Coordinator. This resolution included a memorandum of understanding which was signed by the Mayor of Shelby County, Mayor of Memphis, Sheriff, Administrative Judge of the Criminal and General Sessions Courts, the District Attorney General, the Criminal Court Clerk, and the General Sessions Court Clerk.

In order to appreciate the need for planning and coordination consider the following basic questions:

1. What is the most serious criminal justice problem facing our community? Is it Drugs? Gangs? Guns? Juvenile crime? Truancy? Lack of after school activities for kids? Lack of job training?

2. How does our criminal justice system set priorities?

3. How often do multiple criminal justice agencies collaborate to maximize scarce resources?

4. What is the level of information sharing among criminal justice agencies?

These questions appear relatively simple. However, in attempting to answer them it becomes apparent we are disjointed and lack focus. What are the most serious criminal justice problems facing our community? It depends who you ask. Given the diversity of opinions and concerns that is understandable. The problem with such widely disparate answers is that solutions tend to also be widely disparate with the result that our efforts are often diluted and ineffective.

Our system does not set priorities, individual agencies and officials set them. The problem with this approach is that the result is a lack of focus for the system as a whole. Again, the result is a widely disparate set of priorities that, at best, do not support each other and, at worst, may conflict and hinder efforts of other agencies. Individual agencies set individual priorities and then we all gather at the same trough to try and get resources.

There is a degree of collaboration occurring in our justice system. The collaboration is often borne of necessity rather than a strategic approach to problem solving. Consequently, we achieve some short term benefits but have no longer range integrated solutions.

The level of information sharing is atrocious. Our system is full of stand alone information systems that result in redundant data entry, limited ability to analyze information, and a myopic view of individual cases and problems.

Given the importance of a system of justice, and the investment of resources and personnel made in our system, we should expect more.

CAUTIONS

Despite the problems inherent in such a fragmented system, the independence of the various components of the system must be maintained for justice to be administered fairly. The fragmentation exists for a reason. At first glance, it appears to be a conundrum but, as the Department of Justice maintains, not fragmentation, but the problems resulting from it must be the target. (US DoJ: Guidelines for Developing a Criminal Justice Coordinating Committee).

Comprehensive planning and coordination must be pursued with the recognition that decision makers must be brought together without attempting to subordinate them to any higher authority.

The fact that the system is fragmented by design does not mean we should succumb to the problems created by the fragmentation. We simply must be cautious that our solutions do not erode the fabric of our system which is based on the independence of the contributing components.

ADVANTAGES OF COORDINATION/PLANNING

Recognizing that maintaining independence is critical, it is equally clear that planning and coordination can yield numerous benefits. Some advantages include:

- Provision of a forum or mechanism for discussion of criminal justice issues
- Improved understanding of various agency roles
- Better understanding of crime and criminal justice problems
- Establishment of clear priorities and objectives
- More effective allocation of resources
- Establishment of more collaborative approaches to problem solving

Crime and public safety are invariably listed as top concerns of citizens in Shelby County. Given this high degree of public concern and the importance of the criminal justice system to the quality of life in a community, it is important to have an ongoing mechanism to discuss system issues. No such forum or mechanism currently exists. Ad hoc groups typically come together to address a particular crisis but this approach is more frequently reactive than proactive. A proactive approach requires the type of broad discussion which can best be achieved by some type of ongoing structured mechanism.

An ongoing formal process with representatives from the various components of the criminal justice system will result in discussions that lead to increased understanding of roles. This type structure or mechanism will also result in a broader discussion of issues that will lead to a more rounded understanding of crime and criminal justice problems.

A planning process, through a broad formal structure, can lead to the establishment of clear priorities and a discussion of how resources should be allocated to address those priorities. Finally, closer working relationships tend to foster more collaborative approaches to problems.

A PROPOSED MODEL FOR COORDINATION

The need for coordination is generally understood and supported. What is not generally understood is how coordination can best be achieved. The need for independence in an environment of interdependence makes for a challenging proposition.

The following is a proposal to create a Criminal Justice Coordinating Committee consisting of agencies under the umbrella of Shelby County Government. This proposal builds on the template for an advisory board established in conjunction with the Local Law Enforcement Block Grant (LLEBG) program, later renamed the Justice Assistance Grant (JAG) program.

