

---

# Announcement and Application for Jurisdictions Interested in Participating in the Transition from Jail to Community (TJC) Initiative May 2009

---

The Transition from Jail to Community (TJC) Initiative is a model approach for jails and local communities to collaboratively address the reentry challenges faced by individuals returning from jail, in order to enhance public safety and improve reintegration outcomes. Beginning in September 2009, four jurisdictions will receive TJC technical assistance over two years. This announcement provides background and sets forth the requirements for jurisdictions to be considered for selection as one of the four new TJC jurisdictions.

## Transition from Jail to Community Overview

With some 13 million annual admissions<sup>1</sup> to increasingly crowded jails, high recidivism rates, and substantial reentry challenges for individuals and communities to which they return, there is a critical need to transform the jail transition process to improve public safety in communities around the country. Yet, relatively little attention has been paid to this issue until recently. The Transition from Jail to Community (TJC) Initiative is a critical step towards addressing this need. **This solicitation invites jurisdictions to apply to become one of four new TJC technical assistance sites. Sites will be selected in the summer of 2009 and will begin implementation of the TJC model for jail-to-community transition in September 2009.**

The TJC Initiative was launched in 2007, through a cooperative agreement between the National Institute of Corrections (NIC) and the Urban Institute (UI) to develop and implement an innovative and effective jail-to-community transition model. The TJC model (see figure 1) embodies the essential elements of an effective transition strategy. The model can be used to design jurisdiction specific jail-to-community transition strategies in a wide variety of settings (rural, suburban, and urban) and for diverse jail populations. NIC and UI worked with practitioners to develop this transition model to provide a blueprint for local jurisdictions to implement an effective and comprehensive jail-to-community transition strategy. As the model illustrates, TJC focuses equally on both the jail and community aspects of transition, as the issue of facilitating jail-to-community transition is not exclusively and issue for the jail; rather it is shared with the many agencies and organizations in the community involved with these same individuals.

---

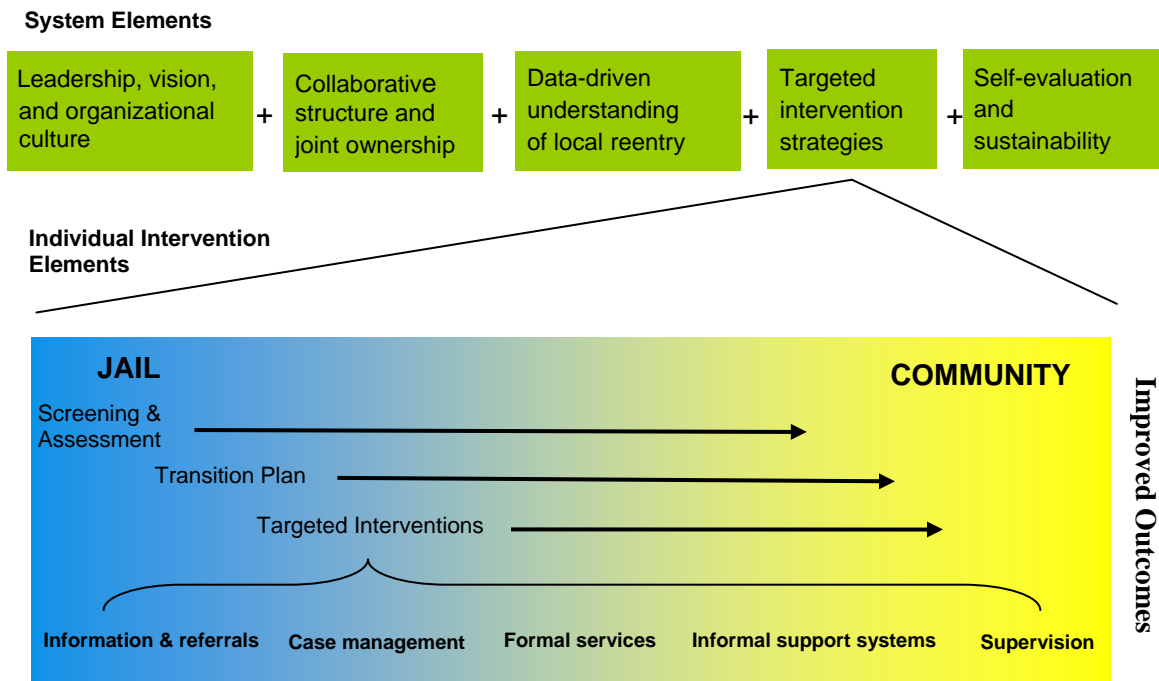
<sup>1</sup> Sabol, William J., and Todd D. Minton (2008). *Jail Inmates at Mid-Year 2007*. Bureau of Justice Statistics, United States Department of Justice: Washington, DC.

