

Planning for Quality: A Strategy for Reentry Initiatives

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Abstract: *Criminal justice agencies, particularly corrections, historically rush implementation of the newest fad or buzzword. Intensive supervision programs, “three-strikes” laws, and mandatory minimums are just a few of these “fads.” However, reentry initiatives appear to be a staple in corrections today, not simply one of these “fads.” Therefore, correctional agencies must engage in effective planning to achieve success with these initiatives. Success can not be obtained by simply focusing on quality service delivery – correctional organizations must begin to realize that organizational stability is essential to achieve effectiveness. This article presents a model for correctional organizations to use when assessing, planning, and developing organizational sustainability for improved outcomes. The Baldrige Criteria Performance for Excellence Model is presented in combination with reentry initiative examples to provide a contextual framework in an effort to assist correctional organizations in strategically planning for the ultimate goal: success.*

Keywords: reentry, strategic planning, implementation, Baldrige Model, success

Introduction

Many correctional practices are the result of hasty implementation strategies and subsequent lapses in planning. Practices such as intensive supervision programs (ISPs), “three-strikes” laws, and mandatory arrest policies in domestic violence situations have been employed across the U.S., often without sufficient attention to implementation. While correctional agencies engage in cursory level strategic planning efforts for new initiatives, frequently they fail to incorporate an assessment of organizational operations and sustainability as part of this process. Too often, the resulting implementation strategies lead to ineffective outcomes and evaluations (e.g., Byrne 1990; MaCallair and Males 1999; Mills 1998; Parent 2003; Petersilia and Turner 1990; Shichor 1997; Stark and Sherman 1994; Tauchen and White 1995).

To avert past errors, this paper discusses the application of effective implementation processes for reentry practices across the U.S., beginning with strategic planning efforts. This article seeks to advance the field by presenting a concrete strategy for implementing successful reentry programming in corrections. Further, this article presents a strategic planning management model grounded in theory. The model presented can also be utilized to “jump start” stagnant initiatives. Specifically, this paper offers a step-by-step approach to applying components of the Malcolm Baldrige Criteria

for Performance Excellence (CPE) to reentry strategy implementation.

Context

The concept of quality translates differently for agencies and stakeholders. Connor (1997:502) suggests that the term quality means “refusing to accept error in the products or services that the organization produces.” Connor’s definition is broad but does focus attention on a particular element of quality for correctional agencies: the delivery of services. The outcomes of quality service delivery often vary greatly. The bottom line for reentry efforts, however, is the maximization of public safety (e.g., reduction in recidivism). According to the Bureau of Justice Statistics, 42 percent of inmates released in 2000 returned to prison or jail (Bureau of Justice Statistics Reentry Trends in the US: Success rates for Parolees). However, the term “quality” has not been well defined in the correctional field. The California Board of Corrections Strategic Plan (2002:5) defines their guiding principle of quality: “We strive for continual improvement in our quality of action, technical assistance, and financial support. We listen. We respond to the needs of our constituents efficiently and effectively. We value the opinions of our internal and external stakeholders, and strive to provide premier service.” This evidence suggests that correctional organizations recognize the

importance of quality performance.

While providing quality services is not new to corrections, conscious efforts of understanding, defining, and planning for quality service delivery are innovative concepts to this field. This new emphasis on quality is the result of many influences. First, there has been a paradigm shift toward quality improvement that many social service fields, as well as public service organizations, are experiencing (Koruna et al. 2003), including education, social work, and nursing (e.g., Beckham 1998; Boshoff 2003; Dervitsiotis 1999; 2000; Godet 1989). The shift toward quality began in the late 1970s and early 1980s in the manufacturing field, although the idea of quality assurance was born as early as the 1930s (Schnieder, Chung, and Yusko 1993). This movement is now beginning to affect public service organizations, evidenced by the second factor: the enactment of the Government Performance and Results Act (GPRA) of 1993. The GPRA Act prompted federal agencies, as well as those organizations supported by federal dollars, to implement outcome based plans and strategies. Specifically, one goal of GPRA was to improve American confidence in the federal government by improving “Federal program effectiveness and public accountability by promoting a new focus on results, service quality, and customer satisfaction.” GPRA reflects the emphasis on results, service quality, and customer satisfaction that is at the heart of many initiatives put forth by correctional agencies today. Third, the “what works” movement in correctional research is approaching a historical 30 year landmark. Although incomplete, the correctional field now has a virtual list of components and elements that, if implemented *effectively*, increase the likelihood of success (Leschied, Cummings, and Baker 2005; McGuire 2005). However, it is the lack of *effective implementation* which has compromised the correctional field’s ability to achieve success (Holsinger 1999; Latessa and Holsinger 1998).

The inability of correctional agencies to effectively implement policies and practices has led to many failed efforts in the past. One salient example illustrating the absence of positive evaluation results is the Intensive Supervision Program (ISP) movement of the 1980s and early 1990s. Many jurisdictions rushed to implement ISP programs, once the program in Georgia was deemed effective in reducing recidivism (Erwin 1986) or at least promising in reducing recidivism (Conrad 1985). However, in this frenzied state, the replicating jurisdictions failed to consider many structural requirements inherent in the original program, such as its application to high risk offenders, caseloads of 25 offenders to a team of 3 officers, etc. (Petersilia 1989; Petersilia and Turner 1993).

