

# Process and Systems Change Evaluation Findings from the Transition from Jail to Community Initiative

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## **Acronyms**

CCCR: Community Collaboration Council on Reentry (Douglas County)

CHJS: Chemical Health and Justice Sanctions (La Crosse County)

CPCC: Crime Prevention and Control Commission (Denver)

CRCC: Community Reentry Coordinating Council (Kent County)

CRP: Community Reentry Project (Denver)

JMS: Jail Management Information System

NIC: National Institute of Corrections

OCREP: Orange County Reentry Partnership

OWDS: Offender Workforce Development Specialist

RNR: Risk-Need-Responsivity

T4C: Thinking for a Change

TJC: Transition from Jail to Community

TPC: Transition from Prison to Community

UI: Urban Institute

## **Executive Summary**

In 2007, the National Institute of Corrections (NIC) partnered with the Urban Institute (UI) to develop and test an innovative, comprehensive model for effective jail-to-community transition. Designed to address the unique challenges and opportunities surrounding jail reentry, the Transition from Jail to Community (TJC) initiative and TJC model advance systems-level change through collaborative and coordinated relationships between jails and local communities to address reentry. Enhanced public safety, reduced recidivism, and improved individual reintegration outcomes are the overarching goals of the TJC model.

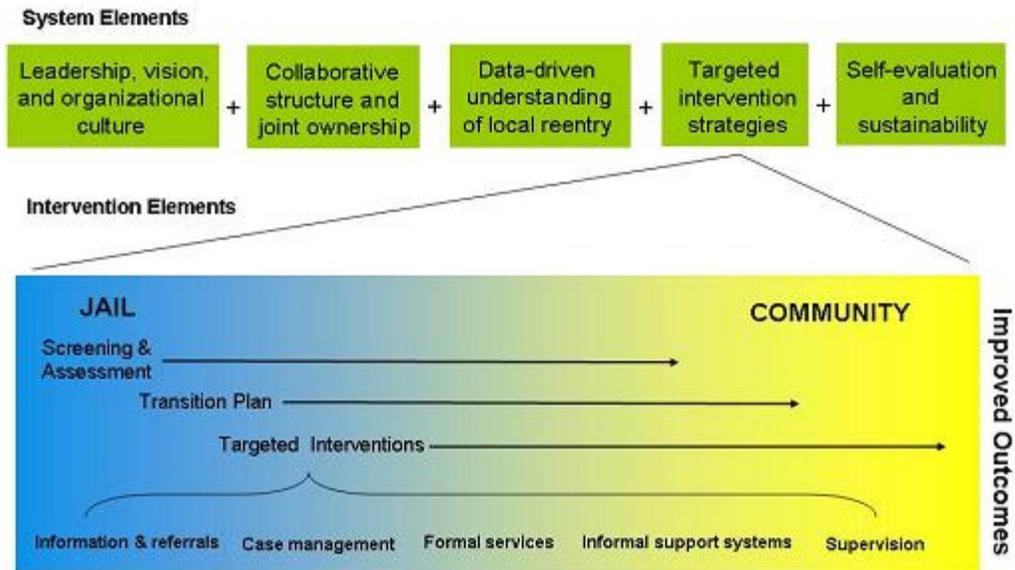
Two pilot sites, Denver, Colorado, and Douglas County, Kansas, were invited to be learning sites implementing the TJC model in September 2008, with four additional learning sites—Davidson County, Tennessee; Kent County, Michigan; La Crosse County, Wisconsin; and Orange County, California—selected to join them in August 2009. The TJC initiative provided all six sites with intensive, targeted technical assistance to implement the key elements of the model, and each was engaged in a systems change evaluation conducted by the Urban Institute. The primary objective of the cross-site systems change evaluation was to test the viability of the TJC model and to document factors which facilitated or inhibited its successful implementation. In doing so, the initiative sought to expand the knowledge base regarding effective jail transition practice. The implementation and systems change evaluation will be followed by an outcome and sustainability analysis commencing in 2012.

A participatory action research framework guided the cross-site implementation and systems change evaluations. Evaluation activities supported measurement of systems change and generated relevant and timely information for the sites that would inform planning and implementation, as well as promote monitoring and sustainability. Evaluation-related technical assistance focused on building site capacity for self-assessment and outcome analysis activities; a performance measurement framework formed the core of the initiative's strategy to build local capabilities for ongoing self-assessment. Regular stakeholder interviews, site visits, analysis of administrative data, and multiple waves of stakeholder survey data informed the evaluation and this report.

This report examines implementation of the TJC model across the six learning sites, including key activities, site accomplishments and challenges, and lessons learned both about the TJC model and the technical assistance provided. Key findings from the implementation and cross-site systems change evaluations are presented below, following a brief overview of the TJC model and description of the sites' TJC strategies.

## The Transition from Jail to Community Model

The TJC model is designed to (1) improve public safety by reducing the threat of harm to persons and property by individuals released from local jails to their home communities; and (2) increase successful reintegration outcomes—from employment retention and sobriety to reduced homelessness and improved health and family connectedness—for these individuals. The five components of the TJC model (see figure below)



are intended to support the design and implementation of a comprehensive approach to effective jail transition that is responsive to local needs, resources, and policy contexts. A primary question for the TJC initiative as it moved into the model testing and implementation stage was whether organizing work around the TJC model was a viable method of building a systems approach to jail transition. A secondary, but equally critical, question concerned the flexibility of the TJC model: was it sufficiently flexible to apply to the diversity of the 2,860 jail jurisdictions (Stephan and Walsh 2011) in the United States?

As discussed in this report, the experiences of the six TJC learning sites suggest the model is both viable and flexible. The variation in the six sites' TJC strategies underscores these findings. Although each strategy incorporates the elements of the TJC model, the sites' approach and application differed in meaningful ways. For example, while all six sites implemented screening for risk to re-offend, risk/needs assessment, and case planning for medium- and high-risk offenders (as identified by screening), some sites implemented screening at booking into the jail while others incorporated it into the classification process. The size of the target population for assessment and case planning also varied, as did the sites' determination to include pretrial detainees as well as sentenced inmates.

Although the target populations identified for receipt of transition services and programming generally consisted of medium- and high-risk offenders with jail sentences of 30 days or longer, the range and nature of interventions differed by site. While sites focused on implementing cognitive-behavioral programming as the backbone of their intensive interventions, five implemented Thinking for a Change (T4C); Douglas County selected Moral Reconciliation Therapy (MRT). Others implemented evidence-based trauma curricula for female offenders and substance abuse treatment programming for co-occurring populations; some chose to build greater offender workforce development capacity. Many also developed resources guides, and complementary programs and services for lower risk individuals in the jail who were not part of the higher-risk TJC target population.

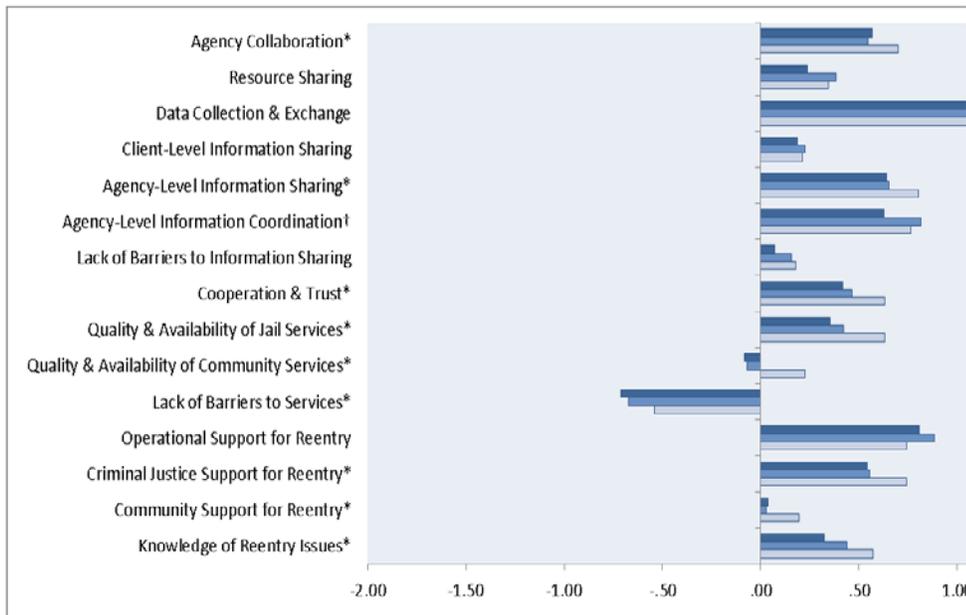
All sites developed or strengthened mechanisms to hand off the target population to continue addressing their criminogenic needs in the community. While all sites had referral relationships with multiple community partners for individuals exiting the jail, some sites had a primary community partner, which would provide services directly, counsel and refer to other agencies, or both. Chemical Health and Justice Sanctions in La Crosse County, the Community Reentry Project in Denver, and Network180 in Kent County played this role. In Davidson, Douglas, and Orange counties, where there was not a primary community partner, jail-based case management or program staff directed individuals to the appropriate community locations for services and assistance based on assessed needs.

## **Key Findings**

Results from the cross-wave, cross-site analysis of the TJC stakeholder survey suggests implementation of the TJC model is a promising systems change initiative. Positive improvements were recorded on nine of the 15 change scales; these changes were statistically significant at the .05 level, indicating meaningful change.

The greatest improvements were recorded in the areas of quality and availability of community services in support of reentry (-.08 to .22) followed by quality and availability of jail services (.35 to .63), cooperation and trust (.42 to .63), criminal justice support for reentry (.54 to .74), and lack of barrier to services (-.71 to -.54). The highest-rated scale, data collection and exchange, also registered improvement (1.17 to 1.27), although the change was not statistically significant at either the .05 or .10 levels.

**Figure 1. TJC Changes Scales and Mean Scores by Wave**



†  $p < .10$ , \*  $p < .05$ , indicating significant differences between Wave 1 and Wave 3.

The only scale indicating a decrease from Wave 1 to Wave 3 was operational support for reentry. Here, site ratings indicated improvement between Wave 1 to Wave 2 (.81 to .88) then registered a decline (.74 at Wave 3) that fell below the Wave 1 mean score. Clues to this change may be found in the site-specific analyses of change scales, as discussed in Section 4 of this report.

Additionally, there are a number of findings from the implementation evaluation related to the elements of the TJC model at both the systems and individual intervention levels.

#### *System Elements of the TJC Model*

- Key leaders were engaged, and that engagement mattered.** The experiences of the six sites, as documented in this report, underscore the vital importance of consistent, committed leadership across systems. Sites making the most progress were typically characterized by ongoing and active involvement of policy-level leaders in the jail and in the community.
- Collaboration increased.** All six sites established and maintained collaborative structures at both the policy and implementation levels; these structures included work groups and other subcommittees, and they were modified over time to reflect changes and growth in each site's initiative. Further, the implementation experiences of the six sites generally indicate there is enhanced mutual trust and understanding characterized by the development of collaboration between the jail and the community across the TJC sites. Survey findings also indicate that implementation of the model was associated with enhanced communication and collaboration. Additionally, the sites noted the importance of creating a common

conceptual language among collaborative partners to ground the approach to jail reentry.

- **Joint ownership of the jail transition issue was realized to differing degrees.** The extent to which the sites differed in achieving joint ownership of both the initiative and the reentry issue served to underscore the necessity that community and criminal justice partners have an equal share in responding to and resolving this issue. Sites in which the effort was viewed as primarily “jail-driven” could experience tension with community partners around ownership. Nonetheless, site partners generally embraced the idea of joint ownership; the initiative’s emphasis on joint ownership and work in that area raised site expectations that community and systems partners had equal standing and bore shared responsibility for pressing issues.
- **Advancing a data-driven approach that supported both decisionmaking and monitoring through ongoing self-evaluation was perhaps the most challenging element of the model to implement.** Myriad issues encumbered progress, particularly limitations in local data systems and insufficient data analysis capacity (either the absence of skilled analysts or analysts with too many competing claims on their time). Jail management systems in particular are generally designed to inform facility and population management, not to support intervention targeting, analysis, and evaluation. Despite these challenges, the sites exerted considerable energy and made meaningful progress in this area, expanding their data collection, analysis, and reporting capabilities. In doing so, each established a solid foundation for future data collection and reporting essential for a data-driven approach to practice, programming, and policy. Stakeholders consistently reported having developed a deeper appreciation for and knowledge of basic measurement, data collection, and evaluation through the TJC effort.
- **Sites placed value on planning for sustainability.** TJC stakeholders embraced planning for sustainability and engaged in creative, thoughtful planning processes leading to concrete action steps ranging from documenting procedures in a reentry handbook to forming a work group to cultivate relationships with local funders, and developing educational tools for outreach to key stakeholders and constituencies.

#### *Intervention Elements of the TJC Model*

- **Risk screening was a foundational practice.** Every site implemented risk screening and recognized the information it generated as foundational to implement a triage approach consistent with the evidence-based RNR framework. Risk screening is a TJC “must-have”—i.e., it is essential for targeting interventions and planning a systems approach to evidence-based service delivering.
- **Risk level began to guide interventions.** Every site utilized risk levels established through risk screening to identify a TJC target population for assessment, case planning, and more intensive interventions. Risk was often used in combination with other criteria (e.g., length of stay, legal status), but the use of

risk for any kind of intervention-targeting was a substantial system change in each site.

- **Finding staff resources to conduct assessments presented a much greater challenge than the implementation of screening.** Sites addressed this challenge in various ways: some used jail staff to conduct assessments for a large target population; others had to define their target population as only the highest-risk inmates (a smaller share of the jail population); and still others had community-based providers or community corrections staff come into the jail to conduct assessments or do them in the community for jail-referred clients.
- **Need targeting advanced but remained a work in progress.** Targeting interventions by need remained a work in progress in each site as the TJC assistance period came to a close, but adding programming such as T4C to address important criminogenic needs, efforts to determine which programs addressed which need domains, and integration of assessed criminogenic needs into case planning had occurred or was under way in each site.
- **Case planning practices evolved.** Learning sites made progress to implement a case planning process consistent with the TJC model, one that built upon assessment results to guide individuals to necessary interventions in the jail and the community. Case plans were revised to incorporate criminogenic need information and to standardize them for use in the jail and in the community. Mechanisms were instituted or planned to share those plans across agency boundaries. The emergence of case conferencing in several sites is a promising development. However, much work remained in all the sites to fully integrate criminogenic need information and/or implement case plan distribution processes.
- **The ability to share risk, need, and case planning information electronically is extremely important to facilitate routine collaboration and coordination.** Sites that were able to distribute risk/need information and case plans electronically, such as La Crosse County, were able to coordinate approaches more efficiently. Where this was not the case and plans were shared on paper, stakeholders felt the lack of automation slowed information-sharing and reduced the plan's utility.
- **Sites expanded their ability to deliver cognitive-behavioral programming to address criminal thinking and antisocial attitudes.** Four of the TJC sites received training from NIC on the Thinking for a Change (T4C) curriculum, and a fifth scheduled training to occur after the assistance period. Sites worked on strategies to ensure that inmates who began T4C classes in the jail could continue in the community post-release, facilitating full delivery of the curriculum despite short and unpredictable jail stays.
- **Delivering consistency and fidelity is a next step.** For the most part, the TJC learning sites achieved clarity on how they wanted interventions to be carried out; specifically that interventions be evidence-based, sufficiently intensive for targeted higher-risk individuals, and consistent in approach with other programs in the jail and community. This represented a substantial advance in the learning sites, but instituting quality assurance mechanisms to gauge whether programming is actually being carried out consistently and with fidelity to these principles is a remaining step.

The primary purpose of the TJC process and systems change evaluation was to test whether the TJC model was a viable and effective approach to jail transition practice in diverse communities with different jail systems structures and community contexts. Drawing upon on the information sources in the TJC evaluation, we find that:

- **The TJC model proved to be adaptable.** The six TJC sites contained diverse jail settings and populations, and the configuration of community partners and contexts also differed. Moreover, the sites devised different strategies for screening, assessment, interventions, discharge planning, sustainability planning, and self-evaluation that reflected local priorities and resources. The TJC model was sufficiently flexible to allow for this variation while guiding systems changes that were consistent with the overall intent of the model.
- **TJC model implementation was associated with significant, positive systems change.** TJC implementation led to tangible changes in procedures, policies, and practices, such as the adoption of both risk-screening procedures and evidence-based interventions such as Thinking for a Change. TJC implementation also increased site capacity specific to key model components and facilitated knowledge transfer. Core TJC stakeholders training other partners or jurisdictions on the Proxy and Thinking for a Change are key examples of this. Cross-site analyses of the TJC stakeholder survey suggest implementation of the TJC model was associated with improved collaboration, including increased resource-sharing, information-sharing and data-collection practices; improved quality of services available to individuals transitioning from local jails to the community; increased trust and cooperation among key partners; increased support for reentry; and increased access to critical services.
- **Implementation of the TJC model is a continuous process that cannot be completed in three years.** While each site realized substantial change in its jail transition practices as part of TJC participation, many elements of the TJC model had yet to be fully implemented at the conclusion of the technical assistance period. This included embedding understanding and acceptance of TJC concepts into the organizational cultures of partner organizations, regularly producing performance data on all key process and outcome indicators, and moving from an intervention delivery system informed by risk and need information to one driven by risk and need. While it is not surprising that total systems change may not be completed in 30 to 42 months, it bears stating in order to set reasonable expectations for other jurisdictions interested in undertaking such an effort. Systems change in TJC is an iterative process, with each individual system change providing both momentum and a foundation for the next undertaking. Implementing TJC is not only a process of putting into place specific practices like risk screening, it is also a continuous process of collaboratively identifying and prioritizing jail reentry issues. This process is never complete.
- **The TJC model is a viable, feasible strategy.** Each of the six TJC communities implemented the model largely as envisioned. While the degree of implementation of individual model components varied across the six sites, no single model element proved to be infeasible. Further, each site generally viewed

all model components as important although some site partners initially may have questioned the relevance of a specific element (screening, for example). All sites made progress on each model component.

The Transition from Jail to Community Initiative was founded on the belief that it was possible, through collaboration between jails and the communities they serve, to more strategically allocate existing intervention resources so that people leaving jail would be more successful in transitioning to the community and therefore that their communities would be safer and healthier. The TJC model was intended to guide the systems change work necessary to realize better outcomes. Through TJC implementation work in the six TJC learning sites, we found that this collaborative work faced many barriers, was slower than expected, and required great patience and commitment at all levels. Systems cannot be completely changed in a few years. However, we also found that much could be done in the span of a few years as long as there were committed partners who desired to enhance system capacity and collaboration and bring about operational achievements such as beginning to measure risk and need in the jail population. Managing jail transition is an issue of great importance across the United States. Based on the implementation experiences described in this report, the TJC model appears to represent a viable and effective approach to addressing jail transition.

## **Introduction: TJC and the Jail Reentry Context**

In the past decade, attention to the challenges associated with people exiting state and federal prisons has increased tremendously. This increased attention is for good reason, as the impact of prisoner reentry on the well-being of individuals, families, and communities is well documented. Yet for every person released from prison annually, approximately 12 people exit local jails. Some 9 million individuals are released from jails every year (Beck 2006), and many of them enter and exit repeatedly.

These jail inmates have many needs that put them at risk of re-offending. They have high rates of substance abuse and dependence (Karberg and James 2005), mental health issues (James and Glaze 2006), and physical health problems (Maruschak 2006). Jail inmates also have low levels of educational attainment (Wolf Harlow 2003) and a high incidence of homelessness (Greenberg and Rosenheck 2008). Service provision to address these issues is generally far short of the extent of the need (Karberg and James 2005; James and Glaze 2006; Brazzell et. al 2009). Given that jail inmates face a variety of obstacles to successful reentry and that many do not receive services while incarcerated, it is not surprising that jail return rates are high (Roman et al. 2006; Uchida et al. 2009).

NIC launched the Transition from Jail to Community (TJC) initiative in 2007 to address the specific reentry challenges associated with transition from jail. NIC engaged the Urban Institute (UI) as its cooperative agreement partner to carry out the TJC effort. The NIC/UI national TJC team, which also included Alternative Solutions Associates Inc., Corrections Partners Inc., and John Jay College of Criminal Justice, took a major step to address jail transition issues by developing and testing a comprehensive model to transform the jail transition process in order to improve public safety in communities throughout the United States. More comprehensive than a discrete program, the TJC model is directed at long-term systems change and emphasizes a collaborative, community-based orientation.

After designing the model, with assistance from practitioner experts across the country, the national TJC team selected six jurisdictions (Davidson County, TN; Denver, CO; Douglas County, KS; Kent County, MI; La Crosse County, WI; and Orange County, CA) to serve as TJC learning sites. The learning sites received technical assistance to facilitate implementation of the TJC model. UI carried out a process and systems change evaluation in all six sites to test whether the model was effective in fostering systems change and enhancing jail transition practice. This report describes the TJC initiative, discusses the implementation experiences in all six learning sites, and presents findings from the implementation and systems change evaluation.

First, we discuss the key components of the TJC model, the model design process, and important factors influencing its shape and structure (Section 1). Section 2 describes the technical assistance and evaluation approaches utilized by the TJC national team in working with the six learning sites. In Section 3, we discuss the implementation

experiences relative to each component of the model across the six learning sites, including key factors affecting implementation. Section 4 summarizes evaluation findings on TJC implementation including how the TJC model performed. The report concludes with a summary of lessons learned from the initiative and an exploration of the implications of TJC model implementation for the six communities and the field in general (Section 5).

## 1. The TJC Model

NIC launched the TJC initiative in 2007 to develop and test a comprehensive model for jail transition that incorporated what was known at that point regarding jail reentry specifically and effective reentry practice generally. The first phase of the initiative (May 2007 to August 2008) was dedicated to designing an adaptable and effective model for jail transition that could be implemented in any of the 2,860 jail jurisdictions in the United States (Stephan and Walsh 2011). In this section, we describe the process by which the TJC model was developed and present its key components.

### Development of the TJC Model

The NIC/UI TJC team sought to develop a model that would (1) improve public safety by reducing the threat of harm to persons and property by individuals released from local jails to their home communities, and (2) increase successful reintegration outcomes—from employment retention and sobriety to reduced homelessness and improved health and family connectedness—for these individuals.

To achieve these goals, the TJC model development process incorporated lessons from prior criminal justice system reform efforts, particularly the Transition from Prison to Community Initiative (TPC),<sup>1</sup> as well as findings from the considerable body of prisoner reentry research and the growing literature on evidence-based correctional practices. The model's development was further informed by the knowledge and expertise of a TJC advisory group, convened by the national project team, comprised of jail administrators, sheriffs, local law enforcement, social service providers, community and victim advocates, formerly incarcerated individuals, corrections policy experts, and researchers.

Model development was guided by the following general principles:

- **Systems change.** TJC is a systems change initiative, rather than a discrete program. It represents an integrated approach spanning organizational boundaries to deliver needed information, services, and case management to people released from jail.
- **Collaboration and joint ownership.** Transition from jail to the community is neither the sole responsibility of the jail nor of the community. Accordingly, effective transition strategies rely on collaboration among jail- and community-based partners and joint ownership of the problems associated with jail transition and their solutions.
- **Local strategic planning.** Formation of local reentry councils and collaborative strategic planning are necessary to operationalize the concept of joint ownership of the jail transition issue. TJC requires formal buy-in and

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<sup>1</sup> NIC launched the TPC initiative in 2000. The first phase of TPC involved creating a comprehensive model for prison to community transition and working with eight states (Georgia, Indiana, Michigan, Missouri, New York, North Dakota, Oregon, and Rhode Island) to guide them through implementation of this comprehensive approach. A second cohort of six states (Iowa, Kentucky, Minnesota, Tennessee, Texas and Wyoming) was selected in 2009 to receive TPC technical assistance for two and half years. See [www.prisontransition.com](http://www.prisontransition.com) for more detail.

engagement from key criminal justice and human services stakeholders in collaborative planning.

- **Reentry for all.** Jails house individuals with different legal statuses and every type of inmate processed by the jail should be included in the TJC model and strategy. No group in the jail is automatically excluded from the TJC approach.
- **Continuity of care in multiple service areas.** TJC involves continuity of care and coordination of service delivery in various domain areas, such as physical health, mental health, employment, and substance abuse services.
- **Evidence-based practices.** Programs and processes should be based on the body of research evidence regarding effective practice.
- **Data-driven decisionmaking and self-evaluation.** A jurisdiction's application of the TJC model should be based on a data-driven approach to understand the jail population, evaluate progress, and modify strategies as needed.

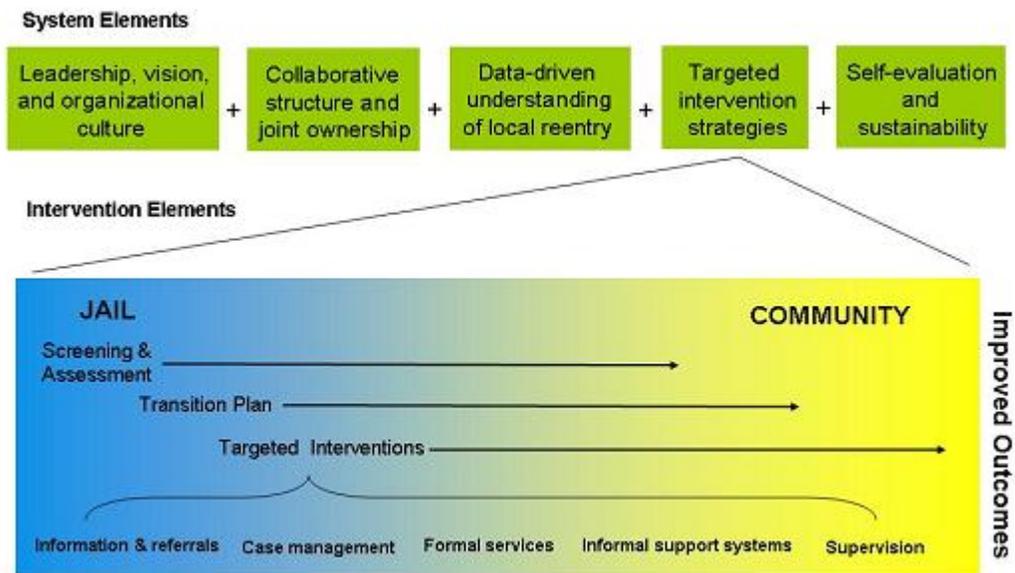
UI and NIC developed these principles and proposed model elements for the first TJC advisory group meeting in October 2007. The proposed model elements were based on visits conducted in August and September 2007 to observe jail transition programming and processes in seven jurisdictions.<sup>2</sup> Based on the feedback received in the first advisory group meeting and further research and development, a draft of the TJC model was presented to a second meeting of the advisory group in March 2008. Incorporating comments and suggestions from that second meeting, the UI/NIC TJC project team finalized the TJC model in July 2008.

**Figure 2** presents the **TJC model**, which contains a *system level*, at which strategic and systems change work occurs, and an *intervention level*, at which work with individual clients occurs.

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<sup>2</sup> Montgomery County, Maryland; New York, New York; Jefferson County, Kentucky; Hamilton County, Ohio; Davidson County, Tennessee; Dutchess County, New York; and Hampden County, Massachusetts.

**Figure 2. Transition from Jail to Community Model**



The core elements of the TJC model include the following:<sup>3</sup>

- **Leadership, Vision, and Organizational Culture.** The development of an effective jail transition strategy requires the active involvement of key decisionmakers to set expectations, to identify important issues, to articulate a clear vision of success, and to engage staff and other stakeholders in the effort.
- **Collaborative Structure and Joint Ownership.** The jail and its community partners must hold joint responsibility for successful transition. A structure for the TJC work should facilitate collaboration and allow for meaningful joint planning and decisionmaking.
- **Data-Driven Understanding of Local Reentry.** In a data-driven approach to reentry, collection of objective, empirical data and regular analysis of those data inform and drive decisionmaking and policy formation.
- **Targeted Intervention Strategies.** Targeted intervention strategies comprise the basic building blocks for effective jail transition. Targeting of program interventions should be based on information about an individual’s risk of reoffending and criminogenic needs, information that is gathered through screening and assessment. Intervention delivery should also be guided and coordinated through case planning.
- **Self-Evaluation and Sustainability.** Self-evaluation involves the use of data to guide operations, monitor progress, and inform decisionmaking about changes or improvements that may need to be made to the initiative. Sustainability involves

<sup>3</sup> Descriptions adapted from *The TJC Online Learning Toolkit* (Mellow et al. 2010, revised 2011), accessible at [www.jailtransition.com/Toolkit](http://www.jailtransition.com/Toolkit).

the use of strategies and mechanisms to ensure that the progress of the initiative is sustained over time despite changes in leadership, policy, funding, and staffing.

The five components of the TJC model are intended to support the design and implementation of a comprehensive approach to effective jail transition responsive to local needs, resources, and policy contexts. A primary question for the TJC initiative as it moved into the model testing and implementation stage was whether organizing work around the TJC model was a viable method of building a systems approach to jail transition. In the next section, we discuss the TJC approach to selecting and working with the six learning sites to test the model.

## **2. TJC Technical Assistance and Evaluation Approach**

The implementation and testing phase of the TJC initiative began in September 2008. Each TJC learning site received technical assistance from the national TJC team as they devised jail transition approaches tailored to local circumstances, resources, and priorities, guided by the TJC model. Each learning site also participated in the process and systems change evaluation of the TJC model. In this section, we discuss the selection of the learning sites and describe the technical assistance and evaluation approaches utilized by the TJC national team.

### **TJC Learning Site Selection**

In order to select the two initial learning sites, the TJC project team developed a list of 78 candidate sites on the basis of referrals and existing team knowledge. That list was narrowed to 14 sites that had leadership support for jail reentry, interest in and commitment to comprehensive approaches to jail transition, and a minimum degree of capacity in some key areas, such as self-evaluation. These 14 jurisdictions were contacted to gauge their interest in and commitment to participation as a pilot site. Ultimately, the team identified the City and County of Denver, Colorado (large jail) and Douglas County, Kansas (small jail) as the two jurisdictions best suited to serve as TJC pilot sites, and they commenced TJC work in September 2008.

The TJC project team utilized a competitive application process to select the next four sites. The team had a goal of selecting a total of six sites (including Denver and Douglas Counties) to facilitate TJC model implementation in diverse communities and jail systems. NIC and UI issued a request for proposals in May 2009 and evaluated the proposals received according to the following criteria:

- Safe, stable, and secure jail facility
- Commitment to systems change
- Buy-in from political leadership
- Willingness to dedicate 50 percent of a person's time to serve as TJC site coordinator
- Articulation of areas they wanted to improve in their jail-to-community transition process
- Demonstrated data capacity or willingness and ability to expand data capacity
- Commitment to share information
- Community partners and resources in place and plan for recruiting additional community partners, if necessary
- Diversity in size of jail facilities
- Geographic diversity

Twenty-one jurisdictions submitted applications. At the conclusion of a multistage review process, the team selected Davidson County, Tennessee; Kent County, Michigan;

La Crosse County, Wisconsin; and Orange County, California. The sites began TJC implementation work in August 2009.

As **Table 1** indicates, the six TJC sites varied on a number of key characteristics, geography, population, and size of the jail system, allowing for the TJC model to be tested in different settings.

**Table 1. TJC Learning Sites**

	<b>Year TJC work began</b>	<b>Largest city</b>	<b>County pop.</b>	<b>Jail ADP</b>	<b>Annual bookings</b>
Davidson County	2009	Nashville	626,144	2,604	45,582
City and County of Denver	2008	Denver	598,707	2,009	35,815
Douglas County	2008	Lawrence	114,748	185	5,011
Kent County	2009	Grand Rapids	605,213	1,254	29,844
La Crosse County	2009	La Crosse	112,627	187	5,932
Orange County	2009	Santa Ana	3,010,759	6,545	65,987

Population figures for 2008 from the U.S. Census Bureau.

Jail ADP figures and annual bookings as reported by each site for 2008 except for Orange County (2007); these figures offer a baseline for operations prior to TJC implementation.

### **Technical Assistance Approach**

The TJC initiative provided the six learning sites with intensive, targeted technical assistance to implement the essential elements of the TJC model for a period from the time of selection until mid-February 2012. The primary purpose of the implementation work guided by the TJC model was to test its viability—that is, could it be implemented in diverse jail settings with differing structures, populations, and community contexts. Technical assistance provided to the six sites included helping the sites implement the core components of the model and develop evaluation tools to help monitor and measure progress. The TJC TA approach was intended to transfer knowledge to each site and build its capacity to plan and undertake effective jail transition work.

Technical assistance provision involved both on- and off-site work. On-site work included meetings with local stakeholders, training, planning sessions, and tours of facilities and programs. Site visits occurred roughly every 4–6 months. Off-site communication included web-based meeting sessions (using NIC’s WebEx capability) and regular conference calls between the TJC project team and each site’s core TJC team, typically on a biweekly basis. Each site had a designated technical assistance and evaluation lead. Although the TJC project team worked with a variety of individuals in each site to implement and evaluate the model, a single individual served as site coordinator in each site, acting as the primary point of contact for interactions with the TJC team.

Implementation in the first two learning sites began with on-site TJC kick-off meetings. These kick-off meetings, held in October 2008 in Douglas County and in November 2008 in Denver, served to convene core partners and educate key leaders and constituencies

about the model. The national TJC team visited each jurisdiction two months later to deliver initial technical assistance around issues of organizational culture and screening and assessment. The team also worked with site TJC teams to develop a baseline of jail reentry practices and policies against which implementation progress could be measured.

TJC work in the second group of four sites began with a September 2009 cross-site kick-off meeting held in Washington, D.C. Five individuals traveled from each of the six sites to begin or continue implementation planning, confer with the TJC national team and the other TJC site teams, and discuss priorities for TJC. The day-and-a-half-long meeting was instrumental in beginning site work immediately and simultaneously in all four new sites.

The TJC national team developed a TJC Implementation Roadmap to break down model implementation into tasks associated with each model element (a copy of the **TJC Implementation Roadmap** is located in **Appendix A**). In general, TJC technical assistance initially focused on the following foundational issues:

- building organizational structures and functional partnerships to advance implementation;
- guiding outreach and education to key constituent groups to enlist their support and participation;
- reviewing current reentry practices and delivering recommendations for improvement;
- identifying and addressing issues of organizational culture;
- assisting sites with basic data and analyses; and
- conducting training and technical assistance on key elements such as screening, assessment, and case planning.

After six months of focusing on planning and analysis, the team shifted its focus to more advanced implementation of the model. At this point, technical assistance activities became more diverse in response to variation in strengths and gaps among the six sites.

## **Evaluation Approach**

The evaluation component of the TJC initiative had two objectives: to document implementation of the TJC model in each of the six learning sites, and to enhance local capacity for self-evaluation through the provision of evaluation-related technical assistance. A central component of the implementation evaluation was to measure evidence of systems change in each community (i.e., the extent to which implementation of the TJC model changed “business as usual” in these communities). The national team conducted process and systems change evaluations in all six learning sites and introduced basic performance measures to track key processes, outputs, and outcomes. A participatory action research framework<sup>4</sup> guided this work. Evaluation activities were designed to support measurement of systems change and to generate relevant and timely

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<sup>4</sup> Under a participatory action research framework, researchers work closely with community and program partners, enlisting them as evaluation partners to monitor implementation and refine program operations based on early and frequent feedback from the evaluation.

information for the sites that would inform planning and implementation as well as promote monitoring and sustainability. In turn, evaluation-related technical assistance focused on building site capacity for self-assessment and outcome analysis activities; a performance measurement framework formed the core of the initiative's strategy to build local capabilities for ongoing self-assessment.

Evaluation-related technical assistance focused on ongoing performance monitoring and measurement. Consistent with an action research approach, there was not a distinction between TJC evaluation and technical assistance activity. TJC evaluation activities were conducted to enhance both the capacity of sites to analyze and evaluate their jail transition work and to track whether larger initiative objectives were being met.

Evaluation activities supporting these objectives included:

- **Semistructured phone interviews with TJC stakeholders.** The national team conducted semistructured phone interviews annually with individuals central to each site's TJC initiative, including the TJC Reentry Coordinator, jail administrator and/or sheriff, members of the site's reentry council, and key staff from core criminal justice and social services agency partners to document the progress of model implementation, lessons learned, service utilization, and the degree of interagency collaboration and cooperation.
- **Site visits.** The national team conducted site visits to deliver technical assistance, observe key components of the model in action, troubleshoot issues, and document implementation progress.
- **Baseline data collection.** UI worked with initial pilot sites, Denver and Douglas County, to collect and compile administrative data from various criminal justice and social services agencies to describe the characteristics of the jail population and to measure changes in the types of programs, services, and other resources available to inmates before and after implementation of the model. This effort informed and was supplanted by the core performance measures discussed below.
- **Core performance measures.** UI created a framework of basic performance indicators to facilitate the exchange of information vital to monitoring the initiative's operations and outcomes, as well as the initiative's sustainability. As described under the section on self-evaluation and sustainability, this framework consists of process and outcome indicators organized around the principle objectives of the TJC model. While the core measures supported the both implementation and systems change evaluations by offering evidence of actual changes in practice and procedures, they were first and foremost developed for the sites to facilitate regular self-evaluation within sites, not for cross-site comparison.
- **Case flow graphics.** As the sites' TJC approaches took shape, the national team assisted several sites in developing graphics that mapped their unique reentry TJC strategy, as well as the continuum of reentry services in place or to be implemented. These graphics identified screening and assessment processes, populations targeted by key interventions, and the pathways by which targeted populations were to flow into each; they also assisted in identifying gaps in the local reentry system. See **Appendix B** for these graphics.