The goal of the TJC Initiative is to improve public safety and reintegration outcomes, specifically:

- Reduced reoffending
- Reduced substance abuse
- Reduced homelessness
- Improved health
- Increased employment
- Increased family/community connectedness

The TJC model represents a synthesis of researcher and practitioner knowledge regarding how to reach these outcomes. It is important to note that TJC is not a discrete program, but a new way of doing business. To that end, the TJC model provides a road map for collaboration and systems change and charts a clear course for jail and community partners by identifying the essential elements of an effective jail transition strategy. Given the diversity of jail systems and community settings, jurisdictions will tailor implementation of the model’s essential elements to reflect and respond to local needs and capacities. Although all elements of the model must be present in each TJC site’s jail transition strategy, sites are expected to pursue approaches that reflect local issues, needs and resources. We recognize that implementation of the TJC model is an intensive undertaking, but also believe that it offers a unique opportunity for jails and their community partners to enhance public safety, strategically target scarce resources, and improve the conditions of local communities.

**Figure 1: The Transition from Jail to Community (TJC) Model**



In September 2008, the project team selected the first two sites for implementation, Douglas County, KS and Denver, CO. Both jurisdictions have been working to implement the model, with technical assistance and evaluation support from the national TJC team. The

national TJC team is now soliciting applications to select an additional four TJC sites to begin implementing a jail-to-community transition strategy that is both consistent with the TJC model yet responsive to the unique context, jail population characteristics, and priorities of each site.

Detailed information on the TJC model and initiative are available at [www.jailtransition.com](http://www.jailtransition.com).

## **Scope of the TJC Initiative**

Technical assistance support is available for up to **four jurisdictions** to participate in this phase of the project. As with the initial two TJC sites, the four TJC sites selected will receive technical assistance to guide them through the planning and implementation of their TJC strategy, targeted technical assistance in areas of particular need in each jurisdiction, and evaluation support. Representatives from each of the participating jurisdictions are expected to attend the cross-site TJC Kick-Off workshop in September 2009 to begin planning for TJC implementation.

## **Eligibility**

Any jurisdiction that operates a jail facility(s) in the United States is eligible for consideration to be a TJC site. This would include a “regional jail” jurisdiction created to serve more than one county under a single governing board. Multi-jurisdiction regional coalitions that include multiple independent jail systems will not be considered for this phase of TJC assistance.

## **Project Timeline**

**Applications for participation in the project are due on June 15, 2009.** Jurisdictions selected to participate in this phase of the project will be notified of their selection in early August of 2009. The cross-site Kick-Off meeting will occur on September 9-10, 2009, in Washington, DC. Selected sites will be asked to complete a set of initial planning tasks between notification of their selection and the cross-site Kick-Off. Technical assistance will be provided over roughly a two-year period, from the fall of 2009 through the fall of 2011.

## **Expectations of TJC Sites**

Prospective TJC sites are asked to make commitments relative to both the TJC process, and the substance of the TJC model. The intention of the TJC team was to create a model and an implementation process that were comprehensive yet flexible, to allow sites to shape their TJC initiative and strategy to reflect local circumstances, resources and priorities. To that end, we have tried to make our expectations both manageable and focused on important and essential activities and principles.

### ***Process Expectations***

- Becoming a TJC site is a two-year commitment, including a six-month upfront period geared to establishing the structure of the initiative and developing a data-driven intervention design.
- Sites must dedicate a TJC site coordinator (at least half-time, but preferably full-time) responsible for coordinating the various TJC activities; this person will be accountable to the local TJC partner organizations, and serve as a main point of contact to the national

TJC team. The TJC coordinator can work for any of the partner organizations, so long as the coordinator's mandate is to achieve larger TJC system goals and not only those of the coordinator's home organization.

- The jurisdiction's proposed TJC partnership must consist of committed and engaged partners who will be willing to undertake major changes in current jail-to-community transition practice, and to sustain them over time.
- Sites must agree to maintain coordination of the TJC effort and work with local and national partners on an ongoing basis, including:
  - regular conference calls with the national TJC team;
  - monthly meetings with partner organizations;
  - participation in cross-site meetings with other TJC sites to discuss lessons learned; and
  - sharing information, with the national team, other TJC sites, and the field, on all elements of the jail-to-community transition effort as it develops.
- Sites must agree to send five representatives, including the TJC site coordinator, to the TJC cross-site Kick-Off meeting in Washington, DC, on September 9-10, 2009.