Many of the replication attempts encountered significant difficulties devoting resources to the ISP in most jurisdictions (e.g., Petersilia and Turner 1990), possibly hindering replicating jurisdictions’ ability to achieve similar results (e.g., Byrne 1990). Other examples of implementation failures can also be cited, such as boot camps (e.g., discussion in Parent 2003), three strikes laws (MaCallair and Males 1999; Shichor 1997), and on a broader scale, mandatory arrest policies for domestic violence situations (Mills 1998; Tauchen and White 1995; Stark and Sherman 1994).

Historically, when evaluation studies report reduced recidivism rates by participants of a program, the entire field is overhauled as it rushes the process of implementation, attempting to achieve similar results. Such haste often results in what Latessa, Cullen, and Gendreau (2002) would call “correctional quackery.” The latest of these movements in danger of experiencing failure is reentry.

Reentry in the United States

Although whether this was the “first” presentation of the concept of “reentry” is disputed, Janet Reno testified before a Congressional committee on February 29, 2000, regarding the problems individuals encounter when returning to the community after a period of incarceration. The underlying assertion of reentry is that each component of the criminal justice system—police, courts, institutions, and corrections—have a duty to protect the public and create long-term offender change (see Taxman et al. 2002 for discussion). Ultimately criminal justice agencies, social service agencies, faith-based organizations, and other community-based entities must work together to prepare released offenders for returning to the community as contributing societal members (Taxman et al. 2002).

In 2000, the federal government allocated funds to pilot reentry programming in eight locations. A stipulation for this funding was the Office of Justice Programs’ (OJP) mandate that the program designs of these sites adhere to a three phase reentry design. Phase 1, to Protect and Prepare, is provided during the offender’s incarceration. Its primary goal is to encourage participation in programs offered by the institutions. Phase 2, to Control and Restore, focuses on the transition after release to the community, namely life skills, monitoring, etc. Phase 3, Sustain and Support, is heavily geared toward those offenders who have completed formal supervision by the criminal justice system and are independently utilizing mentoring and other services (Taxman et al 2002; Byrne

and Taxman 2004). In addition, OJP encourages agencies to incorporate evidence-based practices as part of their individualized reentry initiative. Moreover, agencies are provided with blue prints from the National Institute of Justice and OJP with which to develop reentry programs (such as that presented in the Taxman et al. (2002) article). Often, such blue prints for federally supported initiatives are intentionally and appropriately broad in order to accommodate differences between jurisdictions (e.g., as in the case of ISPs, see Petersilia 1989; Petersilia and Turner 1993). However, this lack of specificity also allows for differing implementation strategies, foci, and emphases. This variation complicates replication efforts and evaluation to determine effectiveness of these initiatives.

Issues Surrounding the Implementation of Reentry

The implementation of reentry programming across the country has been stymied by some of the same problems previously experienced by federally supported initiatives in corrections, such as intensive supervision programs (e.g., Byrne 2004, Petersilia 1989; Petersilia and Turner 1993). Given the massive number of federal dollars available for the development of reentry programs, many agencies hasten developing and obtaining funding for reentry programming without first considering how the program fits within the larger criminal justice system in their jurisdiction and without coordinating with community-based organizations. The end result is a reentry initiative that lacks program integrity and ultimately fails to reduce barriers offenders face when returning to the community. For example, the Department of Rehabilitation and Correction in Ohio developed a program to ease the way for the severely mentally ill offender to return to the community; yet a recent report published by the Urban Institute found that few linkages are actually in place for mentally ill offenders returning to the community (Visher et al. 2005). The lack of services for this target population seriously undermines this initiative's success.

The Ohio Department of Rehabilitation and Correction is not alone in failing to comprehend the realistic consequences of policy agendas. A recent outcome report published by the Vera Institute on Project Greenlight also provides evidence of implementation problems, such as funding and service delivery issues (Brown and Campbell 2005). Throughout the country, agencies have engaged in the implementation of reentry programming without a solid idea of whether or not reentry works or even how to define the concept of

reentry. In less than five years, all of the correctional jurisdictions in the United States are operating differently with regard to the release of offenders back to the community¹. Consequently, there is a mercurial nature to reentry; what constitutes reentry programming in one area is not considered a reentry program elsewhere. In some state agencies, helping offenders complete necessary paperwork for obtaining social services in the community constitutes reentry programming; elsewhere such work is only considered a part of a reentry program, if a correctional agent directly links the offender to a person within the social service agency itself. It is not only the inconsistency but the lack of clarity that has led to the fall of many correctional initiatives (Nelson and Trone 2000; Reentry Policy Council 2005b). Reentry may not be an exception to the unsuccessful attempts experienced by its policy predecessors.

As with prior correctional initiatives, some suggest that reentry is a correctional version of the "emperor's new clothes" (Byrne 2004). The change in rhetoric is undeniable and support for such initiatives are well documented by news reports, academic journals, and correctional administrators (Fielding 2004; Wilkinson 2001). However, many front line, direct-service staff dispute whether true change has really occurred in the way that business is conducted (ACA 2005). Of greater significance is that even after receiving training on reentry concepts, when surveyed, line-staff and mid-level managers, are still unclear on the definition of reentry and the expectations associated with such programs (Haas, Hamilton and Hanley 2005). It is important that administrators realize that what they say is not always what staff hear, understand, or interpret (Koruna 2003).

