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CONSIDERATIONS FOR DEVELOPING A PROGRAM OF REENTRY IN TRIBAL COMMUNITIES

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CONSIDERATIONS FOR DEVELOPING A PROGRAM OF REENTRY IN TRIBAL COMMUNITIES

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INTRODUCTION

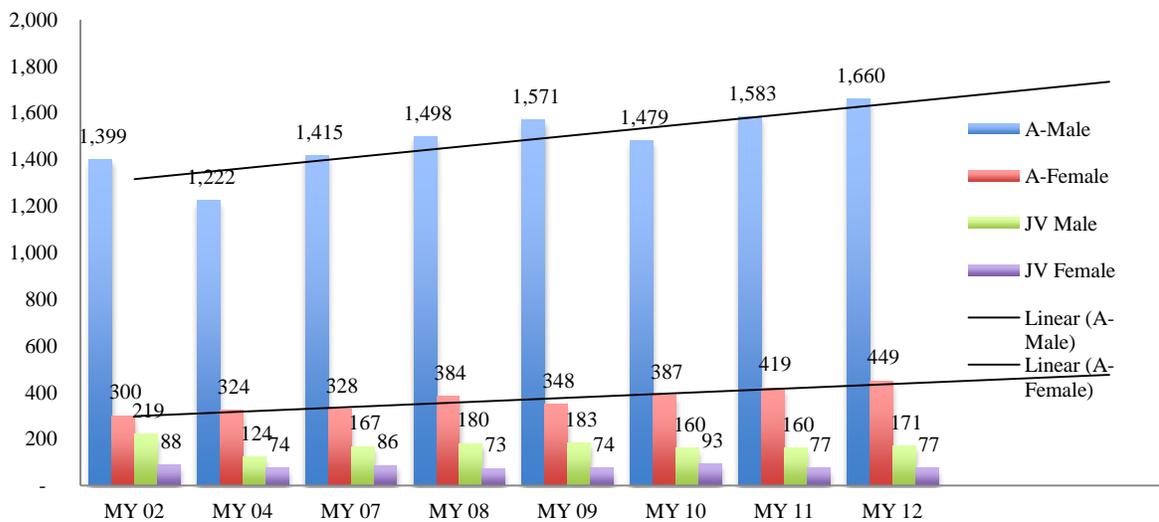
Nationally, reentry is a growing concern shared by tribal governments. Tribal governments are becoming more proactive as they look for options and ways to meet the reentry and reintegration needs and concerns of American Indian and Alaska Natives (AI/AN) ex-offenders or re-entrants¹ and the tribal communities they may return to upon release.

Indian tribes countrywide² are handling serious issues at the governmental, community, family, and individual level presented by the needs of tribal citizens transitioning or returning home from short- or long-term incarceration. At all these levels, there are questions about the rehabilitation and/or changes the re-entrant made while incarcerated; what new or ongoing needs re-entrants may have; the safety of victims; their families' needs; the community's reentry readiness; as well as process questions and intergovernmental issues.

AI/AN Offender Confinement Facts

The U.S. Bureau of Justice Statistics (BJS) 2012 Jails in Indian Country (JIC) Report indicates that 2,364 AI/AN inmates were confined in 79 jails at midyear 2012.

Figure 1 - Midyear 2002 to 2012 Age and Gender Demographics - Indian Country Jails

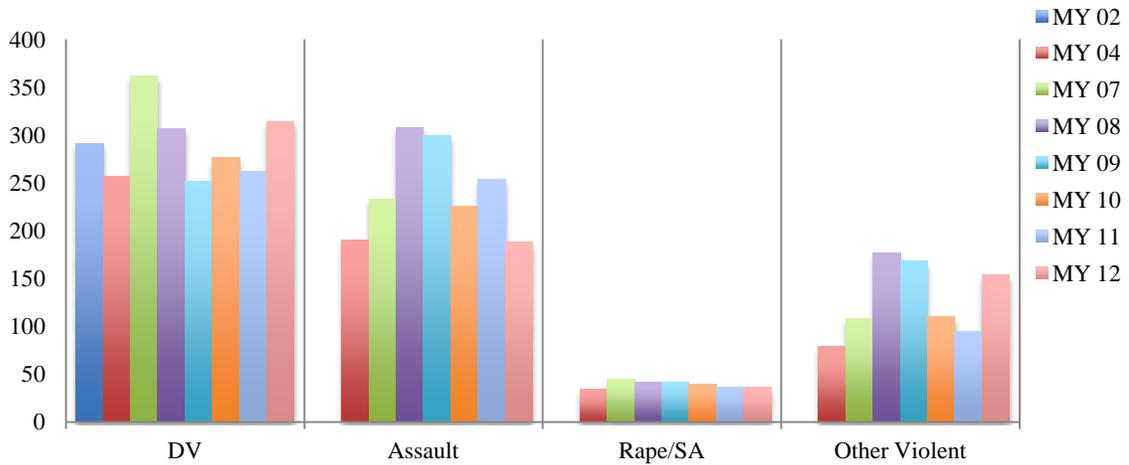


Indian Country jail admissions totaled 12,502 persons in 2012. The vast majority were adult males, followed by adult females (Fig.1).³ Over a ten-year period from 2002 to 2012, adult

male confinement continued to increase, and there were small increases for adult females. During this same time period, juvenile male and female confinement decreased somewhat.

The types of categorized violent crimes committed were domestic violence (DV), aggravated or simple assault, rape or sexual assault (SA) and other violent crimes. Most violent crimes during the ten-year period were for DV or aggravated or simple assaults.

Figure 2 - Midyear 2002 to 2012 Violent Crime Offense Data for Indian Country Jails



A previous JIC report for 2009 indicated the majority of AI/AN offenders were confined in off-reservation jails (9,400) or state prisons or facilities (14, 646) and federal prisons (2,135).⁴ It is unlikely that these numbers have changed much because there has not been an increase in the number of jails operating in Indian Country.

TRIBAL PARTICIPATION IN NATIONAL REENTRY INITIATIVES

Financial and technical assistance support for reentry has become a nationwide priority enabled by national legislation, most recently with passage of the Second Chance Act (SCA) of 2007 and early prisoner reentry initiatives.⁵ Current SCA provisions include:

- **Demonstration Grants**—State, local and tribal governments may use these funds to provide employment services, substance abuse treatment, housing, family programming, mentoring, victims’ services, and to improve release and revocation decisions using risk-assessment tools.
- **Mentoring Grants**—Nonprofit organizations may use these funds to provide mentoring or offer transitional services for individuals who have been incarcerated.
- **Reentry Research**—The U.S. Department of Justice National Institute of Justice and the Bureau of Justice Statistics may conduct reentry-related research as part of the Second Chance Act.
- **National Reentry Resource Center (NRRC)**—The Second Chance Act established a national clearinghouse to collect and disseminate best practices, provide training, and support reentry efforts in general.