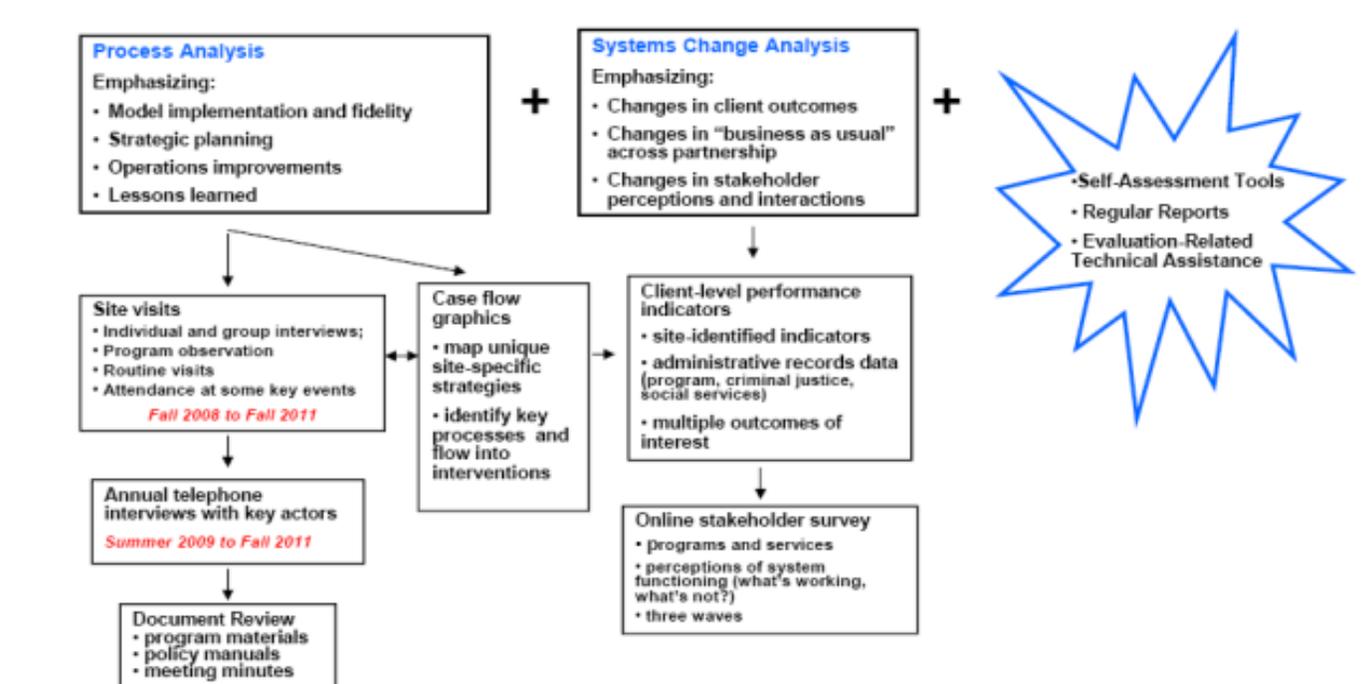
- **TJC stakeholder survey.** Key actors, including jail administrators and the directors of community-based human services agencies and line staff from partner agencies in each site, completed a brief web-based survey to gather information about program operations and system functioning specific to:
  - collaboration and coordination within and across agencies;
  - resource and information-sharing;
  - data collection and exchange;
  - interagency cooperation and trust;
  - organizational culture; and
  - quality and availability of services in the jail and the community.

The survey was conducted at three points in time. Each site received a brief memo summarizing the findings from each wave of the survey; these memos offered stakeholders constructive feedback to assist and advance their respective initiatives.

Evaluation activities spanned a 36-month period between October 2008 and December 2011. Findings from the systems change evaluation are presented in Section 4 of this report, along with a brief description of the project's evaluation methods, data sources, and analytic approach. The self-evaluation and sustainability section of this report also examines the extent to which evaluation-related technical assistance was successful in building local capacity and promoting knowledge transfer within in the six TJC learning sites, consistent with the goals of the initiative.

**Figure 3** below illustrates the core components of the TJC evaluation. Using data collected from the evaluation activities listed above, the national TJC team (1) assessed the degree to which sites implemented their specific TJC strategies as planned, (2) identified lessons learned and factors inhibiting or facilitating successful implementation, and (3) measured the extent to which implementation of the TJC model produced the intended system changes. All of the above activities informed the development and content of this report.

**Figure 3. Core TJC Evaluation Components**



### Tools for the Field

The TJC initiative is intended to inform jail-to-community transition practice beyond the six learning sites through two primary activities: (1) development and dissemination of tools to local jurisdictions across the United States interested in improving their jail transition work; and (2) obtaining and disseminating results of the implementation and systems-change evaluations. TJC implementation tools, such as the **TJC Implementation Roadmap (Appendix A)**, the **Triage Matrix Tool (Appendix C)**, and the **Core Performance Measures Tool (Appendix D)**, were developed and refined throughout the implementation period in the learning sites. The primary vehicle for the dissemination of TJC concepts and tools to the field is the web-based *TJC Online Learning Toolkit* (accessible online at [www.jailtransition.com/Toolkit](http://www.jailtransition.com/Toolkit)) developed by the national team.

Launched in April 2010, the *TJC Online Learning Toolkit* draws on the implementation experiences of the six learning sites and the expertise of the TJC team to create a learning resource for jurisdictions seeking to implement the TJC model in whole or in part. The *Toolkit's* nine modules include information, tools, and resources associated with implementing all the elements of the TJC model. The *Toolkit* was created as an online resource, as opposed to a print document, to facilitate revision and updating as new project lessons were learned and new tools developed through the technical assistance work in the learning sites. Consistent with this approach, a revised version of the *Toolkit* went live in July 2011.

### 3. TJC Model Implementation in the Learning Sites

In this section, we describe the TJC model implementation experiences of the six TJC learning sites, including critical successes and challenges. This discussion is organized according to the five components of the model: (1) Leadership, Vision, and Organizational Culture; (2) Collaborative Structure and Joint Ownership; (3) Data-Driven Understanding of Local Reentry; (4) Targeted Intervention Strategies; and (5) Self-evaluation and Sustainability. As might be expected given the initiative’s comprehensive, systems-change orientation, there was a tremendous amount of activity that took place in each site related to the TJC model. In the interest of clarity, we summarize implementation activity around common themes and challenges with illustrative examples provided. For an overview of site-specific TJC approaches, see **Appendix B**.

#### Leadership, Vision, and Organizational Culture

*“Right now, the good piece is that all of us are asking the same question and understanding the same answer—that’s a huge piece of the conversation. At least when we have meetings, we’re all addressing the same issue and playing by the same set of rules.”—TJC stakeholder<sup>5</sup>*

An important TJC premise is that development of an effective jail transition strategy requires the active involvement of policymakers from both the jail and the community to articulate a clear vision of success, set expectations, identify important issues, and engage staff and other stakeholders in the effort. This leadership is necessary to align the cultures of partnering organizations to the common purpose of facilitating successful transition from the jail. Over the course of TJC implementation in the six learning sites, formal and informal leadership were important contributors to progress.

#### *Facilitating Leadership, Vision, and Organizational Culture*

TJC work in the learning sites involved engaging leadership at multiple levels to gain the support necessary for a systems-change approach. Prominent formal leaders who contributed to TJC included sheriffs and jail administrators in every TJC site. Formal leadership from the community came from different places, including elected local officials in Douglas and La Crosse Counties; heads of other criminal justice agencies, such as Orange County’s Chief Probation Officer; and heads of human services agencies and nonprofits in every site. The substantive contribution of formal leaders to the TJC effort has taken different forms. Elected leaders and sheriffs in particular have been valuable communicators of the importance of a systems approach to jail transition.

Criminal justice coordinating councils are another vehicle through which formal leadership engaged with TJC implementation. Such councils existed in five of the six TJC sites prior to joining the project (Douglas County was the exception and created an

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<sup>5</sup> This and subsequent quotations are from the TJC stakeholder interviews.

executive council over their community reentry council to oversee jail transition work) and included agency executives such as chiefs of police, district attorneys, public defenders, and judges, in addition to other stakeholders. These bodies provided an important forum for keeping each community's leadership informed regarding TJC progress, but did not generally play a strong role in guiding or overseeing the initiative, although Douglas County's Executive Council and Denver's Crime Prevention and Control Commission (CPCC) did play this role at key points in their jurisdictions' work. The CPCC in particular, as the only coordinating council with full-time staff, was able to make deeper contributions to Denver's TJC work, such as devoting staff to managing elements of the process and carrying out data analysis. As each site developed its jail transition performance measures and presented or planned to present them to the councils, a new role for those bodies began to develop. Preparing such presentations provided a useful opportunity for the primary implementers in each site to pull back from the immediate details and focus on how TJC progress should be explained in broad terms. Feedback from these councils helped ensure that TJC activities and performance measures aligned with the jurisdiction's priorities.

Perhaps the most important leadership within the TJC initiative was provided by TJC site coordinators. Site coordinators were tasked with moving TJC model implementation forward, coordinating work with the TJC national team, keeping the "big picture" in mind, engaging key stakeholders, leading the core team, and ensuring that leaders in the community were informed and engaged productively. They had to take personal responsibility for progress in the initiative but also for shared ownership so that many members of each community's collaborative bought into and were involved in aspects of TJC implementation work. Too little responsibility held by the TJC coordinator could result in endless discussion and drift. Too little sharing of responsibility ran the risk of creating bottlenecks in the process and disempowering other stakeholders. The latter dynamic appeared to be a serious problem in at least one site's TJC effort, substantially impeding implementation progress.

"Core teams" emerged as the key mechanism for sharing day-to-day leadership of the TJC effort. The core teams were small groups of people in each site who participated in regular conference calls with the TJC national team and worked closely with the TJC coordinator to monitor progress, identify priority tasks, and carry them out. Core teams created multiple keepers of the "big picture" regarding the TJC strategy and increased the ability of sites to make progress in multiple areas simultaneously. The value of such teams was demonstrated in Denver and Kent County when their TJC coordinators took temporary leaves, and the TJC work continued to move forward guided by the rest of the core team. The most effective core teams included people from different agencies, representing both criminal justice and community spheres, who contribute varied perspectives and knowledge bases to TJC implementation planning. Sites were better able to manage the ongoing challenge of engaging community partners when the point of view of those partners was present in their core teams. These effective core teams provided the opportunity for all members to share leadership responsibilities and take ownership of the initiative. Core teams with members who were willing to raise difficult issues and challenge other members proved particularly effective, as problems or areas of

disagreement were more quickly and clearly identified and were therefore more readily addressed.

In the TJC model, leadership is tied to vision and organizational culture. Leaders in the TJC context needed to articulate a vision for the jail transition work that created a sense of common purpose, engages a broad group of stakeholders, and inspires them to contribute to the work of building the jail transition strategy through the ups and downs that characterize a systems change process. TJC sought to create a “system culture” spanning the organizations involved. A system culture is characterized by common language around the work of the system, a global (as opposed to organization-specific) perspective, and a shared sense of purpose.

### *Critical Challenges*

As previously noted, TJC leadership in the learning sites came from multiple levels, with the site coordinators and core teams responsible for day-to-day direction. In every site, it was important that agency heads and elected leaders empower operations staff working on the details of model implementation to make decisions and facilitate collaboration. When this did not happen during the early implementation stages in some TJC sites, it created bottlenecks and delays in making key decisions; this often slowed progress and frustrated partners.

While buy-in from formal leaders was present, with very few exceptions, in the TJC sites, participants felt that the TJC systems approach would require changes in the cultures of partner organizations. Organizational culture change efforts in the learning sites focused largely on jail culture, with a particular focus on security staff. Several stakeholders across the sites noted that TJC work would require a culture change in the jail around how the jail staff viewed inmates. The TJC team met with jail security staff in Denver (where survey research conducted prior to TJC indicated substantial skepticism among jail security staff about programs), La Crosse County (where there had been a history of tension between jail staff and local community corrections), Douglas County, and Orange County. In these meetings, jail line staff often expressed both frustration at being left out of the information loop regarding reentry and interest in knowing more about what was happening. While these sentiments were not universal or necessarily representative of what most jail security staff thought, they did suggest that there were untapped reserves of interest in and support for jail reentry among security staff. In Kent County, a team of security staff attended planning meetings on enhancing reentry units and were very helpful in advancing that work. Many of the TJC sites began working on education and communication plans for security staff, recognizing that corrections officers willing to actively contribute to jail reentry work can become powerful advocates for jail transition work with their colleagues.

While discussions of organizational culture challenges often focused on jail security staff, such challenges emerged in many other organizations: service providers, community corrections agencies, human service agencies, and others. Service provider culture arose as a challenge in some communities as they moved toward a greater emphasis on evidence-based practice and common approaches, which sometimes conflicted with the

way that providers had traditionally delivered services or engaged with clients. As with jail security staff, efforts to educate other organizations regarding the systems approach to jail transition and each stakeholder's role in it were identified as strategies to reduce conflicts resulting from different organizational cultures. Some TJC sites worked to include community organizations and partners in all training on elements of their TJC processes for this reason.

### *Progress and Evidence of Systems Change*

Formal leaders in the TJC learning sites stepped in to provide direct guidance at crucial moments in the TJC process, demonstrating the extent to which their support had been secured. In Douglas County for example, the sheriff and the county commissioner, who co-chair the county's TJC Executive Council, increased their involvement to push for funding to support case manager positions necessary to carry out key pieces of the Douglas County jail transition strategy (particularly assessment and case planning), and to strategize about how to increase community engagement and buy-in to the process. Formal leaders in several sites intervened to ensure that collaboration did not break down due to interagency tension.

Commitment from formal leadership was a strength exhibited across all six TJC sites. Participants in the TJC stakeholder interviews in multiple sites noted that the ability to engage and maintain political support (as well as funding) was an early success of the initiative. At least 69 percent of TJC stakeholder survey respondents either agreed or strongly agreed that there is strong leadership in jail reentry in their community in all six sites across all three survey waves. That proportion either increased or held steady in each site. More specifically, stakeholders in the TJC sites perceived support from sheriffs<sup>6</sup> and jail administrators to have been extensive and consistent. Stakeholder survey respondents rated the supportiveness of sheriffs and jail administrators in their community as greater than 3 on a 4-point scale in every site and every wave. (The scale went from 1, indicating "not at all supportive" to 4, indicating "very supportive," with a midpoint of 2.5). Evidence from the stakeholder survey item regarding support from elected officials was more mixed with the score below the 2.5 midpoint score in four different learning sites in at least one survey wave. This suggests that elected officials (other than sheriffs) were stakeholders whose support for TJC could be enhanced.

The learning sites worked to formalize their jail transition vision through the creation of mission and vision statements. The impact of creating such statements was enhanced by having leaders transmit a consistent message about what they are trying to accomplish in reference to TJC activities. It could also be supplemented by incorporating the new mission and vision into written reentry-related communication, as Douglas and Davidson counties did by including their jail reentry mission statements in their reentry newsletters and the reentry section of their websites. By the time of stakeholder survey Wave 3, at least 68 percent of Wave 3 respondents in all six sites either agreed or strongly agreed that their county had a clear vision of how to address jail reentry. La Crosse County experienced the most substantial perceived progress in this area. Only 38 percent of

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<sup>6</sup> Denver does not have an elected sheriff. The undersheriff serves as the director of the sheriff's department.

respondents agreed or strongly agreed that the county had a clear vision of how to address reentry in Wave 1; in Wave 3, it was 71 percent. Progress toward creating a systems culture was indicated in stakeholder interviews from multiple sites by reference to “speaking a common language,” “being on the same page,” and other articulations of a shared frame of reference. Bringing more data, especially risk-screening data, to discussions with various jail reentry stakeholders was very valuable in creating a common frame of reference for each site’s collaborative effort. Creating a greater common understanding of jail transition work was seen as an important foundation for necessary changes to the cultures of individual partner organizations.

### **Collaborative Structure and Joint Ownership**

*“It’s very hard to get things accomplished if you haven’t worked on structure and getting people on board before you proceed.”—TJC stakeholder*

Establishing joint ownership of the jail transition issue between the jail and the community is a bedrock principle of TJC. This is a functional necessity, as no one agency or organization has the resources, expertise, and authority to address the many criminogenic issues present in the jail population both pre- and post-release. The TJC team sought to assist sites in creating collaborative structures to make strategic decisions about jail transition priorities and resource allocation and create continuity of care and approach between agencies and across the point of release.

#### *Facilitating Collaborative Structure and Joint Ownership*

Building a collaboration that can achieve joint ownership is a challenge due to the inherent differences in the jail and community sides of the partnership. The jail is a single entity with a clear leadership structure, whereas the community can be defined in many different ways. Defining an effective structure for that collaboration was the subject of a great deal of TA work during the first year of assistance to Denver and Douglas counties, so much so that the TJC revised this TJC model element, which had originally been defined as “collaboration and joint ownership” to read “collaborative structure and joint ownership.” In recognition of the importance of structuring the collaborative, the TJC team focused early efforts on defining roles and responsibilities in the TJC effort as implementation began in the four newer sites. The TJC structure needed to facilitate engagement and ownership from both the community and jail/criminal justice spheres.

Some TJC sites had a collaborative model structured around a central interagency partnership while others developed what might be characterized as a “jail working with everyone else” model. For example, in La Crosse County, the partnership between the jail and Chemical Health and Justice Sanctions (responsible for pre-trial supervision, assessment, case management, and alternatives to incarceration) was the backbone of the TJC effort. In Orange County, the partnership between the jail and probation functioned similarly. In Denver, the Crime Prevention and Control Commission provided an umbrella for the jail-community partnership, with the CPCC-funded Community Reentry Project (CRP) serving as the primary community partner. In Davidson, Douglas, and Kent counties, collaborative bodies were structured as a relationship between the jail and

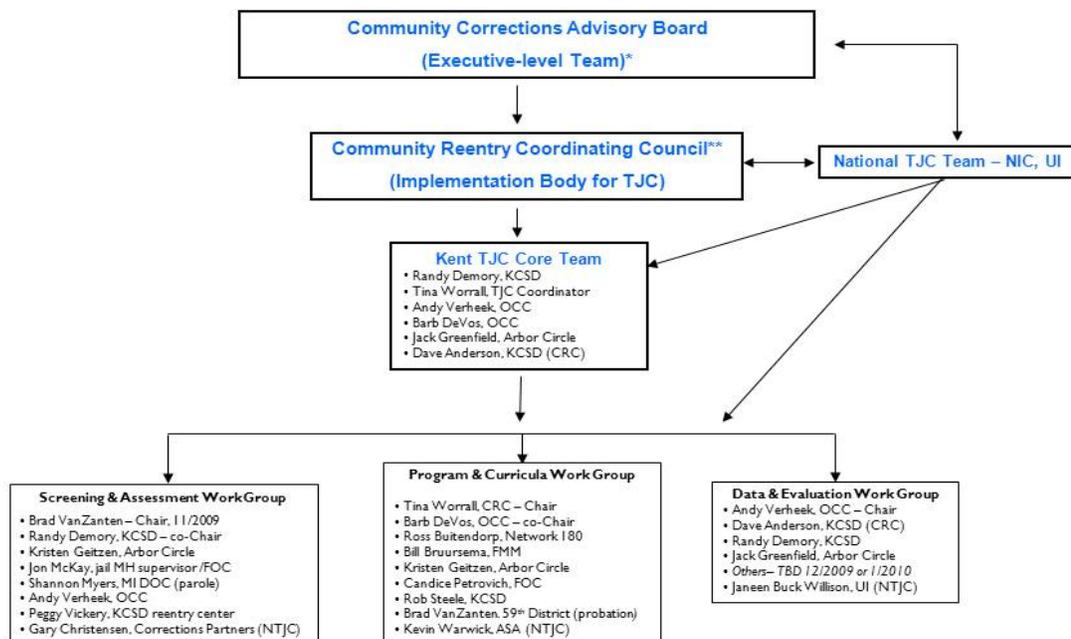
multiple community entities. It did not appear that one model is inherently superior to another; rather, each jurisdiction built the collaborative structure most appropriate to its history, assets, and challenges.

In general, the collaborative structures in the TJC sites consisted of four components:

- a leadership body (typically at the executive level) to provide guidance, oversight, and authority—usually a criminal justice management council;
- a core team to coordinate with the national TJC team;
- a large group open to all community stakeholders; and
- work groups or committees with specific tasks and subject matter responsibilities.

Kent County’s TJC structure, which includes each of these elements, is depicted in **Figure 4**.

**Figure 4. Kent County TJC Structure, December 2009**



Criminal justice management councils and core teams were discussed in the previous section. The large community partners groups engaged in implementation planning details in some of the TJC sites, while in others they served an advisory role and primarily received information and provided comment. They evolved in different ways. Douglas County’s Community Collaboration Council on Reentry (CCCR), Kent County’s Community Reentry Coordinating Council (CRCC), and the Orange County Reentry Partnership (OCREP) predated their joining TJC and took on TJC work as a primary focus. Denver created a TJC Steering Committee but later folded it into the

CPCC's Community Reentry Committee due to the substantial overlap in scope between the two. Davidson and La Crosse counties created community stakeholder groups, each called the TJC Community Partners. All of these groups played an important role in bringing various concerns around the jail population to the table, identifying priority areas, and disseminating information. They were useful vehicles to engage new partners and share knowledge, particularly where there had been no prior forum to discuss jail-related issues.

Work groups or committees were established in all the TJC sites to make progress in specific substantive areas. For example, Davidson County built their work groups around areas related to service needs, such as employment and housing, in part because they have a large number of community partners but no organized method for determining which organization is best suited to work with which type of individual, or where there are resource gaps. Much of the implementation work in Denver was done by its Programs Committee, which supplanted the Screening and Assessment Committee once implementation tasks related to screening and assessment were largely completed. Not all sites had success with a work group structure. Douglas County created work groups, but some of them never became active, while others were absorbed by community agencies. La Crosse County chartered work groups but later folded them back into their TJC Community Partners group because there was so much overlap in what each group was doing. Later, La Crosse County returned to the work group structure, creating one to oversee Thinking for a Change implementation and another to focus on case management. Davidson County was also restructuring and revitalizing their work groups as the assistance period came to a close. The TJC implementation experience suggests that it is important to maintain structural flexibility and perhaps to have a smaller number of work groups that disband and are replaced after they achieve their implementation goals.

### *Critical Challenges*

In stakeholder interviews, site partners noted that achieving joint ownership and collaboration was a constant challenge, as was maintaining the engagement and interest of community partners. Some interviewees attributed this to the lack of concrete actions early in the TJC implementation period, and others observed that community partners were unclear on their roles. Identifying a role for community partners who were not service providers was also a challenge. La Crosse County was able to identify significant ways in which those partners could contribute, such as accompanying groups of released inmates to acquire valid identification or volunteering to staff a resource area in the jail's lobby designated for family members of jail inmates.

Other stakeholders felt that community engagement was impeded by a perception that TJC was focused primarily on the jail, and that most initial implementation tasks were things for which the jail was responsible. This observation pertains in part to the implementation of risk screening, the one component of the TJC triage approach to interventions that must occur in the jail. Some stakeholders mentioned integrating disparate perspectives as a challenge of TJC implementation, which is a result of the inclusion a diverse stakeholders that was counted as a TJC accomplishment. Discussion

of collaboration issues as substantial challenges to the TJC effort were much more common in the interviews that occurred earlier in the TJC implementation period. When discussing how to address these concerns, stakeholders emphasized the need for constant communication (while acknowledging that this was time consuming), the value of training and skill-building for partners, and the need to regularly identify new challenges to keep the effort from losing energy.

**Table 2. Barriers to Collaboration (average across survey waves)**

	All sites	Davidson	Denver	Douglas	Kent	La Crosse	Orange
Limited time and resources	3.0	2.8	3.0	3.1	3.1	2.9	3.0
Incompatible data systems	2.5	2.0	3.1	2.5	2.6	2.3	2.6
Regulations and policies about sharing client information	2.2	2.0	2.3	2.3	2.2	2.2	2.5
Lack of relevant data	2.2	2.1	2.5	2.2	2.2	2.2	2.3
Technological limitations	2.2	1.8	2.8	2.1	2.2	2.2	2.4
Absence of established working relationships	2.2	2.2	2.1	2.0	2.3	2.2	2.2
Competition for resources or turf issues	2.1	2.0	2.3	1.9	2.4	2.2	2.0
Conflicting priorities or visions	2.1	1.8	2.2	2.1	2.3	2.3	2.1
Lack of trust among agencies	2.1	1.8	2.1	1.9	2.1	2.4	2.1
Policies on access to clients in the jail	1.9	1.7	1.9	1.6	1.9	1.9	2.3

Respondents rated how problematic each issues was using a four point scale (1 = not a problem, 4 = serious problem); scores were averaged to create a measure of intensity. The higher the score, the more problematic the issue.

The stakeholder survey asked respondents about barriers to collaboration, inviting them to rate the degree to which a number of potential issues were a problem in their community. A summary of the results averaged across survey waves is presented in **Table 2** above. Resource and time limitations were the most consistently problematic, scoring above the mid-point (i.e., more problematic than not) by every TJC site in every survey wave. This is consistent with our experience that each site struggled to some degree with key leaders and partners having the time to work on the strategic issues inherent to TJC while also completing the routine work for which they are responsible. This challenge was particularly acute in smaller jurisdictions, as in Douglas County where a single individual was responsible for all assessment, case planning, and TJC coordination for the first two years of the project or in La Crosse County where a single individual was responsible for coordinating all jail programming and activities. The

current economic climate exacerbated resource constraints in each of the sites. In addition to resource and time limitations, incompatible data systems were rated as more problematic than not by respondents in several sites, and Denver respondents also rated lack of relevant data and technological limitations as more problematic than not.

### *Evidence of Progress and Systems Change*

Fully realized joint ownership means that both the jail and the community have a strong hand in steering the initiative. The TJC sites realized joint ownership to varying degrees, but the stakeholder interviews and site observations made it clear that joint ownership was a principle that was very important to them and to other TJC partners. Jail transition stakeholders evaluated each significant decision or undertaking to see whether it met or fell short of their expectations for joint ownership. Jail-based stakeholders were always evaluating whether the community was doing its part, and community-based stakeholders were doing the same for the jail.

While each TJC site convened large community partners groups, they varied in the degree to which they became action-oriented in completing specific implementation tasks. To some extent, this reflected the trade-offs between convening a “big tent” group of community partners and a smaller, more tightly defined group. Large community partner groups brought in a wide variety of perspectives and potential resources to the jail transition work. Several stakeholders expressed the belief that the diversity of partners their TJC effort engaged was a substantial accomplishment in itself. At the same time, large community partners groups experienced more variation in meeting attendance, which made it more difficult to achieve the focus and consistency necessary for the meetings to be working sessions. Smaller groups were better able function in this way but were also more likely to be missing individuals or organizations that could have contributed.

In Davidson County, which had a very large community partners group, the Nashville Neighborhood Resources Center set up a web-based work space to facilitate information sharing outside the TJC community partner meetings. This allowed TJC partners to share information and even “crowd-source” client-level problem solving outside the context of regular meetings. It proved a good strategy to maximize the benefit of having a large TJC partners group.

There was considerable evidence of collaboration in each of the TJC sites. More than two-thirds of stakeholder survey respondents in all sites and all waves reported that their agency shared resources either occasionally or frequently with another agency. The commitment of agencies to reentry appeared to be broad in all sites with the proportion of survey respondents agreeing or strongly agreeing that their agency leaders were committed to reentry never dropping lower than 84 percent in any county or survey wave. In stakeholder interviews, multiple individuals across multiple sites said that improved relations and communication between the jail and the community constituted a TJC success in their community. Enhanced mutual trust and understanding, expressed in interviews and measured in the stakeholder survey, characterized the development of collaboration between the jail and the community across the TJC sites, and was

particularly emphasized by respondents in the final wave of interviews. Specific instances of collaboration occurred across continuity of approach to programming, use of screening and assessment information, and case planning and case management, which will be discussed in more detail in the section on targeted intervention strategies.

### **Data-Driven Understanding of Local Reentry**

*“There must be an openness to sharing data; we can collect it, but we might not be willing to put it out into the public sphere...comments from others can be very helpful, which can improve data collection.”—TJC stakeholder*

A data-driven approach to reentry requires objective, empirical data and regular analysis of those data to formulate an accurate understanding of the local reentry landscape and to inform decisionmaking and policy formation around jail transition. Throughout the TJC initiative, analysis-related technical assistance in all six sites focused on (1) exploring the characteristics of the jail population; (2) identifying those subsets of the jail population likely to consume disproportionate criminal justice and programmatic resources; (3) assessing data sources and reporting capacities in the jail and in the community that could inform the jail transition process and assist with tracking key outcomes; (4) facilitating access to those data; and (5) identifying or devising mechanisms both to track service referrals, engagement, and utilization, and to share that information with partner agencies on a regular basis.

All of these objectives were undertaken with the goal of building capacity for self-evaluation in each community; specifically, to position sites to pursue analyses of interest to local stakeholders and continue core data analyses after the conclusion of the TJC technical assistance period. Thus, the evaluation team’s approach involved working closely with each site to disseminate knowledge and develop skills necessary to collect, analyze, and interpret data relevant to the local reentry initiative.

#### *Facilitating a Data-Driven Approach*

Data-related work in the first two pilot sites (Denver and Douglas County) focused on helping jail and community partners collect administrative data on their respective client populations to inform development of the initiative and facilitate measurement of key outcomes. These early and ongoing tasks also encompassed matching goals with measures, determining data availability to support the measurement of key outcomes, and establishing qualitative and quantitative baselines against which implementation of the TJC model could be assessed. Both sites convened a data and evaluation work group to focus on these tasks and regular conference calls were held with the national team around this work. Initially these discussions focused primarily on generating baseline measures of the jail population and operationalizing a core set of outcomes by which Denver and Douglas County would measure the success of their respective jail transition efforts. Over time, as the sites made progress on these issues, discussion expanded to issues of measurement and data collection and analysis. These discussions informed the development of a core performance measures tool designed to assist all six sites in the collection, reporting, and analysis of a core set of performance measures to monitor their

initiative and measure progress (see the subsection on self-evaluation and sustainability, later in this section, for a more detailed discussion of the core performance measures framework and tools).

To aid in generating descriptive data that could inform early discussions, the national team developed a set of baseline measures at the outset of the initiative (October 2008) that drew on existing data residing in the jurisdiction's jail management information system. For that reason, these initial measures included basic counts such as total number of bookings in the calendar year, the number of discrete individuals booked, the percentage of the released population returning to the jail during the calendar year, percentage of the population (average daily population on a given day) in the jail pretrial, and the percentage sentenced to the county jail, length of stay by status, and breakouts by age, race, gender, offense type, classification score, and need areas (homeless, mentally ill, substance abuse). In addition to describing the jail population, this list was designed to spark discussion about any subsets of the jail population to target for specific interventions, services, and programming (see **Appendix E** for the list of **Baseline Measures**).

Although both the initial pilot sites (Denver and Douglas County) began the initiative with relatively new and challenging data systems, each compiled and reported baseline data for 2008 that included total bookings, number of individuals booked, and established a baseline for jail returns<sup>7</sup> (percent of released individuals who returned during the calendar year, the average number return stays, and the average length of stay for subsequent returns to the county jail) as well as the percentage of individuals that moved from booking to classification and other flow measures. Despite significant challenges with its new management information system, Douglas County not only generated these baseline measures but compiled quarterly reports on inmate population characteristics and distributed these reports to key stakeholder groups, including the CCCR and the executive council.

The work involved in establishing baseline measures in Denver and Douglas County transformed the initiative's data-related work with the four additional learning sites in two significant ways:

- **Assessment of site data capacity.** First, the national team incorporated several of the baseline measures into the 2009 request for proposal (RFP) process used to select the four additional TJC learning sites; specifically, the RFP instructed applicants to provide data on jail admissions and releases, frequent users,<sup>8</sup> and risk/needs information for the jail population including the percentage assessed as high risk for recidivism, homeless, mentally ill, or with substance abuse issues. Completing this table provided both a baseline and a gauge of site data capacity.

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<sup>7</sup> Douglas County analyses indicated that 16 percent of the individuals booked in calendar year (CY) 2008 returned to the jail repeatedly during the calendar year, averaging two additional stays, while Denver's early analyses found that of the almost 36,000 individuals booked in CY 2008, less than 10 percent (about 2,600 individuals) had three or more jail stays in 2008; the range was 3–20, and the median was 4.

<sup>8</sup> Percentage of inmates with three or more jail stays in a 24-month period and the average number of returns for those inmates.

- **Development of core performance measures.** Efforts to compile baseline measures in the two pilot sites significantly shaped the initiative's performance measurement and management strategy.

The evaluation team also provided assistance around a variety of other issues central to facilitating data analysis capacity, including building spreadsheets to enter screening data and generate scores, developing code books and reviewing the management information systems (MIS) input structures and data definitions, working with sites on performing and reviewing new analyses, writing Excel and the Statistical Package for the Social Sciences (SPSS) programs to assist sites in performing basic analyses, and developing case flow graphics to document key transition processes and data points. Lastly, in keeping with the evaluation's participatory action research approach, the national team provided each site with a memorandum summarizing the results from each administration of the stakeholder survey. These memos were designed to provide stakeholders with constructive feedback to assist and advance their respective initiatives including strengths on which to build, areas indicating improvement or progress, and issues meriting additional attention from the initiative.

### *Critical Challenges*

As is the case in many jurisdictions, the six TJC sites faced significant data-related challenges, such as difficulties with existing management information systems, limited capacity to access and analyze data, inconsistent data entry, lack of clear procedures and data definitions, and lack of information-sharing agreements. Initial capacity for basic data analyses also differed greatly across the six TJC learning sites, with some sites possessing greater technical ability and resources for analysis than other sites. In turn, some sites had greater access to data but were limited in their ability to extract, analyze, and review those data.

Technological limitations and incompatible data systems presented barriers in many TJC sites. As noted earlier, Douglas County and Denver both migrated to new jail management information systems (JMS) during the course of the project and encountered significant issues that impeded data collection. Even in sites that did not experience changes to their data systems, issues arose. For example, Orange County's JMS didn't track individuals by unique identifiers but was instead designed to track by booking number; this impeded the site's ability to track individuals and examine returns to jail. La Crosse County had difficulties in conducting analyses electronically and relied on hand-counting for key areas of inquiry. Conducting key data analyses manually limits how frequently performance measures can be drawn and is unlikely to be sustainable over the long term. La Crosse County utilized technical assistance from NIC to identify steps to address this issue and was moving forward with these efforts as of the writing of this report.

In addition to challenges related to data systems, sites encountered issues related to how to define, measure, and report data points. Key terms, including program discharge and completion, were undefined in many of the learning sites when TJC implementation began. These factors limited the sites' ability to reliably measure key program outcomes,

such as engagement and completion. Further, data were not collected at a number of critical junctures, including the transition process from the jail to the community. Finally, even where data were accessible and important measures were clearly defined, many sites did not have a forum for the regular review of data, and this hindered the integration of data into the initiative.

### *Evidence of Progress, Capacity Building, and Systems Change*

Despite these difficulties, all sites made marked progress on their data and analysis capabilities during the project period, working closely with the TJC national team through technical assistance and capacity-building efforts. Furthermore, results from the TJC stakeholder survey also suggest the progress made in this area was discernible to stakeholders across the community.

As discussed in later sections of this report, the systems change analysis registered positive change in these areas, with respondents indicating that data collection increased and barriers to information-sharing decreased. Survey respondents across the sites reported improved information-sharing among criminal justice providers over the span of the initiative (ratings increased from an average score of 2.19 in Wave 1 to 2.33 at Wave 3 on a scale from 1 to 4; the higher the score, the more improvement registered), while information sharing between the jail and community held relatively steady over time (2.27 to 2.25). Data collection practices also improved: scores across sites increased from 1.17 to 1.27 over the initiative with four of the six sites rating the extent to which agencies collected data on client referrals, if a client had been released from jail or was under supervision, if a client was being served by other community agencies, and if a client had been assessed (see Section 4 for more discussion on the Data Collection Practices scale and site scores).

As **Table 3** (a–d) indicates, over time, some respondents also reported slightly diminished barriers to information-sharing caused by agency regulations, technological limitations, incompatible data systems, and lack of data.<sup>9</sup> Each site struggled with these issues to different degrees. Incompatible data systems, for example, were rated as more problematic in Denver than in any other site. La Crosse County registered the most improvement in these issue areas: stakeholders rated three of the four areas as slightly less problematic over the course of the initiative. Note that the higher the average score, the more problematic the barrier.

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<sup>9</sup> These and other items composed the composite measure, Lack of Barriers to Information-Sharing, constructed for the systems change analysis discussed in Section 4. That composite measure is scaled differently, allowing both for a measure of intensity and direction.

**Table 3a–d. Collaboration Barriers Related to Data**

<b>Table 3a. Technological Limitations</b>			
	Wave 1	Wave 2	Wave 3
<b>Davidson</b>	1.7	1.9	1.8
<b>Denver</b>	2.8	2.8	2.8
<b>Douglas</b>	1.9	2.2	2.0
<b>Kent</b>	2.4	2.0	2.3
<b>La Crosse</b>	2.2	2.1	2.4
<b>Orange</b>	2.3	2.4	2.4

<b>Table 3b. Agency Regulations/Policies on Client Information-Sharing</b>			
	Wave 1	Wave 2	Wave 3
<b>Davidson</b>	2.0	2.1	1.8
<b>Denver</b>	2.4	2.0	2.3
<b>Douglas</b>	2.2	2.4	2.3
<b>Kent</b>	2.2	2.2	2.2
<b>La Crosse</b>	2.5	2.0	2.0
<b>Orange</b>	2.5	2.6	2.4

<b>Table 3c. Incompatible Data Systems</b>			
	Wave 1	Wave 2	Wave 3
<b>Davidson</b>	2.1	2.2	1.8
<b>Denver</b>	3.1	3.0	3.2
<b>Douglas</b>	2.3	2.6	2.5
<b>Kent</b>	2.5	2.6	2.6
<b>La Crosse</b>	2.4	2.3	2.3
<b>Orange</b>	2.5	2.7	2.7

<b>Table 3d. Lack of Relevant Data</b>			
	Wave 1	Wave 2	Wave 3
<b>Davidson</b>	2.1	2.2	1.9
<b>Denver</b>	2.5	2.4	2.6
<b>Douglas</b>	2.3	2.1	2.2
<b>Kent</b>	2.2	2.1	2.1
<b>La Crosse</b>	2.3	2.0	2.1
<b>Orange</b>	2.4	2.4	2.2

Respondents rated how great a problem the above issues were using a four-point scale (1= not a problem, 4 = serious problem); scores were averaged to create a measure of intensity—the higher the score, the more serious the problem.