These problems associated with current and future reentry practices can be overcome through strategic management planning. The correctional literature indicates that when new initiatives are implemented through a structured process which guides the organization through the implementation using "responsible, accountable, and measurable management techniques" the likelihood of success is increased (Stanton and Moultrie-Fierro 2004).

Implementing Organizational Change

In order for successful reentry, correctional agencies need to streamline implementation efforts. One of the possible tools for this streamlining process is the Malcolm Baldrige Criteria of Performance Excellence (CPE). The Malcolm Baldrige National Quality Award program is one of the four primary programs of the National Institute of Standards and Technology (NIST

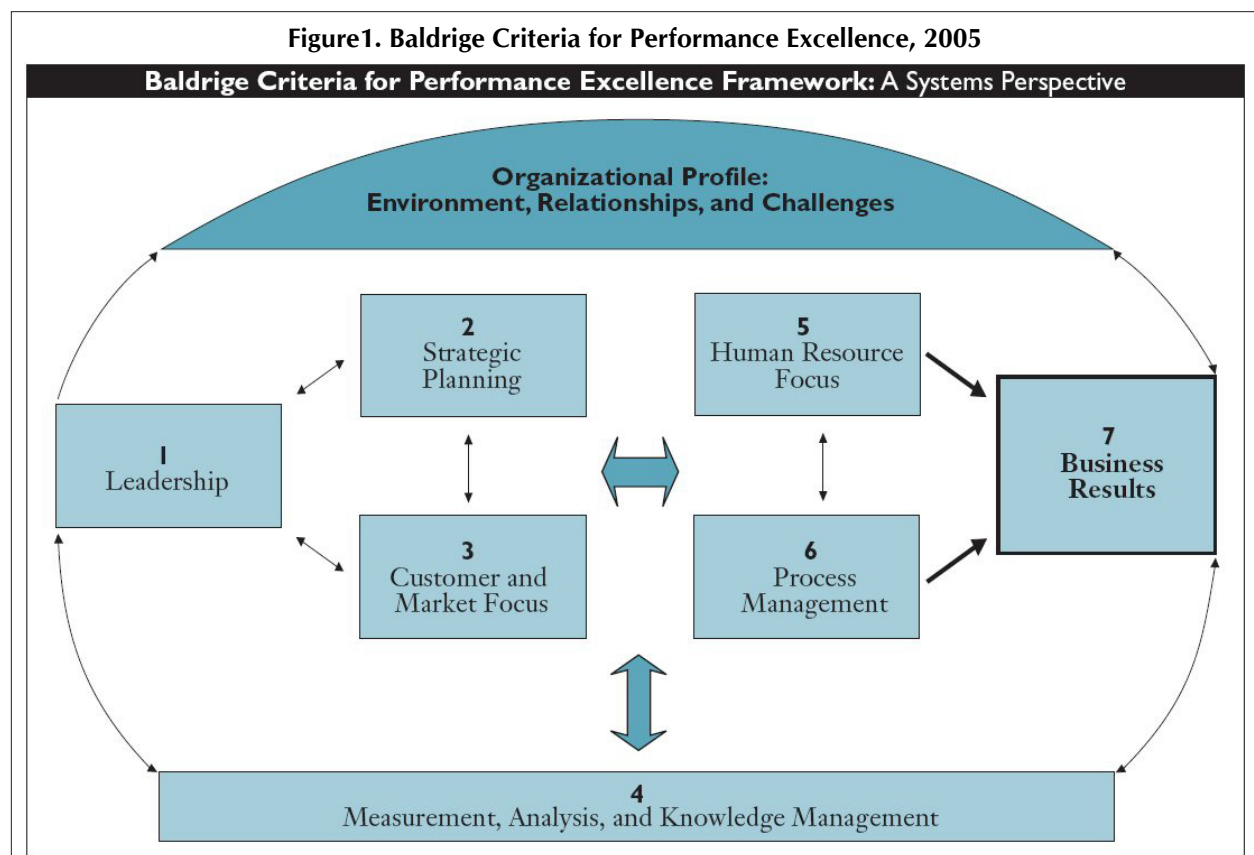
2005b). The primary goal of this program is to provide recognition for companies (manufacturing and service), educational organizations, and health care service providers who make substantial improvements in quality management (NIST 2005b). The Malcolm Baldrige Strategic Planning Criteria for Performance Excellence (CPE) has been extensively researched and hailed as a Best Practice approach for organizations intending to engage in performance quality improvement and strategic planning efforts (Ford and Evans 2000). According to Ford and Evans (2000) the CPE was created to assist organizations' improvement of service delivery and the enhancement of organizational performance and capabilities. Originally designed with for-profit agencies in mind, the CPE was developed in the late 1980s and has been revised since to apply to not-for-profit organizations as well (Vokurka 2001).

While other quality management models are available such as the ISO 9001:2000 and the Six Sigma (see Swichtenberg 2002 for discussion), the Malcolm Baldrige model was chosen as an example in this article for several reasons. First, the CPE offers an outline for quality excellence specific enough for many organizations to use, yet diverse enough to apply to a variety of settings

(NIST n.d.; Calhoun 2002). This flexibility makes the Baldrige model especially appropriate for correctional organizations. Second, the seven criteria apply to all facets of the organization (NIST n.d.) focusing organizational efforts on the links between these elements, not just on one component. Third, the Baldrige model has been empirically demonstrated to be a viable tool in the improvement of quality in the manufacturing, educational, and health care fields (Vokurka 2001), representing efforts similar to some elements in the correctional field.

