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Author(s):	**Janeen Buck Willison, Shelli B. Rossman, Christine Lindquist, Jennifer Hardison Walters, Pamela K. Lattimore, Travis Reginal, David Leitson, Jennifer Yahner**
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Second Chance Act Adult Offender Reentry Demonstration Projects

Collaboration and Reentry Partnerships

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Authors: Janeen Buck Willison,* Shelli B. Rossman,* Christine Lindquist,† Jennifer Hardison Walters,† Pamela K. Lattimore,† Travis Reginal,* David Leitson,* and Jennifer Yahner*
Urban Institute, Washington, DC; †RTI International, Research Triangle Park, NC

This report is one in a series from the Cross-Site Evaluation of the Bureau of Justice Assistance's FY 2011 Second Chance Act (SCA) Adult Offender Reentry Demonstration Projects (AORDPs). This report describes collaboration and coordination within seven AORDP projects that implemented adult reentry programs using SCA funding. Specifically, the evaluation explored the grantees' key partnerships and collaborative structures, as well as factors that facilitated and impeded collaboration. Findings are based on information collected in 2014 through field-based, semistructured interviews and interim telephone interviews with AORDP staff and organizational partners, as well as from a Web-based survey administered in spring 2014 to key reentry stakeholders in each site.

Report Highlights

AORDP grantees' collaborative structures differed in critical ways

- In two of the seven AORDP grantee sites (California and Pennsylvania), social and human services agencies led the sites' reentry projects.

- Three of the AORDP reentry projects were led by corrections agencies (Connecticut, Minnesota, New Jersey); in the remaining two sites, the county criminal justice commission (Florida) or police department (Massachusetts) was the lead.

- Not all AORDP grantees established new programs: the Connecticut, Massachusetts, and New Jersey programs expanded upon existing reentry models and collaborative partnerships.

- AORDP partnerships varied in size, composition, and functioning, but they generally reflected the sites' reentry program models.

Collaboration occurred at many levels and through a variety of formal and informal mechanisms

Critical coordination, decision-making, and information and resource sharing occurred at the policy (executive leadership), agency (organizational), and program (staff/client) levels in each AORDP site.

- At the *policy* level, the grantees' reentry task forces provided oversight, guidance, and direction on program implementation; addressed policy issues affecting service provision; engaged new partners; negotiated data sharing; selected program curricula; and secured training. Several also established working groups to tackle specific reentry-related issues.

- At the *agency* level, core teams comprising mid-level managers and frontline staff from those agencies most central to reentry service delivery handled the nuts and bolts of program operations.

- At the *program* level, collaboration centered on client-level issues and occurred between frontline staff and clients via regular team meetings and other mechanisms (calls, e-mails, databases). Although unclear roles and responsibilities, as well as differences in philosophy, posed challenges, there was solid evidence of collaboration among all AORDP grantees.

Introduction

Prisoner reentry is a pressing national and local policy issue. More than 640,000 individuals were released from state and federal prisons across the country in 2015,[1] and another 10.9 million cycle through the nation's jails each year.[2] Chances of successful reentry are low: Nearly 68% of people released from state prison in 2005 were rearrested within 3 years of release, and more than 75% were rearrested within 5 years of release.[3] Numerous factors contribute to these high recidivism rates. Most formerly incarcerated individuals return to the community with considerable deficits: limited education, few marketable job skills, no stable housing, chronic health issues, substance abuse needs, and fragile support networks.[4-11] Some research suggests that successful reentry depends on the degree to which former prisoners' multiple needs—including housing, drug treatment, mental health services, employment training, job opportunities, and family counseling—are addressed.[9,12-14]

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The Second Chance Act (SCA) of 2007: Community Safety Through Recidivism Prevention[15] was signed into law in 2008 with the goal of increasing reentry programming for individuals released from state prisons and local jails. Since 2009, the Bureau of Justice Assistance (BJA) has made more than 700 awards to grantees across 49 states to improve reentry outcomes. SCA-funded projects must create strategic, sustainable plans to facilitate successful reentry; ensure collaboration among state and local criminal justice and social service systems (e.g., health, housing, child services, education, substance abuse and mental health treatment, victim services, and employment services); and collect data to measure performance outcomes related to recidivism and service provision. Furthermore, grantees were required to create reentry task forces—comprising relevant agencies, service providers, nonprofit organizations, and community members—to use existing resources, collect data, and determine best practices for addressing the needs of the target population. In FY 2011, BJA funded 22 SCA Adult Offender Reentry Demonstration Project (AORDP) sites. The National Institute of Justice in FY 2012 funded the Cross-Site Evaluation of the BJA FY 2011 SCA AORDP; RTI International and the Urban Institute are conducting the evaluation. See **Appendix A** for information describing the seven projects that are the focus of this evaluation.

The cross-site evaluation is focused on 7 of the 22 Adult Offender Reentry Demonstration Project sites and grantee agencies

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	California	Women's Reentry Achievement Program (WRAP), Solano County Health & Social Services Department
	Connecticut	New Haven Reentry Initiative (NHRI), Connecticut Department of Correction
	Florida	Regional and State Transitional Ex-Offender Reentry (RESTORE) Initiative, Palm Beach County Criminal Justice Commission
	Massachusetts	Boston Reentry Initiative (BRI), Boston Police Department
	Minnesota	High Risk Recidivism Reduction Project, Minnesota Department of Corrections
	New Jersey	Community Reintegration Program (CRP), Hudson County Department of Corrections
	Pennsylvania	ChancesR, Beaver County Behavioral Health and Developmental Services

The primary goals of the evaluation are to

- describe the implementation and sustainability of each AORDP project through a **process evaluation**,

- determine the effectiveness of the programs at reducing recidivism through a **retrospective outcome study** and at reducing criminal behavior and substance use and improving other outcomes through a **prospective outcome study** that includes participants' self-reported information, and

- determine the per capita program costs of each AORDP project through a **cost study**.

1 Process Evaluation	2 Retrospective Outcome Study	3 Prospective Outcome Study	4 Cost Study
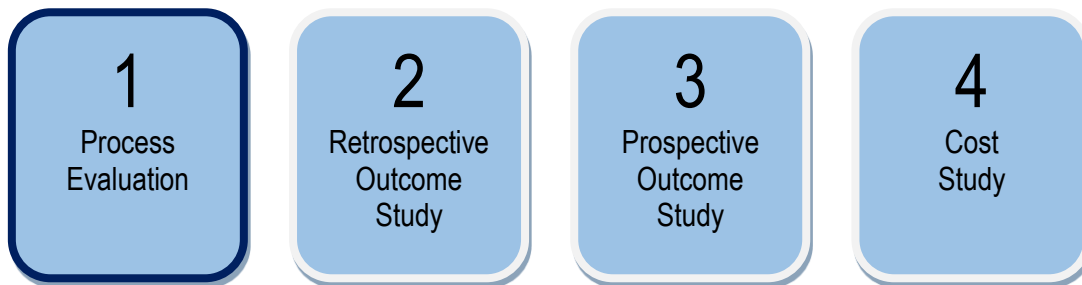
The current report examines collaboration in the seven AORDP evaluation sites—specifically the composition, structure, and strength of the sites' reentry partnerships, as well as stakeholder communication, information sharing, and resource sharing—to understand how sites served their respective program participants. Findings are based on the first round of process evaluation site visits conducted in early 2014,[a] as well as on data collected from the study's 2013 evaluability assessment[b] and initial administration of an online stakeholder survey in spring 2014.[c] Additional reports on the AORDP grantees' use of evidence-based practices,

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[a] The AORDP sites received initial SCA funding from BJA in October 2010 under FY 2011 funds. Process evaluation visits early in 2014, therefore, occurred roughly 3 years after sites received initial funds. During the site visits, semistructured interviews were conducted with key stakeholders, including program administrators, line staff, and representatives from partner agencies in the criminal justice and human services fields. The site visits lasted 2–3 days and were led by two-person teams from RTI and the Urban Institute.

