



RESEARCH REPORT

# Transition from Jail to Community (TJC) Initiative

Phase 2 Summary Implementation Findings

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# Glossary

AB109—Assembly Bill 109 (California’s Public Safety Realignment Act)

NIC—National Institute of Corrections

T4C—Thinking for a Change

TA—Technical assistance

TJC—Transition from Jail to Community

Urban—Urban Institute

## **Tools (Risk Screeners and Risk/Needs Assessment):**

Applied Correctional Transition Strategy (ACTS)

Correctional Offender Management Profiles for Alternative Sanctions (COMPAS)

Initial Screening Tool (IST)

IPRAI—Idaho Pretrial Risk Assessment Instrument

LS/CMI—Level of Service/Case Management Inventory

LSI-R—Level of Service Inventory-Revised

LS/RNR—Level of Service/Risk Needs Responsivity

Proxy—Proxy Risk Triage Screener

SPI—Service Priority Index

ONG—Assesses dynamic need factors as part of the STRONG assessment tool

VPRAI—Virginia Pretrial Risk Assessment Instrument



# Introduction

Jails sit at a critical juncture in the criminal justice system. Nearly 12 million individuals enter the nation's approximately 3,100 jails each year (Minton and Golinelli 2014), and the diverse jail population includes pretrial detainees, individuals sentenced to serve time in jail, and parole and probation violators. Jail populations turn over quickly, yet jails are uniquely positioned to leverage their proximity to local provider networks and address the reentry needs of the people that pass through them. Effective reentry interventions are important given that many individuals returning from jail will recidivate (Roman et al. 2006; Uchida et al. 2009). This is not surprising given the extensive challenges faced by jail inmates: high rates of substance abuse and dependence (Karberg and James 2005), mental health issues (James and Glaze 2006), poor physical health (Maruschak 2006), low levels of educational attainment (Wolf Harlow 2003), and a high incidence of homelessness (Greenberg and Rosenheck 2008).

Developed in 2007, the Transition from Jail to Community (TJC) Initiative is a partnership between the National Institute of Corrections (NIC) and the Urban Institute (Urban) designed to assist local jurisdictions with facilitating successful reintegration from jail to the community by addressing the reentry challenges specific to local jails. The national TJC team, which also included Alternative Solutions Associates Inc., Corrections Partners Inc., and John Jay College of Criminal Justice, developed a comprehensive model to transform the jail transition process and ultimately enhance both the success of individuals returning to the community from jail and 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 approach.

The national TJC team provided intensive, targeted technical assistance (TA) to facilitate model implementation and self-evaluation in six Phase 1 learning sites from 2008 through 2012. A corresponding Phase 1 process evaluation, which focused on documenting model implementation and measuring its viability as a systems change reentry strategy, found that implementation of the TJC model was associated with significant, positive systems change (Buck Willison et al. 2012). Six additional Phase 2 learning sites joined the TJC Initiative in the fall of 2012, as well as two California jurisdictions receiving TJC technical assistance to assist them with managing the policy changes associated with Public Safety Realignment (AB 109) in that state.

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## BOX 1

### Public Safety Realignment

In April 2011, California Governor Jerry Brown signed the Public Safety Realignment Act, also known as AB109, into law. The Act, intended to reduce the population of the state prison system to a level required by a three-judge federal panel, shifted responsibility for many offenders from the state to county criminal justice systems. TJC planning and implementation in Fresno, San Diego, and Santa Barbara counties focused on improving jail transition practice to manage the changes associated with Realignment.

Key provisions of Public Safety Realignment included:

- *County sentences for certain felony offenses.* Felons convicted of most non-serious, non-violent, and non-sex crimes (as defined by the California Penal Code) would serve their term of incarceration in local jail rather than state prison, and any postrelease supervision would be the responsibility of county probation. There was no cap on the length of these jail sentences, which had previously been capped at one year.
- *“Split sentencing” for AB 109 county jail sentences.* Local sentences for offenses impacted by Realignment were expected to include a period of incarceration followed by a suspended sentence with mandatory community supervision. In January 2015, the California Judicial Council issued Rule 4.415, which included a statutory mandate for split sentences absent justification, and declared that denials of mandatory supervision should be limited.
- *County supervision of some released prison inmates.* Individuals returning from prison who had been convicted of non-serious, non-violent crimes were supervised by county probation departments under “post release community supervision” or PRCS, rather than being released to state parole supervision.
- *Parole revocations to county jails.* Parole violators could no longer be returned to state prison unless convicted of a new offense. Parole revocations could be served only in local jails for a period of up to 180 days.
- *State funding commensurate with each county’s projected realigned population.* The state allocated significant funding to counties, estimated to total approximately half of the marginal cost of state prison or parole for each realigned offender. Proposition 30, approved by voters in November 2012, amended the state Constitution to include a sales and income tax increase to fund Realignment indefinitely.
- *Requirement for county Realignment planning.* In order to receive state Realignment funds, each county had to develop a plan for managing the realigned population and allocating the funds. Plans were developed and endorsed by local Community Corrections Partnerships, collaboratives mandated by statute and comprised of criminal justice system stakeholders and county partners. Each plan was submitted to the County Board of Supervisors, who had the option of rejecting the plan by a 2/3 majority.

Source: CDCR (2011); Couzens and Bigelow (2015).