Site personnel and the TJC national team undertook substantial efforts to build capacity around the TJC core performance measures. Through efforts to compile the core measures, stakeholders developed, for the first time, the capacity to identify unique individuals booked into the Orange County jail. Furthermore, the Orange County Sheriff’s Department, with assistance from the TJC national team, transferred their data storage and analysis management from Excel worksheets to the Statistical Package for the Social Sciences (SPSS). This change has allowed the department to maintain records for a much larger number of individuals and has permitted linking client records in the database and advanced extraction functions beyond what is possible within Excel. Despite this progress, Orange County has not yet integrated performance indicators into the process of evaluating the model and adjusting it over time as needed, and the county did not include data from probation or community-based organizations in its reporting of the TJC core performance measures as of the writing of this report.

La Crosse County made a number of modifications to its criminal justice data systems to enhance their ability to target TJC interventions and monitor jail transition outcomes. For example, Proxy risk score information, although already recorded in the jail database, was moved into a field that allows it to be queried and tracked. This allowed the jail to identify inmates with high Proxy scores without a current LSI-R score and to assess the extent to which Proxy risk scores are consistent with LSI-R risk scores. La Crosse County also developed a spreadsheet to track in-jail program participation. Finally, the County reported the TJC core measures that it was able to draw for the three periods, and with each period, the site was able to populate more data fields, particularly around delivery of programs to the TJC target population.

Denver made a concerted effort to address gaps related to definitions and reporting during the last year of implementation and worked closely with the national team to describe interventions and define key terms, including engagement and completion. As of late 2011, Denver also was in the process of developing a new reentry database, which will ideally capture all the necessary data to compile the TJC core performance measures. Through the TJC initiative, Denver was also able to expand its use of analysis to assess and enhance local reentry efforts. For example, Denver conducted an analysis of TJC client data, including both a service profile and recidivism analysis, which was presented to the city agency responsible for overseeing Denver's jail reentry efforts.

Douglas County has also made solid progress with respect to data and evaluation. Despite staff turnover and the challenges presented by the jail's new JMS, Douglas County was able to put a structure in place to generate quarterly reports on inmate population characteristics, which are distributed to key stakeholder groups. The site also developed a reentry database that is used to track reentry clients for six months post-release and was able to submit all three waves of TJC core performance measures data. Douglas County's third submission of the core measures was the most extensive of any TJC learning site, with data on jail bookings, screening, assessment, transition case planning, and post-release outcomes.

It should be noted that unlike the other four learning sites, Davidson and Kent counties both had relatively extensive data that were readily accessible as well as staff with the technical expertise to extract and analyze the data at the outset of TJC participation. Through involvement in the initiative, these counties developed processes for regular data analysis. For example, as screening procedures were introduced and formalized, Kent County conducted regular analyses of screening data broken out by length of stay, legal status (i.e., pretrial versus sentenced populations), and inmate characteristics to monitor potential case flow problems and needs relative to current programming resources. These reports were primarily distributed to the site's core team for review and discussion. Kent County also began reporting core jail transition performance measures and using these data to evaluate progress to date, monitor processes and procedures, and inform next steps.

Likewise, Davidson County undertook analyses of the distribution of Proxy scores by facility and circulated this information to core partners. In addition, the Davidson County Sheriff's Office instituted tracking of program participation and began drawing recidivism data for participants in jail-based programs. Importantly, Davidson County has also successfully engaged community-based organizations in data analysis efforts with 13 community-based organizations reporting monthly to the sheriff's office regarding whether individuals released from the jail have accessed their services in the community. No information of this kind had been collected previously or made available for routine review. Additionally, Nashville's Neighborhoods Resource Center, a TJC partner in Davidson County, produced maps of the number of people returning from jail to various neighborhoods, and that information has been used to spur neighborhood-specific jail reentry efforts. Despite these achievements, however, neither Kent nor Davidson County

has instituted a procedure for regular reporting and review of the TJC core performance measures, which should be integrated into the process of evaluating the model and adjusting it over time as needed.

Other evidence of capacity building included independent data collection and expanded analyses. Denver, for example, conducted a number of analyses shedding light on the characteristics and offense profiles of its frequent user population, defined as the 100 individuals who had been arrested the most times over the past five years. Both La Crosse and Denver conducted additional data collection to inform their efforts: La Crosse surveyed jail inmates about what they considered to be their most pressing reintegration needs; most respondents identified employment, mental health, housing, transportation, and alcohol abuse as critical issues, with drug abuse treatment and education garnering the most interest among inmates. In turn, Denver surveyed the city's community-based services providers to document the range of services targeting or available to inmates returning to the community. In both instances, findings from these efforts are being used to inform jail transition planning and implementation.

Along with the progress described above, several sites also drafted data-sharing agreements and either revised or established mechanisms to facilitate client-level information-sharing among partners. Most sites also convened data and evaluation work groups, typically consisting of core members from the TJC team, community providers, jail staff, and, in some instances, local researchers, to carry out their efforts to enhance data analysis and reporting capabilities.

### **Targeted Intervention Strategies**

*"It's a godsend ... screening and assessment have given us direction."*—TJC stakeholder

Targeted intervention strategies comprise the basic building blocks of jail transition. Improving transition at the individual level involves introducing specific interventions at critical points along the jail-to-community continuum. The underlying premise is that interventions at these key points can reduce the risk that an individual will commit new offenses or otherwise return to the jail and, thus, enhance public safety. Screening and assessment, transition planning, and program interventions are key elements of this strategy.

#### *Facilitating Targeted Intervention Strategies*

Targeted interventions in the TJC model are allocated using a triage approach to managing the fact that the jail population turns over rapidly; only 20 percent of jail inmates are incarcerated for longer than a month, and only 4 percent remain in jail for longer than six months (Beck 2006). The TJC triage approach addresses the challenge of effectively delivering interventions to the population rapidly cycling through a jail system by quickly identifying levels of risk to reoffend within the jail population and proceeding from there to allocate resources.

The triage approach incorporates the risk, needs, and responsivity principles, which together constitute the RNR framework. The risk principle states that “the level of supervision or treatment should be commensurate with the offenders’ level of risk” (Lowenkamp, Latessa, and Holsinger 2006). The need principle stipulates that interventions intended to reduce recidivism must target dynamic (i.e., changeable) correlates of criminal behavior known as criminogenic needs (Lowenkamp et al. 2006). Failure to adhere to these principles can waste valuable intervention resources by expending them on the wrong people (those who will do relatively well in the absence of intervention) or by putting the right people in the wrong intervention. Delivering programs to low-risk offenders may even make their outcomes worse (Lowenkamp and Latessa 2004). Finally, the responsivity principle holds that programs addressing criminogenic needs should be based on cognitive social learning and should focus on establishing a strong working relationship with the offender. This principle also states that treatment should encourage pro-social outcomes, developed through problem-solving and reinforcement by the program’s leaders. Assignment to a program and work with an offender should be informed by the attitudes, motivation, and, perhaps, gendered needs of program participants (Bonta and Andrews 2006).

TJC technical assistance provision aimed to assist sites with implementing the components of a triage approach consistent with the RNR framework. Central to doing so was the implementation of a two-stage process for (1) determining which inmates are at greatest risk to recidivate; and (2) identifying the needs that must be addressed in order to reduce the likelihood that these individuals will reoffend. The first stage is the application of a screening instrument to establish risk to reoffend. Screening results, dividing the jail population into high-, medium-, and low-risk categories, direct the provision of jail and community intervention resources first to the highest-risk individuals, and then to medium- and lower-risk individuals as resources allow. Ideally, screening should be applied to everyone booked into the jail. Conducting such a large number of risk screenings in the jail context is possible only with an instrument that is short and easy to use. The second stage of the process is full assessment to identify an individual’s dynamic criminogenic needs—those changeable factors that are related to the criminal behavior and that evidence-based treatment targets. Applying assessment is a much more resource-intensive undertaking that typically requires 45 to 60 minutes to conduct properly. This resource requirement is the reason that screening is used to identify the target population for assessment.

Each site engaged in planning to implement and/or better utilize screening and assessment tools. While there are several risk screening instruments that would fit the purpose, all six TJC sites implemented the Proxy.<sup>10</sup> The assessment tools used by the site varied. Douglas and La Crosse Counties were using the Level of Service Inventory-Revised (LSI-R) prior to TJC and continued to do so. Of the sites that implemented assessment during the TJC period, Denver adopted the LSI, Davidson and Orange Counties adapted the public domain Wisconsin Risk/Need tool, and Kent County adopted COMPAS consistent with state-level assessment protocols. Denver, Kent, and Orange

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<sup>10</sup> An overview of screening and assessment tools is included in the *TJC Online Learning Toolkit*, accessible at [www.jailtransition.com/Toolkit](http://www.jailtransition.com/Toolkit).

counties selected assessment tools for their respective jail populations because they were in use by other criminal justice agencies in the same jurisdiction, allowing for consistency of approach, or because doing so opened up opportunities to receive training or share access to proprietary instruments. La Crosse County began to migrate to COMPAS in early 2012 to have consistency with parole and probation, which had adopted that instrument. Implementation of assessment varied across the sites as the TJC technical assistance period drew to a close.

At they began their participation in TJC, sites varied greatly in the range and quality of existing jail- and community-based programming. Davidson County, for example, had an abundance of programming offered in the jail facilities, including licensed substance abuse treatment and batterer's intervention. In La Crosse County, by contrast, rehabilitative efforts had traditionally focused on alternatives to detention rather than on services provided in the jail; consequently, jail-based programming was limited. The TJC national team responded to this variation by focusing on four objectives related to programming and services: (1) assist sites in expanding or piloting programming that addressed significant gaps in ability to reduce risk to reoffend; (2) initiate a process to identify core programs—that is, programs that are evidence-based and sufficiently intensive to address the criminogenic needs of high-risk individuals and distinguish them from less intensive supplementary interventions and/or those appropriate mainly for low-risk individuals; (3) build a process to ensure the proper match between services and assessed criminogenic needs; and (4) help sites implement mechanisms to ensure that programs are consistent with evidence-based practice and delivered with fidelity to the curriculum or treatment modality.

All six TJC sites identified criminogenic need areas for which there was either no programming provided or the provision could be improved. This was a major focus of activity in the TJC sites; site received multiple structured TA events via site visit or WebEx conference. The most common area for expanding programming across the sites was in the area of cognitive-behavioral interventions designed to address thinking patterns, methods of solving problems, and values and norms that underlie a great deal of criminal behavior. Use of these interventions has been established as one of the principles of effective correctional intervention (Crime and Justice Institute 2009). Teams from four TJC sites—Denver, Kent, La Crosse, and Orange counties—received training from NIC on its cognitive-behavioral curriculum Thinking for a Change (T4C).<sup>11</sup> The TJC team built upon these trainings, working with each site to fully implement T4C.

The second objective of TJC implementation specific to programming and services was to identify “core” programs and distinguish them from less intensive supplementary interventions and/or those appropriate mainly for low-risk individuals. Other programming is needed, of course, not only to support and reinforce core programming, but also to meet survival needs, such as housing for those in need; to provide opportunities for inmates or returning inmates to engage in positive, pro-social activities; and to further stability and order in the jail. It is the core programming, however, that is intended to change behavior and improve outcomes for the TJC target population.

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<sup>11</sup> Davidson County was scheduled to receive T4C training in March 2012.

The TJC project team developed two tools to assist sites in the task of sorting programs into core and supplementary categories: the **Triage Matrix (Appendix C)** and the **Intervention Inventory (Appendix F)**. The Triage Matrix helps jurisdictions think through where, when, how, and to whom interventions or activities, including assessment and case planning, should be available in the jail and in the community. This proved a useful system planning document at the outset of TJC work in the sites. The second tool, the Intervention Inventory, was designed to assist sites with sorting programs and services by need addressed and whether it was a core or supplemental intervention. It is organized around the need domains identified by the site's assessment instrument and, therefore, varies slightly by jurisdiction depending on what assessment instrument is used. When complete, a case planner could look at the Intervention Inventory for an identified criminogenic need and identify those jail-based and community-based interventions (both core and supplementary) available to address that specific need domain. This information should guide the development of case plans by tying criminogenic needs to goals related to completing core programs.

The TJC triage approach specifies some minimal level of intervention for everyone, and it is therefore important to have separate and distinct interventions, usually minimal, for the low-risk population. Most of the TJC sites either developed or refined resource information to provide to all inmates discharged from the jail. This practice had the added benefit of getting this information into the hands of higher-risk offenders with very short lengths of stay. Program staff in several sites stressed that although many programs and activities may not intensively address criminogenic needs, this does not mean that they lack value. Having such opportunities available for low-risk offenders was a good thing, provided they were not crowding out core programs or diverting necessary resources from interventions designed for higher-risk offenders. The TJC team worked with sites to define an appropriate role and target population for these programs and activities in a triage approach.

Matching offender needs to appropriate interventions at the client level is the role of the transition case plan in the TJC triage process. While sites typically had some form of case planning or case management in place prior to TJC implementation, over the TJC period sites worked to enhance their case plans and planning process to better focus on integrating assessment information and referral to appropriate jail- and community-based programs. Most case plans in the sites prior to TJC were primarily for use within a single program or agency; through TJC work they began to revise them and agree to a universal case plan that could play a system role, following an individual across the point of release and to different programs or agencies. Each site's jail transition system had to ensure that staff developing the case plans understood the assessment information and accepted the new, criminogenic need-driven way of doing case planning. This required a continual focus on educating case planning staff as well as program or agency staff who would receive the case plans on their use and value.

Finally, evaluating the quality of the content and delivery of programming to ensure that programs are consistent with evidence-based practice and delivered with fidelity is

necessary to identify problems with assessment, case planning, and program delivery that could undermine the efficacy of the triage approach. This required specification of how each of these elements should be done in the early stages of implementation. It's not possible to determine the quality of individual case plans, for example, when there isn't clarity regarding what constitutes a quality case plan. Once this specification has occurred and implementation is under way, the next step is the development of a process to monitor quality on an ongoing basis. The TJC team worked with sites to begin designing such a process as part of their sustainability planning. Denver and La Crosse counties, for example, identified T4C delivery as a promising starting point for beginning a quality assurance process.

### *Critical Challenges*

In the TJC stakeholder survey respondents across all sites consistently named resource and time constraints the most problematic barrier to effective collaboration. Assessment, case planning, and case management (particularly collaborative case management) are all time-consuming activities, and finding the staff time to do each of them was a challenge for all the TJC sites. This is one of the reasons that many sites began doing intervention components on a limited basis, with the hope that they could expand the scope of these activities as time went on, particularly once they had built a level of competency and demonstrated the value of these jail reentry components. Finding the staff time to conduct assessments, for example, presented a much greater challenge to the sites than did implementation of screening. In addition to taking more time to conduct than screening, assessment also required more intensive training.

Despite acknowledging the value of collaborative case planning, this was another area in which sites struggled to address the limited time and resources of all partner organizations. The same resource limitations made it difficult for sites to institute quality assurance (QA) processes to ensure fidelity and consistency in assessment, case planning, and program delivery. Many of the sites struggled with delivering core programs, particularly T4C, at anything near the intensiveness recommended (40–70% of a high-risk offender's time over a three- to nine-month period) (Crime and Justice Institute 2009). Both space and staff limitations contributed to this, and dedicating the staff time to conduct good QA was another claim on staff time.

Making information critical to a targeted intervention approach available to TJC partners electronically presented an ongoing challenge. Several sites had difficulty ensuring that they could retrieve screening data from the jail's MIS, or move it across different data systems, and the utility of that data was limited until those issues could be resolved. The rapid turnover of the jail population and unpredictable release dates created consistent challenges in alerting community partners that a shared client would be discharged. When assessments and case plans were not part of a shared data system, it made timely transmission of that information labor-intensive and inefficient. As Denver awaited the launch of its new reentry data system, for example, Life Skills and CRP staffs were completing the universal case plan on paper, which limited their ability to update and transmit plans as needed. In La Crosse County, by contrast, the case plan was automated and Chemical Health and Justice Sanctions was able to grant the jail's program staffer

access to the case plans with a simple IT request. Other sites have struggled to varying degrees to realize fully automated case/transition plans that are shared with and utilized by all system partners.

While making risk and need information available to TJC partners presented many opportunities, a great deal of work was required to create and maintain a common understanding of that information, and a commitment to a triage approach based on risk and need. Stakeholders in some TJC sites described confusion among community partners regarding how to use assessment information, and that some partners simply chose not to use the assessment information provided. Some stakeholders noted that identifying individuals as low-risk raised the question of how the system should respond to them when they wanted programs and services. The triage approach entails reserving more intensive change programs for higher-risk offenders, but provider and program staff are often not used to or comfortable declining services to people who request them. Sites such as Denver and Davidson counties launched or explored launching training efforts to extend knowledge of core reentry concepts more broadly in their partner organizations and to deepen and reinforce that knowledge among people who already have it.

Stakeholders in multiple sites described a disconnect between assessment results and program delivery. While stakeholders valued the information they now had about the criminogenic needs of the jail population, they had yet to align program assignment and delivery with that information. Stakeholder perceptions were mixed regarding whether case planning, as practiced, consistently matched interventions to assessed needs. In some sites, this was partially because case planning training had yet to be provided or was only partially implemented. Another challenge observed in practice was that some assessed criminogenic needs, such as substance abuse and employment, mapped readily to programs and services already known to case planners, while other needs, such as lack of pro-social leisure and recreation, did not clearly correspond to existing programming. Therefore, sites had to determine whether to think about existing programs in different terms, develop programming that did not exist to address these needs, or some combination of the two.

For many sites, identifying core programming in the community proved to be more challenging than identifying such programming in the jail. In most TJC sites, a small number of individuals could describe all the interventions available in the jail system. On the community side, the service environment was too decentralized and too varied for this to be possible, and further information gathering was necessary. This often required the sites to collect a different type of information about programs and services than had been gathered in the past. In Davidson County, where many Nashville-area community-based organizations provide services to returning inmates, TJC work groups were tasked with collecting information on these various organizations including their respective target populations, the services provided, and the curricula used (if any). In Denver, the CPCC surveyed community agencies that addressed issues prevalent in the jail population to learn more about the services provided and local capacity.

Expanding program offerings and capacity also presented challenges: identifying locations (space) for these new programs, training staff on the new program approaches, and leveraging staff and funding to carry out the new program operations. One of the difficulties in delivering interventions based on risk and need levels is that the jail population is housed and otherwise managed largely according to classification level, custody status, and gender, which can present logistical obstacles to getting inmates to programming. Ultimately, jail programming must either be brought to the target population or the target population must be brought to the programs. Sites employed a mix of these strategies to address this challenge. Some established program pods or implementing direct supervision units. Kent County's valued community member (VCM) pod and Davidson County's housing unit-based New Avenues allowed for efficient delivery of intensive programming. The opening of direct supervision housing units that included dedicated program space led to planning discussions regarding unit-based program delivery in La Crosse and Denver counties. Other programming was delivered via centralized instruction, including even mixed-gender educational instruction in Davidson County. This model avoided potential conflicts between the prerogatives of jail classification and program targeting, but it added requirements on staff to facilitate movement to programs.

Delivering appropriately gender-responsive programming to female inmates was an area of intense interest in the TJC sites. They were aware of the need to provide specialized training, program content, and skill-building for case managers and program staff to work with women. This was an area in which community partnerships were particularly valuable, as most TJC sites had community providers who focused on providing services to criminal justice-involved women, and therefore had this specialized knowledge base and skill set.

### *Evidence of Progress and Systems Change*

#### Screening and Assessment

With the exception of La Crosse County, none of the TJC sites screened the jail intake population for risk of reoffense prior to TJC implementation,<sup>12</sup> and in La Crosse, Proxy scores were used primarily to guide judicial decisionmaking, not to allocate jail or community intervention resources. Denver and Douglas County piloted the Proxy in 2009 and subsequently adopted it. The three newer sites that did not have screening in place prior to TJC followed suit, with Davidson County implementing the Proxy in October 2009, Kent County in January 2010, and Orange County in April 2010. While La Crosse County had been using the Proxy for several years before TJC implementation, it was not applied to all jail bookings until 2010, when they began doing so as part of their TJC work. Douglas and Orange counties integrated the Proxy into their booking processes. Denver, Kent, and Davidson counties applied the Proxy as part of their classification process, generally meaning that all inmates staying for over 72 hours were screened. Davidson County subsequently expanded its use to their pretrial supervision and DUI School populations. Resource considerations drove the decision to screen at classification

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<sup>12</sup> Kent County did gauge risk in their community corrections population prior to TJC.

for those counties that did so, with the result that those sites were screening about a third of their booked populations as of the last core measures reporting period, as opposed to nearly the entire population being screened in the other counties.

Implementing screening was recognized by stakeholders across TJC sites as a significant milestone, one that provided each site with the information it needed to begin allocating all the other intervention elements by risk, served as a concrete indication of progress for the collaborative, and sped the development of each site's TJC approach. For the most part, implementation of screening went smoothly, and the primary challenges it raised related to how the information would be used. Despite these challenges, stakeholders expressed considerable satisfaction that they now had risk information on thousands of individuals—a planning resource of tremendous value that they lacked previously.

The use of risk/need assessment also expanded in the TJC sites. Davidson, Denver, and Orange counties implemented general risk/need assessment for the jail population for the first time. Kent County expanded risk/need assessment to include misdemeanor offenders; the Office of Community Corrections had typically assessed the jail's felony offenders but not misdemeanor offenders prior to TJC. Douglas County moved to significantly increase the volume of assessments being done, and La Crosse County established better sharing of assessment information. In most jurisdictions, assessments were conducted by jail-based staff—either jail staff (Denver, Douglas, Davidson, and Orange counties) or community-based staff working in the jail (Kent County); in La Crosse County, community corrections agency staff assessed the jail population. Many TJC stakeholders said that assessment fit well with case planning and reported sharing results with clients to increase their buy-in to their case plan; some also observed that community partners understood and were receptive to the assessment information.

In several TJC sites, assessment need outstripped capacity; that is, the number of people in the intended TJC target population (as defined by Proxy scores) exceeded assessment resources such as trained staff. As a result, program allocation was done based on a mixture of Proxy, length of stay, and assessment scores. In Denver, only sentenced inmates scoring medium or high on the Proxy are generally eligible for the jail-based Life Skills program, which offers assessment, case management, and programming. Similarly, in Kent County the Proxy is used to identify potential participants in the jail's reentry pod and programming, and in La Crosse County, the Proxy score is used as a criterion for placement in Thinking for a Change classes. Orange and Davidson counties planned to provide assessment only to those screened as high risk, but Proxy score did not inform the delivery of programming at the conclusion of the assistance period. In both counties, the implementation of assessment relatively late in the TJC assistance period could mean that more time would be needed to fully develop an integrated process.

In each TJC site, advancements in screening and assessment enhanced system capacity to allocate intervention resources by risk and need level. In particular, case plans and program criteria were revised to include this information, creating mechanisms by which risk and need information was integrated into client-level jail transition practices that began to change which individuals were targeted for or steered toward which

interventions. As the TJC sites moved to allocate interventions based on risk and need, jail programs and community providers needed to understand and present what they do in terms of risk level for which their services are appropriate and the criminogenic needs their services address. Many sites viewed the collection of this information as an opportunity to increase partner understanding of the concepts of risk and need, and saw the work of categorizing programs and services by risk and need as having beneficial effects in terms of capacity-building and transfer of knowledge within their TJC collaboratives.

### Transition Plans and Case Management

Each site worked toward more formalized and systematic case planning processes, targeting case management resources toward the highest-risk inmates, and engaging in strategies to make case management more effective (e.g., by providing a print copy of the case plan for the inmate to keep). Most of the sites either revised or created case plans that better tied client goals to criminogenic needs as identified in the case plans. The exception were sites like La Crosse County that already had case plans that did this, and focused more on broadening the use of case plans across partners. Other sites, such as Denver, developed universal case plans that replaced agency- or program-specific intake forms or case plans that required transition stakeholders to collect redundant information. Sites also focused on having case plans “follow” the individual, which required them to secure consent from the client, identifying which agencies or organizations should receive case plans and working out the logistics of this process. To address the consent issue, a number of sites in developed release of information (ROI) forms that clients may sign to authorize the transmittal of their personal information to specified agencies, and integrated the use of consent forms into the case planning process.

Several sites employed interagency case conferencing to enhance their case planning effectiveness. Douglas County convened a reentry multiservice team (RMST) in early 2011. La Crosse County began meeting around the same time on a small number of cases starting with identifying individuals to fill a small number of community housing slots, and Denver Life Skills and Community Reentry Project staff began case conferencing in the fall of 2011. Staff from the Kent County valued community member (VCM) unit and reentry pod met regularly to review cases, and unit correctional officers were invited to participate. Case conferencing meetings serve the dual purposes of problem-solving around individual cases and increasing trust and cooperation among key program staff. Several sites had to begin the conferencing process with a very small number of individuals due to time constraints, but hoped that the process would demonstrate its value and expand over time.

### Programs and Services

As **Tables 4 and 5** indicate, site survey respondents generally had a positive perception of the quality of jail and community services at Wave 1. There was more variability across sites in how stakeholders perceived the accessibility, range, and appropriate matching of offender needs in jail and community services, both in absolute terms and relative to one another. In light of the changes pertaining to service provision in the TJC sites discussed in this section, as well as the areas in which work remained to be done, it

is worth noting that stakeholder perceptions of jail- and community-based services generally improved on all four dimensions over the course of the TJC period.

**Table 4a–d. TJC Stakeholder Perception of Jail Services**

<b>Table 4a. Quality of Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	3.1	3.1	3.3
<b>Denver</b>	2.9	2.8	2.9
<b>Douglas</b>	3.1	3.4	3.4
<b>Kent</b>	2.9	2.7	2.9
<b>La Crosse</b>	2.8	3.2	3.4
<b>Orange</b>	2.8	2.9	2.9

<b>Table 4b. Range of Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	3.1	3.1	3.3
<b>Denver</b>	2.6	2.7	2.7
<b>Douglas</b>	2.9	3.1	3.4
<b>Kent</b>	2.8	2.4	2.5
<b>La Crosse</b>	2.7	2.8	3.1
<b>Orange</b>	2.8	2.7	2.8

<b>Table 4c. Accessibility of Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	3.0	2.9	3.2
<b>Denver</b>	2.4	2.5	2.3
<b>Douglas</b>	2.9	3.2	3.3
<b>Kent</b>	2.6	2.4	2.5
<b>La Crosse</b>	2.7	2.8	3.2
<b>Orange</b>	2.7	2.8	2.4

<b>Table 4d. Matching of Need to Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	2.9	2.7	3.1
<b>Denver</b>	2.5	2.7	2.9
<b>Douglas</b>	2.8	3.1	3.3
<b>Kent</b>	2.6	2.5	2.6
<b>La Crosse</b>	2.5	2.7	3.1
<b>Orange</b>	2.5	2.6	2.7

Respondents rated how satisfactory jail service were on the above dimensions using a four-point scale (1= unsatisfactory, 4 = excellent); scores were averaged to create a measure of intensity. The higher the score, the better the rating.

**Table 5a–d. TJC Stakeholder Perceptions of Community Programs**

<b>Table 5a. Quality of Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	2.9	2.8	3.0
<b>Denver</b>	2.7	2.5	2.8
<b>Douglas</b>	2.9	2.8	3.0
<b>Kent</b>	2.9	2.8	2.9
<b>La Crosse</b>	2.7	2.8	3.3
<b>Orange</b>	2.5	2.6	2.8

<b>Table 5b. Range of Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	2.8	2.7	2.9
<b>Denver</b>	2.5	2.6	2.7
<b>Douglas</b>	2.6	2.6	2.9
<b>Kent</b>	2.8	2.8	2.9
<b>La Crosse</b>	2.4	2.5	3.0
<b>Orange</b>	2.4	2.3	2.5

<b>Table 5c. Accessibility of Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	2.5	2.4	2.8
<b>Denver</b>	2.3	2.5	2.6
<b>Douglas</b>	2.3	2.3	2.8
<b>Kent</b>	2.5	2.5	2.6
<b>La Crosse</b>	2.2	2.2	2.6
<b>Orange</b>	2.2	2.3	2.3

<b>Table 5d. Matching of Need to Services</b>			
	<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>
<b>Davidson</b>	2.4	2.5	2.6
<b>Denver</b>	2.5	2.6	2.9
<b>Douglas</b>	2.4	2.4	2.7
<b>Kent</b>	2.3	2.6	2.5
<b>La Crosse</b>	2.2	2.4	2.8
<b>Orange</b>	2.2	2.3	2.5

Respondents rated how satisfactory jail service were on the above dimensions using a four-point scale (1= unsatisfactory, 4 = excellent); scores were averaged to create a measure of intensity. The higher the score, the better the rating.

Each TJC site was able to launch significant new programming as part of its TJC work. System planning through TJC assisted sites in convincing local partners, leadership, and external parties such as NIC to help secure the necessary training to launch the new programming. An important development in expanding services through TJC was the implementation of T4C in Denver, Kent, La Crosse, and Orange counties. All four implemented the curriculum in the jail, and community partners provided it after release from jail in Denver, La Crosse, and Orange counties. (Orange County Probation was providing T4C in the community prior to TJC and continued to do so.) Douglas County implemented Moral Reconciliation Therapy (MRT), another evidence-based cognitive-behavioral program, in the jail and was actively working to form a MRT group for released inmates in the community. Stakeholders in these sites considered the addition of these programs a major advance in their capacity to intervene successfully with offenders and a significant step toward conformity with evidence-based correctional practice.

In addition to cognitive-behavioral interventions, TJC sites expanded programming in a number of other ways. Kent County developed a reentry pod for high-risk inmates and the VCM inmates. Denver developed two substance abuse treatment-focused RISE (Recovery in a Secure Environment) units—one for men and another for women—in the county jail. La Crosse County secured Offender Workforce Development Specialist (OWDS) training from NIC for staff involved with jail transition; this resulted in planning for more employment-oriented services for jail inmates returning to the community.

Several sites undertook efforts to examine the content of their programming to determine conformity with evidence-based practices. Denver did a thorough review of the curricula and program approaches used by Jail Life Skills and the Community Reentry Project, and made a number of modifications based on their findings, including a request for T4C training. Kent County also committed to utilize evidence-based curricula and began systematically implementing curricula that met that standard. In general, stakeholders in multiple sites mentioned bringing more evidence-based practices into their jail transition process as a success of their TJC work. This has been most evident in their process of selecting new interventions, such as T4C. Raising the bar for new interventions proved easier than pushing existing programs to change practices to conform (or better conform) with evidence-based practice. Various stakeholders across the sites expressed the hope that by bringing in new programs that met a higher standard and continuing to educate all jail transition partners, they would be able to work toward steadily raising the level of all core programming.

### Community Handoff Process

Given that lengths of stay in jail are usually very short and that release dates can be unpredictable, all elements of the TJC triage approach are designed to occur either in the jail or in the community. This flexibility makes the handoff of clients to community partners after release one of the most critical components of the TJC model. Ensuring that continuity or consistency of care exists between jail and community services is crucial to effective jail transition. Sites worked to achieve an appropriate, well-coordinated handoff in a number of ways: bringing service providers into the jail to meet with inmates prior to

release, using consistent case plan forms and assessment instruments across agencies, providing client information to designated community-based providers pre-release, and implementing similar programming approaches in the jail and community.

In several sites, staff from community-based organizations came into the jail to provide services or meet with potential clients—a practice known as “in-reach.” In-reach helped offenders who were in custody to establish relationships with potential community providers, thereby increasing the likelihood that they would access needed services upon release. For example, case managers from Denver’s Community Reentry Project (CRP) met with clients in the jail’s Life Skills program prior to release, and Life Skills clients were then referred to the CRP upon exiting the jail. In Davidson County, volunteers from a variety of community-based organizations came into the jail to meet with inmates. Orange County Probation housed two reentry probation officers at the jail to work with individuals who would be on probation after release.

Having jail-based reentry staff span boundaries into the community accomplished a similar objective. Douglas County reversed the in-reach process by allowing eligible inmates to attend services in the community prior to release, rather than bringing providers into the jail. This approach not only facilitated the coordination of services and promoted continuity in treatment; it also allowed inmates to become familiar with the location of services to which they will be referred upon release. The reentry case managers that Douglas County added to its jail reentry staff have office space and spend a substantial portion of their time in the community, as does Davidson County’s reentry staff, who dedicated time to meeting with community agencies, attending neighborhood and community events, and other activities intended to build professional relationships.

As previously discussed, the use of consistent case plan forms and assessment instruments and the sharing of these forms among various agencies that came into contact with clients, was another strategy to ensure continuity of service delivery during the transition process. Several sites made progress in this domain, including La Crosse County, where the jail programs manager obtained access to the case plans and assessment information in the data system of Chemical Health and Justice Sanctions; Orange County, where the jail and probation department used the same assessment tool and shared assessment information; Kent County, where a number of case managers worked in both the jail and the community and provided information to other agencies, including probation officers; Denver, where Jail Life Skills and the Community Reentry Project instituted a common case plan; and Davidson County, where various criminal justice and government agencies agreed to use the same case plan and screening and assessment instruments as the jail.

In addition to continuity between assessment and case management processes, some sites took steps to promote a consistent programming approach between the jail and other organizations. For the most part, this effort involved training staff from a variety of agencies in the Thinking for a Change curriculum. In all four sites that received T4C training, the trainings included staff from both the jail- and community-based organizations. In some cases, other criminal justice or government agencies sent staff as

well. For example, in La Crosse County, the jail and CHJS have worked together to develop a continuous process for delivering the T4C curriculum, and in Orange County the jail and probation department sought ways to integrate the T4C classes offered through both agencies. La Crosse County started jail- and community-based T4C classes in parallel, so that if an inmate participating in a T4C class was released, he or she could pick up the class at the same point in the community.

Some sites worked toward continuity of programming in areas beyond T4C. In Kent County, there was a strong continuity of care component to the site's co-occurring disorders grant program, including up to 12 months of aftercare following release. Douglas County leased space for reentry work in a community-based social services center in March 2011, where services are provided by both community organizations and the jail's reentry case managers. Davidson County's Career Development Track pilot also works through an integrated approach, combining classes at the jail and in the community through Miller Motte Technical College, vocational training in the jail, and apprenticeship opportunities in the community. The elements of the pilot were tied together such that the Career Development Track operates as a single program with pre- and post-release components.

### **Self-Evaluation and Sustainability**

*“You have to continue to look to the future and see the bigger picture—to hold on to what you have but not be afraid to put resources in new areas in order to prepare for when times get better.”—TJC stakeholder*

Self-evaluation involves the use of objective data to guide operations, monitor progress, and inform decisionmaking about changes or improvements that may need to be made to the initiative. Sustainability involves the use of strategies and mechanisms to ensure that the gains or progress of the initiative are sustained over time despite changes in leadership, policy, funding, and staffing. Self-evaluation and sustainability are interlinked and reinforce one another. To advance both objectives, the national team provided targeted technical assistance addressing different aspects of these topics, in accordance with site needs, and provided the sites with feedback from the TJC stakeholder survey to identify areas of improvement, as well as issues meriting additional investigation.

#### *Self-Evaluation*

Throughout the initiative, the national TJC team sought to enhance site capacity for self-evaluation through the development and implementation of the TJC core performance measures, and related technical assistance activities around measurement, data collection, analysis, and reporting.

#### TJC Core Performance Measures (CPM)

The TJC initiative chose a performance management framework to facilitate self-evaluation at the local level, and in April 2010 the national team introduced a set of core performance measures, along with an Excel-based reporting tool to the six learning sites. Designed to build site capacity for data collection, measurement, and basic analyses, the

core performance measures (CPM) focus on a limited set of indicators that support site-level planning, monitoring, and decisionmaking. They consist of process and outcome indicators organized around the principal objectives of the TJC model. The CPM were to be collected regularly (every six months) but also incrementally in a fashion that reflected the pace of technical assistance and the progress of model implementation around elements such as risk screening, targeted interventions based on assessed level of risk and need and case planning, as well as key outcomes, such as returns to jail. A copy of the **CPM reporting tool** is provided in **Appendix D**.

The TJC team worked closely with each of the six sites to review the core measures and to identify how the sites would assemble the data for the pilot submission. The TJC team also provided a list of supplemental measures that each site might want to add depending on their data capacity and level of interest in tracking those metrics. Sites were encouraged to append the definitions for specific measures so that the indicators are representative of the local realities, data constraints, or other reporting/interests in each site. For the pilot submission due September 30, 2010, the sites were encouraged to complete Tab #1 (Site Descriptives) and the first three sections (lines 1–27) of Tab #3 (Core Measures Worksheet), which consists primarily of data about jail bookings and releases, and screenings and assessments conducted between January 1, 2010, and June 30, 2010. This level of submission was deemed consistent with the pace of model implementation at that time.<sup>13</sup>

Four of the six sites (Douglas, Kent, La Crosse, and Orange counties) prepared and submitted initial data by the September 2010 deadline; Davidson County compiled and reported data shortly thereafter, but Denver, hampered by a new JMS and an outdated reentry database, could not complete the pilot submission. The UI team reviewed the submission information with each site and discussed what could be gleaned from the data, including how these data could inform the sites' planning and processes, and to identify next steps for both project TA and compiling the next round of performance measures in January 2011. Sites submitted the second round of core measures, which covered the period spanning July 1, 2010, to December 31, 2010, in late January and early February 2011. Five of the six sites provided data, with many, but not all, providing more complete submissions reflecting the expansion of model implementation to include case transition planning. Five of the six sites completed the third and final submission in the fall of 2011; this submission provided data for the period spanning January 1–June 30, 2011, but in several instances included updated information on previous reporting periods as some sites were able to access additional data in the interim. Douglas County provided the most extensive submission aided, in large part, by local evaluation support funded under its Second Chance Act grant.<sup>14</sup>

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<sup>13</sup> The incremental reporting structure was designed to reflect the pace and progress of site model implementation; therefore, if a site had just started screening jail inmates for risk of reoffending, that information was to be reported; but if the site had not yet started assessing those individuals identified during screening as high or medium risk, the number of assessments conducted or the number of individuals assessed could not be reported but would be expected for the next reporting period.

