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GUIDELINES FOR  
**Staffing a Local Criminal  
Justice Coordinating Committee**

**U.S. Department of Justice  
National Institute of Corrections  
320 First Street, NW  
Washington, DC 20534**

**Morris L. Thigpen**  
*Director*

**Virginia Hutchinson**  
*Chief, Jails Division*

**Fran Zandi**  
*Project Manager*

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**National Institute of Corrections**  
*[www.nicic.gov](http://www.nicic.gov)*

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**GUIDELINES FOR**

# **Staffing a Local Criminal Justice Coordinating Committee**

**Michael R. Jones**

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# Foreword

**G**uidelines for Staffing a Local Criminal Justice Coordinating Committee (CJCC) describes the staffing function of a CJCC and provides specific guidance for obtaining and improving a jurisdiction's criminal justice planning operation.

The guide will help the elected and appointed officials of general government and the executives of local justice systems from jurisdictions of all sizes create or strengthen the staffing support of their local CJCC, which in turn strengthens the effectiveness of the CJCC itself. The guide is especially useful for CJCC members who want data, analyses, and information to inform their agency-level and systemic policy decisions and programs as they work toward a more evidence-based and cost-effective local justice system.

For years, staff at the National Institute of Corrections Jails and Community Services Divisions have provided technical assistance for jurisdictions grappling with crowded jails, system inefficiencies, or interagency coordination deficiencies. As part of the technical assistance, a technical resource provider would recommend that a jurisdiction establish a CJCC. These jurisdictions did indeed implement a CJCC, but the committees frequently stagnated after a short time. The root of the stagnation was often due to CJCC members not having the data and information they needed to identify the nature and cause of existing problems and not having all possible ideas and methods for solving those problems. These are activities that planning staff routinely perform.

I hope this guide assists local CJCC members and other decisionmakers in obtaining or improving their CJCC staffing operation. I invite all criminal justice and general government officials who are involved in local justice system coordination to contact the National Institute of Corrections and explore other resources for additional assistance if needed.

**Morris L. Thigpen**

*Director*

National Institute of Corrections





# Preface

**G**uidelines for Staffing a Local Criminal Justice Coordinating Committee (CJCC) was developed to help jurisdictions improve their local planning and coordination abilities and to aid the technical resource providers who assist local jurisdictions with this function. Written for both CJCC members and for planning staff, it provides many useful and time-tested techniques for establishing a criminal justice planning function and for improving planning functions that have existed for some time. I believe that jurisdictions need to organize their planning processes and infrastructure in a way that fits with the local culture and desired outcomes, so this guide is not intended as a “one size fits all.” Rather, it includes many suggestions that stakeholders and planners in many places have found useful over the span of many decades. Some of these suggestions are in the form of helpful hints dispersed throughout the guide.

**Michael R. Jones**

*Criminal Justice Consultant*

Senior Project Associate, Pretrial Justice Institute



# Acknowledgments

**M**any different people contributed to this guide in several ways, and it is not possible to list and thank them all by name. A few persons bear special mention. I thank the elected and appointed officials, program managers, and line staff who contributed to Jefferson County, Colorado’s criminal justice coordinating committee’s work. For 9 years I was privileged to serve as that jurisdiction’s lead criminal justice planner. The justice system practitioners there made many significant improvements to the local system and shared their successes with their colleagues nationally.

In particular, I am indebted to my former supervisor Thomas Giacinti, whose wisdom and mentoring drawn from his more than 40 years of criminal justice planning and work in local justice systems provided me invaluable guidance. I also acknowledge Mark Cunniff and Robert Cushman, who have written about and consulted in the criminal justice planning and coordination field for over 40 years. Their ability to find and analyze data, convert it into meaningful information, and motivate decisionmakers to change their policies based on this information is unparalleled. I also recognize that I learned more from the planning staff I supervised—Lynne Nieman, Dorian Wilson, Tim Schnacke, Sue Ferrere, Claire Brooker, and Melinda Kraus—than they did from me. I owe many thanks to Judge Brooke Jackson, who as chair of the local criminal justice coordinating committee for which I worked, created a climate for thoughtful, data-guided, and collaborative system improvement. Finally, I received many incredible ideas and suggestions from the planning staff and CJCC members who participated with me in the Bureau of Justice Assistance-funded CJCC Network, which was created and began operating while I wrote this guide.

Finally, Fran Zandi, Correctional Program Specialist for the NIC Jails Division, had the vision for the need for this publication and the persistence to see it through to its completion. NIC’s Donna Ledbetter provided much needed editorial work, and Susan Powell at NIC’s Information Center created the publication’s web pages.

**Michael R. Jones**

*Criminal Justice Consultant*

Senior Project Associate, Pretrial Justice Institute



# Executive Summary

This guide describes for county administrators and other local officials why staff is needed, who becomes good staff, how many staff persons are needed, what the costs are to develop a staff and how staff can be funded, where staff can be found, how the best applicants can be selected, where staff are best housed in the system, and how staff can be trained and evaluated. The guide also offers practical advice for planning staff by describing important activities to do when starting in the position, major roles and responsibilities, and activities to perform as the criminal justice coordinating committee (CJCC) identifies and resolves systemwide issues.

## CJCC Staff: The Need

Many local jurisdictions that have formed a CJCC to function as the forum for coordinating the policies, programs, and operations of city, county, and state criminal justice agencies and for managing limited system resources have quickly realized that the committee's effectiveness to recommend changes or make decisions that have a high chance of success is very limited unless the committee has the data and information that it needs to guide its decisionmaking. When local officials do not have local data and information on cost-effective and evidence-based practices, they tend to make decisions based on anecdotes, in response to sensational cases, or that are politically charged. When the committee has criminal justice planning staff who work solely on the committee members' jointly agreed-upon initiatives in a neutral and objective manner, the committee finds that it is greatly empowered to address any issue, whether long-standing (e.g., how to more effectively deal with repeat offenders) or short-term (e.g., how to reduce the size of agencies or programs because of budget cuts without creating system imbalance).

## CJCC Staff: The Advantages

Criminal justice planners have the talents and skills needed to perform the difficult and complex activities associated with systemic, coordinated policy planning. Whether a single employee or a small team, staff perform such activities as facilitation, research and analysis, presentation, project management, consultation, and distribution of information. Staff work for each decisionmaker and agency equally and in ways that have the potential to assist each agency in better fulfilling its mission and in self-managing its limited resources in a way that maintains systemic balance across the entire justice system.

Many decisionmakers who serve on criminal justice coordinating committees that have sufficient, quality staff support come to rely on staff's analyses, synthesis of research, and innovative ideas to the point that they request the staff's assistance before making any important decision that will have a major effect on their or their colleagues' agencies. Local jurisdictions that enjoy a culture with these characteristics are often the ones that are awarded, year after year, competitive free technical assistance or grants from federal and state governments and that earn a reputation as an example to follow.

## Guide Overview

**Chapter 1** of this guide describes the context in which CJCCs and the staff who work for them function. It describes the scope of work the committee can and should have and how staff play a necessary role in a committee's efforts.

**Chapter 2** provides detailed information to county administrators and other committee members for obtaining and retaining criminal justice planning staff so that the CJCC has a chance for enduring success. Because the qualities of an effective planning staff person are quite different from other persons who typically work in the justice system, the hiring of the right kind of person is integral to the committee's chances of success.

**Chapter 3** is written for criminal justice planning staff. It provides real-world, useful information and suggestions that staff are not usually exposed to in other jobs or when working as part of a typical criminal justice agency. Exhibits 1 and 2 offer ways to better understand stakeholders' priorities and concerns and summarize major responsibilities, respectively.

### Major Roles of Criminal Justice Planning Staff

1. Facilitation
2. Research and Analysis
3. Presentation and Instruction
4. Project Management
5. Consultation
6. Information Clearinghouse

When possible, examples are included throughout the guide. These examples illustrate or exemplify the information discussed in text. Moreover, many professionals who currently or previously worked for criminal justice coordinating committees have provided helpful hints.

**Chapter 4** discusses the importance of regional and national networks of criminal justice planners and CJCCs. Networks from the past and present have demonstrated that networking and collaboration

among several staff and/or the committees they serve can often achieve better outcomes than can one jurisdiction alone.

**Appendix A** provides a sample job description that jurisdictions can use to hire criminal justice planning staff.

**Appendix B** offers a sample mission, vision statement, and values for criminal justice planning staff.

**Appendix C** refers the reader to a regularly updated website (<http://nicic.gov/CJCC>) that has many resources for CJCCs and planning staff. Downloadable sample work products and analytic tools from other jurisdictions, among other resources, can be found.

# Chapter 1. Introduction

The realization that the various parts of the American criminal justice system can be collectively conceived of as a system and that these parts and their activities and operations must be coordinated dates back to the late 1960s. As the National Advisory Commission on Criminal Justice Standards and Goals (1973) wrote, "The Commission recommends that all major cities and counties establish criminal justice coordinating councils under the leadership of local chief executives." To encourage county government participation in such coordinating efforts, the National Association of Counties (NACo) has for a number of years described the importance of collaborative planning and coordination for local criminal justice systems. NACo's position on local planning and coordination is wholly compatible with the ideas in this document as well as those expressed in other NIC publications developed to assist local jurisdictions in their efforts to better organize interagency collaboration in their local justice system. NACo's position states:

...The need for comprehensive planning in order to bring about a more rational approach to problem solving in both enforcement and crime prevention is evident. Counties must exercise a strong leadership role in this regard.

...County governments are geographically best suited to coordinate local criminal justice activities, since all major criminal justice agencies are usually included within county boundaries and since county governments allocate local tax dollars to these agencies. However, the triple threat of increasing costs, rising standards imposed by courts and state legislatures, and the inherent autonomy of criminal justice agencies places on county officials unique planning and coordination requirements....

...Due to the nature of the local criminal justice "system," elected county policy makers should develop a criminal justice planning and evaluation capacity. A criminal justice planning staff should do research, manage feasibility studies, recommend alternative options to the policy makers who make budget decisions, and provide technical assistance to operating criminal justice agencies. NACo encourages the use of state and federal funds to establish a planning capacity that can develop programs and priorities for county-financed operations as well as for federally funded projects.

...The criminal justice planning staff should be tied closely to the county budgeting process in order to assist county officials in making a rational allocation of scarce resources. Coordinating staff should be located at the county level in urban areas and within standard multi-county planning regions in rural areas, with staff located in the areas they serve.

...Policy boards composed of representatives of local agencies, private organizations, and general purpose units of local government should be formed to develop policy options for legislative or executive action. NACo supports majority representation by officials from general purpose units of local government on policy boards (National Association of Counties, 2012).

### Helpful Hint

Remind oneself and the CJCC of Parkinson's Law and its derivatives: "Work expands so as to fill the time available for its completion." The same concept applies to jail bed or treatment program capacity — "If we build it, they will come."

## The Need for Local Planning and Coordination

Over the years, the administration of justice and public safety has become increasingly expensive, uncoordinated, and difficult to manage. A variety of factors, such as population growth, governmental reorganization (e.g., municipal incorporation), criminal justice officials' discretionary decisionmaking, an

infusion of resources through grant funding or a depletion of resources through budget cuts, and changes in statute, case law, and agency policies, have caused these developments.