[b] The evaluability assessment aimed to answer two questions: Is the program evaluable? If so, how, and at what level of effort? Data collection activities consisted of document review, telephone interviews with core team members, site visits that included semistructured interviews with project staff and partners, and review of project case files and administrative records.

[c] The Web-based survey was completed by 214 criminal justice and human services stakeholders (including agency leadership, such as probation chiefs, jail administrators, and executive directors, and a variety of frontline correctional facility staff, probation officers, case managers, and counselors) across the seven AORDP sites. The response rate for the survey was 70%.

implementation challenges and lessons learned, and sustainability prospects and strategies are available online through the National Criminal Justice Reference Service (www.ncjrs.gov).

AORDP Collaborative Structures

The extent to which stakeholders collaborate effectively may directly affect their ability to successfully implement new programs, build critical capacity, and achieve desired outcome. Yet, true collaboration, defined as "the cooperative way that two or more entities work together toward a shared goal,"[16] requires communication, commitment, and coordination[17] at many levels. Multifaceted initiatives like those undertaken by the AORDP grantees typically involve multiple partners. How the sites' collaborative structures are organized and how collaboration occurs at the policy (executive leadership), agency (organizational), and program (staff/client) levels[d] may directly affect the program outcomes and reentry success.

The seven grantees' collaborative reentry structures differed in meaningful ways. For example, AORDP reentry collaboratives were led by correctional agencies or criminal justice entities (Connecticut, Minnesota, and New Jersey), county departments of human services and behavioral health (California and Pennsylvania), a county criminal justice commission (Florida), and a police department (Massachusetts). Furthermore, not all AORDP programs were new: the Massachusetts, Connecticut, and New Jersey programs expanded on existing reentry models and collaborations. Table 1 shows each site's lead AORDP agency and whether the reentry collaborative was a new program or an expansion of an existing program.

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[d] Examples of collaboration at the *policy level* include agency directors and elected officials working together to address policies that inhibit access to services (e.g., restrictive housing policies for ex-offenders) or to institute new reforms (e.g., "Ban the Box"). At the *agency level*, evidence of collaboration may manifest as colocation of staff, cross-training between partner agencies, joint efforts to leverage new resources, or shared decision-making around the allocation of existing resources or sharing of resource and client information. At the *program level*, collaboration occurs between agency staff (e.g., case conferencing on a client's transition plan), as well as between staff and clients (e.g., working with a client's family to prepare them for the client's return from prison).—from *Collaboration in BHTCC: Lessons Learned and Implication for Sustainability* (forthcoming) ad hoc report developed by ICF and the Urban Institute for the Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services.

Table 1. Sites' Lead Agency and Program Origin

Site	AORDP Lead Agency	Program Origin (New or Expansion)
CA: Solano County Women's Reentry Achievement Program (WRAP)	Solano County (CA) Department of Human and Social Services	New program
CT: New Haven Reentry Initiative	Connecticut Department of Correction	Expansion of Connecticut Prisoner Reentry Initiative
FL: Palm Beach County RESTORE Initiative	Palm Beach County (FL) Criminal Justice Commission	New program
MA: Boston Reentry Initiative	Boston Police Department	Program implemented in 2001
MN: High Recidivism Reduction Demonstration Project	Minnesota Department of Corrections	New program
NJ: Hudson County Community Reintegration Program (CRP)	Hudson County (NJ) Department of Corrections	Expansion of existing program
PA: Beaver County ChancesR Reentry Program	Beaver County (PA) Behavioral Health Department	New program

AORDP Policy-Level Task Forces

At the *policy level*, each AORDP grantee had a reentry task force, consistent with the requirements of the BJA SCA grantee solicitation. The reentry task forces typically comprised relevant criminal justice agencies, service providers, nonprofit organizations, and community members. Most, if not all, of the AORDP grantees tapped existing criminal justice coordinating bodies to serve as their SCA reentry task force. This was the case in California, Florida, Massachusetts, Minnesota, and Pennsylvania. At minimum, these groups were charged with developing their community's reentry strategic plan, expending resources, and identifying evidence-based practices to address the needs of program participants. According to AORDP stakeholder interviews, these groups also provided oversight, guidance, and direction on program implementation, addressed policy-level barriers or issues affecting service provision, negotiated partnerships with service providers, selected program curricula, and secured training and technical assistance for program partners and staff. AORDP grantee task forces in Florida, Massachusetts, New Jersey, and Pennsylvania also addressed data collection and information sharing, such as implementation and operation of the program's shared database. Each AORDP grantee task force met regularly, either monthly or quarterly.

Some grantee task forces were more hands on than others. The California grantee's task force, the Solano County Reentry Council, established a reentry Web site (http://solanocountyreentryresources.blogspot.com) and actively worked to mitigate reentry barriers. For example, when the group realized that many participants could not access services

or obtain employment after release because they lacked legal identification documents, the task force researched how the program could get participants identification documents before release. New Jersey's task force created subcommittees for the program to address statutory and regulatory barriers to community integration. Indeed, several sites' task forces, including Florida's, established subcommittees or working groups to address specific issues such as employment, family support, housing, substance abuse and mental health, sentencing alternatives, and program sustainability.

The size and composition of the AORDP task forces varied considerably although each had a similar set of core partners. Criminal justice representatives, for example, typically included a mix of high-level leaders from the courts (judges, prosecutors, defense attorneys), correctional facilities, community corrections, and law enforcement. Social service system representatives spanned the housing, mental health, drug treatment, education, and employment sectors. Community representation included local foundations, businesses, unions, and civic and faith-based organizations. Only the California and Pennsylvania sites actively engaged formerly incarcerated individuals on their task forces. Last, although most sites' task forces averaged 10 agencies or organizations, the California and Florida task forces were much larger, with upward of 40 agencies listed among their respective memberships. These sites' task forces were not only large but diverse, bringing together public-and private-sector community stakeholders to build a robust, coordinated reentry infrastructure and approach. In general, variation in the sites' task force composition frequently reflected an individual site's local context and reentry strategy.

Generally, stakeholders reported that their site's task force and subcommittees had the right organizations at the table. One site specifically credited its highly active reentry task force with bringing a broad mix of public- and private-sector entities to build critical reentry infrastructure. Some stakeholders lamented a perceived lack of community representation. For more information regarding stakeholder impressions of reentry collaboration and operations, see Lindquist, Buck Willison, Hardison Walters, and Lattimore (2017).[18]

AORDP Agency-Level Partnerships

At the *agency* level, AORDP collaborative structures comprised a core set of organizations responsible for program service delivery and operations. These configurations varied by site, reflecting the needs of the target population and program model. Generally, these

groups were staffed by mid-level managers and line staff. Collaboration at this level was more fluid than at the policy level, reflecting a combination of regularly scheduled and ad hoc meetings focused on client-level and program issues. For example, the Pennsylvania AORDP grantee convened monthly partner meetings staffed by adult probation, behavioral health, vocational rehabilitation, and the site's mentoring/sponsor partners to discuss program operations issues such as case flow, service delivery, and data collection; these meetings were also used for professional development and training. Each AORDP site convened similar meetings focused on operational issues, with periodic discussions of individual client cases. While agency membership was often similar to that of the site's task force, agency-level collaborative structures were more often staffed by mid-level managers and frontline staff who could speak to the nuts and bolts of program operations (in contrast to task force members, who were more likely to be agency leaders). Additionally, the agency-level collaborative group often first identified partnership gaps and actively worked to engage new agencies or partners. For example, the NHRI team in Connecticut expanded its collaboration with the faith-based community to address a gap in the program's approach.