<sup>14</sup> In 2010, Douglas County applied for and received a Second Chance Act (SCA) grant, which provided funding for local evaluation through the University of Kansas (KU). As part of the SCA grant, KU designed a database for the jail's reentry effort to record individual-level demographic, criminal history, assessment, and case management data as well as to track post-release services and outcomes.

The core measures reports were also informative in documenting practices consistent with systems change. As discussed in earlier sections of this report, only one of the six TJC learning sites screened for risk of reoffending prior to the initiative. By mid-2010, however, all six had implemented the Proxy and integrated screening into either the jail booking or classification process, with most sites screening an increasingly large share of their respective jail populations by the final 2011 reporting period. Additionally, several sites' performance data suggest that screening is being used to identify those subsets of the jail population (those inmates screened as medium and high risk) appropriate for in-depth risk/need assessment, and that assessment is being used to link inmates to targeted interventions. Consistent with the pace of implementation, data on case planning is relatively sparse; most sites were still refining and solidifying transition case planning procedures and process at the time of this report.

### Critical Challenges

Compiling the core measures has been a challenging task for the sites. In many jurisdictions, jail data systems are designed to inform facility and population management decisions, not to support research and evaluation. As a result, these systems often do not include critical data elements required by the core measures; likewise, reporting functions are tailored to facility management and aren't designed to aggregate data on client characteristics or compute basic statistics. Extracting data can be both time- and resource-intensive, and once data are extracted, sites often lack the technical resources needed for analysis. Even in jurisdictions that had many of the key data points, they were often held by different agencies in incompatible data systems.

Another challenging aspect of the core measures was that they required the sites to track individual clients and to access data from community partners. In keeping with the pace of model implementation across the sites, reporting largely focused on jail flow, screening, and assessment—data typically collected and available through the jail. As the sites expand and solidify discharge planning processes and procedures, including the handoff of cases from jail to community partners, data collection for the core measures that focus on transition planning as well as client engagement, participation, and completion of community-based services will increasingly rely on the sites' ability to access and obtain data from their community partners. The national team worked with the sites to develop mechanisms to facilitate this process (negotiating MOUs, designing spreadsheets to track clients and record program partner information, reviewing definitions, mapping logistics for data collection) and Denver, Kent, Davidson, and La Crosse counties have made progress on this front.

Developing meaningful measures also proved challenging. While the core performance measures offered a basic framework for data collection and reporting, they consisted largely of process measures. The CPM included just two outcomes (recognizing how difficult generating any outcome measures would be): returns to jail and employment status at 30 and 90 days post-release. A concern that emerged in several sites was that measuring recidivism solely by whether or not individuals returned to jail would make it very difficult to demonstrate success in working with the most difficult jail populations.

Frequent users in most jails will return to jail many times over the course of the year; reducing the number of bookings for a frequent user from 10 to 5 in a year would be a significant accomplishment, one that would be missed by measuring only whether a person released did or did not return to jail. It was intended that sites would develop reintegration outcome measures that reflected local reentry priorities and strategies for addressing the needs of the targeted population. The CPM was also designed to incorporate more site-specific definitions of recidivism or measures of success. Identifying reintegration outcomes and the data needed to support these measures was challenging.

Denver had perhaps the most extensive discussion and engaged the broadest set of stakeholders in these efforts; this resulted in a local definition of recidivism in keeping with the original underpinnings of the Denver reentry strategy. Specifically, Denver proposed to measure recidivism as the number of jail returns at 3, 6, and 12 months post-release among sentenced misdemeanors screened as medium and high risk and the number of medium- and high-risk inmates that are sentenced to the jail for a new offense at 12 months post-release; Denver also discussed examining changes in jail bed days used. In contrast, Douglas County chose to adopt the recidivism measure put forth under the Second Chance Act (i.e., participants who return to the Douglas County Jail for a new conviction or supervision violation within 12 months of release). Measures of success, however, remain largely undefined; few sites have solidified other outcomes measures beyond jail returns.<sup>15</sup> These efforts have been hampered, in part, by local data limitations: in some instances, the data needed to support a desired measure of success either did not exist or could not be readily obtained. Additional resources are required if sites are to advance a truly robust measurement scheme that both supports program operations and provides evidence of success.

Despite these challenges, each of the sites has either identified creative strategies or taken steps to collect and compile the measures. In La Crosse, the TJC coordinator tabulated some of the initial indicators by hand. The national team has since provided an Excel tutorial (via WebEx) about how to generate counts, create pivot tables, and other functions. And, in the summer of 2011, NIC facilitated assistance from subject matter expert Fred Bliss of the Eagle Data Solutions Group<sup>16</sup> for La Crosse County; there, Mr. Bliss assessed the status the site's key data systems and provided concrete, feasible recommendations for improving the functionality of these systems to support the site's self-evaluation goals. Like many jurisdictions, however, La Crosse still struggles with mechanisms for automated reporting.<sup>17</sup> As a result, the county continues to hand-count areas of inquiry. Because the county is small, this approach is feasible; however, it is likely that analysis would occur more frequently and would be of greater utility if it could be performed more easily.

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<sup>15</sup> Both Douglas and Kent counties have collected additional outcome measures as specified under their Second Chance Act grants.

<sup>16</sup> Through TJC funding, Fred Bliss also visited Douglas County in August 2009 to assess and report on the status of the jail's relatively new Spillman management information system and to provide the site with concrete, feasible recommendations for improving the functionality of the JMS while limiting the likelihood of additional system failures.

<sup>17</sup> The national team has also conducted analyses for the sites and committed to writing programming code for one site to facilitate future analysis at the site level.

In Kent County, where access to aggregate assessment has been hampered by software limitations, the decision was made to start small by compiling assessment data, including core needs, for the relatively small number of individuals in the site's jail-based reentry pod and then work to collect, compile, and analyze the screening and assessment data to monitor operations. This proved to be a fruitful approach that yielded valuable information about the extent to which the targeted populations were making it into the two pods based on assessed criminogenic risk and needs; further, analysis of assessment scores relative to screening outcomes also highlighted a potential issue with how assessments were being conducted and the potential need for additional assessment training.

### Evidence of Progress, Capacity Building, and Systems Change

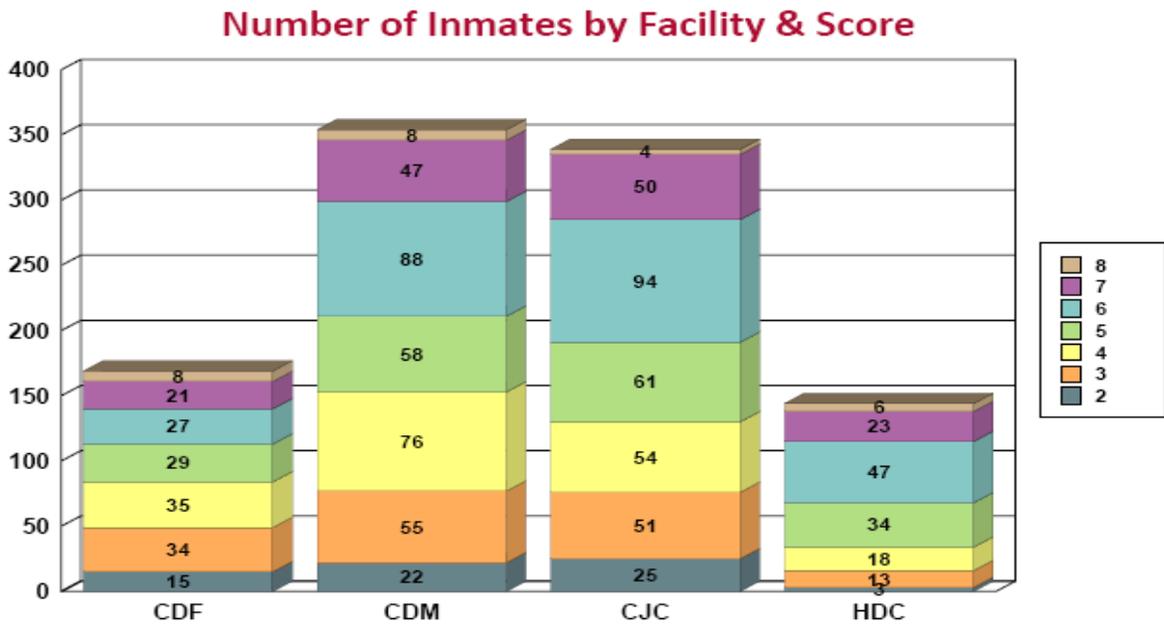
In taking both a participatory action research approach to the evaluation and selecting a performance measurement framework to advance the practice of regular and ongoing self-evaluation, the national team hoped to engage stakeholders in the evaluation process, foster an increased shared understanding of the local reentry system and one another's roles and responsibilities in that system, as well as, help ground the TJC collaborative and its planning efforts. Through this approach, it was also hoped that these analyses would

- generate discussion and effectively expand the dialogue across partners and spheres;
- clarify operations and help build a common knowledge-base;
- foster feedback loops to identify what was working and opportunities for improvement;
- reduce resistance to evaluation, increased acceptance and use of evaluation findings;
- broaden interest in data and evaluation beyond the "usual suspects;" and
- aid the collaborative in addressing system and agency data limitations.

While the TJC sites each encountered challenges around self-evaluation, stakeholders believed that having a framework for tracking success and some data to support it is critical. There was also encouraging evidence that the initiative's work in this area enhanced not only local capacity for data collection, analysis, and reporting but prompted additional evaluation beyond the TJC effort. For example, several sites are reviewing the core measures to monitor operations and have identified processes that require adjustments. Kent County's review of core measures flagged potential issues about how assessments were being conducted, as noted above. Davidson County detected incomplete entry of Proxy scores through review of the measures. Denver's recent analysis of TJC client data (i.e., an examination of both client service profiles and recidivism outcomes) indicated that individuals receiving higher dosages of T4C return to the jail at lower rates than those receiving lower dosages. While resource constraints at the CRP and Life Skills Program currently prevent more intensive delivery of T4C, Denver is now focused on how to increase the frequency of sessions across the jail transition system.

Additionally, several sites (Davidson, Denver, La Crosse, and, to some extent, Kent County) had begun to frequently consult the data at their disposal, run analyses, and then distribute and discuss the findings of these analyses with core partners. In La Crosse County, for example, the core performance measures were distributed to community stakeholders and used as a basis to discuss progress in the initiative. Davidson County generates a monthly report inmate Proxy scores by facility, which the TJC core team consults to determine how much of their TJC target population is in each part of their system (see **Figure 5**).

**Figure 5. Davidson County Proxy Scores by Facility**



### *Sustainability*

A central goal of the TJC initiative is to build jail-to-community transition efforts that endure. To that end, the topic of sustainability planning was introduced early in the initiative at the cross-site kickoff meeting. Specifically, the initiative’s kickoff meetings included an overview of sustainability planning and briefly presented the range of formal and informal mechanisms that could be used to ensure that changes in policy, procedures, and outcomes achieved by the initiative could be retained over time. While the evaluation period did not permit post-technical assistance observation to gauge actual sustainability, sustainability planning efforts were documented across the six sites.

As the second year of technical assistance drew to a close, the national team engaged the TJC sites in more specific sustainability planning activities. Specifically, the national team worked with each community to develop priority action lists designed to identify key areas of focus and action steps the sites could take to position the initiative for continuation beyond the technical assistance period.

Cognizant that sustainability is more than just leveraging funds or resources to support programs or interventions, the national team also conducted a cross-site webinar in March 2010 to facilitate more intentional sustainability planning around six issue areas: (1) leadership continuity—specifically, who will continue the work of jail transition and provide leadership to the effort after the technical assistance phase ends; (2) formalizing processes, procedures, and policies; (3) data collection and reporting; (4) quality assurance; (5) maintaining and leveraging funding and other resources; and (6) relationship maintenance and development. The national team then used this web training session as a springboard to move sites toward more concrete planning activities during the initiative’s final round of on-site technical assistance visit with the goal of positioning the sites for continued, productive work around jail-to-community transition beyond the formal assistance period ending February 2012.

As of this report, each site had begun to implement mechanisms necessary for sustainability and was continuing to refine their respective action plans around sustainability. Further, each had identified sustainability priorities for both immediate and continued action beyond the period TJC technical assistance period. Steps taken by the TJC sites to enhance sustainability, including the tactics employed, and the priorities identified are discussed below.

### Leadership Continuity

Systems change efforts like TJC are a “forever endeavor.” Such endeavors require ongoing leadership and a clear vision to advance; continued joint ownership by community and criminal justice leaders is critical to TJC. During the initial stages of the initiative, all six sites drafted and adopted mission and vision statements to guide their jail transition efforts, established collaborative governance structures, and formalized roles and responsibilities. While these structures were intended to facilitate continued leadership, it was important that the sites identify the group (or groups) that will be responsible for advancing jail transition effort once the technical assistance period concluded and the national team no longer convened or facilitated regular meetings to discuss jail transition work.<sup>18</sup> Stakeholders consistently said that the TJC national team played an important role in helping them to identify priorities and hold them accountable for working toward them.

In most sites, the TJC implementation body or the smaller subset (core team) has been designated to continue this important work, although in some cases the composition of the group was anticipated to change. For example, to foster greater community leadership on issues of jail-to-community transition, Kent County plans to invite a community representative to co-chair the CRCC; historically, a representative from the jail has served as the chair of the CRCC, Kent County’s implementation body.

### Formalizing Process, Procedures, and Policies

In most TJC sites, core TJC practices such as screening, assessment, and transition case planning represented new ways of doing business. To enhance the likelihood that such

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<sup>18</sup> Throughout the initiative, the national team held regular teleconferences with each site’s core team to discuss implementation progress, troubleshoot issues, and identify and address emerging technical assistance needs.

procedures and practices will be used over time as intended, these policies, practices, and procedures should be written. Davidson, Denver, Kent, and La Crosse counties all made progress toward formalizing new procedures and processes. In August 2010, Denver began revising its local reentry handbook to reflect screening and assessment procedures as well as new interventions and discharge planning procedures including the coordinated handoff of clients from the jail to the community; revisions to the handbook were still under way in November 2011. Davidson County compiled brief written descriptions of key processes as they developed them, specifically screening and assessment, that clearly articulate the purpose of each as well as when each occurs, who was responsible for these functions, and how the information should be used. Davidson County also developed partnership letters or agreements to further solidify community partner involvement. Several other TJC sites viewed the “Davidson model” for partnership agreements and were discussing whether to utilize them. At the conclusion of the TJC assistance period, however, Davidson was the only site to have implemented such formal agreements.

Lastly, Denver, Kent, La Crosse, and Orange counties each developed case flow graphics to document the paths by which cases connect to core interventions based on assessed risk and needs. Davidson County revised an existing process description to reflect their TJC approach. These diagrams also portray information flow and eligibility criteria and thus serve as a mechanism to formalize procedures and processes and provide clarity for TJC partners (again, please see **Appendix B**). Both Kent and Denver have discussed using their case flow diagrams as training tools to orient new staff to the local reentry process.

### Data Collection and Reporting

As discussed in earlier sections of this report, the sites worked diligently to collect a basic set of core performance measures designed to monitor progress, inform planning and implementation, and track outcomes. While no site was able to produce the entire set of measures, each has made marked progress in this area, and most are reviewing the data to verify procedures and processes and identify potential issues meriting greater attention.

While several sites are beginning to review and share performance and the data on a more regular basis, each needed to specify and implement a process that facilitates more regular review of the TJC performance data, including data from other community-based organizations (not just criminal justice system indicators). Each should maintain (or in some instances, revive) data and evaluation work groups to guide analyses, reporting, and regular use of data to evaluate and advance their jail transition practices and policies. Each site also needs to expand the distribution and use of findings generated by regular analyses to facilitate a truly data-driven approach to planning and productive self-evaluation. Sites made progress in performance *measurement*, but they had yet to institute performance *management* based on the data.

### Quality Assurance

Implementing a quality assurance (QA) process is critical to fostering sustainability because it provides a mechanism by which to objectively and routinely examine practices and procedures to determine how well transition components are being conducted. As

discussed in the targeted interventions section, several TJC sites planned to implement a QA process but had yet to determine which processes or programs to include given current resources and time commitments. Denver, for example, planned to focus the QA process on T4C, but the process would initially focus on T4C operations in the jail setting, as opposed to both the jail and the community.

### Maintaining and Leveraging Resources

Jurisdictions are eager to leverage new funds to support and expand local efforts. In the current economic climate, however, many communities are struggling to maintain current funding levels. Increasingly scarce resources necessitated a creative and strategic approach to fundraising and securing other needed resources. TJC implementation efforts coincided with a period of severe budgetary crisis in local and state governments nationwide. Securing and maintaining the resources necessary to carry out jail transition work was a barrier to implementation and will be a sustainability challenge.

State and local budget cuts have impacted all the TJC sites to some degree. Kent County in particular had to significantly reshape its transition strategy due to the loss of local funding that affected critical aspects of its Community Reentry Center (CRC), a facility for lower-security inmates located on the jail campus but not within the main jail. Prior to these funding cuts, the CRC operated as a transitional center for lower-level offenders and housed a variety of services critical for successful transition, including a career center and several case managers. While several staff positions for the CRC were eliminated, Kent County continued to provide a basic set of services through the CRC (work release and a Sober Living unit). A Second Chance Act grant provided funding for a male reentry pod in the main jail focused on reentry services for mentally ill offenders and high-risk inmates returning to Kent County. Reflecting on the funding cuts, several Kent County stakeholders perceived it as a “blessing in disguise,” given that staffing resources had been stretched thin between the main jail and CRC; specifically, reductions in resources forced the jail to streamline its reentry strategy and to ensure that the one remaining jail-based location for reentry service delivery was able to be staffed at the appropriate level.

The Kent County experience shows the negative repercussions that budget cutbacks can have on jail reentry work, but also the resilience that a systems approach can demonstrate in the face of resource cutbacks. A core principle of TJC is that a systems approach is valuable in ensuring the most efficient and effective use of resources directed toward jail transition, regardless of whether those resources are plentiful or scarce. Stakeholder opinion in the other learning sites on the impact of budget constraints and cutbacks on their TJC efforts were similar to those in Kent County. Many acknowledged that such cuts harmed human services agencies in particular and may have increased competition for funding in ways that made collaboration more difficult. At the same time, they felt a collaborative approach to managing jail transition was essential in a difficult budget climate in which the community could not afford to waste resources or see the jail population grow.

Early in the process of sustainability planning, Kent County recognized the need to leverage new resources and reallocate existing ones to best meet emerging needs. Their

TJC core team resolved to convene a new work group to focus on building knowledge about other funding sources and to cultivate relationships with other funders, including local foundations. Additionally, this group will conduct education and outreach with potential new partners to raise the initiative's profile and increase awareness around jail transition. At the same time, Kent leveraged existing partnerships to address key gaps in the reentry system. For example, through its partnership with the Kent County Office of Community Corrections (OCC), funding for an in-jail GED tutor and GED testing tools were secured; the collaborative also managed to retain fiscal support and staffing for the jail's Sober Living unit despite severe county budget cuts. Presently, the Kent collaborative has encouraged key partners like Network 180, the Office of Community Corrections, and the jail to examine current funding and resources and to determine whether resources can be pooled to provide additional support and services where gaps exist.

Douglas, Kent, and La Crosse counties each secured grants that have facilitated the expansion of reentry efforts. As noted earlier, Douglas County<sup>19</sup> secured a SCA grant; Kent County did as well (this grant allowed Kent County to open a reentry pod for medium- and high-risk inmates, as well as high-risk, dually diagnosed offenders). La Crosse County is part of the AIM (Assess, Inform, and Measure) demonstration project, which began prior to TJC. Together, these efforts have infused new resources into these communities. While funding often helps ensure efforts are sustained, communities need to think strategically not just about how to secure resources but about both the priority gaps that need to be addressed and sources that align with those priorities, and those that do not. Grant funding also entails planning for how to maintain the grant-funded activity once the grant concludes. In order to address this concern, leaders in one TJC site made a strategic decision not to pursue additional federal funding but to instead commit local funds to sustain key dimensions of the county's local reentry efforts.

#### Relationship Development and Maintenance, Outreach, and Education

As the formal initiative nears its end, it is important for the TJC learning sites to keep important stakeholders informed (e.g., political leaders, jail line staff, local law enforcement, business community, faith community, the public, and the media) to ensure their continued support. Having a plan for cultivating and managing these relationships, and for regular communication to build and sustain support, is essential to the vitality and longevity of each site's efforts. Stakeholders in sites stressed the importance of constant communication in sustaining their TJC efforts.

La Crosse County has begun devising a list of key groups to brief and keep informed about the TJC effort. Kent County has identified outreach and education, particularly for key partners that are peripherally engaged, such as probation, as a key priority. Kent County has formed a work group focused on outreach and education to selected foundations whose interests are aligned with the jail-to-community transition effort. Orange County has taken similar steps.

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<sup>19</sup> Although a federal SCA grant funded two reentry case management positions, county leaders had approved local funding to secure these positions if the grant was not awarded. The county has since allocated that funding to sustain the staff and services initially funded through the SCA grant once the grant ends.

A related facet of relationship development is public education and outreach to key constituencies, and the TJC learning sites have employed a variety of mechanisms to accomplish this purpose. Douglas County has been particularly effective in building awareness of TJC in the community by creating a recognizable TJC “brand.” They incorporated the TJC logo and Douglas County TJC mission on all agendas, meeting minutes, and other communication regarding the initiative. Additionally, early in the initiative, Douglas County developed and distributed a quarterly newsletter to multiple partners highlighting TJC activity and progress. While some sites are considering newsletters similar to the one developed by Douglas County, others (including Kent and Davidson counties) are exploring such activities as hosting an open house to introduce community providers to the reentry effort and inviting individuals from less-engaged constituency groups (judges or law enforcement, for example) to attend graduation ceremonies for reentry clients or to visit and observe reentry programs in action both in the jail and the community.

Notably, La Crosse County took a broader approach to public education, partnering with the *La Crosse Tribune* and a local television station to produce “Justice for All”—a six-part series of articles about criminal justice issues in the county leading up to a televised town hall meeting. The town hall meeting, held within a newly completed housing unit in the La Crosse County jail, was co-facilitated by the sheriff and a judge, and attended by over 100 community members.

Telling the story of jail transition remains a priority for all the sites. TJC stakeholder survey results identified several constituency groups that could be targeted for outreach and education. Across sites and survey waves, stakeholders consistently rated the public, neighborhood associations, the business community, and local media as among the least engaged and supportive groups on the issue of jail reentry. Four of the six sites also rated local law enforcement similarly. These groups represent important, untapped audiences to reach with the message of jail reentry. Securing their support might assist sites in securing not only financial resources but also critical political buy-in. With this in mind, the La Crosse County core TJC team developed a presentation on their jail transition strategy for use in outreach to local constituencies.

In summary, the TJC sites have taken a number of steps to ensure the gains made during the technical assistance period are sustained. Each has established and formalized collaborative structures, constructed vision and mission statements, and convened implementation bodies and work groups to address important issues. Data collection and reporting essential to self-evaluation were becoming more prevalent and, in some instances, becoming routine. Efforts to leverage needed resources are increasingly tied to outreach and education to targeted groups, and sites are evaluating potential funders in light of local priorities.

## **4. TJC Evaluation Approach and Findings**

The TJC cross-site evaluation consisted of process (implementation) and systems change components. The former documented the sites' experiences—successes, challenges, and lessons learned—implementing the TJC model in order to gauge model performance and inform future efforts. The latter examined the extent to which TJC implementation led to systems change; specifically, did local jail, criminal justice, and community-based service systems change the way they did business, internally and with one another, to positively impact local reentry, and if so, how.

As noted in earlier sections of this report, a participatory action research framework guided both the implementation and systems change evaluations. Each sought to detect and measure evidence of systems change by (1) assessing the degree to which sites implemented their specific TJC strategies as planned; (2) identifying factors inhibiting or facilitating successful implementation; (3) documenting stakeholder perceptions of the technical assistance experience, including lessons learned; (4) generating information that would guide both planning and implementation over the technical assistance period, in accordance with the evaluation's action research approach; and (5) measuring the extent to which implementation of the TJC model produced the intended system changes. This section presents the findings from the cross-site evaluation and examines the implications of these findings for the TJC model as a viable local reentry strategy.

### **TJC Implementation Evaluation Findings**

The implementation evaluation drew from multiple sources of information to document the application of the TJC model in each of the six learning sites and to identify both factors that affected implementation and model elements that proved to be less accommodating or more resource intensive than anticipated. Much of this information is presented in Section 3 of this report.

Semistructured interviews with individuals central to each site's TJC initiative (e.g., the TJC reentry coordinator, jail administrator and/or sheriff, members of the site's reentry council, and key staff from partner agencies) were critical to capturing the sites' implementation experiences and documenting the progress of model implementation, the development and evolution of the sites' local reentry strategies including the range of activities pursued, and critical lessons learned. Roughly eight individuals in each site, typically members of the site's core team, were interviewed annually by phone (a portion of these interviews occurred during TA site visits). Discussion topics ranged from the individual's involvement in the initiative to reflections on the pace and progress of implementation to impressions about core elements of the model, anticipated challenges, and technical assistance needs. While central to the evaluation effort, these interviews also offered participants the opportunity to "step back" from the daily grind of implementation, take stock of progress and milestones, and consider the big picture—something stakeholders reported as both valuable and necessary.

Information obtained during on-site meetings, observation of reentry operations, and review of locally developed reentry materials (i.e., procedural guidelines, program documents, and policy manuals) supported the implementation evaluation.

Lastly, it should be noted that the TJC core measures also supported both the implementation and systems change evaluations while facilitating local self-evaluation. The expectation was that performance data would be collected in a fashion that reflected the pace of technical assistance provision and the progress of model implementation around the following key elements:

- universal screening for risk of reoffending;
- in-depth assessment of criminogenic risk and needs based on screening results;
- targeted interventions based on assessed level of risk and need;
- discharge planning;
- transition case plans and needs-matching; and
- key outcomes such as returns to jail.

The extent to which sites could report on key procedures like screening and assessment, transition planning, and returns to jail among the target population provided evidence of systems change (i.e., changes in business as usual through the adoption of new policies, practices, and procedures). These data, of course, also provided a basis for planning and decisionmaking.

Indeed, the core measures reported by the sites indicated not only ample evidence of systems change but also that the TJC sites were using that information to modify their reentry strategies as needed. By the end of the initiative, all six sites had supplied performance data for their screening and assessment procedures. These figures indicated that sites were screening a greater portion of their jail populations—roughly 40 to 100 percent by the end of the technical assistance period. With the exception of Orange County, which supplied data indicating it screened roughly 98 percent of its jail in reporting period 1 (spanning January 1 to June 30, 2010) indicative of truly universal implementation of the screening process in the jail, most sites had the capacity *initially* to screen just a portion of their jail populations (roughly 8 to 74 percent; the 8 percent likely reflects data for a procedure in place for just a few weeks).

Half the TJC sites could supply assessment data for the first reporting period, but only one (La Crosse County) community could break out that assessment information according to screened level of risk. As implementation progressed and reporting capacity grew, each site was able provide some degree of performance data on assessments conducted and the results of those assessments. As might be expected, top assessed needs differed by sites; some sites used the performance data to leverage support to address programming and services gaps. These performance data were particularly relevant during sustainability activities and the inventory of targeted interventions discussed earlier.

Taken together, the data sources and evaluation activities described above painted a rich portrait of the sites' implementation experiences, strategies, challenges, and progress as detailed in Section 3. Below, we summarize and discuss the sites' implementation experiences (see Section 3 for more detail) through the lens of the implementation evaluation.

### *System Elements of the TJC Model*

- **Key leaders were engaged, and that engagement mattered.** The experiences of the six sites, as documented in this report, underscore the vital importance of consistent, committed leadership across systems. Sites making the most progress were typically characterized by ongoing and active involvement of policy-level leaders in the jail and in the community.
- **Collaboration increased.** All six sites established and maintained collaborative structures at both the policy and implementation levels; these structures included work groups and other subcommittees, and they were modified over time to reflect changes and growth in each site's initiative. Further, the implementation experiences of the six sites generally indicate there is enhanced mutual trust and understanding characterized by the development of collaboration between the jail and the community across the TJC sites. Survey findings also indicate that implementation of the model was associated with enhanced communication and collaboration. Additionally, the sites noted the importance of creating a common conceptual language among collaborative partners to ground the approach to jail reentry.
- **Joint ownership of the jail transition issue by the jail and the community was realized to differing degrees.** The extent to which the sites differed in achieving joint ownership of both the initiative and the jail reentry issue served to underscore the necessity that community and criminal justice partners have an equal share in responding to and resolving this issue. In sites in which the effort was viewed primarily as "jail-driven," this could cause tension with community partners. Nonetheless, site partners generally embraced the idea of joint ownership; the initiative's emphasis on joint ownership and work in that area raised site expectations in that regard (i.e., the expectation that community and systems partners had equal standing and bore shared responsibility for pressing issues).
- **Advancing a data-driven approach that supported both decisionmaking and monitoring through ongoing self-evaluation was perhaps the most challenging element of the model to implement.** Myriad issues encumbered progress, particularly limitations in local data systems and insufficient data analysis capacity (either the absence of skilled analysts or analysts with too many competing claims on their time). Jail management systems in particular are generally designed to inform facility and population management, not to support intervention targeting, analysis, and evaluation. Despite these challenges, the sites exerted considerable energy and made meaningful progress in this area, expanding their data collection, analysis, and reporting capabilities. In doing so, each established a solid foundation for future data collection and reporting

essential for a data-driven approach to practice, programming, and policy. Stakeholders consistently reported having developed a deeper appreciation for and knowledge of basic measurement, data collection, and evaluation through the TJC effort.

- **Sites placed value on planning for sustainability.** TJC stakeholders embraced planning for sustainability and engaged in creative, thoughtful planning processes leading to concrete action steps ranging from documenting procedures in a reentry handbook to forming a work group to cultivate relationships with local funders, and developing educational tools for outreach to key stakeholders and constituencies.

#### *Intervention Elements of the TJC Model*

- **Risk screening was a foundational practice.** Every site implemented risk screening and recognized the information it generated as foundational to implement a triage approach consistent with the evidence-based RNR framework. Risk screening is a TJC “must-have”; in short, it is essential for planning a systems approach and to delivering targeted, evidence-based interventions.
- **Risk level began to guide interventions.** Every site utilized risk levels established through risk screening to identify a TJC target population for assessment, case planning, and more intensive interventions. Risk was often used in combination with other criteria (e.g., length of stay, legal status), but the use of risk for any kind of intervention targeting was a substantial system change in each site.
- **Finding staff resources to conduct assessments presented a much greater challenge than the implementation of screening.** Sites addressed this challenge in various ways: some used jail staff to conduct assessments for a large target population; others had to define their target population as only the highest-risk inmates (a smaller share of the jail population); and still others had community-based providers or community corrections staff come into the jail to conduct assessments or do them in the community for jail-referred clients.
- **Need targeting advanced but remained a work in progress.** Targeting interventions by need remained a work in progress in each site as the TJC assistance period came to a close, but adding programming such as T4C to address important criminogenic needs, efforts to determine which programs addressed which need domains, and integration of assessed criminogenic needs into case planning had occurred or were under way in each site.
- **Case planning practices evolved.** Learning sites made progress to implement a case planning process consistent with the TJC model, one that built upon assessment results to guide individuals to necessary interventions in the jail and the community. Case plans were revised to incorporate criminogenic need information and to standardize them for use in the jail and in the community. Mechanisms were instituted or planned to share those plans across agency boundaries. The emergence of case conferencing in several sites is a promising development. However, much work remained in all the sites to fully integrate criminogenic need information and/or implement case plan distribution processes.

- **The ability to share risk, need, and case planning information electronically is extremely important to facilitate routine collaboration and coordination.** Sites that were able to distribute risk/need information and case plans electronically, such as La Crosse County, were able to coordinate approaches much more efficiently. Where this was not the case and plans were shared on paper, stakeholders felt the lack of automation hampered information flow and reduced the utility of the case plan.
- **Sites expanded their ability to deliver cognitive-behavioral programming to address criminal thinking and antisocial attitudes.** Four of the TJC sites received training from NIC on the Thinking for a Change (T4C) curriculum, and a fifth scheduled training to occur after the assistance period. Sites worked on strategies to ensure that inmates who began T4C classes in the jail could continue in the community post-release, facilitating full delivery of the curriculum despite short and unpredictable jail stays.
- **Delivering consistency and fidelity is a next step.** For the most part, the TJC learning sites achieved clarity on how they wanted interventions to be carried out; specifically that interventions be evidence-based, sufficiently intensive for targeted higher-risk individuals, and consistent in approach with other programs in the jail and community. This represented a substantial advance in the learning sites, but instituting quality assurance mechanisms to gauge whether programming is actually being carried out consistently and with fidelity to these principles is a remaining step.

### **TJC Systems Change Evaluation Findings**

The systems change evaluation relied primarily on data gathered from the web-based TJC stakeholder survey to detect and measure system-level change around key components of the model, from the perspective of local stakeholders identified as expert informants. The online survey offered a practical and economical approach to systematically monitor change across six distinct communities applying the TJC model.<sup>20</sup>

Stakeholders in each site were surveyed three times over the course of the initiative. At each wave, they responded to a series of forced-choice questions about their perceptions of system functioning specific to collaboration, resource and information-sharing, interagency cooperation and trust, organizational culture, and the quality and availability of services available to individuals who transition from jail to the community. The survey instrument also collected basic demographic and career information from respondents and provided the opportunity for respondents to comment on the survey, technical assistance provision, the initiative, or local reentry issues. The instrument's design and content were informed by the five components of the TJC model (i.e., structuring questions to measure change in those five areas) and review of other systems change survey instruments including those developed by UI for its Reclaiming Futures and

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<sup>20</sup> The TJC systems change evaluation approach closely mirrored that used for the UI evaluation of Reclaiming Futures, another multisite, multiyear systems change initiative involving stakeholders from various social services and justice systems. For more information see Butts and Roman (2007), available online at <http://www.urban.org/publications/411551.html>.

Serious Violent Offender Reentry Initiative (SVORI) evaluations, and the New York City Jail Reentry Project evaluation conducted by John Jay College.

### *Sample Construction and Composition*

The survey targeted a wide range of individuals in the local community whose work (either professional or volunteer) intersected with the issue of jail reentry. The goal was to include both individuals who played a central role in the initiative and those who were more peripherally involved in order to gauge perspectives from across the system and not simply among initiative “insiders.” Samples were constructed in an iterative fashion. The UI evaluation team developed an initial list of potential respondents based on review of site materials, including membership rosters of the policy-level and implementation teams and attendance lists from TJC events such as the site’s initial kickoff meeting. UI circulated these lists to the site’s coordinator and core team to identify any omissions or additions, and to verify that the list was a valid representation of the “expert” population (i.e., individuals who were knowledgeable about the local criminal justice or service delivery systems and with a stake in jail reentry) in that community and not simply a group of people disposed to favorably rate their local criminal justice or service delivery systems.<sup>21</sup> These lists typically included

- jail administrators;
- sheriffs;
- correctional officers;
- jail program staff;
- judges;
- prosecutors and defense attorneys;
- local law enforcement;
- community corrections;
- elected officials including county administrators and council members;
- previously-incarcerated individuals; and
- a range of community-based service providers in the areas of education, employment, general social services and emergency support, health and medical care, housing and homelessness, mental health, substance abuse, trauma and victim services, and other local groups that may work on reentry issues such as faith-based organizations, citizens’ advocacy groups, and the local business community.

Site teams reviewed and updated the sample prior to each survey administration (i.e., survey wave). The composition of the sample changed slightly at each survey wave due to staff turnover.<sup>22</sup> For this reason, the evaluation structured the survey to support a

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<sup>21</sup> Again, this approach and rationale mirrored that used for the Reclaiming Futures evaluation (see Butts and Roman 2007, 3).

<sup>22</sup> For Wave 3, the UI evaluation team removed individuals from the sample who had not responded to either of the previous survey waves. This approach was applied primarily to the Orange County sample where roughly 50 individuals were removed from the Wave 3 sample.

repeated, cross-section design.<sup>23</sup> In doing so, the evaluation sought to collect comparable data from the most knowledgeable respondents (i.e., those best positioned to assess and report on changes to and the functioning of the local reentry system currently and in the previous six months) at the time of survey administration.<sup>24</sup>

### *Response Rate*

On average, 563 individuals<sup>25</sup> were contacted for each administration of the survey, or about 119 individuals per site per wave. Approximately 336 individuals completed the survey at each wave.<sup>26</sup> The total response rate across all six communities averaged 62 percent<sup>27</sup> with the highest response rate (69%) occurring in Wave 1 and the lowest response rate registering at Wave 3 (57%). Some sites saw a marked decline in both sample size and response over the three survey administrations, while others held relatively steady. As noted earlier, this drop-off was expected and largely attributable to staff turnover. On average, just 3 percent refused to take the survey.

Bias is always a concern in survey research. Mindful of this potential threat, an attrition analysis was conducted to examine whether individuals who completed multiple waves of the survey differed significantly from non-completers in such a way as to confound the interpretation of survey results. Across all TJC sites, 114 individuals completed the Wave 1 survey but no further waves (“attriters”), while 295 completed Wave 1 plus Waves 2 and/or 3 (“non-attriters”).<sup>28</sup> We compared these subgroups’ responses to the Wave 1 survey to assess the degree of differences between attriters and non-attriters. Most comparisons indicated no significant differences between the two groups. Attriters and non-attriters were equally likely to be from the criminal justice or community spheres, and to report similar levels of agency collaboration, resource sharing, data collection practices, agency-level information sharing, barriers to information sharing, cooperation and trust, quality and availability of jail and community services, barriers to services, and knowledge of reentry issues. The few differences that emerged indicated that attriters had worked at their agencies for an average of 10 years, which was 3 years longer than the average tenure of non-attriters; attriters were less involved in the TJC initiative, as

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<sup>23</sup> A cross-section study asks the *same questions of differing samples* at multiple points in time to identify trends; in contrast, a panel design, which is often used in longitudinal survey research, *surveys the same individuals repeatedly* over time using the *same measures* (J. Hall, as accessed online: <http://srmo.sagepub.com/view/encyclopedia-of-survey-research-methods/n120.xml>).