The fragmentation in both the design and function of the justice system creates the need for coordination at both the state and local levels. As such, although this guide focuses on the staffing needed for local justice system coordination, most of the content can also be applied to state-level coordination. The justice system consists of agencies from different branches of government (legislative, executive, and judicial) and different levels of government (municipal, county, state, and federal). Each agency is a legally sovereign entity that has different mandates, missions, and varying funding sources as it interacts daily with other agencies to process dozens to hundreds of defendants and offenders through the system. In addition, seldom do agency leaders forewarn their colleagues in other justice agencies of policy changes or new initiatives. Thus, many justice decisionmakers are unaware of other officials' policy decisions until the effect of those decisions manifest themselves in their own agency's workload. Combined, these factors perpetuate the silos that often characterize local criminal justice systems. Agencies may attempt to adapt to each another's new policies or resources by adding to their own resources. However, attempts to alleviate ever-increasing workloads by continually adding more resources are ultimately impractical and financially unsustainable.

Occasionally, county and municipal government officials need to respond to or anticipate substantial growth in the local population by investing planning resources in needed infrastructure (e.g., water, roads, schools). However, when planning for public safety and justice administration needs, officials often do not realize that it requires a different, more sophisticated systemic approach. The county or city administration cannot do this type of planning alone. City, county, and state agencies, with their separate funding sources and tax bases, need to convene to discuss their priorities and ensure that agencies can accommodate the workload demand they create for one another. For example, before there is a substantial increase in city or county law enforcement, local decisionmakers should meet to discuss the systemic impact, including the demand that it will place on jail bed, prosecutorial, criminal defense, court, and correctional programming capacity. Fortunately, a solution for addressing the planning and coordination needs created by the interaction of multiple policymaking agencies and population growth exists and has been successfully implemented in a number of local jurisdictions.

## The CJCC and Staff as the Solution

Some local jurisdictions have developed a mechanism for fostering a systems perspective among their criminal justice agencies and for facilitating communication and coordination among those agencies. The generic name for this mechanism is criminal justice planning/coordination, and it is often embodied



in the form of a local criminal justice coordinating committee (CJCC). The jurisdiction of some CJCCs may transcend the boundaries of any one county to that of several counties and cities linked by a geographic/metropolitan area or judicial district. Jurisdictions can create a CJCC as a new entity or by transforming an existing multi-agency committee with a limited mission or scope into a CJCC.

A CJCC performs systemwide coordination and policy planning, and it consists of the principal elected and appointed officials of justice system agencies and general government within a given region, regardless of the level of government for which they work (municipal, county, or state). This region may consist of the physical boundaries of a county or city-county, or a partnership between one city and county or several cities or counties, or the cities and counties within one or more judicial districts.

This committee uses a structured policy planning process to analyze and understand the issues and dynamics affecting the workload and goals of the local justice system and makes policy recommendations to address those issues. The authority of a CJCC can be formal, such as in a local ordinance or resolution, memorandum of understanding, or intergovernmental agreement, or informal, such as through a collective, verbal commitment by principal decision-makers to maintain such a committee.

Offentimes the CJCC evolves from a temporary, ad-hoc committee to address an identified problem, such as jail crowding, to a permanent advisory, policy planning board that promotes coordinated decision-making among the separate justice system agencies (Cushman, 2002). When this occurs, jurisdictions are acknowledging that justice system issues (e.g., jail population, timely case processing, effective correctional strategy) are aspects of government that they must manage continually and cooperatively rather than intermittently, which they must then solve repeatedly. CJCCs can help answer the following questions for local government:

- How do we reduce crime and reoffending rates? (Weatherburn, 1994)
- How do we manage the flow of information between interdependent criminal justice agencies?
- How do we reduce the demand on criminal justice resources that the system itself creates?

In 2002, the National Institute of Corrections published a practical how-to guide for establishing and strengthening a CJCC. The following excerpt describes the advantages of a CJCC (Cushman, 2002):

## Case Example

In Larimer County, Colorado, a small committee that the county originally convened to solve a jail crowding problem transformed itself into a criminal justice coordinating committee when it assumed a broader, systemic focus, expanded its membership, and hired a criminal justice planner.

## Case Example

A county in California had a long-standing criminal justice coordinating committee consisting of executive-level leadership that over time lost its purpose and direction. Subordinates began to attend, the committee no longer discussed systemwide and policy-level issues, and leaders assigned the planning staff mostly grant-writing duties and administrative tasks. Eventually, the committee devolved into meetings for agency updates and an occasional guest speaker.

The work of CJCCs can produce many benefits, including better understanding of crime and criminal justice problems, greater cooperation among agencies and units of local government, clearer objectives and priorities, more effective resource allocation, and better quality criminal justice programs and personnel. Taken together, these results can increase public confidence in and support for criminal justice processes, enhancing system performance and, ultimately, the integrity of the law (p. ix).

CJCCs often commence with great enthusiasm among justice officials, but this enthusiasm often wanes somewhat over time. A review of the agendas for those CJCCs provides insight into that waning enthusiasm and reveals a typical pattern. Meetings tend to devolve from examining major systemic policy issues to addressing routine operational concerns and mainly providing updates. In addition, there tends to be much ad hoc discussion on high profile cases or media coverage, and very little deliberation of empirical information about how the justice system is or should be functioning. Once policymakers perceive little benefit to their attending CJCC meetings, they send lower level delegates from their agencies to attend the meetings, during which the committee can address only operational concerns rather than policy issues.

Jurisdictions frequently follow the creation of a CJCC with statements like, "We have the CJCC. Now what do we do?" One of the major factors contributing to the sustainability of a local CJCC is skilled and sufficient staff support. Without staff, no one consistently assumes the task of following up on the deliberations of the group, nor is there anyone to research adequately the issues that concern the policymakers. One purpose of this guide is to describe why planning staff is necessary, how to obtain this staff, and what activities staff can or should do to be effective.

This publication has two main audiences. The first audience consists of general local government county (or city-county) officials who have to allocate limited resources to county government functions, such as transportation, social services, and parks and land use, as well as to public safety and criminal justice functions. This guide provides these decisionmakers with information on how to budget for, recruit, hire, train, supervise, and evaluate criminal justice planning staff. In particular, this guide includes a sample job description and useful suggestions for determining which applicants best qualify.

The second audience consists of the one or more criminal justice planning staff members whom the jurisdiction hires to support the work of the CJCC. These staff members are responsible for converting data into information that the CJCC can use to make data-guided policy decisions that address systemic problems and enhance the quality of public safety-related services delivered to the public. This publication provides planning staff with practical guidelines for performing many of the activities that support effective policy planning and for recognizing and responding to obstacles that challenge the CJCC's existence and effectiveness.

To be successful, a CJCC requires the consistent participation of the principal decisionmakers, collective agreement on priority issues, adherence to a structured policy planning process, and regular measurement and documentation of achieved outcomes. CJCC planning staff facilitate the accomplishment of all these functions.

Criminal justice planning staff must have the talents and skills needed to perform the difficult and complex activities associated with coordinated policy planning. Because the systemwide policy planning that CJCCs perform is very different from the single agency policy, programmatic, or operational planning (Cushman, 2002) to which most principal decisionmakers and their staff are accustomed, the talents and

skills of planning staff are typically outside of the purview of existing criminal justice or other local government personnel who specialize in programs or operations. Planning staff convert data into information that the principal decisionmakers use to make coordinated policy decisions. Moreover, planning staff often facilitate the convening of these decisionmakers to focus on problems that have systemwide effects and to keep the momentum of worthwhile initiatives going when principal decisionmakers lose the sense of urgency that accompanies a crisis. In addition, the presence and successful performance of sufficient, competent, neutral, and objective staff for the CJCC can make the CJCC more resistant to dissolution and thus enable a jurisdiction to preserve a local culture of collaboration, increased effectiveness, and efficiency.



# Chapter 2. Obtaining Criminal Justice Planning Staff

This section is primarily applicable to county commissioners/supervisors, county managers/administrators, city councilpersons, and/or city managers who are responsible for the public administration of local government, the elected and appointed officials who head each of the agencies in the local justice system, and the direct supervisor of planning staff (if different from the above). These policymakers often also serve as the members of a local criminal justice coordinating committee (CJCC), and in this capacity, they assign projects and tasks to the planning staff. Planning staff, whether newly hired or tenured, may also find the information in this section useful.

This section covers the most commonly asked questions that CJCC members pose about planning staff. The county or city administration that supports—through resolution, ordinance, and/or funding—the operations of a CJCC may also have similar questions.

## Why do we need criminal justice planning staff?

Government business does not get accomplished unless someone does the necessary work. U.S. congressional members, high ranking state legislators, and judges have full-time staff who tend to their official business (e.g., draft legislation or opinions, perform research). In addition to these staff, committees require independent, full-time staff persons who support committee-level work. Criminal justice planners perform a similar function for the local CJCC.

Many jurisdictions have multiple committees that consist of the principal decisionmakers from several justice system agencies and the three branches of government. Members of these committees typically convene to discuss the latest crisis in the local justice system (e.g., jail crowding, budget cuts). These committees tend to form ad hoc (for a narrowly defined purpose and without comprehensive scope) and generally do not have dedicated staff working on the committees' initiatives.

The productivity of ad hoc committees is inconsistent and limited, most often because of the lack of staff assigned to them. Without staff who are free of other agency-specific duties and who have the time and skills to gather data and information, analyze it, generate reports specific to the identified issue, staff the meetings, and perform follow-up activities, members of ad hoc committees find it difficult to progress beyond their initial good feelings about getting together to address issues of mutual concern to a state of developing enduring, cost-effective remedies to those issues.

Staff are rarely assigned to ad hoc committees because:

1. Local decisionmakers already perceive they are spending a lot of money on the criminal justice system and do not want to spend more.
2. Existing staff from one or more agencies are already assigned to work on the committee's initiatives in addition to their regular duties.

3. The jurisdiction views the current crisis issue as a problem that it can solve in a short time frame, rather than as a symptom of the recurring, underlying dynamics of a complex system comprising agencies with different missions and funding sources.
4. No obvious organizational placement for CJCC staff exists.
5. There is little understanding of which talents and skills the staff should possess.

A well-functioning CJCC that has sufficient, assigned staff typically overcomes the issues of inconsistent and limited productivity. Having planning staff also reaps several other benefits. Staff can help condense multiple ad hoc committees into one coordinating committee and help develop that committee into a policy and advisory board that makes decisions based on relevant data and information. They can promote planning and programmatic efficiencies and reduce redundancy through their exposure to, and facilitation of, links among multiple committees, task forces, and projects. They can also help keep worthwhile initiatives going after policymakers lose their sense of urgency to work on them. Finally, they provide consistency and preserve the institutional history as multiple policymakers frequently change over time because of retirement, resignation, term limits, and elections.