Numerous programs have been funded throughout the Country at the state and local level. From 2009 to 2012, SCA funding has totaled \$271 million. However, tribal participation is lagging in all SCA initiative areas and other federally-funded reentry programs.

The NRRC indicates that over 300 government agencies and nonprofit organizations from 48 states have received SCA awards for adult and juvenile reentry programs.⁶ Between 2009 and 2012, only a dozen AI/AN tribes and/or non-profits received SCA funding managed by BJA.⁷ There has been other tribal-specific BJA funding under the Coordinated Tribal Assistance Solicitation (CTAS has funded at least two tribal reentry programs.)

From 2009 to 2012, the Substance Abuse and Mental Health Services Administration (SAMHSA) provided funding under the Offender Reentry Program to a number of programs nationwide; however, no Tribes directly participate in this funding, although AI/AN re-entrants may have been served.⁸ Tribes did not directly participate in the Young Offender Reentry Program (YORP) funded by SAMHSA.⁹

Since FY 2000, the U.S. Department of Labor (DOL) and the YouthBuild Grants Programs have been funding specific youth ex-offender programs.¹⁰ Over this time, less than five tribes have directly participated in these programs, although AI/AN youth may have been served. Since the time DOL funding began, tribes have not directly participated in the adult ex-offender programs the agency funds, although AI/AN adults may have been served.

Private foundations such as the Anne E. Casey Foundation, the Pew Charitable Trust, and Robert Wood Foundation, among others, support mainstream programs; but it is not known whether tribal-specific adult or juvenile tribal reentry programs have been funded.

Active Tribal Participation

The low level of tribal participation in federal programs begs the question as to why so few AI/AN tribes or organizations actively participate in the national initiatives described above. The lack of tribal representation among federally-funded programs is speculative at this point, but some capacity and capability-related reasons are described below.

Resource Development Issues

Many tribes have difficulty in preparing competitive applications to meet grant requirements in the allotted time for submission. This is largely due to understaffed tribal programs not having the time or skill set needed to prepare competitive grant applications or the financial resources to obtain grant-writing services.¹¹ What may also hinder successful selection of tribes is the federal proposal review process, which often lacks peer reviewers with demonstrated tribal cultural and government knowledge and experience. The lack of peer reviewer knowledge limits their ability to understand the contextual, jurisdictional or socioeconomic environments within which tribal programs operate. Tribes have repeatedly noted the difficulty they have winning awards when they are competing with state and national programs that have specialized units or individuals whose sole responsibility is resource development.

Relationships with Facilities Off Tribal Lands

Poor relationships with jail or correctional facilities located off tribal lands and controlled by other authorities hinder efforts to develop reentry or jail transition programs. In particular, jail reentry presents challenges for involvement of tribal programs because they are often not aware of tribal citizens in off-reservation jails or prison facilities. Few are notified or included in decisions at any stage of incarceration. While some adult offenders may not want tribal authorities or programs to know about their incarceration, it is still important to make them aware about the resources they could access from their tribal community.

At a systems level, poor or weak relationships limit the use of resources, services and support that could be available for the released inmate. It also prevents the ability of tribal programs to be involved in reentry or discharge planning. This is especially important for those being released from prisons and that have had a longer confinement period.

This lack of involvement prevents tribal programs from knowing or understanding what support services or resources re-entrants need. As a result, there is no service integration or coordination between agencies or processes to share important re-entrant information. Thus, tribal programs (often tribal probation officers) assist only those re-entrants that have some type of supervision attached to their release, i.e., parole or community supervision or other release conditions; i.e., restitution, sex offender registration, etc. This often leads to tribal probation officers treating the re-entrant like a probationer. Without meaning to, probation

officers may overlook the re-entrant's transition needs—that is, adjusting from their “normal” institutionalized life, to beginning a “new normal” life in the community.

There is considerable agreement in mainstream evidence-based practice (EBP) literature about the importance of reentry planning starting while the offender is still confined. The national Reentry Policy Council emphasizes this in several policy statements.¹² The National Institute of Corrections also advises that “Reentry is not envisioned to be a specific program but rather an evidence-based process that begins with initial incarceration and ends with successful community reintegration, . . . This process includes the delivery of a variety of evidenced-based program services in both a pre- and post-release setting designed to ensure that the transition from prison or jail to the community is safe and successful.”¹³ If poor or minimal tribal-facility (jail or prison) relationships exist, reentry planning becomes an eleventh-hour activity that strains everyone's ability to develop an effective and supportive plan because it is not integral to the process of releasing or discharging re-entrants.

Community Readiness for Reentry

Tribal governments and communities have varied and multiple reentry readiness issues that present challenges for tribes when developing jail or correctional-level reentry programs. Community readiness is key to supporting re-entrants and sustaining the life changes they made while they were confined or changes they have decided to execute upon their release. Tribal probation offices have usually been the only community-based agencies involved in working with re-entrants. This isolated response places a major burden on understaffed probation offices to prepare for and provide effective services to re-entrants, families, victims and the entire community. Weak community readiness for reentry may be a contributing factor preventing greater tribal participation in nationally-funded reentry initiatives.

Understanding the level of community reentry readiness is an important early step that tribes and tribal programs can take to support tribal-based reentry efforts. An effective culturally-relevant and evidence-informed process that has been used in tribal communities is the Community Readiness Model (CRM) developed by the Colorado State University Tri-Ethnic Center on Prevention Research.¹⁴ The CRM is a community-based participatory method that has been used for different purposes by tribes for more than a decade. Tribes have used the CRM to develop responses to deal with the effects of pollution and radiation poisoning from atomic testing, cardiovascular disease prevention, alcohol and substance abuse, intimate partner violence, community intervention and prevention, and HIV/AIDS prevention, among others.¹⁵

The CRM helps tribes determine the level of readiness their community is at to address a specific issue area. The model provides a methodology, approaches and strategies to achieve desired readiness levels. In the case of community readiness for reentry, the following six readiness factors could be included to help tribes and tribal program staffs assess their community readiness level.

TABLE 1. COMMUNITY READINESS FACTORS

1. Community efforts regarding reentry	4. Community climate for reentry
2. Community knowledge of the reentry efforts	5. Community knowledge of reentry issues
3. Leadership support for reentry	6. Reentry resources

Gauging community readiness necessarily involves strategies for community input to gain knowledge about community concerns and enlisting their assistance to solve problems and/or create solutions. The CRM presents strategies to measure readiness through nine assessment components that assist users to define or describe the stages of community readiness on a scale from *no awareness to high level of community ownership*. The CRM includes planning stages to assist with identification of strategies that build upon community strengths and address the gaps revealed in the readiness assessment. The CRM provides a roadmap to help tribes and tribal staff begin or enhance strategies to build a program of reentry supported by effective processes, policies and procedures germane to their tribal setting.