In 1996 the federal government made a large sum of money available for communities through the Local Law Enforcement Block Grant (LLEBG) program. A requirement of this block grant was that the City and County governments agree on a plan to use the funds. In order to produce this spending plan, the LLEBG advisory board was created. This group has continued to meet through each grant cycle to develop spending priorities and allocate the Justice Assistance Grant (JAG) funds. The JAG Committee was charged with the responsibility of reviewing the funding priority areas, seeking public input, and making recommendations for allocation of grant funds.

This group has a history of working through difficult issues and making recommendations involving funding of priority areas. Any decision involving allocation of resources is potentially a contentious exercise. The JAG advisory board has successfully received public input, confronted difficult issues, and established spending priorities for a number of years.

The JAG advisory board has not met on an ongoing basis nor has it pushed beyond the original scope of its responsibilities to administer these specific grant funds. It has, however, established a workable model for ongoing communication and cooperation. The JAG advisory board has already gone through many of the growing pains a newly formed CJCC would encounter. The group has credibility within County government and the criminal justice system, includes a wide array of representatives and has experience in setting priorities. The JAG advisory board also has experience in addressing contentious funding issues while maintaining independence and productive working relationships. There are significant advantages in building a Criminal Justice Coordinating Council from an existing group and thus avoiding many of the growing pains associated with this type process.

The proposed make-up of the CJ Coordinating Council begins with the inclusion of members within the sphere of Shelby County Government. Although broad representation is essential, it is also necessary to limit the group to a manageable number. For that reason, some members would be relied upon to represent other offices.

The initial members of the Shelby County Criminal Justice Coordinating Council should include:

- Administrator, Shelby County Pretrial Services
- Chair, University of Memphis Department of Criminology and Criminal Justice
- District Attorney General
- Director Shelby County Division of Community Services
- Director Shelby County Division of Corrections
- Jail Director
- Sheriff
- President, Memphis Shelby Crime Commission
- Public Defender
- Shelby County Criminal Justice Coordinator
- A member of the judiciary

SCOPE

Coordinating councils exist in a variety of forms and with a range of jurisdictional coverage. The DoJ monograph "Guidelines for Developing a Criminal Justice Coordinating Committee" discusses a developmental approach to these committees (councils). The Shelby County Criminal Justice Coordinating Council (CJCC) should be designed to deal with justice issues within the boundaries of Shelby County. This allows a broad approach to criminal justice issues while limiting it to the County level of government. While this scope may, and should, be re-examined periodically it makes sense to begin at a manageable level.

Another point of concern is how the CJCC will be staffed, if at all. This is an area that needs greater exploration and discussion. The answer will be largely dependent on how the CJCC goes about accomplishing its tasks. A CJCC that is simply a structure for facilitating discussion and planning will not require much support whereas, a CJCC charged with obtaining and analyzing data would require an investment in staffing.

At this point, it is suggested the CJCC could be created without a formal staff. The office of the Shelby County Criminal Justice Coordinator can provide support and work with the Memphis-Shelby Crime Commission to coordinate research support. The staffing of the CJ Coordinating Council should be reviewed within two years of its creation to insure the structure meets the needs.

OPERATIONAL FRAMEWORK

The work of the CJCC will largely be done through the creation of committees built around particular areas. Each committee will have a Chair who will be responsible for scheduling meetings and reporting on coordination efforts undertaken within that area. Committee chairs may recruit other stakeholders and topical experts to assist with the committee work. The following standing committees will provide updates/reports/recommendations for each meeting of the CJCC:

- Shelby County Jail Master Plan Response and Follow Up
- Juvenile Justice Issues
- Street Crime/Violent Crime
- Special Populations (ex. substance abuse and mental health issues)
- Criminal Justice System Efficiencies
- Grants/Funding Issues

Other ad hoc committees may be created as necessary.

NEXT STEPS

Creation of the Shelby County Criminal Justice Coordinating Council is an important step in improving our justice system. Although the needs are pressing, the nature of such a council necessitates a methodical approach. It is suggested that the process follow the broad outline below:

1. Presentation of proposal to the County Mayor
2. Presentation of proposal to the Shelby County Commission
3. Preparation of resolution to the County Commission formally establishing the Shelby County Criminal Justice Coordinating Council

CONCLUSION

The need for planning and coordination of our justice system is painfully apparent. It has been recognized by both city and county governments and by the various components of the justice system itself. The size and magnitude of the justice system demand a greater level of coordination than has been achieved in the past. Although the independence of the various components of the justice system must be maintained, the interdependence of these components requires coordination if any reasonable level of efficiency is to be achieved. The Justice Assistance Grant (JAG) Advisory Board offers an established framework from which to construct the Shelby County Criminal Justice Coordinating Council (CJCC). The JAG board has tackled difficult issues in a productive and cooperative way and has the support of both County Government and the criminal justice system. The advantages of converting the JAG board into a broader CJCC is that we move forward from successes already achieved rather than start over from scratch.