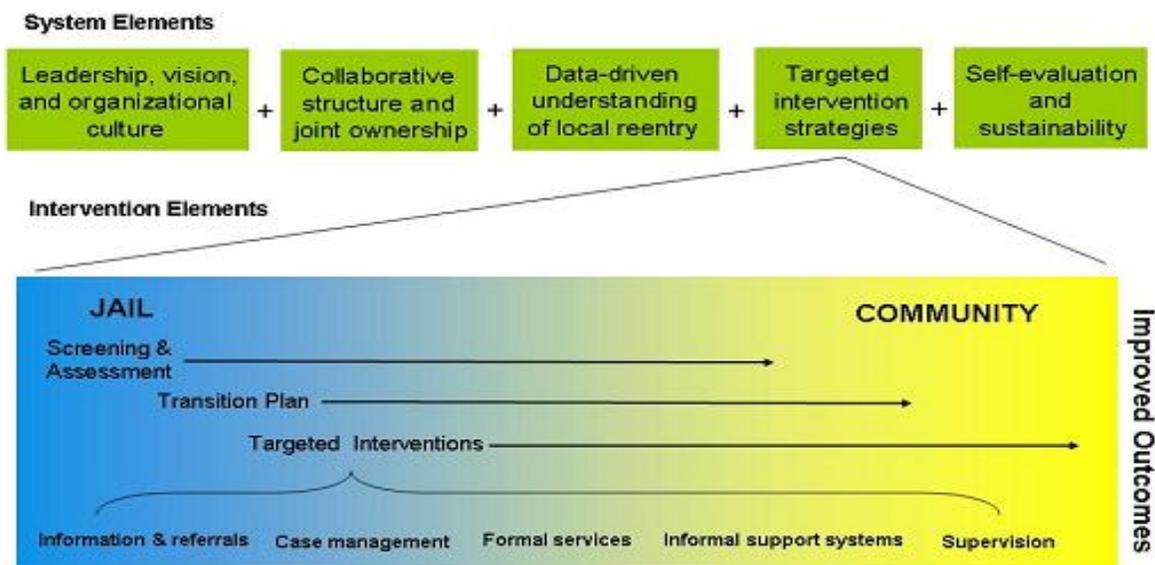
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# The TJC Model and Technical Assistance Approach

TJC represents an integrated approach spanning organizational boundaries to deliver needed information, services, and case management to people released from jail. Boundary-spanning collaborative partnerships are necessary because 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. The TJC model includes the components necessary to carry out systems change to facilitate successful transition from jail, and it is intended to be sufficiently adaptable that it can be implemented in any of the 2,860 jail jurisdictions in the United States (Stephan and Walsh 2011), despite how greatly they vary in terms of size, resources, and priorities. The TJC model, depicted in Figure 1, contains both system level elements, at which strategic and systems change work occurs, and an intervention level, at which work with individual clients occurs.

FIGURE 1

## TJC Model



The five elements of the TJC model are:

- *Leadership, Vision, and Organizational Culture.* The development of an effective jail transition strategy requires the active involvement of key decision-makers 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 decision-making.
- *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 decision-making 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 decision-making 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 progress of the initiative is sustained over time despite changes in leadership, policy, funding, and staffing.

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## BOX 2

### Pretrial Practice and TJC

One of NIC's goals for Phase 2 of the TJC Initiative was to enhance the TJC model and approach to pay greater attention to pretrial practices. The Pretrial Justice Institute joined the TJC national technical assistance team for Phase 2 and worked to integrate pretrial practice into the TJC TA effort through core tools such as the TJC Implementation Roadmap and the TJC Online Learning Toolkit. Specifically, the TJC sites were encouraged to examine their pretrial practice and determine whether they could:

- Incorporate risk into release decision-making
- Identify strategies to expedite pretrial release
- Developing protocols for matching identified risk and needs levels with appropriate pretrial release conditions
- Identify or expand alternatives to allow for pretrial release of eligible detainees

The Phase 2 sites focused on these tasks to varying degrees. Some already had developed robust pretrial assessment and release processes; Hennepin County, for example, was a leading jurisdiction in terms of pretrial best practice well before becoming TJC sites. For others, modifying pretrial practice was a relatively low priority in the context of their TJC strategy, particularly in sites where jail crowding was not an issue. But several sites made strides, such as increasing use of pretrial risk assessment and building processes to consider more detainees for pretrial release, as was the case in Ada, Duval and San Diego counties. All the sites participated in a web-based training session on integrating evidence-based pretrial practice into a jail transition system, as well as peer learning in this area as part of the TJC cross-site meetings. Pretrial-specific TA was incorporated into on-site work in several sites; Fresno County requested the most assistance, through which it focused on optimizing and securing broad stakeholder support for its recently launched pretrial assessment and supervision operation, administered by the Fresno County Probation Department.

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Phase 2 of the TJC Initiative sought to incorporate lessons learned from Phase 1 implementation and further explore the shape that TJC model implementation could take in varied jurisdictional contexts, see table 1. The six Phase 2 TJC learning sites received intensive technical assistance supporting model implementation over the course of two and half years, starting in September 2012 and continuing through June 2015; the two additional California sites (San Diego and Santa Barbara counties) began model implementation in December of 2012. The TJC technical assistance included an analysis of gaps in reentry practice relative to the TJC model, a facilitated strategic planning process, training in areas such as delivery of evidence-based programming, development of performance measures, and sustainability planning. Each site's TA team focused on engaging its core team in regular 60-minute planning and implementation teleconferences (biweekly at the outset,

monthly once the TJC process was well under way) to ensure work moved forward. More intensive, targeted TA was developed on-site during regular visits (the TA team visited each site five times during the implementation period) and via remote, topic-specific trainings and webinars. Additionally, the National Institute of Corrections and the national TA team hosted two cross-site convenings to facilitate peer learning.