In stakeholder interviews, the AORDP grantees noted challenges to agency-level collaboration. These ranged from differences in agency philosophy and mission, particularly between corrections agencies and services providers, to turf issues and lack of clear roles and responsibilities. Staff turnover among both agency leadership and line staff also affected collaboration, as did changes in program partners. These and other collaboration challenges at the agency level are detailed in Lindquist, Buck Willison, Hardison Walters, and Lattimore (2017).[18]

Despite these challenges, stakeholders reported ample evidence of agency-level collaboration, including resource sharing, information sharing, cross-training, and colocation of staff.[19] Likewise, in the Web-based surveys, stakeholders were least likely to identify turf issues and competition for resources as barriers to collaboration, which

> **Evidence of Agency-Level Collaboration**
>
> Tangible evidence of collaboration was widespread across AORDP grantees:
>
> - 79% shared resources, such as materials or equipment with another agency
> - 59% colocated staff with another agency.
> - Approximately three-quarters partnered with another agency to provide training (76%) and leverage resources (75%) such as partnering on a grant application or sharing the cost of a new resource.
> - 76% conducted staff trainings on reentry issues and 80% sent staff to such trainings
> - 88% sent staff to local reentry planning meetings.

suggested that the AORDP grantees had a firm foundation for collaboration. In contrast,

stakeholders identified resource and time limitations, policies restricting client-level information sharing, and lack of access to clients in treatment facilities as the most problematic barriers to collaboration.[e]

Program-Level Collaboration

Collaboration at the *program level* centered mainly on addressing client-level issues and involved a core team of frontline staff. Case management services typically provided the most formal structure around which cross-system program staff collaborated with and about clients.

Case planning, either before or after release, and team case reviews composed the primary mechanisms for program staff collaboration regarding clients. Some AORDP sites (Florida, Minnesota, Pennsylvania) regularly conducted team meetings involving the reentry program's core service provider staff and community supervision partners to review treatment plans and service referrals, discuss progress, and troubleshoot any client issues. In other sites, smaller staff pairings—a program case manager and probation officer—met regularly around these same tasks. The configuration of Connecticut's AORDP case management structure was unique in that a community reentry advocate—a formerly justice-involved individual— augmented the case manager-probation officer pairing, weighing in on client progress and serving as bridge between the case manager, probation officer, and client. In the California site, WRAP case managers worked closely with each other, often sharing cases, to ensure continuity of care. In addition to formal meetings, regular telephone calls and e-mails facilitated program staff and partner collaboration; often the most communication occurred around clients in crisis (failed drug test, missed meetings, etc.). AORDP stakeholders in the Florida site credited the county's Reentry Network (RENEW) client database with facilitating communication and promoting collaboration by giving RESTORE program staff and partners access to real-time

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[e] As part of the AORDP process evaluation, an online survey was administered to more than 300 stakeholders— criminal justice and social services leaders, directors of community-based human services agencies, and frontline staff from partner agencies—across the seven AORDP sites in April 2014 and April 2015. The survey gathered information about program operations, system functioning, and constituency support and engagement. It also measured perceived barriers to collaboration by asking respondents to rate how problematic eight factors (e.g., turf issues, lack of trust, policies limiting access to clients in a correctional setting) were for agencies working together in the 3 months before the survey, using a 4-point scale in which 1 signified "not a problem" and 4 signified a "serious problem." Scores were averaged to calculate an overall measure of intensity: the higher the average score, the more problematic the factor. Resource and time limitations (2.69), policies limiting the sharing of client information (2.10), and lack of access to clients in treatment facilities (2.09) emerged as the issues most problematic to collaboration. Competition for resources (1.90) and a lack of trust (1.94) were rated as least problematic, which suggests that a solid foundation for collaboration exists among the AORDP sites.

client data, including assessment results, transition plans, client goals, service referral and utilization, and case manager contact information.

Staff-client collaboration occurred around needs assessment, transition and reentry case planning, direct service provision, and individual case management meetings. Most AORDP grantees developed reentry transition case plans with clients, identifying strengths and needs and setting goals together. Individual client contacts could involve the reentry case manager, probation officer, or both, but typically focused on client progress and ongoing needs, including any challenges the client was facing, and potential solutions.

All seven AORDP sites engaged with program participants before release, although the frequency of these contacts varied. Minnesota's AORDP case managers reportedly met with a client as many as 10 times in the 2–6 months before release, depending on the scope of the client's reentry needs. The frequency of post-release client-program staff contacts (in person or by telephone) also varied, sometimes driven by community supervision stipulations and other times by reentry program requirements. Typically, the most frequent and intensive client-staff contact occurred in the months immediately after release.

Understanding AORDP Partnerships

In addition to exploring *how* the AORDP sites collaborated around reentry, the evaluation examined the *strength and functioning* of the grantees' partnerships, including whether the composition of partnerships and interactions between partner agencies reflected each site's reentry service model. Respondents to the study's Web-based stakeholder survey reported information about how frequently *their agency* interacted with *other specific agencies* in their site's AORDP partnership and *how helpful* they found those interactions. From these

Social Network Analysis

Social network analysis provides a theoretical structure through which researchers and practitioners can look at what ties exist between organizations or individuals (networks) and how network dynamics may affect outcomes. It is primarily used as a tool to measure process outcomes as a result of large-scale coalition building. In their study on the use of social network analysis to support collaboration, Cross and colleagues[20] found that assessing relationships can

- identify organizations or people that are central to the collaborative network,

- inform decisions on how to redistribute decision-making power and access to information, and

- aid in assessing which organizations or people have been left out of the stakeholder network.

Social network analysis can help collaborative initiatives determine who is at the table, who has been left out, and who is benefiting from being connected.[21]

questions, "helpful interactions" were defined as those that occurred occasionally or more frequently among agencies and were rated as at least somewhat helpful, following Yahner and Butts' approach.[21] Social network analysis techniques assessed the patterns of helpful interactions among agencies and to map the collaborative structure and functioning of the AORDP partnerships that implemented each site's reentry initiative (see the sidebar).

Because the network analysis focused on AORDP agencies, stakeholder responses were collapsed to the agency level; if one or more stakeholders from the same agency reported a helpful interaction with another agency, then a tie was said to exist between those two agencies.[f] The average number of agencies within an AORDP partnership (i.e., network size) was 18, and across all seven sites, an average of 72% of the AORDP agencies had one or more stakeholders respond to the spring 2014 survey. AORDP network sizes and site-specific response rates are shown in Table 2.