CPE has some support in enhancing the performance of state and local organizations (Bobrowski and Bantham 1994; Ford and Evans 2000). The full CPE model has seven components: 1) leadership; 2) strategic planning; 3) customer and market focus; 4) measurement, analysis, and knowledge management; 5) human resource focus; 6) process management; and 7) results. Figure 1 presents the full Baldrige Criteria Theoretical Framework as presented by the National Institute on Standards (2005a). These components reflect the characteristics of an effective performance management system.

The overall “umbrella” aim of the CPE is to develop strategies and plans that are focused on the organization's market and customers (Vokurka 2001). To accomplish



this aim, organizations must assess current practices and organizational capacities and develop strategic management plans (SMPs). SMPs have been outlined by multiple sources. Berman (1998) defines strategic planning as a set of procedures that, when engaging in new endeavors, assist organizations and communities' prioritization. The purpose of the SMP is to guide the organization through the implementation of a new initiative in an organized manner (Bryson 1995).

The realization that strategic planning is necessary for implementing new initiatives, such as reentry, has not escaped corrections. In early 2005, the American Correctional Association devoted an entire book *What Works and Why: Effective Approaches to Reentry* to the issue, which provides information on how to implement reentry with the primary focus on planning the intervention. The National Institute of Corrections also promotes the need for strategic planning as part of the routine technical assistance in administrative practices for the Transition from Prison to the Community Initiative (TPCI) model (Barnett and Parent 2002; Parent and Barnett 2004). The Reentry Policy Council, a national organization created by the Council of State Governments and comprised of leaders from federal and state government with ten additional partners, also provides guidelines for the implementation of reentry (Report of the Reentry Policy Council 2005a). Moreover, the Center for Sex Offender Management has developed a strategic planning guide for organizations supervising sex offenders in the community (Carter and Morris 2002).

SMP models in corrections, however, often lack the level of clarity necessary for administrators to move forward with initiatives in a manner that increases the odds for successful implementation. This lack of clarity is not unique to correctional organizations. Often, organizations of all types are unsure of how to proceed in developing plans for quality management practices (Calhoun 2002). The CPE offers a comprehensive tool to initiate and develop such plans (Calhoun 2002; Frequently Asked Questions). Surprisingly, rarely are these implementation strategies based on a theoretical foundation. Several strategic management models have been advocated for use within corrections for implementing new initiatives, such as reentry (Barnett and Parent 2002; Joplin et al. 2005; Porporino 2005; Reentry Policy Council 2005a; Stanton-Moultrie-Fierro 2004). While there is some overlap in these proposed models, such as the need for a clear vision and mission and strong leadership, wide variation appears in terms of the order of planning and the components necessary for implementing change. For example, the model presented

by Joplin et al. (2005) recommends the simultaneous consideration of evidence-based practice implementation, organizational change, and collaboration. In contrast, Stanton and Moultrie-Fierro (2004) suggest that assessing *current* organizational operations is the first of successive steps for implementation. Moreover, some models omit the assessment of current organizational functioning and move directly into implementation. Consequently, there is a need for a more concise guide to SMP for correctional organizations intending to implement reentry programming.

Strategic Planning For Customer Focused Quality

In this article, prior application efforts of strategic plan models to correctional initiatives are reviewed within the context of the CPE. By combining these efforts, this article assists programs in developing plans for instituting organizational quality. Tables 1-10 provide a description of each Baldrige Component and link the component with agency action examples taken from the reentry literature.

The first component of the Baldrige Criteria for Performance Excellence is leadership. According to Calhoun (2002), the leadership component examines the ability of the executives of the organization to establish goals, objectives, and mission for the agency. Leadership refers to the creation and sustainability of performance quality by leaders. The leadership element of CPE further examines how the leadership communicates with staff, reviews the progress of the organization, and promotes organizational excellence. There are two subcomponents of this feature: organizational leadership and public responsibility and organization (Calhoun 2002). Specific examples of leadership include recognizing stakeholders, focusing on customer satisfaction, and assisting the organization in setting and accomplishing goals (Calhoun 2002). In reference to correctional policy, leadership plays a vital role in enhancing performance quality by assessing current operations of the organizations (e.g., obtaining a baseline of current practices) (Stanton and Moultrie-Fierro 2004), creating and communicating a vision for the organization (Joplin et al. 2005; Reentry Policy Council 2005a), and developing partnerships with external actors (Barnett and Parent 2002; Reentry Policy Council 2005a). Tables 1 and 2 present the leadership components, subcomponents, definitions and agency action examples, and a description of the stakeholders who should be involved at this level.