## Where do we put planning staff in the organization?

All entities that fund staff or participate in the CJCC should understand a subtle but important aspect of the staff person's role. There is a distinction between "who the staff works for" and "who the staff reports to." Planning staff work for the CJCC as a whole and not for any individual office or department. When working for the collective good of the CJCC, the committee assures staff neutrality and credibility. However, jurisdictions need to place staff somewhere in the organizational framework of one of the participating entities (e.g., county or city government), so staff will report to a supervisor in the entity's organizational hierarchy. This supervisor, who is often a CJCC member, monitors staff performance on behalf of the CJCC, ensuring that staff have the necessary tools and are responsive to the needs of the CJCC.

The most common location (and the most optimal from an effectiveness perspective) for criminal justice planning staff is in the County Administrator's/Manager's Office for two primary reasons. First, the county government is usually responsible for the single most expensive resource of the local justice system — the county jail. As such, it is in the county's best interest to provide a collaborative structure to determine the sustainable use of the jail resource by the entities that may or may not be part of the county government's responsibility (e.g., law enforcement, courts, prosecution, probation). Second, people typically view criminal

justice planning staff in the County Administrator's/Manager's Office as being more neutral than staff who report to the sheriff, prosecutor, or other department head especially when the County Administrator and Commissioners/Supervisors pronounce that the staff persons (a) work on the CJCC's initiatives, rather than on the county government's own initiatives, and (b) exist to complement and enhance, rather than contradict or detract from, the sovereign decision-making authority of elected officials and agencies within the local justice system. Moreover, this neutral

### Case Example

Louisville/Jefferson, Kentucky; Multnomah County, Oregon; and Eau Claire County, Wisconsin, are three examples of dozens of jurisdictions in which criminal justice planning staff report directly to the city or county manager or deputy director of the county or metro government.

positioning of staff often helps staff access all agencies, whether state, county, or municipal, for data collection and the solicitation of ideas and information relevant to the CJCC's initiatives, as well as be positioned to help provide the County Administrator's/Manager's budget staff with information and data they need without undue influence from any one stakeholder or group. This positioning and functioning of the staff is consistent with NACo's recommendations cited in chapter 1.

## **What kind of professional makes for good planning staff?**

Effective planning staff members have a combination of skills, knowledge, and talents to support the wide range of initiatives of the CJCC. In general, skills and knowledge refer to attributes that a person can learn. Skills reflect activities—such as constructing spreadsheets or doing statistical tests—that a person can practice and improve his/her efficiency with through training and experience. Knowledge can be factual or experiential, and it refers to information a person has acquired. Talents refer to the potential of a person that can manifest itself in a variety of environments and to the extent that person is capable of learning new skills. Talents tend to be present or not and are less amenable to development through training (Buckingham & Coffman, 1999).

No one person has all of the desired attributes. However, the best criminal justice planners possess as many of these attributes as possible, and the most effective planning functions consist of several persons who have some similar and some complementary talents, skills, and knowledge.

### **Educational Background and Experience**

Nearly all of the most effective planning staff members today have a master's, law, or doctoral degree and relevant experience in a field that provides them with the skills and knowledge to staff the CJCC. These fields most typically consist of social or behavioral science, statistics, law, criminal justice, public administration, public policy, political science, or planning. While a bachelor's degree may provide sufficient background in some circumstances, the specialized education from a master's, law, or doctoral program is often necessary for more complex system-change projects and analytical tasks.

### **Talents, Skills, and Knowledge**

Planning staff members have the talent to:

- Think independently, rationally, analytically, and critically.
- Relate effectively to a variety of people (e.g., elected officials, judges and attorneys, police officers, department heads, case managers, offenders, victims, citizens) in a variety of contexts.
- Motivate themselves and others to pursue and accept change to the status quo, when appropriate.
- Manage tactfully the concerns of policymakers who sometimes have competing priorities.
- Listen empathically to others.
- Maintain a systemic perspective of the justice system.

In general, one can describe the personality of an effective planning staff member as a generalist who is humble, intelligent, analytical, flexible, adaptable, patient, self-motivated, resourceful, proactive, a good

problem-solver, a good communicator, diplomatic, apolitical, tolerant, has good common sense, and gets along well with others.

Planning staff members have the skill to:

- Manage supervisees' (e.g., interns or temporary employees) performance on projects through teaching, mentoring, and feedback.
- Conduct original research using the scientific method.
- Collect and synthesize existing and relevant research literature.
- Apply principles of the scientific method to research and analytic activities.
- Analyze data using basic or advanced statistical procedures and tests.
- Perform legal research, analysis, and writing.
- Communicate complex ideas clearly and concisely both orally and in writing.
- Use word processing, spreadsheet, database, presentation, statistical (e.g., SPSS), e-mail, and Internet software applications.
- Develop and maintain electronic or paper documentation of short- and long-term projects in an organized manner.
- Meet deadlines consistently.
- Convey to stakeholders a sense of professionalism, neutrality, and technical expertise.
- Solicit and supervise the work of outside contractors (e.g., consultants) for special projects or activities when needed.
- Combine new information and data with existing information and data into an integrated whole and recommend future actions.
- Apply individual and group problem-solving and decisionmaking processes to novel situations.
- Cultivate in others the perception of one's objectivity and credibility.
- Work as a consultant or technical resource provider for professionals at various levels of authority and influence.
- Establish and maintain effective working relationships as necessitated by work assignments.
- Perform duties with a minimal level of supervision.

Planning staff members are knowledgeable of:

- Supervisory approaches (if supervising other planning staff or interns).
- Purpose, structure, and funding sources of government agencies at the municipal, county, and state levels.



- Case processing of defendants, offenders, and victims, in the criminal and juvenile justice systems.
- Interface among governmental and service agencies both within and outside of the justice system (e.g., social services or education system).
- Criminal and juvenile statutes.
- Basic scientific research design and methods, especially those for the social or behavioral sciences, including levels and types of data; standards of reliability and validity; structure and logic of experimental design; strategies for collecting data; assumptions of common statistical tests; and standards for interpreting, reporting, and displaying statistical results
- Strategies and techniques for legal research, analysis, and writing.
- Theories of criminology and history, assumptions, and processes of the criminal and juvenile justice systems.
- Evidence-based practices in adult corrections, prevention and treatment of violence, criminal behavior, and substance use.
- History, models, and principles of public administration and policy.
- Systems theory and group dynamics.
- Techniques for effective group facilitation and presentation.

## How much do planning staff cost?

The total costs for planning staff are relatively low compared to other locally funded justice system functions (e.g., jails, law enforcement, prosecution, justice services) because fewer personnel are needed to complete the function. Additionally, over time the cost savings to local government can be significant; jurisdictions that allocate funding for planning functions, including staff, rather than directing the funding toward increasing the existing operational infrastructure (e.g., more jail facilities, law enforcement, prosecutors, or judges) often discover that they have more flexibility and are more effective in allocating limited government funds. A few hundred thousand dollars spent on strategic planning and coordinating infrastructure can save millions of dollars annually.

### Case Example

Shortly after its formation, the Eau Claire County, Wisconsin, criminal justice coordinating committee hired a criminal justice planner for staff support. Because of committee members' high degree of collaboration and the planning staff's skills, the CJCC was able in just a few years to be awarded several competitive federally funded technical assistance awards to support its systemic improvement efforts.

### Case Example

A judge and other system stakeholders in Nacogdoches County, Texas, reduced by 94 percent the elapsed time from sentencing offenders to when the offenders were transferred to the state department of corrections by expediting the paperwork needed to transfer jail inmates to prison. The "paper-ready project," as it was called, quickly reduced jail crowding and therefore eliminated the need to send some inmates to jails in other counties at great cost to Nacogdoches County. These inmates were brought back home to Nacogdoches County.

Most of the expense associated with local justice system coordination comes from maintaining the levels of staffing required to support the CJCC's work. Budgeting for staff is relatively simple: Funding for personnel (e.g., salary and benefits) and operational costs (e.g., office supplies, software, training expenses) is typically sufficient for the staff position(s).

When determining salary, sufficient funding should be available to recruit and retain qualified staff who can support the CJCC's different types of initiatives. Because the position is both highly administrative and technical, and because staff performance partially depends on the quality of the relationships between staff and the various members of the CJCC, the jurisdiction should structure salary and benefits to attract and

### **Case Example**

Hennepin County and the City of Minneapolis, Minnesota, jointly fund the criminal justice coordinating committee's staff through a memorandum of understanding that they renew every 3 years.

keep the best staff available. Incentives for advancement and career development will help lure persons with more talent and professionalism. For example, some jurisdictions have been able to hire entry-level criminal justice planning staff at salary levels comparable to that of a senior zoning or land-use planner, senior accountant or budget analyst, or mid-level county attorney.

### **Case Example**

The Pennsylvania Commission on Crime and Delinquency, a state-level entity that coordinates state and local criminal justice improvement efforts, has provided start-up funding for hiring criminal justice planning staff and providing technical assistance and resources to local-level criminal justice advisory boards. After a few years of this temporary financial support, several counties have permanently funded the planning positions in the county government budget.

### **How do we fund planning staff?**

Some criminal justice coordinating committees are created in response to a specific crisis or problem, such as a budget crisis, jail crowding, or a federal consent decree imposing a hard cap on the number of inmates allowed in the local jail. Local decision-makers are often eager to resolve the crisis as quickly as possible. Jurisdictions can use this motivation as an opportunity to create funding for one or more staff who will provide the CJCC with the information and ideas it needs to make collaborative, data-guided policy decisions to resolve the local crisis and prevent its recurrence in the future.

Most jurisdictions fund planning staff out of the county general fund. When the county funds staff positions, they are relatively stable, the overall plan-

ning and coordination effort itself becomes more solidified as a local governmental function, and the county government is able to demonstrate its commitment to systemic planning and coordination within its justice system.

Nonetheless, other funding variations exist. If a county government is unable or unwilling to serve as the sole funding source, all or several (e.g., executive committee) member agencies of the CJCC can enter into an agreement to fund one or more staff positions. Occasionally, the financial investment by multiple agencies occurs in tandem with their emotional investment in the CJCC's efforts. However, if one funding agency ceases its contributions for any reason, the remaining agencies are left to fill a gap in funding.

Occasionally, local jurisdictions can obtain a grant from the state or a foundation to fund planning staff. When this occurs, the CJCC should minimally (1) ensure that the CJCC's staff is free to work on the committee's self-defined initiatives, rather than ones dictated by the funding entity, and (2) make preparations for sustainable funding when grant funds expire.

## Where do we find planning staff?

Good planning staff are not as readily available as are most other personnel in the justice system because very few of these professionals actually exist. There are very few degree or other training programs that matriculate planning in contrast to the higher number of programs that train for the other functions of the justice system (e.g., police officers, attorneys, counselors). Therefore, jurisdictions typically hire professionals who have education and experiences related to the planning staff function, as well as a sufficient combination of talents, skills, and knowledge, and for whom they can provide time and training to grow and develop additional competencies to perform the responsibilities of the position effectively.