Table 2. AORDP Network Response Rates and Sizes

Site	Size	Response Rate
California: Solano County Women's Reentry Achievement Program (WRAP)	17	82%
Connecticut: New Haven Reentry Initiative (NHRI)	17	88%
Florida: Palm Beach County Regional and State Transitional Ex-Offender Reentry (RESTORE) Initiative	34	56%
Massachusetts: Boston Reentry Initiative (BRI)	21	76%
Minnesota: High Risk Recidivism Reduction Project	10	90%
New Jersey: Hudson County Community Reintegration Program (CRP)	15	47%
Pennsylvania: Beaver County ChancesR Program	10	70%
AVERAGE	**18**	**73%**

To protect the anonymity of specific AORDP agencies while retaining valuable information about their organizational types, each agency was categorized into one of the following service sectors (the colored shapes indicate their coding in network sociograms, presented later):

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[f] For nonresponding agencies, helpful interactions were imputed based on what responding agencies reported about their own helpfulness to those nonresponding agencies; these imputations came from the survey question, "How helpful is your agency to [other agencies]?" (see http://www.analytictech.com/mgt780/handouts.htm; accessed January 15, 2015). No helpful interactions were said to exist between two nonresponding agencies.

- Business organizations ▼

- Civic/government agencies ▽

- Criminal justice/custodial agencies (e.g., departments of correction, correctional centers, jails) ◼

- Criminal justice/supervision agencies (e.g., probation, parole) ◼

- Criminal justice/legal agencies (e.g., courts, prosecution, defenders) ◼

- Employment/education organizations ●

- General social services/case management agencies ●

- Health/medical care agencies ◆

- Housing/homeless shelters ◆

- Mental/behavioral health treatment/counseling organizations ▲

- Mentoring organizations ●

- Substance abuse treatment/counseling organizations ▲

Network Measures

Seven measures were developed representing different dimensions of AORDP partnership communications, as shown in Table 3:

- **Proximity** indicates the minimum number of helpful interactions, on average, needed to link any two agencies in a site's network. For example, two agencies that communicate helpfully and directly with each other have a proximity score of 1, whereas two agencies who share a helpful tie with a third party, but not each other, have a proximity score of 2. Proximity is the only network statistic where smaller figures indicate greater collaboration.

- **Density** and **cohesion** are two similar network properties that measure the percentage of helpful interactions present relative to all those that are possible. Density focuses on helpful interactions *regardless* of their reciprocation, whereas cohesion focuses only on *reciprocally* helpful interactions (i.e., those reported by both involved organizations). For both measures, larger percentages indicate more extensive interactions and collaboration among individual AORDP agencies.

- **Cross-sector density** and **cross-sector cohesion**, by contrast, focus on interactions across agencies from different service sectors (e.g., criminal justice/custodial, mental health treatment/counseling, housing/homeless shelter, employment/education). The interactions between agencies within the same sector are collapsed to focus on interactions from one sector to another; for example,

between criminal justice/custodial and mental health treatment/counseling agencies in the same AORDP network. Cross-sector density focuses on the percentage of cross-type, helpful ties present relative to all that are possible, whereas cross-type cohesion focuses only on *reciprocally* helpful, cross-type ties.

▪ **Power equity** and **instrumental equity** refer to incoming and outgoing, regular, helpful interactions, respectively. An agency with many incoming helpful ties (i.e., cited by other agencies as regularly interacting with them and helpful) is said to be in a position of power, whereas an agency with many outgoing helpful ties (i.e., reporting many regularly occurring and helpful interactions with other agencies) is said to be highly instrumental in an AORDP partnership.

Table 3. Measures Developed for the Network Analysis

Measure	Definition	Value or Range
Proximity	Average minimum number of helpful interactions needed to establish a relationship between one member agency and another. A proximity score of 1 means that two agencies communicate directly with each other. Proximity is the only network statistic in which smaller figures indicate greater performance.	1 to (N–1)
Density	Helpful interactions among agencies in a network, as a percentage of all possible helpful interactions. Density refers to the proportion of all possible interactions in a network that are present (regardless of direction).	0 to 100%
Cohesion	Reciprocally helpful interactions, or those reported by both parties, among agencies in a network, as a percentage of all possible reciprocally helpful interactions	0 to 100%
Cross-Type Density	Helpful interactions across the service sectors in a network, as a percentage of all possible helpful cross-sector interactions	0 to 100%
Cross-Type Cohesion	Reciprocally helpful interactions across the service sectors in a network, as a percentage of all possible reciprocally helpful cross-sector interactions	0 to 100%
Power Equity	Equity in the distribution of incoming helpful interactions, where 0% indicates that just one agency is responsible for all the helpful interactions reported by network members, and 100% indicates that credit for helpful interactions is spread equally among all agencies	0 to 100%
Instrumental Equity	Equity in the distribution of outgoing helpful interactions, where 0% indicates that only one agency reports having helpful interactions with other agencies, and 100% indicates that helpful interactions are reported equally by all agencies	0 to 100%

Notes: Key measures were adapted from Roman, J. K., Butts, J. A., & Roman, C. G. (2011). Evaluative systems change in a juvenile justice reform initiative. *Children and Youth Services Review, 33*, S41–S53. https://doi.org/10.1016/j.childyouth.2011.06.012

Table 4 shows the seven AORDP sites' scores across the network measures. It is important to note that larger networks, such as Florida's, may not show the same level of collaboration as smaller networks, such as Pennsylvania's, where a more limited number of partner organizations may allow relationships between members to be more easily established and maintained. Network sociograms (diagrams) depicting the agencies in each AORDP partnership and the helpful interactions among them are provided below; the direction of arrows

indicates which agencies had helpful interactions with others (i.e., an arrow from one agency to a second means that the first agency reported having helpful interactions with the second[9]).

Table 4. Network Analysis Results: Spring 2014

Network Measure	CA (*n* = 17)	CT (*n* = 17)	FL (*n* = 34)	MA (*n* = 21)	MN (*n* = 10)	NJ (*n* = 15)	PA (*n* = 10)
Proximity†	3.3	2.2	3.5	2.4	2.0	1.4	1.3
Density	45.2%	51.8%	39.8%	48.6%	60.0%	58.1%	70.0%
Cohesion	35.3%	40.4%	33.3%	36.2%	44.4%	54.3%	66.7%
Cross-Type Density	95.2%	90.5%	81.9%	85.7%	83.3%	73.2%	86.7%
Cross-Type Cohesion	90.5%	85.7%	80.6%	82.1%	66.7%	71.4%	86.7%
Power Equity	55.1%	62.1%	59.8%	56.5%	67.9%	55.1%	66.7%
Instrumental Equity	55.1%	48.8%	37.9%	51.3%	55.6%	55.1%	66.7%

† Proximity refers to the average number of helpful interactions, so it is a number, not a percentage.

Overall, this analysis suggests the AORDP partnerships exhibit important differences that appear to affect the strength of collaboration. First, network size varied considerably by site. Smaller networks, such as those in Minnesota and Pennsylvania, typically included 10 organizations; the largest network (Florida) included 34 agencies. On average, AORDP site partnerships included 18 agencies, consistent with the multifaceted nature of reentry. In general, larger AORDP site networks had more distant relationships, as measured by proximity—for example, the average "distance" in terms of helpful ties was 3.5 in Florida and 1.3 in Pennsylvania, indicating that stronger collaboration occurred among the smaller networks. Overall, the average AORDP partnership had a proximity value of 2 (not shown), meaning that collaboration between two organizations often occurred via a middle organization rather than directly.

Looking at the density values, it appears that almost half of the helpful interactions that might have existed among AORDP partner agencies actually did exist (density values range from 39.8% in Florida to 70.0% in Pennsylvania, though most hover around 50%). Similarly, cohesion values indicate that approximately 35–40% of the mutually reciprocal helpful interactions existed that might have. Most notably, the cross-type density and cross-type cohesion values show a high degree of collaboration across different service types in the AORDP networks. Values for each hover around 80–85%.