TRIBAL REENTRY RESEARCH AND EVALUATION

There is limited literature on tribal reentry or studies on AI/AN re-entrants. Currently, U.S. Department of Justice agencies are conducting seven national reentry research or evaluation projects.¹⁶ One study includes an evaluation involving three tribes.¹⁷ Like many other jurisdictions, most tribes cannot afford to pay for reentry research and evaluation; therefore, government and private support is needed to study reentry efforts in tribal communities.

Concerns with re-arrest of individuals released from prison within three years of discharge (67% of prison releases), and the ensuing re-convictions (30% for probationers)¹⁸ and re-incarcerations, led to the search for strategies that work to reduce recidivism, as well as to examine why traditional community supervision or corrections—such as parole—were ineffective.

Science to Service Strategies

As a result of research and evaluation, the use of EBP has been forwarded as the norm for all facets of the criminal and juvenile justice system. Terms used to describe evidence-based in criminal and juvenile justice include:^{12,13,21}

- Evidence-based knowledge, which refers to conclusions drawn from rigorous research studies that have been replicated numerous times with defined, measurable outcomes about the effectiveness of an intervention or process.¹⁹
- Evidence-based practice refers to the application of scientific research thought to be effective.
- Evidence-based principles refer to the core concepts, values, or theories derived from researched practices.
- Evidence-based programs refer to the collections of practices implemented within known parameters (philosophy, values, service delivery structure, and treatment components) and with accountability to the consumers and funders of those practices.²⁰

EBPs have greatly advanced decision-making in critical aspects of mainstream criminal justice systems. From research and program evaluations, evidence-based principles have been used to create a framework to effectively intervene with offenders (See Table 2).

TABLE 2. EIGHT EVIDENCE-BASED PRINCIPLES FOR EFFECTIVE INTERVENTIONS

1. Assess actuarial risk/needs.	5. Increase positive reinforcement.
2. Enhance intrinsic motivation.	6. Engage ongoing support in communities.
3. Target Interventions.	7. Measure relevant processes/practices.
4. Skill training with directed practice.	8. Provide measurement feedback.

These principles, applied as a whole approach, inform good decisions by practitioners and administrators. In many instances, tools—such as risk and need assessments—have been tested and standardized to collect information useful to assess the risk of re-offending and identify the criminogenic needs of offenders. Together, risk level determines supervision strategies; and needs define behavioral-change strategies.

Service to Science Strategies

The current discourse on evidence-based practices (EBP) leads one to believe that the only programs with credibility are those that have been researched or evaluated and listed on federal agency websites as ones to replicate.²¹ Increasingly, EBPs are being required by funding agencies in grant applications that, if not included, may *favor* evidence-based initiatives in a competitive funding environment. This may be another reason for the low representation of tribes in national reentry initiatives.

Unfortunately, few tribal-based programs have reached EBP status to achieve a place on these lists. Specifically, reentry programs based on tribally-defined best or promising practices are hard to find because few have been evaluated or researched.

“Research is limited on the effectiveness of culturally based strategies to address the needs of tribal members. Tribal Nations should be given the flexibility to employ culturally based strategies to address the needs of each tribal justice system, especially where no evidence-based practices exist. At the same time, additional research on the effectiveness of promising practices and tools being employed in Tribal Nations... [which] would address this gap in knowledge.”

TLOA Long-Term Plan to Build and Enhance Tribal Justice Systems

Tribal-specific research and evaluation are important in helping tribes replicate program models that are more germane to their reality and are culturally-relevant and appropriate. The importance of this has been highlighted in recommendations developed by a federal interagency Work Group on Corrections. This work group was directed by federal legislation to address incarceration in Indian Country, including tribal justice planning and development and to provide a report to Congress.²²

EBPs developed in mainstream communities present challenges for tribal programs because they are often unrealistic to implement in tribal settings. These implementation challenges compromise EBP fidelity of model programs. Fidelity generally

means the extent to which an intervention is delivered as designed. For example, using risk and needs assessment as packaged and weighted, or using curricula with pre- and post-tests, etc. A few researchers have pointed out other EBP challenges:

- EBPs exclude newly-developed interventions, traditional healing practices, and therapies developed by specific cultural groups.²³
- EBPs neglect the cultural and contextual influences on children and families.²⁴
- Some EBPs for risk assessments have not produced the same results for AI/AN offenders for predictive validity.²⁵ Studies involving any risk and need assessment tool should

include additional measures of recidivism and factors predictive of antisocial behavior.

Ongoing research and evaluation are especially important to document *practice-based evidence* (PBE) of methods and/or approaches that have longstanding usage but that have not been formally evaluated or researched. Fields outside of criminal justice have included PBE in preventive medicine, treatment, mental or behavioral health therapy, and substance abuse counseling. Practice-based evidence in behavioral health has been defined as:

“A range of treatment approaches and supports that are derived from, and supportive of, the positive cultural attributes of the local society and traditions. Practice Based Evidence services are accepted as effective by the local community, through community consensus, and address the therapeutic and healing needs of individuals and families from a culturally specific framework. Practitioners of practice based evidence models draw upon cultural knowledge and traditions for treatments and are respectfully responsive to the local definitions of wellness and dysfunction...”²⁶

A study of tribal domestic violence programs highlights the importance of allowing the definition of *best practice* to include procedure, activities, philosophical underpinnings, and tangible successes so that best practices are part of process and outcomes.²⁷ This enables tribal-specific insights of cultural or tribal-based best practice to emerge along with evaluation-identified best practices. These culturally-informed processes help researchers and evaluators design research that collects information that leads service to science and potentially tribal evidence-based policies, programs and practices.

Tribal Participation in Reentry Research and Evaluation

American Indian justice systems differ culturally, philosophically and structurally from the American justice systems and with each other. For many Indian nations, law is a way of life taught through oral traditional processes used to pass on the knowledge, skills and abilities to maintain traditional life-ways. Many AI/AN tribes still use their oral traditions to transfer knowledge, skills and abilities, and to teach tribal life-ways to their People. Finding out about the oral traditions tribes use to solve problems, deal with conflicts, particularly to help AI/AN re-entrants, requires the use of methods that are sensitive and respectful to the oral nature in which information is passed on. This is an essential tribal empowerment strategy that could enable the use of “old wisdom and knowledge” to the current needs, problems and issues tribes must address. It is important for tribal justice practitioners, planners and policy makers to understand these perspectives so they can apply them to design reentry policy and response systems. A culturally-informed research and evaluation design can help this occur.