As depicted in Table 1, performance excellence with regard to reentry is initiated and enhanced through the leadership of the organization. Reentry requires leader-

Table 1. Organizational Subcomponent of Leadership, Definition, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Leadership Organizational leadership	Assesses how the leaders focus on performance and standards of the organization, the consumers and stakeholders; and how the organization interacts with the outside communities.	<ul style="list-style-type: none"> • Leadership committed to implementing • Leadership that assesses and develops • Leadership that manages change by: <ul style="list-style-type: none"> ◦ <i>Recognizing organizational history</i> ◦ <i>Assessing current conditions</i> ◦ <i>Describing the desired future</i> ◦ <i>Developing strategies to achieve the desired future</i> ◦ <i>Emphasizing strategic planning</i> ◦ <i>Emphasizing implementation planning, monitoring, and providing continuous feedback</i> • Leadership that emphasizes the incorporation of reentry into organizations' missions and work plans • Leadership that commits to measuring outcomes and evaluating impacts 	Organization leadership

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

Table 2. Public Responsibility and Citizenship Subcomponent of Leadership, Definition, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Leadership Public responsibility and citizenship	Assesses how the leaders focus on performance and standards of the organization, the consumers and stakeholders; and how the organization interacts with the outside communities.	Public responsibility and citizenship <ul style="list-style-type: none"> • Initiate the policy level partnership with at least four initiators <ul style="list-style-type: none"> ◦ <i>Confer and reach consensus to proceed with system-wide transition reform</i> ◦ <i>Obtain approval from political leaders to proceed</i> • Identify members of the partnership <ul style="list-style-type: none"> ◦ <i>Select stakeholders to participate who are authorized to represent each partner</i> ◦ <i>Members should represent all levels of government</i> • Encourage collaboration among stakeholders • Promote system integration and coordination <ul style="list-style-type: none"> ◦ <i>Prepare contract and memoranda outlining partner interrelations and</i> ◦ <i>Establish policies, goals, benchmarks, and system-wide evaluation plan</i> 	Organization leadership

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

Table 3. Strategic Development Subcomponent, Definition, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Strategic planning Strategic development	Examines the development, deployment, and performance measures of strategic actions for the organization	<ul style="list-style-type: none"> • Identify members of the partnership • Select a strategic management team, receive input, and evaluate shared ideas • Confer and reach consensus to proceed with system-wide transition reform <ul style="list-style-type: none"> ◦ <i>Recognize complexities of different systems</i> ◦ <i>Identify and engage stakeholders</i> • Incorporate reentry into organizations' missions and work plans <ul style="list-style-type: none"> ◦ <i>Determine how each organization's mission relates to reentry</i> • Establish planning, program development, and monitoring process <ul style="list-style-type: none"> ◦ <i>Development group- 1) create mission statement; 2) map transition process; 3) collect and analyze data ; 4) review relevant policies; 5) define broad structures</i> • Develop goals and objectives <ul style="list-style-type: none"> ◦ <i>Link goals and objectives to vision and mission</i> ◦ <i>Goals should reflect priorities of the collaborative team</i> • Implementation planning • Establish a timeline for implementation 	Organization leadership Partners (corrections, law enforcement and human service agencies are stakeholders in the transition process)

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

ship to be committed to changing the manner in which offenders are released back into the community and to measuring outcomes and evaluating change. Moreover, the Baldrige Criteria calls for agency leaders to vocalize their commitment to the public through public education initiatives and to staff through managing the change to quality reentry implementation. In order to manage change effectively, leaders must first conduct a baseline assessment of what the organization is currently doing with regard to reentry and assess organizational strengths and weaknesses with regard to current operations. The next step for the leader is to describe the desired future role of the agency with regard to reentry and to incorporate that future in the organizations' missions and work plans through the use of a strategic planning process. An additional mandate with regard to managing change is the assessment and development of additional leadership capacity. Midlevel managers are well known for sabotag-

ing change efforts (Currie and Procter 2001; Gardner 2000; Smith and Velleman 2002). Thus, leadership for implementing reentry must be nurtured at all levels within the organization. The implementation of successful reentry practices cannot be conducted by one agency alone. Consequently, leaders will be required to initiate, manage, and sustain partnerships with various government agencies; faith-based, for-profit, and nonprofit organizations (see Table 2 for list of requirements in this regard).

As presented in Table 3, the second component of CPE is strategic planning. Under the CPE model, strategic planning refers to the organization's focus on customers, as well as planning strategies and goals that drive the organization toward quality. Strategic development and strategic deployment are two subcomponents of strategic planning. Strategic development refers primarily to the direction and planning of the process (e.g., establishing a clear vision and developing action steps, goals and

Table 4. Strategic Deployment Subcomponent, Definition, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Strategic planning Strategy deployment	Examines the development, deployment, and performance measures of strategic actions for the organization	<ul style="list-style-type: none"> • Continue to manage change <ul style="list-style-type: none"> ◦ <i>Implement, monitor, and provide</i> • Confer and reach consensus to proceed with system-wide transition reform • Measure outcomes and evaluate impacts <ul style="list-style-type: none"> ◦ <i>Develop an evaluation strategy</i> ◦ <i>Develop dissemination strategy</i> 	Organization leadership Partners (corrections, law enforcement and human service agencies are stakeholders in the transition process)

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

objectives, Stanton and Moultrie-Fierro 2004; Calhoun 2002). Strategic deployment (see Table 4) involves the organization’s ability to communicate the strategic plan and institute the plan as part of an organization’s basic function (Calhoun 2002). Examples of reentry strategic plan deployment include managing changes from traditional supervision to reentry strategies (Joplin et al. 2005) and developing a logic model to direct operations (Reentry Policy Council 2005a).

