efficiently complete their tasks and should not be so specific that they are no longer useful if small changes are made in the initiative's design. The law enforcement agency also should regularly review its MOUs and update them to reflect new reentry activities. (An example of an MOA between agencies is provided in Appendix A.)

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Fostering systems collaboration				
1. Our agency and its partners maintain				
a. protocols that provide details about information sharing;				
b. reliable methods for sharing information.				
2. Our agency institutionalizes information sharing efforts through use of				
a. memoranda of understanding (MOUs or MOAs) with partners;				
b. standard operating procedures (SOPs).				
3. Our agency's agreements or written procedures				
a. outline roles and responsibilities of each partner;				
b. address lines of accountability and responsibility for each partner;				
c. are reviewed at regular intervals;				
d. undergo revision, as needed, to stay current.				
4. To enhance systems collaboration, our agency				
a. has a program coordinator who works closely with partners to oversee the initiative;				
b. encourages line-level staff to collaborate with reentry partners during their daily activities.				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Exchanging information				
5. Partners share necessary participant information, within legal parameters, that supports supervision efforts and service delivery.				
6. Our agency's agreements with partners address information-sharing protocols, such as these:				
a. Collection of data				
b. Storage of data				
c. Exchange of data				
d. Use of data				
e. Confidentiality regulations				
Cross-training				
7. Our agency contributes to joint training that involves reentry partners.				
8. Our agency's reentry initiative staff or representatives participate in joint training efforts with partners.				

Comments

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Resources*

Fostering systems collaboration

CSG, *RRPC*
- Policy Statement 5: Promoting Systems Integration and Coordination, pp. 74–86

IACP, *Building*
- Building Partnerships, pp. 13–15
- Key Recommendations and Advice, pp. 21–22

IACP, *Offender Re-Entry*
- Issue Area III: Collaborating with Community Stakeholders, pp. 7–12

IACP, *Offender Reentry* DVD

La Vigne et al., *PRCP*
- Forging Strong and Sustainable Partnerships, p. 70

Ney and McGarry, *GIR*

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships.* Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.

Rinehart, Tammy A., Anna T. Lazlo, and Gwen O. Briscoe. *Collaboration Toolkit: How to Build, Fix, and Sustain Productive Partnerships.* Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001.

Sexton, *WT: Framework*
- Step Two: Identifying and Including Key Parties, pp. 29–32

Sexton, George E. *Working Together: Assessing Organizational Readiness for Collaboration.* Knoxville, Tenn: The Knoxville Public Safety Collaborative, 2000.

Exchanging information

Byrne and Hummer, "Examining"

CSG, *RRPC*
- Policy Statement 5: Promoting Systems Integration and Coordination, pp. 74–86

Global Justice Information Sharing Initiative. "Privacy and Information Quality Policy Development for the Justice Decision Maker." Report of September 2005.

Global Justice Information Sharing Initiative. *Privacy Policy Development Guide and Implementation Templates.* Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance, 2006.

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*See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

Hawkins, Dan M. *Law Enforcement Tech Guide for Communications Interoperability: A Guide for Interagency Communications Projects.* Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2006.

IACP, *Building*
- Components and Activities, pp. 9–11

IACP, *Offender Re-Entry*
- Issue Area III: Collaborating with Community Stakeholders, pp. 7–12

IACP, *Offender Reentry*, DVD

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 26–27

Mankey, Jennifer, Patricia Baca, Stephanie Rondenell, Marilyn Webb, and Denise McHugh. *Guidelines for Juvenile Information Sharing.* Washington, D.C.: U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention, 2006.

National Criminal Justice Association. *Justice Information Privacy Guideline: Developing, Drafting, and Assessing Privacy Policy for Justice Information Systems.* Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance, 2002.

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships.* Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.
- Information Sharing Partnerships, p. 29
- Removing Barriers to Information Sharing, pp. 40–41

Pattavina, April. "The Emerging Role of Information Technology in Prison Reentry Initiatives." *Federal Probation* 68, no. 2 (2004).

Petrila, John, "Dispelling the Myths about Information Sharing between the Mental Health and Criminal Justice Systems." Report for the National GAINS Center for Systemic Change for Justice-Involved People with Mental Illness, 2007.

Sexton, *WT: Framework*
- Step 4: Organizing for Success, pp. 45–46

Cross-training

IACP, *Building*
- Management and Operations, p. 19

IACP, *Offender Re-Entry*
- Issue Area V: Training Agencies and Community Partners, pp. 16–18

7 Transition Planning

BEFORE AN INDIVIDUAL IS RELEASED, LAW ENFORCEMENT AND CORRECTIONS COLLABORATE WITH EACH OTHER AND OTHER PARTNERS TO EXCHANGE KEY INFORMATION AND PREPARE THE INDIVIDUAL, FAMILY MEMBERS, VICTIMS OF THE CRIME(S), AND THE COMMUNITY FOR HIS OR HER RELEASE.

Discussion

In a reentry collaborative, law enforcement naturally will focus on community crime-prevention and enforcement activities. Reentry, however, is a fluid process, and an effective reentry strategy may require law enforcement involvement prior to an individual's release. Institutional corrections partners generally take the lead on prerelease activities, but law enforcement can play a variety of roles during the period of incarceration. The law enforcement executive and his or her staff can work with a corrections administrator to ensure that prison or jail staff collect and share data that can inform policing strategies. Law enforcement can also support corrections activities by sharing critical information to support prison or jail safety and placement classifications, programming, and transition planning. In addition to these tasks, law enforcement can also help facilitate an individual's return to the community while he or she is still incarcerated by fostering connections with service providers and working with victims, families, and community members to prepare for his or her release.

Access to information on the men and women who will be leaving prisons and jails may be a primary reason for law enforcement's involvement in the initiative—for the purposes of designing their reentry strategies, informing enhanced surveillance, and refining drug and gang intervention efforts and other crime-prevention activities. Law enforcement leaders should work with their corrections counterparts to identify which information collected before an individual's release (at intake, during incarceration, or at release) would be most valuable in developing policing strategies. In particular, law enforcement can use individuals' residential addresses, recorded by corrections at intake and release, to analyze crime patterns and inform targeted responses (see Element 8: Enhanced Supervision). Similarly, law enforcement can use information about an individual's activities, acquaintances, and disciplinary record while incarcerated to identify particularly high-risk individuals and plan postrelease

> ❝ Once a law enforcement agency does an MOU with our department, they get access to all the information in our system. Information includes criminal history, visitors list, phone records, physical appearance changes, employment, and an array of other items that can be utilized to identify associates, gang affiliations, and other social preferences. Such information can be accessed by computer downloads or by requested file reviews.❞
>
> — **JUSTIN JONES**
> Director, Oklahoma Department of Corrections*

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* Director Jones has 30 years of criminal justice experience. He was appointed to his current position, Director of the Oklahoma Department of Corrections, in 2005. Among his many leadership positions, he serves as the Reentry Committee Chair for the Association of State Correctional Administrators, and is on the Board of Directors for the Council of State Governments Justice Center.

strategies. For example, knowledge of who bought goods at the prison store on an individual's behalf can highlight affiliations that may present particular risks after release—risks that may otherwise go undetected.

Law enforcement also has data, gathered prior to an individual's sentencing, that can prove valuable to corrections for a number of facility-based activities that help protect and prepare individuals for community reintegration. At intake, corrections staff assess an individual's strengths, risk factors, and needs. Law enforcement may have information beyond what an objective assessment tool can capture—gathered through previous contacts, at arrest, during booking, and prior to sentencing—on the individual's offense and prior arrests, outstanding charges, gang affiliations, known associates, potential threats to an inmate's safety, protective orders or orders for restitution, and relevant information about victims. Corrections may find it beneficial to use this information to inform the programming the individual receives while incarcerated to ensure needs and risks are being addressed. Similarly, this information can be used to determine his or her cell and activity assignments to promote individual and facility security.

> **PROGRAM EXAMPLE: Boston (Massachusetts) Re-Entry Initiative**
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> As part of the Boston Re-Entry Initiative (BRI), the Boston Police Department (BPD) shares information on gang disputes and hierarchies, gang member histories, arrests, and general intelligence regarding gangs and threat groups with the Suffolk County House of Correction, through a limited and secured-access electronic connection from the Boston Regional Intelligence Center (BRIC). This information is shared when vetting the list for reentry participants as well as during end-of-sentence planning for BRI clients. The BRIC plays an essential role in this process. As a fusion center for the Boston area, the BRIC was designed to address the problem of collecting and analyzing information across multiple local law enforcement jurisdictions and disciplines. BPD, state troopers, transit police, neighboring towns, federal agencies, and county corrections share information through the BRIC.

Information provided by law enforcement can also help transition planners design a detailed, individualized reentry plan for initiative participants that reflects both public safety and reintegration considerations. As with information provided at intake, law enforcement's knowledge of neighborhoods and individuals can supplement corrections-administered risk- and needs-assessment instruments. Although a releasing authority—a judge, parole board, or some other body—generally sets the conditions of release, law enforcement can sometimes help develop processes for informing the releasing authority about key concerns and request that conditions of release complement terms of participation in the reentry initiative.* (For further discussion on terms of participation, see Element 5: Initiative's Terms and Participant Identification.)

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* In some states, statutes govern release and there will be fewer opportunities for law enforcement to influence conditions of release.

> ❝ At intake, you can never have too much information. Knowing if there's a gang affiliation really helps us make smart decisions in our bed placement for inmates. Law enforcement gives the intake people in our facilities a list of gang members arrested in the system before they ever come to us.❞
>
> **— JUSTIN JONES**
> Director, Oklahoma Department of Corrections

The law enforcement agency can play a number of different roles to help facilitate an individual's transition. In particular, law enforcement can connect individuals to services even before their release. As a first step, this may mean engaging service providers in the reentry collaborative and facilitating a partnership between corrections and the provider; for example, law enforcement can recommend community-based providers with whom corrections can contract to provide services within the facility. Law enforcement officers may even function as transition planners and case managers and work directly to ensure that participants attend classes and appointments. (For examples of functions and qualifications of reentry program law enforcement personnel, see Appendixes B-1 to B-3.)

" If parole needs information prior to an individual's release, our police officers will provide a rap sheet and history of calls for service on the particular address."

— **LEE RAGSDALE**
Coordinator, Knoxville (Tennessee) Public Safety Initiative, Knoxville Police Department*

PROGRAM EXAMPLE: Savannah-Chatham (Georgia) Metropolitan Police Department

Police officers in the Savannah Impact Program (SIP) have an extensive role in a participant's return from prison to the Savannah-Chatham area, acting as the individual's primary transition planner and case manager. Prior to release, officers compile a comprehensive file on each participant based on prison assessments and police department data, and with this information arrange postrelease housing, services, and programming by reaching out to service providers directly. In some cases, police officers will pick the individual up and transport him or her to a specified home address. An established protocol has been developed with the Georgia Department of Corrections' classifications unit to arrange for participants to be transferred to a state facility closer to their home address, which engages the individual with local services prior to release. Law enforcement's extensive direct role in transition planning evolved over time. Although its prerelease role was initially limited to providing transportation, the police department and department of corrections identified a major program coordination gap and agreed that well-trained officers were in a good position to fill this function.