### ***Substantive Expectations***

- TJC sites agree to engage in a thorough assessment of the characteristics of the jail population, local crime problems, to examine laws and policies that affect jail-to-community transition practices, and other factors necessary to craft their local TJC strategy. In particular, sites must identify subsets of their populations likely to consume disproportionate criminal justice and program resources and develop strategies to address the needs of these subsets.
- TJC sites agree to work toward implementation of universal risk of recidivism screening of their jail populations, regardless of felony/misdemeanant, pre-trial/adjudicated, or any other differences in status. A TJC assumption, consistent with evidence-based practice, is that the higher-risk sub-populations will receive higher intensity interventions.
- TJC sites agree to use data to inform their analysis of local reentry issues and the design of their jail-to-community transition strategy; sites are also expected to incorporate evidence-based practices in their interventions.
- Partners in TJC sites agree to track service referrals, engagement and utilization, and completion status, when applicable, and to share that information with partner agencies.
- TJC sites must commit to the ongoing self-evaluation of their TJC efforts, and to adapt and modify their TJC efforts as indicated by the results of their self-evaluation.

### **Technical Assistance and Evaluation Support**

The four TJC sites selected will receive technical assistance to facilitate implementation of the TJC model, as well as evaluation support to document each site's TJC approach and the effects of implementing the model. **There will be no funds to support program operations or staffing. No funds will be transferred to the local jail or community.** Specifically, site support will include:

#### ***Cross-Site TJC Kick-Off Meeting***

The national TJC project team will hold a cross-site TJC Kick-Off meeting September 9-10, 2009, in Washington, DC. The project will cover travel expenses for teams of five individuals from each site to attend. Teams should include the designated TJC site

coordinator and key leaders of participating agencies in the jail/community transition collaborative. The cross-site Kick-Off meeting will provide the four selected TJC sites with in-depth training on the TJC model and its elements; time will also be devoted to exploring how the model can best be adapted and applied most effectively in each jurisdiction. There will be opportunities for the four sites to learn about the current Douglas County and Denver sites' experiences, including lessons learned, and the practices and partnerships of their fellow new TJC sites.

### ***TJC Implementation Planning Assistance***

The first six months of TJC implementation will focus on design of the TJC initiative to meet the unique needs of each site. While the TJC model provides a comprehensive approach to jail-to-community transition, there is also ample flexibility to adapt the model to the context, resources, and needs of each jurisdiction. During the planning period, the TJC team will assist the sites in:

- Designing the structure of their TJC collaboration (which may derive from pre-existing criminal justice collaborative structures), including both an executive-level entity to provide strategic direction and oversight, and a implementation-level entity to craft and carry out specific elements of the local TJC initiative;
- Crafting a mission and vision for the local TJC initiative, and identifying corresponding goals and objectives;
- Defining membership, roles and responsibilities for each element of the site's TJC structure;
- Conducting data analyses to measure key characteristics of the jail population to both establish a baseline against which to measure TJC progress, and identify opportunities for intervention; and
- Defining how to implement and utilize screening and assessment to determine the risk level of the jail population and criminogenic needs for targeted intervention.

### ***Site Liaison Support***

Each TJC site will have a designated site liaison from the national TJC team. This liaison will maintain regular contact with the site, through regular conference calls and other interaction, to guide implementation, assist the site coordinator with trouble-shooting as needs arise, coordinate technical assistance provision, and provide any other support the site may need.

### ***Targeted Technical Assistance Provision***

This will include site visits, from the TJC team and selected subject matter experts, workshops session through distance technologies such as web conferencing, and off-site (and potentially cross-site) trainings.

### ***Baseline Data Collection and Analysis***

Assessing the characteristics of the jail population—including inmate risks, criminogenic needs, and service profiles—is a critical first step toward forming a data-driven jail-to-community transition strategy. Shortly after site selection, Urban Institute staff will contact sites to review existing data sources and assist with basic analysis to assess key characteristics of their jail population, including risk/need levels, and to identify specific subsets of the larger jail population (frequent users, first-time inmates) that may consume disproportionate

resources or require targeted intervention. As data are available, UI will also work with sites to analyze levels of program participation, including rates of referral, engagement and completion, both in the jail and in the community, and recidivism rates.