Offender intervention is a complex endeavor that cuts across individual, family, community, and governmental boundaries. Within programs designed to prevent and/or intervene, there is a continuum of interactions, opportunities, and decisions. At each juncture, participants’ options and subsequent decisions frame the extent and nature of change for re-entrants and

the affect on families, victims and communities. Change happens internally and externally. Research and evaluation, therefore, must go beyond understanding when a person enters or is discharged from a facility to understanding the change process.²⁸ Since choice and change is always constrained, context is critical, as is an understanding of the mechanisms of the program within a complex system of service delivery.²⁹ This is particularly true for tribal communities.

The identification of EBPs or PBEs for reentry requires an understanding of the culturally-complex tribal context, and the state and national-level mechanisms that may help or hinder service delivery. Therefore, it is essential for research and evaluation in tribal communities to be a participatory process to ensure accuracy, to help embed culturally-robust methods into program designs, and to promote self-determination in how research and evaluation occurs. Identifying practices that are effective and replicable requires an in-depth understanding of the issues AI/AN re-entrants encounter; the cultural, social, and political dynamics of tribal communities; the strengths and limitations of tribal systems; and the interaction between tribal, state, and federal entities that may both help and hinder reentry services and resources. This can only happen when tribes are involved and informed in all aspects of the research or evaluation.

Research or evaluation in a tribal context requires participation and buy-in from the program and tribal leadership.³⁰ Due to past abuses with research, many tribes see it as being an invasive process without direct benefits to the tribe or tribal citizens. The challenge for researchers and evaluators is to build trust and communication throughout the process.

Further, when working with sovereign nations, it is critically important to ensure that any study gives the community and the program needed information for decision-making and skills for on-going self-evaluation or research.³¹ National legislation and current federal funding is now requiring informed tribal participation in research and evaluation.³² In particular, the 2013 research and evaluation funding announcements posted by two Department of Justice agencies required tribal resolutions to ensure informed consent by the tribes mentioned in grant applicants. Acquiring tribal resolutions assumes an important approval process which shows that researchers or evaluators have done the following:

- Consulted with the tribe to obtain their informed consent to conduct the study in their community,
- Obtained permission to talk to tribal research participants,
- Obtained permission to access tribal information and data, and
- Obtained agreements addressing data ownership, data usage and dissemination of research findings and results.

Participatory research is challenging as community members, researchers and evaluators work together to navigate the complexities of ethics, practice, conflicting agendas, and maintaining program staff and research staff relationships.³³ However, a participatory approach offers great potential for addressing challenging social problems. It creates conditions in which communities and programs recognize and build on their strengths and become true collaborators in gaining and creating knowledge and mobilizing for change.

Multiple strategies can be employed to ensure a collaborative approach to research design, development of indicators, development of sampling frames, collection of data and analysis, interpretation, and dissemination of findings.

STARTING THE PLANNING AND DEVELOPMENT PROCESS

Four areas that contribute to tribal reentry development have been presented. The purpose was to increase understanding about the resources and knowledge available for tribes to use in developing a program of reentry. This next section provides suggestions about how to begin the development process and application of evidence- and practice-based information or knowledge.

Differences in Planning For Jail Reentry and Prison Reentry

Due to historical federal policies regarding jurisdiction on tribal lands, convicted AI/AN offenders may serve time in tribal or county jails, or state or federal prisons. Therefore, tribal governments need reentry strategies for:

- Jails located on tribal lands, either tribally-controlled or managed by the U.S. Bureau of Indian Affairs (BIA),
- Contracted county or municipal jails,
- County jails in P.L. 280 jurisdictions,
- State prisons, including those in non-P.L. 280 jurisdictions, and
- Federal prisons.

The first two may be easier for tribes because they may have more control over what happens to a person serving a jail term whether or not the jail is in the community. While there are more differences between jails or detention and prisons than those listed in Table 3, it highlights that tribes have to address both because their citizens serve time in both types of institutions. These differences signify that the approach to reentry needs to take into consideration the realities presented by each institution type.

TABLE 3. SELECTED DIFFERENCES WITH FACILITIES

Jail or Detention Facilities ³⁴	Prison Facilities
• Managed at local level by tribe or BIA	• Managed by state or federal authorities
• Multiple functions and purposes: House pre-conviction and convicted persons	• Medium or maximum convictions
• Length of stay under a year	• Commitments beyond a year
• Intake & booking anytime day or night	• Intake & booking, planned & scheduled
• Facility in or near home community	• Far from home
• More contact with family	• Contact w/family minimal
• Reentry often secondary	• Reentry planning mandated
• Lack of resources & time	• Minimal involvement of family or local resources
• Often released w/o community supervision	• Community supervision attached

The challenges often begin with what the jail or prison provides to inmates during their incarceration. Often, tribal, county and municipal jails have few resources available to provide the range and depth of services inmates may need under a short timeframe. While

some reentry strategies may overlap, it is important to plan for the differing needs of those serving shorter jail terms and those serving longer terms in state or federal prisons.

Using the Community Readiness Tool with Reentry

The CRM strategies provide a strategy to gather information needed to understand the reentry of jail re-entrants, prison re-entrants, and the needs of specific re-entrant populations such as female re-entrants, elderly re-entrants, those with special needs, or specific crimes such as sex offenses. The CRM covers the following readiness dimensions previously noted. The following table illustrates the focus areas that could be included in each readiness dimension.