Law enforcement can coordinate meetings between providers and participants. Orientations, held shortly before or after release, provide an opportunity to convene service providers so that program participants can ask questions and schedule appointments—as well as explain each partner's roles in the initiative. In particular, law enforcement's dual commitment to helping participants return successfully to the community and enforcing the law should be reiterated. During orientations, law enforcement and its partners can also identify motivational speakers among individuals who successfully returned to their communities and thus can offer positive and supportive messages while promoting service utilization.

As individuals near release, law enforcement can use corrections information to help develop community support and address citizens' concerns by

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Educating Community Members about the Initiative

Law enforcement can help prepare residents before individuals return to the neighborhood through a variety of mechanisms (see also Element 1: Viability, and Element 9: Organizational Capacity). As part of this outreach effort, law enforcement should be prepared to address the following two community concerns in particular:

1. **Potential concern:** Large numbers of men and women returning from correctional facilities to their neighborhoods will increase crime and disorder, as well as consume scarce services and resources.	2. **Potential concern:** Law enforcement is inappropriately targeting specific neighborhoods and individuals.
• Explain that these individuals are returning to the community whether or not the community prepares for their release. It is better to keep a watchful eye and help them reintegrate in ways that will prevent them from committing new crimes.	• Discuss the process by which the priority population is defined and reentry participants are selected to demonstrate that there is no bias in focusing on these individuals.
• Discuss how law enforcement's role in the reentry initiative does not take officers away from other crime-fighting duties; emphasize that participation may actually help reduce victimization by giving individuals the supports they need or by arresting those who warrant reincarceration.	• Explain how law enforcement involvement is designed to improve lives by linking individuals to services and supports that will also benefit their families and their neighbors.
• Explain how one of the initiative's goals is to increase the availability of services for everyone in the neighborhood, not just people released from prison or jail.	

notifying victims, families, and community members about what work is being done to make an individual's return to the community safe and successful. Some concerns may derive from community members' anxieties about returning offenders generally. Alternatively, some community members may have apprehensions related to law enforcement's increased presence in their neighborhood and the focus on the priority population (as discussed more fully in Element 1: Viability.) In particular, in neighborhoods where many program participants reside or work, law enforcement can educate residents about reentry efforts and law enforcement's role, as well as listen to residents' fears and coordinate a proper response among initiative partners.

Law enforcement can also help address the concerns of victims and family members of individuals returning from incarceration. Line officers can educate them about what may happen when the individual is released and what the requirements of his or her participation in the initiative are (for example, curfew checks and possible home searches). Tapping the expertise of the agency's victims unit or existing partnerships such as domestic violence shelters, police can inform victims of their rights. Law enforcement leaders, partnering with victim advocacy groups, may also consider the possibility of coordinating restorative justice activities for victims who request this to ensure that people who commit crimes understand, take responsibility for, and take some steps toward addressing the harm done to victims, family members, and the community generally.

PROGRAM EXAMPLE: Montgomery County (Maryland) Police Department

The Montgomery County Police Department has provided vital assistance and counsel to victims of perpetrators who remain in the custody of the Montgomery County Department of Correction and Rehabilitation (DOCR) Pre-release Program. In cases where victims wish to resume contact with perpetrators, the Victims/Witness Section of the police department's Major Crimes Division has counseled the victims about their rights and the availability of community resources to support them. Often these cases involve domestic violence between individuals who plan to live together, have children in common, and are not barred by court order from seeing each other. As part of the reentry process, the DOCR recognizes that it might be in the interests of both parties to resume the relationship while the perpetrator is still in custody. However, the DOCR will only allow the resumption of contacts in the community after the victims have met with a victim's advocate and a determination has been made that the victim is exercising free will and mature judgment.

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Informing public safety strategies				
1. Our agency receives information from corrections that can inform policing strategies.				
Supporting corrections				
2. Our agency shares information with corrections, relating to and supporting their following in-house efforts:				
a. Placement				
b. Programming				
c. Transition planning				
Facilitating an individual's transition				
3. Our agency helps facilitate an individual's transition back to the community by				
a. fostering connections with service providers;				
b. explaining the law enforcement role in the initiative;				
c. addressing community concerns;				
d. notifying victims about the release;				
e. educating the community about the reentry effort;				
f. informing family members about the initiative requirements;				
g. working with victim advocacy groups on restorative justice efforts when appropriate.				

Comments

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Resources*

Informing public safety strategies

IACP, *Building*
- Components and Activities, pp. 9–11

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 21–28

Supporting corrections

Byrne and Hummer, "Examining"

Byrne, James M., Faye S. Taxman, and Douglas Young. *Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business*. College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.
- The Role of Police in the Reentry Process, pp. 8–14

CSG, *RRPC*
- Policy Statement 8: Development of Intake Procedure, pp. 110–140
- Policy Statement 9: Development of Programming Plan, pp. 141–153
- Policy Statement 17: Advising the Releasing Authority, pp. 230–242
- Policy Statement 18: Release Decision, pp. 243–253
- Policy Statement 25: Design of Supervision Strategy, pp. 343–355

IACP, *Building*
- Components and Activities, pp. 9–11

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 21–28

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships*. Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.

Facilitating an individual's transition

Byrne and Hummer, "Examining"

Byrne, James M., Faye S. Taxman, and Douglas Young. *Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business*. College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.
- The Role of Police in the Reentry Process, pp. 8–14

CSG, *RRPC*
- Policy Statement 23: Victims, Families, and Communities, pp. 317–330
- Policy Statement 25: Design of Supervision Strategy, pp. 343–355

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* See page 10 for full citations of abbreviations in this section.

8 Enhanced Supervision

LAW ENFORCEMENT SUPPORTS POSTRELEASE SURVEILLANCE AND SUPERVISION BY SHARING INFORMATION TO ENFORCE THE LAW AND TERMS OF SUPERVISION, HELPING DISCOURAGE INDIVIDUALS FROM COMMITTING FUTURE CRIMES, AND ENGAGING SERVICE PROVIDERS AND THE PUBLIC TO SUPPORT SUCCESSFUL REINTEGRATION.

Discussion

Community corrections officers typically have extremely heavy caseloads, which allow limited personal contact with individuals under their supervision—sometimes even for higher-risk individuals. As an active member of a reentry partnership, a law enforcement agency can improve public safety by addressing this critical need. Law enforcement executives, with consultation from other policymakers, should design strategies that enable officers to support parole and probation operations while improving access to information that facilitates law enforcement's crime-prevention and enforcement efforts.

Law enforcement personnel can enhance supervision of individuals recently released from correctional facilities in a number of ways. At the most basic level, law enforcement can increase the frequency of patrols in neighborhoods with a high concentration of individuals involved in the initiative, with the goal of deterring and detecting criminal activity. To assist in supervision, law enforcement officers should document relevant interactions with individuals on parole or probation and share this information with community corrections officers. Information-exchange mechanisms should be in place for this purpose. Beyond this, law enforcement officers can conduct joint patrol duties with probation or parole officers, including home visits and curfew checks for high-risk individuals.

Law enforcement's responsibilities in supporting community supervision functions should be clearly defined and documented. Law enforcement agencies and their partners need to guard against losing sight of their respective missions as they collaborate. It is critical that partners understand and respect the legal standards governing searches of individuals under community supervision and not use the partnership to bypass any restrictions. (See the box on warrantless searches on p. 92 for further discussion of this important issue.) To ensure that legal procedures regarding police searches are met, the law enforcement agency's legal counsel should review these policies.

Law enforcement personnel should play a significant role when an individual's participation in the initiative is compromised. Law enforcement patrol officers should work with their community corrections counterparts in apprehending individuals who are wanted on warrants as a result of new criminal

> **A National Institute of Justice** (NIJ) publication warns against police-corrections partnerships in which police officers effectively "evade the Fourth Amendment's warrant and probable cause requirements" by relying on corrections officers' authority to conduct warrantless searches of those individuals under their supervision.
>
> *— Police-Corrections Partnerships* [39]

behavior or technical violations of their probation or parole. At a minimum, police should be available to support parole and probation officers when a location must be secured and an individual taken into custody. When patrol officers encounter individuals who appear to be at risk of violating their terms (perhaps because they are not attending assigned treatment or do not have suitable housing or employment), they should refer them to appropriate providers and report information culled from the provider to the individual's supervising probation or parole officer through prearranged mechanisms.

In addition to coordinating with community corrections, law enforcement can play a variety of other roles to assist in supervision. Officers can deliver deterrence and enforcement messages in program orientation meetings and in other encounters. They should provide positive reinforcement to participants whenever possible to demonstrate their commitment to helping them successfully return to their neighborhoods. Police can also play a part in increasing

Constitutional Authority of Police Warrantless Searches of Supervisees

Two landmark Supreme Court cases (*Griffin* v. *Wisconsin*, 1987; *United States* v. *Knights*, 2001) established the legality of warrantless searches of individuals on parole or probation and the permissibility of evidence gathered in such searches. The Supreme Court held that this type of search does not violate the Fourth Amendment as long as certain conditions are met. First, an officer may initiate a warrantless search only if terms of supervision stipulate that an individual may be subjected to a search based on a reasonable suspicion and he or she is informed of this condition at the beginning of the term of supervision. Second, the search must be based on "reasonable grounds," as defined by that jurisdiction. The purpose of the search can be either probationary or investigatory. In addition to permitting warrantless searches under these conditions, the Court found that evidence obtained from warrantless searches of probationers or parolees may be used at either probation/parole revocation hearings or when initiating new criminal charges.[40]

Edmund Zigmund, a Senior Assistant District Attorney and contributor to IACP publications, provides guidance for law enforcement executives designing policies to "add this valuable tool to their investigative arsenal."[41] Police departments should (1) review their state laws and administrative regulations to determine if terms of supervision include warrantless searches and any specific requirements that must be met (for example, some state regulations may require probation or parole officers to serve in a lead capacity in a search); (2) request that the releasing authority routinely include as a condition of release that the individual under supervision will be subjected to warrantless searches if there is a reasonable suspicion that he or she has committed a crime or violated terms of supervision; (3) verify that their state's constitution does not restrict warrantless searches; and (4) implement policies and conduct trainings to establish this capability and ensure legal compliance in implementing it. Zigmund also recommends that, whenever possible, police departments should seek to obtain a search warrant when probable cause exists.

participants' access to services. Through their partnerships with service providers as well as their contacts on their beat, officers should have a broad network of providers, including some who may not formally be part of the reentry program, and may be able to connect or refer individuals released from prison to these resources. For example, an officer may know of a business owner on his or her beat who may be willing to give someone reentering the community a chance at legitimate employment even when other employment services are at capacity. The officer can explain the program to the potential employer and address any concerns he or she may have.