There are several options available to help the person whom the jurisdiction assigns the responsibility of finding professionals with the potential to become excellent planning staff (see Appendix A for a job description). First, local colleges or universities that have relevant degree programs (e.g., social science, law, public administration) typically maintain job opening lists that they distribute to present and past students. Professors at these schools might also be able to identify certain present or past students who might make good candidates for the position. Second, job position announcements in certain media, such as publications by the National Association of Counties, a state association of counties, local municipal leagues, local nonprofit organizations, and nationwide government job posting websites (e.g., <http://www.governmentjobs.com>) can elicit applications from qualified individuals. Nationwide recruiting firms are not often useful in locating good candidates for criminal justice planning staff positions because the position is not executive in nature. Third, several jurisdictions have hired qualified professionals who are already working in some capacity in the local justice system. These persons may be eligible for retirement from their current position, or they may welcome the different challenges and rewards that come from performing the planning staff duties. Fourth, professionals with direct experience serving as criminal justice planning staff might be available from other local jurisdictions with successful CJCCs. Although currently there are relatively few local jurisdictions with criminal justice planning staff, there are an increasing number of these professionals in existence as local justice system planning and coordination has become more of an integral part of local government. Finally, a jurisdiction could give a qualified current employee, retired professional, or outside consultant the temporary assignment of staffing the CJCC, with a focus on assisting the CJCC in getting off to a foundationally solid and productive start. If this option is exercised, it is important that the staff person be apolitical and that all stakeholders perceive the person to be neutral and apolitical.

### Case Example

In Coconino County, Arizona, and Johnson County, Kansas, a long-term agency head retired or resigned to become the staff member to the local criminal justice coordinating committee. In Arapahoe County, Colorado, the county hired two persons with complementary talents and skills — one with a human services background and one with analytical criminal justice experience from a neighboring jurisdiction — to staff the committee.

## How do we select the best applicants to become planning staff?

When several applicants appear equally qualified, interviews often sort out those applicants who have both the facilitation/people skills and the analytical skills from those who are strong at only one set of skills. During interviews, the presence or absence of people skills typically manifests itself. However, the presence or absence of analytical skills is more difficult for the interviewer to detect.

A helpful way to differentiate which applicants have and do not have the requisite analytical skills is to assign them, prior to their interview, an analytical task that they have to complete. During the interview, they report their understanding, analytic methods, findings, and conclusions. A relevant, ready-made analytic tool for this task is the “water barrel spreadsheet” that can be downloaded from the NIC website at <http://nicic.gov/CJCC>. The interviewer can email this spreadsheet to applicants with an open-ended message that reads, for example, “We will ask for your thoughts, observations, comments, and hypotheses regarding the spreadsheet, and you can ask questions.” The interviewer can then assess an applicant’s

understanding of the analogy (i.e., Average Daily Population = Bookings + Average Length of Stay), their ability to hypothesize causes (e.g., population or crime increase, new laws, policy changes) in the year-to-year changes in the three factors, including years that are anomalous, and the formulas that are embedded in the spreadsheet. This task provides information about the applicants’ analytical ability, aptitude with numbers and new concepts, attention to detail, and skill at presenting a relatively simple but important concept.

### Case Example

Justice system stakeholders in Jefferson County, Colorado, created a criminal justice coordinating committee in 1996. The committee hired a criminal justice planner one year later. Over the next 10 years, as committee members increased their collaboration on systemwide projects and their demand for more complex projects, they hired additional planning and administrative staff with complementary talents and skills until the jurisdiction had a team of five full-time planning staff working for the committee.

## How many planning staff members do we need?

Most jurisdictions, whether small or large, approach staffing the CJCC incrementally. The number of planning staff members a jurisdiction will need depends on several factors. Jurisdictions that make more of a

policy and financial commitment to dedicate resources to justice system planning and coordination can hire more staff. CJCCs that have several priority initiatives, projects that necessitate short deadlines, or complex initiatives that require a wide variety of technical skills will need more staff members than CJCCs that do not have initiatives with these characteristics. Jurisdictions can calibrate the number and sophistication of planning staff to the amount and type of policy planning initiatives. Additionally, because the amount and type of responsibilities of criminal justice planning staff can be demanding on one person, the presence of a team of two or more staff members helps with morale when staff share their achievements and frustrations with one another and when they can share in the completion of mundane tasks.

The size of a jurisdiction also helps determine the number of staff members it will need. Smaller jurisdictions, or jurisdictions that do not have many criminal justice or community-based agencies, typically require less coordination, so they require fewer staff. Conversely, larger jurisdictions or ones that are more complicated require more coordination (Glanfield, 1994), so they usually need several staff.

Typically, jurisdictions hire one or two staff members and then gradually hire additional staff with other complementary talents, skills, and knowledge as the enthusiasm for and productivity of the CJCC gains momentum. Existing city or county planning staff and available contractors (e.g., consultants, university professors) can also complement the capabilities of CJCC staff. Overall, jurisdictions typically find that their CJCC is better served when they initially hire talented persons who are adaptive and quick learners, resourceful, and proactive at adding to their skills and knowledge over time.

## How do we train planning staff?

Training will help advance the new staff's existing skills or help them develop new skills for the wide variety of responsibilities that the staff will perform. Some of the training may focus on analytic skills, such as research methods or statistical analysis, and/or the advanced use of computer software that supports these activities (e.g., spreadsheets, databases). Other training may focus on facilitation skills, such as making presentations or facilitating groups, and the advanced use of computer software to support these activities (e.g., slide shows, tables in word processing). Planning staff members pursuing an advanced degree, such as a master's or doctoral degree in a related field, may also help staff improve their knowledge base or skills needed to perform their responsibilities. Finally, both new and experienced planning staff can learn a lot by networking with their counterparts in other jurisdictions, both in-state and nationally.

Because a specialized training academy or certification program for newly hired planning staff does not exist at the time of this guide's writing, one of the most valuable training experiences can come from the staff person's shadowing one or more of the National Institute of Corrections' technical assistance events. These events typically consist of one or two consultants conducting a 2- or 3-day site visit in a jurisdiction to assist in the identification of major systemic (e.g., jail crowding, lack of effective community-based supervision) or jail facility problem areas (e.g., inadequate inmate classification), as well as the development of the infrastructure to address these issues (e.g., a CJCC with staff support). Ideally, the planning staff would accompany the consultants to all meetings and presentations during the assessment in the staff member's own jurisdiction. However, this option is not always possible, so shadowing an assessment in another jurisdiction is also useful. The staff's observance of the meetings and interaction with the consultants help the staff develop a systemic perspective, learn about the unique and shared roles of and the relationships among the various justice system agencies, and obtain examples of analytic methods and tools. See the NIC website at <http://nicic.gov/CJCC> for some examples.

Staff can also gain useful ideas, information, tools, or advice from shadowing frontline and mid-management-level staff from all criminal justice agencies to gain better understanding and appreciation for the operational and programmatic issues that occur on a daily basis, from talking to planning staff in other jurisdictions, and from attending other jurisdictions' CJCC or subcommittee meetings.

## How do we evaluate planning staff?

The person who directly supervises the planning staff is usually responsible for the staff's regular performance evaluations. Because the staff collectively work for the members of the CJCC, the evaluator may find it helpful to talk with the CJCC members, particularly persons who serve as subcommittee or task force chairs, about the quality and quantity of the staff's work. The evaluator should also be aware of the possibility that the staff person is performing well but the CJCC members are not collaborating well enough to make full use of the staff member's skills or work products.

One useful way to evaluate a staff member's performance is to rate the staff member's progress in helping the CJCC develop several important characteristics, such as emphasizing policy-level rather than operational-level planning, having broad representation, and being perceived as neutral, credible, and stable (see the "CJCC Self-Evaluation Questionnaire" in Cushman, 2002, p. 2, for a more complete list of important CJCC characteristics).

# Chapter 3. Suggestions for the Criminal Justice Planning Staff

This section is primarily for the staff who support the policy planning work of the local criminal justice coordinating committee (CJCC). Secondly, the manager who supervises the staff can use this section to help guide individuals in performing their duties and for evaluating staff performance.

Serving as a staff member to a CJCC can be one of the most intellectually stimulating and emotionally rewarding jobs in the criminal justice system. Staff members have the benefit of viewing the entire local justice system—what it does, why it does things, how it does things, and how all of these things change and evolve over time—from a neutral, objective, policy, and systemic perspective, a perspective that is often uncontaminated by the political, programmatic, and operational issues with which most justice agency professionals have to be concerned on a daily basis. Staff members' opportunities to anticipate, identify, analyze, and plan for issues and their remedies are almost limitless, and the outcomes are potentially tremendous (e.g., better public safety services at lower costs). If the staff and the CJCC implement time-lasting improvements, both entities can be among the most valuable assets to the local justice agencies and the county, city, or state governments that fund them.

Nonetheless, the first few weeks or months serving as staff, although exciting, can also be daunting. Many new staff enter into a climate of high expectation for helping the jurisdiction escape from a crisis (often budgetary) or improve long-standing inefficient or ineffective operations. Moreover, staff often occupy a newly created position, so the staff can typically receive only limited guidance from their supervisor and often need to define for the first time the specific expectations and responsibilities of the position.

## Getting Started

There are several activities that new staff members can do to become more comfortable in and knowledgeable about the staffing position and to help CJCC members and their agency staff develop trust and confidence in them.

### Building Knowledge

One of the most valuable initial activities for staff is to read through existing publications that describe CJCCs, staffing CJCCs and similar committees (such as this publication), and justice system planning and coordination. The following publications provide specific, relevant, "how-to" information, and should be considered "must reads":

- Cushman, R. C. (2002). **Guidelines for Developing a Criminal Justice Coordinating Committee**. Washington, DC: U.S. Department of Justice. The suggestions in this National Institute of Corrections publication are best practices for establishing and operating an effective local criminal justice coordinating committee.
- McGarry, P., & Ney, B. (2006). **Getting It Right: Collaborative Problem Solving for Criminal Justice**. Washington, DC: U.S. Department of Justice. This National Institute of Corrections publication provides specific tools to assist local jurisdictions in their efforts to develop and improve interagency collaboration and planning, and it also has several best practices.

- This publication on staffing local CJCCs.

