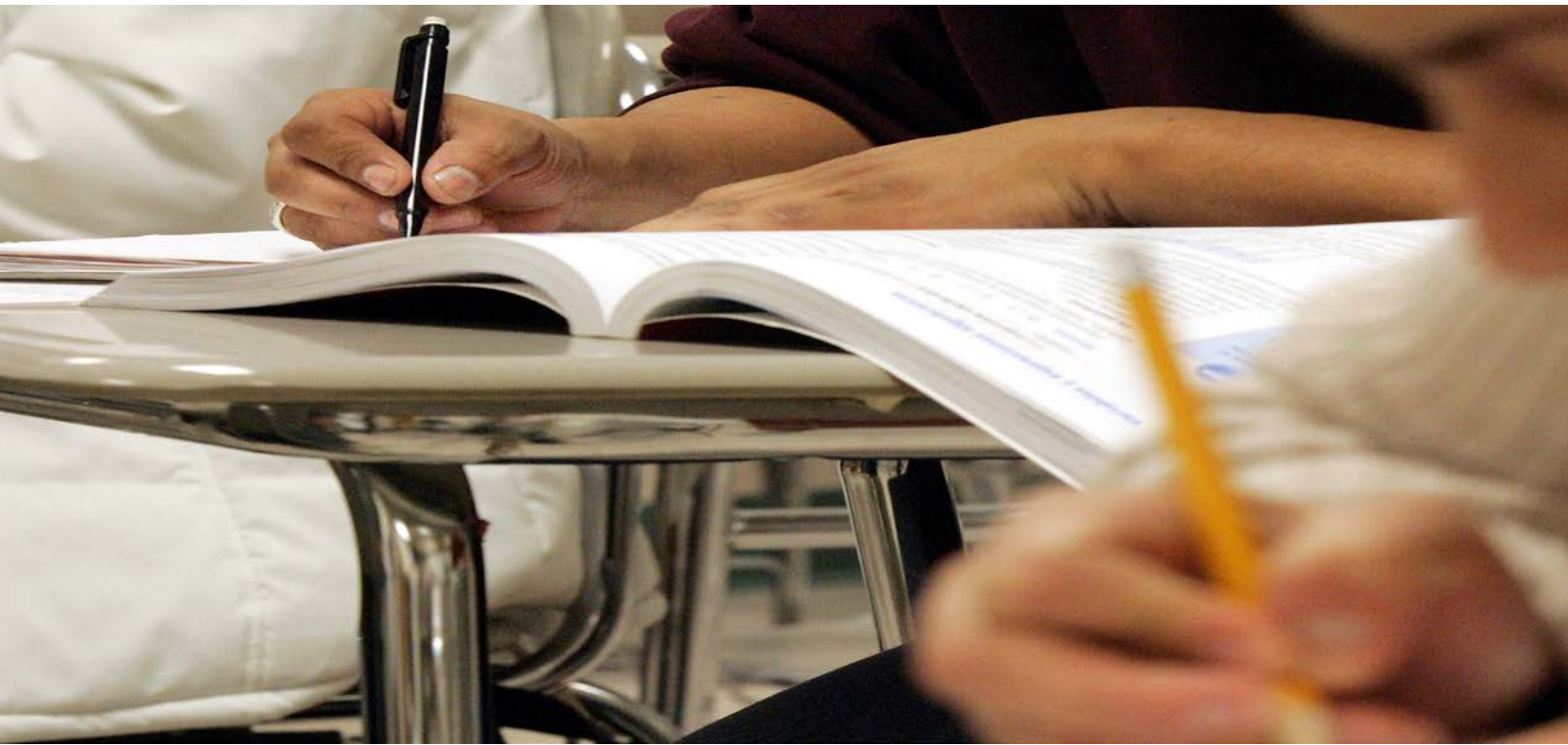




RESEARCH REPORT

Transition from Jail to Community (TJC) Initiative

Implementation Success and Challenges in Ada County, Idaho

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Glossary

ACSO—Ada County Sheriff's Office

AA—Alcoholics Anonymous

ABC—Active Behavior Change

CIRF—Community Information and Resource Fair

CPM—Core Performance Measures

CJI—Crime and Justice Institute

CJCC—Criminal Justice Coordinating Committee

DBT—Dialectic Behavior Therapy

GMU ACE!—George Mason University Center for Advancing Excellence!

IPRAI—Idaho Pretrial Risk Assessment Instrument

JMS—Jail Management System

LSI-R—Level of Service Inventory-Revised

MRT—Moral Reconation Therapy

NIC—National Institute of Corrections

OERS—Offender Employment Retention Specialist

OWDS—Offender Workforce Development Specialist

ROI—Release of Information

SAP—Substance Abuse Program

TA—Technical assistance

TANF—Temporary Assistance for Needy Families

T4C—Thinking for a Change

TJC—Transition from Jail to Community

TAP—Transitional Accountability Program

UA—Random Urine Analysis

Urban—Urban Institute

Introduction

Nearly 12 million individuals enter the nation's approximately 3,100 jails each year (Minton and Golinelli 2014). With 60 percent of the jail population turning over each week, roughly the same number return to their respective communities. Many will recidivate (Roman et al. 2006; Uchida et al. 2009). This is not surprising given the many 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).

To assist local jurisdictions with facilitating successful reintegration from jail, the National Institute of Corrections (NIC) partnered with the Urban Institute (Urban) in 2007 to launch the Transition from Jail to Community (TJC) Initiative in 2007. The purpose of the TJC Initiative is to address the specific reentry challenges associated with transition from jail. During Phase 1 of the initiative, the NIC/Urban 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 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 approach.

After designing the model, the national TJC team provided technical assistance (TA) to facilitate model implementation in six learning sites: Davidson County, TN; Denver, CO; Douglas County, KS; Kent County, MI; La Crosse County, WI; and Orange County, CA. A process and systems change evaluation in the six phase 1 sites found that TJC model implementation was associated with significant, positive systems change (Buck Willison et al. 2012). Six additional Phase 2 learning sites, including Ada County, 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 in that state.