Law enforcement should use information acquired through its partnership with parole and probation agencies to inform its public safety strategies. Police officials can employ mechanisms such as mapping for hot spot analyses, situational crime prevention, engaging the community, exchanging information and intelligence, and others that support problem solving.* This will be particularly useful in response to an increase in crime in a specific area. For example, if burglary rates climb in a certain neighborhood, police, using information provided by corrections, can see if people released from prison with a previous history of burglaries returned around the same time as the rise in burglaries occurred (and parole and probation officers can increase the frequency of their visits with program participants in the neighborhood).

To support their surveillance function, law enforcement agencies should have access to address information acquired by prison or jail administrators. Shortly after release, law enforcement or community corrections officers should verify this information, to the extent possible, by visiting that location. This is particularly important because research suggests that housing situations tend to change frequently for many men and women leaving prison or jail and that many may be at risk of homelessness.[42] Police officers in the initiative can play an important role in identifying participants' residential addresses and providing any updates to community corrections—at the same time, letting people on postrelease supervision know that they are under enhanced surveillance by law enforcement.

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* Situational crime prevention "comprises opportunity-reducing measures that (1) are directed at highly specific forms of crime, (2) involve management, design or manipulation of the immediate environment in as systematic and permanent a way as possible, (3) make crime more difficult and risky, or less rewarding and excusable as judged by a wide range of offenders." Ronald V. Clarke, ed., *Situational Crime Prevention: Successful Case Studies,* 2d ed. Guilderland, N.Y.: Harrow and Heston, 1997. p. 4.

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Supporting community corrections				
1. Our agency				
a. increases the frequency of patrols in neighborhoods with a high concentration of initiative participants;				
b. documents its interactions with initiative participants;				
c. shares documentation about participant interactions with community corrections officers;				
d. conducts *joint home visits* with community corrections officers;				
e. conducts *joint curfew checks* with community corrections officers;				
f. maintains documentation clearly defining its responsibilities in supporting community supervision;				
g. verifies that it its roles in supporting community corrections meet legal standards (including warrantless searches, if applicable);				
h. assists community corrections with the apprehension of participants wanted on warrants;				
i. assists community corrections with the verification of address information received from corrections.				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Participating in program orientation meetings				
2. Our agency's participation in program orientation meetings includes communicating				
a. a deterrence message;				
b. an enforcement message, as warranted;				
c. a supportive message for those who need and want to be linked to services.				
Engaging service providers				
3. Our agency				
a. refers participants to available service providers associated with the initiative;				
b. encourages personnel to refer participants to any additional services or help that can be identified in the community.				
Informing public safety strategies				
4. Our agency uses information garnered through the initiative to inform public safety strategies.				

Comments

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Resources*

Supporting community corrections

Burke, Peggy and Michael Tonry. *Successful Transition and Reentry for Safer Communities: A Call to Action for Parole.* Silver Spring: Center for Effective Public Policy, 2006.

Byrne and Hummer, "Examining"

Byrne, James M., Faye S. Taxman, and Douglas Young. *Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business.* College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.
- The Role of Police in the Reentry Process, pp. 8–14

CSG, *RRPC*
- Policy Statement 26: Implementation of Supervision Strategy, pp. 358–369
- Policy Statement 29: Graduated Responses, pp. 390–405

IACP, *Building*
- Components and Activities, pp. 9–11

IACP, *Offender Reentry* DVD

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 21–28

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships.* Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.

Sacramento Police Department. "City Beat Episode 17: Parole Intervention Team, Officer Fitness, Military to Police Careers, and Above & Beyond," Video. No date. Available at www.sacpd.org/citybeat/citybeat.asp.

Sexton, *WT: Framework*
- Step 6: Integrating Supervision and Service Delivery, pp. 51–71

Participating in program orientation meetings

Byrne and Hummer, "Examining"

Byrne, James M., Faye S. Taxman, and Douglas Young. *Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business.* College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.
- The Role of Police in the Reentry Process, pp. 8–14

IACP, *Building*
- Components and Activities, pp. 9–11

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

IACP, *Offender Reentry* DVD

Engaging service providers

Byrne and Hummer, "Examining"

Byrne, James M., Faye S. Taxman, and Douglas Young. *Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business.* College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.
- The Role of Police in the Reentry Process, pp. 8–14

CSG, *RRPC*
- Policy Statement 27: Maintaining Continuity of Care, pp. 370–382
- Policy Statement 28: Job Development and Supportive Employment, pp. 383–389

IACP, *Building*
- Components and Activities, pp. 9–11

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 21–28

Piehl, Anne. *Employment Dimensions of Reentry: Understanding the Nexus between Prisoner Reentry and Work.* The Urban Institute Reentry Roundtable Discussion Paper: Crime, Work, and Reentry. 2003. Available at www.urban.org/UploadedPDF/410856_Piehl.pdf.

Sexton, WT: *Framework*
- Step 6: Integrating Supervision and Service Delivery, pp. 51–71

Informing public safety strategies

IACP, *Building*
- Components and Activities, pp. 9–11

IACP, *Offender Reentry* DVD

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 21–28

Making It Stick

9

Organizational Capacity

LAW ENFORCEMENT LEADERS WHO RECOGNIZE THE VALUE OF PARTICIPATING IN A REENTRY INITIATIVE CREATE AN ORGANIZATIONAL STRUCTURE TO SUPPORT IT.

Discussion

The local law enforcement executive sets the tone and policy direction for the reentry initiative; his or her investment in staff time and resources is the foundation for its success. The chief executive and other agency leaders should take steps to promote and explain the need for the initiative within the agency; recruit and identify qualified personnel for any specialized assignments; address staffing and oversight issues; provide personnel with appropriate discretionary authority; set out clear expectations supported by training; and develop strategies and capacities for promoting the initiative outside the agency.

The law enforcement chief executive should ensure that the reentry effort is understood inside the agency and that it is adequately integrated with the rest of the agency's activities. (For an example of organization charts that incorporate a law enforcement agency's reentry function, see Appendix C.) To demonstrate that reentry is a high priority for the agency, the chief executive should actively participate in the initiative's policy board and in all major decisions. He or she should also take steps to address potential internal concerns about staffing and resource allocation, perceptions of the initiative and its personnel (if employees are specifically assigned to an initiative), contractual issues for officer assignment and pay, and questions regarding the initiative's policies and procedures. The chief executive should continually address these issues to maintain support for the reentry initiative—starting as early as the first planning meetings. One way to do this is to enlist the support of supervisors and field training officers (FTOs) and others who can help explain the benefits of involvement in a reentry initiative to the agency and the community. Well-respected personnel can help shape positive perceptions of these efforts internally and externally.

Sharing information within the agency will encourage support for a reentry effort. Law enforcement personnel who work in the reentry initiative can provide

> ❝ PIT [Parole Intervention Team] officers attend the PACT orientation meeting for released parolees; area commanders and POP [Problem Oriented Police] officers are encouraged to do so as well. It helps them develop a familiarity with the persons who are being released and helps them learn about the resources being offered."
>
> **— STEVE CAMPAS**
> Lieutenant, Sacramento (California) Police Department*

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* Lieutenant Steve Campas has served as the Special Operations Commander of Parole Intervention Teams, SWAT, Canine, and Reserve Program for the Sacramento (California) Police Department since 2006. He is responsible for developing strategies for effective planning in violent crime prevention and neighborhood problem solving. For nearly 30 years, he has held a variety of positions within the Sacramento Police Department and the Sacramento Public Safety Center.

intelligence gathered through their work with probationers and parolees to personnel in other department bureaus, such as the gang or sex offender units. Similarly, other law enforcement agency staff can provide reentry personnel information on initiative participants whom they encounter, and can even nominate potential participants for the initiative, when appropriate. Law enforcement executives should stress this benefit to all staff department-wide.

PROGRAM EXAMPLE: Sacramento (California) Police Department

The Sacramento Police Department's Parole Intervention Team (PIT) contributes to information sharing within the agency through its participation in operations meetings, investigations meetings, and the agency's weekly violent crime reduction meetings at which crime trends, hot spots, and other pertinent information is discussed. All area watch commanders meet weekly with the commanders of the specialized units to discuss major crime patterns, observe existing trends, and share information. This communication provides information directly to those who are in positions to effect immediate change. These meetings also provide PIT officers with the opportunity to share information and educate the rest of the department about parole issues, and they provide other department staff the chance to raise questions. For instance, at an operations meeting PIT officers discuss early releases from correctional facilities with the rest of the organization so that the department is aware of who is released and to which neighborhood this person is returning.

Agency leaders should recruit interested and committed individuals to steward the agency's work (including both coordinators and operational personnel), and determine which aptitudes officers in these positions should possess; these may include the ability to act independently, multitask, partner with citizens and service providers, adapt quickly to changing circumstances, and demonstrate compassion. Application and selection processes should identify officers who possess these skills and characteristics. Officers should be encouraged to volunteer for the initiative's specialized assignments when possible.

The law enforcement executive and other agency leaders should also take steps to address staffing and oversight issues raised by the initiative. The reentry effort may require identifying and assigning some officers new tasks, shifts, different compensation and evaluation scales, transfers, and other adjustments that may raise concerns among employees or their representatives. Accordingly, it is important to get support from personnel at all levels. In some agencies, this will require ongoing, close cooperation with labor unions and collective bargaining units from the initiative's inception.

As a community policing initiative, reentry efforts require agency personnel to interact extensively with citizens to solve identified challenges. Accordingly, law enforcement personnel engaged in reentry work should be granted a high

> ❝ In our organization we look for a seasoned person who understands the prevention aspect of the reentry work and has the right mindset and skills to collaborate."
>
> **— Willie Lovett**
> Assistant Chief of Operations, Savannah-Chatham Metropolitan (Georgia) Police Department*

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* Assistant Chief Willie Lovett has 35 years of service with the Savannah-Chatham Metropolitan (Georgia) Police Department. He has held a number of leadership positions in the department including Assistant Chief, Major over Patrol, and Major over Investigations.

level of decision-making authority and responsibility. Agency leaders should establish a clearly defined supervisory structure that balances independence with accountability, and provides needed support for supervisors (such as command staff, first-line supervisors, and program coordinators) and line-level staff.

Personnel assigned to the reentry initiative should be evaluated and rewarded based on the objectives of the initiative and the law enforcement agency's role and responsibility in it. In their efforts to improve the likelihood of safe and successful reentry, law enforcement agency leaders should develop new performance measures. These may include the number of times officers connect individuals with service providers, documentation of interactions with high-risk individuals, participation in pre- and postrelease initiative efforts, work with victims and families, contributions to the overall initiative that result in decreased re-arrests and reincarceration, and the number of arrests for individuals who commit new crimes that warrant enforcement.[43]

To prepare staff for working with the reentry initiative and to address any challenges that may arise, the law enforcement executive should ensure that training is made available to all law enforcement personnel. At the most basic level, all agency staff should be trained on the initiative's mission and goals, as well as the agency's roles and responsibilities. The emphasis should be on the benefits to the community and law enforcement operations. Leaders should provide ongoing training opportunities for program personnel, including cross-training with corrections officials and service providers.

Other Partners' Contributions to Training

The initiative's multidisciplinary coordinating group can assist with law enforcement training on reentry by designing resources related to initiative procedures, roles and responsibilities of individual partners, community-based service providers, and information-sharing protocols that include the protection of confidential data.