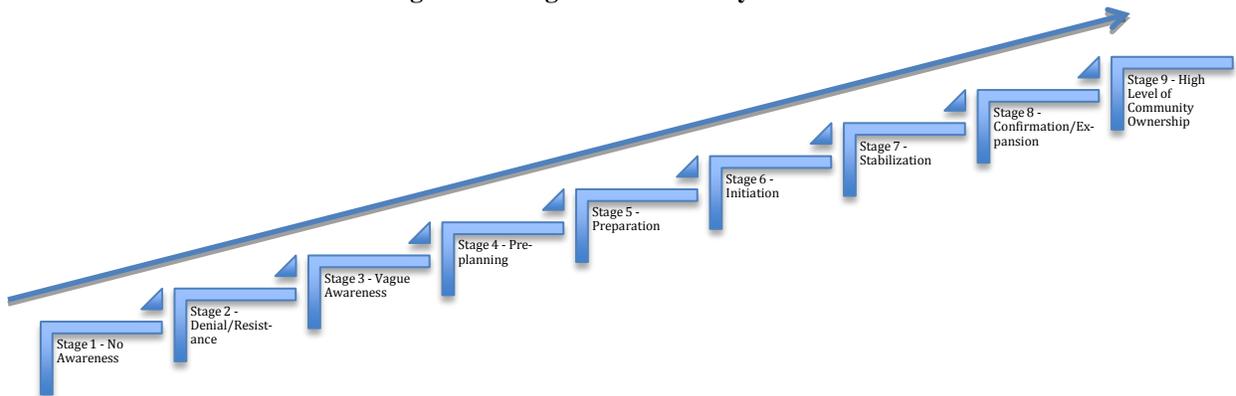
TABLE 4. COMMUNITY READINESS DIMENSIONS FOR REENTRY	
1. Community Efforts with Reentry	<ul style="list-style-type: none"> ➤ Identify what reentry efforts (programs, policies, practices) are in place in the community, such as: <ul style="list-style-type: none"> ○ Justice agencies: judicial, law enforcement, prosecution, probation and parole. ○ Allied agencies: behavioral health, substance abuse, social services, and victim services; housing, employment or education programs. ○ Community groups: AA, AL-Anon, reentry alumni groups, and other peer support groups. ○ Private and public support for housing, employment, education, etc.
2. Community Knowledge of Reentry Efforts	<ul style="list-style-type: none"> ➤ Identify ways the community has been informed about reentry. <ul style="list-style-type: none"> ○ What facts do communities know about: ○ Local or national AI/AN crime and victimization, facilities used with AI/AN offenders, jail or prison reentry trends? ➤ In what ways are communities informed about reentry efforts? <ul style="list-style-type: none"> ○ Community meetings, public events, media such as radio, newspapers or newsletters, Internet sources, billboards, etc. ○ What reentry training or education has been provided to the community?
3. Leadership Support for Reentry	<ul style="list-style-type: none"> ➤ Identify the tribal leadership and/or government support for reentry. <ul style="list-style-type: none"> ○ How is leadership informed about local and national crime and reentry trends? ○ What intergovernmental agreements regarding reentry exist with external authorities or agencies? ○ What tribal public policies support reentry: <ul style="list-style-type: none"> ▪ Tribal codes, legislation, rules and regulations, or programmatic policies.
4. Community Climate	<ul style="list-style-type: none"> ➤ Identify the community attitudes and feelings about reentry. <ul style="list-style-type: none"> ○ What do communities fear most from re-entrants? How are fears being addressed? ○ What are the concerns with public-safety issues? ○ What are the negative experiences communities have had with re-entrants?

TABLE 4. COMMUNITY READINESS DIMENSIONS FOR REENTRY

	<ul style="list-style-type: none"> ○ What are the positive experiences communities have had with re-entrants?
<p>5. Community Knowledge of Reentry Issues</p>	<ul style="list-style-type: none"> ➤ Identify what community knowledge about what happens when reentry services are not available in the community and its impact on re-entrants, their families and communities. <ul style="list-style-type: none"> ○ What facts do communities have about the needs of re-entrants regarding family support, employment, housing, education, support services, etc. ○ What do communities know about the factors that contribute to offenders’ return to crime, substance abuse relapse, or what helps offenders change their life course in positive ways. ○ What do communities know about particular re-entrant populations, i.e., sex offenders, aging re-entrants, or the gender-responsive needs of female offenders, especially single mothers?
<p>6. Reentry Resources</p>	<ul style="list-style-type: none"> ➤ Identify the resources available at different levels: <ul style="list-style-type: none"> ○ What are the individual levels of support available from citizens, i.e., mentors, support groups, volunteers, etc.? ○ What community-level supports come from private businesses, non-profit organizations, faith-based sources, etc.? ○ What are the cultural-based resources from spiritual leaders, healers, cultural groups for men and women, etc.? ○ What are the development resources available from government and non-governmental sources?

This CRM process assists with gathering the information needed to determine readiness stages with each of the six readiness dimensions.

Figure 3 – Stages of Community Readiness



The qualitative data gathered is used to identify gaps and barriers along a continuum from low readiness (Stage 1) to high readiness (Stage 9) within each readiness dimension.

Additionally, the data collected can be used to build upon strengths and develop strategies to address weaknesses and gaps to progressively reach the next stage of readiness. The CRM paves the way for development of policies, programs, interventions and practices to use in building a program of reentry that is germane and culturally-relevant and appropriate for the tribal community.

Developing a Program of Reentry

Since the first time a tribal citizen was incarcerated in a jail or prison, tribes have been dealing with the needs that followed the individual upon their release or discharge. Unfortunately, because crime does not stop, tribes will continue to meet these needs. However, there is new knowledge available that can be used to rethink how to meet the growing, varied, and multiple needs of jail inmates' or prisoners' re-entrant levels. The following sections describe strategies for four levels of reentry development—interpersonal, organizational, community, and leadership/political—across four dimensions or components: building relationships, building skills, working together and commitment.