<sup>24</sup> Again, this analysis mirrored the approach and rationale of Butts and Roman (2007).

<sup>25</sup> A total of 621 individuals were contacted at Wave 1 for an average of 103 individuals per site with site samples ranging from 64 to 175; 597 individuals were contacted at Wave 2 for an average of 99 individuals per site with site samples ranging from 58 to 166; and just 471 individuals were contacted across the sites for at Wave 3, which averages to 79 per site with the sites inviting between 53 to 110 individuals. Across waves, the average number of individuals contacted per site per wave ranged from 58 in Kent County to 150 individuals in Orange County.<sup>25</sup>

<sup>26</sup> A total of 507 unique respondents completed at *least one administration* of the survey across all three survey waves. Nearly two-thirds (58 percent; N = 295) completed two of the three survey waves, and approximately 35 percent (N = 177) participated in all three survey administrations.

<sup>27</sup> Response rates varied within each site, with site-specific response rates across all six administrations falling between 44 and 81 percent. In just four of 18 administrations (three waves times six sites) did a site’s response rate fall below 50 percent. Three of those four instances occurred in the site with the largest and most diverse sample, Orange County.

<sup>28</sup> We focused on those who attrited after Wave 1, as opposed to those lost between subsequent waves, because we believed this to be the biggest stage at which attrition occurred and could be analyzed. Again, attrition analysis indicated no significant differences between the two groups.

indicated by lower attendance at TJC meetings. Attriters also viewed their agencies as having somewhat less support for reentry issues, as well as lower levels of client-level information sharing and agency-level information coordination. In summary, attrition analyses indicate little threat of sample bias.

### *Analytic Strategy*

The TJC stakeholder survey consisted of approximately 126 items covering a wide range of systems change and reentry issues. To aid analysis, survey questions were grouped into 15 scales using confirmatory factor analysis.<sup>29</sup> Each scale included multiple items to more efficiently represent complex concepts than individual survey questions,<sup>30</sup> such as collaboration or information exchange. Each scale fell within one of four change areas: collaboration, cooperation and trust, quality and accessibility of reentry services, and support for reentry.

For each scale, respondents' scores were calculated as the numeric average of their answers to the questions making up that scale. Each scale was found to be statistically reliable (Cronbach's alpha of .70 or higher) and appropriate to represent a single underlying concept. Scale scores range from -2 to +2; the higher the score, the more positive the rating. To fit this scoring scheme, some variables were "reverse recoded" to ensure that the positive values (Strongly Agree, Agree) were associated with being in favor of a particular concept (e.g., criminal justice leaders are supportive of reentry). "Don't know" responses were coded as missing for the purposes of scale creation. T-tests of mean differences were performed to identify the statistical significance ( $p < .05$ ) of differences between the average scores at Wave 1 and 3 and to determine if the responses were meaningful (i.e., not by chance). When looking across all sites, nine of the 15 scales were statistically significant at the .05 level; one additional scale was significant at the .10 level—as discussed in a later section of this report (see the discussion under the "Survey Results" heading on page 68).

### *Who Completed the Survey?*

TJC respondents across the six sites were a mix of jail administrators, criminal justice partners, service providers, advocates, and elected officials, and were experienced professionals: across waves, roughly half of all survey respondents had held their current position more than six years, and one-quarter (between 24 and 30% depending on the wave) for more than a decade. This suggests that respondents were likely quite knowledgeable about their local criminal justice and service delivery systems and well positioned to report on changes in "business as usual" across those systems.

As **Table 6** indicates, the composition of the survey sample changed slightly at each wave. On balance, however, stakeholders from the community (service providers, local government agencies, and elected officials) and criminal justice (jail staff, community

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<sup>29</sup> Factor analysis identifies whether certain items in a survey can be grouped together into one scale measuring the same overall concept. The reliability of each of these scales is measured by an Alpha score; the closer the Alpha score is to 1, the stronger the reliability of the scale (i.e., an Alpha score of 0.7 or higher is desirable).

<sup>30</sup> Individual items were analyzed and discussed in site-specific survey summaries for Wave 1 and 2.

corrections, local law enforcement, judges, and the courts) comprised roughly equal shares of the sample, with community stakeholders accounting for roughly 55 percent of the sample at each survey administration.

**Table 6. TJC Cross-Site, Cross-Wave Sample Demographics**

	<b>Wave 1 % (N)</b>	<b>Wave 2 % (N)</b>	<b>Wave 3 % (N)</b>
<b>STAKEHOLDER SPHERE</b>			
<b>Community (service providers and government)</b>	<b>54% (221)</b>	<b>56% (192)</b>	<b>55% (143)</b>
Service provider: mental health and substance abuse	13% (54)	14% (49)	12% (32)
Service provider: housing and education	8% (33)	10% (33)	10% (27)
Service provider: employment	6% (24)	6% (22)	6% (16)
Service provider: general social services, emergency, medical	14% (58)	15% (51)	15% (40)
Service provider: other	13% (52)	11% (37)	11% (28)
<b>Criminal Justice (courts, probation, community correction, police)</b>	<b>46% (188)</b>	<b>44% (148)</b>	<b>45% (118)</b>
Sheriff department/ correctional facility (jail)	26% (105)	24% (82)	24% (62)
Other criminal justice agency	20% (83)	19% (66)	21% (56)
<b>LEVEL OF CURRENT POSITION</b>			
Executive or managerial level	67% (276)	67% (227)	62% (161)
Program level or direct service staff	33% (133)	33% (113)	38% (100)
<b>YEARS IN CURRENT POSITION</b>			
Less than 12 months	11% (47)	10% (35)	9% (22)
1–5 years	40% (162)	39% (133)	39% (100)
6–10 years	20% (82)	26% (89)	22% (56)
More than 10 years	28% (116)	24% (80)	30% (76)

*Note:* Total Sample N = 1,010. Wave 1 N = 409. Wave 2 N = 340. Wave 3 N = 261.

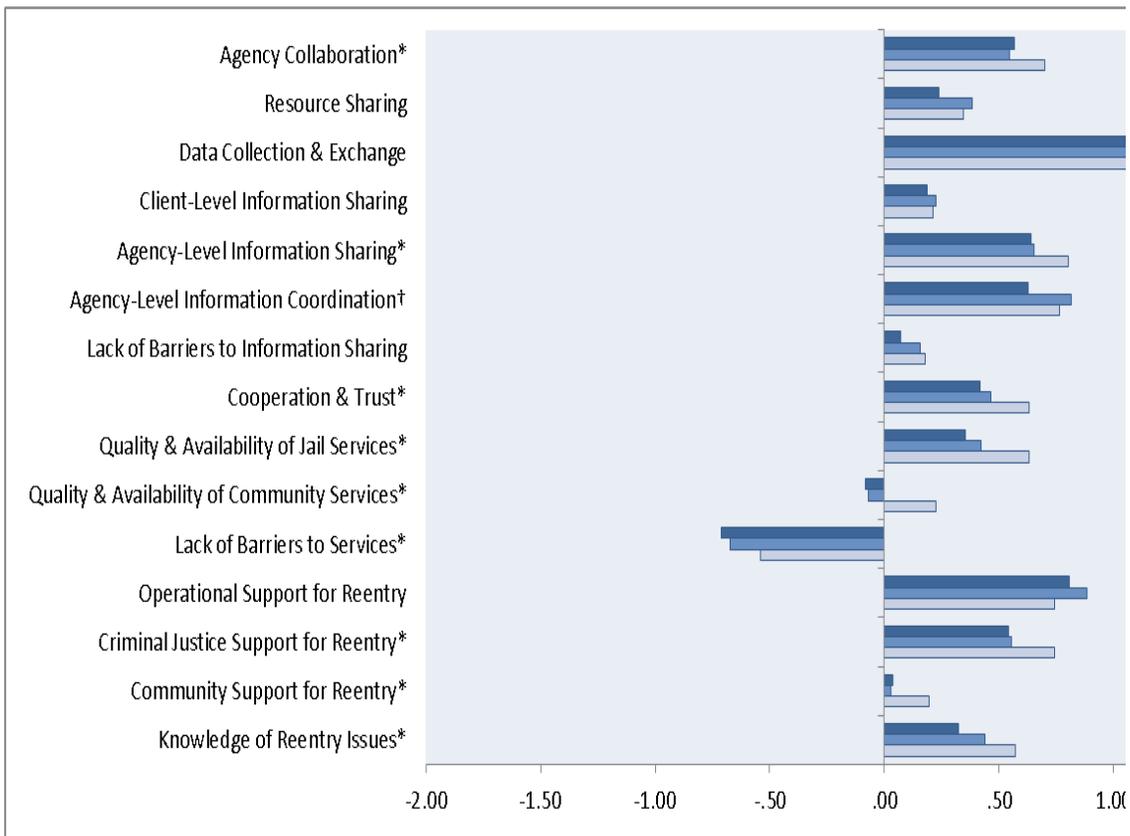
And, as noted earlier, stakeholders were well positioned to report on changes in their local reentry systems, with roughly half of all stakeholders having held their current position for more than six years. There was also a strong executive- and managerial-level presence in all three waves, although this diminished slightly at Wave 3. This is notable because executive-level leaders are somewhat removed from the day-to-day operations of their respective agencies and, therefore, may be more likely to perceive changes improvements in system and service delivery function than staff on the front lines (i.e., staff on the front lines are likely better reporters of actual change and the effect of these changes). Despite this caveat and the relative diversity of the sample, cross-wave analyses suggest a strong and compelling consensus regarding the effect of TJC model implementation on systems change.

## Survey Results

As discussed in the analytic strategy section, survey items were compiled into 15 scales to measure systems change in four categories: collaboration, cooperation and trust, service delivery, and support for local reentry. Scale scores range from -2 to +2; this scoring indicates both the direction of the change (strengthened or weakened) and the relative magnitude of the change. Reliability testing and confirmatory factor analyses were conducted on pooled data, as well as site-specific datasets across waves; each scale had a Cronbach's alpha score of .8 or higher (site scores of .7 or higher). The reliability scores and individuals survey items comprising each scale are noted in the **TJC Scale Key** located in **Appendix G**.

The pattern of responses across the three survey administrations suggests the TJC initiative is a promising approach for building an effective jail transition strategy that spans the community and the local criminal justice systems and for effecting systems change. Significance testing was performed on the differences in mean scale scores between the first and third (final) administration of the survey. As **Figure 6** indicates, most of the indicators measured by the survey registered improvement (scores on 14 of the 15 scales increased from Wave 1 to Wave 3) over the course of model implementation.

**Figure 6. TJC Change Scales and Mean Scores by Wave**



†  $p < .10$ , \*  $p < .05$ , indicating significant differences between Wave 1 and Wave 3

These improvements were statistically significant (.05 level) for nine of the 15 change scales as indicated by the asterisk next to the scale. The greatest improvements were recorded in the areas of quality and availability of community services in support of reentry (-.08 to .22) followed by quality and availability of jail services (.35 to .63), cooperation and trust (.42 to .63), criminal justice support for reentry (.54 to .74), and lack of barrier to services (-.71 to -.54). The highest-rated scale, data collection and exchange, also registered improvement (1.17 to 1.27), although the change was not statistically significant at either the .05 or .10 levels.

The only scale to recognize a decrease from Wave 1 to Wave 3 was operational support for reentry. Here, site ratings indicated improvement between Wave 1 to Wave 2 (.81 to .88) then registered a decline (.74 at Wave 3) that fell below the Wave 1 mean score. The trajectory of a single site may be a factor here. As discussed later in this section, one site's stakeholders rated operational support for reentry at Wave 3 (.78) far below the Wave 1 mean score of 1.4. This was the only site to register a decline between Waves 1 and 3.

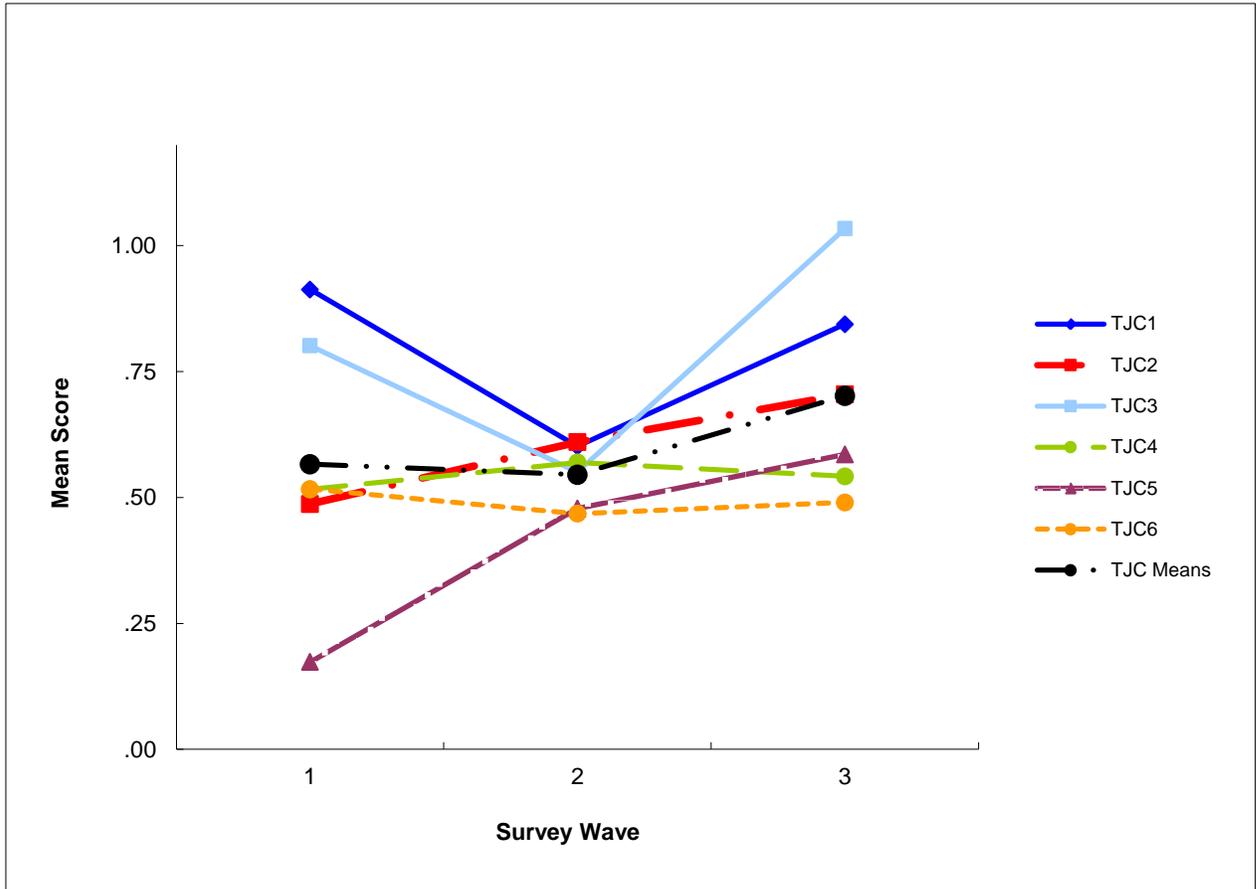
It should be noted that the names of the sites have been replaced in this analysis with an alphanumeric identifier. This was deemed appropriate as the systems change evaluation was designed to inform the assessment of model viability; site performance was not the focus of this evaluation. This approach permits comparison while protecting the sites from any unintended negative consequences that might result from misinterpretation of the results or attribution for results to specific groups or individuals.

### *Collaboration*

Seven scales measured key dimensions of collaboration. As **Figure 6** on the preceding page (page 68) indicates, the mean score for each the seven scales in this change area increased over the data collection period indicating overall progress on those particular issues; for two of the seven scales—agency collaboration and agency-level information sharing—the improvement was statistically significant. There were notable differences at the site level, as discussed in the following pages.

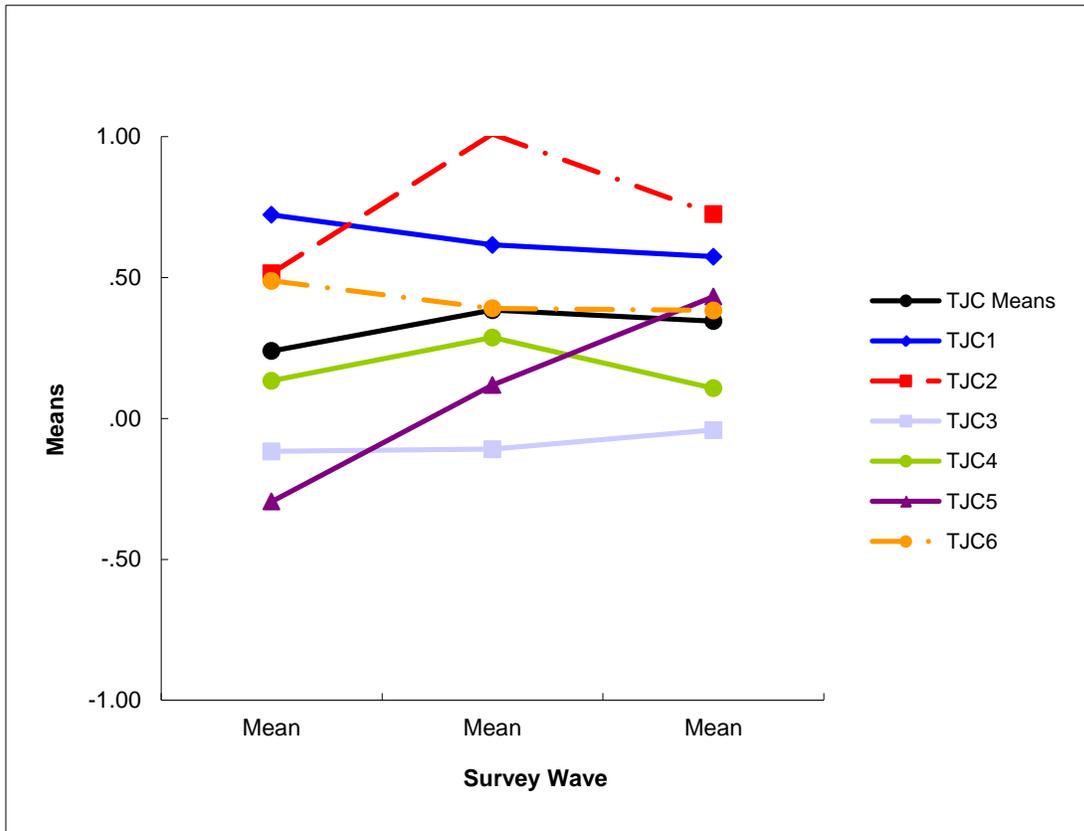
The **agency collaboration** scale measured the degree of collaboration among criminal justice agencies, the jail- and community-based service providers, and among service providers. As **Figure 7** indicates, TJC stakeholder appraisals of agency collaboration were positive with means scores ranging from .17 to 1.03

**Figure 7. Agency Collaboration: Means by Site, Waves 1–3**



While the overall TJC score for this scale registered improvement from Wave 1 to 3, suggesting enhanced collaboration among an already strong collective, there were notable differences within sites. TJC4 was the only site for which increases in agency collaboration (.17 to .59) were statistically significant ( $p \leq .05$  as noted by the \*). The mean score for TJC3 (.80 to 1.03) approached statistical significance at the .10 level (as noted by the †), while TJC1 and TJC 6 both registered a slight decline in collaboration (.91 to .84 and .52 to .49). Nonetheless, both of the sites' assessments of collaboration at each survey administration were positive. Along these same lines, half the sites registered a dip in agency collaboration at Wave 2, roughly the midpoint of implementation, and steady gains at Wave 3. There may be several plausible explanations: the TJC planning process sensitized stakeholders to the need for additional collaboration, or efforts in these sites may have hit a lull in the initiative. Each of these may be part of the natural life cycle for multiyear implementation initiatives.

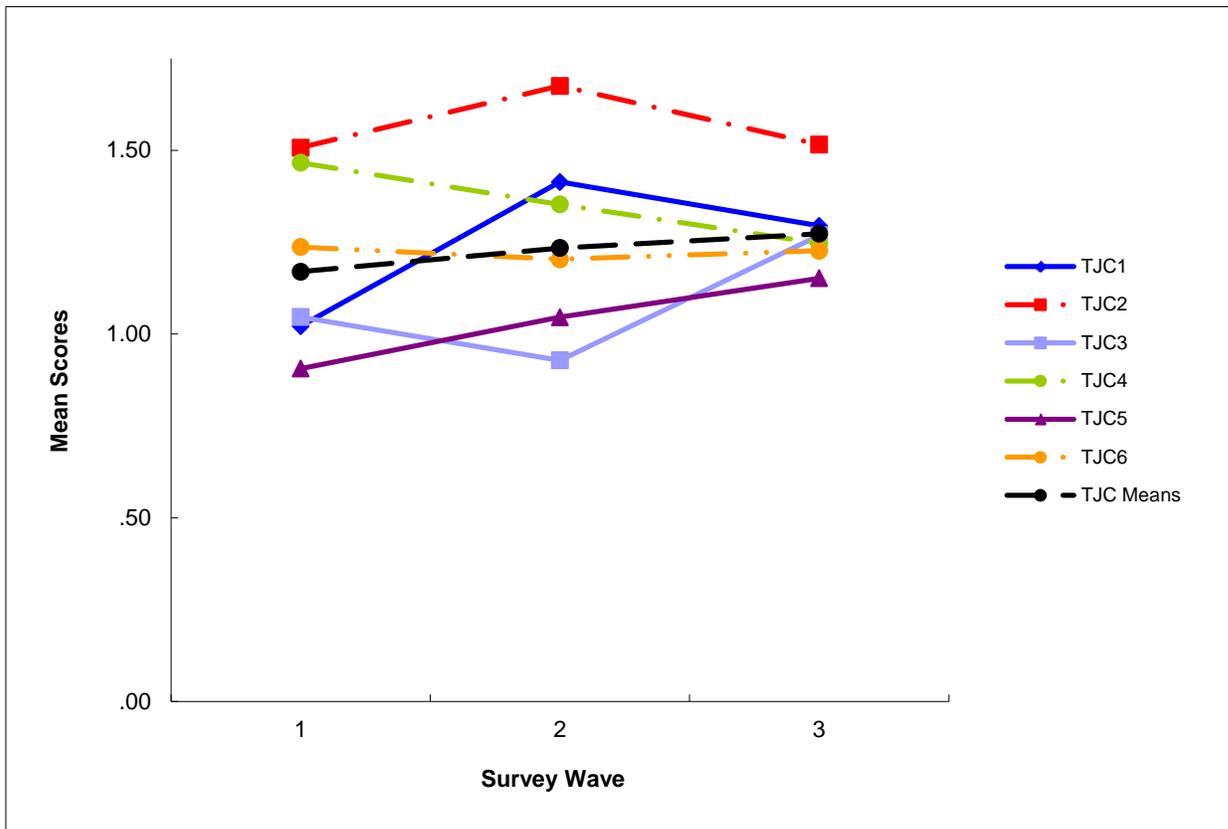
**Figure 8. Resource Sharing: Means by Site, Waves 1–3**



The **resource sharing** scale measured the extent to which local agencies engaged in practices such as co-locating staff and partnering with other agencies to provide training or leverage funding. The overall TJC score for this scale notes improvement over the data collection period (**Figure 8**). However, some sites realized more progress in this area than others. Respondents in TJC3 and TJC5 sites negatively assessed resource sharing in their respective communities at Wave 1, and both reported positive gains at Wave 3, indicating an increased level of collaboration and resource sharing as the initiative neared its end; these changes were statistically significant for TJC5. TJC1, TJC4, and TJC6 all recorded slightly lower means at Wave 3, although each was positive.

The **data collection practices** scale assessed the extent to which respondents' agencies routinely collected critical reentry data including a client's criminal history, assessment information, referrals and services received, and whether a client was released from jail or prison, on community supervision, or being served by another community agency. Such information is essential to the transition planning process and can help depict local reentry issues; building site capacity in this area was a primary focus of the initiative

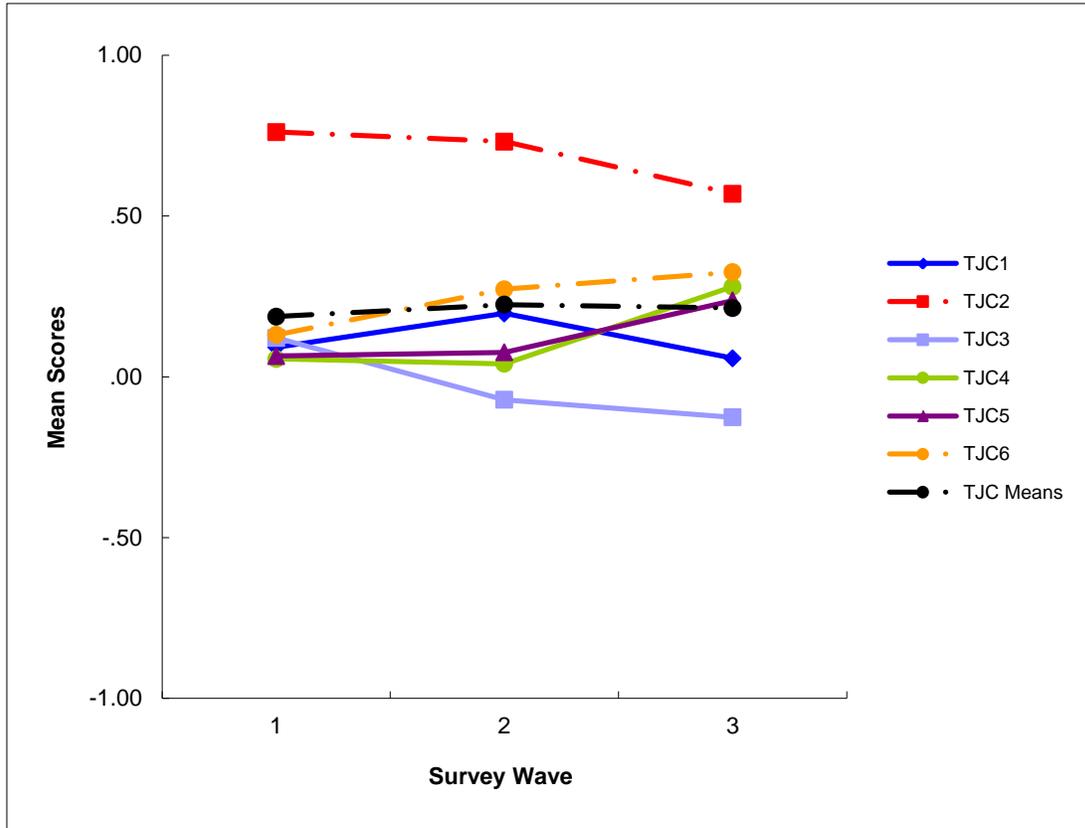
**Figure 9. Data Collection Practices: Means by Site, Waves 1–3**



The average response was positive and relatively strong across all survey administrations with scores falling at or above .90 even at Wave 1 (**Figure 9**). This suggests respondents perceived data collection to be relatively routine even at the outset of the initiative. Nonetheless, the TJC mean score indicates steady progress toward improved practice with scores increasing from 1.17 to 1.27 between Waves 1 and 3. Change within sites did not approach statistical significance.

While the data collection practices scale focused on practices at the respondent’s respective agency, the **client-level information-sharing** scale measured the extent to which respondents’ agencies exchanged important information (release, referral, transition case plans) about jail-involved clients.

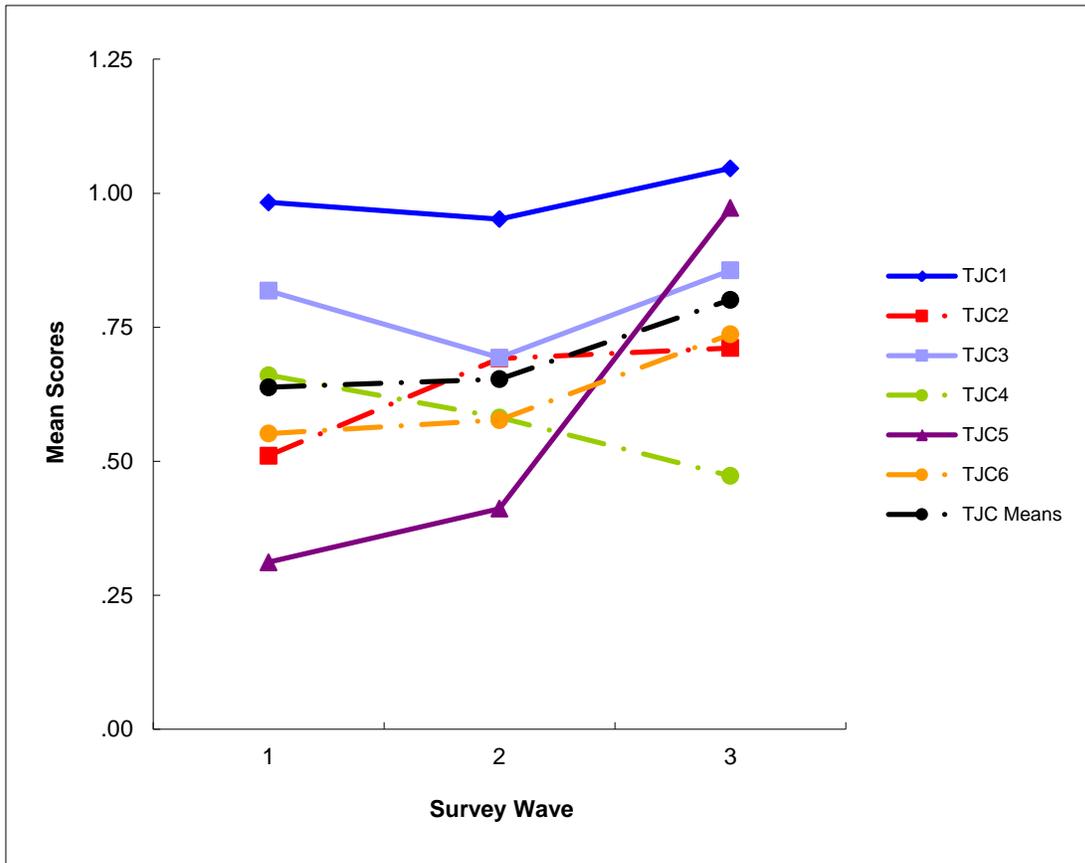
**Figure 10. Client-Level Information-Sharing: Means by Site, Waves 1–3**



Responses moved in a positive direction overall with TJC mean scores increasing from .19 to .21, although this change was not statistically significant (**Figure 10**). While TJC4, TJC5, and TJC6 realized positive change in this area, respondents in the other three sites reported declines in this area. TJC2 and TJC3 recorded the largest declines; respondents in TJC3 negatively assessed client information-sharing at Waves 2 and 3 while the respondent ratings in TJC2 remained positive and relatively strong although lower than at Wave 1. At the outset of the initiative, information flow between the jail and community providers was largely informal and not necessarily routine; this did not change during the administration of the survey, and, in fact, TJC3 experienced significant challenges with a key information management systems that likely further impeded client-level information-sharing, particularly between the jail and the community. In TJC2, client-level information-sharing between core reentry partners was impeded by siloed data systems. A lack of formal information-sharing agreements likely hampered client-level information sharing in both sites.

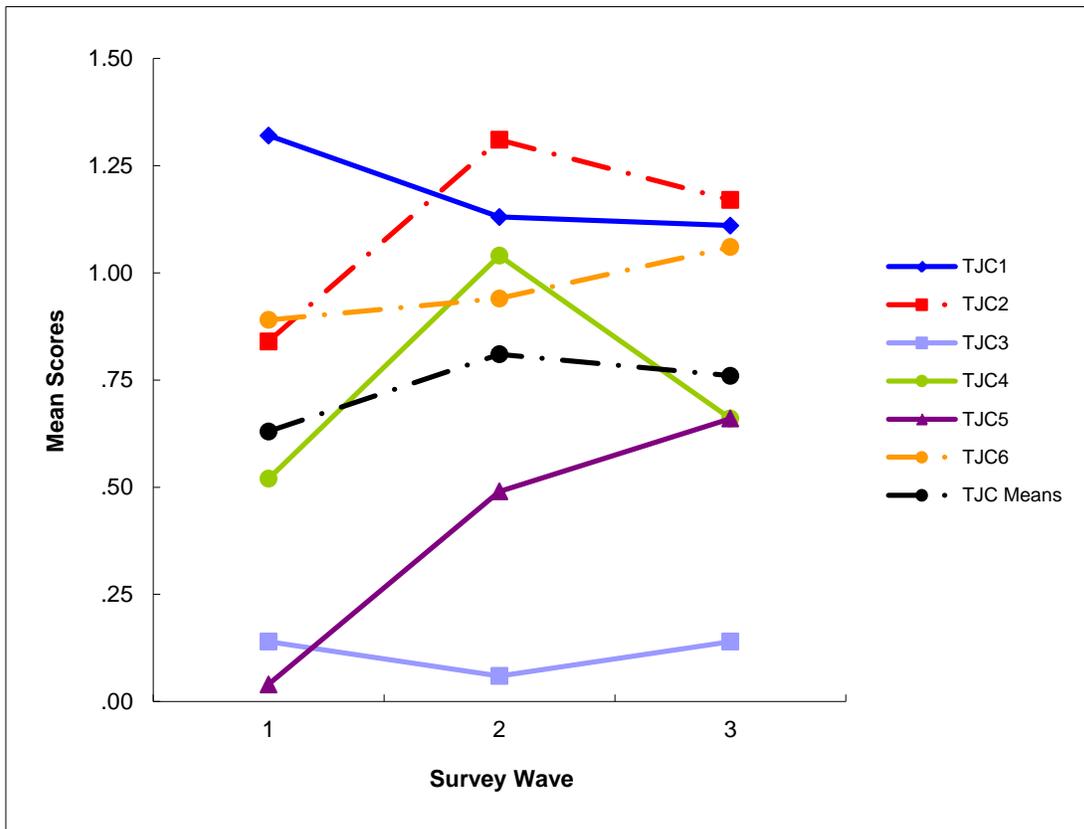
The **agency-level information-sharing** scale measured how well agencies shared information about *programs and services*—another key facet in building an effective jail transition strategy. Although the scale began with relatively strong, positive ratings (.64 at Wave 1 indicating that agencies shared information), scores improved significantly over time, indicating improved information-sharing among agencies (**Figure 11**). Although changes in scale scores were statistically significant only for TJC5, five of the six sites realized improvement in this change area. TJC4 was the exception; scores there fell from .66 to .47.

**Figure 11. Agency-Level Information Sharing: Means by Site, Waves 1–3**



The **agency-level information coordination** scale assessed whether general information-sharing improved between key reentry entities such as the jail and community service providers or among criminal justice agencies during the six months prior to the survey. As **Figure 12** below indicates, respondents' assessments of agency-level coordination around information were positive with marked improvement over the data collection period. Changes were statistically significant for both TJC2 and TJC5

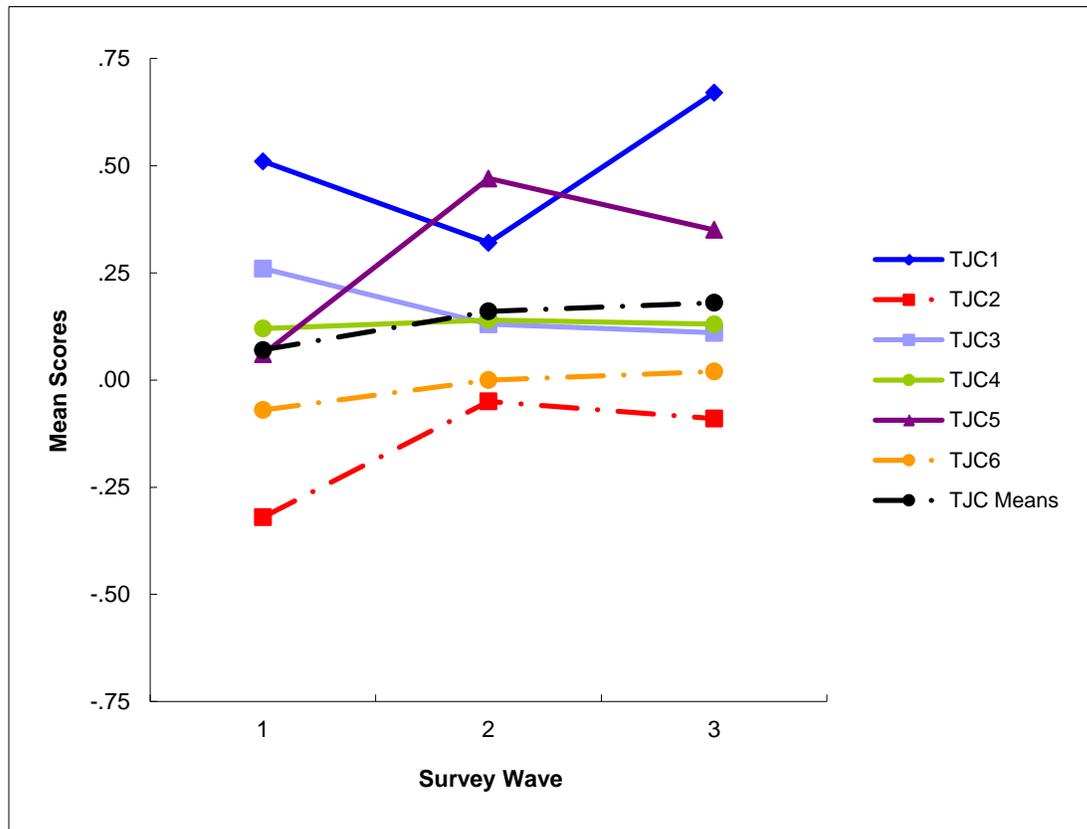
**Figure 12. Agency-Level Information Coordination: Means by Site, Waves 1–3**



The final scale under the change area of collaboration is the **lack of barriers to information-sharing** scale. This scale measured the sites' effectiveness in addressing barriers to information-sharing such as agency regulations and policies restricting information-sharing about clients, difficulties obtaining client releases to share information across agencies, technology limitations, lack of relevant data, and so on. This scale consisted of seven items. As **Figure 13** illustrates, there was substantial variation in scale scores across the six TJC learning sites. Not all changes were positive, indicating differing degrees of progress on this issue at the site level.