Organizational changes should be institutionalized to the extent possible. (The importance of formalizing and maintaining multisystem collaborations is discussed in Element 6: Information Exchange and Systems Collaboration.) Agency leaders should develop SOPs to enumerate specific processes and roles and responsibilities within the initiative. These SOPs should be made available to partner agencies and the public on request. The agency should establish an ongoing review process to identify and modify procedures that hinder staff's ability to complete reentry activities.

In light of the importance of ensuring that community members understand and support the initiative, agencies should engage in public outreach and education efforts about reentry and law enforcement's role in it. These efforts should begin during the initiative's planning stages and continue throughout the life of the effort to incubate and maintain support for reentry. Adequate forums for listening to community members' concerns and processes for addressing those concerns should be put in place. Agencies should identify methods for educating the public that leverage agency strengths and resources. In some jurisdictions, meetings and presentations

may be the most frequently used methods, while other agencies may spend a lot of their time and effort with the media or utilizing existing agency public education resources. Regardless of the methods used, the quality of the efforts to educate and involve the community in the reentry initiative is more important than the number of events and activities. (For a review of key themes to emphasize to the community, see Element 1: Viability, and Element 7: Transition Planning.)

PROGRAM EXAMPLE: Redlands (California) Police Department

The Redlands Police Department (RPD), like many police departments, holds several Citizen Information Academies each year to educate the public about the RPD's efforts to keep Redlands safe. Each academy class has a 3-hour session on prisoner reentry taught by the police chief and the Police and Corrections Team (PACT) police officer and parole agents. Forty-five citizens have now received prisoner reentry training through the Citizen's Academy classes. In April 2008, a 6-week "Citizen's Reentry Academy" took place to further educate the public about prisoner reentry strategies. The academy sessions were taught by the Chief of Police and PACT officers and parole agents. The attendees interacted with a panel of parolees and their family members to hear firsthand the challenges prisoners face upon reentering society. Finally, the academy concluded with a visit to a state prison.

Methods for Engaging the Community

Law enforcement and its partners should explore and engage in a wide variety of methods for proactively explaining to community members the value of the reentry initiative and their reasons for participating in it. Examples of community outreach mechanisms include the following:

Work with the media

- Write op-eds or meet with editorial board members about the public safety aspects of the reentry initiative and its successes
- Participate in interviews with local media
- Hold press conferences
- Print features about reentry efforts in neighborhood newsletters

Tap agency resources

- Post updates on the agency's web site
- Create a promotional video
- Print features about reentry efforts in agency newsletters
- Use agency cable-access television shows

Perform community outreach

- Cover reentry issues and seek feedback in community meetings
- Present to schools, neighborhood groups, business associations, and faith-based organizations, using talking points tailored to the interests and concerns of each group
- Have initiative participants share their success stories at community meetings and other events
- Include information about the reentry initiative in a citizens academy or develop a specific Reentry Citizens Academy

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Integrating reentry within the agency				
1. Our agency's chief executive				
a. integrates the initiative and its staff with other agency activities;				
b. participates in the initiative's policy making;				
c. addresses any concerns personnel have about the initiative;				
d. enlists the support of supervisors to promote the value of the initiative;				
e. promotes information sharing between initiative staff and other agency staff/units;				
f. encourages support for reentry work from personnel at all levels;				
g. solicits support for reentry work from any personnel representatives or collective bargaining unit.				
Staffing the initiative				
2. Our agency				
a. selects individuals with the requisite competencies for reentry positions;				
b. provides staff adequate *latitude* to perform initiative responsibilities;				
c. provides staff adequate *support* to perform initiative responsibilities;				
d. ensures accountability among initiative staff;				
e. uses performance evaluations that are tailored to the positions' responsibilities.				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Training staff				
3. Our agency				
a. trains all agency staff on the mission and goals of the initiative;				
b. provides detailed training to staff working with the initiative;				
c. participates in available cross-training.				
Implementing policies and procedures				
4. Our agency				
a. uses standard operating procedures (SOPs) to specify the agency's roles and responsibilities in the initiative;				
b. makes SOPs available to the public;				
c. provides SOPs to partners;				
d. reviews and revises SOPs as needed.				
Maintaining community support				
5. Our agency actively works to maintain community support for its involvement in the initiative by educating the community about the public safety aspects of reentry and the agency's role in it.				
Engaging the community				
6. Our agency				
a. coordinates in-person forums to encourage community involvement;				
b. addresses concerns community members have about the initiative with prepared remarks or materials;				
c. uses a wide variety of other methods to engage the community in the reentry effort (media opportunities, law enforcement agency resources, community presentations, and citizen academies).				

Comments

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Resources*

Integrating reentry within the agency

IACP, *Building*

IACP, *Offender Re-Entry*
- Issue Area V: Training Agencies and Community Partners, pp. 16–18
- Issue Area IX: Promoting Promising Practices, pp. 28–29

Staffing the initiative

IACP, *Building*
- Management and Operations, p. 17

Training staff

IACP, *Building*
- Management and Operations, p. 19

IACP, *Offender Re-Entry*
- Issue Area V: Training Agencies and Community Partners, pp. 16–18
- Issue Area IX: Promoting Promising Practices, pp. 28–29

Implementing policies and procedures

IACP, *Building*
- Management and Operations, p. 17

IACP, *Offender Re-Entry*
- Issue Area V: Training Agencies and Community Partners, pp. 16–18

Maintaining community support

CSG, *RRPC*
- Policy Statement 7: Educating the Public About the Re-Entry Population, pp. 95–103

IACP, *Building*
- Management and Operations, p. 18

IACP, *Offender Re-Entry*
- Issue Area VI: Educating the Public, pp. 18–22
- Issue Area VII: Securing Public Support, pp. 22–25

Engaging the community

IACP, *Building*
- Key Recommendations and Advice, p. 22

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

La Vigne et al., *PRCP*
- Applying Community Policing to Reentry: Exploring Specific Roles, pp. 24–25

Ney and McGarry, *GIR*
- Chapter 18: Connect With the Community, pp. 173–184

Young, Douglas, Faye S. Taxman, and James M. Byrne. *Engaging the Community in Offender Reentry.* College Park: University of Maryland, College Park, Bureau of Governmental Research, 2002.

Related topic: Developing an organizational structure

IACP, *Offender Re-Entry*
- Issue Area IV: Designing Offender Re-Entry Efforts, pp. 12–16

Sexton, *WT: Framework*
- Step 4: Organizing for Success, pp. 39–46

10 Sustainability

Beginning in a reentry initiative's earliest stages of development—or law enforcement's initial involvement—law enforcement leaders work with other policymakers to help ensure the effort's long-term survival.

Discussion

To ensure that the reentry initiative maintains operations over time, policymakers should anticipate and prepare for challenges and high-profile negative events involving participants that can threaten long-term sustainability. In particular, policymakers should develop plans for maintaining staffing levels and expertise, identifying funds, developing a public relations strategy, strengthening partnerships, and evaluating efforts.

Like other partner agencies' leaders, law enforcement executives need to consider how they will maintain qualified staff in the reentry initiative. When law enforcement personnel leave or are transferred to other assignments, the agency should have a plan for filling their positions, particularly for those who represent the agency on the coordinating board. It is important that vacancies not be left open for long periods. There should be interim strategies for continuing operations and activities until the replacement staff joins the team and, ideally, can be trained for the new position.

The reentry effort requires sustained funding. There are several categories of associated costs, which may include staff salaries and training, as well as contracts with service providers (though some providers may be in a position to offer in-kind services or receive compensation through government programs and other sources). Administrative and logistical support also needs to be considered, including office space, vehicles and equipment, and file storage—particularly if partners decide to set up a one-stop shop where participants can receive a range of services and supervision. Any technology that requires updates and maintenance will also need to be supported by reentry partners.

To the extent possible, the criminal justice agencies leading the initiative, including law enforcement, should try to cover their own staff salaries within their existing budgets. Partners should consider sharing certain resources, such as an administrative staff person, or pooling resources toward a collective end (such as renting a common space for storing and securing confidential records). If outside funding is needed, the coordinating group should work with political and agency leaders to help identify grants from federal, state, or local government sources or private foundations. The coordinating group or a

> " Our most successful collaborations have occurred when our partners are close—both in proximity through co-locating and in the relationships that develop. This closeness will directly affect the stability of and the duration of the partnership."
>
> — **Captain John Fitzgerald**
> Chief of Staff, Office of the Chief of Police, Montgomery County (Maryland) Police Department

subgroup can then write the necessary proposals. Partners should work together to locate multiple and diverse funding sources to ensure that the effort does not end with the termination of a single support grant.

Policymakers should develop an outreach campaign that shores up community and political support for the reentry effort so that it will survive in the event of a tragic or high-profile crime involving a program participant. (Policymakers or the coordinating group should also have a media plan in place well in advance of any potential highly visible event.) Partners should identify compelling spokespeople to routinely educate others about the initiative's successes as well as to address critical incidents. In addition to members of the policy board, spokespeople can include law enforcement public information officers, victims of crimes, service providers from partner agencies, and formerly incarcerated people who have successfully returned to the community. As part of this outreach campaign, partner agencies and organizations should agree that their respective spokespeople will consult with one another before engaging with the media or speaking on behalf of the initiative. This agreement, which should be in place at the onset of the initiative, can be incorporated into MOUs.

A key factor in sustainability is continually increasing the number of partners, as needed, in the initiative and strengthening existing partnerships. For this reason, each of the three collaborative bodies—a policy board, the coordinating group, and line-level staff—should meet regularly. Through these groups, staff should continually consider potential new partners and increase their involvement and impact.

Evaluations are an essential, yet often overlooked, element in sustaining a reentry effort. Early in the design of the initiative, the coordinating group should develop a plan and schedule for evaluating its work. Members of the

Funding Opportunities

Law enforcement and other officials can learn about funding opportunities through the Council of State Government Justice Center's Reentry Policy Council (RPC) web site, www.reentrypolicy.org. In particular, the RPC site provides up-to-date information on the Second Chance Act. This law, which received broad bipartisan support, helps states and communities better address challenges associated with reentry by authorizing grants to support state and local reentry initiatives (including law enforcement programs).*

Additionally, jurisdictions interested in applying for funding through federal government grants can review www.grants.gov for current information on available grant programs and application deadlines. State and local governments and private foundations should also be considered when searching for funding opportunities.