Coordination is needed, in fact it is critical. It is time we move forward to address this problem within our system and the creation of a broader Criminal Justice Coordinating Council is our best opportunity to move our criminal justice system forward.

EXHIBIT B

SHELBY COUNTY
CRIMINAL JUSTICE COORDINATING COUNCIL
BYLAWS
June 17, 2008

Article I: Name

The name of this body is the Shelby County Criminal Justice Coordinating Council. It will be referred to as the CJCC in the following bylaws.

Article II: Authority

The CJCC is authorized by a resolution passed by the Shelby County Commission in 2008. In addition, participating agencies have entered into a Memorandum of Understanding.

Article III: Mission

The Shelby County Criminal Justice Coordinating Council exists to improve the administration of justice through planning, research, evaluation, and system-wide coordination of criminal justice activities.

Article IV: Membership

There are ten (10) voting members of the CJCC. Membership will be by virtue of position held or by appointment by a representative group as described below:

Section A: Membership by Position

There are eleven (11) voting members of the CJCC who are members due to the position they hold. These eleven (11) members serve on the CJCC as long as they occupy their position:

- Administrator, Shelby County Pretrial Services
- Chair, University of Memphis Department of Criminology and Criminal Justice
- District Attorney General
- Director Shelby County Division of Community Services
- Director Shelby County Division of Corrections
- Jail Director
- Sheriff
- President, Memphis Shelby Crime Commission
- Public Defender
- Shelby County Criminal Justice Coordinator
- A member of the judiciary

Article V: Meetings

Section A. Regular Meetings
The CJCC shall meet at least quarterly with meetings scheduled in January, April, July, and October. More frequent meetings may be scheduled at the request of the Chair or by majority vote.

Section B. Special Meetings
Additional or special meetings may be scheduled at the discretion of the Chair.

Section C. Designees
CJCC members may designate one chief staff person to represent them and vote at CJCC meetings. Any member wishing to appoint a designee is to identify the designee in written correspondence addressed to the Chair of the CJCC. Designees can be changed only by notifying the Chair in writing.

Section D. Quorum
A quorum is no less than a simple majority of the total membership including designees. Action may be taken by a majority of those present voting.

Article VI: Voting
Each CJCC member has one vote. Designees may vote on behalf of a member if they have been identified by the member in written correspondence addressed to the Chair.

Article VII: Chair
The initial Chair of the CJCC will be appointed by the Shelby County Mayor and will serve for two years from the date of appointment. A Vice-Chair will be selected by majority vote of the CJCC members and will serve two years. Subsequently, the Chair and Vice Chair of the CJCC will be selected by majority vote of the members and will serve for two years. The Chair and Vice Chair are eligible to be re-elected.

Article VIII: Committees

Section A. Purpose
The purpose of the committee structure of the CJCC is to expedite and facilitate the business of the CJCC. Committees may undertake analyses and develop recommendations on particular topics for consideration of the CJCC. Committees are expected to produce concise and cogent work products.

Section B. Committee Structure
Committees should be large enough to reflect the expertise and perspectives relevant to the substantive areas and technical issues assigned to them, while small enough to insure a timely and responsive work product. Committee assignments will be made by the Chair and efforts will be made to allow CJCC members to serve on committees of their choice. There will be no limit to the number of committees on which a CJCC member shall serve.

Each committee will select a member to serve as committee chairperson. The committee chair will be responsible for scheduling meetings and insuring a timely and responsive work product is submitted to the CJCC.

Section C. Standing Committees
The following standing committees will provide updates/reports/recommendations for each meeting of the CJCC:

- Shelby County Jail Master Plan Response and Follow Up
- Juvenile Justice Issues
- Street Crime/Violent Crime
- Special Populations (ex. substance abuse and mental health issues)
- Criminal Justice System Efficiencies
- Grants/Funding Issues

Section D. Ad Hoc Committees
Ad hoc committees may be created by the Chair as deemed necessary.

Article VIII: Amendment of Bylaws
Proposed amendments to the bylaws are to be included on the agenda of a regularly scheduled meeting. Amendments to the bylaws require three fourths vote of the membership of the CJCC. Any change in bylaws approved by three fourths vote of the membership becomes effective immediately.