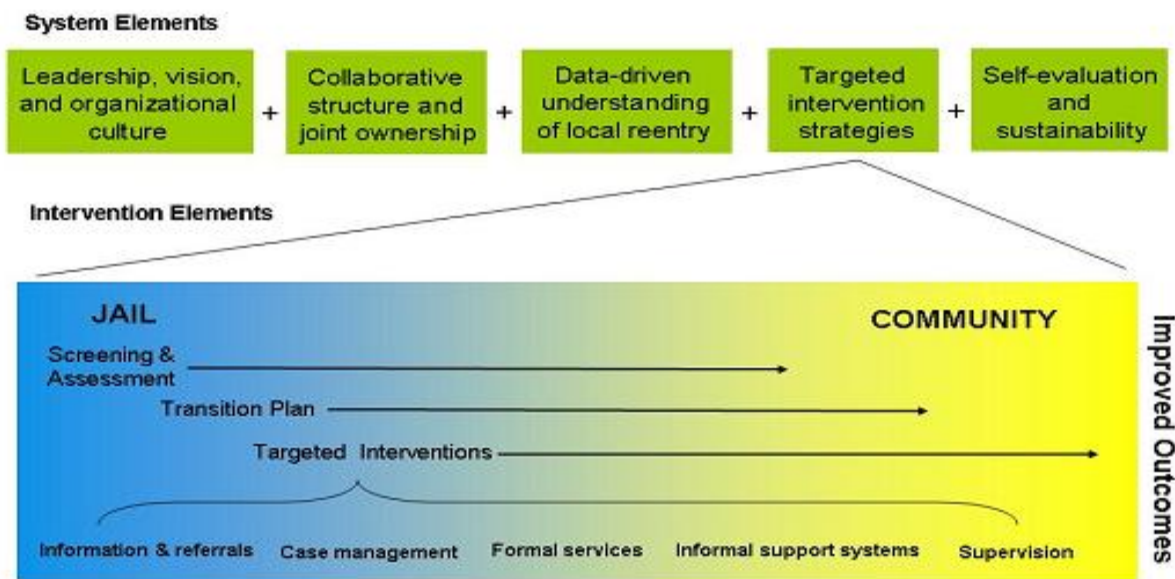
The TJC Model and Technical Assistance Approach

The TJC model was designed to help jurisdictions achieve two goals: (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. Further, the model 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 difference in population 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 occur.

FIGURE 1

TJC Model



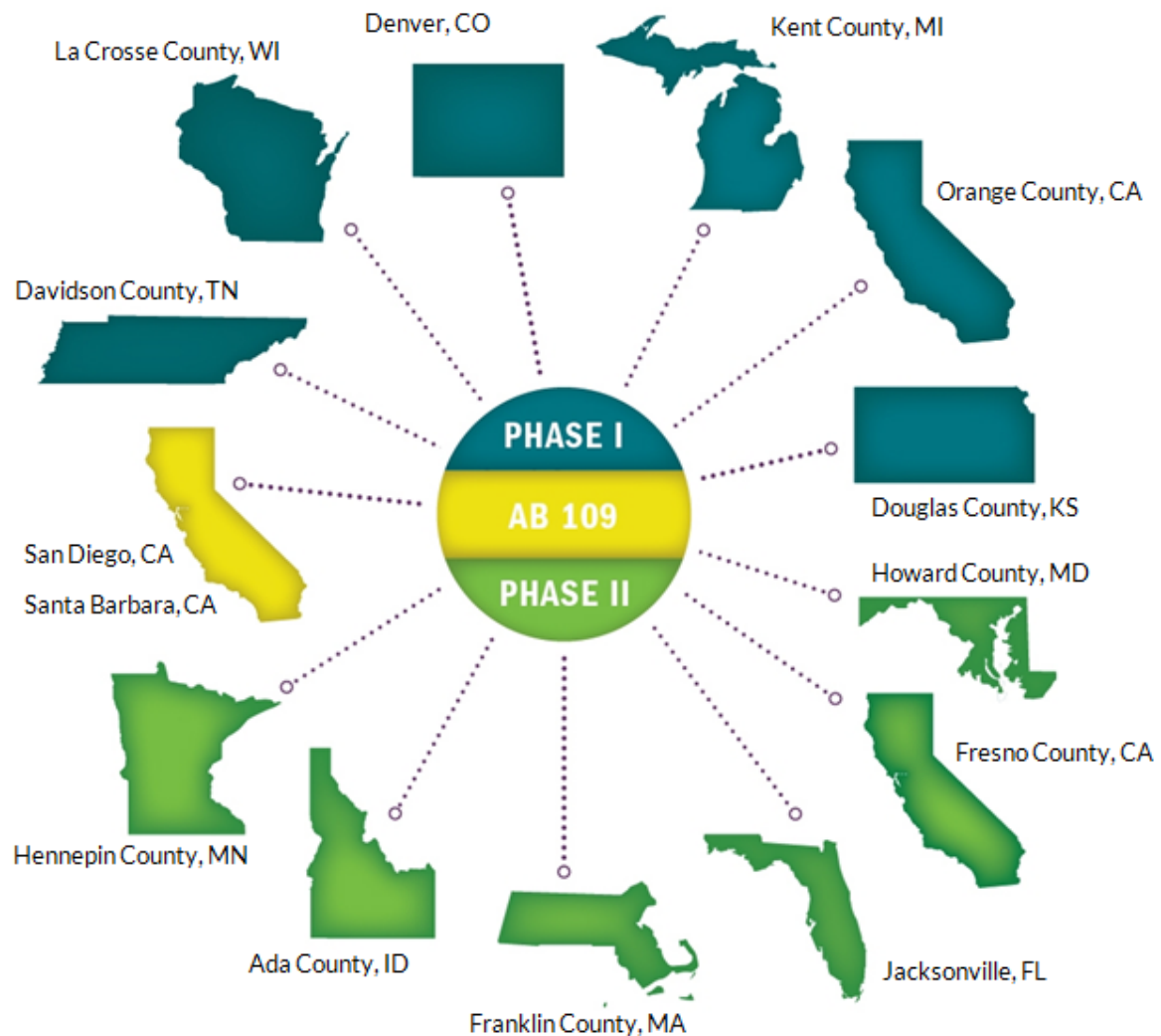
TJC is a systems change initiative, rather than a discrete program. It represents an integrated approach spanning organizational boundaries to deliver needed information, services, and case management to people released from jail. Boundary-spanning collaborative partnerships are necessary because transition 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 NIC/Urban team was committed to the TJC model and implementation approach being consistent with evidence-based practice regarding effective reentry, inclusive of both the types of interventions that needed to be available (e.g., cognitive-behavioral programming) and the structure of the overall intervention continuum (e.g., basing it on risk and need factors determined through application of valid risk/needs assessment instruments). 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.