Other publications or media provide additional information about coordinated, systemic policy planning in the justice system or about specific activities, such as jail population analysis, that staff perform. Staff for existing CJCCs have found the resources in the following list very useful:

- Cunniff, M. A. (2002). **Jail Crowding: Understanding Jail Population Dynamics**. Washington, DC: U.S. Department of Justice. This National Institute of Corrections publication demonstrates how jurisdictions can use data analyses to understand how local policy affects the jail population.
- Bureau of Justice Assistance. (2000). **A Second Look at Alleviating Jail Crowding: A Systems Perspective**. Washington, DC: U.S. Department of Justice. This Bureau of Justice Assistance's monograph offers many ideas to criminal justice agencies for minimizing jail crowding.
- National Institute of Corrections. (2004). **Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention**. Washington, DC: U.S. Department of Justice. This National Institute of Corrections and the Crime and Justice Institute's publication describes the eight principles of, and lists supporting research for, evidence-based practices in community corrections.
- Council of State Governments. (2002). **Criminal Justice/Mental Health Consensus Project**. Washington, DC: U.S. Department of Justice. This publication contains specific recommendations that local, state, and federal policymakers and other professionals can use to improve the criminal justice system's response to persons with mental illness.
- National GAINS Center. (n.d.). **Sequential Intercepts for Change: Criminal Justice - Mental Health Partnerships**. This resource from the U.S. Department of Health and Human Services' Substance Abuse and Mental Health Services Administration's Center for Mental Health Services National Gains Center integrates the Consensus Project with an easy-to-use flow chart for mapping opportunities for diverting and better serving mentally ill persons in the criminal justice system.
- National Institute of Corrections. (2003). **Beyond the Myths: The Jail in Your Community**. This video provides the public with general information about jails and the need for community engagement in local jail issues.
- Hudzik, J. K., & Cordner, G. W. (1983). **Planning in Criminal Justice Organizations and Systems**. New York: Macmillan. This text is worthwhile reading that describes in detail the history and role of criminal justice planning.
- Hudzik, J. K. (1994). **Comprehensive Criminal Justice Planning: Successes, Failures and Lessons from the American Experience**. In Biles, D. & McKillop S. (Eds.), *Criminal Justice Planning and Coordination: Proceedings of a Conference Held 19-21 April 1993, Canberra*. Australian Institute of Criminology: Canberra, Australia. This article describes the history and origins of criminal justice planning in the United States, and lists specific tasks that can help a jurisdiction's planning efforts be comprehensive.
- Bryson, J.M. (2011). **Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement** (4th ed.). San Francisco: Jossey-Bass. This text provides valuable information on how to begin and sustain an effective strategic planning process.



- Bryson, J.M., & Alston, F.K. (2011). **Creating Your Strategic Plan: A Workbook for Public and Nonprofit Organizations** (3rd ed.). San Francisco: Jossey-Bass. This workbook provides step-by-step guidelines and worksheets to accompany Bryson’s similarly titled text.
- Bryson, J.M., Anderson, S. R., & Alston, F.K. (2011). **Implementing and Sustaining Your Strategic Plan: A Workbook for Public and Nonprofit Organizations** (3rd ed.). This workbook provides many techniques and worksheets to accompany Bryson’s similarly titled text.
- Block, P. (2011). **Flawless Consulting: A Guide to Getting Your Expertise Used** (3rd ed.). San Francisco: Jossey-Bass. This book provides excellent suggestions for being an effective consultant, which is often one role of a criminal justice planner.
- Sony Pictures Classics. (2004). **The Fog of War - Eleven Lessons from the Life of Robert S. McNamara**. <http://www.sonyclassics.com/fogofwar>. This film describes the eleven lessons that McNamara learned about government and war during the Vietnam era, and these lessons also apply to modern-day governments and criminal justice systems.
- Any existing annual or specialized reports created by or for the justice system (e.g., American Bar Association’s Criminal Justice Standards).

Of course, staff should always investigate whether updated editions or versions of the above items exist and whether other new instructive publications or media are available.

Finally, staff should contact criminal justice planning staff from other jurisdictions, whether in or out of state. These staff can provide advice on ways to build rapport with CJCC members and other stakeholders, how to handle certain situations, and share literature, reports, and samples of analyses.

### Meeting the Stakeholders

After staff have read through and begun to understand the resources above, the next important task is to meet with CJCC members. These meetings help establish the working relationships between the members and the staff and enable staff to ask members about their perception of the strengths and weaknesses of the local justice system and the initiatives on which they would like the staff and the CJCC to work. One beneficial question to ask CJCC members is, “What will it take to make the CJCC the most important criminal justice committee you serve on?” Members’ answers to this question can provide staff with information about how to make both the process of participating in the CJCC as well as the CJCC’s initiatives most valuable to each CJCC member. Exhibit 1 features additional questions to ask CJCC members.

#### Exhibit 1. Questions for CJCC Members

- What do you think are the most important issues facing the local justice system that the CJCC should work on?
- In what ways could the CJCC’s work help your agency do its job better?
- What will the CJCC need to do to be more effective than similar committees from the past?
- In a few years from now, what specifically would you like the CJCC to have accomplished?
- What are your greatest concerns regarding the CJCC?
- Who are the critical people missing from the CJCC’s membership?
- What will it take to make the CJCC the most important criminal justice committee you serve on?
- Is there anything else you think I should know?

These meetings also provide the opportunity for staff to reinforce with members that the staff is neutral, objective, and trustworthy, and works equally for all members of the CJCC. It is important that staff reinforce with CJCC members that the members are the decisionmakers who speak on behalf of the CJCC and decide priorities and direction, and staff do not. During these meetings, if CJCC members do not include senior staff from their agency, then the planning staff can meet with these persons (e.g., jail commander, chief deputy prosecuting attorney) separately. Oftentimes, these senior staff will be an agency's leader in the near future, so building a relationship with them and introducing them to systemic policy planning expedites their later support for and participation in the CJCC. During these meetings, staff can also learn about:

- Systemwide problems/issues.
- The histories of the agencies.
- Planned relocations, renovations, or construction of justice system facilities (e.g., jail, courthouse).
- Any new initiatives (e.g., a multiagency drug task force).
- Each CJCC member's level of enthusiasm for, and investment in, the CJCC and its initiatives.
- The political dynamics that exist among the local officials and agencies.
- The local legal culture (e.g., the presence of relatively conservative or liberal approaches to administering justice and budgeting).
- How the staff will need to interact with various decisionmakers to keep the policy planning process progressing.

## Aligning with the Chairperson

The relationship between the CJCC chairperson (and executive committee if one exists) and the planning staff is very important. Both entities must be aligned on what the CJCC's initiatives are, and understand and agree on the nature and scope of the CJCC's work (e.g., systemic focused and policy-level), the roles and responsibilities of CJCC members and staff (e.g., staff provide information, ideas, and recommendations, and members make decisions), and how they interact. An effective chairperson and effective staff person, when aligned, can address almost any local problem. Neither one will be very effective if the other is not.

## Learning through Observation

Because of the complexity of the justice system, a valuable training tool is the staff's observing of many events in the justice system process. Such events include ride-alongs with law enforcement; bail setting hearings; criminal, traffic, and specialty court dockets; trials; client intakes and assessments; case staffings; treatment groups; program graduations; agency staff meetings; and guided tours of important facilities (e.g., jail, community corrections, and treatment facilities). The staff's observing of these events also helps staff (a) introduce themselves to supervisors and line staff of the many justice system agencies, (b) learn about the strengths and weaknesses of various agencies and how agencies interact with each other to process cases through the justice system, and (c) establish their easy access to persons, information, and data within an agency (in contrast to any given agency's staff who are often constrained by an agency's command structure).

New staff also typically benefit from meeting with planning and coordination staff in other jurisdictions. These other staff can often provide guidance, advice, and tools (e.g., documents, reports, analyses, spreadsheets) to help new staff with projects. New staff also can learn a lot by observing meetings of other CJCCs and their subcommittees. Occasionally, the chairperson or other members of the new staff member's CJCC or one of its subcommittees can accompany staff during observations of other CJCCs, further increasing their ideas and knowledge, as well as their rapport with one another.

## Initial Data Analyses

New staff can perform the relatively simple analyses below that serve two purposes. First, they provide an indication of overall justice system functioning for the CJCC. These analyses often provide information that is not typically contained in annual agency or program reports to which CJCC members are routinely exposed. Second, the analyses enable new staff to demonstrate their value for providing systemic-level analytical information to the CJCC. These analyses can consist of data tables and graphs illustrating five- to ten-year trends in the jurisdiction's population, offenses, arrests, and filings, as well as the relative contributions of the (a) number of bookings or admissions and (b) average length of stay to the jail's average daily population, and to probation, diversion, pretrial, or community corrections caseloads. In addition, after staff calculate the average annual percent change for these indicators, they can include in their analyses scenarios that depict 5- to 10-year forecasts (e.g., scenarios depicting future jail population continuing along past growth rates or projected county population growth). Ideas or templates for these analyses can often be obtained from the jurisdiction's or another jurisdiction's justice system assessment performed by technical resource providers on behalf of the National Institute of Corrections, or from planning staff who work for other CJCCs.

### Case Example

Since its inception in 2006, the Rock County, Wisconsin, criminal justice coordinating committee has published a brief and attractive Annual Report to the Community that describes the committee's ongoing initiatives and recent accomplishments.

A CJCC and staff can greatly increase members' enthusiasm for the CJCC and confidence in staff by first selecting and successfully completing one or more meaningful but relatively easily accomplishable projects (e.g., reducing the time between book-in and first advisement or increasing defendants' court appearance rates). This provides CJCC members and staff with an early positive experience and helps motivate them to continue the CJCC's work when attempting to solve more complex issues (e.g., developing a correctional strategy that integrates offenders' risks and needs or implementing a drug court).

Staff of newly formed CJCCs also draft, maintain, and update documents containing the planning unit's/ staff's mission and vision (see Appendix B for an example), as well as the CJCC's goals, strategic priority areas, bylaws, and policy planning process. Staff also may create and maintain a website and periodic (e.g., annual) reports describing the CJCC's initiatives and accomplishments.

## Major Roles and Responsibilities of Planning Staff

The planning staff's purpose is to support the policy planning work of the CJCC. The staff:

## Exhibit 2. Major Roles of Criminal Justice Planning Staff

1. Facilitation
2. Research and Analysis
3. Presentation and Instruction
4. Project Management
5. Consultation
6. Information Clearinghouse

- Helps the CJCC develop into, and sustain itself as, the jurisdiction's centralized policy planning and coordinating body for criminal justice.
- Supports the chairperson and/or executive committee and any subcommittees or work groups.
- Provides independent, timely, quality work products.

### Helpful Hint

When one or more criminal justice coordinating committee members are not getting along, ask the chairperson or other influential member to talk privately with the discontented members to resolve the issues.

### Helpful Hint

Work with criminal justice coordinating committee members to help them phrase their goals in specific, measurable, attainable/accountable, relevant/realistic, and timebound terms.

- Helps institutionalize criminal justice planning and coordination capabilities within agencies and at city, county, regional, and/or state levels of government.

Staff accomplish this through several main areas of work (see exhibit 2), which this chapter describes below in relative order of importance (Hudzik & Cordner, 1983). The chapter also indicates a fairly typical percentage of time required to complete work in each area, but this percentage will vary depending on the number of staff in a jurisdiction, the nature of the projects, and the level and type of involvement by CJCC members. If a jurisdiction has more than one staff person, it can divide or rotate the main areas of work among different staff.

## 1. Facilitation

Facilitation can take approximately 30 percent of staff time and consists of two types: (1) system coordination facilitation and (2) group facilitation.

For system coordination facilitation, staff promote the learning and practice of systemic, coordinated, strategic policy planning among heads of local justice system and community-based agencies. Staff, through individual or group meetings (a) help CJCC members understand the importance, content, and process of strategic policy planning and the difference between policy, programmatic, and operational planning; and (b) provide staff with a structured process for addressing priority issues (see Cushman, 2002, pp. 10–13).