TABLE 1

**TJC Phase 2 and AB 109 Learning Sites**

	<b>System type</b>	<b>Maximum possible jail sentence</b>	<b>County population (2011)<sup>a</sup></b>	<b>Jail average daily population<sup>b</sup></b>	<b>Number of facilities</b>
Ada County (ID)	County	12 months	400,842	838	1
Duval County/ Jacksonville (FL)	Consolidated city-county	12 months	870,709	2,929	3
Franklin County (MA)	County	30 months	71,599	129	1 (men only, women held in a regional facility)
Fresno County (CA)	County	No maximum	942,904	1,923	3
Hennepin County (MN)	County	12 months	1,168,431	683	2 (pretrial facility operated by the Sheriff's Office, sentenced facility by the Dept. of Community Corrections)
Howard County (MD)	County	18 months	293,142	326	1
San Diego County (CA)	County	No maximum	3,140,069	4,630	7
Santa Barbara County (CA)	County	No maximum	426,878	899	3

<sup>a</sup> US Census Bureau.

<sup>b</sup> From TJC site applications. San Diego and Santa Barbara 2012 ADP 2012; all other site populations from 2011.

Findings from the Phase 2 process and systems change evaluation are provided in individual site-specific case study reports that focus on how TJC implementation unfolded in the specific context of each participating jurisdiction. The implementation experiences of the California sites were documented in a report discussing the TJC work in the context of Realignment.<sup>23</sup> While the TJC Model provides a common framework for TJC work, site priorities, preexisting collaborative relationships, capacity to carry out reentry activities (and where that capacity resides), and site starting points condition how TJC proceeds. However, common themes emerged across the Phase 2 sites, as well as insight into why greater progress was realized in some places more than others. The purpose of this brief is to summarize these themes and relevant information about the sites' implementation experiences—what worked well, what was notable, and what was challenging.

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### BOX 3

#### **Data Sources**

This report draws from the TJC process evaluation conducted by the Urban Institute in the Phase 2 and AB 109 sites. Sources of information include:

- Documentation of TJC TA provision, including call notes and on-site observation of reentry operations.
- Data collected for the core TJC performance measures as well as any other data analysis conducted to inform TJC strategy development and implementation.
- Review of locally developed reentry materials such as procedural guidelines, program documents, and policy manuals.
- Semi-structured interviews with site stakeholders closely involved in the TJC process to capture the sites' implementation experiences, progress of TJC model implementation, the development and evolution of the sites' local reentry strategies, and critical lessons learned.
- Two waves of stakeholder survey data (Phase 2 sites only); this brief online survey measured stakeholder 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; it was designed to detect and measure system-level change.

# Site Implementation Themes

## Leadership and Collaboration

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. Leadership must be engaged at multiple levels.

In turn, collaborative structures are needed to make strategic decisions about jail transition priorities and resource allocation and to create continuity of care and approach between agencies and across the point of release. A jail transition system (or even a single jail reentry program) requires collaboration because no single entity has responsibility for working with people before and after release, nor is it usually possible for a single entity to meet all the needs necessary to reduce the risk of reoffense and facilitate successful community reintegration. The TJC Model addresses these realities by attending to engagement of leadership to set a common jail transition direction and by emphasizing the importance of structuring collaboration to ensure joint ownership of jail reentry strategy and implementation. The Phase 2 and AB 109 TJC sites all devoted significant time and energy to these issues.

Jurisdictions applying to participate in the TJC Initiative were asked to demonstrate leadership commitment to the system change process, for example by dedicating a TJC coordinator at a level equivalent to at least half their time to the Initiative. Applicant jurisdictions also had to indicate the degree of existing collaboration around jail transition, or at least the willingness of potential partners to engage in such collaboration. TJC learning sites therefore presumably had greater leadership commitment and collaboration than does the typical local jurisdiction. At the very least, they had sufficient leadership commitment to move forward with an application to join TJC and make the case for the potential of collaboration and leadership to change systems for the better. That said, all the sites found that commitment, capacity, and potential put to the test as individuals in leadership positions changed, roles for partners were defined, and commitment to better jail reentry in general had to translate into support for specific, concrete changes in practice.

While the particulars varied in the sites, the basic roles within the TJC structure were quite consistent. Collaborative structures in the TJC sites consisted of four components:

- An *executive-level leadership body*, generally a preexisting criminal justice management council that provided guidance, oversight, and authority to the TJC effort. Where such an entity was already in place, sites sought to add TJC oversight to its responsibilities. Where there was no such entity, TJC served as a catalyst for creating one. In reality, all but one Phase 2 site (Franklin County) entered the initiative with an Executive-level collaborative body in place, some of them of long standing. However, in some TJC sites, these groups expanded to include new partners central to the reentry effort.
- A *TJC core team* composed of the TJC coordinator (which all sites were required to designate) and at least four other individuals representing multiple agencies or organizations. The core teams communicated regularly with the national TJC TA and evaluation team and were responsible for identifying, prioritizing, and ensuring the execution of TJC implementation tasks.
- A *community partners group*, generally a large group open to all community stakeholders interested in learning about or contributing to the jail reentry effort. As with the executive-level leadership body, some sites already had such a group and worked to integrate TJC with their work—others had to create such a group, and Fresno and Santa Barbara counties were in the planning stages of doing so as the TJC period concluded.
- *Working groups*, typically composed of management and front-line staff from across the partnership, were charged with specific tasks and subject matter responsibilities, such as selecting and implementing risk assessment tools, assessing the quality of programming, or collecting and analyzing relevant data.

