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# Transition from Jail to Community

Findings From a National Implementation

## National Institute of Corrections

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# **Transition from Jail to Community**

Findings From a National Implementation

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## EXECUTIVE SUMMARY

The National Institute of Corrections (NIC) began the Transition from Jail to the Community (TJC) Initiative in 2007. The TJC model is designed to help jurisdictions with the content of a reentry initiative (i.e., what to do) as well as provide them with the components necessary to ensure success in implementation and over the long term (i.e., how to do it). The TJC model is intended to be flexible and responsive to the unique circumstances of the implementing jurisdiction—taking into account its needs, resources, and other local perspectives.

TJC model development took place over two phases. During the first phase, the model was tested at six sites. Using lessons learned at those sites, developers made refinements to the model, including a focus on pretrial populations and collaboration. They pilot tested the refinements in a second phase with eight sites. Once the model was sufficiently complete and the outcomes demonstrated at the sites were positive, NIC and the model developers sought to improve the process for providing technical assistance. Two tools were developed to assist the technical assistance provider with assessing a site, making recommendations, and measuring progress. These two tools, known as the Readiness Protocol Tool and the Implementation Evaluation Tool, were pilot tested at four sites before being rolled out in the latest round of technical assistance.

In August 2018, NIC announced a new opportunity for jails to receive training and technical assistance (TTA) in the TJC model from a new provider, the Crime and Justice Institute. Interested sites were asked to submit a letter of interest to NIC to be considered for selection. NIC and the TTA team selected eight sites representing a diverse group with respect to geography, size, and jurisdictional characteristics. Working with a group of experienced TTA providers, including individuals who guided TJC implementation in earlier phases, the project team began providing TTA to sites in October 2018.

All sites completed the Readiness Protocol Tool and participated in calls with the TTA team to provide information about their experience with the TJC model and progress in implementation. Using this

information, the TTA team drafted a memo for each site summarizing the findings of the Readiness Protocol Tool, describing the site's experience with implementing aspects of TJC, and providing recommendations to move forward with TJC implementation. Over the next year, the TTA team engaged with the sites to provide offsite and onsite technical assistance. Onsite activities were prioritized for sites that demonstrated significant progress or commitment to implementing the TJC model. Six of the eight sites received a visit from members of the TTA team.

Overall, most sites made progress in their implementation of the TJC model. One site was unable to make progress and was removed from receiving TJC TTA, largely due to a lack of support within the jurisdiction for changes to reentry practice. Among the remaining sites, their degree of progress during the project period varied, largely based on external oversight and their own internal motivation.

Another significant factor was the commitment to organizational change at all levels. Commitment to organizational change among not just the jail, but also the community, elected and appointed leaders, and other stakeholders influences the ability of a site to implement the TJC model. Within a jail, commitment is needed from leadership down to line staff. Not all correctional staff will be on board with changes, but a sufficient group of them must be to make change. For example, change efforts can be stifled if booking officers do not input information for risk screening or if the administration makes policy changes without explaining the reasoning behind them.

Some sites were able to implement vital elements, including risk screeners and case management policies, while others were slower to make progress—focusing on assembling a local Steering Committee to guide TJC activities. This is to be expected—it is unrealistic to complete significant system change efforts like those required in TJC in only a year (or in some cases less). The TJC model is a flexible one, meeting local jurisdictions where they are and permitting them to progress at their own comfortable pace. The training and technical assistance provided through NIC is intended to support and, in some cases, push that process, but still, change is difficult. With the exception of the one site that could not reach agreement on how to proceed, all sites intend to continue with TJC implementation in the future.





## BACKGROUND

Approximately 745,200 people were confined to local county and city jails on an average day in 2017, in approximately 2,851 jails nationwide (Zheng, 2018). While the average daily population of people incarcerated in state and federal prisons is significantly greater than the population in jails, many more people are admitted to jails than prisons in any given year. In 2017, there were 10.6 million admissions to jails compared to just 606,600 prison admissions—or more than 17 times as many admissions (Zheng, 2018; Bronson and Carson, 2019). In terms of the potential effect and reach, many more people experience a term of incarceration in jail than prison. Because jails are located in virtually every county and city in the United States, providing effective reentry services in jails can have a dramatic effect on public safety and the health of local communities across the country.

People returning from a period of jail incarceration to the community face numerous barriers to reintegrating successfully and remaining crime free. Recognizing that the process of returning to the community could be improved, criminal justice practitioners, policymakers, and researchers have turned their attention to the process of transition—the time before, during, and after someone is released from confinement and returns to the community. Beginning with the development of the Transition from Prison to the Community Initiative in 2001 and subsequent Transition from Jail to the Community model in 2007, the National Institute of Corrections (NIC) has been a leader in developing models and tools to guide corrections practitioners and criminal justice stakeholders in implementing and developing effective reentry programs.