In order to test whether the model was in fact adaptable to different local contexts and to understand the shape model implementation could take in jurisdictions with different priorities and capacities, the NIC/Urban TJC national team provided 14 TJC learning sites with multi-year technical assistance around model implementation (see Figure 2). Phase 2 TJC learning sites, including Ada County, received intensive technical assistance to support model implementation over the course of two and half years, starting on September 2012 and concluding in June 2015. The TJC TA included an analysis of gaps in reentry practice relative to the TJC model, a facilitated strategic planning process, and training in areas such as delivery of evidence-based programming, performance measurement, and sustainability planning.

FIGURE 2

TJC Learning Sites



Phase 1 TA Period, Denver and Douglas County: September 2008 through February 2012

Phase 1 TA Period, remaining sites: September 2009 through February 2012

Phase 2 TA Period: September 2012 through June 2015

AB 109 (Realignment) TA Period: December 2012 through June 2015

This report details the TJC implementation experience in Ada County, Idaho. It discusses the development of the TJC strategy there, the policy and practice changes associated with its implementation and the factors that facilitated or impeded successful TJC model implementation. TJC technical assistance to the sites was structured around the five model elements. Given the interrelated nature of the elements, this report discusses implementation of some of the model elements in single chapters. Chapter 2, for example, discusses

the structural, strategic and collaborative aspects of TJC implementation encompassed in the model's Leadership, Vision, and Organizational Culture components and Collaborative Structure and Joint Ownership elements. Chapter 3 covers the Targeted Intervention Strategies component of the model, including practices employed to bring about behavior change at the client level. Chapter 4 discusses the implementation of the Self-Evaluation and Sustainability component of the model, building the foundation for maintaining and expanding the TJC work. As TJC is designed to be a data-driven approach, work relative to the Data-Driven Understanding of Reentry model element is interwoven with all the other model elements, and is therefore integrated into each report chapter.

Data Sources

This report draws on multiple sources of information collected in support of the implementation and systems change evaluation work undertaken by the Urban Institute:

- 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.
- Two waves of Ada County TJC stakeholder survey data. 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.
 - » Wave 1, conducted in spring 2013 with 31 respondents representing 14 agencies throughout the Ada County criminal justice system and community.
 - » Wave 2, conducted in fall 2014 with 23 respondents representing 9 agencies throughout the Ada County criminal justice system and community.
- Semi-structured interviews with Ada County stakeholders (e.g., the TJC coordinator, jail administrator and/or sheriff, members of the site's reentry council, jail staff and staff from key partner agencies) to

capture the site's implementation experiences and to document the progress of model implementation, the development and evolution of Ada County's local reentry strategies, including the range of activities pursued, and critical lessons learned. 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. Two rounds of stakeholder phone interviews were conducted, the first in late spring 2013 and the second in fall 2014, with up to six stakeholders from within the site's core team.

Taken together, the data sources and evaluation activities paint a rich portrait of Ada County's implementation experiences, strategies, challenges, and progress.

Ada County Jail Transition at Baseline

Ada County is located in Southwestern Idaho. It contains the state's capital, Boise, and its residents compose approximately a quarter of the state's total population. The Ada County Jail is centrally located within the county and has a total bed capacity of 1,217. In 2012, the average daily inmate population in the jail was 838; there were about 15,500 bookings in that year, with an average length of stay of 37 days. In 2011, the jail population consisted of 13 percent pretrial misdemeanor detainees, 41 percent pretrial felony detainees, 17 percent sentenced individuals, and 29 percent individuals on hold or warrant. The jail is run through the Ada County Sheriff's Office (ACSO).

Prior to the TJC initiative in Ada County, leaders already exhibited strong commitment to jail transition. Following two NIC technical assistance visits to explore implementation of practices consistent with the TJC model, an executive-level oversight committee was established in May 2012, shortly before the TJC initiative began. This group, the Criminal Justice Coordinating Committee (CJCC), was very supportive of the reentry initiative. It consisted of a variety of key criminal justice players, including the Sheriff, the County Clerk, public defenders, and judges. Additionally, jail leadership – particularly Sheriff Gary Raney – had demonstrated a deep commitment to reentry, as demonstrated by the numerous reentry efforts and diversion programs already in place at the time TJC began.

As of August 2012, Ada County already had a strong network of service providers covering a variety of needs, such as housing, mental health treatment, substance abuse treatment, and other supportive services. Many of these providers were involved in the ACSO transitional case management strategy, along with government agencies such as the Idaho Department of Labor and the Idaho Department of Health and Welfare. In 2011, the ACSO partnered with several community-based organizations to organize the first

Community Information and Resource Fair (CIRF), an event which allows for criminal justice staff and community providers to interact and gain a better sense of resources available throughout the criminal justice system and the community. This event has been held annually since 2011. In 2008, the ACSO also convened a group of community partners to attend NIC's Offender Workforce Development Specialist Training (OWDS).