A number of common implementation lessons emerged related to leadership and collaboration.

**TJC leadership is needed from all levels.** Support and engagement from executive-level leaders, such as sheriffs, was needed to launch the TJC work, authorize key policy changes at critical moments, and reinforce its importance to staff. One agency executive in a TJC site described his role as, *“mak[ing] sure the vision was clearly spelled out to our staff. The term I used was TJC is not the flavor of the month, it’s not the thing we just playing with for now...this will guide our department for many years to come, and people needed to be aware of it.”* However, the day-to-day leadership necessary for TJC progress came from the levels below the executive, particularly in big organizations. Leaders at this level were the change agents that drove forward TJC implementation. Identifying and empowering these TJC change agents was one of the most important roles the agency executives played, and in some cases they were very strategic about using TJC participation as an opportunity to elevate future leaders in their agencies and simultaneously ensure their knowledge of and commitment to evidence-based reentry principles.

**Core teams distributed leadership which helped both to extend the reach of TJC and to manage the impact of staff turnover.** Core teams were the central vehicle for developing and implementing the TJC strategy and monitoring progress. They set the TJC implementation agenda, framed issues to carry to agency/elected leaders and broad community partner groups, and paid the most sustained attention to how implementation was unfolding. By distributing TJC leadership roles and responsibilities across selected partners, rather than concentrating it in a single individual, the core team structure made TJC more resilient when there was turnover in the people involved -- an inevitable reality of multiyear initiatives. Core teams, particularly those not solely composed of individuals working for criminal justice agencies, brought a diversity of perspectives and experiences to guide the TJC effort. This tended to enhance community outreach and allow for broader thinking about how to leverage community capacity to meet transition needs. Conversely, less diverse core teams tended to narrow their focus, bounding it within the operations of the jail or criminal justice agencies and making tasks extending beyond those agencies, such as engaging broader community partners, more challenging.

**Enhanced collaboration with probation was an important achievement in many TJC sites.** Probation served as a critical jail handoff partner in many of the Phase 2 and AB 109 TJC sites. In one Fresno County TJC stakeholder's words: *"I'm seeing a lot with probation partners, which is something we didn't have. Now, we have probation in-house working with men prior to release, and that's been huge. This is a really big piece of the puzzle. I would love to see us working even closer...Prior to this, we didn't really [talk at all]."* In some cases probation shared with the jail risk/need assessment instruments (or pretrial risk assessments) and case plans, or conducted both. Probation was also a primary community-handoff partner in a number of the sites, serving as the hub for directing returning individuals to needed community-based interventions. While a significant number of individuals leaving the jail were not supervised by probation after release, ensuring strong continuity of approach between the jail and probation served as a model for coordinated handoff with other community partners for those released without supervision.

**Level of community involvement varied considerably across sites.** How broadly the sites drew their respective circles of involved partners differed greatly and changed over time. In some sites, the central collaborators were primarily criminal justice agencies, while others included key nonprofit service and treatment providers--often those with funding to serve justice-involved populations. Still, other sites engaged a diverse array of collaborative partners in TJC, including not only human service agencies and community-based organizations but also the faith community and advocacy groups. One Franklin County TJC stakeholder touted her site's success diversifying and growing their reentry networks: *"I think [we're] the stone soup capital of the world, we know how to collaborate. What's fascinating to me is that there are a lot of new people at the table...I think I'm part of a generation that has often retired. There are new faces, new*

*perspectives, new generations of providers...there are new networks. What I love about the Program Committee is that these are all new players.... What I love about this is that we are going in new directions and there are different agencies that are emerging."*

Where the circle of collaborative partners was less broad, this was often due to a perceived need to better define the jail transition processes and work for which the jail and the justice system were responsible before asking others to the table, because it was challenging to engage community partners when these processes were yet to be solidified and roles remained nebulous. In one Howard County TJC stakeholder's words, even where the vehicle existed, it could be difficult to meaningfully engage those groups : *"Every jurisdiction struggles with [community coalitions], but seeing that something comes out of that more than just a meeting...I'm often looking at the providers like, is there a topic you want to discuss, what are you looking for, and I think every jurisdiction struggles with that"* and suggested the need to *"creat[e] sub groups or working groups on different issues...with topics to discuss and goals to implement. I'd like to see a little of that going on and more outcomes from [the group]."* However, where more extensive community engagement was achieved it served as a force multiplier for TJC, bringing in more capacity, resources, opportunities and ideas to the jail transition effort.