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[9] Or, in the case of imputed data as described in a previous footnote, the second agency indicated that it was helpful to the first agency and interacted occasionally or more frequently.

There was a relatively fair amount of power and instrumental equity across agencies. Zero percent equity indicates that one agency holds all the power/influence and 100% indicates exactly equal distribution of power/influence. We found an average of about 60% equity across the AORDP partnerships, which suggests that helpful ties are present across partners, not concentrated in just a few; it also suggests functional collaboration within partner networks.

In addition to these measures of network functioning, the network sociograms on the following pages offer an informative picture of the composition of the sites' partnerships. For example, beyond being the largest partnership network, the Florida AORDP site is the most diverse, with partners representing 9 of the 12 service sectors mapped for the analysis. This is consistent with stakeholder observations. The Florida site is also the only grantee to include both businesses *and* civic organizations among its reentry partnership network; absent are mentoring, health/medical, and general services/case management organizations.

More broadly, the sites' sociograms suggest that their partner networks reflect their AORDP reentry models and that collaboration is centered around core partners. In the Massachusetts site, for example, criminal justice/legal agencies form the center of the network, consistent with the core role these agencies play in administering the program and making intake decisions. The Minnesota site's sociogram reflects the program's heavily criminal justice-oriented partnership (6 of the 10 partner organizations fall in the justice sector). In contrast, and consistent with the site's AORDP reentry model, the Pennsylvania grantee's sociogram maps 4 of its 10 partners to the mental health sector (the site's target population focuses on justice-involved people with co-occurring disorders); it is also one of only two grantees that includes mentoring agencies among its mix of partners. Again, this is consistent with the site's reentry model, which provides mentoring/sponsors through two faith-based organizations. Similar observations can be made about the remaining three AORDP grantees' networks.
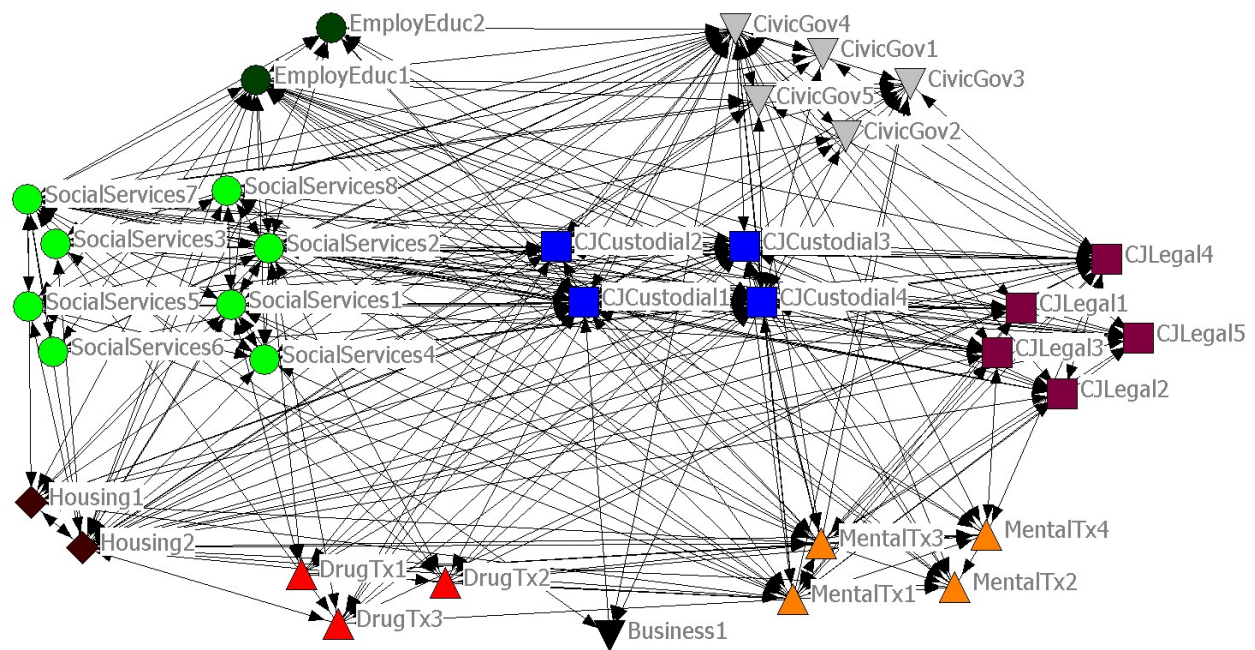
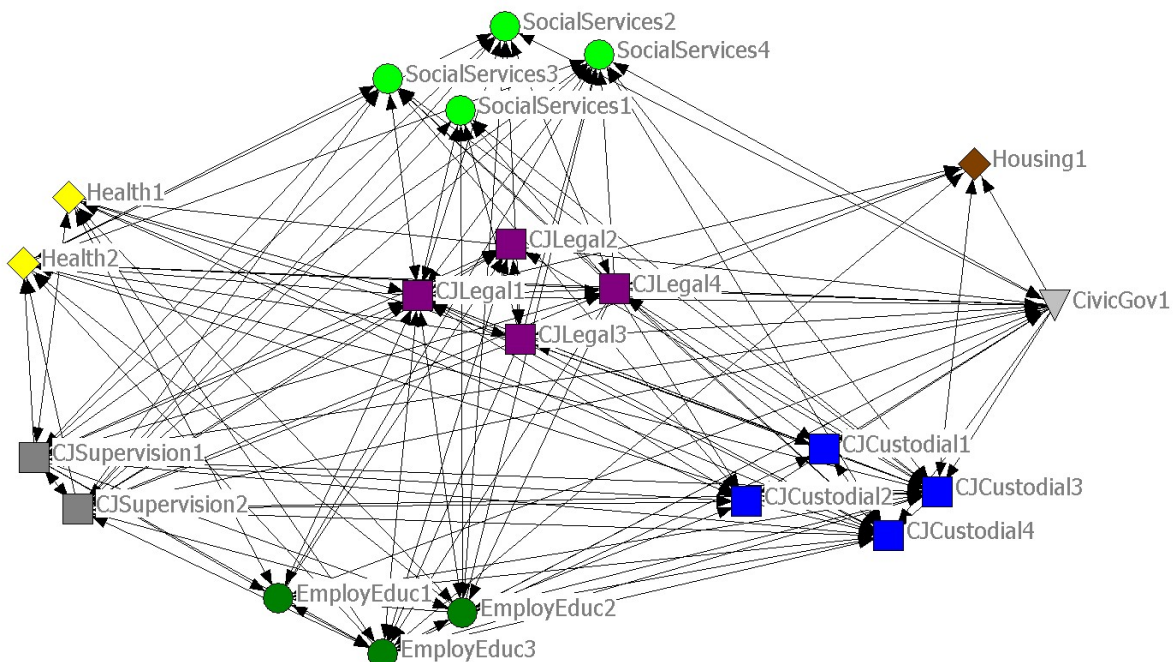## California: Solano County Women's Reentry Achievement Program (WRAP)
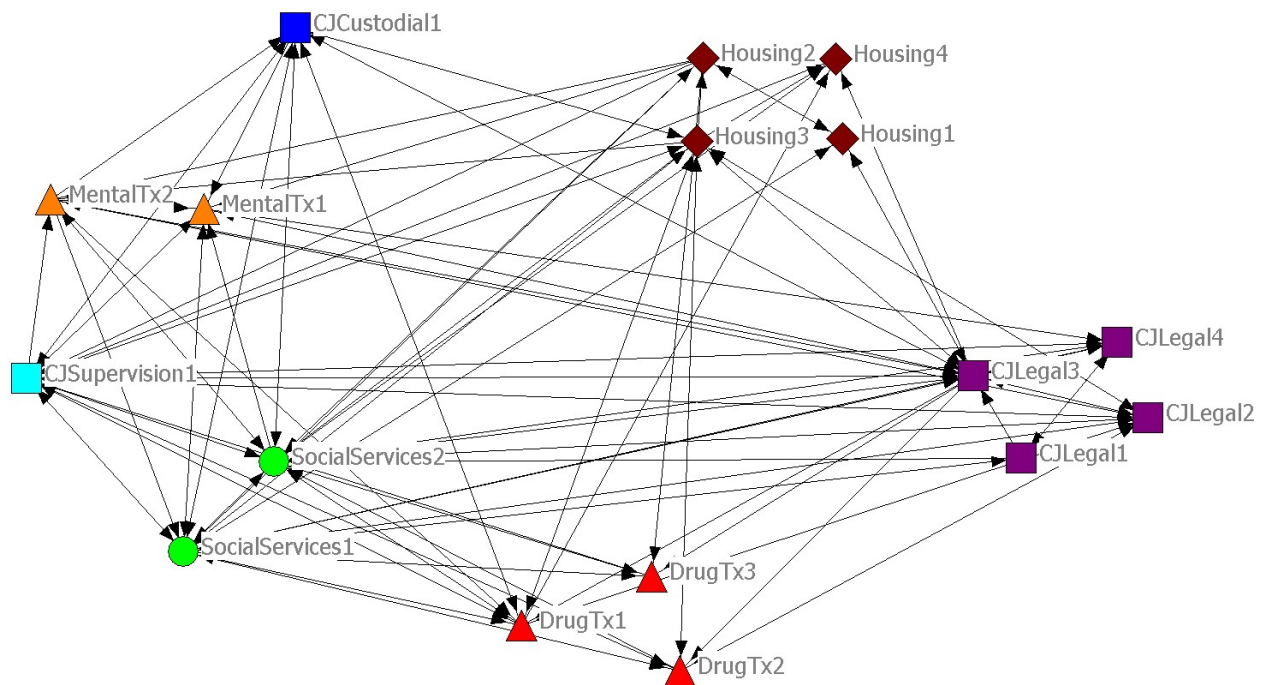
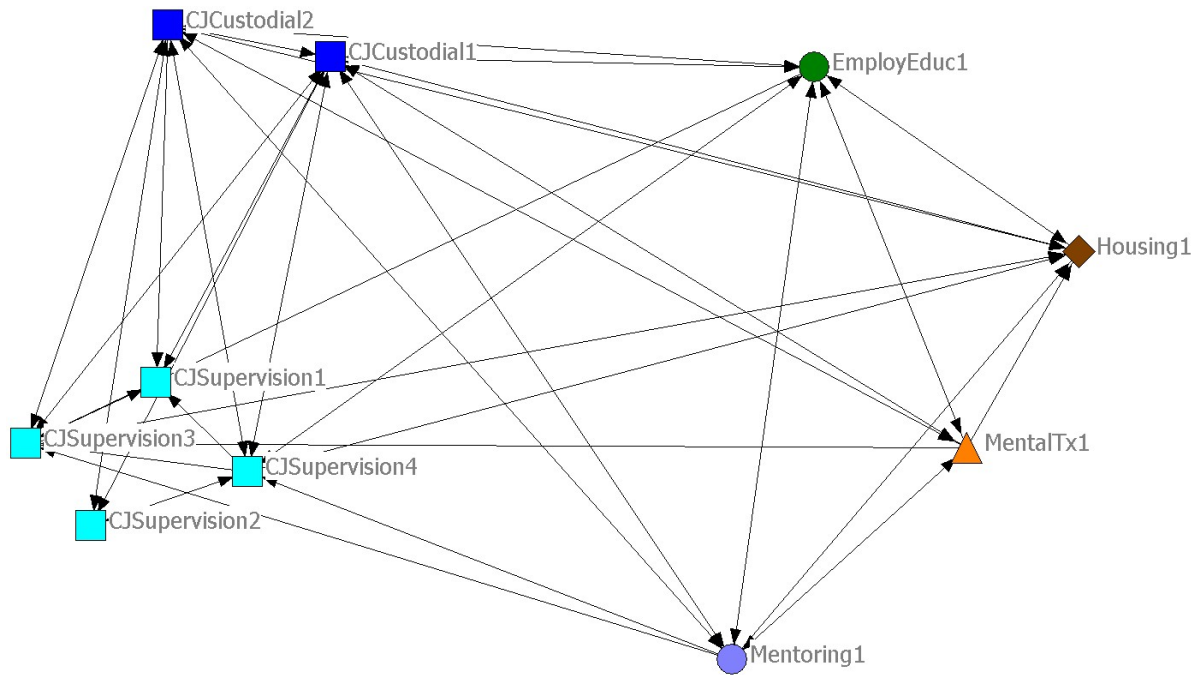## Connecticut: New Haven Reentry Initiative (NHRI)
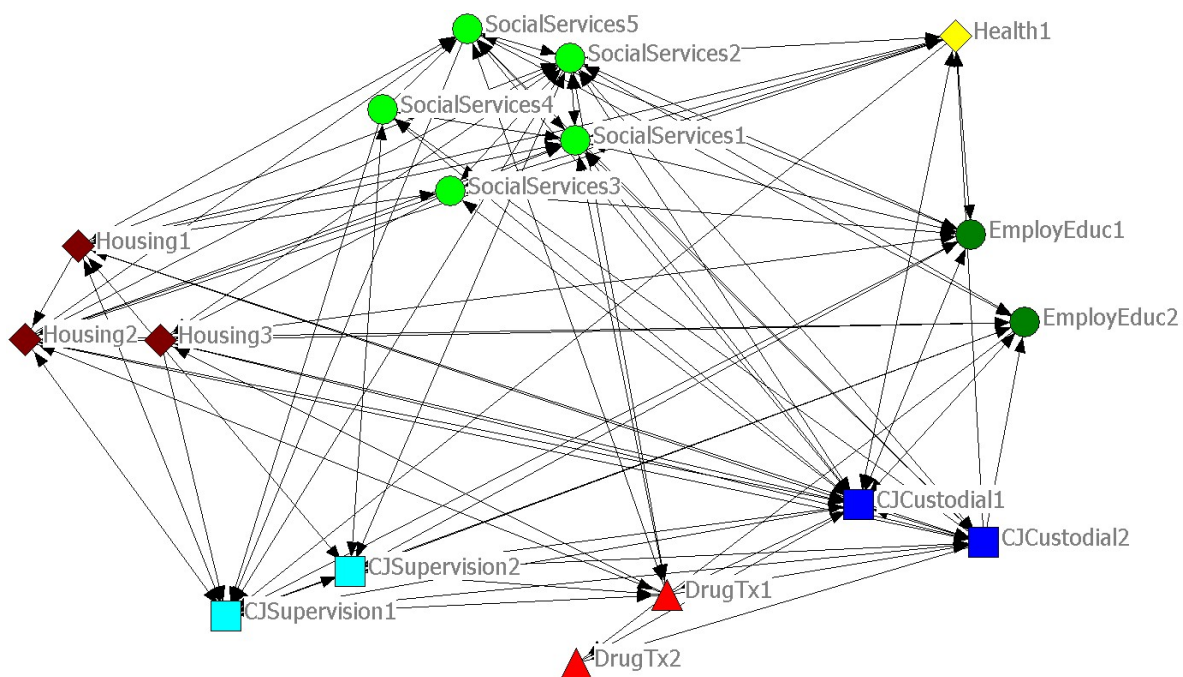
*Florida: Palm Beach County Regional and State Transitional Ex-Offender
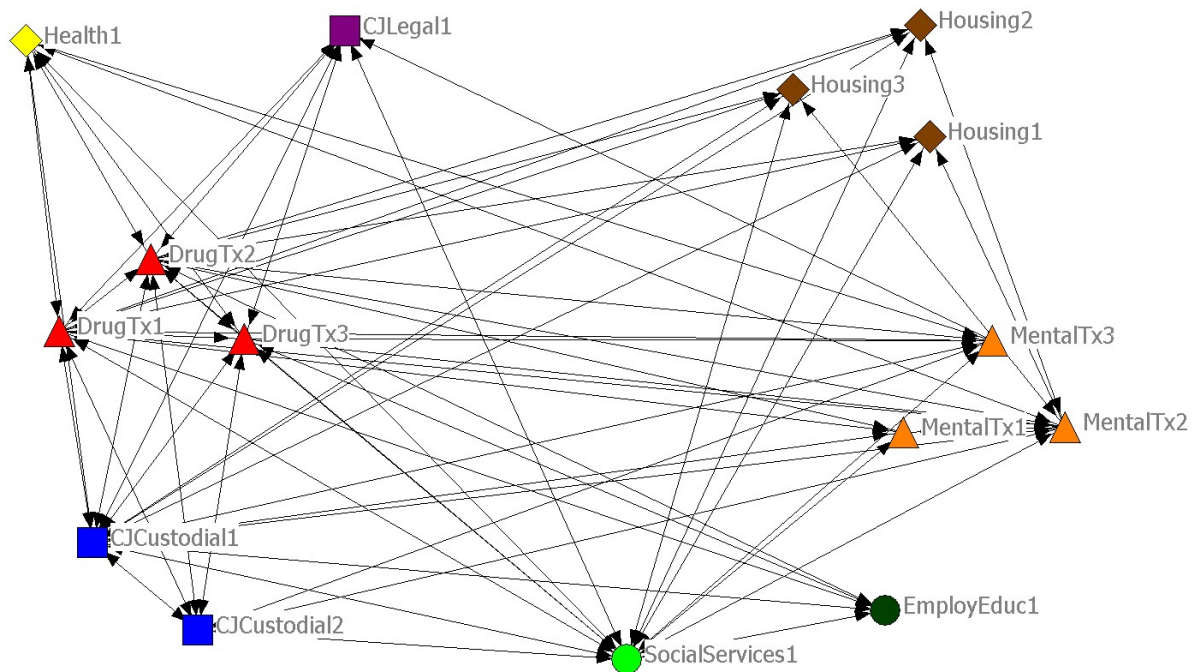Reentry (RESTORE) Initiative*
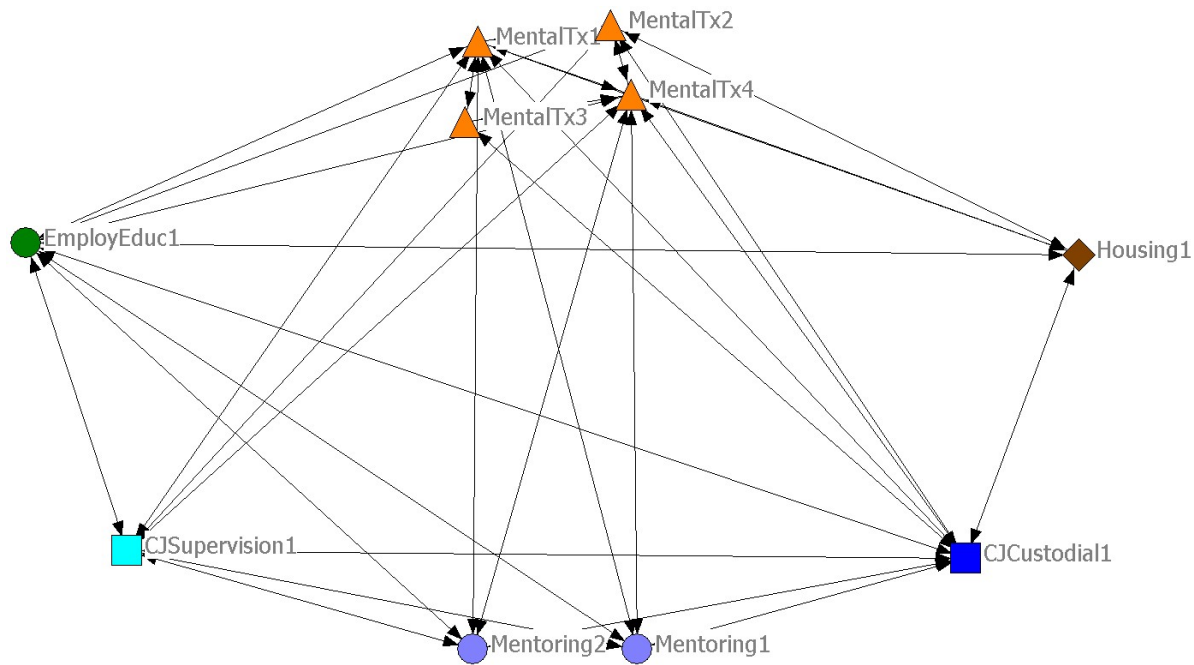