Still, practitioners and experts often overlook jail reentry and focus instead on reentry from prison. Prisons house individuals with longer sentences and have larger populations because of the number of people making a transition after a long period of incarceration. A period of incarceration in a jail is a destabilizing force in a person's life even though it is of a shorter duration than a prison stay, and this period of

incarceration represents an opportunity to intervene through an improved transition process. In fact, improved jail reentry may present an opportunity to improve outcomes and reduce recidivism and criminality before it escalates, avoiding future crime and longer periods of incarceration.

Several characteristics of jail incarceration pose challenges for providing effective reentry services. People confined in a jail have high rates of mental illness, substance use and dependence, and physical health problems, as well as higher rates of co-occurring disorders (Karberg and James, 2005; James and Glaze, 2006; Maruschak, 2006). A recent survey conducted in 233 state and federal prisons and 358 jails nationwide found that people in jails were more likely to meet the threshold for serious psychological distress than people in prison (14%) in the past 30 days (Bronson and Berzofsky, 2017). A study of the jail population in two states found that 16.7% of the population (14.5% of males and 31% of females) had symptoms of a serious mental illness in the month prior to being surveyed (Steadman, Osher, Robbins, Case, Samuels, 2009). Those in jails also have lower levels of educational attainment and higher incidences of homelessness (Wolf Harlow 2003; Greenberg and Rosenheck 2008).

Many of these factors may contribute to people cycling in and out of jails and consuming other community resources, including emergency room visits, visits to urgent care facilities, homeless shelter stays, and food pantry usage. Data on jail recidivism is generally lacking with no national level statistics. Santa Cruz (CA) found that over 60% of those booked into the jail in a three-year period had at least one prior booking and more than 27% had more than five bookings (Savage and Bechtel, 2012). Broward County Jail in Florida found that 20% of its jail population released in 2009–2010 reoffended within six months and up to 30% reoffended after one year (Blomberg et al., 2010). Relatively short periods of incarceration coupled with a population of people detained and awaiting trial, for whom there is no definitive release date, present additional challenges when planning and implementing interventions and programs that can improve outcomes.

The diversity and variety in jails across the country poses another challenge. The experiences of urban and rural jails are very different. Rural jails have higher rates of pretrial incarceration and have fewer resources than urban jails (Kang-Brown and Subramanian, 2017). A study of jail reentry in Pennsylvania found differences between the obstacles to success identified by rural and urban supervision officers and those they supervise (Ward, 2017), suggesting that a different approach may be required when addressing rural reentry needs. Programming options may vary across jails as well with large jail systems much more likely to provide programming than smaller jails (Stephan, 1999; Solomon, Osborne, LoBuglio, Mellow, & Mukamal, 2008).

## The TJC Model

Recognizing the need for a reentry model built with the unique circumstances of jails in mind, NIC launched the TJC initiative in 2007. Beginning with model development and subsequently piloting the model at six sites in Phase I and again with eight sites in Phase II (six Phase II sites plus two AB109<sup>1</sup> sites), NIC sought to create a model based on system change and evidence-based practices that was refined through real world experience. The TJC model addresses the content of a reentry initiative and provides the components necessary to ensure success in implementation and over the long term. Rather than adopting a cookie-cutter approach and attempting a specific and narrow vision for all types of jails, the model is designed to be responsive to the unique circumstances of the implementing jurisdiction, taking into account its needs, resources, and other local perspectives.

The TJC model has not remained stagnant since its development. For example, following the experiences of Phase I sites, in which pretrial populations were inconsistently addressed, the pretrial practices component of the model was enhanced. Given the prevalence of people awaiting trial in many jails (often above 50% in many jails, based on the project team's experience) and research indicating the negative effect that relatively short pretrial stays have on them (Lowenkamp, VanNostrand, and Holsinger, 2013), the increased emphasis on pretrial reform is a necessary component to improving outcomes for those returning to the community.

Findings from the Phase I and Phase II implementation evaluations indicate that the TJC model has the potential to initiate systems level change that improves outcomes (Janetta, Buck Willison, Kurs, 2016; Buck Willison, Janetta, Dodd, Neusteter, Warwick, Greer, and Matthews, 2012). Still, results revealed that some sites achieved greater progress than others in implementing more of the model. While the context of each implementation is different, evaluators found that common themes emerged with respect to the challenges that sites faced. First, the TJC team found that improving intra-agency collaboration was critical because the model requires significant collaboration across organizations with different missions (Janetta, Buck Willison, Kurs, 2016). Some sites struggled to maintain consensus between the jail and service providers, while others struggled to create buy-in around key elements of evidence-based practices.