Additionally, at the outset of the TJC initiative, the ACSO was preparing to assume responsibility for Ada County Misdemeanor Probation, beginning in October 2012. Misdemeanor Probation had previously been run by a private contractor. Bringing this agency under the umbrella of the ACSO was intended to bridge the gap between the two agencies and improve the degree of joint ownership over the process of reentry. Although collaboration was strong in Ada County overall, barriers such as restricted access to records and lack of electronic health information nevertheless limited the amount of information-sharing that occurred between agencies.

When the TJC initiative began, Ada County was already administering the Proxy screener (a screener to measure risk to reoffend) at booking along with a variety of other intake assessments, including the UnCope Substance Abuse Screener and the Brief Jail Mental Health Screener. Although the ACSO and Misdemeanor Probation had discussed using a comprehensive assessment tool such as the Level of Service Inventory – Revised, or LSI-R, they had not moved forward with its implementation. As a result, there was no needs assessment in place for the inmate or misdemeanor probation populations as of August 2012.

The Ada County Jail offered a number of in-jail programs prior to the start of TJC, including the Substance Abuse Program (SAP), which used the *A New Direction* curriculum; Active Behavior Change (ABC), which used the *Moral Reconation Therapy* (MRT) curriculum; and a GED program. Most of the in-jail programs were only open to inmates of certain housing classification levels, although both pretrial and sentenced inmates were eligible to participate. In-jail programs were not part of an integrated strategy of interventions. The jail staff did not control program placement; instead, the majority of individuals were mandated to these programs by judges. While jail leadership and the organizational culture appeared supportive of jail reentry and there was evident commitment to collaboration from a variety of community-based agencies, there was a concern among programming staff in the jail that the judges were not necessarily supportive of basing their programming decisions on validated risk/needs assessment tools. Also inmates in the program had to self-pay to be eligible.

As of October 2008, the ACSO had implemented a transitional case management strategy to help connect inmates with community providers prior to their release. As part of this effort, ACSO had three full-time case managers, resulting in an approximate inmate-to-staff ratio of 300:1. Inmates received case management services by request. Case management was also provided by a few community-based organizations, including

Easter Seals/Goodwill, as well as through the Department of Labor for veterans returning from jail. Prior to TJC, the ACSO also offered community-based programs, including the SAP and ABC programs, as well as the Transitional Accountability Program (TAP), which provided formerly incarcerated individuals with support to help them maintain their sobriety as they transitioned back to their communities. The ACSO launched these community-based programs in order to provide the judiciary with an option to utilize alternative sentencing options.

In addition to in-custody and community programming, Ada County had several alternative sentencing options for inmates, including a work release center, interim jail, Sheriff's Community Service program, Electronic Monitoring, Sheriff's Labor Detail and a Work Search program. These options were intended to help divert inmates from jail and maintain and strengthen their community ties. As of December 2010, the ACSO also had a pretrial unit, which monitored approximately 200 defendants while they participated in various programs such as alcohol monitoring, Random Urine Analysis (UA), breath analysis, and GPS monitoring. The ACSO was planning to use the Virginia risk assessment tool for the pretrial population, but had not yet implemented it by the start of the TJC initiative.

At the beginning of the TJC initiative, the ACSO used a homegrown Jail Management System (JMS) that gathered and stored demographic data, screening and assessment results, and information on inmate programming. The JMS was used to monitor the daily activity of inmates as well as inform the jail management team's decisions. Staff members in the jail were able to access some of the JMS's data on their own, while other data analysis was conducted and provided by the ACSO's Planning and Research Unit. This unit, which consisted of four staff members and was led by Dr. Amy Aaron, provided the ACSO with a very strong data analysis capacity. The unit produced a variety of daily, weekly, monthly, quarterly, and yearly reports that covered a range of issues, including characteristics of frequent jail users, recidivism rates by Proxy score, inmate satisfaction, program graduation rates, and reductions in criminal thinking scores among program graduates. These reports were used to identify trends, investigate special topics, highlight gaps in the system, evaluate the effectiveness of interventions, and analyze the impact of new policies.

As of the start of the TJC initiative in Ada County, data from the JMS was matched with the court case management system (iSTARS). However, there was no formal information-sharing between the ACSO and any other criminal justice agencies or community-based organizations. Data-sharing between the ACSO and Misdemeanor Probation was expected to be greatly improved once the ACSO assumed responsibility for Misdemeanor Probation in October 2012. Although the overall data analysis capacity of the ACSO was very robust, some of the data-related challenges that the ACSO faced as of August 2012 included inconsistent data entry in the JMS resulting from human error and difficulties in editing existing modules or creating new ones. Having dedicated data analysts on staff helped to remedy these challenges.

When Ada County applied to be a TJC learning site, it identified the goals of “significantly reducing recidivism, substance abuse, and homelessness while increasing family and community connectedness, helping offenders find employment, and improving the health of the offender population.” Specific objectives outlined by Ada County at the outset of TJC included: “1) a significant reduction in offender recidivism, 2) a reduction in the daily jail population, 3) increased offender employment, 4) a greater number of offenders placed in appropriate core programs, as identified by an evidenced-based risk/needs assessment tool, and 5) improved connections with community providers, including establishing memorandums of understanding with partnering organizations.”¹

TJC Structure, 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 for the common purpose of facilitating successful transition into the community. Leadership must be engaged at multiple levels. 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 TJC collaborative structure must achieve four things:

- Inspire, increase, and maintain support for jail transition from a broad array of community partners.
- Identify, prioritize, and build consensus around actions needed to improve the jail transition system.
- Ensure that these actions are taken.
- Monitor the transition process and practice to ensure accountability and improve the approach as needed.