Improving intra-agency collaboration, particularly between security (including classification) and program staff, was critical in many of the jails. Stakeholders in every TJC site noted that one of the areas in which collaboration was critical for TJC success was within the jail, between the programs and security staff. While they worked alongside each other every day, they did not necessarily work collaboratively. Jail leadership recognized that making reentry work a priority for security staff was necessary to make needed changes to the jail's organizational culture. Efforts in this vein included education and training sessions on TJC and reentry for security staff, who often got little information about the programs and reentry approach. In other sites security staff were trained in and delivered programs such as Thinking for a Change. Launching jail program units also increased the engagement in and exposure of security staff to reentry work. All of the sites experienced positive progress in these areas, finding that many security staff wanted greater involvement with reentry and once involved were powerful communicators of the value of reentry work to their peers.

# Targeted Intervention Strategies

Targeted intervention strategies are the basic building blocks of jail transition. The TJC model employs a triage approach to prioritize interventions based on where resources are most needed or most likely to be successful for a rapidly cycling jail population with deep and varied needs. The TJC triage approach is consistent with the research literature that higher-risk individuals should receive higher levels of intervention (Lowenkamp et al. 2006), that interventions intended to reduce recidivism must target criminogenic needs, targets for change that drive criminal behavior (Bonta and Andrews 2007), and that individuals at low risk to reoffend should be subject to minimal intervention, if any (Lowenkamp and Latessa 2004).

How the sites deployed their interventions, what new practices they had to adopt, what existing practices they had to modify, and how many individuals received significant interventions varied by the capacity of each site. For all that variation, however, a number of common implementation lessons emerged related to targeted intervention strategies, the most important of which are summarized in this section.

**Risk targeting in jail interventions was a common TJC accomplishment; need targeting to a lesser extent.** Every TJC site began using risk to reoffend, as gauged by a validated risk screener, to define the primary target population (i.e., those who were intended to receive the “full package” of interventions). The majority of sites used the Proxy Triage Risk Screener (Proxy) for this purpose. For more detail on the screening and assessment tools adopted in each of the TJC sites, see table 2. Many of the sites implemented a screener for risk to reoffend at booking in the jail as one of their first TJC implementation priorities. Although other sites had already done so prior to becoming TJC learning sites, they had not taken the next step to use that screening data to guide interventions. Once this risk screening information was available, sites moved to prioritize higher risk individuals for intensive intervention and exclude those who were low risk from intensive programming. One of the core TJC intervention activities for the TJC target population was risk/need assessment using a validated assessment tool. Although each site implemented a risk/needs assessment tool, use of assessment results to target services by assessed criminogenic need was more mixed among the sites, depending on the case planning and case management processes and capacity. Targeting interventions based on risk (and need where this happened) represented a major shift in the way they did business, as one stakeholder from Howard County explained: *“Our classification and case management process has changed to include the risk to reoffend assessment and the LS/CMI, and we are using that information to put individuals into particular programs rather than placing them on a volunteer basis (who raises their hand first). That is a major change.”*

**In-jail program strategies were split between program units and facility-wide approaches.** Roughly half the sites piloted program-based housing units in the jail (Jacksonville, Franklin and Fresno, and Santa Barbara) that exclusively served individuals in the designated TJC target population (i.e., typically individuals sentenced to the jail for a minimum of 90 days and who screened as medium- to high- risk to reoffend) and delivered a mix of interventions targeting criminogenic needs. Transition case planning was also a key component of these units. This unit-based approach had the advantage of infusing the program approach and philosophy throughout all elements of the program participant's day and throughout the program and security staff with whom they interacted. This reinforced key program principles, and it cultivated consistency in addressing program noncompliance and positive behavior change. Programs units also avoided the challenges of bringing together inmates housed in different parts of a jail facility together for programming purposes.

However, the program unit approach tended to focus reentry attention and resources on a relatively small number of individuals in the jail. Sites that offered core TJC interventions to people assessed as medium- and high-risk and housed throughout their facilities, rather than primarily to those in program units, generally offered them to a broader pool of potential participants, albeit at a lower intervention dosage on average. Program units or programming throughout the facility were not either-or approaches; some sites had both available.

TABLE 2

**Screening and Assessment Implementation in the Phase 2 and AB 109 TJC Sites**

	<b>Risk screener</b>	<b>Risk/needs assessment</b>	<b>Pretrial assessment</b>
Ada County	Utilized Proxy at jail booking (implementation predated TJC)	Implemented LSI-R for all inmates scoring medium or high on the Proxy and held for three or more days	Implemented IPRAI and acquired the Arnold Foundation pretrial tool (implementation pending)
Duval County/ Jacksonville	Implemented Proxy at booking	Implemented ACTS risk/needs assessment tool	Implemented the Florida Multicounty Pretrial Risk Assessment tool (replacing the previous instrument)
Franklin County	Implemented Proxy at booking (began at outset of TJC, presumably were planning this prior to TJC)	Implemented LS/RNR for all inmates sentenced to 60 days or longer	
Fresno County	Utilized Proxy at jail booking (implemented prior to TJC, but substantial missing data; rectified during TJC period); Probation STR also available for many jail inmates	Implemented ONG to TJC Unit participants in the jail (implemented pre-TJC for all probationers at probation intake)	Probation utilizing VPRAI (predated TJC, expanded in-jail application during TJC period)
Hennepin County	Piloted, validated, and implemented a slightly modified version of Vera’s SPI for the pretrial population; Implemented Hennepin short risk screen (Wisconsin screener) for the sentenced population	Implemented LS/CMI (previously used LSI-R and switched for greater compatibility with the state during TJC period)	Utilized locally developed and validated tool (in place prior to TJC)
Howard County	Implemented Proxy at jail booking	Implemented LS/CMI, initially applying to all sentenced inmates scoring medium or high on the Proxy	None
San Diego County	Implemented Proxy at jail booking	COMPAS risk/needs assessments conducted by Probation shared with jail; Assessments for individuals not assessed by Probation remained a gap.	COMPAS pretrial assessment conducted by Jail-based STAR Unit
Santa Barbara County	Implemented Proxy (called the IST locally) at jail classification	COMPAS assessments conducted by jail-based case managers	Secured training on the VPRAI. Pretrial Services working to incorporate VPRAI into its release recommendation process