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* The Second Chance Act of 2007 was signed by President Bush on April 9, 2008. At this writing, appropriations to fund the grant programs have not yet been made. The Council of State Governments Justice Center worked closely with congressional staff and other organizations to educate members of Congress on the importance of reentry initiatives; the Justice Center's Director of Government Affairs also helped draft the original bill text in 2004 and has since played a key role in assisting a broad coalition that supports the legislation's implementation.

coordinating group should ensure that the data needed to measure the success of the reentry initiative are accurately entered and collected in a timely manner. Evaluations should consider both processes and impacts at every stage of planning and implementing the reentry activities. Partner agencies should engage their research and analysis departments, to the extent they have these functions, to contribute to these evaluations. Agencies that lack this capacity, or recognize the need to have others conduct more complex, longitudinal analyses, should consider contracting with partners, research institutes or associations, or local universities that have the expertise. If these evaluations demonstrate the positive impact of the initiative on public safety and individuals' quality of life, that information should be shared publicly and incorporated into the initiative's outreach campaign. Equally important is the need to clearly communicate with the community where the evaluation has indicated that there are remaining challenges, gaps in services, or other issues that need to be addressed. This information is instrumental to prompt initiative reforms or changes in expectations for participants.

Types of Evaluations

A *process evaluation* examines questions such as whether the reentry initiative has been implemented as designed and to what degree the partner agencies have met their responsibilities. Measures might include the number of participants referred to the program and the share of those who received services, and whether participating agencies met the needs of the collaborative by collecting or sharing specific data or information or carrying out particular responsibilities.

An *impact evaluation* measures the initiative's progress toward its stated goals and objectives, quantifying the extent to which it effected change. Measures should focus on the initiative's outcomes and impact. Outcome measures can include the number of participants who successfully completed their time on probation or parole, did not commit new crimes, received treatment or other services, paid child support, earned their high school equivalency degrees, and who came to required program meetings. Impact measures can include re-arrest and reincarceration rates. Measures should also capture community-level impact, such as knowledge of, and support for, the reentry initiative.* Likewise, the evaluation needs to measure negative outcomes such as the number of people who committed serious new crimes or did not hold jobs. To determine whether the outcomes of program participants can be attributed to the collaborative, the impact evaluation must have some type of comparison group, which could be identified as prisoners released in the period before the collaborative was implemented, a matched comparison group of prisoners who did not take part in the program, or a control group developed through the random assignment of prisoners to the collaborative's program.[44]

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* Community surveys can help partners learn more about citizen support for the reentry program. Local community colleges, universities, and research institutes are potential partners for these efforts.

In addition to the factors described above, the initiative's long-term sustainability depends on the degree to which the law enforcement agency and its partners achieve the elements described in this guide. The health of the initiative requires maintaining good will among elected officials, the public, and the law enforcement agency (see Element 1: Viability); continually involving key stakeholders (see Element 2: Stakeholder Involvement); designing, evaluating, and revising (as needed) all policies and procedures governing the initiative's design (see Elements 3: Priority Population; 4: Mission, Goals, and Performance Measures; and 5: Initiative's Terms and Participant Identification); establishing mechanisms for effective collaboration and information sharing (see Element 6: Information Exchange and Systems Collaboration); identifying ways for law enforcement and corrections agencies to support one another's work before and after participants' release (see Elements 7: Transition Planning; and 8: Enhanced Supervision); and ensuring that the initiative has the necessary support and staffing within the law enforcement agency (see Element 9: Organizational Capacity). Continually assessing how the law enforcement agency and partners in the collaborative have achieved these elements helps ensure that the reentry initiative effectively adapts to ever-changing circumstances and remains responsive to new factors that drive recidivism in their community.

Assessment Questions

Consider each section and thoughtfully select the category that you feel best fits your agency's current efforts in reentry.

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Planning for staffing changes				
1. Our agency and its partners develop plans to sustain the program when staff changes.				
Identifying funding sources				
2. Our agency and its partners				
a. cover salary expenses within existing agency budgets;				
b. share resources with other partners, when possible;				
c. secure outside funding for the reentry effort, if needed;				
d. maintain diverse sources of funding to support initiative operations, if needed.				
Developing a public relations strategy				
3. Our agency and its partners				
a. create a strategy for responding to negative events involving initiative participants;				
b. prepare the following people as initiative spokespeople:				
i. executives of partner agencies				
ii. agency public relations staff				
iii. victims of crime				
iv. formerly incarcerated people who have successfully returned to the community				
c. use a documented procedure for speaking on behalf of the initiative.				

	NOT PART OF REENTRY EFFORT	PART OF **PLAN** FOR REENTRY EFFORT	PART OF REENTRY EFFORT	NOT APPLICABLE
Expanding the partnership				
4. Our agency and its partners, through regular meetings of the various organizing groups, consider bringing additional partners to the initiative, or revitalizing existing relationships, as needed.				
Evaluating efforts				
5. Our agency and its partners				
a. maintain protocols to ensure that initiative data are properly collected and recorded for future evaluations;				
b. conduct *process* evaluations of the reentry initiative;				
c. conduct *impact* evaluations of the reentry initiative;				
d. engage their research and analysis staff in evaluation efforts;				
e. use external researchers for evaluations, as needed;				
f. share evaluation findings with the public;				
g. incorporate evaluation results into initiative marketing materials;				
h. use evaluation data to continually enhance the initiative's operations and direction.				

Comments

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Resources*

Planning for staffing changes

IACP, *Building*
- Management and Operations, p. 16

Identifying funding sources

CSG, *RRPC*
- Policy Statement 4: Funding a Re-Entry Initiative, pp. 53–73

IACP, *Building*
- What are the Challenges to Law Enforcement Participation in Offender Reentry? pp. 4–5
- Funding and Resources, pp. 11–12

IACP, *Offender Re-Entry*
- Issue Area II: Funding Offender Re-Entry Efforts, pp. 6–7

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships*. Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.
- Dealing With Limited Resources, p. 39

Developing a public relations strategy

IACP, *Building*
- Management and Operations, pp. 18–19

IACP, *Offender Re-Entry*
- Issue Area VI: Educating the Public, pp. 18–22
- Issue Area VII: Securing Public Support, pp. 22–25

Expanding the partnership

IACP, *Offender Re-Entry*
- Issue Area VIII: Evaluating the Effectiveness of Offender Re-Entry Efforts, pp. 25–28

Evaluating efforts

Berk, Richard A., and Peter H. Rossi. *Thinking about Program Evaluation 2*. Thousand Oaks, Calif.: Sage Publications, 1999.

CSG, *RRPC*
- Policy Statement 6: Measuring Outcomes and Evaluating the Impact of a Re-Entry Initiative, pp. 87–94

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* See page 10 for the full citations of the frequently cited resources that are abbreviated in this list.

IACP, *Building*
* Measuring Success, pp. 19–20

IACP, *Offender Re-Entry*
* Issue Area VIII: Evaluating the Effectiveness of Offender Re-Entry Efforts, pp. 25–28

Langworthy, Robert H., ed. *Measuring What Matters: Proceedings From the Policing Research Institute Meetings.* Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.

Parent, Dale, and Brad Snyder. *Police-Corrections Partnerships.* Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999.
* Research Issues, pp. 44–47

Sexton, *WT: Framework*
* Step 7: Monitoring Progress and Measuring Performance, pp. 72–80

Ward, Kristin, Susan Chibnall, and Robyn Harris. *Measuring Excellence: Planning and Managing Evaluations of Law Enforcement Initiatives.* Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2007.

Appendix A
Example of a Memorandum of Agreement

Reprinted with permission by the
Savannah-Chatham Metropolitan Police Department

MEMORANDUM OF AGREEMENT

CITY OF SAVANNAH

SAVANNAH-CHATHAM METROPOLITAN POLICE DEPARTMENT
"SAVANNAH IMPACT PROGRAM"

AND

SAVANNAH-CHATHAM COUNTY PUBLIC SCHOOL SYSTEM:
"PUPIL PERSONNEL DEPARTMENT"*

This agreement made and entered March 19, 2007 between Savannah-Chatham County Public School System (SCCPSS): Pupil Personnel Department and the Savannah Impact Program (SIP) of Savannah, Georgia.

WHEREAS, the parties desire to coordinate intervention services for at-risk youth and their families, within the Savannah-Chatham County Public School System, through linking appropriate community resource referrals thus providing additional assistance to the Pupil Personnel Department's Social Workers.

NOW THEREFORE, in consideration of mutual promises, covenants, and Agreements stated herein, the Parties agree as follows:

SECTION I

The Savannah Impact Program (SIP) shall do or cause to be done each of the following:

1. The SIP will assign a Program Coordinator to work in conjunction with SCCPSS school social workers and guidance counselors serving under the direct supervision and guidance of the Director of Pupil Personnel Services.

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* This example represents a formal agreement with just one of the many partners that work with the Savannah Impact Program. The MOA reflects the program's commitment to reducing recidivism among youth by addressing their needs and those of their families.

2. The Program Coordinator will plan, organize, and coordinate family intervention programs in conjunction with school services plans.

3. The Program Coordinator will provide direct services to youth and their families through case management and direct services in problem solving, stress management and coping skills development.

SECTION II

The Savannah-Chatham County Public School System shall do or cause to be done the following:

1. Provide a pool of at-risk youth experiencing school, family, and community problems.

2. Provide a workspace area for the assigned Program Coordinator position.

SECTION III

The parties will be mutually responsible for the following:

1. Provide mutual feedback on cases referred; and

2. Work for the common good of all at-risk youth and their families by providing a range of community resource referrals.

SECTION IV

The term of this Agreement shall extend until March 1, 2008; provided however, that either party may sooner terminate this Agreement upon thirty (30) days notice in writing to the other.

This Agreement may be modified at any time by mutual consent of the governing boards of the Parties hereto. Any modification shall be in writing and signed by both Parties.

If this Agreement is renewed without modification, such renewal may be evidenced by letter of agreement signed by the first party and by the officials authorized to execute the original Agreement on behalf of the second party.

Appendix B-1
Example of a Job Description for Reentry Personnel:
Program Coordinator, Savannah Impact Program

CITY OF SAVANNAH
Established Date: September 1, 2006
Revision Date: September 13, 2007
Excerpt reprinted with permission by the Savannah Impact Program

Purpose:

The purpose of this job is to coordinate the planning and implementation of various programs for an assigned department. Duties include, but are not limited to: supervising staff; planning, organizing and administering specific programs; monitoring budgets; preparing reports; and performing additional tasks, as assigned.

Essential Job Functions:

- May supervise, direct and evaluate assigned staff; handle employee concerns and problems; direct work; counsel and discipline staff; complete employee performance appraisals.

- Plans, organizes and coordinates the various programs under the auspice of the Savannah Impact Program.

- Monitors the progress of all support programs, instructors and offenders assigned to the programs; ensures compliance with applicable policies and procedures.

- Collects and analyzes data/statistics pertaining to the effectiveness of established programs.

- Evaluates and recommends solutions associated with programs and program personnel.

- Maintains an ongoing working relationship with all staff and makes recommendations as to support program participation by offenders.

- Instructs support programs for offenders.

- Prepares and delivers presentations to community agencies and other groups or individuals as necessary.

- Prepares daily, monthly and quarterly reports for all programs.

- Prepares grant applications and monitors and ensures compliance with grant regulations.

- Completes special projects as assigned.