Ada County began the TJC initiative with several strengths, such as invested leadership and collaboration with service providers. Through the technical assistance period, Ada County was able to build on these strengths by assembling a strong core team to lead the initiative, educating and conducting outreach to key criminal justice partners, and forging new connections with community providers to create a collaborative structure across the county. Through stakeholder interviews, core team members described how the TJC initiative gave legitimacy and structure to the ACSO's existing reentry efforts and helped them expand. As one key stakeholder explained:

"Prior to TJC, we [the Sheriff's Office] were doing a lot of good work. We were going in the right direction by offering programming. We had transitioned to a case management model a few years earlier and were fostering strong relationships with the community. TJC has allowed us to further the work we had started. The way I describe it....is that TJC is helping us create a more robust reentry system than what we had before."

Ada County's TJC effort benefitted from the commitment of key leaders and solid leadership from the sheriff and jail. Criminal justice and social services leadership were also present and engaged during the

course of TJC. In both Wave 1 and Wave 2 of Ada County's stakeholder survey, 96 percent of key stakeholders agreed or strongly agreed that leadership in their county are aware of the issues surrounding jail reentry. According to one stakeholder, TJC helped bring reentry efforts to the forefront amongst multiple competing priorities within the ACSO and helped reentry issues garner more attention from the command staff. Leaders demonstrate their commitment to TJC through events such as a "lunch and learn," an overview session with Sergeants, and meetings with magistrate judges during which stakeholders share information about Ada County's reentry programming. The ACSO also had regular meetings with key stakeholders, including judges and social service provider agencies. While Ada County had a CJCC in place prior to TJC, this body remained largely uninvolved in TJC efforts. The topic of CJCC revitalization was discussed multiple times; however, no movement on this front occurred during the initiative. The core team shared that the CJCC's focus on pretrial precluded their attention to and engagement with TJC but noted that it would be ideal to have TJC on the CJCC's meeting agendas on a regular basis.

Ada County convened a strong TJC core team that met regularly throughout TJC. When TJC began, the core team had members from the ACSO, misdemeanor probation, Easter Seals Goodwill, and the Idaho Department of Labor. In stakeholder interviews, some stakeholders highlighted that TJC brought diverse players together through the core team, and described it as a strength of the initiative. As one stakeholder described, the TJC effort and the core team allowed him to work with partners from the jail and the community for the first time and gave his department an opportunity to play a bigger role in serving the incarcerated population. Over the course of TJC, the core team membership shifted as people transitioned out of the roles they had initially been in. By the end of the project period, the final core team was primarily composed of individuals from the ACSO. During the TJC period, the core team established several subcommittees, including In-Custody Services, Discharge Planning, Data/Evaluation, and Quality Assurance. As of the end of the initiative, only the In-Custody Services committee was still active and meeting on a quarterly basis; however, the Ada County team shared that the Quality Assurance committee planned to begin meeting again.

At the beginning of the TJC initiative, Ada County emphasized securing buy-in among the security staff as a priority. As part of its outreach and education efforts, the Ada County team conducted several TJC training sessions with the judges and secured a Direct Supervision grant from NIC. The in-custody subcommittee also aimed to get security staff more involved in the reentry unit after it began; these efforts were met with positive reception from the officers. Specially-trained security staff are now assigned to the reentry unit to help reinforce the concepts that inmates learn through their classes, demonstrating increased collaboration among programs and security staff within the jail. During stakeholder interviews and site visits with the TJC team, the Ada County core team described how security staff had become very involved with the unit and that

some deputies were requesting to be part of it. As one stakeholder involved in programming explained, “we need security, and security needs us...TJC has given us a platform so we can speak about evidence-based practice, why this is the right thing to do, [and why we should] be expending resources.”

Ada County made significant progress in boosting collaboration with key partners, both within and outside the justice system. One of Ada County’s major achievements in increasing collaboration within the justice system was improving coordination between the ACSO and the judiciary. At the start of the initiative, stakeholders described judges as very resistant to using assessments to drive program placement. As one stakeholder described, “*The biggest challenge is getting judges on board to do things differently. In Idaho, judges have a lot of autonomy. They like to make decisions about inmates. We’re fine with that, but we want them to have information to make good decisions...*” The Ada County core team conducted repeated outreach efforts with key judges to help build their support for using assessments to drive program placement. During the TJC initiative, the misdemeanor courts asked the ACSO to begin conducting presentence investigations and reports for individuals as part of a pilot project, which provided an opportunity for increased collaboration between judges and the ACSO. In a meeting with magistrate judges in the last months of the initiative, the core team shared that the judges were very supportive of Ada County’s efforts and impressed by their accomplishments. Despite these gains, the Ada County team consistently highlighted lack of support from judges as an ongoing challenge to their TJC efforts. Additionally, there is no active judicial involvement in the Criminal Justice Coordinating Council. When stakeholders were asked during the Wave 2 survey whether the number of individuals represented on the CJCC had increased, decreased, or stayed the same, the majority (46 percent) responded they did not know and 36 percent responded representation had stayed the same.

In addition to working intensively with judges, the Ada County core team coordinated with key state agencies, such as the Department of Correction and the Parole Board. Several representatives from these agencies participated in the *Thinking for a Change* (T4C) training, conducted in June 2015. Ada County also improved its connections with community providers throughout the initiative. Before TJC started, providers were allowed to come into the jail, but access was difficult and staff time intensive, which was a significant barrier to their ability to build rapport with clients and work with the ACSO prior to clients’ release. One of the first changes that Ada County made through TJC was to create a new policy to allow providers into the jail, thereby providing them with an opportunity to have face-to-face interaction with clients within the facility. However, under this policy, providers must go through a background check and a three-stage approval process, after which they may still only travel within the facility while escorted by security staff. Ada County was in the process of creating a tier of frequent providers who can enter the facility without having to go through the background check and travel unescorted.