The TJC model emphasizes the adoption of the Risk-Need-Responsivity framework first proposed by Andrews and Bonta (2003). TJC sites in both phases consistently demonstrated progress in implementing the risk principle component of the model, concentrating programming and resources on people identified by a validated risk screener or risk assessment instrument as having a medium or high risk to reoffend.

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<sup>1</sup> The Los Angeles County Probation Department states that California's assembly bill (AB) 109 "allows for non-violent, non-serious, non-sex offenders, who after they are released from California state prison, to be supervised at the county level." For more information, visit <https://probation.lacounty.gov/ab-109/>.

However, TJC sites in both phases struggled with implementing the need principle, which targets interventions based on criminogenic needs as identified in a risk/need assessment (Janetta, Buck Willison, Kurs, 2016; Buck Willison, Janetta, Dodd, Neusteter, Warwick, Greer, and Matthews, 2012).

Following the work in developing and refining the TJC model in Phases I and II, attention shifted to improving the TTA process, with a focus on reducing the time required to assess a site and make technical assistance (TA) recommendations for furthering implementation of the TJC model. Working with the Urban Institute, NIC developed two tools to address the challenge of assessing a site's (1) baseline status with respect to best practices and TJC model implementation and (2) implementation of the model throughout the technical assistance period. The first tool developed was the TJC Readiness Protocol Tool, which is a survey instrument for reentry stakeholders within the target community to complete collaboratively. The second tool is the Implementation Evaluation Tool, which a group of stakeholders within each site completes after a period of engagement with the technical assistance provider. The Urban Institute created and tested the tools with four sites in 2017.

For the next stage in TJC technical assistance, NIC funded a technical assistance provider to work with a minimum of eight jurisdictions for one year. The Crime and Justice Institute assumed leadership of TJC TTA activities in October 2017 following a competitive process. After assembling a technical assistance team composed of long-time TJC consultants, experienced TA providers, and individuals who guided TJC implementation in earlier phases, the project team moved forward with selecting sites to receive TJC TA.



## **SITE SELECTION PROCESS**

As a federal agency, NIC has a legislative mandate (Public Law 93-41 5) to provide specialized services to corrections departments and agencies from a national perspective. As a result, NIC accepts requests from local, state, and federal corrections agencies—community corrections, jails, and prisons—for technical assistance in a wide variety of areas. NIC accepts technical assistance requests regardless of whether there is a specific program or opportunity to fill them.

As the TJC initiative has matured, lessons learned from the development and implementation of the TJC model have spread within the jail community. Several jurisdictions have proactively requested technical assistance in implementing the TJC model. Prior to the most recent round of training and technical assistance (TTA) funding, two sites requested TJC TTA—Charlottesville, Virginia, and Brazos County, Texas. To identify additional sites for technical assistance and to notify the field about the opportunity to receive TTA, NIC posted a notice on its website and circulated information about the new opportunity to various networks. Parties interested in receiving technical assistance submitted letters of interest with basic information about their jail and jurisdiction.

NIC received 10 inquiries or letters. The TTA provider and NIC reviewed all letters and selected six sites based on specific criteria, including level of interest in implementation, geography, proven track record of collaboration and implementation, and other factors. Sites received notification of their inclusion in this round of TJC site selections in October 2018. Following their notification, each site participated in an orientation call to introduce the NIC project manager and TA providers and to review information about the technical assistance process. During the orientation, the project team explained the purpose of the readiness protocol and requested that the site convene its partners to complete the protocol collaboratively before submitting it to the TA site coordinator and team members. Orientation calls with all sites took place between October and December 2018.





## TECHNICAL ASSISTANCE

TJC technical assistance (TA) begins with an orientation call to the site. Participants include the NIC project lead, TJC TA lead, TJC site consultant, local site lead, and the local stakeholder group that wishes to participate. The TJC Project TTA team lead and the correctional program specialist from NIC assigned to the project introduce the TJC team and welcome the site to receiving technical assistance. The TTA team also makes a brief presentation on the TJC model and the online toolkit. Next, the group presents the Readiness Protocol Tool and reviews its purpose and the suggested process for completing it. At the end of the introductory call, the site is tasked with forming a collaborative group to complete the protocol and submit it to the TTA team after completion. In the current round of sites, the time taken to complete the protocol varied from a minimum of two months to a maximum of six months.