Managing a successful reentry initiative requires the development, deployment, and performance measures of strategic action plans (see Table 3 for list of components). For reentry efforts, development starts with the identification of members of the reentry partnership and the selection of a strategic management team within each partnering organization internally along with an at-large team comprised of leaders from each organization. The task of the reentry strategic management team is to establish the planning, program development, and monitoring process to be utilized for the creation of an effective reentry initiative. This task will require the strategic management team to identify available resources, develop goals and objectives, develop action plans, and establish timelines for implementation of the reentry initiative. The strategic management team also must devise a process for measuring outcomes and evaluating the impacts of the reentry initiative (see Table 4).

The third component of CPE, customer and market focus, is categorized by the organization’s understanding, knowledge, and awareness of the offenders, resources, and expectations of stakeholders and other identified customers (Calhoun 2002; Vokurka 2001). This component outlines the need for the organization to have a comprehensive understanding of challenges that may be presented during any move toward quality.

Two subcomponents comprise this element. Customer and Market Knowledge reflect the knowledge base of the organization (e.g., an understanding of the offender population, their needs, and external resources to meet those needs; Stanton and Moultrie-Fierro 2004; Barnett and Parent 2002; Reentry Policy Council 2005a). Customer Relationships and Satisfaction builds on this knowledge subcomponent by assessing how consumers of reentry practices interact with the organization and are satisfied with the results obtained by the organization (Calhoun 2002). Incorporating stakeholders into the organization’s quest for performance (Stanton and Moultrie-Fierro 2004), engaging of the community (Reentry Policy Council 2005a), and educating the public (Reentry Policy Council 2005a) are examples of how organizations can meet this component of CPE.

Table 5 presents the customer and market knowledge subcomponent with agency examples. The customer and market focus knowledge segment of the Baldrige Criteria recommends that organizations seek to determine the expectations, requirements, and preferences of customers. We refer to customers as the offenders who are being released back into the community, the organizational partners participating in the reentry initiative, and the public whose safety is at risk. At the partnership level, participants must agree on the critical challenges facing offenders and should conduct an analysis of risk, obstacles, and vulnerabilities. Consequently, reentry partners will need to develop and maintain a knowledge base.

Regardless of whether the organization is nonprofit, for profit, or a government agency, the Baldrige Criteria for Performance Excellence recognizes the importance of customer satisfaction (see Table 6). Satisfaction for reentry partners might be achieved when services for correctional clients are concentrated in the community,

Table 5. Customer and Market Focus, Knowledge Subcomponent, Definition, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Customer and market focus Customer and market knowledge	Measures the process of how the organization determines the expectations, requirements, and preferences of customers and markets and the determination of customer satisfaction	<ul style="list-style-type: none"> • Agree on the critical challenges • Risk analysis and profiling of obstacles and vulnerabilities <p>Customer and Market Knowledge</p> <ul style="list-style-type: none"> • Identify available resources (external) • Develop knowledge base <ul style="list-style-type: none"> ◦ Understand who is being released ◦ Identify relevant policies ◦ Identify where released offenders are reoffending ◦ Understand how released offenders are prepared, supervised and aided 	Identified customers Organization leadership

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

organizational partners are fully engaged in the reentry process, and releasing authorities understand the value of an effective reentry process. Satisfaction among reentry partners is enhanced when the reentry process is characterized by a system of oversight, information sharing, and communication. While satisfying the general public can be challenging for those who work with correctional clients, educating the public on the goals, purposes, and impacts of reentry programming offers one possible solution and has been supported by the National Council of State Governments.

Information and Analysis, the fourth component of CPE, involves more than simply having a system to compile data (see Table 7). Under the CPE paradigm, the management and analysis of organizational performance is the first subcomponent of this element (Calhoun 2002). This subcomponent reflects the organization’s understanding and emphasis on not only collecting data, but also utilizing that data to track the organization’s progress. Evaluation tools (Stanton and Moultrie-Fierro 2004), the measurement of outcomes and impacts (Porporino 2005), and continuous monitoring of the logic

Table 6. Customer Relationships and Satisfaction Subcomponent, Definition, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Customer and market focus Customer and relationships and satisfaction	Measures the process of how the organization determines the expectations, requirements, and preferences of customers and markets and the determination of customer satisfaction	<ul style="list-style-type: none"> • Concentrate services in the community • Continue to engage community organizations • Confer and reach consensus to proceed with system-wide transition reform • Create system of oversight, information sharing, and communication between partners • Educate the public 	Identified customers Organization leadership

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

model (Reentry Policy Council 2005a) are examples of this subcomponent. To determine how well the reentry initiative is working, organizations will be required to develop implementation and monitoring protocols for their reentry partnership to measure performance. Information Management is the second aspect of this component. Information management, in a reentry initiative, can be exemplified as a linkage of data systems between collaborators to share data and information (Reentry Policy Council 2005a).