Staff must help CJCC members as they work through their "cognitive dissonance" about coordinated, systemic planning. Cognitive dissonance refers to a person's uncomfortable feeling caused by that person's simultaneously holding two contradictory thoughts. In particular, many CJCC members are used to making policy decisions that are (a) consistent with their own beliefs and values, (b) in the best interest of their agency, (c) done quickly in the absence of data or research, and/or (d) done for political reasons. Systemic, coordinated policy planning can contradict these influencers of decisionmaking because it is done cooperatively, primarily for the common good of the community, the justice system, and the agencies within

the system, and after thorough empirical analysis of existing conditions and potential, alternate scenarios. It may be important for staff to remind CJCC members of the value of this type of decisionmaking and to be patient while CJCC members become more accustomed to it.

Sometimes, CJCC members may be wary of making a collective decision for a variety of reasons.

When this occurs, staff can help develop a culture of coordinated policy decisionmaking by continuing to provide the CJCC chairperson and members with quality information, analyses, and ideas and by empowering CJCC members (sometimes through one-on-one meetings) to start discussions, present the information or ideas that staff have gathered, and coordinate the assignment of tasks between meetings. Relatedly, staff sometimes need to use their talents or training to motivate or make requests of decisionmakers who have greater authority than they have.

For group facilitation, staff can facilitate or lead meetings of groups, task forces, boards, and committees comprising elected officials, judges, municipal, county, and state department heads, and private sector professionals; observe group dynamics and share observations; create agendas and lead groups through these agendas; address conflicts; and summarize concepts, progress, and decisions orally and in writing. Whenever possible, staff should make prior arrangements for the CJCC, subcommittee chairperson or other policymaker to facilitate meetings, with the staff person assisting in a secondary role with these tasks. However, sometimes the staff person may find it necessary to serve as the primary presenter during parts of meetings.

For both types of facilitation, staff:

- Help the CJCC maintain a systemic focus over time (e.g., working on projects that benefit multiple agencies and are not always limited to resolving a crisis such as jail crowding).
- Facilitate two-way communication between the CJCC and all other justice system programmatic or operational committees/task forces (e.g., community corrections boards, judicial en bancs).
- Assist with maintaining ideal CJCC membership by helping existing members recruit new CJCC members to replace departing members and by assuring that the policymakers themselves, and not their subordinates, participate in the CJCC meetings and support the work of any subcommittees.
- Assure that the CJCC, or at least one of its members, takes responsibility for championing an initiative and that staff act in a supporting role.
- Monitor and address CJCC members' enthusiasm and fatigue levels.
- Draft strategic planning documents and bylaws.
- Develop meeting agendas with the chairperson and/or executive committee.
- Maintain records and documentation of proceedings (e.g., minutes).
- Document and advertise the CJCC's achievements.

#### Helpful Hint

When staff need clarification about an assignment, ask CJCC members, "What question(s) do you have that I can help answer? Are there any other questions I can help answer so you have the information you need to make a decision?"

## Case Example

In 2010, Criminal justice planning staff in Jefferson County, Colorado, provided the county commissioners', sheriffs', and district attorneys' statewide associations with legal and empirical information that helped them defeat a private industry's criminal justice ballot initiative that the state's general assembly legislative staff estimated would have cost county governments millions of dollars per year.

### Helpful Hint

Try to get data in its 'rawest' form (variables as they are in the information system, without aggregation and not in summary reports). This helps ensure that needed data are already present for any future analyses, and it helps avoid additional data requests.

### Helpful Hint

At times, when collecting or presenting data, it may be helpful to include in a footnote a statement about the source(s) of missing information. This notation may improve the chances of the information's inclusion in future analyses.

- Write grants or assist agencies in writing grants that promote the CJCC's work. However, grant writing should be kept at a minimum or it will detract from more important policy planning and analytical responsibilities.

## 2. Research and Analysis

Research and analysis can take approximately 25 percent of staff time. Staff review social science research literature, statutes, and case law to gather information relevant to the CJCC's initiatives. Staff perform process and outcome evaluations of programs and policies. Staff also gather pre-existing data from published sources (e.g., from the Uniform Crime Reports) or local agencies' computer information systems, collect new data, clean and recode data, put aggregate data into tables and graphs, interpret the data, and describe the meaning and importance of the data in simplified terms. Staff perform analyses on past trends and future forecasts. Finally, staff monitor new policies and legislation at the state and local levels and forecast, using supporting data when possible, the potential effect of legislation or policies on the local justice system and its constituent agencies. After staff deliver these analyses to CJCC members, the members are able to collaborate with their colleagues in other jurisdictions to support or oppose legislation while having the added persuasiveness that relevant data and analyses provide.

Occasionally, the CJCC's initiative will demand that staff perform original empirical research. For this, staff gener-

ate hypotheses or work with existing hypotheses, design research methodology to test hypotheses, formulate goal statements in measurable terms, collect quantitative and qualitative data, manage data in databases and spreadsheets, analyze data using statistical software, and present results in both written and oral formats. This kind of research necessitates that staff know what kind of data are needed and how to collect that data (e.g., how to get data from the jail's information system and how to correctly interpret that data). On other occasions, staff perform literature reviews. Staff identify professional publications, analyze their relevancy or theoretical and scientific merit, synthesize the information into an integrated whole, and present findings in both written and oral formats. Occasionally, final reports may be published in a nationally circulated magazine or peer-reviewed journal, giving the local jurisdiction, the CJCC, and/or the staff well-deserved recognition.

## 3. Presentation and Instruction

Presentation and instruction can take approximately 10 percent of staff time. Staff present complex data and information in simplified and easily understood formats using tables, graphs, or other visual aids. Staff

explain theoretical concepts in simplified terms (e.g., definition/criteria for “evidence-based,” the meaning of statistical significance) and create presentations and documents that non-systems persons such as the media and the public can easily understand. When necessary, staff adopt a didactic role when presenting new concepts or information (e.g., the water barrel analogy for understanding the jail population). Staff may train justice agency personnel in data collection and program evaluation methods to help the agencies develop their own capacity for program development and evaluation. Lastly, staff provide CJCC members with the information (e.g., analyses, summary of a literature review on a specific topic) they need to address the media and public.

#### 4. Project Management

Project management can take approximately 10 percent of staff time. Staff members plan, coordinate, and achieve all components of the CJCC’s initiatives from beginning to end. Staff is responsible for meeting project requirements such as deadlines, budgets, and quality standards, and for producing deliverables (e.g., reports, presentations). Staff also maintain a highly organized records system so that future or additional staff members can easily access information in ways that are transparent to CJCC members and are accessible for public records requests. For example, staff should not only summarize results of analyses, but should also list in detail the steps that they took to collect, interpret, re-code, and analyze data, and any assumptions they made about the data. Finally, because decisionmakers use staff’s work to make policy decisions, staff should always double-check for miscalculations or other mistakes.

#### 5. Consultation

Consultation can take approximately 10 percent of staff time. Staff provide information about certain content areas (e.g., effectiveness of specialized courts). Staff also make suggestions to CJCC members (e.g., how to measure outcomes of a new program or process so that subsequent analysis is possible) or develop tools (e.g., surveys, databases) to increase their agency’s performance. Staff may conduct customized analyses of agency-specific data and create summary reports. Lastly, staff provide recommendations for programmatic or operational improvement.

#### Helpful Hint

If a decisionmaker does not like the results or implications of an analysis, it is too easy for the decisionmaker to negatively target the staff person. To avoid this, always ask a decisionmaker or small stakeholder group to request, review, and approve an analysis or report prior to the report’s release.

#### Helpful Hint

When the criminal justice coordinating committee is considering new policies that are characterized by uncertainty or controversy, suggest a time-limited (e.g., 6 months or 1 year) pilot project and offer to provide the committee with data on the outcomes (both desired and unanticipated).

#### Helpful Hint

When presenting information, have something that appeals to everyone. Supplement the facts and data with examples, anecdotes, and stories. Use illustrations, text, and verbal descriptions.

#### Helpful Hint

Be creative and visual (e.g., use illustrations, graphs, cartoons, trivia questions about the local system) in addition to using narrative.

Occasionally, the CJCC will have an initiative that exceeds the capabilities of the staff person(s). In these instances, the staff person can help the CJCC identify specific needs, locate a qualified consultant, and work together with the consultant to provide or interpret information and data, help present findings, and perform followup tasks that result from the consultant's recommendations.

## 6. Information Clearinghouse

Finally, staff serve as an information clearinghouse, and this can take approximately 5 percent of staff time. Staff find and distribute information on evidence-based or best practices and published statistical reports (e.g., from the Bureau of Justice Statistics). For these reports, staff can obtain paper or electronic copies and then send them directly to agency directors or other management personnel. Staff also collect or create locally generated analytic reports (e.g., yearly changes in the jail population or caseload size) and present or distribute these as well. Staff gain knowledge and obtain information by participating in national or local justice associations (e.g., American Society of Criminology or a local bar association) and attending national professional conferences. Staff are available to reply to CJCC members' inquiries about

### Helpful Hint

When the criminal justice coordinating committee requests that staff make decisions that the committee should be making, politely decline. Rather, empower members to do collaborative decisionmaking by providing them with the information and ideas they need to make a decision together. After a few successes, joint decisionmaking will become rewarding, and requests of staff to perform decisionmaking will diminish.

### Helpful Hint

When a decisionmaker asks for an analysis or information on a topic, always provide an answer to the asked question, and when relevant provide related information or analyses for which the decisionmaker did not ask but would want or need to know.

### Helpful Hint

Stay out of the spotlight. Provide elected officials and department heads with the information they need to respond to requests from outside agencies, the media, or citizens.

particular topics (e.g., "Are there any evidence-based or best practices for responding to compliance violations?"), even though the inquiries may not directly relate to any of the CJCC's current initiatives.

## Assisting with a Strategic Planning Retreat

If the CJCC has not already prioritized its systemic focus areas (e.g., converting to community policing, improving docket efficiency, reducing the length of stay of sentenced inmates, better serving mentally ill persons), staff can help the CJCC plan and participate in a strategic planning retreat. Typically, this retreat is a 1- to 2-day meeting held every 1 to 2 years and may occur away from government facilities, such as at a conference center or hotel. Some or all of the CJCC members should assist in developing the agenda, which may include time spent:

- Reviewing and discussing the meaning of analyses showing justice system functioning, such as trends and forecasts.
- Reviewing the progress and accomplishments that the CJCC and its subcommittees have made to date. This might include the CJCC's rating its own functioning (see Cushman, 2002, p. 2).
- Discussing and voting on the CJCC's new priority areas (e.g., answering the questions "What should we do?" and "What can we do?") (Hudzik, 1994).



- Revising the CJCC’s infrastructure by, for example, changing the mission, membership, or bylaws; modifying an ordinance or resolution; or creating or dissolving subcommittees.

Moreover, non-CJCC members with experience in the justice system and training in group facilitation will often act as facilitators of the meeting. Facilitators who meet these criteria and whom the CJCC members know and hold in high regard may enhance a meeting experience. Thus, staff may assist with the planning of any of the above components of the retreat, as well as take notes and follow up on requests for additional information or analyses (see McGarry & Ney, 2006, for useful content and activities or more information).