Massachusetts: Boston Reentry Initiative (BRI)

Minnesota: High Risk Recidivism Reduction Project

New Jersey: Hudson County Community Reintegration Program (CRP)

Pennsylvania: Beaver County ChancesR Program

Conclusion

This report explored collaboration among the seven AORDP grantee sites, with the premise for this examination being that effective collaboration is vital to successful reentry operations.

Our analysis of stakeholder interview and survey data collected for the study's process evaluation suggests that the seven AORDP grantees share common collaborative structures, with critical coordination, decision-making, and information sharing occurring at the policy (executive leadership), agency (organizational), and program (staff/client) levels. Social network analysis, which offers a useful picture of the composition of the grantees' partnerships, identifies notable differences not only in the size of these networks but also in their configuration and composition. Overall, however, the configuration and composition of the grantees' partner networks reflect the sites' reentry approaches. This suggests that the right organizations are present. Stakeholder interview data coupled with the Web-based survey data also offer ample evidence of collaboration: partners routinely share information and resources and identify few barriers to collaboration. Furthermore, stakeholders did not rate traditional turf issues or competition for resources as critical barriers to collaboration. Taken together, these observations suggest that collaboration is strong within each of the seven AORDP sites.

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Appendix A: The AORDP Reentry Projects

Exhibit A1 summarizes the target population and core components of each AORDP reentry program, with bolding used to point out key features. Each program targeted adults who are under state or local custody (and who are about to return to the community) for comprehensive reentry programming and services designed to promote successful reintegration and reduce recidivism. To meet the multiple challenges facing formerly incarcerated individuals upon their return to the community, the seven AORDP programs provided an array of pre- and post-release services, including education and literacy programs, job placement, housing services, and mental health and substance abuse treatment. Risk and needs assessments, transition case planning, and case management are key elements of grantees' SCA projects.