**Whether and to what extent women were integrated into the TJC triage approach varied.** The degree to which each site's targeted intervention strategy was applied to women as well as men varied across the sites. For TJC sites that used program units as the primary delivery method for the full TJC intervention practice, program units for women had to be launched in order to provide them with a level of intervention equivalent to men. Ada and Santa Barbara counties did so (with the women's program unit opening later than the one for men); others were still planning for how to do so. The smaller number of women in the system made it harder to find the numbers or appropriate participants in group-based programs such as Thinking for a Change (T4C), but this sometimes meant broader opportunity for women to participate in reentry services and programming, as length of stay thresholds were lowered or eligible populations expanded to include pretrial detainees. Finally, the size of the system was significant. In San Diego County, for example, the entire women's facility was designated as a reentry facility, and the programs and case management staff there developed a reentry planning and intervention approach that blended the overall TJC process and gender-responsive programs and practices. By contrast, in Franklin County, the smallest TJC site, women sentenced to jail time were not held in the Franklin County House of Correction but rather in a facility outside the county, making incorporating women into any aspect of Franklin County's TJC strategy very difficult.

TABLE 3

Site TJC Target Populations and Core Interventions

	Target population criteria	Prerelease interventions	Postrelease interventions
Ada County	<p>Medium to high risk to reoffend (via Proxy). Sentenced. Minimum length of stay: 35 days.</p>	<p>Target population receive: tailored case plan; referrals to specific providers for assessment and programming; jail courses as appropriate (including workforce training,); jail programs (including Substance Abuse Program and Moral Reconation Therapy).  56-bed reentry dorm for men based on a therapeutic community model.</p>	<p>Sheriff’s Office-funded community programming.  Transition plan shared with Probation and some community providers.</p>
Duval County/ Jacksonville	<p>Medium to high risk to reoffend (5-7 on Proxy).<sup>a</sup> Sentenced. Minimum length of stay: 120 days. No detainers or holds.</p>	<p>Target population receive: transition plan (generated by ACTS risk/needs assessment); T4C and other programming available at all facilities; JREC case management; individuals may also be enrolled in a substance abuse treatment program (the Matrix House at the Community Transition Center facility).  In-jail program unit.</p>	<p>JREC primary one-stop shop for postrelease case management and services (prior to TJC, JREC used primarily by people returning from state prison—during TJC fostered greater utilization by people returning from jail).</p>
Franklin County	<p>Medium to high risk to reoffend. Sentenced. Min. length of stay: 60 days.</p>	<p>Step down model with different treatment options by security level and length of stay.  Target population received: transition planning and case management; treatment unit with cognitive-behavioral and trauma-informed programming.  Sentenced medium-security inmates receive trauma-informed intensive treatment, along with a focus on cognitive behavioral interventions and vocational training and job readiness.</p>	<p>Kimball House transitional facility for individuals classified as “prerelease” (halfway house model).Community-based case managers begin case management prerelease through jail in-reach.  Those who successfully complete Kimball House eligible for up to 12 months of postrelease aftercare services including case management and transition assistance (predates TJC).</p>
Fresno County	<p>Medium to high risk to reoffend. Serving AB109 split sentence. Minimum length of stay: 90 to 180 days.</p>	<p>Target population: enrolled in TJC Program unit; probation officers dually based in unit and community conduct assessment and case planning in the jail prior to release; cognitive-behavioral and treatment programming available in treatment unit.</p>	<p>Probation-contracted treatment services for TJC Unit participants (based on realigned offender status).</p>
Hennepin County	<p>Medium to high risk to reoffend.</p>	<p>Target population: ACF social workers provide case management for individuals prerelease; probation officers based at ACF developed transition plans; case conferencing</p>	<p>T4C aftercare.  Variety of community-based treatment and</p>

	<b>Target population criteria</b>	<b>Prerelease interventions</b>	<b>Postrelease interventions</b>
	Minimum length of stay: 90 days (men); 60 days (women).	(initial implementation at end of TA period); substantial intervention offerings including T4C (men), Beyond Trauma (women), mentoring, and employment readiness.	service resources, often supported by prerelease community partner in-reach.  ACF social workers continue case management after release from ACF for at least 90 days.
Howard County	Medium to high risk to reoffend. Sentenced. Minimum length of stay: 60 days (men); No minimum (women).	Target population: developed in-jail and community case plan; other discharge planning and reentry education sessions; T4C and other core programming; Health Department and Mental Health Authority begin substance abuse and mental health engagement in the jail and continue it after release.	Laurel Reentry Multi-Service Center serves as primary hub for accessing reentry services. RMSC staff dually based at jail.  Postrelease mental health and substance abuse case management and services.
San Diego County	Medium to high risk to reoffend. Minimum length of stay: 90 days (for intensive interventions); Fewer than 90 days enrolled in a shorter reentry course.	Target population: interventions based on offerings at facility. Incentive-based housing structure to encourage and reward program participation at reentry facilities.  East Mesa and Las Colinas Reentry Facilities: extensive program interventions available including cognitive-behavioral programming and case management.  South Bay Detention Facility: T4C classes.	Programming via probation and coordination with extensive community partner network.  Mandatory supervision court, shared case plans and handoff for Realignment population released to Probation supervision.
Santa Barbara County	Medium to high risk to reoffend. Serving AB109 split sentence; (later expanded to include the non- realigned population).	Target population: placed in Sheriff's Treatment Programming; discharge planning process for all STP participants by jail-based probation officers; cognitive behavioral programming; T4C for high- and medium-risk inmates not in treatment program.	Coordinated by probation for individuals released on supervision.  Community provider referrals made by Sheriff's Treatment Program counselors for individuals not supervised on release.