Strategies for Jail Reentry Planning

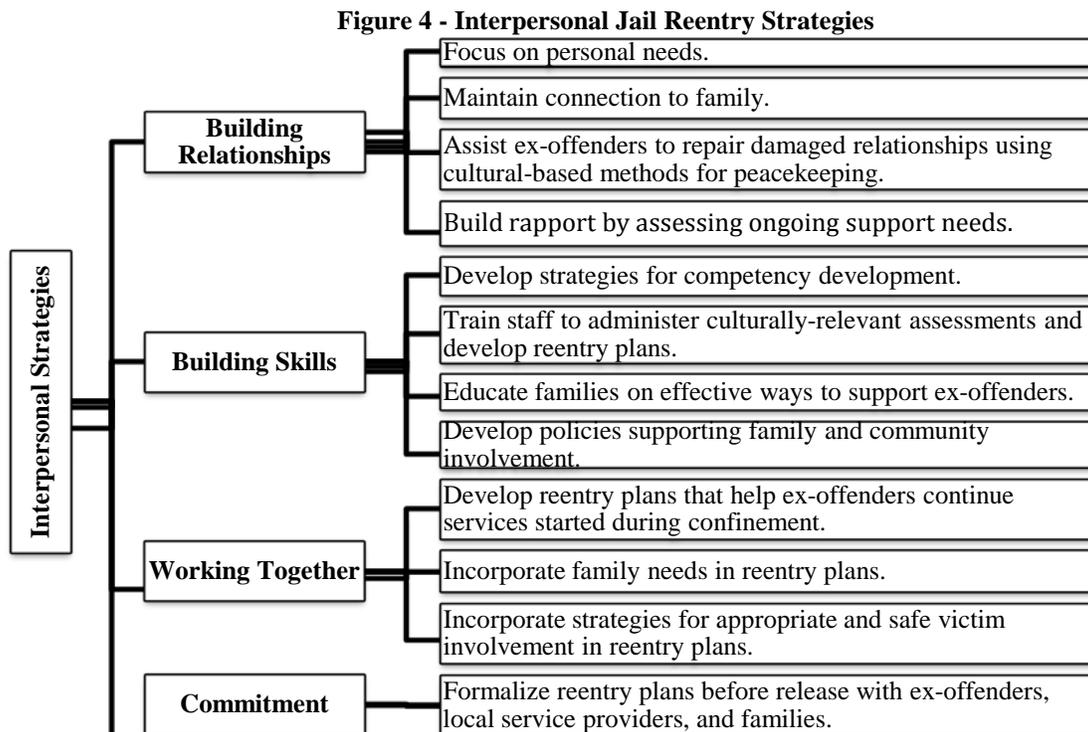


Figure 5 - Organizational Jail Reentry Strategies

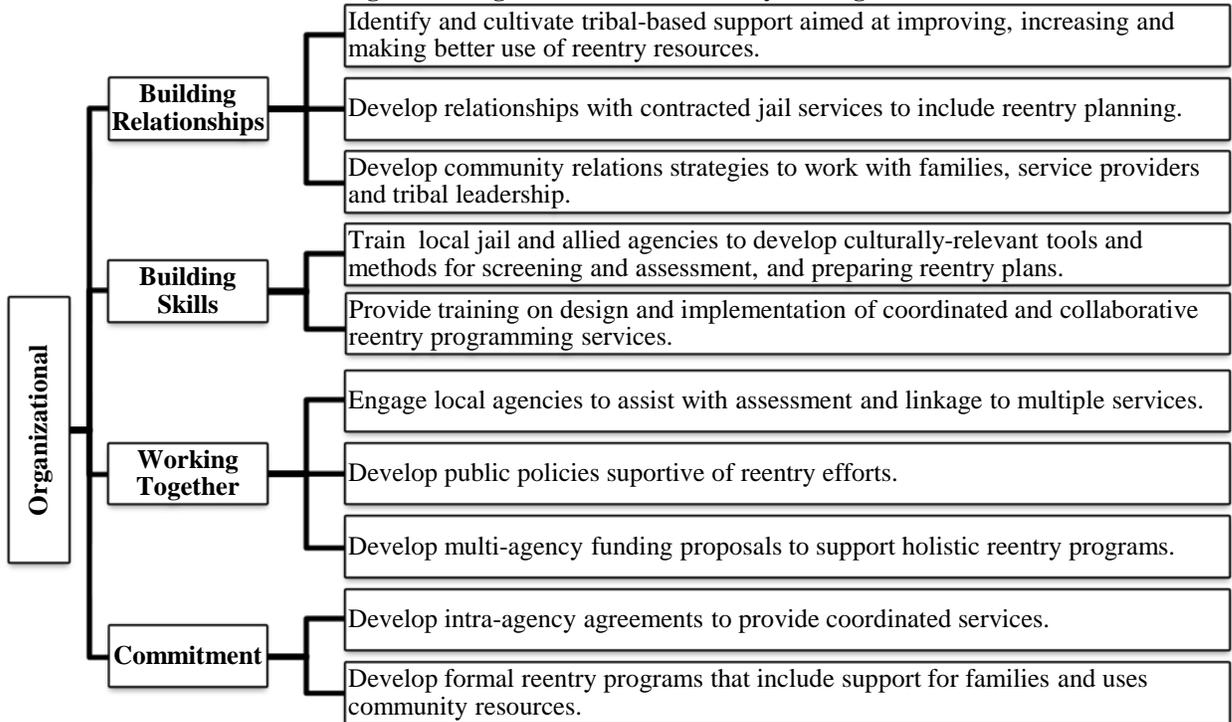
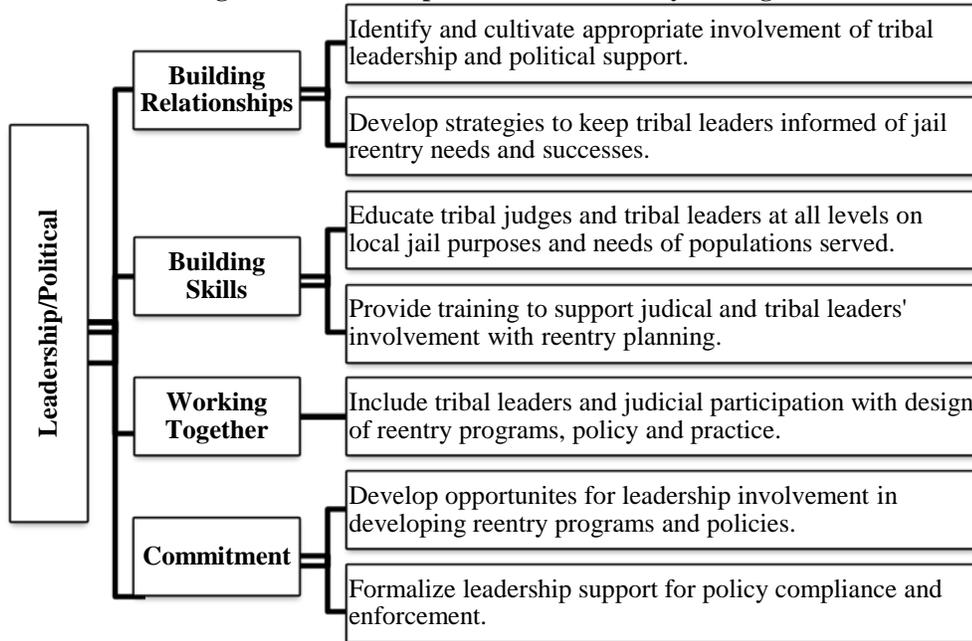