## Supporting the Policy Planning Cycle

It is very important that CJCC members understand that the scope of their committee should primarily consist of policy planning and less frequently program or operational planning (see Cushman, 2002, for more details). In sum, the CJCC should strive continually to answer the question, “What should we do and why?” as a crucial part of policy planning, and have an identified multistep policy planning process through which the CJCC and its subcommittees partake as they work on a strategic priority area (see Cushman, 2002, p. 13). Staff can also assist the committee and subcommittee members in understanding the importance of proceeding through the steps of the process and the risk and undesirable consequences of skipping important steps. Staff can help keep the CJCC on task by periodically illustrating which planning step(s) any given initiative is on. The CJCC’s adherence to a step-by-step process that transitions from policy to programmatic to operational planning improves its decisionmaking ability and the likelihood of goal attainment.

For the CJCC’s initiatives, staff provide ideas, data, analyses, a synthesis of research or literature, descriptions of processes or programs, or any other kind of information that helps the CJCC progress to the next

## Case Example

Staff from the state-level Pennsylvania Commission on Crime and Delinquency have held workshops to train local criminal justice coordinating committee (CJCC) members in strategic planning techniques and have facilitated strategic planning retreats for local-level CJCCs.

### Helpful Hint

Help the CJCC to maintain a commitment to promoting the implementation of the latest evidence-based programs and principles and to measuring the effectiveness of any locally created policy or program. This helps local decisionmakers create a more cost-effective justice system and helps buffer the staff from being involved in political dynamics that undermine data-guided, coordinated, systemic policymaking.

### Helpful Hint

The data-guided policy planning process for most meaningful initiatives takes a lot of time, so staff must be very patient through multiple meetings, repetitive discussions, requests for seemingly unnecessary analyses or information, and policymaker indecision or mind-changing, especially for initiatives about which the staff person or some others can accurately anticipate the eventual outcome.

### Helpful Hint

When CJCC members assert that a problem exists, or when there are several perspectives on the nature of a problem, get the data. The data will clarify the nature, extent, and urgency of the problem, if any exists.

### Helpful Hint

Some CJCC members are unfamiliar or uncomfortable with research or change. When this occurs, try using a term they are comfortable with, such as “pilot project” or “study.”

### Helpful Hint

Occasionally, the solution to a justice system problem (e.g., crime) is available outside of the justice system (e.g., implementing evidence-based prevention programs in the schools or public health system as a way to reduce crime). The system’s decisionmakers often overlook these “outside solutions,” so the planning staff can include these ideas when the criminal justice coordinating committee is in the planning step of considering possible solutions.

### Helpful Hint

Every year, keep an ongoing list of events that may affect the local justice system in some way. Include new state, county, and municipal legislation, changes to the criminal code, additions or subtractions of agency resources (e.g., staffing, funding), implementation of new programs and termination of existing programs, awarding of new grants, changes in elected officials and agency/department heads, etc. This list enables the CJCC and staff to go back in time to attempt to identify possible causes to changes they observe in the functioning of the local justice system (e.g., an increase in a specific subpopulation in the jail).

several steps in the policy planning process. After the jurisdiction implements new policies or programs, staff can follow up by measuring over time the outcomes and effects of these new initiatives and report findings back to the CJCC. If the initiatives achieved their intended outcomes, the CJCC and staff can celebrate the accomplishment, document it, and even share it with the public. If the initiative did not achieve its intended outcomes, then the CJCC can revise its strategy and try implementing an alternate approach. The CJCC’s ongoing commitment to, and successful participation in, a collaborative policy planning process will help create a culture of collaborative, data-guided, and research-based decisionmaking that furthers the goals of the criminal justice system and local government in general.

## Staffing Subcommittees

For each of its priority areas, CJCCs generally create two to five subcommittees, but there can be more if timelines are longer and the staff resource is larger. These subcommittees usually meet more frequently (e.g., monthly) than does the CJCC, and they are the main mechanisms through which the CJCC accomplishes the bulk of its work. The subcommittees focus on measurable, attainable goals that fulfill the subcommittee’s purpose, which in turn is consistent with the CJCC’s mission and priority areas. Weekly staff work consists of activities that promote the subcommittee’s progress through the policy planning process to accomplish its goals. Specifically, staff collect information in the form of data and literature reviews, perform analyses, assist the subcommittee chairperson in preparing the meeting agenda, prepare handouts and working documents for meetings, and assure that subcommittee members know the

time and place for the meeting. The subcommittee chairperson facilitates the meeting, while the staff may present findings, answer questions, and take notes. After the meeting, staff repeat many of these activities in preparation for the next subcommittee meeting.

## Staffing CJCC Meetings

Newly formed CJCCs often meet monthly, and more mature CJCCs tend to meet less frequently (e.g., four to six times per year). Regardless of frequency, staff and CJCC members should treat the CJCC meetings

as special events and should therefore allot sufficient time (1½ to 2 hours). When the CJCC focuses on policy planning for issues relevant to many CJCC members and their agencies, members will attend and participate with enthusiasm.

Staff should meet or correspond with the chairpersons or executive committees of the CJCC and subcommittees prior to the CJCC meeting to develop the agenda. Staff members, because of their ongoing work to support subcommittees, are in a good position to work with the subcommittee chairpersons to ensure that subcommittee items (e.g., updates, presentations) get on the CJCC agenda. Although staff draft the agenda, the CJCC chairperson should finalize it, reinforcing that the chairperson and other CJCC members direct the committee and staff

exist to support it. Because CJCC meetings consist of the principal decisionmakers from the jurisdiction's justice system, agenda items that consist of new information and require discussion, decisionmaking, and problem-solving will keep attendees engaged and more eager to return for the next meeting. In addition, staff can provide the subcommittee chairpersons, who are serving as leaders for the CJCC's initiatives, with speaking points, documents for distribution, and slideshows for any progress reports or presentations that they or other CJCC members will need to make at the meeting.

Just prior to the meeting, staff should arrive early to ensure that the room, audio-visual equipment, handouts, and any catering are ready. During meetings, it is important that the chairperson progress through the agenda efficiently, while exercising flexibility to devote more or less time to individual agenda items when warranted. It may be helpful to have a staff person sit next to the chairperson to assist him/her with monitoring the time and to answer any specific questions the chairperson may have. This proximity also communicates that the chairperson and staff are aligned with one another. Moreover, if there is more than one staff member, one person can sit next to and assist the CJCC chairperson, and the other(s) can sit next to subcommittee chairperson(s). One staff member can take meeting minutes while the other attends to group process dynamics or presents information.

It is important that subcommittee chairpersons and members lead any discussions and presentations about the subcommittee's work as much as possible. Their presentation strengthens their knowledge of and ability to communicate about the issues their subcommittee is working through, and it communicates to the group that they and the other subcommittee members, not the staff, are ultimately responsible for achieving the CJCC's goals. When subcommittee chairpersons and other CJCC members enjoy their experience at CJCC meetings, they will let the chairperson and staff know.

## Seeking Training and Professional Development

As mentioned previously, at the time of this writing there are very few academic degree programs or post-graduate certification or training programs that directly prepare professionals to staff a CJCC. Staff therefore need to seek out training opportunities. As mentioned above, one of the most valuable training experiences

### Helpful Hint

Subcommittee chairpersons are busy running their own agency. Help them by providing them a list of speaking points or presentation materials to use during CJCC meetings.

### Helpful Hint

For every criminal justice coordinating committee meeting, have an agenda item in which CJCC members inform each other of changes in their own agency that may affect the work or workload of other agencies in the justice system.

### Helpful Hint

The criminal justice coordinating committee consists of many decisionmakers who have different priorities and values. To help keep them invested in the committee's work, try to select initiatives from the "3 Cs" of the criminal justice system: cops, courts, and corrections).

### Helpful Hint

When budgets get tight, planning functions are often among the first that jurisdictions consider for cuts or elimination. Keep an ongoing list of accomplishments and initiatives of the CJCC and its staff to demonstrate the value of these entities. Include cost savings and cost-effective measures whenever possible.

can be having staff accompany technical resource providers (i.e., consultants) who contract with the National Institute of Corrections to perform justice system assessments or similar forms of technical assistance.

Staff can also, as many professionals do, self-evaluate or consult with their supervisor to identify training opportunities to develop specific skills. These skills may include using more advanced computer applications, particularly databases and spreadsheets, learning research methods or statistical analyses, performing legal research, practicing public speaking or giving presentations, and facilitating group meetings. Training opportunities for these skills are often available through a county's human resources department or in other nearby agencies, such as city or state governments, regional organizations (e.g., municipal leagues, county associations, employers' councils), or private training companies.

The communication and sharing of information (e.g., spreadsheets and illustrations, programming code) between CJCC staff in different jurisdictions is another good way to learn skills and techniques for performing research or analyses, presenting information, or coordinating a multi-jurisdictional project. Furthermore, when planning staff from different jurisdictions, especially neighboring or demographically similar jurisdictions, perform the same analyses using the same methods, they can develop valuable comparisons. Differences in the data analyses can reveal variations in local policies between the jurisdictions on common justice system practices (e.g., summoning and booking policies, pretrial release or sentencing practices).

## Working with One's Supervisor

Serving as a staff person to a CJCC often necessitates much independent work. The staff's supervisor (often the County Administrator or designee) may not know which specific tasks the staff person should be doing, nor be able to show the staff person how to perform many of the needed tasks (e.g., analyzing jail or court data). Thus, the staff person needs to work independently and explain what he or she is doing, why, and how (at least generally). Moreover, because the staff person works for the CJCC and not the supervisor's agency primarily (but does report to the supervisor), the staff person may need to coordinate with the CJCC chairperson or executive committee to have the chairperson remind the supervisor that the supervisor should work through the CJCC and not unilaterally assign projects to the staff person. This relationship preserves the staff neutrality and objectivity among all CJCC members and buffers against members using the staff to advance specific political agendas.

## Keeping the CJCC Energized

The enthusiasm and commitment of the CJCC will ebb and flow over time. Committee members and sometimes staff change, political and fiscal demands come and go, and new technologies and programming emerge for processing cases through the justice system. If the commitment to local planning and coordination is ebbing, the committee can spur rejuvenation by improving one (or more) of three areas:

1. **The CJCC:** The committee needs an effective leader and participation from the executive level of all relevant justice system and community agencies.
2. **Criminal Justice Planning Staff:** The committee needs an adequate amount of staff who have the requisite talents, skills, and knowledge to support the committee's initiatives.
3. **Planning Process:** Systemic change initiatives should progress through a collaborative, data- and research-guided policy planning process so that data can help inform decisionmaking and keep anecdotal and political influences to a minimum. There should be a sufficient number of initiatives so that each agency will gain something, but not so many that none of the initiatives accomplish meaningful and sustainable systemic change.