<sup>a</sup> Jacksonville stakeholders chose not to prioritize inmates scoring 8 on the Proxy; these inmates comprised roughly 3 percent of the MCC population and 8 percent of the CTC.

**Case management and case planning to the TJC target population was provided by a range of partners.**

Across the TJC sites, case management and transition planning (and the risk/needs assessment on which they were based) were provided by jail staff, probation staff, county behavioral health staff coming into or based in the jail, public defender staff, and community-based organizations conducting in-reach. Which agency's or organization's staff carried out these responsibilities depended on where the capacity was greatest, with respect to staff expertise and availability.

**Many sites worked through a primary community-based partner to connect returning individuals to services and resources in the community.** A "hub and spoke" model for handoff to the community, which connected the TJC target population to a single point of entry for services in the community, had two primary advantages. First, it streamlined communication: returning individuals had only one entity to coordinate with for information and instructions on services; in turn, the lead entity was well-positioned to track client linkages and service utilization postrelease. Second, it allowed for locating key programs and services at the hub, and developing referral relationships for needs that couldn't be met by the organization in the hub role. Howard County's Reentry Multi-Service Center and Franklin County's Kimball House are examples of reentry hubs.

**Sites worked to strengthen the connection to postrelease services by setting up a "warm handoff."** TJC sites recognized that people returning from the jail would be much more likely to engage with reentry partners in the community if they had begun a relationship with them prior to release. Hennepin County, for example, cleared community-based employment readiness organizations and other providers to offer services and classes in the ACF to build rapport between TJC clients before they left the facility and encourage connections in the community. Similarly, in Fresno County probation officers split time between working in the TJC Program Unit in the jail and supervising participants after release. *"It's overall a great component; inmates tell us it's their first opportunity to meet a probation officer and have a case plan once released. They never had that before, didn't know who their Probation Officer was, absconded right after release...It's a really positive component and it makes a huge impact."*

**TJC work with the pretrial population focused on pretrial assessment to inform release decisions.** A number of TJC sites newly implemented or changed pretrial risk assessment to better inform pretrial release decisions. The TJC sites were aware of the increasing focus on and research around assessment-driven pretrial release. Jail crowding was a strong motivator for these practices, particularly in the California counties dealing with increased sentenced jail populations as a result of Realignment, but progress was maintained on this front even when jail bookings decreased.

# Self-Evaluation and Sustainability

Self-evaluation involves the use of objective data to guide operations, monitor progress, and inform decision-making 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. Here, we briefly summarize the Phase 2 sites' efforts to advance self-evaluation and sustainability, including common challenges and the solutions employed.

Whether long-term sustainability will be achieved in the Phase 2 and AB 109 TJC can't be known at the time of this report. However, the sites instituted a number of steps to sustain changes in business made during the technical assistance (TA) period and to ensure reentry work continued beyond the demonstration period, such as committing to continue meeting collaboratively to monitor and improve the reentry process and memorializing important practices in writing. In turn, a number of lessons emerged related to sustainability and self-evaluation as outlined below.

**Risk data was fundamental to implementation planning and self-evaluation.** Risk screening data was critical to identifying a target population, without which it was not possible to track whether the target population was receiving services, case plans, or other foundational elements of the intervention continuum.

**Data analysis and review helped sites identify issues and understand challenges.** As the TJC process pushed the sites to more routinely pull and analyze data relevant to jail transition, it helped inform their implementation efforts in a number of ways. For example, Fresno County found that the data elements needed to generate a Proxy score were missing in a large percentage of jail bookings, and they moved to correct this problem to ensure they had a risk measure for everyone in the jail. Howard County used their data to determine the county of booking for their jail population and found that 45 percent of their inmates were from other counties, which pushed them to explore expanding regional reentry coordination. Data analysis also illuminated gaps in services and helped guide the site in deciding where to invest new resources (now or in the future); according to one stakeholder, *"One of the things that came out [of the data analysis] was just looking at...community inventory...what are services that are needed, where are we coming up short? We have a lot of substance abuse treatment, but mental health—people are coming to jail because the community has nowhere else to put them."*

**Data system and analysis capacity constraints were barriers to self-evaluation.** Many of the TJC sites found that their efforts at using data for TJC self-evaluation were impeded by a lack of data capacity. This could be due to limitations in data systems, such as jail management systems that did not allow for recording

program enrollment or attendance. In other cases, the necessary data existed but the capacity to analyze it was the issue, as when IT staff had too many competing claims on their time to respond quickly to reentry-related data requests. Finally, the fact that key transition measures were recorded by data systems not integrated with the jail's (such as probation's) or were not consistently tracked by community partners made it very difficult to capture a data picture of the entire transition process.