Figure 6 - Community Jail Reentry Strategies



Figure 7 - Leadership/Political Jail Reentry Strategies



Strategies for Long-term Correctional Reentry Planning

Figure 8 - Interpersonal Correctional Reentry Strategies

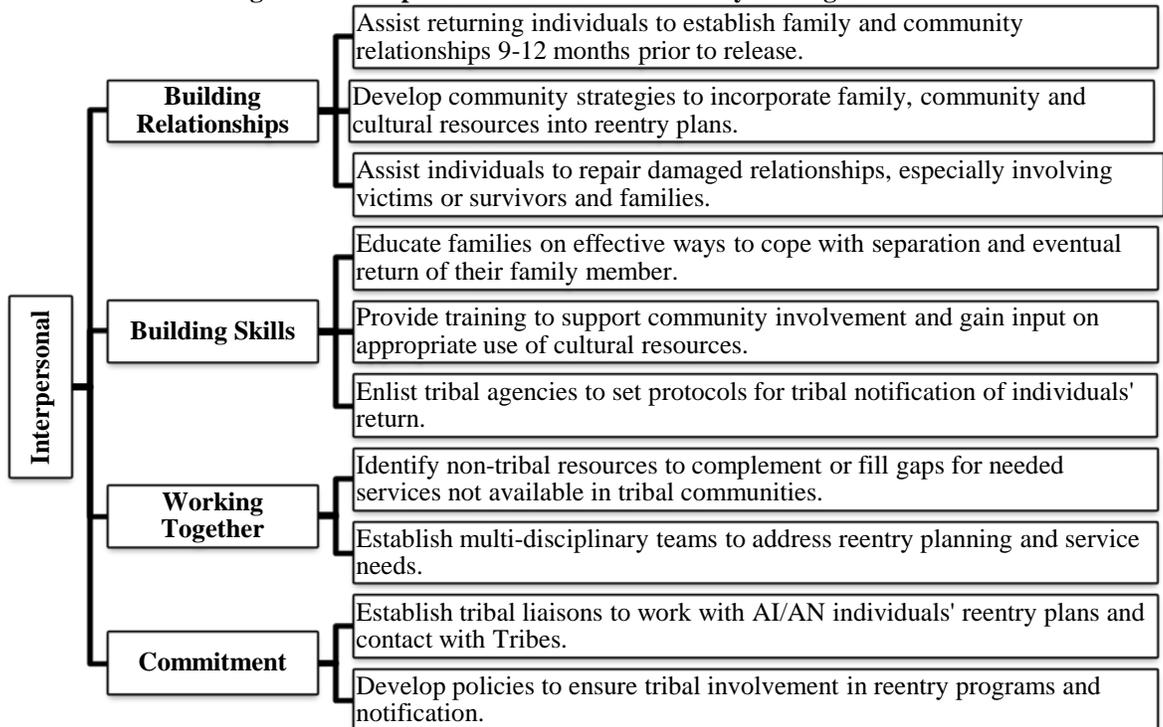


Figure 9 - Organization Correctional Reentry Strategies

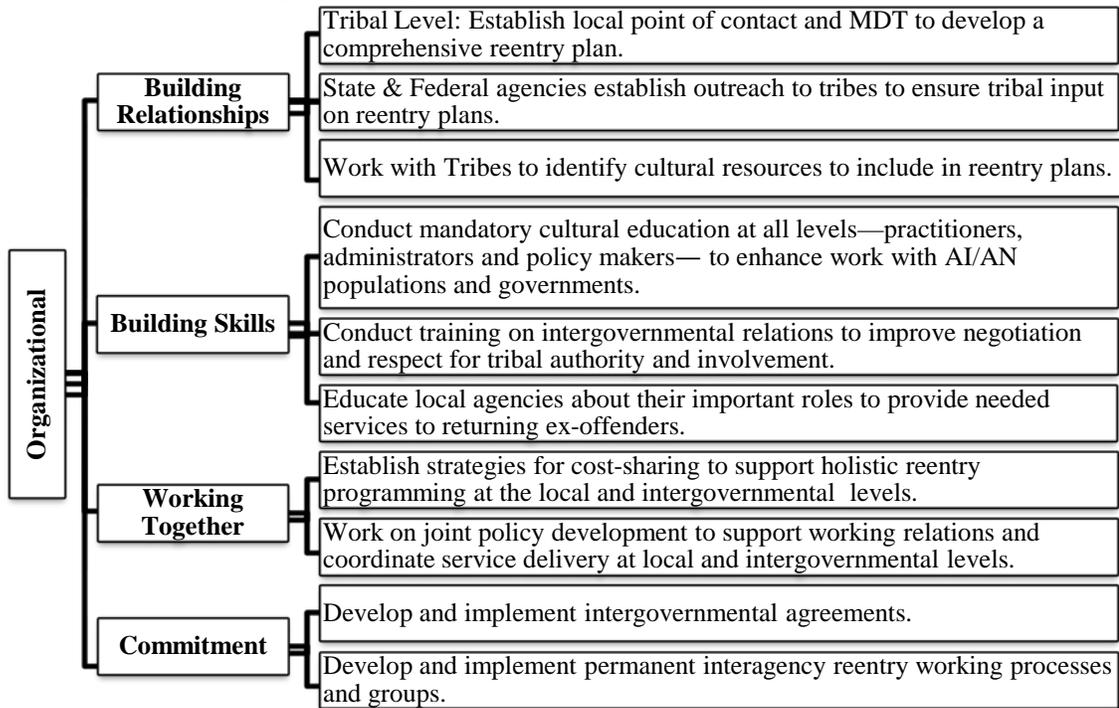


Figure 10 - Community Correctional Reentry Strategies

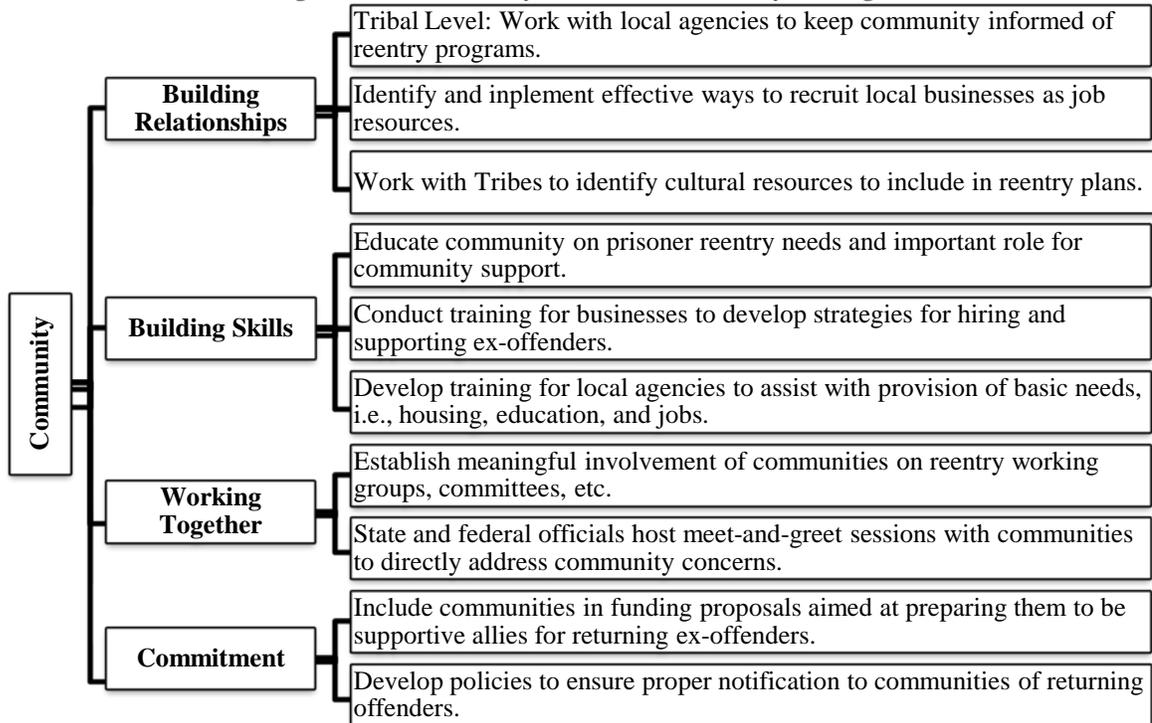
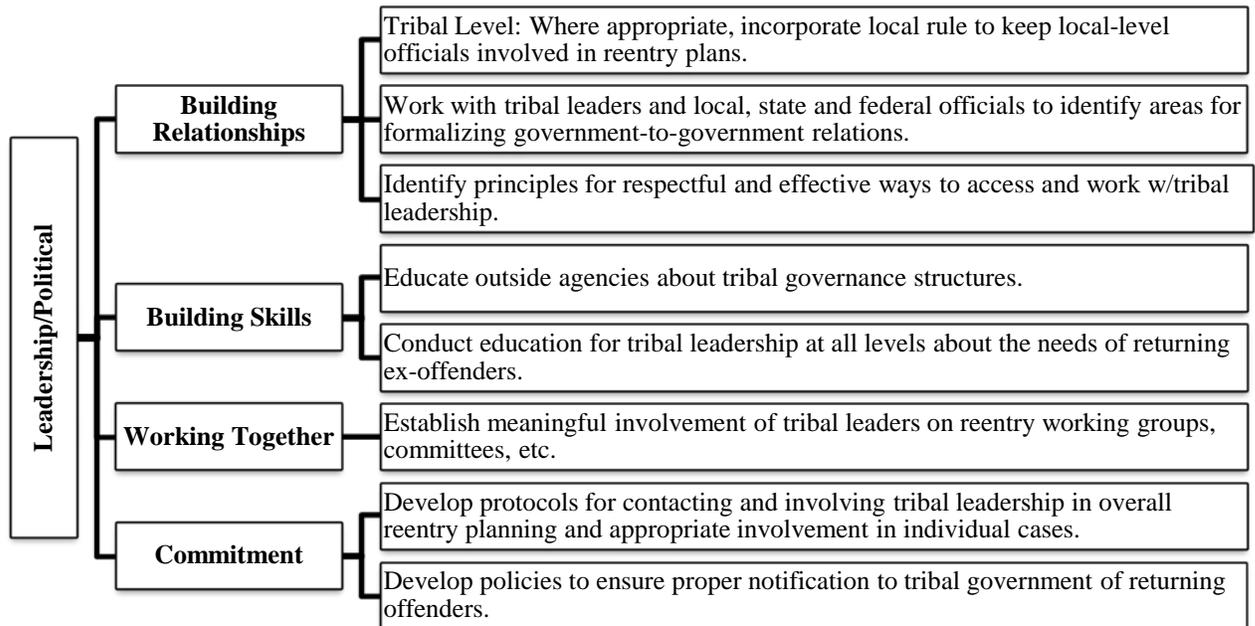


Figure 11 - Leadership/Political Correctional Strategies



CONCLUSION

Re-entrants from jails or prison need support from their respective tribes to return to their homes, families, relatives and communities in a good way. In many instances, the support a re-entrant receives from the tribal governments and communities may be the catalyst needed to change a person’s life course away from criminal activity and into one of sobriety and a better life.

It is important, however, as tribes rethink the most effective ways to respond to the risks, needs and protective factors of re-entrants, that they carefully examine what is available from tribal-specific or mainstream research and evaluation about policies, programs and practices. Equally important is for tribes to build response systems that reflect who they are as Indian nations and AI/AN people. Through careful and deliberately thoughtful efforts, tribes can develop effective and efficient reentry systems.

ENDNOTES

¹ For some peer groups, the term “re-entrant” refers to an ex-offender that has made a conscious decision to change the course of his/her life by making positive decisions that will produce benefits to themselves and their community. It is considered a more positive identifier than ex-offender. Remarks by D. Schenkenberger from the Anchorage Alumni Group; Brown, D., (2009). Re-entrant definition.

<http://lifeline2success.blogspot.com/2009/09/what-is-re-entrant.html>.

² 18 U.S.C. 1151 defines "Indian Country" as "(a) all Indian lands within the limits of any Indian reservation under the jurisdiction of the United States Government, notwithstanding the issuance of any patent, and including rights-of-way running through the reservation, (b) all dependent Indian communities with the borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a state, and (c) all Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same."