### ***Evaluation and Self-Evaluation Support***

As part of the TJC evaluation, researchers at the Urban Institute work closely with partners in each site to assist with and monitor implementation of the model and to provide sites with early and frequent feedback that can be used to help shape and refine their jail-to-community strategy. TJC evaluators will meet with key stakeholders and partners to document reentry efforts prior to TJC, as well as document the progress of model implementation. This approach enables evaluators to tell each site's "TJC story" including whether implementation proceeded as planned, the range of activities pursued, factors that helped or hindered implementation, and lessons learned.

The evaluation team will also work with each site to implement a performance management framework and a core set of performance indicators that will assist the site in monitoring progress of its jail to community transition effort on a continuing basis beyond the two year TJC site period.

Finally, UI researchers will work with sites to use extant administrative data such as arrests or returns to jail to assess key outcomes including the effect of TJC activities on the returning inmates and their home communities.

## **Application and Selection Information**

Applications are invited from jurisdictions interested in taking a systematic approach to facilitating jail-to-community transition. While the lead agency on the application could be any of a number of agencies (sheriff's department, county commission, mayor's office, reentry council, social service provider, etc.), the top-level jail leadership must be a fully participating partner.

Since resources are available to work with only four jurisdictions, every effort will be made to identify those applicants where the conditions for maximum impact are present. Because TJC implementation requires such large-scale change, we are seeking applications from jurisdictions that are already moving in this direction and stand ready to take advantage of the technical assistance and evaluation support to be provided to sites. Selection criteria are listed below and every effort will be made to apply them consistently. That said, we will seek to select four sites that together represent jurisdictions large and small, urban and rural, and from various regions of the country. Please consider all the criteria carefully as you are deciding whether to prepare and submit an application for this project.

Jurisdictions applying to be TJC sites are asked to submit an application not to exceed 12 pages, single-spaced (exhibits and attachments may account for an additional 5 pages) that addresses the criteria below.

## ***Prerequisites***

The elements of the application addressing the prerequisite criteria will not be scored, but are **required** from every applying jurisdiction. Applications that do not adequately address the two prerequisite criteria will not be considered.

**Letter of Interest and Commitment:** Each application must begin with a joint letter signed by the head of the lead organization, the sheriff and/or jail administrator (if the sheriff's department is not the lead organization), and other key partnering organizations. The letter should outline the significance of jail/community transition for all members of the partnership, state the request of the partnering organizations to participate in the TJC project, and affirm the willingness of the signatories to participate in the site's TJC policy team. Separate letters of support from the other individuals/agencies proposed as members of your jail to community transition collaborative are welcome. The letter of interest and commitment does not count against application page limits.

**Safe, stable and secure jail facility:** A safe, stable and secure jail facility is a prerequisite for any jail-to-community transition effort. Only a safe, stable jail facility offers the environment necessary to realize the full benefit of the TJC model. Accordingly, please briefly describe the environment of the jail facility/facilities in your jurisdiction with respect to safety and security (# of inmate incidents including # of inmate fights, # of inmate deaths, and inmate-related injuries to staff). Also include any issues related to overcrowding.

## ***Selection Criteria***

The following criteria will be used to select the four TJC sites from among the applicants that meet the prerequisites. Please ensure that your application addresses each item.

**1. Why is your jurisdiction interested in addressing the issue of jail-to-community transition?** Describe the key issues relating to jail-to-community transition in your jurisdiction (i.e. provide a problem statement), using relevant statistics and other information, and provide a vision statement for what you hope a TJC effort will achieve. What are the major gaps and barriers that you see in your jail to community transition process? What specific outcomes do you want to improve?

**2. What is the nature of the proposed partnership working on jail to community transition, and who is involved?** Contributions from many organizations and agencies (criminal justice agencies, service providers, housing and workforce development agencies, etc.) will be necessary to foster a successful jail to community transition effort. Similarly, committed leadership will be absolutely essential. Please address the following:

- Describe the leadership of your initiative, the composition of your collaborative, and your strategy for recruiting key partners not yet engaged.
- Does the leadership of your proposed effort have sufficient influence to move a systems change effort forward despite the barriers and challenges that will be encountered?
- Is the membership of the collaborative sufficiently broad to both represent the interests of the stakeholder community and to provide support in the many areas that touch upon jail to community transition?

**3. Is your collaborative willing to address jail to community transition as an integrated “systems” issue?** The TJC model guides system-wide change; it is not a discrete program. Proposals must answer these questions:

- To what extent is your jurisdiction committed to changing its approach to jail to community transition at the system level?
- What existing evidence demonstrates that commitment?