# Chapter 4. Regional Networks of Local Criminal Justice Planning Functions

**A**s an increasing number of jurisdictions develop successful criminal justice coordinating committees and hire planning staff to work for these committees, more and more jurisdictions will enjoy the benefits of a more effective and efficient local justice system and the agencies within it. In addition, as the number of staff within and across jurisdictions increases, the benefit from their networking with one another also increases. As regional networks of planners develop, jurisdictions can realize additional benefits as these networks link to one another at the statewide or national level. For example, beginning in 2011 the Bureau of Justice Assistance funded the Criminal Justice Coordinating Council Network so that CJCC members and planning staff could share valuable information and ideas for improving their effectiveness in solving local justice system problems. This network has many characteristics in common with a similar entity that existed during the 1970s—the National Association of Criminal Justice Planners, which formed in response to the federal government’s Law Enforcement Assistance Administration’s (LEAA) funding of local and state criminal justice planning from 1968 to 1982 (Hudzik, 1994). This association organized training and conferences for a national network of planners from state, regional, and local jurisdictions and facilitated communication and information sharing among planning staff in jurisdictions across the country. The CJCC Network performs a similar function today and provides a forum for increased and improved information sharing among jurisdictions across the country.

Criminal justice planning staff are encouraged to assume the responsibility of promoting the benefits of local justice system planning and coordination not only within their own jurisdiction, but in neighboring jurisdictions as well. Planning staff from multiple neighboring jurisdictions can collaborate on regional projects that meet the needs of several jurisdictions. With participation among multiple jurisdictions, data collection can proceed more quickly, analyses can demonstrate the pervasiveness of an issue, and more expertise for implementing solutions can be developed and shared. In addition, multijurisdictional collaboration can make grant applications more competitive and bring decisionmakers together to develop and support favorable legislation.

## Case Example

In Wisconsin and Colorado, the criminal justice planning staff from several criminal justice coordinating committees convene periodically to share ideas and information about current projects, their roles and responsibilities, and opportunities for collaboration on multi-jurisdictional projects.

## Helpful Hint

Minimize reinvention. Request examples of analyses or illustrations from planning staff in other jurisdictions before staff begin the task on their own.





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# Appendix A. Sample Criminal Justice Planner/ Analyst Job Description

## Job Title

Criminal Justice Planner/Analyst

## General Statement of Work

Under limited supervision, the criminal justice planner/analyst performs professional and technical work in the Criminal Justice Planning Unit, which serves as staff support to the local criminal justice coordinating committee (CJCC). Work involves systems planning and meeting facilitation, data and policy analysis, legal and scientific research, oral and written presentation of material, management of long- and short-term projects of high complexity, collection and distribution of information, and consultation to entities in the local criminal justice system. Employee must exercise considerable tact and courtesy in frequent contacts with local and state elected officials; judges; municipal, county, and state department heads; community-based professionals; county residents; clients in the justice system and their families; victims; and the media. The criminal justice planner/analyst reports to the county manager.

## Essential Job Functions and Duties

**Facilitation:** The criminal justice planner/analyst facilitates in two ways:

### A. System Coordination Facilitation

- Promotes the learning and practice of systemic, coordinated, strategic policy planning among heads of local justice system agencies
- Helps CJCC members understand the importance, content, and process of systemic policy planning
- Provides members and their agencies with a structured process for addressing issues

In both roles, the criminal justice planner/analyst:

- Helps the CJCC maintain a systemic focus over time and manages timelines for addressing issues strategically and with defined start and stopping times
- Facilitates two-way communication between the committee and all other justice system programmatic or operational committees (e.g., boards or task forces and judicial en bancs)
- Drafts meeting agendas, strategic planning documents, and bylaws
- Keeps records and documentation of proceedings and the committee's achievements
- Writes grants or assists agencies in writing grants that promote the committee's work (on a limited basis)

## **B. Group Facilitation**

- Facilitates or leads meetings of groups
- Observes group dynamics, shares observations, and addresses conflicts
- Creates agendas and leads groups through agendas

## **Research and Analysis**

- The criminal justice planner/analyst: Reviews social science research literature, statutes, and case law
- Gathers pre-existing data from published sources or local agencies' computer information systems
- Compiles and analyzes local data on trends and makes forecasts
- Monitors new policies and legislation and forecasts their potential impact at the state and local levels
- Performs process and outcome evaluations of programs and policies

## **Presentation and Instruction**

The criminal justice planner/analyst:

- Presents complex data and information in simplified and easily understood formats using tables, graphs, or other visual aids, and explains theoretical concepts in simplified terms
- Assumes, when necessary, a didactic role when presenting new concepts or information
- Trains justice system personnel in data collection and program evaluation methods, and presents new concepts or information

## **Project Management**

The criminal justice planner/analyst:

- Plans, coordinates, and achieves all components of projects from beginning to end
- Meets projects' requirements such as deadlines, budgets, and quality standards
- Produces deliverables and maintains a highly organized records system

## **Consultation**

The criminal justice planner/analyst:

- Provides information about specialized content areas
- Makes suggestions to committee members to increase agency performance
- Conducts customized analyses of agency-specific data and creates summary reports
- Provides recommendations for programmatic or operational improvement

## Information Clearinghouse

The criminal justice planner/analyst:

- Finds and distributes information on evidence-based or best practices, published statistical reports, and locally generated analyses
- Participates in national or local justice associations and attends national professional conferences

## Minimum Qualifications of the Position

Qualified applicants should have a master's degree in a relevant field, such as social or behavioral science, statistics, law, criminal justice, public administration, public policy, political science, or planning, and 2 years of related experience. A doctoral or law degree may be substituted for experience.

## Special Requirements including Licenses/Certificates

Special requirements, licenses, or certificates are not required for this position.

## Knowledge, Skills, Abilities

### Abilities

- Think independently, rationally, analytically, and critically
- Relate effectively to a variety of professionals and other individuals in a variety of contexts
- Motivate self and others to pursue and accept change to the status quo, when appropriate
- Tactfully manage the concerns of policymakers who sometimes have competing priorities
- Empathically listen to others
- Maintain a systemic perspective of the justice system

### Skills

- Manage student or volunteer staff's performance on academic or other projects through teaching, mentoring, and feedback
- Conduct original research using the scientific method
- Collect and synthesize existing and relevant research literature
- Apply principles of the scientific method to research and analytic activities
- Analyze data using statistical procedures and tests
- Perform legal research, analysis, and writing
- Clearly and concisely communicate complex ideas orally and in writing

- Use word processing, spreadsheet, database, presentation, statistical, e-mail, and Internet software applications
- Develop and maintain electronic or paper documentation of short- and long-term projects in an organized manner
- Consistently meet deadlines
- Convey to stakeholders a sense of professionalism, neutrality, and technical expertise
- Solicit and supervise the work of outside contractors for special projects or activities, when needed
- Combine new information and data with existing information and data to inform recommendations for future actions
- Apply individual and group problem-solving and decisionmaking processes to novel situations
- Cultivate in others the perception of one's objectivity and credibility
- Work as a consultant or technical resource provider to professionals at various levels of authority and influence
- Establish and maintain effective working relationships as necessitated by work assignments
- Perform duties with a minimal level of supervision

## Knowledge

- Apply supervisory approaches (if supervising other planning staff)
- Be aware of the purpose, structure, and funding sources of government agencies at the municipal, county, and state levels
- Know the case processing of defendants, offenders, victims, and clients in the criminal and juvenile justice systems
- Interface among governmental and service agencies both within and outside of the justice system (e.g., social services or education system)
- Know local criminal and juvenile statutes
- Implement basic scientific research design and methods, especially those for the social or behavioral sciences, including levels and types of data; standards of reliability and validity; structure and logic of experimental design; strategies for collecting data; assumptions of common statistical tests; and standards for interpreting, reporting, and displaying statistical results
- Use strategies and techniques for legal research, analysis, and writing
- Reference theories of criminology, and history, assumptions, and processes of the criminal and juvenile justice systems

- Understand evidence-based practices in adult corrections, prevention and treatment of violence, criminal behavior, mental health and substance use
- Know the history, models, and principles of public administration and policy
- Be aware of systems theory and group dynamics
- Apply techniques for effective group facilitation and presentation

## **Type of Work Environment**

Work for this position is performed in an office environment.





# Appendix B. Sample Mission, Vision, and Values for Criminal Justice Planning Staff or Unit

**Note:** The content below was first used with the Jefferson County (Colorado) Criminal Justice Planning Unit. Refer to the National Institute of Corrections website for additional examples: <http://nicic.gov/CJCC>.

## Mission

The mission of the Criminal Justice Planning Unit is to facilitate the data-guided and evidence-based policymaking of the Criminal Justice Coordinating Committee, whose mission is to promote an accountable, coordinated, efficient, and effective justice system.

## Vision

The vision of the Criminal Justice Planning Unit is to:

- Provide the highest quality facilitation and support of the strategic policy planning process for the local criminal justice system.
- Promote coordination around shared local justice issues among the executive, legislative, and judicial branches of government at the municipal, county, and state levels.
- Develop innovative and useful problem-solving and analytic techniques for addressing local justice system issues.
- Employ highly trained, knowledgeable, skilled, and talented professional planning and support staff.
- Enable the local jurisdiction to become a statewide or national model of excellence for local criminal justice policy planning and coordination.

## Values

The values of the Criminal Justice Planning Unit are:

- **Neutrality:** Equally serve the interests of all criminal justice and partnering agencies in the county.
- **Accountability:** Address the requests and concerns of policymakers and the public.
- **Utility:** Promote practices that contribute to the efficiency and effectiveness of the criminal justice system.
- **Adaptability:** Anticipate and respond to the changing issues facing the local justice system.
- **Innovation:** Develop new ideas, methods, and products that address local justice system issues.
- **Objectivity:** Evaluate claims for their scientific merit (validity and reliability).
- **Adherence to Evidence-Based Practices:** Integrate the use of evidence-based practices into the local justice system.
- **Teamwork:** Collectively use staff member's varied knowledge, skills, and talents to perform all duties and subordinate personal prominence to the achievement of the Unit and the Committee.

- **Progressive Work Culture:** Maintain a work environment characterized by flexibility, creativity, enlightenment, and growth.
- **Excellence:** Provide the highest quality facilitation and products.

# Appendix C. Local Criminal Justice Planning Resources

Over the years, criminal justice planning and coordination staff members have developed a wide array of tools to support the work of their local criminal justice coordinating committee (CJCC). Some of these tools are reports or analyses for one-time use for a specific project, while others (e.g., dashboard or indicator reports) are for ongoing use to be updated regularly, such as monthly or annually, to illustrate the changing dynamics of various aspects of the local justice system.

To assist criminal justice planning staff in developing their own ideas and tools for analysis and reporting, and to facilitate the cross-jurisdictional sharing of information among staff, the National Institute of Corrections established the following website:

**<http://nicic.gov/CJCC>**

NIC invites planning staff and CJCC members to view, copy, or download any of the content from the website for their own use, as well as to contribute information and materials. For example, there are ready-made spreadsheets that have formulas and analyses already incorporated (e.g., the water barrel analogy) and documents such as staff job descriptions or a trend analysis. Occasionally, multiple examples of the same item (e.g., CJCC bylaws) are available.

In addition, the website contains a public discussion forum that allows planning and coordination staff to seek advice, share knowledge, and network with colleagues in other jurisdictions. It is called the NIC Corrections Community, and you can find it online at **<http://community.nicic.gov/forums>**.