Over the TJC period, Ada County established partnerships with key community providers to deliver services in the jail, such as Alcoholics Anonymous (AA), Celebrate Recovery, and the Women's and Children's Alliance. As a key community stakeholder described a year into the initiative, TJC increased the ACSO's awareness of the services available in the community: *"[TJC] definitely has helped them [the ACSO] have to analyze who is out there, what...they provide. Before this project, I saw the pamphlets and information they would hand out to people - it was very old... Now, they are doing some research on who has the most experience."* One stakeholder described how this increased reliance on community providers has really helped the jail better use their resources, noting that *"our community provider relationship...has helped us focus our resources on clients and inmates in our facility and pass them off when they are no longer in the facility....we used to try to do the community stuff too and follow up and it was spreading resources too thin."* Ada County made an "Intervention Inventory" listing intervention programs. During the national team's second site visit, the team worked with Ada County to review the Intervention Inventory and match interventions to the LSI-R. Also, during the last site visit, the national team reviewed programs that could address gaps in gender-specific programming. While the jail has strong collaboration with providers, especially core providers, these community partners are still not involved at the level of reentry planning and policy, particularly since there is currently no community representation on the core team. This is partially reflected through the results of the stakeholder survey – during Wave 1, community partners comprised approximately 32 percent of the sample and in Wave 2, community partners comprised only 13 percent of the sample (N=3).

Targeted Intervention Strategies

Targeted intervention strategies are 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. Interventions at these key points can improve reintegration and reduce reoffending, thereby increasing public safety. Screening and assessment, transition planning, and program interventions are key elements of this strategy. This chapter discusses the system changes Ada County undertook to update and expand the services offered in the jail and community to create a unified system of targeted interventions.

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).

Prior to TJC, the ACSO had already had the Proxy risk screener in place at classification along with medical and mental health screening tools. A few months after the initiative started, Ada County implemented the Level of Service Inventory – Revised (LSI-R), which was an important step in Ada County’s jail transition strategy. Several stakeholders noted that the ACSO had been in the process of acquiring the assessment tool for years before TJC finally provided the necessary push. Chris Saunders, TJC Coordinator, described the process of LSI-R acquisition in his first stakeholder interview:

“Without a doubt, the number one [TJC] milestone is implementation of the LSI. That had been talked about since I began working for the Sheriff’s Office, and we’ve actually made that happen. One of the biggest frustrations we had as a core team is that we had the screening in place with the Proxy – we’ve had that several years now – and we had the programming and case management. What we were missing was that middle step – the assessment. We essentially leapfrogged it. We were missing that gateway of how to get people in and where they should be going.”

As part of Ada County’s LSI-R implementation process, the Ada County team conducted inter-rater reliability sessions, during which the team of raters was given an example scenario and an opportunity to conduct practice LSI-Rs. Scores were then compared across raters to ensure consistency. Through this process, the Ada County team found that differences among scores were due to variation in interviewers’ interviewing skills rather than knowledge gaps about the assessment tool. As a result, they shifted their focus from providing training on the specifics of the LSI-R to improving raters’ interviewing skills. The Ada County team continued to conduct LSI-R observations and observed improvements in case managers’ interviewing skills

over time. A few months after the LSI-R was implemented, the Ada County team conducted a LSI-R training for case managers as well as community partners. Following this, they reviewed the LSI-R scores and determined there was a need for additional training. They then video-taped the LSI-R scoring and involved the national team during a site visit to provide support. The results from this process were that the LSI-R scores were more accurate.

Using assessment information to guide program placement was another important accomplishment for Ada County. As one stakeholder described, *“In the past, the process of giving services has been based on who’s asked for services or who we could identify based on who we had contact with. It was also based on judges making decisions of what programs to order and on offenders’ own... interest of getting out of jail rather than based on the needs of the offender.”* Over the course of the initiative, Ada County made significant progress in using risk and need information to inform service provision and reducing the judges’ role in determining program placement. During the second year of TJC, the ACSO created a new policy of excluding low-risk individuals from in-jail treatment programs, regardless of whether they were court-ordered to participate in treatment. This policy was intended to help Ada County further ensure that objective risk and need information was driving the use of resources and treatment. Unfortunately, this decision was met with resistance from the judiciary. Before TJC, programming eligibility was also impacted by individuals’ jail classification levels. Shortly after the initiative began, Ada County instituted a new policy that would allow higher-risk individuals with a jail classification score of ‘3’ to be considered for programming on a case-by-case basis. This policy change allowed for a larger portion of the population with a high risk to recidivate to be eligible for programming.

Ada County defined their TJC target population to include all individuals sentenced to the Ada County jail with a medium- or high-risk to recidivate. This population includes misdemeanants, juveniles who have turned 18, and court-ordered individuals on felony charges, and may expand to include all sentenced felons. The Ada County team wanted to ensure that everyone passing through the jail would receive some degree of services; therefore, they created a triage system, in which Proxy risk level and length of stay determine the level of intervention that individuals receive. Proxy risk level is broken into three categories: low (scores of 2-4), medium (scores of 5-6), and high (scores of 7-8). Length of stay is broken into four categories: brief (72 hours or less), short (3-34 days), medium (35-60 days), and long (over 60 days). The LSI-R is conducted on all medium- and high-risk individuals who are in jail for at least three days. Those who score medium or high on the Proxy and are in jail for at least 35 days receive the full suite of TJC services, which includes: LSI-R assessment, a tailored case plan, referrals to specific providers for assessment and programming, jail courses as appropriate (including workforce training, Friday presentations, and community resources), and jail programs (including SAP and MRT). For these individuals, case managers also schedule appointments and

coordinate with Probation Officers. Early on in the TJC initiative, Ada County also began the process of creating a “TJC scholarship” which waives the fees of core programming for inmates who cannot afford to pay. Stakeholders were asked to rate how well services matched needs in the jail during both survey waves. Improvements in Ada County’s ability to match needs with services are reflected in the results of the survey. During Wave 1, both criminal justice and community respondents ranked matching in-jail client needs with services at a 2.69 out of 4 overall. During Wave 2, these groups ranked appropriate matching of inmate needs to services the second highest overall (after quality)²² at a 3.32. Clearly, stakeholders are aware of the improvements made in Ada County’s process to better match inmate needs with available services.