Appendix B-2
Example of a Job Description for Reentry Personnel:
Program Manager, Knoxville Police Department's Community Corrections Program

Reprinted with permission by the
Knoxville Police Department's Community Corrections Program

Responsibilities:

This position, under general direction, performs work of considerable difficulty in management planning, program development, and operational implementation of the Knoxville Police Department's Community Corrections Program, that includes the Knoxville Public Safety Collaborative, the Knoxville Youth Collaborative and other KPD initiatives designed to manage and serve at-risk populations. The major duties associated with this position include program management, operations analysis, providing information and technical support, administering interagency agreements and contracts, budgeting and financial analysis, grant research and administration, records management and reporting, program instruction and some crisis intervention.

Essential Functions:

Program management activities—Reviews program goals and objectives for the Knoxville Public Safety Collaborative, the Knoxville Youth Collaborative and other community corrections initiatives of the Knoxville Police Department to identify time requirements, funding limitations, methods and procedures required for project implementation and completion, etc.; confers with superiors and peers in order to outline work programs, designate individuals or groups who will have responsibilities for various phases of the programs and establish scope of authority; confers with co-workers and agency partners to obtain technical advice and assistance in solving project or program-related problems; reviews current assignments, schedules, priorities, etc., and establishes work plans and schedules for new activities accordingly; carries out assigned programs/projects in accordance with prescribed priorities, time limitations and funding conditions to ensure that specified goals and/or objectives are met; assists other divisions, agencies, etc. in the development and implementation of projects or strategies.

Management/operations analysis—Coordinates the gathering, organization and analysis of information about departmental operating procedures and practices (e.g. record-keeping, computer utilization, etc.) associated with community corrections programming within the Knoxville Police Department in order to identify organizational problems, ineffective/inefficient methods, etc.; ensures the documentation of findings and makes recommendations for the implementation of new systems, procedures, organizational structure, etc. as necessary to more efficiently and effectively accomplish departmental goals and objectives; recommends the establishment or modification of administrative practices and procedures as required to reflect changes in rules, regulations, legislation, requirements, etc.; coordinates the installation of new systems and procedures, and assists (when appropriate) in training personnel in order to facilitate transition; coordinates operational effectiveness reviews to ensure that functional or project systems are applied as designed and performing satisfactorily; participates in the development or updating of functional or operating manuals outlining established methods of performing work in accordance with departmental policy.

Providing information and technical support—Represents the Knoxville Police Department at meetings, conferences, and other forums in order to promote and explain the department's goals and objectives as related to community corrections and the enhancement of public safety; plans and conducts informational programs to stimulate and/or maintain community interest and support; advises individuals and groups about community corrections/public safety issues related to offender management, supervision and treatment including referral sources available to offenders, their families and others; directs individuals, businesses, community organizations etc. to other agencies or organizations which provide needed information and/or assistance; consults with other departments, governmental agencies, businesses, community and private organizations, etc. with regard to a variety of administrative issues regarding offender management, treatment and supervision.

Administers interagency agreements/contracts—Reviews interagency agreements and contract proposals for conformity to federal guidelines, rules, and regulations; converts proposals into draft contract form or prepares draft amendments for approval by superiors and the Law Department; analyzes agreements and contracts and confers with various department personnel to detect ambiguities, inaccuracies, omissions of essential terms and conflicts with possible legal or regulatory prohibitions; monitors and coordinates activities of sub-contractors in order to ensure compliance with agreement and contract specifications; approves or rejects (after review with superiors) requests for deviations from contract specifications and project schedules; evaluates agreement/contract performance to determine necessity for amendments to or extensions of contracts; arbitrates claims or complaints occurring in execution of agreements/contracts after review with supervisor.

Budgeting and financial analysis—Analyzes current budget, accounting records, etc. in order to determine financial resources available to implement programs, and recommends the allocation of funds according to City, State and Federal spending priorities; maintains established budgetary controls to ensure that programs/projects are executed within budgetary limitations; works with Finance Department representative in preparing justification for purchases and/or other budgetary expenditures; conducts and/or supervises activities related to budget preparation, financial record-keeping, payroll administration, travel expenditures, procurement, etc.

Grant research and administration—Reviews literature pertaining to funds available through grants from governmental agencies and private foundations and determines the feasibility of developing and implementing grant-funded programs as a means by which to supplement local budget allocations; discusses funding sources and program requirements with superiors and peers in order to develop program goals and objectives, outline how funds are to be used, and identify the procedures necessary to obtain funding; directs and coordinates requisite evaluation and monitoring of grant-funded programs; maintains master files and other records associated with grant-funded programs.

Records management and reporting activities—Prepares reports, studies and/or other publications documenting community corrections trends, issues, procedures and outcomes; reviews work reports, papers, rulings and other records for clarity, completeness, accuracy and conformance with departmental policies, state and federal regulations, etc.; prepares and/or reviews project status reports, and routes reports and records to appropriate officials or agencies for action or to provide information; prepares and/or assists other departmental personnel in preparing periodic reports to document project activities and to comply with various rules or requirements; maintains departmental records and reports in order to comply with established documentation requirements.

Marginal functions—Provides crisis intervention to offenders, their families or significant others as necessary to maintain public safety; conducts offender status checks as may be necessary (with or without probation/parole officers).

Minimum Requirements and Qualifications:

Requires a Bachelor's degree from an accredited four-year college or university with a major in criminal justice, social work, human services or a related field; must have three (3) years experience in the area of offender management/treatment and program/project management.

Ability to manage programs and projects—Ability to identify and/or define program/project needs, objectives, priorities, etc. and to plan, develop, implement and manage assigned programs and projects and achieve work-related

goals and objectives; ability to plan and coordinate work to accomplish established objectives; ability to plan and implement courses of action necessary to eliminate backlogs, streamline operations and accomplish work more efficiently; ability to monitor and maintain an awareness of changes in legal and professional guidelines, and to revise priorities and recommend and/or implement modifications to programs/projects accordingly.

Knowledge of organizational analysis/development—Knowledge of the principles and procedures of organizational analysis and development as required to identify inefficient and ineffective methods, systems, procedures, etc. and to implement effective review and control procedures as necessary to correct such deficiencies.

Knowledge of supervisory practices and techniques—Knowledge of the principles and practices in the planning, organization, assignment and evaluation of the work and/or activities of others (e.g. subordinates, sub-recipients, sub-contractors, etc.); knowledge of the principles and practices of effective supervision; knowledge of effective disciplinary procedures and techniques and the application thereof; knowledge of methods and practices of training subordinates in a variety of areas for the improvement of performance.

Knowledge of community corrections issues and programs—Knowledge of offender supervision and treatment issues as they relate to community public safety; demonstrate knowledge of programs, agencies and/or community organizations that may provide social services and/or treatment services to offenders and their families and to victims of offender criminal activities.

Reading comprehension skills—Ability to read, interpret and apply complex or technical written materials such as laws, rules, regulations, policies, program plans or proposals, etc.; ability to identify discrepancies between abstract information (e.g. written proposals, construction plans, contract specifications, etc.) and concrete applications (e.g. physical structure, plan implementation, etc.); ability to compare narrative information such as that presented in applications, reports, contracts, etc. with established criteria, formats, policies, or other requirements and to initiate corrective action as necessary.

Written communication skills—Written communication skills sufficient to prepare clear, concise and effective reports, grant applications, program/ project proposals and documentation, correspondence, etc. in language appropriate to the intended audience; ability to use appropriate format, structure and style necessary to prepare effective correspondence, reports and other work-related written documents.

Interpersonal skills—Ability to communicate ideas in an effective and creative manner in various forums, conferences and meetings both within and outside of the department; ability to establish and maintain strong and effective working relationships with superiors, peers and subordinates, the public, media, social service, other law enforcement agencies, etc.; knowledge of public relations principles and techniques required to facilitate

cooperation and interest, provide assistance, disseminate information, resolve complaints or conflicts, enforce regulatory compliance, etc; ability to deal with people in a fair and impartial manner, regardless of socioeconomic status, race, sex, etc.

Knowledge of research and analysis methods—Knowledge of the methods and techniques in conducting research, gathering data, and/or otherwise assembling and presenting information about a variety of topics; ability to organize, analyze, and summarize information for the purposes of problem identification/analysis, setting goals and objectives, making decisions, recommendations or justifications, etc.

Knowledge of financial and general business principles—Knowledge of the principles and practices of financial administration, preparation, and documentation including budget preparation and control, procurement, payroll, etc.; knowledge of the principles and practices of Business/Public Administration such as financial statement analysis, cost/benefit analysis, financial/economic impact analysis, marketing, budgeting, etc.

Knowledge of record-keeping procedures—Knowledge of the principles, practices, terminology and requirements applicable to the proper completion, compilation and maintenance of various forms, records, and reports; knowledge of the appropriate location, maintenance, and distribution of a variety of documents; knowledge of document control principles and practices.

Knowledge of grant/contract administration principles—Knowledge of the fundamental principles and practices relating to the review, preparation, and administration of agreements/contracts executed for the purposes of procuring services; knowledge of procedures for the application and administration of available grants funded through government and/or private foundations.

Appendix B-3
Example of a Job Description for Reentry Personnel:
Offender Re-Entry Community Police Officer Position, Wichita Police Department

Revised November 3, 2007
Reprinted with permission by the Wichita Police Department

Mission: The Offender Re-Entry Community Police Officer position is a fully commissioned Wichita Police Officer who is assigned to the Sedgwick County Re-Entry Program. The officer is assigned to the Patrol North Bureau. The officer's purpose is to implement the law enforcement component of the Sedgwick County Re-Entry Program (SgCRP) and to assist in monitoring activities of selected offenders who are reentering into the City of Wichita.

Responsibilities of Offender Re-Entry Community Police Officer:

1. Establish and maintain information and tracking systems that reflect information about the release plans of each offender assigned to the SgCRP.

2. Review parole notices/public comment forms and provide input.

3. Coordinate with SgCRP staff and El Dorado, Hutchinson, Winfield, Wichita Work Release, and Topeka Correctional Facilities for a face-to-face meeting between each offender in the program to review the release plan of each offender.

4. Participate in a community-based accountability re-entry panel, which will interact with offenders, other community volunteers and SgCRP staff.

5. Work with special enforcement officers in the parole office, and other parole staff, to engage in surveillance, contact offenders, monitor offender behavior, investigate activities of offenders in the community, and otherwise supervise and manage the risk of offenders in the community who are in the SgCRP through neighborhood-based joint supervision.

6. Develop partnerships with key stakeholders in the community to address community safety related to offenders in the SgCRP, including law enforcement agencies, service providers, corrections agencies and victim services

agencies. Through these partnerships address policies, practices, procedures, protocols and strategies to address issues related to the presence of offenders in the neighborhoods, crime prevention, and ways to monitor offender behavior to reduce recidivism, and establish neighborhood-based supervision of offenders in the community through a joint effort by law enforcement and corrections.

7. Develop and implement methods for information sharing between law enforcement and corrections related to offenders in the SgCRP, including current profiles of offenders in the community, home addresses, automobile tag numbers, conditions of release, victim safety issues, and other information relevant to community safety. Also develop and implement policies, practices and procedures for law enforcement and corrections to jointly respond to offender behavior in the community, with particular emphasis on interventions related to substance abuse, mentally ill offenders, high risk offenders and sex offenders, through effective risk assessment and containment and treatment/service referral practices.