While the components of leadership, strategic planning, and customer and market focus comprise the *leadership triad*, the following elements represent the

results triad (Vokurka 2001). Vokurka (2001) suggests that the components in the results triad place emphasis on the results of the organization – staff and operations that lead the organization to its ultimate goal: performance excellence. Human Resource Focus, the fifth component of CPE, suggests that organizations assist their staff in building and utilizing potential necessary to contribute to the goals of the organization (see Table 8). Examining work systems, the first subcomponent of the Human Resource element, analyzes the organization’s typical human resource processes (e.g., hiring and firing policies, compensation, etc., Calhoun 2002). For organizations implementing reentry initiatives, an examination of

Table 7. Information and Analysis Component, Subcomponents, Definitions, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Information and analysis 1. Measurement and analysis of organizational performance 2. Information management	Assesses the organization's capacity to measure and analyze the performance goals and data associated with those goals	Measurement and analysis of organizational performance <ul style="list-style-type: none"> • Implement ongoing strategic management process • Continue to manage change • Develop implementing and monitoring objectives <ul style="list-style-type: none"> ◦ <i>Develop implementation plan- 1) determine audience for implementation plan; 2) outline how, when and by whom your team’s strategies should be implemented</i> ◦ <i>Develop monitoring plan – 1) collect process information that describes activities accomplished; 2) collect outcome information that describes the impact of new policy, procedure or practice</i> • Develop outcome and process evaluation <ul style="list-style-type: none"> ◦ <i>Develop performance measures for continuous monitoring of staff performance, program components, and program progress</i> ◦ <i>Conduct process evaluation</i> ◦ <i>Conduct impact evaluation</i> ◦ <i>Measure outcomes and evaluate impacts</i> ◦ <i>Conduct cost benefit analysis</i> Information Management <ul style="list-style-type: none"> • Promote system integration and coordination <ul style="list-style-type: none"> ◦ <i>Link data systems so that information can be shared by partners</i> 	Organization leadership All levels of organization Staff Partners

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

Table 8. Human Resource Focus Component, Subcomponents, Definitions, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Human resource focus 1. Work Systems 2. Employee education, training, and development 3. Employee well-being and satisfaction	Determines the organization's ability to assist employees in building potential and using that potential to meet the goals established; a supportive environment for staff to achieve excellence in their performance, participate in the organization, and grow personally and organizationally	<ul style="list-style-type: none"> • Utilize information from the identification of available resources (internal) <p>Work systems</p> <ul style="list-style-type: none"> • Select a leader or chairperson to lead the partnership • Provide staff support <ul style="list-style-type: none"> ◦ <i>Select a staff director</i> ◦ <i>Additional staff support as necessary, e.g. clerical, planning, and research staff, etc.</i> • Promote system integration and coordination <ul style="list-style-type: none"> ◦ <i>Expand opportunities for intersystem training and education</i> ◦ <i>Assign staff responsible for boundary spanning</i> <p>Employee education, training, and development</p> <ul style="list-style-type: none"> • Create and communicate the vision <ul style="list-style-type: none"> ◦ <i>Communicating the vision</i> ◦ <i>Identifying internal and external</i> ◦ <i>Overcoming resistance</i> • Establish planning, program development, and monitoring process <i>Operations group — 1) define detailed changes in training and practices that must occur; 2) monitor application of the transition from prison to community initiative; 3) Review and monitor data</i> 	Organization leadership All levels of organization staff

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

work systems could require changes in job descriptions, such as allocating time for workers to serve as liaisons with partner organizations. Moreover, reentry could necessitate the addition of staff to meet the reentry needs of offenders. The second component: employee education, training, and development examines the capacity of the organization to provide the tools necessary for the staff to accomplish their roles, as well as the continual monitoring of skills and knowledge needed to successfully fill those roles (Calhoun 2002). Correctional staff members are often entrenched in styles and modes of learning, the implementation of effective reentry should be accompanied by an assessment of staff training needs. This assessment should be oriented to discover staff training needs as they relate to the implementation of reentry programming. Finally, employee well-being and satisfaction inspects the supportive climate of the organization toward its employees and the level

of satisfaction that employees exhibit toward the organization (Calhoun 2002). A recent study by Haas, Hamilton and Hanley (2005) found that staff members who perceived the correctional organization to be non-supportive expressed more negative perceptions of reentry and greater role confusion. Thus, organizations planning to implement reentry should develop a plan for increasing satisfaction with the organization by taking steps to change the organizational climate from one characterized by fear to a supportive learning environment (Sperber, Henderson, and Hanley 2005).

The sixth component of CPE, Process Management, observes the organization's operations, including management of the internal processes, collaboration between partners, and efficiency with internal operations (Calhoun 2002). Applying this component to reentry initiatives, the subcomponent of service processes suggest that the organization must understand the

research regarding best practices (Barnett and Parent 2002). This understanding can assist the organization in providing quality service to its offenders. Business practices refer to the reentry organization's ability to implement and monitor the application of these practices (Barnett and Parent 2002). Support processes ensure that the organization maintains support for established goals. This may include establishing a continuous implementation group, with the primary responsibility of continuously planning and developing and monitoring service delivery and program success (Reentry Policy Council 2005a). The process management component is presented in Table 9.