Exhibit A1. Summary of Grantees' Program Models

Grantee	Target Population	Basic Program Components
California: Solano County	Medium- or high-risk women currently or recently incarcerated in the Solano County jail	Intensive pre- and post-release case management, **gender-specific cognitive-based therapies**, **peer mentoring**, transitional housing, employment assistance, parenting, and assistance with basic needs
Connecticut: Department of Correction (DOC)	Medium- or high-risk men and women incarcerated in four Connecticut DOC facilities and returning to the target area in and around New Haven	A "reentry workbook" program; referrals to the facilities' job centers; pre-release reentry planning with community case managers; **furlough component** for males; **dual supervision** with parole officer, case manager, and community advocate; and **120 days post-release services**
Florida: Palm Beach County	Moderate- to high-risk incarcerated men and women who are returning to Palm Beach County from one Florida DOC correctional facility	**Pre-release services at the reentry center provided by counselors, followed by post-release continued support and services provided by community case managers.** Services include education; employment assistance; transitional housing; parenting, life skills, cognitive behavioral change, victim impact; substance abuse and mental health; family reunification; and assistance with basic needs.
Massachusetts: Boston	Men incarcerated at the Suffolk County House of Correction, aged 18–30 with histories of violent or firearm offenses and gang associations, who will return to one of Boston's high-crime hotspot areas	**Panel meeting** to introduce the program and invite eligible individuals; **case management support and advocacy** (throughout incarceration, transition to the community, and after release); a 2-week **job skills** course (before release); assistance with employment, education, basic needs, and health care; and referrals to community services
Minnesota: Department of Corrections	Male release violators who are returning to the Minneapolis-St. Paul metro area and have at least 150 days of supervised release in the community	Individualized transition planning and pre-release case management from a **reentry coordinator**, handoff from pre- to post-release case management through a **reentry team meeting;** post-release case mgmt. and services **offered at a community hub**

(continued)

Exhibit A1.   Summary of Grantees' Program Models (continued)

Grantee	Target Population	Basic Program Components
New Jersey: Hudson County	Men and women incarcerated in the Hudson County House of Corrections who have been diagnosed with mental health, substance use, or co-occurring disorders	90-day, in-jail substance abuse treatment in a gender-specific **therapeutic community** with focus on **cognitive behavioral programming**; pre-release case management and transition planning; post-release case management, linkage to public benefits, and services delivered by **intensive outpatient and day treatment and supported housing providers**
Pennsylvania: Beaver County	Men and women sentenced to the Beaver County Jail who have medium or high need for mental health or co-occurring services	Cognitive-based treatment groups, **highly structured vocational and educational services, transition planning, and case management and reentry sponsorship (mentoring) that begins in jail** and continues in the community

As evident from the exhibit, the sites varied substantially in the populations they targeted and the service delivery approaches they adopted. Three sites (Connecticut, Florida, and Minnesota) targeted individuals returning from state DOCs. The rest addressed local jail transition (Beaver County, PA; Boston, MA; Hudson County, NJ; and Solano County, CA). Some sites focused on women (Solano County, CA), individuals reincarcerated for supervision violations (Minnesota), and those with substance abuse or mental health disorders or both (Beaver County, PA, and Hudson County, NJ). Two sites (Connecticut and Florida) moved returning individuals to facilities closer to their home communities, thereby increasing access to community-based resources before release. Some programs front-loaded case management services, whereas others emphasized community and family supports. The composition and structure of the AORDPs varied by jurisdiction, with agencies outside the criminal justice system leading three of the projects (Beaver County, PA; Palm Beach County, FL; and Solano County, CA).

Appendix B: Second Chance Act Logic Model

Second Chance Act Prisoner Reentry Initiative Logic Model

Goal(s): *Increase Public Safety and Reduce Recidivism by 50 percent over 5 years*

INPUTS	ACTIVITIES	OUTCOMES	OUTCOME MEASURES	LONG TERM OUTCOMES/IMPACT*
■ Support of the Chief Executive officer of the state, unit of local government, territory, or Indian Tribe ■ Extensive description of the role of state corrections departments, community corrections agencies, juvenile justice systems, and/or local jail systems that will ensure successful reentry ■ Extensive evidence of collaboration with state and local government agencies, as well as stakeholder groups. ■ Analysis plan for: statutory, regulatory, rules-based, and practice-based hurdles to reintegration of offenders ■ Target Population (TP): High-Risk Offenders ■ Risk and Needs Assessments ■ Reentry Task Force membership ■ 5-year Reentry Strategic Plan ◊ Plan to follow and track TP	■ Develop and coordinate a Reentry Task Force ■ Administer validated assessment tools to assess the risk factors and needs of returning inmates ■ Establish pre-release planning procedures ■ Provide offenders with educational, literacy, and vocational services ■ Provide substance abuse, mental health, and health treatment and services ■ Provide coordinated supervision and comprehensive services for offenders upon release from prison or jail ■ Connect inmates with their children and families ■ Provide victim appropriate services	■ A reduction in recidivism rates for the target population ■ Reduction in crime ■ Increased employment opportunities	Number of new offenders added to the TP this quarter Total number of TP in the initiative Number of TP released this quarter Total number of TP released since the beginning of the initiative Number of TP resentenced to prison with a new conviction this quarter Total Number of TP resentenced to prison with a new conviction since the beginning of the initiative Total number of crimes reported during this quarter Total population for the area that the TP is returning to (i.e., statewide, county, city, neighborhood) Number of TP who found employment this quarter Total Number of TP who are employed Number of TP who have enrolled in an educational program this quarter	■ Increase public safety ■ Reduce Recidivism by 50 percent over 5 years

◊ Sustainability Plan ◊ Plan to collect and provide data for performance measures ■ Pre- and post-release programming ■ Mentors ■ Provide a 50 percent match [only 25 percent can be in-kind]	■ Deliver continuous and appropriate drug treatment, medical care, job training and placement, educational services, and housing opportunities ■ Examine ways to pool resources and funding streams to promote lower recidivism rates ■ Collect and provide data to meet performance measurement requirements	■ Increased education opportunities ■ Reduction in violations of conditions of supervised release ■ Increased payment of child support ■ Increased housing opportunities ■ Increased participation in substance abuse services ■ Increased participation in mental health services	Total number of TP who are currently enrolled in an educational program Number of TP who have violated the conditions of their release this quarter Total number of TP who have violated the conditions of their release Total number of TP that are required to pay child support Number of TP who paid their child support this quarter Number of target population who found housing this quarter Total number of TP who have housing Number of TP who were assessed as needing substance abuse services this quarter Total number of TP who have been assessed as needing substance abuse services Number of TP who enrolled in a substance abuse program this quarter Total number of TP enrolled in a substance abuse program Number of TP who were assessed as needing mental health services this quarter Total number of TP who have been assessed as needing mental health services Number of TP who enrolled in a mental health program this quarter Total number of TP enrolled in a mental health program	

		■ Reduction in drug abuse ■ Reduction in alcohol abuse	Total number of TP re-assessed regarding substance use during the reporting period Total number of TP re-assessed as having *reduced* their substance use during this reporting period Total number of TP re-assessed regarding alcohol use during the reporting period Total number of TP re-assessed as having *reduced* their alcohol use during this reporting period	