**Sites invested in quality assurance to support sustainability.** TJC teams recognized that maintaining quality and fidelity in core processes was critical in sustaining TJC accomplishments. Many of them therefore invested time and energy in quality assurance processes, such as having two assessors score risk assessments to gauge inter-rater agreement, or conducting structured observation of group-based programs such as Thinking for a Change and providing feedback to facilitators.

**The collaborative TJC process creates mutual accountability.** TJC stakeholders described one of the most important roles of the national TJC TA team as holding them accountable, by holding regular conference calls and site visits and continually following up on the next implementation steps; in the words of one TJC coordinator: *"I think it created a sense of urgency, having the monthly and biweekly calls, having the folks come out. We want to show our organization in the best light and that you have achieved outcomes."* As the learning site participation period ended, the TJC core teams and partners in each site recognized that they would have to play the role of holding one another accountable for maintaining TJC implementation progress.

**Each site had important TJC implementation objectives they had yet to accomplish when the TA period ended.** Maintaining the TJC process was important for many reasons, prominent among them the fact that, for all the accomplishments in each site during the TJC period, there remained much work to be done.

# Lessons for Changing Systems

The Transition from Jail to Community Initiative was launched to bring about local systems change to support sound jail reentry practice. In the Phase 2 and AB 109 sites, the TJC Initiative partnered with the local TJC implementation partners to successfully implement and/or improve practices in the TJC model, such as risk screening, objective risk/needs assessment, cognitive based programming, and transitional case planning. In addition to these practice changes, TJC participation resulted in a structured, collaborative planning process that was maintained in all the participating sites and proved resilient to (although not impervious to being slowed by) internal disagreements, participant turnover, and competing challenges and priorities.

At the same time that work proceeded in the Phase 2 and AB 109 sites, jurisdictions around the country not participating in the TJC effort were using the TJC Model, often by following the *TJC Online Learning Toolkit* to elevate their reentry practice in the absence of assistance directly from the TJC Initiative. It is therefore worth considering what, exactly, the technical assistance through TJC participation provided to the participating sites. Stakeholders in the participating sites noted several important contributions of TJC participation:

- *Accountability.* The TJC TA structure, including the regular phone meetings and site visits, kept the effort moving and everyone aware of pending tasks and deadlines in a way that would have been difficult in the absence of the TA providers. In this sense, TJC participation helped hold local partners accountable for accomplishing what they wanted to do and had committed to do. That external pressure for accountability maintained momentum as the participants dealt with their other priorities and responsibilities.
- *Convening authority.* A national initiative like TJC helps bring various partners to the table and engage leadership, particularly with an evaluation and peer learning component that will put a spotlight on their agencies and jurisdiction. At the same time, in many sites TJC benefitted from past initiatives that had brought critical partners and begun the process of building trust, communication, and collaboration.
- *Validator of local strategy and practice.* Many TJC stakeholders mentioned the importance of having the TJC national team reinforce that local components of the TJC strategy were consistent with evidence and best practice, as well as that planned, new practices had been tried successfully in peer jurisdictions. For example, an Ada County TJC stakeholder stated that “*TJC has given us a platform so we can speak about [evidence-based practices], why this is the right thing to do, why should we be*

*expending resources” and that “there is some validity behind working together to solve some of the problems that the jail has.”*

- *Challenger of local strategy and practice.* At the same time, TJC stakeholder in many sites appreciated how TJC participation had served as an opportunity to look critically at existing programs and processes, to identify and fix aspects of them that were not in keeping with evidence-based practice.
- *Connection to a reentry knowledge and practice network.* Many TJC stakeholders expressed appreciation for ways that the TJC Initiative served as a conduit to the most current reentry research and best practice knowledge base, and to confer with fellow practitioners working on jail reentry in the other TJC sites and nationwide.

The TJC Initiative benefitted from the ability to work fairly intensively with the sites over a multi-year period. This allowed the national TJC TA team to gain a deeper understanding of the dynamics of each site than would have been possible in a more limited engagement. It also allowed the TA team and the collaborative partners in each site to build trust with one another through sustained commitment to the TJC process. The multi-year timeframe made it possible to take time to establish collaboration and mutual understanding, engage new partners, identify and complete multiple sets of priorities, and build from smaller accomplishments to bigger ones. System change is a multi-step, iterative process; the TJC Initiative structure afforded the national TJC team the opportunity to work with its local site partners through many of those steps.

For all that was accomplished, many steps remain. The conclusion of the TJC period found the sites having implemented all components of the TJC Model to differing degrees, and a number of factors such as their initial starting point affected how closely their transition processes mirrored the ideal jail transition model. As the TJC work continues in these eight communities, there is a need to focus on the institutionalization of the initiative. Institutionalization work includes the need to develop information and data-sharing mechanisms as well as universal staff and partner buy-in to the reentry process, formalize partnerships and processes, and collect clear, standardized data on key process and outcome measures.

# Notes

1. Reports about the six Phase 2 sites, and additional information on TJC in the context of California realignment, are available at <http://www.urban.org/policy-centers/justice-policy-center/projects/transition-jail-community-tjc-initiative/tjc-initiative-resources-field>.

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