**4. Who will serve as the TJC site coordinator for your jurisdiction?** Identify who will serve as the TJC site coordinator, where this person will be based, and how much of his/her time will be devoted to the effort (full time is ideal; at least half time is required). As continuity in this position will be crucial to TJC implementation success, any information regarding how you plan to ensure stability in this position will be valuable.

**5. Does your jurisdiction’s jail have a management information system (MIS) that provides data to guide planning of decision-making (e.g., jail population data, data on program enrollment and completion, etc.)? Does your jurisdiction have a research and analysis unit, or staff person who produces regular data reports?**

Jurisdictions will be hard pressed to effectively determine the nature of risk and need within the jail population and identify the optimal interventions for different parts of the population without good data on the jail population and the capacity to draw from and analyze that data. Similarly, it will be impossible to evaluate the effectiveness of the TJC effort, in whole or in part, or to conduct ongoing self-evaluation without this capacity.

Please address the following in your response to this item:

- Briefly describe the type of inmate information routinely maintained in the jail MIS including demographic data, screening and assessment information, and programming data.
- Are inmate records automated/do you have a computerized system?
- Briefly describe regular reports generated from the MIS data and how these reports are used to guide planning.
- Briefly describe any limitations to the jail MIS or the data collected.

Please complete as much of the table below as possible:

Jail Population data (Numbers for a single year, <sup>2</sup> unless otherwise indicated)	
<b>Admissions and Releases</b>	
Jail ADP	
Annual Bookings	
Annual “Unique” Admissions <sup>3</sup>	
Annual Releases to the Community	
Annual “Unique” Releases	
Average Length of Stay	
Composition of Jail Population (single day count)	
% pre-trial detainees (30+ days)	
% sentenced to serve jail time (30+ days)	
% sentenced awaiting transfer	
<b>Frequent Users</b>	
#/% of inmates with three or more jail stays in 24 months	
Average number of returns for those clients	
<b>Supervision</b>	
%/# of admissions who were under parole/probation supervision	
<b>Risk/Needs information</b>	
% population assessed as high-risk	
% of population assessed as low-risk	
Instrument used to determine risk	
% of population with mental health flag	
% of population with substance abuse flag	
% of population homeless at booking	

**6. Please describe current service capacity to facilitate successful transition from jail to the community, if any.** Candidate sites should have some pre-existing service delivery capacity for the jail population, both in the jail and in the community. Given that many of the interventions that will flow from TJC model implementation will take place in the community, it is critical that collaborative relationships are in place with an appropriate range of community-based agencies to address inmates’ service needs including substance abuse and mental health treatment, housing, vocation training and job placement, and health care. Please describe the nature and range of services for the jail population in the jail, in the community, and bridging the two. What are the strengths of your jurisdiction’s service provision to the jail population? What are the gaps?

<sup>2</sup> Applying jurisdictions can select which year to use.

<sup>3</sup> Meaning that individuals who are admitted to the jail more than once over the course of the year are only counted once.

## Submission Guidelines

**Please submit applications and all supporting attachments in both (a) hard copy and (b) electronic copy via a CD, to Jesse Jannetta, TJC Project Manager, at the address below. Submissions must be received by 5 P.M. eastern daylight time on Monday, June 15, 2009.**

There will be a webinar for prospective TJC site applicants, which will include a period for questions and answers, to be held on Thursday, May 14, at 1pm eastern time. Interested participants can access the webinar at:

<https://nic.webex.com/nic/onstage/g.php?d=715100985&t=a>.

Jurisdictions considering applying may contact the project manager at the Urban Institute to discuss any questions they may have about the application process at the contact information below.

Jesse Jannetta, Project Manager  
The Urban Institute  
2100 M Street, N.W.  
Washington, DC 20037  
Telephone: 202-261-5593  
jjannetta@urban.org  
[www.jailtransition.com](http://www.jailtransition.com)

## **Application Checklist**

Make sure to include or address all of the following in your application.

### ***Prerequisites***

\_\_\_\_\_ **Letter of Interest and Commitment**

\_\_\_\_\_ **Description of Facility Safety, Stability and Security**

### ***Selection Criteria***

\_\_\_\_\_ **1. Problem Statement**

\_\_\_\_\_ **2. Description of the Jail to Community Partnership**

\_\_\_\_\_ **3. Commitment to Systems Change**

\_\_\_\_\_ **4. Designation of a TJC Site Coordinator**

\_\_\_\_\_ **5. Data Collection and Analysis Capacity**

\_\_\_\_\_ **6. Existing Jail/Community Service Capacity**