In two sites, TJC2 and TJC6, initial respondent assessments were negative. With the former, the site's scores remained negative but less so over time, indicating incremental improvement but that substantial barriers to information-sharing remained. In TJC6, respondent assessments increased, and by Wave 3 there was a noted lack of barriers as evidenced by a positive mean score of .02. TJC5 realized significant positive change in this area.

**Figure 13. Lack of Barriers to Information Sharing: Means by Site, Waves 1–3**

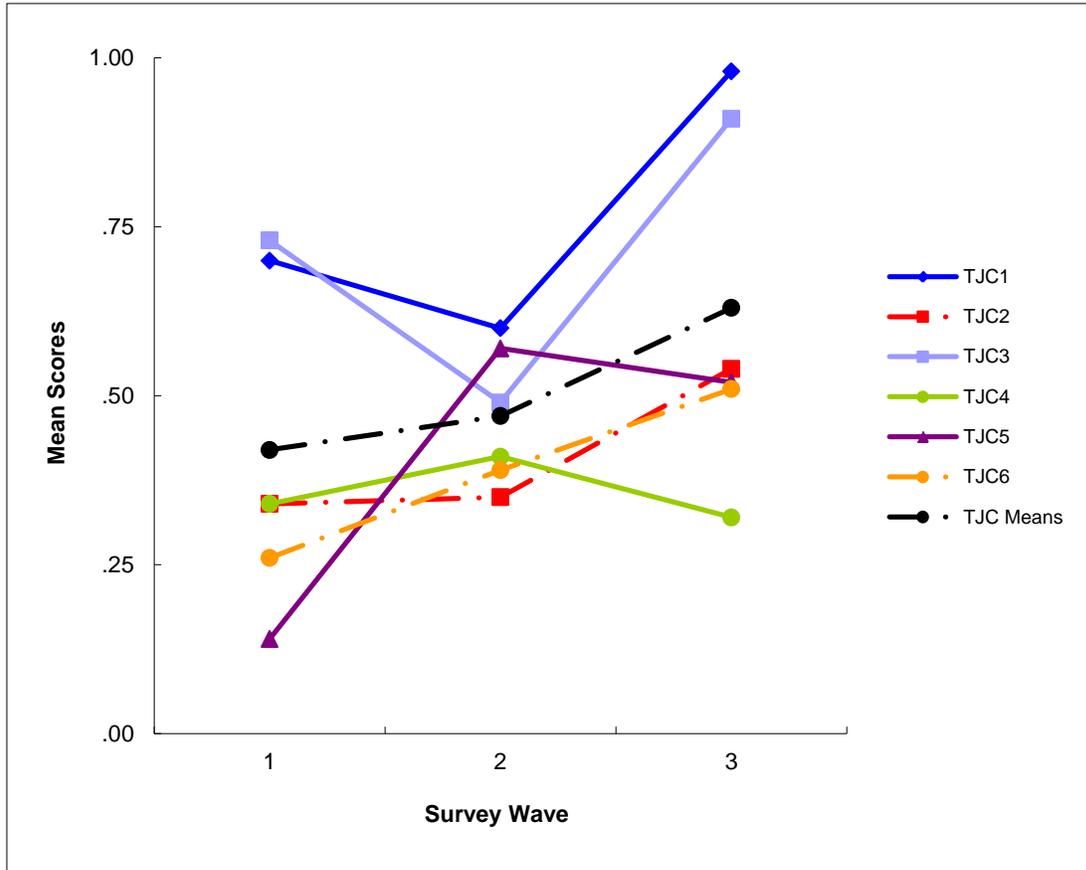


### *Cooperation and Trust*

One scale measured the extent to which a lack of trust (reverse coded), turf issues (recoded), and absence of working relationships and other factors impeded cooperation and trust. As **Figure 14** on the following page indicates, all sites scored positively on this scale during all three administrations, indicating that cooperation and trust was not an impediment in these sites. Further, all sites recorded improvements in this change area suggesting improved cooperation and increased trust. These improvements were statistically significant in TJC5, which recognized the most meaningful change as registered on these various scales. The changes for TJC1 were also significant at the .10 level.

In brief, respondents across the TJC sites reported a solid level of cooperation and trust among partner agencies. Nonetheless, some sites still registered significant improvements in this area over the data collection and implementation period. None of the sites garnered negative assessments in this area.

**Figure 14. Cooperation and Trust: Means by Site, Waves 1–3**



*Reentry Services*

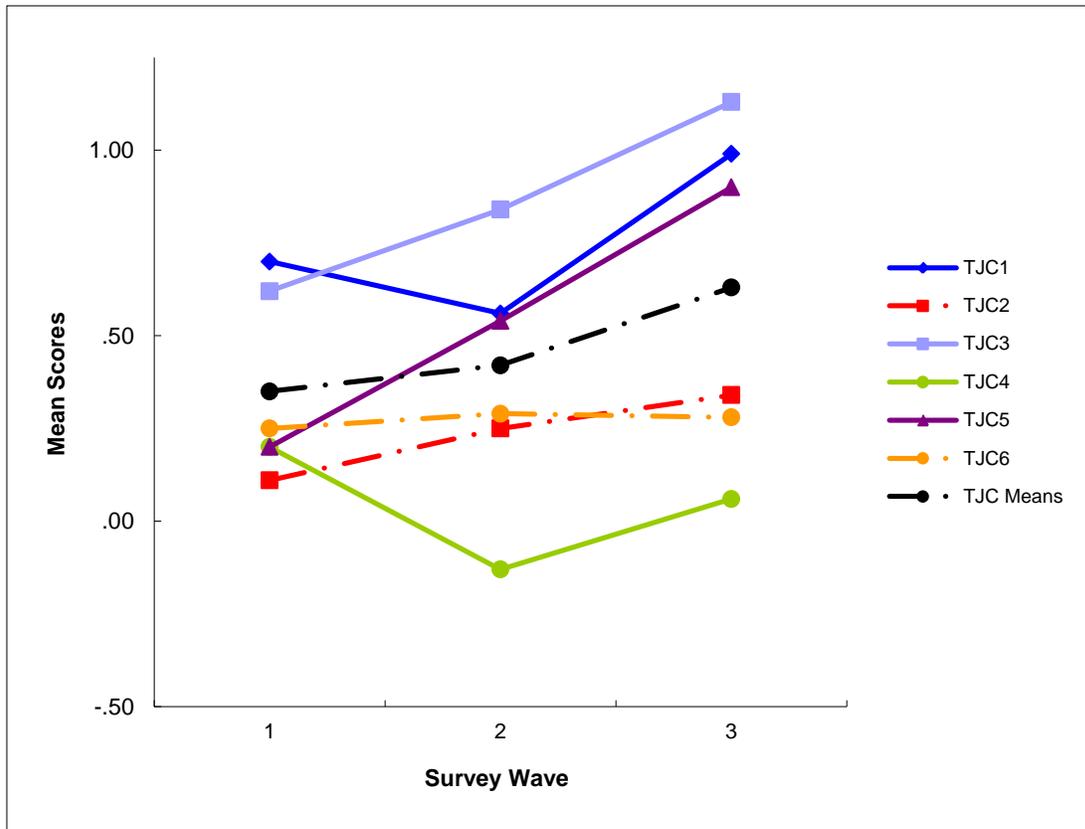
Three scales measured the quality and accessibility of reentry services (**Figures 15–17**). The mean TJC scores for each scale in this change area suggest significant improvement. Each site realized significant, positive change in at least on scale, and four sites (TJC3, TJC4, TJC5, and TJC6) recorded significant change around barriers to reentry services.

The **quality and availability of jail services** scale measured stakeholder perceptions of the range, quality, accessibility, sufficiency, and suitability of in-jail services and programming for inmates.

As can be seen from **Figure 15**, this scale had positive mean scores across all three waves and across sites with the exception of TJC4, where the mean score dropped to -.13 at Wave 2; this decline likely coincided with the loss of critical reentry resources. It should be noted that the mean score for TJC4 reached .06 at Wave 3—likely a reflection of the new reentry resources available in that site for medium and high risk offenders.

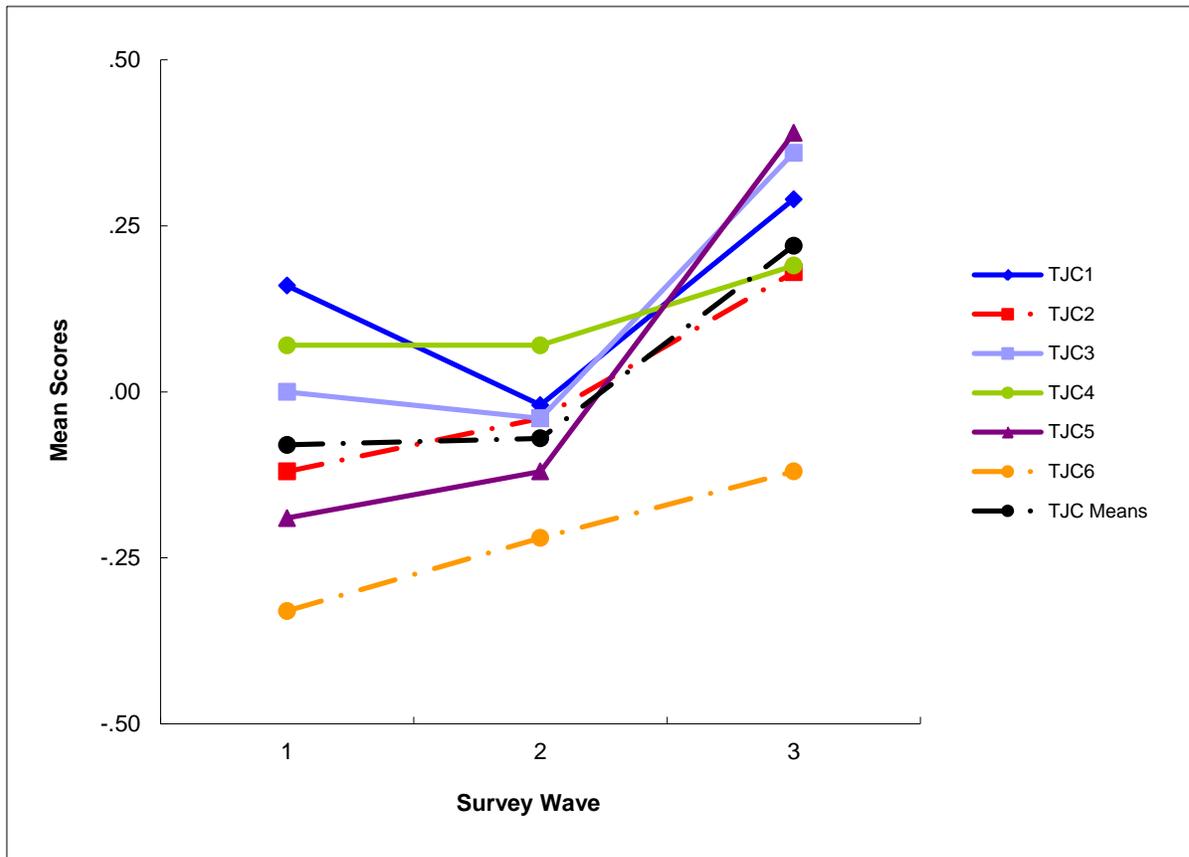
Again, the sites generally rated the quality and accessibility of jail services favorably with marked improvement in this area over the three waves. Changes were statistically significant for TJC3 and TJC4 sites and neared significance for TJC1.

**Figure 15. Quality and Availability of Jail Services, Means by Site, Waves 1–3**



Similar to the quality and availability of jail services scale, the **quality and availability of community services** scale measured stakeholders’ perceptions of the range, quality, accessibility, sufficiency, and suitability of community-based services and programming targeting inmates upon release from jail. Like its counterpart, this scale also registered improvement across sites and waves, although respondent ratings were not uniformly positive (**Figure 16**). The TJC mean score reflects notable change from respondents’ negative assessment of community-based services at Wave 1 to a positive assessment at Wave 3; this change was statistically significant indicating meaningful improvement in this area. Three sites (TJC2, TJC3, and TJC4) realized similar, significant improvements while the sites’ change scores suggest steady improvement on this issue.

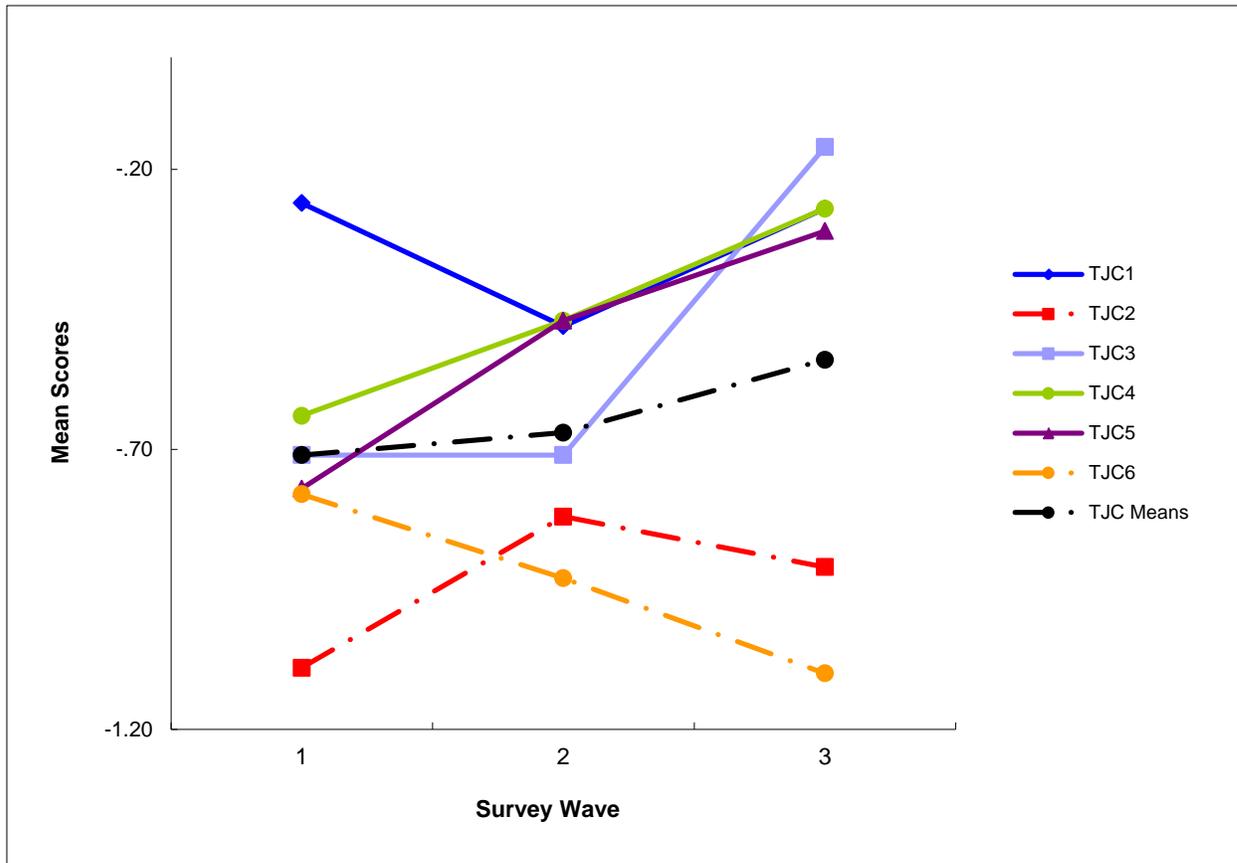
**Figure 16. Quality and Availability of Community Services: Means by Site, Waves 1–3**



The **lack of barriers to services** scale is the last scale in the reentry services change domain (**Figure 17**). This scale measured stakeholder perceptions about how problematic issues like waiting lists, rigid eligibility criteria, policies excluding certain kinds of offenders, and lack of accessible residential treatment and mental health treatment placements were with respect to delivery of reentry services. Higher scores on this scale indicate a lack of such barriers.

Perhaps the most meaningful change occurred around this construct. The TJC mean score, featured in the graphic on the following page, indicates improvement across waves, as do the differences in mean scores between Waves 1 and 3 for four (TJC2, TJC3, TJC4, and TJC5) of the six sites. TJC3, TJC4, and TJC5 all registered significant improvements, indicating a reduction in perceived barriers to services. While respondents assessed this negatively, scores are less negative than initial assessments indicating progress. Conversely, barriers to services remained an issue in the TJC6 site. There, respondents registered an increasingly negative assessment of the issue indicating either increased barriers to service or little momentum in addressing existing barriers. Clearly, this issue remains a concern for this jurisdiction and should be a focal point for continued work.

**Figure 17. Lack of Barriers to Services: Means by Site, Waves 1–3**



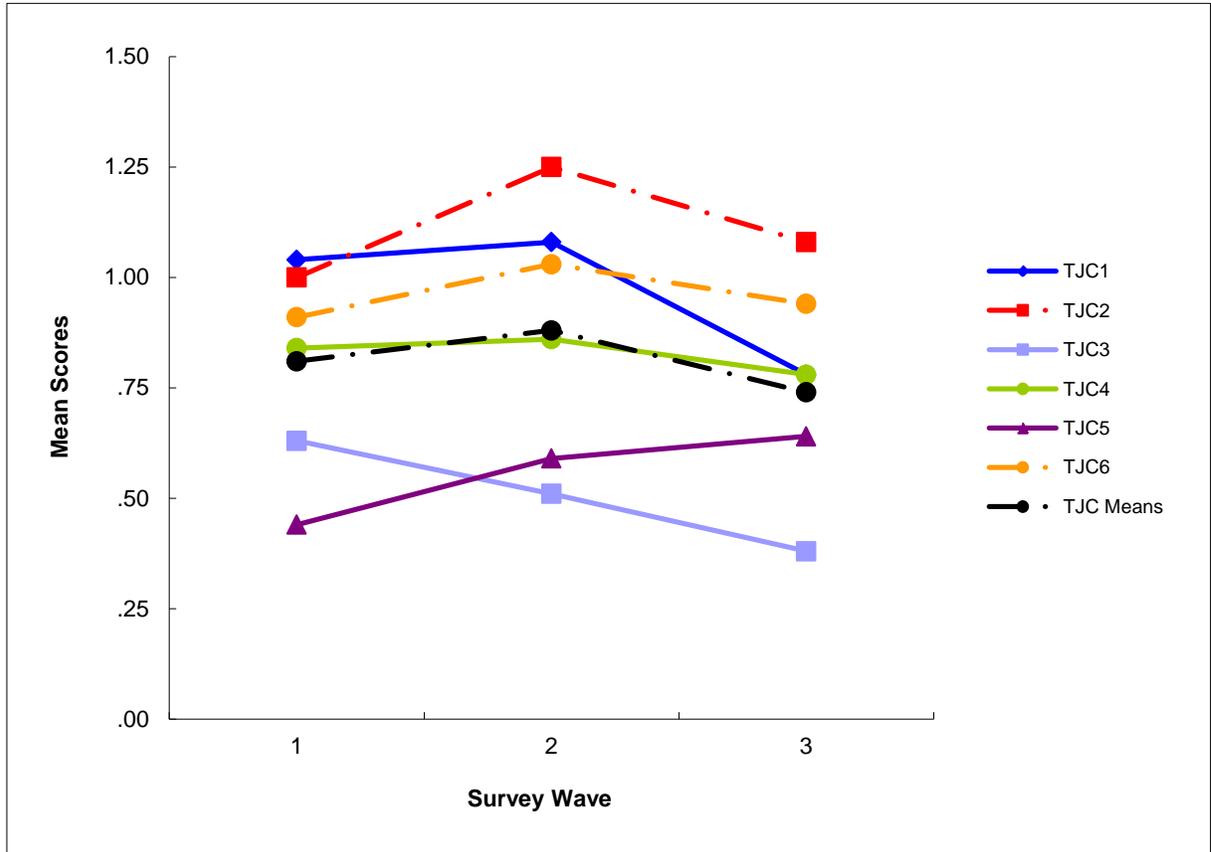
### *Support for Reentry*

The success of TJC model implementation and systems change is premised on solid support from leaders within the community and the justice system, a clear vision for jail transition, and increased knowledge of and support for reentry issues across a diverse set of constituency groups in each community. The support for reentry domain conceptualized four scales (depicted in **Figures 18–21**) to measure stakeholder perceptions of progress on these issues. Four of the three scales registered significant, positive change. The **operational support for reentry** scale recorded a decline between Wave 1 and Wave 3, although mean scores were positive, just less so, as discussed below.

The operational support for reentry scale (**Figure 18**) measured the extent to which agencies played an active role in reentry, as well as the degree of staff commitment to reentry, and whether agencies had tailored their programming or services to better address reentry needs. As noted above, respondents' assessed this scale favorably, but ratings diminished from Wave 1 to Wave 2 as evidenced by the TJC mean scores of .81 and .74; this change was statistically significant. The TJC3 site realized an equally meaningful decline from Wave 1 to Wave 3, as did TJC1 but that change was significant

only at the .10 level. In contrast, stakeholders in TJC5 reported significant positive change on this scale indicating enhanced operational support for reentry.

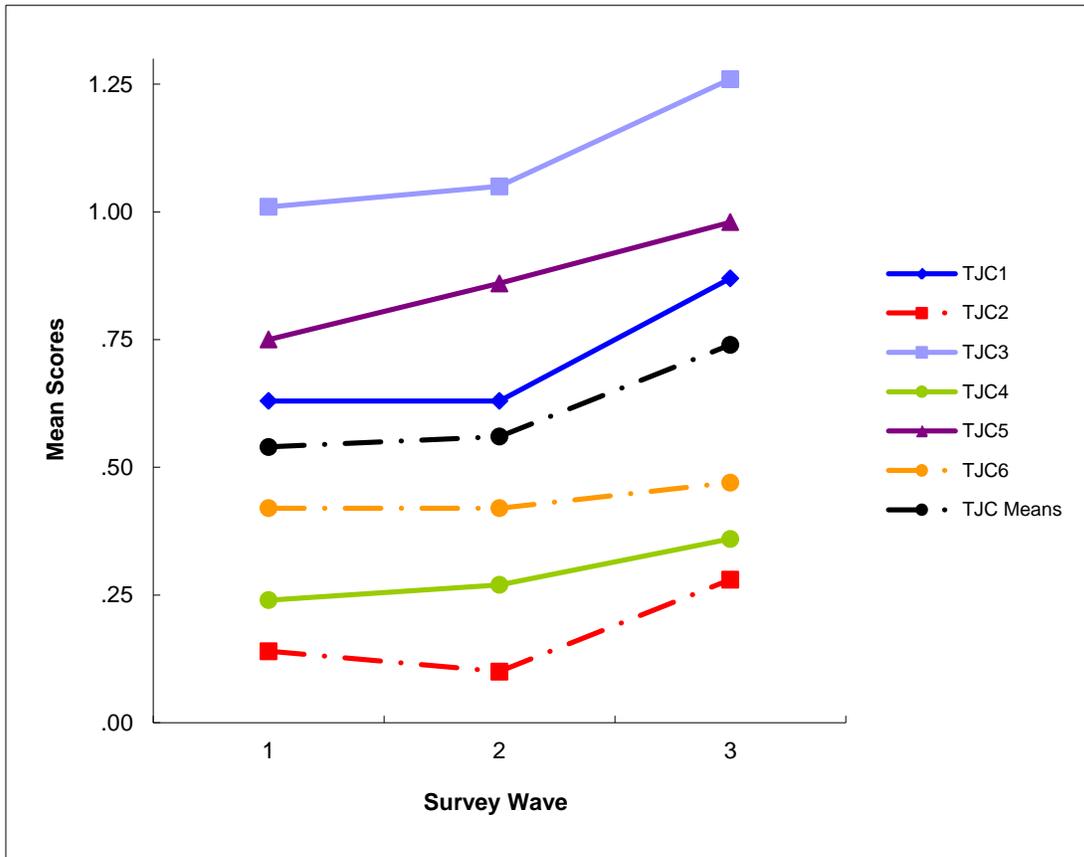
**Figure 18. Operational Support for Reentry: Means by Site, Waves 1–3**



Taken together, it is important to note that mean scores at all waves for all sites are positive and relatively strong, suggesting a solid base of support for reentry, generally. It is both perplexing and somewhat distressing to see mean scores that indicate diminished support for reentry, however small.

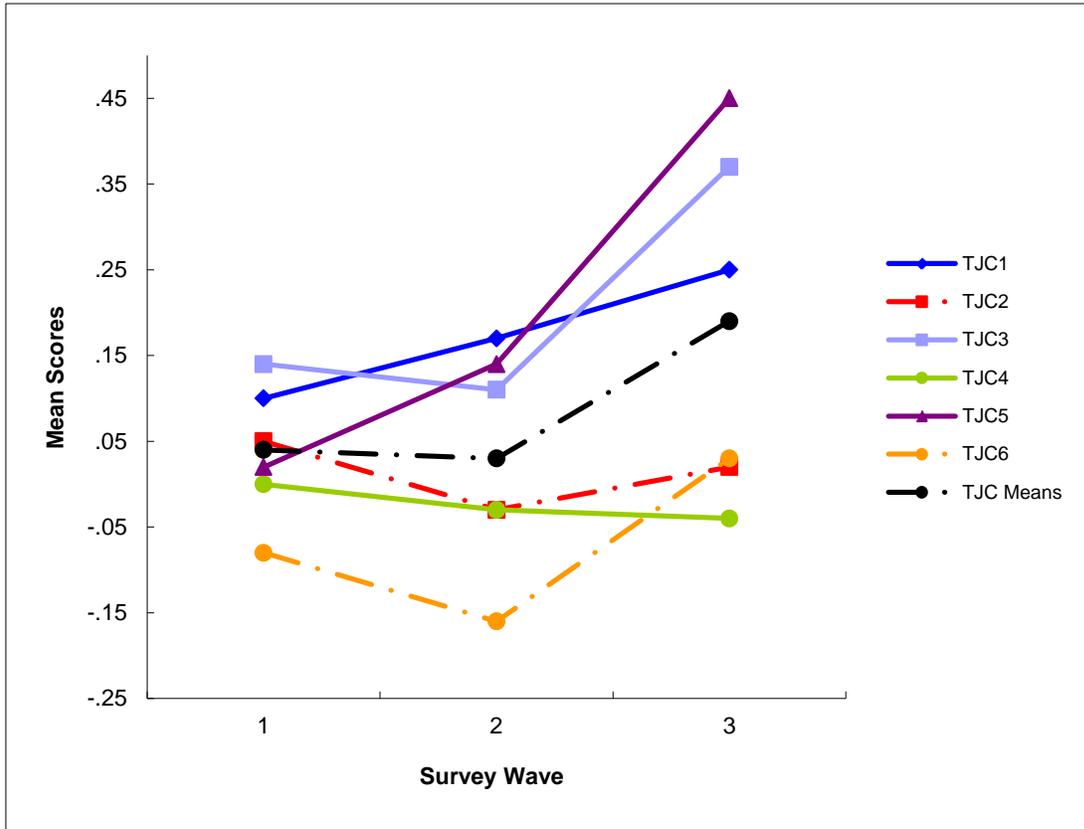
The scale entitled **criminal justice support for reentry (Figure 19)**, presented on the following page, assessed how engaged and supportive key criminal justice stakeholders (judges to attorneys to local law enforcement) were of the local reentry initiative. Across sites and waves, respondents assessed criminal justice stakeholder support for reentry positively. Mean scores improved significantly for TJC2 and TJC5, and they were statistically significant for TJC1 at the .10 level

**Figure 19. Criminal Justice Support for Reentry: Means by Site, Waves 1–3**



Similar in concept to the preceding scale, the **community support for reentry** scale measured reentry support among a broad set of community stakeholders including the general public, local media, elected officials, and others. Mean scores were based on respondents' ratings of eight constituency groups and two items about local progress on reentry issues.

**Figure 20. Community Support for Reentry: Means by Site, Waves 1–3**

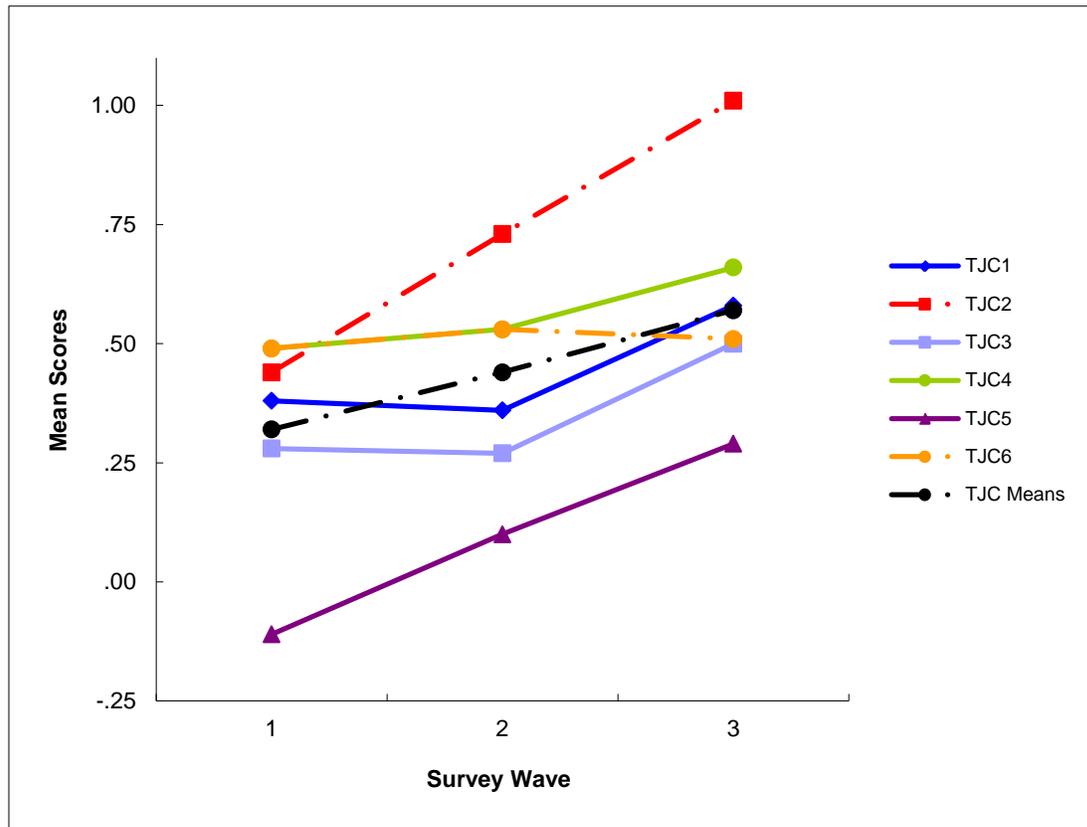


The overall TJC score for this scale indicates significant positive change with mean scores moving from .04 to .19. As **Figure 20** depicts, there was substantial variation in mean scores across waves and sites. Two sites (TJC3 and TJC5) realized significant and meaningful change on this scale with stakeholders assessing community support more positively at each wave. Respondents in TJC6 recorded similar progress, although these changes were not statistically significant; despite initial negative assessment of community stakeholder engagement, that site’s respondents’ ratings were favorable at Wave 3. The assessment of respondents in TJC4 was increasingly negative over the data collection period

The final scale in this change area, **knowledge of reentry issues**, measured respondents’ awareness and understanding of key facets of the reentry process including the range of reentry services available to jail inmates in the jail and in the community, the characteristics and needs of the jail population, and the reentry initiative. The rationale of this scale is that implementation of the TJC model and targeted technical assistance should enhance stakeholder knowledge across the reentry system. Was the TJC initiative successful on this level?

**Figure 21**, below, plots the mean TJC score and those for the six sites. These mean TJC scores indicate significant improvement on this scale with increased scores from Wave 1 (.32) to Wave 3 (.57). This change is mirrored in the mean scale scores for four sites: TJC2, TJC3, TJC4, and TJC5. TJC1 and TJC6 sites saw similar, positive improvements but not at the level of statistical significance.

**Figure 21. Knowledge of Reentry Issues: Means by Site, Waves 1–3**



*Summary*

Results from the cross-wave, cross-site analysis of the TJC stakeholder survey suggest implementation of the TJC model is a promising systems change initiative. Positive improvements were recorded on nine of the 15 change scales; these changes were statistically significant at the .05 level, indicating meaningful change (not due to chance).

The most gains were reported in the change area of reentry services and reentry support. TJC mean scores indicated significant improvement on six of the seven scales comprising those change domains.

The one cryptic finding involves the changes recorded around the operational support for reentry scale. There, change occurred in the opposite direction from what was expected; scores remained positive but diminished. This scale captured the extent to which partner agencies had altered operations to accommodate and support reentry objectives, as

opposed to the other support scales, which recorded perceived support and engagement of key constituency groups around local reentry. The dip on this scale at Wave 3 may simply be an artifact of implementation: by the summer 2011, most sites had implemented key changes in process and procedures such as screening and assessment, and re-tooled case planning documents, and no new “ways of doing business” stood out to stakeholders. It is also possible that various stakeholders expected a greater rate of change than what actually occurred, and the rate of realized change led to a lack of support from their respective agencies or others within their local jail transition network.

Looking across sites, the most significant changes were reported in the smaller jurisdictions. In TJC3, changes in scales scores were statistically significant for seven of the 15 scales. The magnitude was even greater in TJC5 where reported changes were significant for 12 of the 15 scales; there, respondents’ initial assessments were less positive than most of the other sites, therefore, reported progress could cover more ground. In contrast, respondents in TJC2 and TJC4 assessed their respective communities more positively from the beginning leaving less room for marked improvement.

Regardless, consistent with observations shared throughout this report, the six TJC learning sites made marked progress during the implementation and data collection periods leading to substantial systems change and enhanced support for and knowledge of jail transition at the local level.

With this in mind, it would appear the TJC sites are well positioned to continue the important work begun under this initiative.

### **Evidence Regarding Model Implementation and Performance**

The TJC initiative sought to develop and test an innovative, flexible, research-infused model for effective jail transition. The primary objective of the initiative’s evaluation component was to assess the viability of the TJC model—specifically, could the model be implemented as envisioned in a variety of settings with diverse jail populations; and, if not, then why not. While cross-site evaluation activities documented implementation of the model in the six sites and examined the extent to which implementation led to the anticipated changes at both the systems and individual levels, it was first and foremost an evaluation of the TJC model, not the TJC sites. Drawing from the implementation experiences of the six communities documented in this report and the survey results presented in the previous section, several general findings about the TJC model emerge, as discussed below.

- **The TJC model proved to be adaptable.** The six TJC sites contained diverse jail settings and populations, and the configuration of community partners and contexts also differed. Moreover, the sites devised different strategies for screening, assessment, interventions, discharge planning, sustainability planning, and self-evaluation that reflected local priorities and resources. The TJC model was sufficiently flexible to allow for this variation while guiding systems changes that were consistent with the overall intent of the model.

- **TJC model implementation was associated with significant, positive systems change.** TJC implementation led to tangible changes in procedures, policies, and practices, such as the adoption of both risk screening procedures and evidence-based interventions such as Thinking for a Change. TJC implementation also resulted in increased capacity to conduct key model components. Instances of sites training other partners or jurisdictions on the Proxy and Thinking for a Change are examples of this. Cross-site analyses of the TJC stakeholder survey suggest implementation of the TJC model was associated with improved collaboration, including increased resource sharing, information-sharing, and data-collection practices; improved quality of services available to individuals transitioning from local jails to the community; increased trust and cooperation among key partners; increased support for reentry; and increased access to critical services.
- **Implementation of the TJC model is a continuous process that cannot be completed in three years.** While each site realized substantial change in its jail transition practices as part of TJC participation, many elements of the TJC model had yet to be fully implemented at the conclusion of the assistance period. Common areas in which the sites had further implementation work to do at the end of the TJC assistance period included embedding understanding and acceptance of TJC concepts into the organizational cultures of partner organizations, regularly producing performance data on all key process and outcome indicators, and moving from an intervention delivery system informed by risk and need information to one driven by risk and need. While it is not surprising that total systems change may not be completed in 30 to 42 months, it bears stating in order to set reasonable expectations for other jurisdictions interested in undertaking such an effort. Systems change in TJC is an iterative process, with each individual system change providing both momentum and a new foundation for the next undertaking. Implementing TJC is not only a process of putting into place specific practices like risk screening; it is also a continuous process of collaboratively identifying and prioritizing jail reentry issues to address. This process is never complete.
- **The TJC model is a viable, feasible strategy.** Each of the six TJC communities implemented the model largely as envisioned. While the degree of implementation of individual model components varied across the six sites, no single model element proved to be infeasible. Further, each site generally found all model components to be important, and it was possible to make progress on all of them, although some site partners initially may have questioned the relevance of a specific element (screening, for example).

## 5. Conclusion

The TJC initiative represents the most comprehensive effort to date organized around the issue of jail transition. The intent of the initiative from the outset was to develop and test a model for jail transition and, in doing so, expand the knowledge base regarding effective jail transition practice. The national team sought to achieve these objectives by documenting and evaluating the experiences of the six TJC learning sites and to package and disseminate the lessons learned from their experiences for the benefit of local jurisdictions seeking to improve their jail transition work. The TJC effort has generated many lessons learned, both for how jurisdictions can implement systems approaches to jail transition and how technical assistance providers and evaluators can assist them in doing so. We discuss each type of lesson separately and then present some areas in which gaps remain in our jail transition knowledge.

### Implementation Lessons Learned

A systems change effort such as TJC has so many components, involves so many organizations and stakeholder groups, and takes such different forms in different jurisdictions that it generates many lessons for the field. The lessons presented here were the most universal across the TJC sites and, in our judgment, most relevant to the field.