A major turning point in Ada County’s TJC implementation process was the launch of the jail’s first dedicated reentry dorm for male inmates. This 56-person unit first opened in April 2013, a few months into the initiative, and was initially intended to house people who were already in programs or working with case managers before being used exclusively for TJC clients. The dorm was loosely based on the Therapeutic Community (TC) model found in the Idaho prison system, with a focus on programming and life skills. The programming schedule in the dorm is intended to take 35 days to complete. Security staff members were involved with planning for the unit from its early stages and were supportive of its development; some staff members even specifically requested to work in the dorm once it opened. The reentry dorm includes an orientation to introduce new clients to the expectations for the dorm, Moral Reconation Therapy (MRT) and A New Direction as core programs, and several ancillary programs, including GED classes, life skills, budgeting and finance, and workforce readiness. The life skills classes were developed during the TJC implementation period and are compulsory for everyone in the dorm. The workforce readiness classes were also developed during TJC; they focus on developing soft skills to help individuals successfully craft resumes and attend job interviews. In June 2015, the Ada County team received training from NIC to facilitate *Thinking for a Change* (T4C) but decided to remain with their existing *Moral Reconation Therapy* (MRT) curriculum due to the overwhelming success they’ve experienced with the program and the familiarity the judges have with the program. Overall, the reentry dorm has been highly successful and received positive feedback from both TJC clients and staff.

Throughout the initiative, members of the Ada County team highlighted providing services for women as a priority within the jail. By the end of the TJC period, the Ada County team made substantial progress in addressing this gap by implementing new curricula for women and ultimately opening a women’s dorm in February of 2015. In the second year of TJC, Ada County began a trauma-informed financial services class for women, which covers topics such as Temporary Assistance for Needy Families (TANF), food stamps, and savings accounts. The class is run through a community-based provider called the Women’s and Children’s Alliance. The first class of eight women graduated in the fall of 2014; the core team described the class as a

success, noting that it was very popular among participants and that the program staff had no trouble filling a second class. The core team went through a lengthy process of deliberation before deciding on core curricula for the women's dorm. After considering Covington's *Helping Women Recover* curriculum, the Ada County team decided that it would not be the best option because of the intensity of its trauma focus in addition to the short-term nature of the program model. They felt that the time frame in which the women would receive the treatment would be too short to fully delve into the issues that might arise through the course. Instead, they decided to offer *A New Direction* with elements of Dialectic Behavior Therapy (DBT).

Despite having the pieces in place to open the women's dorm, the process was put on hold due to the high population of female inmates and capacity limitations within the jail. After monitoring the population for months, the Ada County team made a proposal to the jail management team for how to shift inmates within the jail to allow for the dorm to open. This proposal was successful, and the dorm officially opened in February of 2015. According to the core team, the women's dorm presented a very different set of circumstances and challenges than the men's dorm. Despite these challenges, the team reported that the opening of the dorm was successful, with women from other dorms requesting to transfer into it. Through the process of launching the dorm, the Ada County team found that dividing substance abuse (SAP) classes into gender-specific groups was well received by clients. The Ada County team also reworked the *A New Directions* curriculum for women to incorporate skill-building and mindfulness components. The Ada County team continues to explore options to provide more gender-specific programming.

As part of Ada County's TJC implementation process, the Ada County team created a transition plan to capture clients' need areas as they transition back into the community. The transition plan was designed to be shared with Probation as well as with key service providers. When Ada County first created the plan, they found that their initial version contained too much information to be useful or realistic. As a result, they trimmed the document down to include only assessment scores and information about program participation. As part of the process of developing the transition plan, the program staff created ten sample transition plans for clients and then shared them with Probation to make tweaks as necessary. During a site visit with the NIC/Urban national technical assistance team in July 2014, the Ada County team spent half a day going through sample case studies to discuss how to best tackle clients' needs. Ada County also began a regular case conferencing process during the initiative. However, this process, along with the regular sharing of transition plans, dropped off towards the end. During the final site visit, the Ada County team expressed interest in restarting the case conferencing process. The NIC/Urban national technical assistance team provided recommendations around revising the case conferencing form to make it more user-friendly and to have regularly scheduled case conference meetings with members of Probation and the Jail Program team.

Over the technical assistance period, Ada County made use of multiple external training opportunities for staff. A few months after the initiative started, the Ada County team enrolled in the SOARING2 training, which was provided by the Crime and Justice Institute (CJI) and the George Mason University (GMU) Center for Advancing Excellence! (ACE!). The SOARING2 program trained correctional officers around the country on case management and other evidence-based practices and includes both online and in-person components. In addition, the Ada County team also sent a representative from the ACSO and Misdemeanor Probation to attend a SOARING2 train-the-trainer event in Washington, D.C. The ACSO, in collaboration with the Idaho Supreme Court, was awarded the Substance Abuse and Mental Health Services Administration (SAMHSA)'s train-the-trainer program on trauma-informed practices. This event, hosted in April of 2014, brought together a variety of partners from around the state. Jail detention staff from the ACSO attended NIC's Direct Supervision Training in Aurora, Colorado. Finally, staff from the ACSO and the Idaho Department of Labor attended NIC's employment Specialist Series, which included the Offender Employment Specialist (OES), Offender Workforce Development Specialist (OWDS), and Offender Employment Retention Specialist (OERS) trainings.