8. Establish regular meetings between community police, parole staff, including special enforcement officers, and other appropriate law enforcement, service provider, victim advocate or community representatives to ensure that adequate information is shared, and collaboration occurs, between these practitioners and stakeholders related to offenders released to the community from prison who are in the SgCRP.

9. Review crime trends for the offenders assigned to the SgCRP using all resources available and mobilize responses by the department.

10. Serve as resource officer for SgCRP participants, their family members and/or other support people, neighbors, and other citizens to help solve problems within the neighborhoods and/or the beat team.

11. Hold quarterly beat team meetings with all officers across the department and review contemporary challenges that are happening within the SgCRP.

12. Attend, or ensure that someone attends, community and neighborhood meetings that affect the SgCRP.

13. Attend and coordinate quarterly division meetings involving all beat coordinators in the City.

14. Once a year, the Re-Entry Community Police Officer will meet within their individual bureau and present a "program overview" for stakeholders and departmental command officers.

15. Submit monthly reports to their supervisors concerning their activities.

16. The Re-Entry Community Police Officer will receive annual training that will be germane to their specific roles in the organization. This training will include:

    a. Offender re-entry training

    b. Outside resource usage, SgCRP office and Kansas Department of Corrections Facilities

    c. Communication protocol

    d. Advanced POP tactics

    e. Public speaking and presentation skills

    f. Other training identified

Discretionary Assignments:*

1. Neighborhood clean-ups

2. Organizing sponsors, donations, food and security for neighborhood association projects.

3. Follow-up for detectives

4. Large scale community projects involving beat coordinators

5. The Field Service division, beat coordinators, and the Re-Entry Community Police Officer will be allowed to participate in up to two "expos" per bureau per year, unless otherwise directed by the Chief of Police.

Selection Criteria:

1. An eligibility process for the Offender Re-entry Community Police Officer will be based on the vacancy of the position. This process will consist of:

    a. Notification via Interwatch

    b. Interested officers may submit a written request for the Offender Re-Entry Community Police Officer assignment to the Field Service Division Chief stating:

      • Request regarding bureau assignment

      • Bachelor's degree or some college hours preferred

      • Tenure on the department

    c. Implementation of a standardized matrix process, which will serve to generate the rank order of the list.

2. The standardized matrix will credit officer applicants regarding the dimensions:

    a. Ratings from last two performance appraisals 20%

    b. Seniority 10%

    c. Disciplinary history 10%

    d. Written interview score 30%

    e. Oral interview score 30%

3. Officers within a "D" penalty reckoning period will not be eligible for the Offender Re-Entry Community Police Officer assignment until they are off the reckoning period.

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* Discretionary assignments represent the exception rather than the rule. Main functions of this officer are listed under the "Responsibilities" section of this document and should be adhered to when at all possible.

Appendix C
Example of Organizational Charts
Wichita Police Department

Reprinted with permission by the Wichita Police Department

External Organizational Chart

Internal Organizational Chart

Chief of Police

Field Services Chief

Bureau Captain

Community Policing Lieutenant — Bureau Watch Commander

CP Sergeant

Homicide Lieutenant

Narcotics Lieutenant

Gang Lieutenant

Sex Crimes Lieutenant

Robbery Lieutenant

Investigations Night Lieutenant

Offender Re-Entry Community Police Officer — CP Officers

Shift Officers

Gang Officers

SCAT Officers
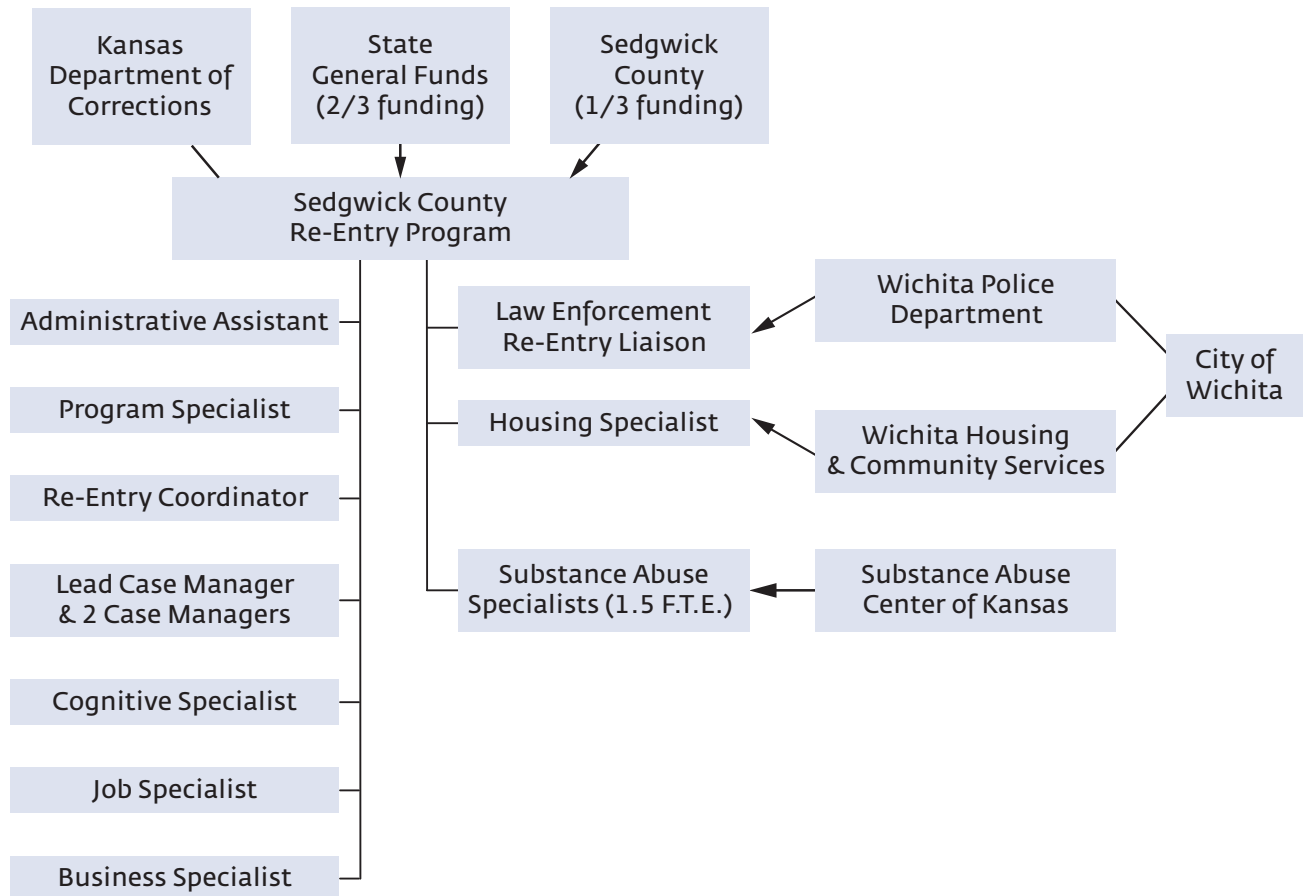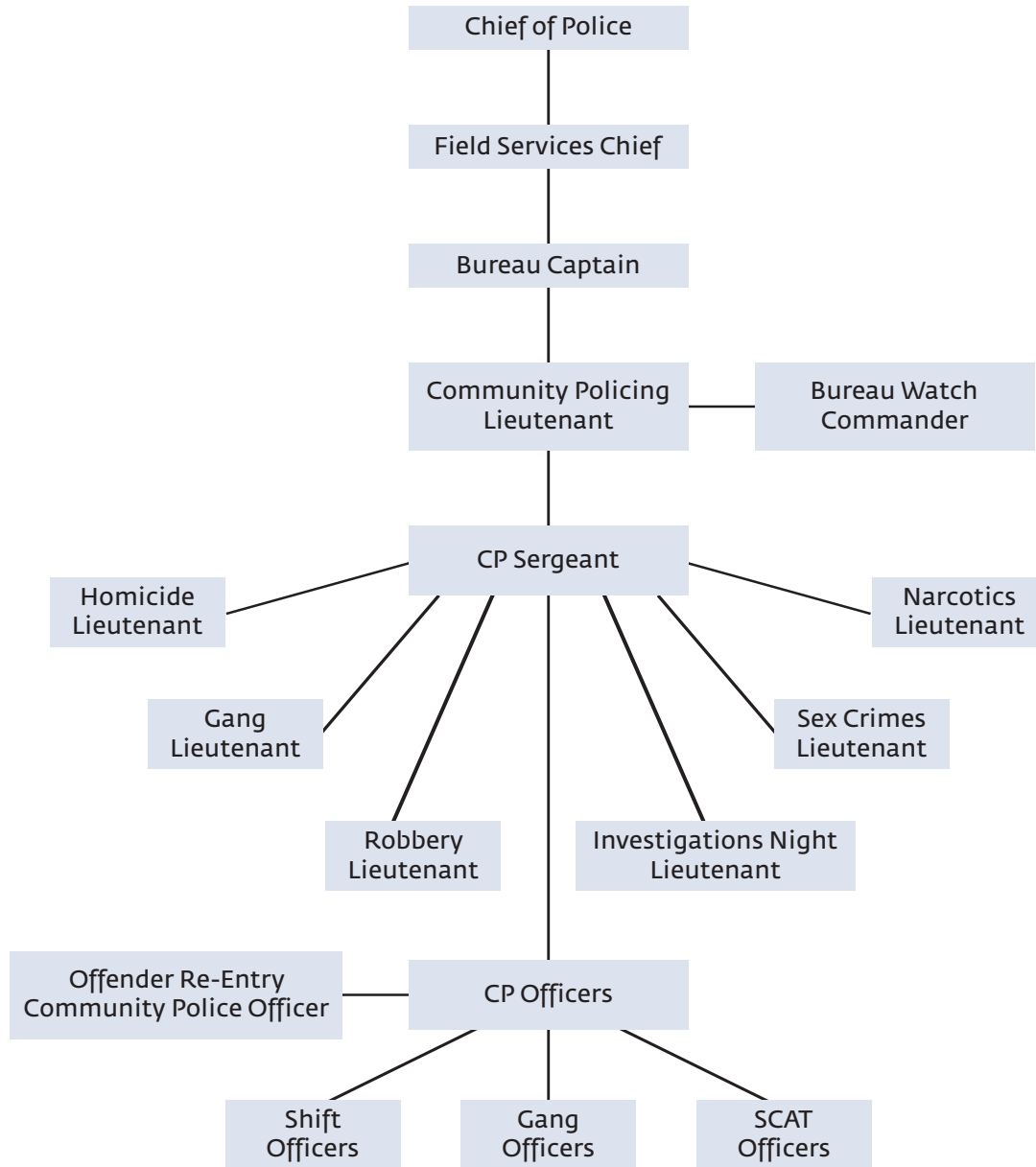
Notes

1. The number of people released from state prisons each year has been steadily increasing—from slightly more than 600,000 in 2000 to just less than 700,000 in 2005. See William J. Sabol, Todd D. Minton, and Paige M. Harrison, *Prison and Jail Inmates at Midyear 2006* (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 2007), available at www.ojp.usdoj.gov/bjs/pub/pdf/pjim06.pdf.