- **Implementation success is contingent upon key formal leaders supporting the effort and intervening when necessary.** In every site, it has been important that agency heads and elected leaders empower operations staff working in the details of model implementation to make decisions and facilitate collaboration. They also had to step in at times to ensure that collaboration did not break down due to interagency tension. Stakeholders were very cognizant of the support of leadership; when strongly present, it made them believe that change was possible.
- **Successful TJC implementation depends upon strong TJC site coordinators.** The TJC site coordinators are tasked with moving TJC model implementation forward, coordinating work with the TJC national team, keeping the “big picture” in mind, engaging the key stakeholders, leading the core team, and ensuring that leaders in the community are informed and engaged productively. Without a respected and engaged site leader, TJC implementation was more likely to drift or falter.
- **Involved, committed, and productive core teams greatly enhance TJC implementation.** The core team should be representative of the jail, criminal justice, and community stakeholders. Teams containing varied perspectives and team members who were willing to both challenge and support one another created a problem-solving and action-oriented culture around jail transition. In a complex, collaborative undertaking such as TJC, operational responsibility must be shared so that progress can be made on multiple fronts and everything does not come to a halt if a single individual steps out temporarily or permanently. The core teams proved to be a key mechanism for sharing operational responsibility.

- **Structuring the jail/community partnership sets the stage for meaningful collaboration.** Based on early implementation experiences in Denver and Douglas County, the TJC national team revised the collaboration element of the TJC model to read “joint ownership and collaborating structure.” This reflected the importance of devising a structure through which the jail and community can meet and contribute to the jail transition strategy on an equal footing. Realizing joint ownership was a continual challenge, as the community can speak with many voices and be defined in many different ways. A structure for collaboration with clear roles and responsibilities mitigates that challenge, although joint ownership must be continuously attended to over the course of the initiative.
- **Community engagement is not the same as joint ownership.** Many TJC stakeholders, particularly those working in criminal justice agencies, discussed developing the community’s role in TJC in terms related to engagement. Evidence of community engagement included such things as meeting attendance and participation, contribution to work groups, sharing of data and information, and willingness to work with the jail population pre- and post-release. Joint ownership with the community goes beyond that, encompassing joint decisionmaking between the community and jail/criminal justice partners on strategic direction, resource allocation, and setting goals and priorities for the emerging jail transition system. Securing community engagement enhances jail transition work and is a substantial accomplishment, but a perceived failure to deliver on joint ownership leads to frustration among community partners. If unaddressed, this frustration can undermine community engagement.
- **Resource and time constraints impede collaboration.** Resource and time limitations were flagged as problematic in the TJC stakeholder survey in every community at every point in time. This is always a challenge for collaboration across agencies, because collaboration requires individuals and organizations to contribute time and energy above and beyond what is required for their routine work. The current budget crises exacerbated this challenge in the TJC sites. At the same time, this pressure also made the strategic and data-driven TJC approach to focus and target existing resources extremely valuable for jurisdictions.
- **Putting risk screening in place is an essential first implementation step.** Five of the six TJC learning sites implemented a risk screening process, and the one that already screened for risk (La Crosse County) repurposed its tool to drive delivery of interventions. Implementing screening both generated the risk information necessary to begin devising other elements of a triage approach and provided a concrete “early win” for the effort. Screening information was a fundamental data element that makes all discussion of resource allocation more “real” to stakeholder partners.
- **Early wins are valuable, but there is a trade-off between moving quickly and moving collaboratively.** Collaboration is valuable, but working collaboratively is almost always a slower process than single agencies undertaking changes in their own practice. TJC stakeholders consistently emphasized the need for patience in systems change work. Working this way may make early wins slower to come, but it will build the relationships necessary to make bigger changes over the long term.

- **Limitations in capacity to extract and analyze data are common.** Extracting data was both time- and resource-intensive for each of the demonstration sites. Further, once data were extracted, sites frequently struggled with analyses because of insufficient technical expertise. Reporting core measures was challenging to the sites because the measures required the sites to track individual clients and to access data from community partners. Although this was not easy to accomplish, several of the sites communicated a deep interest in building capacity and understanding on the core measures within both the jail and community contexts.
- **Performance measurement is just a step toward performance management.** Producing the TJC core measures was an important and difficult step in implementing the TJC model. It will not fully pay off for jurisdictions, however, until they take the next step and have a routine process for reviewing and interpreting the measures and then using that information to improve the jail transition process. This was an area in which recommendations were made for improvement in all the TJC sites as the assistance period drew to a close.
- **Thinking for a Change training addressed a serious capacity gap in several TJC sites.** T4C training provided by NIC allowed several TJC sites to implement cognitive-behavioral interventions where they either had not existed or had been very limited.
- **The use of consistent case plan forms and assessment instruments, and the sharing of these forms among agencies, are key strategies to ensure continuity of service delivery during the transition process.** A great deal of work in the sites focused on mechanisms to foster a consistent and coordinated approach to interventions with their TJC populations. Sites undertook efforts to base case plans on assessment, share them among partners, and commit to implementing common curricula and program approaches. Some also conducted a coordinated review of program quality, both in the jail and in the community. Shared tools and practices, such as risk/needs tools, releases of information, case plans and common program approaches and curricula, knit a jail reentry system together.
- **Instituting a risk- and need-driven approach to programming requires multiple changes.** Putting risk and need assessment tools and practices in place is only the first step to ensuring that interventions are matched with the jail population according to risk level and criminogenic needs. Case plans must be adjusted to ensure that they are driven by this information, and sites must determine which programs in the jail and community are appropriate to address which risk and need levels.

### **Technical Assistance Lessons Learned**

Just as TJC model implementation generated lessons for local jurisdictions undertaking such efforts, it also generated lessons regarding how a national initiative such as TJC could best assist local partners in carrying out a systems change effort. Among the most important are:

- **Sustained engagement with the sites was very valuable.** By allowing for a multiyear period of work with the sites, NIC afforded the national TJC team and the learning sites the ability to work together on processes that have multiple steps and require a long period of time to implement, as well as sufficient time to manage the impacts of other changes, such as the opening of the new Downtown Detention Center in Denver and the budget cutbacks affecting the Community Reentry Center in Kent County. The multiyear period also allowed for the building of trust and rapport between the national TJC team and the local partners in the learning sites. Trust is essential in effecting systems change because it makes it much easier to manage resistance and anxiety around that change.
- **Allowing flexibility in how sites organize themselves to do the work is wise.** Sites organized themselves to accomplish TJC implementation in a variety of ways and in many instances changed their structures significantly over the course of the assistance period. The implementation experience suggests that there are many ways for TJC partners to organize to implement the model, and there is no need to push one particular way of doing it as long as progress is being made.
- **In a capacity-building approach, process is as important as outcome.** The TJC assistance approach placed a strong emphasis on transfer of knowledge to the sites and building capacity to accomplish jail transition objectives. For this reason, the TJC national team tried to deliver technical assistance and support in such a way that all work was carried out in collaboration with partners in the learning sites. An example of this approach is the way in which the TJC national team created the TJC performance measurement framework and turned it over to each site to define terms and populate, rather than asking the sites to provide access to the data necessary to generate the measures. In turn, the sites spent significant time involving a variety of partners in various trainings and implementation processes. This likely generated slower progress than less-inclusive approaches might have, but the intent was for the sites to expand their capacity and spread understanding of elements of the TJC approach broadly. Taking this approach should enhance the ability of jurisdictions to make progress on a variety of jail transition fronts over the long term.
- **Knowledge transfer seeds the creation of a systems culture.** Transferring knowledge about all elements of effective transition practice to as broad a cross-section of site stakeholders as possible created the common understanding and vocabulary needed to develop a systems culture supportive of jail transition.
- **Creation of a common measurement framework was necessary to advance performance measurement in the sites.** Attempts to assist sites in devising their own performance measures for their jail transition efforts were not effective. Creation of the common TJC performance measurement framework was the catalyst for the sites beginning to collect data and produce meaningful measures. Some of the sites made modifications to the framework to reflect their specific interests and priorities; however, the development of standardized core measures was essential to this process.
- **Comparative perspective is one of the most valuable things the national TJC team provided.** Local stakeholders working on reentry issues often felt quite

isolated from work going on elsewhere in the country and appreciated the opportunity afforded by an initiative such as TJC to assess their practice relative to the national standard of practice and peer jurisdictions.

- **Outside technical assistance providers contribute accountability and focus to the process.** Having the TJC national team following up on next steps helped keep the sites accountable for the things they wanted and needed to do. Having regular contact with the TJC team and site visits kept the TJC work from getting lost among the many competing demands on the time and attention of core partners. A sustainability challenge is for each site to provide this themselves after the conclusion of the TJC assistance period.

## Looking Forward

The TJC initiative has added a great deal to the knowledge base on jail transition practice. However, gaps and questions remain. Some of the most significant remaining questions are:

- **How can interventions be delivered in a jail environment with sufficient dosage to change the behavior of high-risk offenders?** With the rapid turnover in the jail population, this is the fundamental challenge of a behavior-change approach to jail transition. The TJC sites have developed some approaches to address this challenge, but it is far from solved. Continuing innovation in this area will be valuable.
- **What does an effective TJC performance management process look like?** Sites advanced their ability to generate key measures of their TJC processes and outcomes. This is a necessary first step toward management by measures, but none of them had developed a robust process for review of those measures at the conclusion of the assistance period. This is a key sustainability issue for all sites.
- **What recidivism outcomes will a TJC approach generate?** Sites have been working on establishing a baseline for recidivism in their jail population. Each site's TJC work as described in this report was in the development stage, and at the end of the assistance period was just coming into the stage at which outcomes would be expected to change. What remains to be seen going forward is what trends in recidivism emerge as the TJC target population is engaged with the intervention processes started or modified during the TJC period.
- **What are the other measures of success?** Recidivism is an important determinant of the success of a criminal justice intervention. Site partners, however, consistently indicated that it was an insufficient metric to capture all that they were seeking to accomplish. Employment, housing stability, sobriety, and mental and physical health were all important outcomes that TJC activities sought to deliver. Each presents a serious data tracking challenge, however, and it remains to be seen how local jurisdictions can routinely gather these data to determine the degree to which they are successful in these areas.

The Transition from Jail to Community Initiative was founded on the belief that it was possible, through collaboration between jails and the communities they serve, to more

strategically allocate existing intervention resources so that people leaving jail would be more successful and therefore that their communities would be safer and healthier. The TJC model was intended to guide the systems change work necessary to realize better outcomes. Through TJC implementation work in the six TJC learning sites, we found that this collaborative work faced many barriers and was slower than expected and required great patience and commitment. Systems cannot be completely changed in a few years. However, we also found that much could be done in the space of a few years as long as there were committed partners who desired to enhance system capacity and collaboration and bring about operational achievements such as beginning to measure risk and need in the jail population. Managing jail transition is an issue of great importance across the United States. Based on the implementation experiences described in this report, the TJC model appears to represent a viable approach to addressing it.

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## **Appendix A: TJC Implementation Roadmap**

## **Appendix B: TJC Case Flow Graphics**

# DAVIDSON COUNTY RE-ENTRY COMPONENTS BASED ON LENGTH OF INCARCERATION AND RISK LEVEL (4/12 VERSION)

## RISK LEVEL

SENTENCE	High-Risk	Medium-Risk	Low-Risk
<b>Bond</b>	1. BOOKING/CLASS. 2. RESOURCE PACK	1. BOOKING/CLASS. 2. RESOURCE PACK	1. BOOKING/CLASS. 2. RESOURCE PACK
<b>0-10 Days</b>	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. MH/MEDICAL REFER 5. RESOURCE PACK 6. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. MH/MEDICAL REFER 5. RESOURCE PACK 6. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. MH/MEDICAL REFER 5. RESOURCE PACK 6. FOLLOW-UP
<b>11-60 Days</b>	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. PROGRAMS 7. COMMUNITY 8. DISCHARGE PACK 9. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. PROGRAMS 7. COMMUNITY 8. DISCHARGE PACK 9. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. MH/MEDICAL REFER 5. RESOURCE PACK 6. FOLLOW-UP
<b>61-11/29 Days</b>	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. TREAT/TRAIN 7. COMMUNITY 8. DISCHARGE PACK 9. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. TREAT/TRAIN 7. COMMUNITY 8. DISCHARGE PACK 9. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. REFERRALS 5. RESOURCE PACK 6. FOLLOW-UP
<b>1-6 Yrs. Female</b>	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. TREAT/TRAIN 7. COURT OUTCOME 8. COMMUNITY 9. DISCHARGE PACK 10. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. TREAT/TRAIN 7. COURT OUTCOME 8. COMMUNITY 9. DISCHARGE PACK 10. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. REFERRALS 5. RESOURCE PACK 6. FOLLOW-UP
<b>Bound Over</b>	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. TREAT/TRAIN 7. COURT OUTCOME 8. COMMUNITY 9. DISCHARGE PACK 10. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. ASSESSMENT 5. TRANSITION PLAN 6. TREAT/TRAIN 7. COURT OUTCOME 8. COMMUNITY 9. DISCHARGE PACK 10. FOLLOW-UP	1. BOOKING/CLASS. 2. MEDICAL/MENTAL 3. COURT OUTCOME 4. REFERRALS 5. RESOURCE PACK 6. FOLLOW-UP

## ELEMENTS OF EACH RE-ENTRY COMPONENT

**Data Gathering (Step 1 through Step 4) Depending on the length of time:** Beginning at Booking and carrying through Classification and Case Management, critical information forms in JMS will be completed to ensure that DCSO has basic biographical and family information.

**Booking (initial booking (51,000 per year, not including citations and DRP) procedures to include time frames and re-entry needs for those with 10 days or less in time. There is a 25% bond rate for those booked annually 12,000 to 15,000).**

During this time, a large percentage of offenders will bond out and will not be classified.

**Classification (Average: male offenders classified in 3 days and females classified within 1-2 days)**

This includes both regular Classification regarding where the inmate will be housed and a triage process based on the amount of time the inmate will be in the system.

**Medical/Mental (1-14 days with initial screening at intake)**

During Booking, an initial screening will be done by CCS and referrals will be made for follow-up medical and mental care. Additional information will be gathered at a more comprehensive physical or follow-up by the doctor or psychiatrist. Regardless of how long the inmate is going to be in custody, efforts will be made to stabilize the inmate and maintain this stability throughout incarceration and transition back into the community.

**Court Outcome**

In General Sessions cases, information gathered through Intake screenings will be used in assisting the Court in adjudicating and sentencing the defendant. In Criminal Court cases, when inmates are finally adjudicated by either trial or plea, the re-entry process can be informative to the court at the sentencing hearing regarding community placements or rehabilitation programs that can be utilized within TDOC or CCA.

Utilizing information gathered at Booking, Medical/Mental and Classification, Case Managers will assess those inmates who will be remaining in the system for a more than ten days regarding their needs and strengths in various areas directly related to the re-entry process such as medical/mental health, substance abuse, education, job readiness and community support.

**Assessment (all initial assessing collected in JMS for review by CM. Treatment assessments using ASI. OWDS Assessing for job skills)**

In Step 4, all data that have been gathered is reviewed by case management and an inmate file is generated with proper program placement referral.

**MH/Medical Referral (in-house and upon release to mental health coop)**

Inmates with medical and/or mental problems being released after incarceration of less than 45 days will be referred to community agencies for follow-up care. Those incarcerated more than 45 days will have a comprehensive discharge plan that includes mental health and medical care.

### Program

Inmates who will not be incarcerated long enough to do a comprehensive treatment program will be given the opportunity to attend programs provided by Case Managers, Metro Health Department and outside agencies.

### Treatment Plan

Referred by Case Manager and based on the results of the assessment, a Treatment Counselor will develop a comprehensive Individual Treatment Plan (ITP) based on the inmate's needs and strengths. This ITP will be reviewed and modified if necessary by the Treatment Staff. The inmate will choose whether to opt in or out of the ITP.

### Treat/Train

Counselors and Educators will both treat the inmate for medical, mental and substance abuse issues and train in the areas of general education, job skills/readiness, personal health, parenting, anger management etc. Community mentors will be sought through the faith-based, 12 step or employment communities to assist inmates during and after their incarceration.

### Transition Plan

As the inmate nears his/her projected release date, the Case Manager will assist the inmate in developing a Transition Plan that includes community support, employment, housing, transportation, medical/mental care, entitlements, sobriety etc. In addition, efforts will be made to assist the inmate in obtaining critical documents such as birth certificate and SS card.

**Community**

Case Managers will strengthen ties between the inmate and community resources such as family, employer, treatment programs and agencies such as VA, MH Coop, 12 Step Groups etc. In felony convictions, contact will be made with probation, parole or community corrections to clarify requirements and ensure a smooth transition into community supervision.

**Resource Pack/Discharge Pack**

Inmates exiting the system after only 1-10 days in the system will receive a basic Resource Pack of material that will assist them in accessing resources in the community. Inmates in the system longer than 10 days will receive a Discharge Pack that contains all the information in the Resource Pack and additional resources such as medication, medical summary, identification card and treatment plan.

**Follow Up**

Working cooperatively with community agencies, probation, parole and monitoring daily arrests, efforts will be made to track inmates after release and documenting the success of those who do not re-offend and the failure of those who recidivate. Through grant money, certain special needs inmates may be followed and assisted by a Community Case Manager.

**Denver Transition Services Continuum for Jail-Involved Individuals, draft July 2011**

**Arrested/ Taken into Custody at DDC**

- Booked
- Jail Orientation Video
- Resource Guide @ release

About 60% bond out; 30-40% do so ≤ 24 hours (6-7 hours is estimate). Preliminary hearing held within 72 hours.  
 Avg. # bookings CY06-08 = 37,487  
 # bookings Jan.1-June 30, 2011 = 18,444  
 # individuals booked Jan.1-June30, 2011 = 15,638

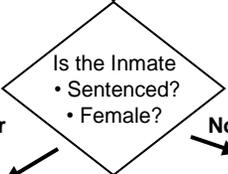
**Classification and Proxy Screening at DDC**  
 Proxy data entered into TAG at booking

Defendants in custody ≥ 48 hours are transferred to Classification; the Proxy is then administered. Classification at DCC asks about health; mental health, veteran status, AODA use & past trx.

Proxy screen scores risk of reoffending based on current age, age at first arrest and # of priors. LOW risk = 2-4; MEDIUM risk = 5-6; HIGH risk = 7-8

7386 Proxy screens for Jan.1-June30, 2011  
 6994 Individuals screened Jan.1-June30, 2011  
 1724 screened as LOW Jan.1-June30, 2011

- 44.7% of booked pop screened\*
- 75% of screened pop = M or H

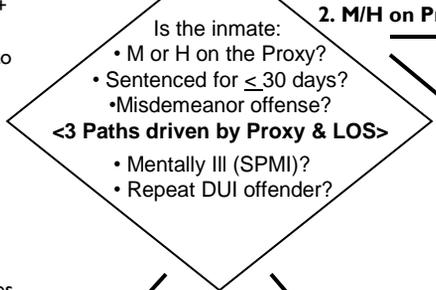


Inmate moved to **Denver County Jail (DCJ) at Smith Road. Intake and classification** to determine housing placement (security). ALL FEMALE inmates housed at DCJ. Largely identical forms and procedures used for intake – DCJ includes a VETERANS screen.

**If PRE-TRIAL and MALE, inmate stays at Downtown Detention Center (DDC)**

- Resource Guide
- GED classes
- Productive Day Videos
- **DDC Program Unit in development; will target M&H risk inmates based on Proxy; w. T4C offered**

DCJ Diversion Officers review Proxy and Institutional Risk Score data in TAG to identify eligible inmates for Jail Life Skills programming. Inmate kites also trigger referrals.



**1. If LOW on Proxy**

- Resource Guide + community referrals; access to CRP at exit
- Anger Mgmt classes,
- Drug/Alcohol Ed.
- Parenting classes (EP)
- Bedtime story - women only (EP)
- Fatherhood classes -men only (RCS)
- Relapse prevention group
- Religious services

**2. M/H on Proxy but < 30 day sentence: SHORT INTAKE – JAIL LIFE SKILLS**

- Enrolled in Life Skills Classes
- ITCP developed (universal case plan form)
- Referred to CRP post-release; LSI done at CRP

**3. M/H Proxy AND ≥ 30 day sentence, then LSI administered:**

**JAIL LIFE SKILLS (LONG-TERM)**

- TCP developed (universal case plan form)
- T4C (90mins/ 2X wk; 22 sessions increasing to 25 sessions in 8/2011); 4 certificates can be earned for T4C
- Jail-based DO case mgmt & discharge planning
- Job Readiness (8 classes total; 2 certificates can be earned)
- Healthy Living Classes (2 certificates can be earned) - CRP
- Transition case mgmt meeting pre-release - CRP
- Fatherhood initiative (men only) – CRP
- Parenting classes (women only) – Empowerment (EP)
- *Work Release?*

**4. Seriously Mentally Ill (SPMI/Axis 1) – classification/ medical intake identifies inmate as seriously mentally ill; referred to Drs. Reiland or Gifford for evaluation. Proxy/LSI ne factor**

**MENTAL HEALTH CRISIS UNIT**

- DBT
- Case mgmt care
- Medication mgmt + 30 days @ release
- DBT
- Transition services via DRH, MHCD

**4. Repeat DUI Offender sentenced to 10+ days through Sobriety Court**  
**RISE Unit – 60 day target/ 32 beds**

- MRT groups – 8 hrs of programming/day
- 6 wks of DUI level 2 education classes
- 6 wks of DUI level 2 treatment
- Peer-led support groups
- *Mentoring?*

In community

**FUSE Program – 13 inmate capacity**

- Transition services for up to 18 months post-release
- Work with inmate begins 4wks pre-release
- Focuses on inmates in jail's MHC unit
- Eligibility/ target population:
  - Serious mental illness
  - Incarcerated 3x or more in DCJ in past 5 yrs
  - Homeless- 3x or more shelter stays in past 5 yrs
  - No registered sex offenders
  - No convictions for meth manufacturing/ distribution
- Inmate linked to DRH/FUSE team at release

**CRP Case Management Services in Community for up to 12-months Post-Release**

- Referrals and Copy of Universal Case Plan provided Inmate at Release
- Case Management
- T4C groups
- Career Development Workshop
- Healthy Living classes
- Relapse prevention program
- Women's Support Group
- Brief Intervention (counseling)
- Native Support Group
- MH assessment

**Kent County Transition Continuum for Jail-Involved Individuals (April 2011 version; shaded area = in community)**

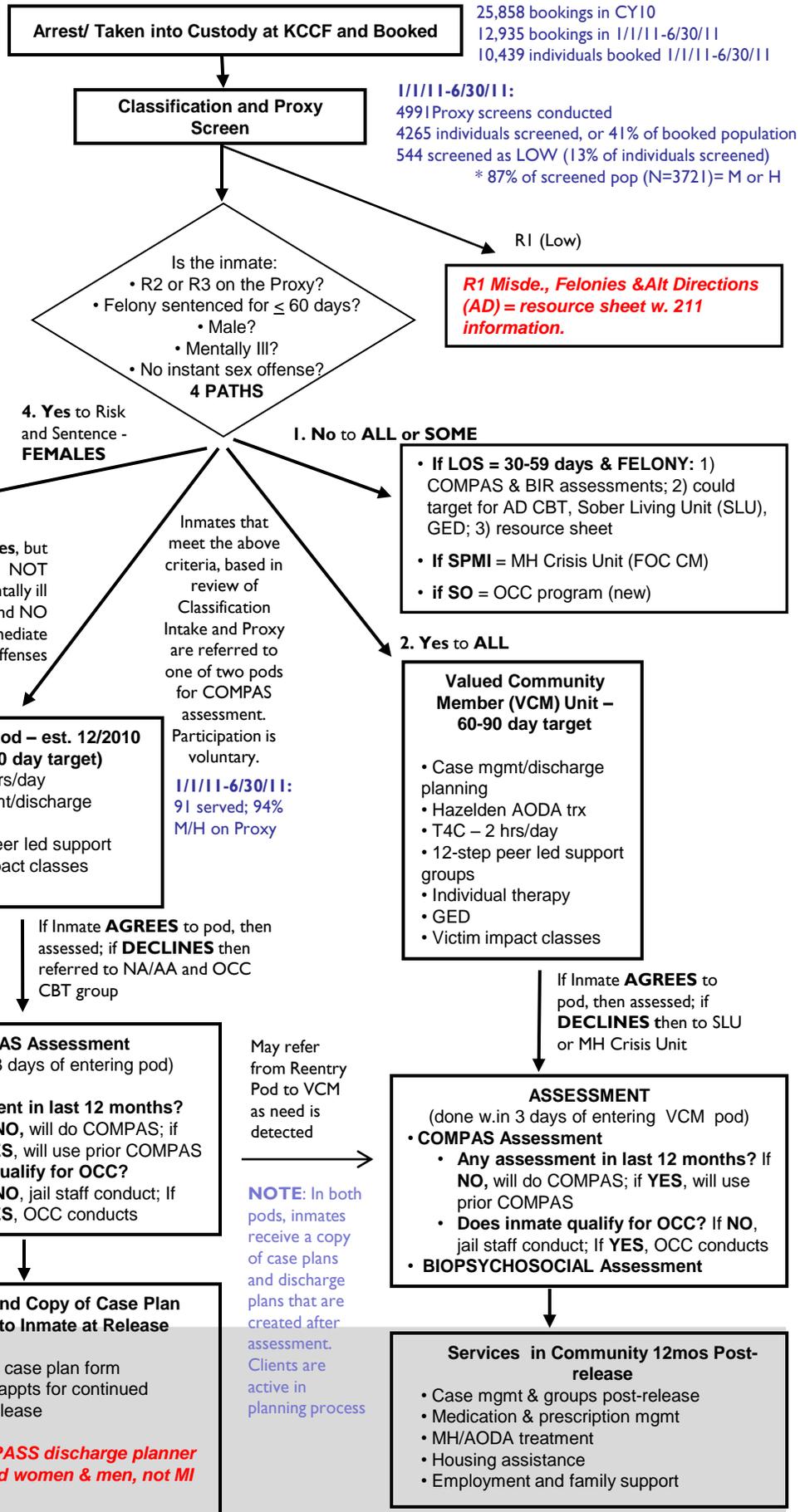
As of 1/1/2011, defendants in custody ≥ 48 hours are transferred to Classification; the Proxy is then administered.

**\* If released in ≤ 48 hours = resource sheet at discharge; one page, front & back; attach to discharge paperwork**

Classification intake asks about health, mental health, AODA, past trx; housing; and education

Proxy screen scores inmate's risk of reoffending based on current age, age at first arrest and # of priors. R1=low risk; R2=medium; R3=high risk

Classification and Proxy data are entered in the JMS and reviewed the KCCF director of inmate services for program eligibility; Inmate kites also trigger referrals. Same decision-making applies as below.



25,858 bookings in CY10  
12,935 bookings in 1/1/11-6/30/11  
10,439 individuals booked 1/1/11-6/30/11

1/1/11-6/30/11:  
4991 Proxy screens conducted  
4265 individuals screened, or 41% of booked population  
544 screened as LOW (13% of individuals screened)  
\* 87% of screened pop (N=3721)= M or H

**R1 Misde., Felonies & Alt Directions (AD) = resource sheet w. 211 information.**

**I. No to ALL or SOME**

- If LOS = 30-59 days & FELONY: 1) COMPAS & BIR assessments; 2) could target for AD CBT, Sober Living Unit (SLU), GED; 3) resource sheet
- If SPMI = MH Crisis Unit (FOC CM)
- if SO = OCC program (new)

**2. Yes to ALL**

**Valued Community Member (VCM) Unit – 60-90 day target**

- Case mgmt/discharge planning
- Hazelden AODA trx
- T4C – 2 hrs/day
- 12-step peer led support groups
- Individual therapy
- GED
- Victim impact classes

**3. Yes, but NOT mentally ill and NO immediate sex offenses**

**Reentry Pod – est. 12/2010 (60-90 day target)**

- T4C – 2 hrs/day
- Case mgmt/discharge planning
- 12-step peer led support
- Victim impact classes
- GED

Inmates that meet the above criteria, based in review of Classification Intake and Proxy are referred to one of two pods for COMPAS assessment. Participation is voluntary.

1/1/11-6/30/11:  
91 served; 94% M/H on Proxy

If Inmate **AGREES** to pod, then assessed; if **DECLINES** then referred to NA/AA and OCC CBT group

If Inmate **AGREES** to pod, then assessed; if **DECLINES** then to SLU or MH Crisis Unit

**COMPAS Assessment**  
(done w. in 3 days of entering pod)

- Any assessment in last 12 months?
  - If NO, will do COMPAS; if YES, will use prior COMPAS
- Does inmate qualify for OCC?
  - If NO, jail staff conduct; If YES, OCC conducts

**ASSESSMENT**  
(done w. in 3 days of entering VCM pod)

- **COMPAS Assessment**
  - Any assessment in last 12 months? If NO, will do COMPAS; if YES, will use prior COMPAS
  - Does inmate qualify for OCC? If NO, jail staff conduct; If YES, OCC conducts
- **BIOPSYCHOSOCIAL Assessment**

**Referrals and Copy of Case Plan provided to Inmate at Release**

- Use COMPAS case plan form
- Referrals & appts (education; AODA; housing, etc.)
- **Link to COMPASS discharge planner for 18-25 yr. old women & men, not MI**

**Referrals and Copy of Case Plan provided to Inmate at Release**

- Use COMPAS case plan form
- Referrals and appts for continued services post-release
- Bus passes
- **Link to COMPASS discharge planner for 18-25 yr. old women & men, not MI**

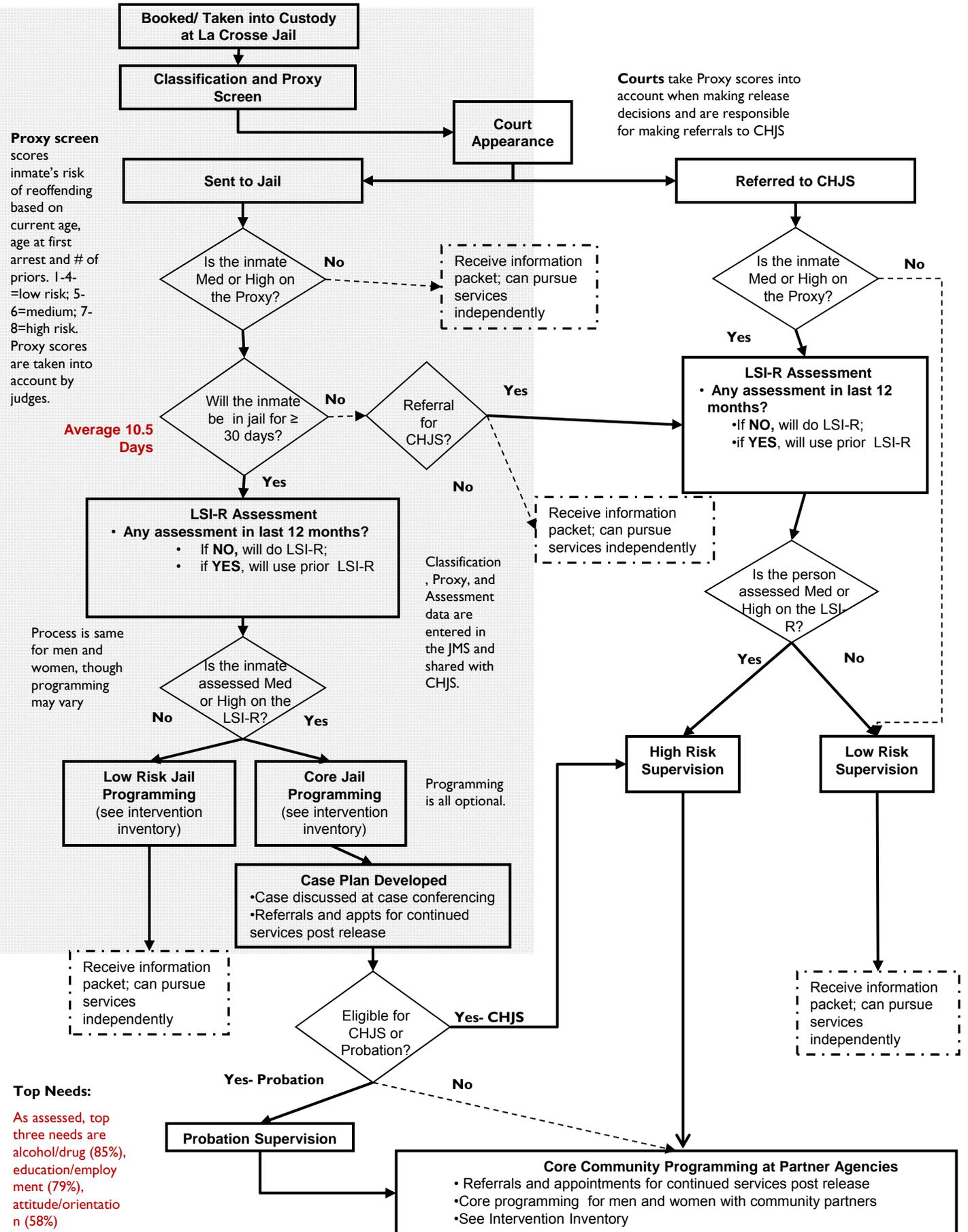
**Services in Community 12mos Post-release**

- Case mgmt & groups post-release
- Medication & prescription mgmt
- MH/AODA treatment
- Housing assistance
- Employment and family support

May refer from Reentry Pod to VCM as need is detected

**NOTE: In both pods, inmates receive a copy of case plans and discharge plans that are created after assessment. Clients are active in planning process**

# La Crosse County TJC Process



Arrest/ Taken into Custody at OCSD and Booked

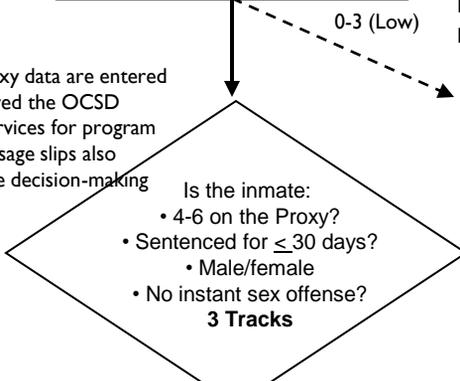
Defendants will be given the PROXY immediately upon being booked into the jail

Classification and Proxy Screen

Classification intake asks about health, mental health, AODA, past trx; housing ; and education

Proxy screen scores inmate's risk of reoffending based on current age, age at first arrest and # of priors. 0-2=low risk; 3-4=medium; 5-6=high risk

Classification and Proxy data are entered in the JMS and reviewed the OCSD director of inmate services for program eligibility; Inmate message slips also trigger referrals. Same decision-making applies as below.



Receive information packet? No further action taken?

In Jail

I. No to ALL or SOME

Receive information packet? No further action taken??

Inmates that meet the above criteria, based in review of Classification Intake and Proxy are referred to one of two tracks for assessment. Participation is voluntary.

3. Yes, but NOT mentally ill and NO immediate sex offenses

2. Yes to ALL  
Wisconsin Risk and Needs Assessment is conducted

In jail intense programming

- T4C /Core programs
- Case mgmt/discharge planning

In jail Reentry programs

- Musick
- Theo Lacy
- Intake and Release Center
- Men's Central
- Women's jail (currently closed)
- T4C is offered at all jail locations

If Inmate **AGREES** to track then assessed; if **DECLINES** then referred over to track 2

•If client agrees programming/services are provide/discharge plan completed

•If the client declines they receive an in custody resource packet

Transition services

Wisconsin Risk Need Assessment

- Any assessment in last 12 months?
  - If NO, will do assessment;
  - if YES, will use prior assessment
- Does inmate qualify for OCC?
  - If NO, jail staff conduct
  - If YES, OCC conducts
- Conducted within 3 days of entering pod

Services continue in the Community  
Sheriffs Department Resource Center

Case management

- MH/AODA treatment
- Housing assistance
- Employment and family supports

•Probations Day Reporting

- Case Management
- Core programming/T4C
- MH/AODA treatment referral
- Housing assistance
- Employment and family supports

In Community

Referrals and Copy of Case Plan provided to Inmate at Release

- Referrals and appts for continued services post release
- Transportation
- Resource center

## **Appendix C: Triage Matrix Tool**

# Who Gets What? A Triage Matrix Implementation Tool to Help Sites Operationalize the TJC Model (September 2009)

	Brief Description	Target Population	When	Where	Who Provides	Incentives	Questions/Next Steps
<b>Screening and Assessment</b>							
<b>Screening</b>	Quick initial review to assess an inmate's immediate risks and needs and make decisions regarding follow-up and further assessment (examples include acute mental or physical health screens, suicide screen, etc.)	Everyone (sentenced and pretrial)	At booking	In jail	Correctional staff/intake officers	Mandatory	What items are included in the screen? Is this recorded electronically, or paper only?
<b>Classification</b>	Assessment to determine housing placement in the jail	Those who are in jail at least 48-72 hours.	After booking and initial screening	In jail	Correctional staff/classification staff	Mandatory	As this is already standard practice in most jails, can other assessment activities be combined with it?
<b>Detailed Assessments</b>	More comprehensive risk/needs assessment conducted when initial screen determines need for follow-up (e.g. comprehensive mental health assessments and risk/needs assessments)	Those in jail at least 72 hours; those who warrant further follow-up based on initial screen. Sentenced and pretrial	After booking; before housing placement (if any) and ongoing after housing placement (first 2 weeks)	In jail if still incarcerated; at release point otherwise	Correctional program staff; community supervision officers (pretrial and/or probation); or staff from community service agency	Mandatory	Which assessments should be used for which risks and needs?
<b>TRANSITION CASE PLAN</b>							
<b>Transition Case Plan</b>	Transition plans specify the types of supports and services an individual needs, when and where interventions should occur and by whom, and the activities for which an individual needs to take responsibility. There are three components of a transition plan: In-custody (pre-release) plans covering the period of incarceration; discharge plans, covering the period immediately following release; and post-release plans, covering the mid to long-term transition period.	<p>In-custody (pre-release) plan: Locally determined but generally sentenced and pretrial whose assessments determine need for a case plan and expected to stay in jail more than 2 weeks.</p> <p>Discharge plan: Everyone expected to stay more than two weeks</p> <p>Post-release plan: Locally determined but generally sentenced and pretrial whose assessments determine need for a case plan and expected to stay in jail more than 2 weeks</p>	<p>In-custody (pre-release) plan: After detailed assessment (within one week after)</p> <p>Discharge plan: After detailed assessment; reassess monthly</p> <p>Post-release plan: After detailed assessment; reassess monthly</p>	<p>In-custody (pre-release) plan: In jail</p> <p>Discharge plan: In jail</p> <p>Post-release plan: Initially developed in jail; revised in community</p>	Ideally, one individual would oversee all phases of the transition plan. This individual could be a correctional casemanager; community service provider; community supervision officer (pretrial and/or probation); correctional program staff	Formal recognition for plan completion; release earlier in the day for those with a plan; improved access to services	What does the form look like? What are the categories? Checklist for all or solely for med-high risk? If the plan is not overseen by one person, how does it "follow" the individual? Establish process to share plan information with providers and community supervision.