The Ada County team did not focus on the pretrial population during the course of TJC implementation due to capacity limitations of the case management staff. The Ada County team had a pretrial services program in place that preceded the initiative. During the TJC period, the ACSO started conducting the Idaho Pretrial Risk Assessment Instrument (IPRAI) on certain groups of inmates, including those with Driving Under the Influence charges. Ada County also acquired the Arnold Foundation's Public Safety Assessment tool, although it has not been implemented as of the end of the technical assistance period. While common diversion practices and alternatives to incarceration were considered as part of Ada County's pretrial program, little was done to include individuals assessed as high-risk to reoffend (not eligible for diversion/alternatives) in intensive TJC programming. There was a plan to request TA from the Pre-trial Justice Institute but it had not happened as of the end of the project.

Self-Evaluation and Sustainability

Self-evaluation uses objective data to guide operations, monitor progress, and inform decisionmaking about changes or improvements that may need to be made to the initiative. Sustainability is the use of strategies and mechanisms to ensure that the gains or progress of the initiative continue regardless of changes in leadership, policy, funding, or staffing. Self-evaluation and sustainability are interlinked and reinforce one another. This chapter describes Ada County's use of data to inform, monitor, and refine its jail reentry processes and guide decisionmaking. We also explore the steps taken to ensure the sustainability of its jail transition work. Remaining priorities for implementation are also discussed.

The ACSO had a strong capacity for data analysis that predated TJC. During the initiative, Ada County regularly compiled measures about the characteristics of the jail population through the Core Performance Measures (CPM); however, these measures were not used, to their fullest potential, by the team to inform practice and identify areas for further analysis. Dr. Amy Aaron, Planning and Research Manager for ACSO, described how the CPM were mostly helpful in highlighting gaps and inconsistencies in data entry. She noted, *"the CPM have not been useful for...day-to-day decision making. They're meant to measure outcomes in the longer term, the big picture, though... [they]... did help us see some data issues. I can't tell you how many times we pull numbers and see that something doesn't look right, so we go to the programs people. So it has helped us clean up our processes and procedures."* Ada County also generated reports on recidivism trends over a three year period and broke these trends out by Proxy score. This capability will allow them to continue to track the success of their clients going forward. Given ACSO's strong capacity for data analysis, the national team recommended several times throughout the project period that they better track client outcomes after release. While Ada County's research team noted some ways they may be able to do this, they seemed to lack traction and interest in moving this component forward.

A remaining gap in Ada County's data collection capabilities is tracking postrelease outcomes for TJC clients. Amy Aaron noted that collecting information on employment outcomes for TJC clients was a priority for Ada County. She shared: *"We're not sure how to measure this yet...we would like to see that folks in TJC services are gainfully employed, in programs, [and] that their lives have improved. Re-establishing contact to interview or survey TJC graduates once they are released from custody can be difficult. We would like to work with community providers to get that information but it will be challenging."*

During both survey waves stakeholders in Ada County rated collaboration within the county highly overall, while noting resource and time limitations, incompatible data systems, and technological limitations as important barriers to collaboration. Resource and time limitations were the greatest barriers cited during

both survey waves. The Ada County team made progress on improving information sharing between the jail and community providers over the course of the initiative; for example, the core team developed a Release of Information (ROI) form to facilitate the sharing of administrative data across partner agencies and also shared an annual report with the community, which was met with a positive response. Ada County is transitioning to a new jail management system, set to be implemented by June 2016, which includes an improved case management module.

Through stakeholder interviews, the Ada County team was asked to identify potential threats to the sustainability of the TJC initiative. Several stakeholders highlighted lack of buy-in from partners – particularly the judiciary - and a risk-averse political climate as ongoing areas of concern. Some members of the core team pointed out that attrition and turnover within the judiciary may eventually create the conditions necessary for judicial buy-in, as many of the current judges in Ada County had been in their position for several years and were used to their own methods of assigning inmates to services. One stakeholder cautioned against pushing too hard for reentry efforts without the court’s support, noting that such an approach could result in the Ada County team losing the judges’ trust as well as some of the gains they had already achieved. Other members of the core team noted the need to market reentry to the community and courts in order to build support among external partners. One stakeholder also described the need for education within the ACSO. He noted, *“We have to completely buy the product from the top down. There’s still a gap in there with some of the Captains or Lieutenants.”* He also expressed concern that TJC would be difficult to sustain in the long term if key members of the core team left their positions, underscoring the need to build a more widespread understanding of the initiative. Finally, a few stakeholders highlighted future funding shortages for in-jail programming as well as community providers as potential challenges for TJC’s sustainability in Ada County.

As of the end of the TJC initiative, the Ada County team was taking stock of their progress to date and creating a plan for moving forward. In the last month of TJC, the Ada County team engaged in a comprehensive audit process with CPC, which was intended to provide a snapshot of where the ACSO stood at the end of the TJC period. The team identified remaining implementation priorities related to core TJC processes, including: restarting the case conferencing process in a way that is useful for the ACSO, Probation, and community providers; and creating a programs and housing dorm specific to veterans, who compose up to 10 percent of Ada County’s jail population. In order to sustain the gains of TJC in Ada County, the TJC team also suggested that the Ada County team identify a leader and leadership body to continue reentry work following the technical assistance period, formalize core TJC practices in writing, and continue to identify new resources to further reentry work in Ada County.

Conclusion

Prior to its formal involvement in the TJC demonstration project, Ada County utilized NIC technical assistance to advance its jail transition practice. While this was of great benefit to begin formal TJC implementation, it is clear that TJC technical assistance, offered throughout TJC Phase 2 implementation, resulted in the many improvements to the overall practice of jail transition throughout Ada County. Ada County made some advancement with respect to screening and assessment and programming and needs to continue with these advancements. Some major barriers remain, including working to get the judges on board with targeting individuals assessed at high-risk to reoffend. As with any jurisdiction committed to advanced, systemwide jail transition practice, Ada County must continue to advance using the evidence that it collects regularly to inform future decision making.

Notes

1. Information obtained from Ada County TJC proposal to NIC.
2. Quality of services was ranked highest among the rating of available services to inmates in the jail at 3.48 during Wave 2 and 3.41 during Wave 1.

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