Business Management is the final component of CPE

(see Table 10). This component is focused on the results obtained by the organization. Although this component may be the most important, as reflected by the scoring for the Baldrige Award process where almost half of the points are awarded to this category (Calhoun 2002), success in this category cannot be obtained without the other six components. This component is comprised of four results subcomponents: customer focused, financial and market, human resource, and organizational effectiveness. Customer focused results refers to the level of customer satisfaction obtained by the organization (Calhoun 2002). Financial and market results reflect the organization's understanding of its position within the current market and how that position translates into financial success

Table 9. Process Management Component, Subcomponents, Definitions, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Process management 1. Service processes 2. Business processes 3. Support processes	Measures the organization's process management (e.g., design for focusing on consumer market, delivery of services, support of and partnership between all elements of the organization)	Service processes <ul style="list-style-type: none"> • Develop an understanding of the field <ul style="list-style-type: none"> ◦ <i>Assess best practices</i> ◦ <i>Assess emerging practices</i> ◦ <i>Assess what you know and identify gaps; i.e., conduct gap analysis</i> Business processes <ul style="list-style-type: none"> • Implement evidence-based practice • Implementing and monitoring objectives <ul style="list-style-type: none"> ◦ <i>Develop implementation plan — 1) determine audience for implementation plan; 2) outline how, when and by whom your team's strategies should be</i> ◦ <i>Develop monitoring plan — 1) collect process information that describes activities accomplished; 2) collect outcome information that describes the impact of new policy, procedure or practice</i> • Obtain expert advice on best practices, key issues, and values Support processes <ul style="list-style-type: none"> • Establish planning, program development, and monitoring process <ul style="list-style-type: none"> ◦ <i>Implementation group — 1) develop plan to put policies established by development group into effect; 2) identify procedures and practices that need to be changed; 3) develop action plan; 4) define performance measures</i> 	Organization leadership All levels of organization Staff

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

Table 10. Business Management Component, Subcomponents, Definitions, Agency Action Examples, and Stakeholder Participants

Baldrige Criteria for Performance Excellence component and subcomponents	Component definition	Agency action	Stakeholder participants
Business management 1. Customer focused results 2. Financial and market results 3. Human resource results 4. Organizational effectiveness results	Assesses the performance of the organization in customer satisfaction, service delivery, financial and operational performance, human resources, partnerships; also compares performance to competitors	<ul style="list-style-type: none"> • Continue to manage change • Finance and market results • Maximize funding through use of multiple sources of revenue <ul style="list-style-type: none"> ◦ <i>Focus on evidence-based practice and periods of programming immediately prior and following release</i> ◦ <i>Determine how sources of funding can be coordinated and leveraged</i> ◦ <i>Reinvest savings from recent decisions back into community</i> ◦ <i>Cultivate community volunteers to increase staffing and program capacity</i> • Organizational effectiveness Implement ongoing strategic management process 	Organization leadership Outside evaluators Support staff (e.g., human resources, finance, etc.)

Note: Agency Action material can be found in whole or in part from the following sources: Barnett & Parent (2002); Joplin et al. (2005); National Institute of Standards and Technology (2005a; 2005b); Porporino (2005); Reentry Policy Council (2005); and Vokurka (2001).

or stability (Calhoun 2002). The Reentry Policy Council (2005a) suggests that reentry programs need to leverage and maximize funding sources. Human resource results examine how well the organization has established a supportive environment for staff. Finally, organizational effectiveness results reflect the organization’s achievements in reaching or exceeding the goals established by its leadership (Calhoun 2002). The results of organizational effectiveness can be assessed through, as Stanton and Moultrie-Fierro (2004) suggest, an ongoing strategic management process. The Business Management component recognizes that the strategic management process is not a one time event. Moreover, this process will only work if organizations utilize the results to improve practice. Too often, organizations bury problems or halt implementation rather than developing and revising the strategic management process to address the causes of the negative outcomes. Thus, organizations hoping to effectively implement reentry initiatives should take time to ruminate over negative results and be prepared to make changes to increase their likelihood of devising reentry programs characterized by quality implementation.

Conclusion

All too often, correctional agencies and organizations

rush to implement initiatives that can be labeled with the most recent “buzz word” or catch phrase. Intensive supervision programs, boot camps, three strikes laws, and mandatory arrest policies are just a few examples of initiatives that have been shown to be ineffective, possibly the result of impatience demonstrated by various players in the criminal justice system. Often, impatience is the result of federal pressures or a quest for resources. It now appears as if the concept of reentry could be the most recent victim of hastened implementation (Brown and Campbell 2005). We will know for sure in the not too distant future as more federal and state evaluations are published from some of the other federally funded reentry initiatives in the next year. This work suggests that for reentry initiatives to overcome the shortcomings associated with new initiatives, a more structured implementation process is necessary. By incorporating strategic planning into the implementation process, organizations can significantly increase the likelihood that their reentry initiative will be successful (MacLellan 2005). This article presents a step-by-step process for instituting strategic planning into the implementation of evidence-based reentry practices.

Although CPE presents these elements as components and subcomponents of a model, they cannot be isolated from each other. Just as correctional agencies do not exist in a vacuum, *quality* front-line

operations and effective daily interactions with offenders cannot be expected to occur without a comprehensive, supportive environment where they can flourish. Correctional agencies, particularly those attempting to implement successful reentry strategies, must consider the entirety of their operations and planning in order to achieve results. The Baldrige Criteria for Performance Excellence is one model that can assist organizations in examining the entirety of its operations. By examining operations in leadership, strategic planning, customer and market focus, information and analysis, human resources, process and business management, the organization can fully comprehend its current operations and strive for quality performance and sustainability.

Endnotes

1. See for example the wide variation in reentry programming available from the National Governors Association <<http://www.nga.org/cda/files/REENTRYNATIONAL.pdf>> , as part of the Serious Violent Offender Reentry Initiative <http://www.svori-evaluation.org/index.cfm?fuseaction=dsp_site_information, and Nelson and Trone (2000).

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