	Brief Description	Target Population	When	Where	Who Provides	Incentives	Questions/Next Steps
<b>PRE-RELEASE INTERVENTIONS</b>							
<b>Resource Information &amp; Referrals</b>	Information that can be provided to all individuals upon release	Everyone (sentenced and pretrial)	At booking; while completing discharge plan; upon release	Release point	Correctional staff; community service providers; inmates	Improved access to services	What information is provided? Who puts it together?
<b>Short Courses (1hour to 1 day)</b>	Short informational sessions (e.g. on accessing resources, resume development, etc.)	All sentenced and pretrial in jail more than 24 hours	After booking (first 24-72 hours)	In jail or other facility	Correctional staff; community service providers or volunteers	Additional privileges for attendance (extra rec, visiting, phone calls, etc.); earned good time	What is the content of the short course(s)?
<b>Brief Training Sessions (3-10 days)</b>	Short-term services such as skill training, psycho-educational classes, etc.	Low or medium risk/need with short/medium LOS (both sentenced and pretrial) whose assessments determine eligibility and who are in jail long enough (e.g., more than 72 hours).	After screening and assessment(s)	In jail or other facility	Community service providers in the lead as a bridge to post-discharge services; correctional staff	Additional privileges for attendance (extra rec, visiting, phone calls, etc.); earned good time	Are these stand alone courses, or designed to funnel participants into post release services?
<b>Formal Services, Treatment, Training</b>	Longer-term services such as cognitive based groups, educational services, employment readiness, job training and placement, mental health and substance abuse treatment	High risk/need with long LOS (at least 30-90 days) who are assessed as needing a particular treatment or training program. Both sentenced and pretrial	After transition plan is developed (2-4 weeks)	In jail or other facility	Community service provider; Correctional program staff	Visiting and rec privileges for program participants in good standing; earned good time	How long do you have to have for treatment interventions (in the facility) to be successful? Inventory community providers who could provide "in-reach"
<b>Case Management</b>	Intensive support and management for high risk/need individuals who need to follow strict treatment regimens	Those determined to be high risk and high need	Coincides with transition plan development	In jail or other facility	Community social worker; correctional social worker	First in line for ID's, benefits. Small tangibles like bus passes and food vouchers	Which organization can supply case managers? Can the same case managers work with the offender both pre- and post-release?
<b>Mentoring</b>	Support services for individuals when they are in jail and links them to community based resources and treatment	Locally determined	After case plan development	In jail or other facility	Community service provider or volunteer; successful former offenders, faith-based groups	Supported mentor/mentee activities (e.g. college admissions counseling) Visiting and rec privileges for program participants in good standing.	How should mentors be match with mentees? What are the skills or connections mentors need to bring to the table? Would drawing on successful ex-offender require a change in jail policy?

	Brief Description	Target Population	When	Where	Who Provides	Incentives	Questions/Next Steps
<b>POST-RELEASE INTERVENTIONS</b>							
<b>Resource Information &amp; Referrals</b>	Information that can be provided to all individuals after release	Everyone (sentenced and pretrial)	After release (first 24 hours or ideally at release)	At release or In community	Community service provider; community supervision officer (pretrial and/or probation), mentor or volunteer	Improved access to services	Where is this provided? One location or multiple locations?
<b>Brief Training Sessions (3-10 days)</b>	Brief interventions immediately following release (e.g., How to access resources, resume development and job search assistance, skill training, psycho-educational classes, etc.)	Those determined high need by assessment but not enough time in jail or low/medium risk/need	After release (first week out)	In community -	Community service provider; community supervision officer (pretrial and/or probation); correctional transition staff, or volunteer	Small tangible items for participants (e.g. bus passes, food vouchers)	Determine need for these sessions. If need exists, who provides them, and where? Combined with resource information distribution?
<b>Formal Services, Treatment, Training</b>	Longer-term services such as cognitive based groups, educational services, employment readiness, job training and placement, mental health and substance abuse treatment	High risk/need assessed as needing a particular treatment or training program	Upon release (start within first week after release)	In community	Community service provider	If these are intensive programs, the incentives for participation need to be robust. Condition of probation if applicable.	How do you get people to show up for and continue with this treatment when it's not mandatory? How do you ensure the highest risk are prioritized for treatment? How do you identify evidence-based and/or best practice programs?
<b>Case Management</b>	Intensive support and management for high risk/need individuals who need to follow strict treatment regimens	Those determined to be high risk and high need	Upon release (start within first week after release), continuation from pre-release case management where possible	In community	Community social worker, ideally same individual as pre-release	Short-term rent assistance, small tangibles like bus passes and food vouchers. Condition of probation if applicable.	Is this targeted for the frequent fliers, or the dangerous? Where do the case managers come from, and to whom do they report?
<b>Mentoring</b>	Support services for individuals upon release and connects them to community based resources and treatment	Locally determined	After release	In community	Community service provider or volunteer; successful former offenders, faith-based groups	Short-term rent assistance, small tangibles like bus passes and food vouchers Supported mentor/mentee activities (e.g. college admissions counseling?)	How are mentors recruited, how are they matched with mentees? Who provides support and advice to mentors?
<b>Supervision</b>	For those with terms of community supervision following release, supervision agencies can broker services and hold individuals accountable	Those who are released onto supervision	Upon release (start within first week after release)	In community	Community corrections agent	Mandatory	Does which individuals get this have to be taken as a given, or is there an opportunity for strategic allocation?

## **Appendix D: TJC Core Performance Measures Tool**

## TJC Performance Management Worksheet: Core

[COUNTY NAME] Transition from Jail to Community

CORE MEASURES				
Item	Measure for Six-Month Reporting Period	Reporting Period 1	Reporting Period 2	Reporting Period 3
1	Total Bookings:			
2	# of Individuals Booked:			
3	Average Length of Stay (LOS) During Reporting Period:			
3a	<i>range: high</i>			
3b	<i>range: low</i>			
4	Total Releases:			
5	# of Individuals Released During Reporting Period:			
6	# of Individuals Released More Than Once:			
7	<i>Average # of stays in reporting period for those released more than once:</i>			
8	<i>Average length of stay (LOS) for those released more than once:</i>			
9	# of Individuals released during reporting period remaining arrest-free for 12 months:			
10	# of TJC clients released during reporting period:			
11	<i># of high risk TJC clients released during reporting</i>			
12	<i># of medium risk TJC clients released during reporting period:</i>			
13	# of TJC clients released more than once during reporting period:			
14	# of TJC clients released during reporting period remaining arrest-free for 12 months:			
<b>Screening</b>				
15	# Screenings Conducted:			
16	# Individuals Screened:	0	0	0
17	<i># Individuals screened as High risk:</i>			
18	<i># Individuals screened as Medium risk:</i>			
19	<i># of Individuals screened as Low risk:</i>			
<b>Assessment</b>				
20	# Assessments Conducted:			
21	# of Individuals <b>screened as high risk</b> for whom assessments were conducted:			
22	# of Individuals <b>screened as medium risk</b> for whom assessments were conducted:			
23	# Individuals Assessed:	0	0	0
24	<i># of Individuals assessed as High risk:</i>			
25	<i># of Individuals assessed as Medium risk:</i>			
26	<i># of Individuals as Low risk:</i>			
27	List the top three needs identified for high and medium risk individuals and the percent of the population exhibiting these needs:			
	<i>27a. Criminal History:</i>			
	<i>27b. Education/Employment:</i>			
	<i>27c. Financial:</i>			
	<i>27d. Family/Marital:</i>			
	<i>27e. Accommodation:</i>			
	<i>27f. Leisure/Recreation:</i>			
	<i>27g. Companions:</i>			
	<i>27h. Alcohol/Drug Problems:</i>			
	<i>27i. Emotional/Personal:</i>			
	<i>27j. Attitude/Orientation:</i>			

<b>Transition Case Plans (TCP) and Core Service Utilization</b>			
28	# Transition Case Plans (TCP) developed:		
29	# Individuals for whom Transition Case Plans (TCP) were developed:		
30	# TCPs addressing the top 3 TJC client needs:		
31	# Individuals assessed as HIGH risk for whom TCPs were developed:		
32	# of High risk individuals placed in core in-jail programs/services:		
33	# of High risk individuals engaged in core in-jail programs/services:		
34	# of High risk individuals who completed core in-jail programs/services:		
35	# of High risk individuals referred to core community-based programs/services:		
36	# of High risk individuals engaged in core community-based programs/services:		
37	# of High risk individuals who completed core community-based programs/services:		
38	# Individuals assessed as Medium risk for whom TCPs were developed:		
39	# of Medium risk individuals placed in core in-jail programs/services:		
40	# of Medium risk individuals engaged in core in-jail programs/services:		
41	# of Medium risk individuals who completed core in-jail programs/services:		
42	# of Medium risk individuals referred to core community-based programs/services:		
43	# of Medium risk individuals engaged in core community-based programs/services:		
44	# of Medium risk individuals who completed core community-based programs/services:		
<b>Reintegration Outcomes -- EMPLOYMENT</b>			
45	# of High risk clients released from jail with position of legal employment:		
46	# of High risk clients employed 30 days post release:		
47	# of High risk clients employed 90 days post release:		
48	# of Medium risk clients released from jail with position of legal employment:		
49	# of Medium risk clients employed 30 days post release:		
50	# of Medium risk clients employed 90 days post release:		

## Core Performance Measures Report

[COUNTY] has instituted screening and assesment of the jail population to evaluate individuals' risk of reoffense. Those determined to be high risk receive more targeted interventions than those who have a low risk of reoffending. Below is a summary of the screening and assesment results in the county over the above reporting period. These results demonstrate the progress of the TJC initaitive within the county.

Measure	Reporting Period 1	Reporting Period 2	Reporting Period 3
<b>Background</b>			
Total number of Bookings:			
<b>Percent change from previous reports:</b>			
Number of individuals booked:			
<b>Percent change from previous reports:</b>			
Total number of Releases:			
<b>Percent change from previous reports:</b>			
Number of individuals released:			
<b>Percent change from previous reports:</b>			
Number of TJC clients released:			
<b>Percent change from previous reports:</b>			
<b>Screening and Assessment</b>			
Percent of Population Screened:			
<b>Percent change from previous reports:</b>			
Percent of individuals screened as HIGH risk:			
<b>Percent change from previous reports:</b>			
Percent of individuals screened as MEDIUM risk:			
<b>Percent change from previous reports:</b>			
Percent of individuals screened as High risk receiving assessments			
<b>Percent change from previous reports:</b>			
Percent of individuals screened as Medium risk receiving assessments			
<b>Percent change from previous reports:</b>			
Percent of individuals assessed as HIGH risk:			
<b>Percent change from previous reports:</b>			
<b>Transition Planning</b>			
Number of Individuals for whom Transision Case Plans developed			
<b>Percent change from previous reports:</b>			
Transition Case Plans were developed for the following percent of HIGH risk individuals:			
<b>Percent change from previous reports:</b>			
Transition Case Plans were developed for the following percent of MEDIUM risk individuals:			
<b>Percent change from previous reports:</b>			
<b>Jail Service Referral and Use</b>			
Of HIGH risk individuals with TCPs, the following percent were placed in core jail programming:			
<b>Percent change from previous reports:</b>			
Of HIGH risk individuals with TCPs placed in core jail programming, the following percent were engaged in programming:			
<b>Percent change from previous reports:</b>			
Of HIGH risk individuals with TCPs placed in core jail programming, the following percent completed programming:			
<b>Percent change from previous reports:</b>			
Of MEDIUM risk individuals with TCPs, the following percent were placed in core jail programming:			
<b>Percent change from previous reports:</b>			
Of MEDIUM risk individuals with TCPs placed in core jail programming, the following percent were engaged in programming:			
<b>Percent change from previous reports:</b>			
Of MEDIUM risk individuals with TCPs placed in core jail programming, the following percent completed programming:			
<b>Percent change from previous reports:</b>			

<b>Community Service Referral and Use</b>			
Of HIGH risk individuals with TCPs, the following percent were referred to core community-based programming:			
<b>Percent change from previous reports:</b>			
Of HIGH risk individuals with TCPs referred to core community-based programming, the following percent were engaged in programming:			
<b>Percent change from previous reports:</b>			
Of HIGH risk individuals with TCPs referred to core community-based programming, the following percent completed programming:			
<b>Percent change from previous reports:</b>			
Of MEDIUM risk individuals with TCPs, the following percent were referred to core community-based programming:			
<b>Percent change from previous reports:</b>			
Of MEDIUM risk individuals with TCPs referred to core community-based programming, the following percent were engaged in programming:			
<b>Percent change from previous reports:</b>			
Of MEDIUM risk individuals with TCPs referred to core community-based programming, the following percent completed programming:			
<b>Percent change from previous reports:</b>			
<b>Outcomes</b>			
LENGTH OF STAY: Average length of stay			
<b>Percent change from previous reports:</b>			
RECIDIVISM:Of individuals released in this period, the following percent were released two or more times:			
<b>Percent change from previous reports:</b>			
RECIDIVISM:Of TJC clients released in this period, the following percent were released two or more times:			
<b>Percent change from previous reports:</b>			
The percent of individuals assessed as high risk with legal employment at release:			
<b>Percent change from previous reports:</b>			
30 days after release:			
90 days after release:			
The percent of individuals assessed as medium risk with legal employment at release:			
<b>Percent change from previous reports:</b>			
30 days after release:			
90 days after release:			



## Definitions for Core Performance Measures

These terms define the measures in the Core Measures Worksheet (Tab 2) and the item numbers in this table correspond to the items (lines) in the Core Measures Worksheet. Jail is defined as all relevant institutional correctional facilities in the county.

Item Number	Term	Definition
1	Total Bookings:	Number of all bookings into the jail during the reporting period. Include all physical bookings/admissions into the jail (Do <u>not</u> include Notice to Appear, Desk Appearance Tickets, Cite and Release, Catch and Release, etc. for this measure, <u>unless</u> a physical booking/admission occurred prior to the jail booking/admission).
2	# of Individuals Booked:	Number of unique individuals booked/admitted into the jail during the reporting period (e.g. if one person was booked/admitted into the jail more than once during the reporting period they are only to be counted one time in this calculation).
3	Average Length of Stay (LOS) during reporting period:	The average length of stay (in days) of all persons released from the jail during the reporting period (multiple jail stays should be included in this calculation if relevant).
3a	Range: High	Maximum length of stay (in days) of all persons released from the jail during the reporting period.
3b	Range: Low	Minimum length of stay (in days) of all persons released from the jail during the reporting period.
4	Total Releases:	Number of all releases from the jail during the reporting period. This number reflects releases to the community. Do not count transfers to DOC or other facilities.
5	# of Individuals Released during reporting period:	Number of unique individuals released from the jail to the community during the reporting period (e.g. if one person was released from the jail more than once during the reporting period they are only to be counted one time in this calculation).
6	# of Individuals Released More Than Once during reporting period:	Number of unique individuals released from the jail more than once during the reporting period for a new charge (e.g. if one person was booked and released from the jail more than once during the reporting period they are only to be counted one time in this calculation).
7	Average # of stays in reporting period for those released more than once:	The average number of jail bookings/admissions for those released from the jail more than one time during the reporting period.
8	Average length of stay (LOS) for those released more than once:	The average length of stay (in days) for those individuals released from the jail more than one time during the reporting period.
9	# of Individuals released during reporting period remaining arrest-free for 12 months:	Of the individuals released during the reporting period, the number that remain arrest-free in the 12 months after release; this measure won't apply/can't be calculated until Reporting Period #2.
10	# of TJC clients released during reporting period:	Number of TJC clients released from the jail into the community during the reporting period. TJC client refers to the target population which forms the focus for the intensive intervention of each site's jail reentry strategy -- typically this will consist of HIGH risk inmates; some sites may also include MEDIUM risk inmates in its target population. □
11	<i># of high risk TJC clients released during reporting period:</i>	Number of TJC clients <u>assessed</u> as High Risk that were released during the reporting period. NOTE: not all sites may be able to report on this measure if assessment procedures have not yet been implemented.
12	<i># of medium risk TJC clients released during reporting period:</i>	Number of TJC clients <u>assessed</u> as Medium Risk that were released during the reporting period. NOTE: not all sites may be able to report on this measure if assessment procedures have not yet been implemented.
13	# of TJC clients released more than once during reporting period:	Number of TJC clients (unique individuals) released from the jail more than once during the reporting period.
14	# of TJC clients released during reporting period remaining arrest-free for 12 months:	Of the TJC clients released during the reporting period, the number that remain arrest-free in the 12 months after release; this measure won't apply/can't be calculated until Reporting Period #2.
<b>Screening</b>		To be defined by each county based on the screening instrument selected and the results from norming the instrument (e.g. proxy tool).
15	# Screenings Conducted:	The total number of screenings conducted on jail bookings/admissions during the reporting period.
16	# Individuals Screened:	The total number of unique individuals screened during the reporting period. This indicator will be calculated automatically from the sum of individuals screened as high, medium, and low risk. If any individual is screened more than once during the reporting period and the scores received are different, the more recent score should be reported below.
17	<i># Individuals screened as High risk:</i>	The total number of unique individuals booked/admitted and screened as <i>High</i> risk during the reporting period.
18	<i># Individuals screened as Medium risk:</i>	The total number of unique individuals booked/admitted into the jail and screened as <i>Medium</i> risk.
19	<i># of Individuals screened as Low risk:</i>	The total number of unique individuals booked/admitted into the jail and screened as <i>Low</i> risk.
<b>Assessment</b>		To be defined by each county based on the assessment instrument selected and the results from norming the instrument (e.g. LSI-R, COMPAS, or Wisconsin tools).
20	# Assessments Conducted:	The total number of assessments conducted on jail bookings/admissions during the reporting period.
21	# Individuals <u>screened</u> as High risk for whom assessments were conducted:	Of the individuals entered for item # 16, list the number that were then assessed during the reporting period.
22	# Individuals <u>screened</u> as Medium for whom assessments were conducted:	Of the individuals entered for item # 17, list the number that were then assessed during the reporting period.
23	# Individuals Assessed:	The total number of unique individuals assessed during the reporting period. This indicator will be calculated automatically from the sum of individuals assessed as high, medium, and low risk. If any individual is assessed more than once during the reporting period and the scores received are different, the more recent score should be reported below.
24	<i># of Individuals assessed as High risk:</i>	The total number of unique individuals booked/admitted into the jail and assessed as <i>High</i> risk.
25	<i># of Individuals assessed as Medium risk:</i>	The total number of unique individuals booked/admitted into the jail and assessed as <i>Medium</i> risk.
26	<i># of Individuals as Low risk:</i>	The total number of unique individuals booked/admitted into the jail and assessed as <i>Low</i> risk.
27	List the top three needs identified by assessment across high and medium risk individuals; report the percentage of clients exhibiting these needs based on assessment scores:	Items #27a-27j represent a set of criminogenic risk/need factors measured by most assessment instruments (e.g., LSI, LSI-R, COMPAS, etc). Please list the percentages of individuals exhibiting these needs for the top three factors. We recognize that research suggests an effective transition plan will address at least four of the six core criminogenic needs and encourage sites to heed those findings; for reporting purposes, however, we are just asking sites to report the percentages for the three most prevalent factors. Sites should feel free to report percentages for all ten factors lists if preferable.

	<b>Transition Case Plans (TCP) and Core Service Utilization</b>	Transition case plans and core services will be defined by each site. Core services, however, will generally not include drop-in or single session services such as getting an ID card.
28	# Transition Case Plans (TCP) developed:	The total number of transition case plans developed during the reporting period.
29	# Individuals for whom Transition Case Plans (TCP) were developed:	The total number of unique <u>individuals</u> for whom TCPs were developed during the reporting period.
30	# of TCPs addressing the top three TJC client needs:	Of the number of TCPs reported in Item #27, the number that had provisions to address the top three TJC client needs. Provisions to address needs could include service referrals or placement in key programs designed to address the specific need.
31	# Individuals assessed as <i>High</i> risk for whom TCPs were developed:	The total number of transition case plans developed for individuals <u>assessed as High</u> risk during the reporting period.
32	# of <i>High</i> risk individuals <b>placed</b> in <b>core in-jail</b> programs/services:	The total number of unique individuals <i>assessed as High</i> risk who were placed in core in-jail programs/services during the reporting period.
33	# of <i>High</i> risk individuals <b>engaged</b> in <b>core in-jail</b> programs/services:	The total number of unique individuals <i>assessed as High</i> risk who were engaged in core in-jail programs/services during the reporting period. <b>Engaged is defined as attending three or more services for programs involving multiple sessions</b> such as a cognitive-based life skills program or substance abuse treatment group.
34	# of <i>High</i> risk individuals who <b>completed</b> <b>core in-jail</b> programs/services:	The total number of unique individuals <i>assessed as High</i> risk who completed core in-jail programs/services during the reporting period. Completion will be defined differently for each site and program based on program criteria.
35	# of <i>High</i> risk individuals <b>referred</b> to <b>core community-based</b> programs/services:	The total number of unique individuals <i>assessed as High</i> risk who were referred to core community-based programs/services during the reporting period.
36	# of <i>High</i> risk individuals <b>engaged</b> in <b>core community-based</b> programs/services:	The total number of unique individuals <i>assessed as High</i> risk who were released from the jail and were engaged in core community-based programs/services during the reporting period. Engaged is defined as <b>attending three or more services for programs involving multiple sessions</b> such as a cognitive-based life skills program or substance abuse treatment group
37	# of <i>High</i> risk individuals who <b>completed</b> <b>core community-based</b> programs/services:	The total number of unique individuals <i>assessed as High</i> risk who completed core community-based programs/services during the reporting period. Completion will be defined differently for each site and program based on program criteria.
38	# Individuals assessed as <i>Medium</i> risk for whom TCPs were developed:	The total number of unique individuals <i>assessed as Medium</i> risk who were placed in core in-jail programs/services during the reporting period.
39	# of <i>Medium</i> risk individuals <b>placed</b> in <b>core in-jail</b> programs/services:	The total number of unique individuals <i>assessed as Medium</i> risk who were placed in core in-jail programs/services during the reporting period.
40	# of <i>MEDIUM</i> risk individuals <b>engaged</b> in <b>core in-jail</b> programs/services:	The total number of unique individuals <i>assessed as Medium</i> risk who engaged in community-based programs/services during the reporting period, to which they were referred. Engaged is defined as <b>attending three or more services for programs involving multiple sessions</b> such as a cognitive-based life skills program or substance abuse treatment group.
41	# of <i>Medium</i> risk individuals who <b>completed</b> <b>core in-jail</b> programs/services:	The total number of unique individuals <i>assessed as Medium</i> risk who completed core in-jail programs/services during the reporting period. Completion will be defined differently for each site and program based on program criteria.
42	# of <i>Medium</i> risk individuals <b>referred</b> to <b>core community-based</b> programs/services:	The total number of unique individuals <i>assessed as Medium</i> risk who were released from the jail and were referred to core community-based programs/services during the reporting period.
43	# of <i>Medium</i> risk individuals <b>engaged</b> in <b>core community-based</b> programs/services:	The total number of unique individuals <i>assessed as Medium</i> risk who were released from the jail and were engaged in core community-based programs/services during the reporting period. Engaged is defined as attending three or more services for programs involving multiple sessions such as a cognitive-based life skills program or substance abuse treatment group.
44	# of <i>Medium</i> risk individuals who <b>completed</b> <b>core community-based</b> programs/services:	The total number of unique individuals <i>assessed as Medium</i> risk who completed core community-based programs/services during the reporting period. Completion will be defined differently for each site and program based on program criteria.
	<b>Reintegration Outcomes – EMPLOYMENT</b>	Employment is defined as unsubsidized employment for at least 20 hours per week.
45	# of <i>High</i> risk clients released from jail with position of legal employment:	The total number of unique individuals <i>assessed as High</i> risk who were released from the jail and have secured unsubsidized employed for at least 20 hours per week during the reporting period.
46	# of <i>High</i> risk clients employed <b>30 days</b> post release:	The total number of unique individuals <i>assessed as High</i> risk who were released from the jail and are employed in an unsubsidized position for at least 20 hours per week 30 days post release during the
47	# of <i>High</i> risk clients employed <b>90 days</b> post release:	The total number of unique individuals <i>assessed as High</i> risk who were released from the jail and are employed in an unsubsidized position for at least 20 hours per week 90 days post release during the
48	# of <i>Medium</i> risk clients released from jail with position of legal employment:	The total number of unique individuals <i>assessed as Medium</i> risk who were released from the jail and have secured unsubsidized employed for at least 20 hours per week during the reporting period.
49	# of <i>Medium</i> risk clients employed <b>30 days</b> post release:	The total number of unique individuals <i>assessed as Medium</i> risk who were released from the jail and are employed in an unsubsidized position for at least 20 hours per week 30 days post release during the reporting period.
50	# of <i>Medium</i> risk clients employed <b>90 days</b> post release:	The total number of unique individuals <i>assessed as Medium</i> risk who were released from the jail and are employed in an unsubsidized position for at least 20 hours per week 90 days post release during the reporting period.

## Supplementary Measures

- Recidivism
  - Reduction in reconvictions; jail bed utilization
  
- Reintegration
  - Employment:
    - Increased employment retention
      - # and % of TJC clients employed 30/60/90/180 days/1YR post-release
      - Wage/hour increase in employment
  - Substance Use:
    - Reduction in drug/alcohol use
      - # and % of TJC clients with AODA issues who abstain from use 30/60/90/180 days/1YR post-release
      - Prolonged time to relapse, reduced severity/frequency of use
  - Housing:
    - Increased housing stability
      - # and % obtaining/maintaining housing (non-shelter) among those in need of housing
  - Others:
    - Wage/hour increase in employment
    - Improved access to mental health services
    - Reduction in use of emergency health services
    - Increased access/approval to receive public benefits (food stamps, Medicare, cash assistance, SSI, etc.)
    - Increased contributions to child support
    - Increased reinstatement of drivers licenses
  
- Service engagement
  - % of clients leaving jail with proper identification
  - % of clients completing in-jail services/programming
  - % of clients completing community-based services/programming

## **Appendix E: TJC Baseline Measures**

## **TJC Baseline Measures Jail Population Characteristics**

### **I. Demographic Breakouts**

- # of individuals booked in the county jail per reporting period<sup>1</sup>
- # /% of individuals booked multiple times (3 or more) during reporting period (% = # of individuals with multiple bookings/ total # of individuals booked)
- #/% first time arrestees
- #/% with multiple priors, and range, mean, median # of priors among clients with priors
- Age – range, mean, median for individuals booked during the reporting period
- Race/Ethnicity – #/% by category
- Sex – #/% by category
- Offense type – #/% by category (i.e., drug/person/property)
- Offense severity - #/% by category (misdemeanor; felony; municipal, parole violation, other)
- Length of Stay (LOS) – mean, median in days; may calculate mean and median of hours for book and release
- #/% with mental health flag
- #/% with substance abuse flag
- Initial Classification Score – #/% by category (i.e., high/medium/low risk); range of scores if risk classification is based on a score generated from the assessment.

### **II. Status type - by age, race, sex, offense type, criminal history (none, moderate, extensive), and LOS (mean, median # days in jail)**

- #/% book and release
- #/% release within 48-72 hours
- #/% pre-trial
- #/% sentenced;
- #/% in for technical violations
- #/% other status (?)

### **III. Returning Clients (frequent fliers) – by age, race, sex, offense type**

- Total #/% of clients with 3 or more jail stays (custody events) in 12-month period
- # returns per client (average # of times in custody regardless of duration) in 12-month period among those clients with 3 or more stays – range, mean, median
- Duration of stay – mean, median # of days in jail for subsequent stays

### **IV. Screening/ Assessment/Needs (LSIR?)**

- #/% clients screened at booking/intake (%=# individuals screened/ total # booked)
- #/% clients assessed (% = # individuals assessed/ total # booked; ideally would want to know % and # assessed of those flagged for assessment at screening)
- # days between screening and assessment – range, mean, median
- #/% mental health flag that are screened, assessed, served
- #/% substance abuse flag that are screened, assessed, served
- #/% homeless at booking<sup>2</sup>
- #/% employed at booking, by status (full time, part time, seasonal/sporadic)
- #/% with GED or high school, college, etc at booking (educational status)

---

<sup>1</sup> There is some flexibility in defining this initial reporting period. For example, the reporting period could focus on one month of data (September 2008); this would provide a snapshot of the jail population. A longer reporting period, such as January-June 2008, would provide a more comprehensive picture of the jail population.

<sup>2</sup> \*Would also want to know where people are released -- # with a permanent address live, or to where they anticipate returning upon release (geographic location) – would want to know both.

## **V. In-Jail Services and Programming**

- # inmates (unduplicated) enrolled in services/programs, by type
- Average # hours of services/programming received
- #/% completing programs
- #/% non-completers, by reason (released, dropped out, etc)
- #/% eligible for Life Skills program; #/% referred and served by Life Skills program
- #/% eligible for other in-jail programs; #/% referred and served by other programs (by program type, if possible)

## **VI. Criminal History Breakouts**

- Age at first arrest – range, mean, median
- Age at first conviction – range, mean, median
- First arrest offense (report on offense categories)
- First conviction offense (report on offense categories)
- *Types of crimes committed (specialist vs generalist) – individual level measure*
- Prior arrests – #/%clients; range, mean and median # arrests, offense type
- Prior convictions – #/%clients; range, mean and median # convictions, offense type
- Prior jail stays\* – #/%clients; range, mean and median # stays (*could run for incarcerations*)

## **Appendix F: TJC Intervention Inventory**

# TJC Intervention Inventory (LSI-R Version)

## Contents

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# Major Criminogenic Needs

## *Attitudes/Orientation*

### Jail Programs (Core)

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs (Core)

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Supplemental/Low-Risk Interventions

- Service A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral Process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## *Companions*

### Jail Programs (Core)

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs (Core)

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Supplemental/Low-Risk Interventions

- Service A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral Process:

### Potential Support/Partners

- 

### Gaps/Issues

-

# **Criminogenic Needs—Lesser Four**

## ***Alcohol/Drug***

### Jail Programs (Core)

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs (Core)

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Supplemental/Low-Risk Interventions

- Service A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral Process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## *Family/Marital*

### Jail Programs (Core)

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs (Core)

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Supplemental/Low-Risk Interventions

- Service A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral Process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## ***Education/Employment***

### Jail Programs (Core)

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs (Core)

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Supplemental/Low-Risk Interventions

- Service A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral Process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## *Leisure/Recreation*

### Jail Programs (Core)

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs (Core)

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Supplemental/Low-Risk Interventions

- Service A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral Process:

### Potential Support/Partners

- 

### Gaps/Issues

-

# Other Issues and Needs

## *Financial*

### Jail Programs

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## *Housing*

### Jail Programs

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## *Emotional/Personal*

### Jail Programs

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## ***Mental Health***

### Jail Programs

- Program A
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Community-Based Programs

- Program B
  - Eligibility:
  - Availability:
  - Capacity:
  - Cost:
  - Referral process:

### Potential Support/Partners

- 

### Gaps/Issues

-

## ***Other Needs***

### Identification

- Resource/Service A
  - Eligibility:
  - Cost:
  - Referral Process:

### Transportation

- Resource/Service B
  - Eligibility:
  - Cost:
  - Referral Process:

### HIV/Communicable Disease

- Resource/Service C
  - Eligibility:
  - Cost:
  - Referral Process:

### Child Care Assistance

- Resource/Service D
  - Eligibility:
  - Cost:
  - Referral Process:

### Food Resources

- Resource/Service E
  - Eligibility:
  - Cost:
  - Referral Process:

[Additional categories as identified]

## **Appendix G: TJC Scale Key**

## SCALE KEY

### Agency Collaboration ( $\alpha = .89$ )

In the past six months, how much collaboration occurred ...

- Among service providers
- Among jail and service providers
- Among the jail and other criminal justice agencies
- Among criminal justice (CJ) agencies
- Among the jail and other CJ agencies

*Responses ranged from (-2)=no collaboration to 2=extensive collaboration.*

### Resource Sharing ( $\alpha = .79$ )

In the past six months, how often did your agency ...

- Share resources, such as materials or equipment, with another agency
- Share or co-locate staff with another agency
- Partner with another agency to provide training
- Partner with another agency to leverage resources

*Responses ranged from (-2)=never to 2=frequently.*

### Data Collection Practices ( $\alpha = .89$ )

In the past six months, did your agency collect data on ...

- What person or agency referred a client
- A client's criminal history
- Whether a client was recently released from jail
- Whether a client was recently released from prison
- Whether a client was under community supervision
- Whether a client was being served by other community agencies
- What services a client was received from other agencies
- Client assessments conducted by your or another agency
- [Whether a client was] incarcerated in jail in the past year

*Responses were (-2)=no or 2=yes.*

### Client-Level Information Sharing ( $\alpha = .91$ )

In the past six months did your agency ...

- Share information about a jail involved client
- Share information with service providers about a client
- Receive information from other agencies about a client
- Receive a client referral from jail
- Receive a client referral from community corrections or court
- Receive a client referral from a local service provider
- Receive a reentry/transition case plan developed by another agency
- Refer a client to another agency for services
- Follow up on a referral to see if the client received services

*Responses ranged from (-2)=never to 2=daily.*

### Agency-Level Information Sharing ( $\alpha = .92$ )

In the past six months, how often did your agency...

- Provide the jail with info. about programs
- Provide other CJ agencies with program info.
- Send staff to other agencies to share information

*Responses ranged from (-2)=never to 2=frequently.*

### Agency-Level Information Coordination ( $\alpha = .76$ )

In the past six months ...

- Information sharing between jail and community has improved
- Information sharing among service providers has improved
- Information sharing among criminal justice agencies has improved

*Responses ranged from (-2)=never/strongly disagree to 2=frequently/strongly agree.*

### Barriers to Information Sharing ( $\alpha = .84$ )

In the past six months, how much of a problem was/were ...

- Agency regulations and policies about sharing client information
- Difficulties obtaining client releases to share info. across agencies
- Technological limitations
- Incompatible data systems
- Lack of relevant data
- Lack of reliable assessment information
- Limited time and resources

*Responses ranged from (-2)=not a problem to 2=serious problem.*

### Cooperation & Trust ( $\alpha = .81$ )

In the past six months, how much of problem was/were ...

- Competition for resources or turf issues
- Lack of trust among agencies
- Policies regarding access to clients in jail
- Policies limiting access to clients in different facilities
- Conflicting priorities and visions among agencies
- Absence of established working relationships

*Responses ranged from (-2)=not a problem to 2=serious problem.*

### Quality & Availability of Jail Services ( $\alpha = .89$ )

In the past six months, how would you rate the ...

- Range of services available to inmates in jail
- Quality of services for inmates in jail
- Accessibility of services to inmates in jail
- Matching of inmate needs to services in jail
- There are sufficient in-jail programs

*Responses ranged from (-2)=unsatisfactory/serious problem to 2=excellent/not a problem.*

### Quality & Availability of Community Services ( $\alpha = .85$ )

In the past six months, how would you rate the ...

- Range of services available to inmates in the community
- Quality of services for inmates in the community
- Accessibility of services to inmates in the community
- Matching of inmate needs to services in the community
- There are sufficient resources for inmates in the community

*Responses ranged from (-2)=unsatisfactory/serious problem to 2=excellent/not a problem.*

### Barriers to Services ( $\alpha = .86$ )

In the past six months, how much were ...

- Waiting lists for services a problem
- Lack of accessible residential substance abuse facilities a problem
- Lack of accessible mental health programs a problem
- Lack of accessible housing for ex-offenders a problem
- Rigid eligibility requirements for substance abuse treatment a problem
- Rigid eligibility requirements for mental health treatment a problem
- Policies excluding certain kinds of offenders a problem

*Responses ranged from (-2)=not a problem to 2=serious problem.*

### Operational Support for Reentry ( $\alpha = .85$ )

In the past six months ...

- Your agency played an active role in the jail reentry initiative
- Leaders in your agency were committed to addressing reentry
- Line staff in your agency were committed to addressing reentry
- Leadership in your agency was aware of reentry issues
- Your agency had a stake in addressing jail reentry
- How often did your agency expand/adapt/tailor programs to better meet client needs
- How often did your agency conduct staff trainings on reentry issues
- How often did your agency send staff to local jail reentry planning meetings
- How often did your agency serve a client recently released from jail
- How often did your agency develop a reentry/transition case plan for a client leaving jail

*Responses ranged from (-2)=never/not at all supportive to 2=frequently/very supportive.*

### Criminal Justice Support for Reentry ( $\alpha = .87$ )

In the past six months, how engaged and supportive were ...

- The sheriff and jail administrators
- Correctional officers
- Local law enforcement
- Judges and prosecutors
- Public defenders
- Community corrections and court services

*Responses ranged from (-2)=not at all supportive to 2=very supportive.*

### **Community Support for Reentry** (*alpha* = .82)

In the past six months ...

- How engaged and supportive were the public
- How engaged and supportive were elected officials
- How engaged and supportive were neighborhood associations
- How engaged and supportive were the business community
- How engaged and supportive were local media
- How engaged and supportive were churches and the faith-based community
- How engaged and supportive were social service providers
- How engaged and supportive were non-profit community-based organizations
- Your community [did not have] a long way to go in addressing reentry
- Your community has made significant progress on reentry

*Responses ranged from (-2)=not at all supportive to 2=very supportive.*

### **Knowledge of Reentry Issues** (*alpha* = .76)

In the past six months, I [had a clear understanding of] ...

- What jail reentry services and case management were provided to inmates
- What types of services were available in the community
- The characteristics and needs of the jail population
- The reentry initiative

*Responses ranged from (-2)=strongly disagree to 2=strongly agree.*