³ Todd, M., (2013). Jails in Indian Country, 2012. NCJ 242187. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

⁴ Ibid., (2011). Jails in Indian Country, 2009. NCJ 232223. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

⁵ Second Chance Act of 2007, Pub. L. 110-199 provides a comprehensive response to the increasing number of incarcerated adults and juveniles who are released from prison, jail, and juvenile residential facilities and returning to communities.

⁶ SCA Fact Sheet available at: http://oldrm-rpc.csgjusticecenter.org/documents/0000/1277/2.14.12_Second_Chance_Act_Fact_Sheet_.pdf.

⁷ BJA Awards available at: <https://www.bja.gov/funding.aspx>.

⁸ SAMHSA Awards available at: <http://www.samhsa.gov/Grants/archives.aspx>.

⁹ SAMHSA YORP Awards available at: http://www.samhsa.gov/SAMHSA_News/VolumeXVI_3/article4.htm.

¹⁰ U.S. Department of Labor Awards available at: http://www.doleta.gov/grants/grants_awarded.cfm.

¹¹ U.S. Attorney for the District of New Mexico, Listening Session held on September 26, 2006. Focus group discussion October 4, 2012, SCA Conference.

¹² Councils of State Governments, n.d. Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community, Washington, D.C.; Frank, D. and Carey, M., (2010), Implementing Evidence-Based Practices, Center for Effective Public Policy prepared for the U.S. Bureaus of Justice Assistance, Washington, D.C.

¹³ National Institute of Corrections, (2010). *A Framework for Evidence-Based Decision Making in Local Criminal Justice Systems*. Available at: <http://cepp.com/documents/EBDM%20Framework.pdf>.

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¹⁶ List of current evaluations available at: <http://www.nij.gov/topics/corrections/reentry/evaluation-second-chance.htm>.

¹⁷ Lindquist, C., Melton, A.P., McKay, T., Martinez, R. (2013). Early implementation experiences of OJJDP's tribal green reentry programs. U.S. Office of Juvenile Justice and Delinquency Prevention. Washington, D.C. Available at: http://www.aidainc.net/Publications/topical_brief_Feb%202013.pdf.

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