2. Allen J. Beck, "The Importance of Successful Reentry to Jail Population Growth," presentation at the Jail Reentry Roundtable of the Urban Institute, Washington, D.C., June 27, 2006.

3. Timothy Hughes and Doris James Wilson, *Reentry Trends in the United States* (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 2003), available at www.ojp.usdoj.gov/bjs/reentry/reentry.htm.

4. Patrick A. Langan and David J. Levin, *Recidivism of Prisoners Released in 1994,* NCJ 193427 (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 2002).

5. Justice Reinvestment State Brief: Kansas (October 2007), available at www.justicereinvestment.org/states/kansas/pubmaps-ks.

6. For a discussion of community policing activities that law enforcement can engage in as part of a reentry initiative, see Nancy G. La Vigne, Amy L. Solomon, Karen A. Beckman, and Kelly Dedel, *Prisoner Reentry and Community Policing: Strategies for Enhancing Public Safety* (Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2006). These activities are also discussed in more detail on page 4 in the Introduction.

7. See notes 1 and 2 above.

8. Langan and Levin, *Recidivism of Prisoners.*

9. Steven Steurer, Linda Smith, and Alice Tracy, *Three-State Recidivism Study* (Lanham, Md.: Correctional Educational Association, 2001). C. W. Harlow, *Education and Correctional Population,* NCJ 195670 (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 2003).

10. Council of State Governments, "Building Bridges: From Conviction to Employment—A Proposal to Reinvest Corrections Savings in an Employment Initiative," January 2003, retrieved at http://justicereinvestment.org/states/connecticut/pubmaps-ct; Nancy G. La Vigne, Vera Kachnowski,

Jeremy Travis, Rebecca Naser, and Christy Visher, *A Portrait of Prison Reentry in Maryland* (Washington, D.C.: Urban Institute, 2003).

11. H. M. Harrison and A. J. Beck, *Prisoners in 2005,* NCJ 215092 (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 2006).

12. Pew Charitable Trusts, *One in 100: Behind Bars in America 2008* (Washington, D.C.: Pew Charitable Trusts, 2008).

13. K. A. Hughes, *Justice Expenditure and Employment in the United States, 2003,* NCJ 212260 (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 2006), p. 2 (revised May 10, 2006).

14. Justice Reinvestment State Brief: Kansas.

15. For a more detailed overview of the prison population forecast, see Pew Charitable Trusts, *Public Safety, Public Spending: Forecasting America's Prison Population 2007–2011* (Philadelphia: Pew Charitable Trusts, 2007); for more detailed discussion of the relationship between state corrections budgets and strategies for improving public safety at the neighborhood level, see Council of State Governments Justice Center, "Justice Reinvestment: Project Overview," available at www.justicereinvestment.org.

16. The JFA Institute, *Unlocking America: Why and How to Reduce America's Prison Population* (Washington, D.C.: The JFA Institute, 2007), available at www.jfa-associates.com.

17. See also Vera Institute of Justice, *Reconsidering Incarceration: New Directions for Reducing Crime* (New York: Vera Institute of Justice, 2007). Researchers have suggested that removing a large number of people, even convicted offenders, from a given neighborhood may destabilize the community and lead to increased disorder and crime. For more information on this explanation, see T. R. Clear, D. R. Rose, E. Waring, and K. Scully, "Coercive Mobility and Crime: A Preliminary Examination of Concentrated Incarceration and Social Disorganization," *Justice Quarterly* 20, no. 1 (2003): 33–64.

18. Council of State Governments, Re-Entry Policy Council, *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community* (New York: Council of State Governments, 2005).

19. For a discussion of police responses to allegations of racial profiling, see Lorie Fridell, Robert Lunney, Drew Diamond, and Bruce Kubu, *Racially Biased Policing: A Principled Response* (Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2001).

20. For further discussion of challenges law enforcement agencies may face when developing and participating in a reentry program, see La Vigne et al., *Prisoner Reentry and Community Policing,* pp. 63–70.

21. Patricia L. Fanflik, David R. Troutman, and M. Elaine Nugent-Borakove, *Re-Entry Initiatives: Examining the Prosecutors' Role in Re-Entry.* (Alexandria, Va.: National District Attorneys Association, forthcoming).

22. See, for example, Shelli B. Rossman and Caterina Gouvis Roman, "Case-Managed Reentry and Employment: Lessons from the Opportunity to Succeed Program," *Justice Research and Policy* 5, no. 2 (2003).

23. For additional discussion of how mapping can assist reentry efforts, see Richard Harris, Charles Huenke, and John P. O'Connell, "Using Mapping to Increase Released Offenders' Access to Services," in *Crime Mapping Case Studies: Successes in the Field,* ed. Nancy La Vigne and Julie Wartell (Washington, D.C.: Police Executive Research Forum, 1998), pp. 61–66. Nancy G. La Vigne, *Mapping for Community-Based Prisoner Reentry Efforts: A Guidebook for Law Enforcement Agencies and Their Partners* (Washington, D.C.: Police Foundation, 2007). La Vigne et al., *Prisoner Reentry and Community Policing.*

24. For a general overview of these challenges, see the *Report of the Re-Entry Policy Council*, pp. 28–30. For detailed information on challenges related to accessing Medicaid benefits, see Council of State Governments, Re-Entry Policy Council, "How and Why Medicaid Matters for People with Serious Mental Illness Released from Jail," no date. See www.reentrypolicy.org/special_projects/reentry_federal_benefits.

25. The issue of recidivism among juveniles involved in gang-related crime is increasingly gaining national attention, with criminal justice professionals from across disciplines working together to identify best practices in preventing future criminal activity. In particular, the American Probation and Parole Association, with support from the Bureau of Justice Assistance, is developing resources to guide these antigang initiatives. For information on their efforts, see www.appa-net.org.

26. Jeremy Travis, Amy Solomon, and Michele Waul, *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry* (Washington, D.C.: Urban Institute, 2001).

27. The Urban Institute, the Montgomery County (Maryland) Department of Correction and Rehabilitation, and the John Jay College of Criminal Justice Prisoner Reentry Institute are currently developing a policy report and a toolkit on jail reentry that discusses opportunities for collaboration. See Amy Solomon, Jenny Osborne, Stefan LoBuglio, Jeff Mellow, and Debbie Mukamal, *Life after Lockup: Improving Reentry from Jail to the Community* (Washington, D.C.: Urban Institute, 2008). Jeff Mellow, Debbie Mukamal, Stefan LoBuglio, Amy Solomon, and Jenny Osborne, *The Jail Administrator's Toolkit for Reentry* (Washington, D.C.: Urban Institute, 2008).

28. Beck, "The Importance of Successful Reentry;" Sabol, Minton, and Harrison, *Prison and Jail Inmates.*

29. For example, 59 percent of Maryland prisoners released in 2001 returned to Baltimore City, and individuals tended to return to one of just a few communities within the city. Nancy G. La Vigne, Vera Kachnowski, Jeremy Travis, Rebecca Naser, and Christy Visher, *A Portrait of Prison Reentry in Maryland* (Washington, D.C.: Urban Institute, 2003).

30. There is research, however, suggesting that the population of men and women leaving correctional facilities tends to be a more mobile population, which can make service delivery and supervision difficult. Nancy La Vigne and Barbara Parthasarathy, "Prisoner Reentry and Residential Mobility," in *Returning Home Illinois: Policy Brief* (Washington, D.C.: Urban Institute, 2005).

31. In some jurisdictions, law enforcement can work with operators of 211 systems to gather this information. The 211 systems are clearinghouses (either telephone or online) of community-based services and nonprofit organizations, often coordinated by an umbrella organization such as the United Way. For more information, see La Vigne, *Mapping for Community-Based Prisoner Reentry Efforts.*

32. In Chicago, for example, only 24 percent of identified organizations that provide services specifically designed for reentering individuals were located in any of the six communities to which the highest numbers of people returned from prison in 2001. No services were located in two of those six neighborhoods. Nancy G. La Vigne and Cynthia A. Mamalian, *A Portrait of Prisoner Reentry in Illinois* (Washington, D.C.: Urban Institute, 2003).

33. See also Nancy G. La Vigne, Jake Cowan, and Diana Brazzell, *Mapping Prisoner Reentry: An Action Research Guidebook,* 2d ed. (Washington, D.C.: Urban Institute, 2006).

34. Fanflik, Troutman, and Nugent-Borakove, *Re-Entry Initiatives.*

35. The extent to which information sharing is a central feature of a reentry initiative in which law enforcement is an active partner is described in La Vigne et al., *Prisoner Reentry and Community Policing,* pp. 26–27.

36. See, for example, John Petrila, "Dispelling the Myths about Information Sharing between the Mental Health and Criminal Justice Systems," Report of the National GAINS Center for Systemic Change for Justice-Involved People with Mental Illness, 2007.

37. For more information, see Petrila, "Dispelling the Myths about Information Sharing."

38. Global Justice Information Sharing Initiative, "Privacy and Information Quality Policy Development for the Justice Decision Maker," report of September 2005, p. 3. See also, Global Justice Information Sharing Initiative, *Privacy Policy Development Guide and Implementation Templates* (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance, 2006), pp. 4-1–4-2.

39. Dale Parent and Brad Snyder, *Police-Corrections Partnerships* (Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1999), p. 44.

40. *Griffin* v. *Wisconsin,* 479 U.S. 1053; 107 S. Ct. 926; 93 L. Ed. 2d 977; 1987 U.S. LEXIS 324; 55 U.S.L.W. 3493. *United States* v. *Knights,* 534 U.S. 112; 122 S. Ct. 587; 151 L. Ed. 2d 497; 2001 U.S. LEXIS 10950; 70 U.S.L.W. 4029.

41. Edmund Zigmund, "Warrantless Probation and Parole Searches: A Police Investigative Tool," International Association of Chiefs of Police, no date, available at www.iacp.org/documents/index.cfm?fuseaction= document&document_type_id=2&document_id=202&subtype_id=.

42. La Vigne and Parthasarathy, "Prisoner Reentry and Residential Mobility." More than 10 percent of men and women coming in and out of prison and jail are homeless in the months before and after their incarceration. For those with mental illness, the rates are even higher—about 20 percent. Langan and Levin, *Recidivism of Prisoners.* Paula M. Ditton, *Mental Health Treatment of Inmates and Probationers,* NCJ 174463 (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 1999).

43. For more information on innovative personnel performance measures for community policing initiatives, see Mary Ann Wycoff and Timothy N. Oettmeier, *Evaluating Patrol Officer Performance under Community Policing: The Houston Experience* (Washington, D.C.: U.S. Department of Justice, National Institute of Justice, 1993).

44. For further information about evaluations, see Kristin Ward, Susan Chibnall, and Robyn Harris, *Measuring Excellence: Planning and Managing Evaluations of Law Enforcement Initiative* (Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, 2007).

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