After the site has completed the readiness protocol, the technical assistance team reviews the responses and discusses the findings internally. The TTA team assembles a list of follow-up questions for the site and schedules a call to review the responses and gather additional information. After compiling and reviewing all information, the TTA team drafts a technical assistance memo, which outlines the findings of the readiness protocol and identifies specific recommendations that the site can take in each of the 3 domains of the tool to advance implementation of the TJC model in its jurisdiction. Recommendations reference specific items in the readiness protocol whenever possible and set goals for moving the site along the stages of implementation through specific benchmarks. Finally, the memo concludes with a summary of ranked short-term and long-term recommendations for the site. A copy of the memo is provided to the site and the TTA team schedules a call with the stakeholder group that completed the tool to review the tool with a focus on providing background to the recommendations. During the call, the TTA team highlights work that needs to be done before an onsite visit from the TTA team can be scheduled.

Most sites selected in this round of TJC TTA received visits from the technical assistance team, although a few sites did not make sufficient progress in implementation or demonstrate strong enough commitment to developing processes and structures in support of TJC to warrant a TA visit. While the content of the

technical assistance visit varies depending upon the needs and focus of the site, the visit typically involves a tour of the jail facility or facilities, meetings with the implementation group and steering committee, a data and performance measures meeting with data staff, a program review meeting with programs and case management staff, a meeting with the reentry client population, and a task planning meeting with the site lead and implementation group. At the conclusion of the site visit, the TTA team as well as the TJC consultant team meet with the reentry coordinator and core team to review the findings of the site visit, identify action items, and discuss the work for the site for the next few months. Following the site visit, the project team establishes semi-regular communication with the site, following up on any action items and identifying any emerging TA needs that develop during implementation.



**SITES**

Site	Est. Population	Jail Average Daily Population
Brazos County (TX)	226,758	673
Charlottesville (VA)	48,117	471
Dane County (WI)	536,416	759
Enumclaw (WA)	11,878	22
Hampton (VA)	134,313	327
Seminole County (FL)	462,659	879
Solano County (CA)	445,458	856
Sumter County (FL)	125,165	456



# BRAZOS COUNTY, TEXAS

## Site Summary



Brazos County, Texas, has an estimated population of 226,758 and is approximately 90 miles northwest of Houston. The county is part of the Bryan-College Station Metropolitan Statistical Area and contains the main campus of Texas A&M University. The Brazos County Detention Center, located in Bryan, Texas, is a regional facility with an average daily population of 673 and approximately 9,600 admissions per year. It offers a variety of facility-based programs to address the needs of its incarcerated population. In 2017, the detention center added a reentry specialist position to its staff.

In its request for TJC technical assistance, the Brazos County Office of the Sheriff cited its goals of expanding programming for people in jail aimed at easing their transition from jail to the community, reducing recidivism, and improving public safety. The county also requested help with creating and strengthening community partnerships.

Following approval to receive TJC TTA, key reentry partners, including the Brazos County Office of the Sheriff, Mental Health and Mental Retardation Authority of Brazos Valley, and Brazos County Community Supervision and Corrections Department, completed the TJC Readiness Protocol Tool. The TJC TTA team followed up with a call to discuss the tool and the county's responses. Based on this information, the technical assistance team drafted a memo outlining findings and recommendations for Brazos County in early 2019.

## *TA Recommendations*

Based on CJI's review, the TJC TTA team in collaboration with the NIC project manager identified Brazos County's priorities for supporting a system-wide jail transition model.

### Short-Term TA Priorities:

1. Evaluate current inter-agency collaboration and develop a plan to create a steering committee of criminal justice leaders to oversee and provide input on system improvement efforts.
2. Engage leaders and deliver an orientation of the TJC model to TJC Steering Group members and/or other identified leaders/stakeholders. Facilitate a workshop to develop a shared overarching mission for reentry and jail transition in Brazos County and agree upon a local organizational/system structure to accommodate efficient TJC implementation and sustainability.
3. Create a working group of implementation-oriented staff and supervisors to develop and implement the TJC model.
4. Implement a risk screener to distinguish low-, moderate-, and high-risk populations.
5. Deliver the course "Principles of Effective Intervention" to staff responsible for implementing evidence-based practices and/or who work directly with clients from all participating organizations.

### Long-Term TA Priorities:

1. Using the proposed steering committee and working group, educate stakeholders and staff on the TJC model. Develop a work plan to guide the implementation of the model. Create subcommittees and subgroups as needed to oversee, implement, sustain, or improve specific areas of the TJC model.
2. Share and use data in the steering committee and working group to inform decision making and ensure that implementation occurs with fidelity and quality. Make adjustments as needed.

## *TA Activity*

Prior to planning a site visit, CJI conducted calls with stakeholders in Brazos County to review the site readiness memo and prepare for a site visit. Stakeholders identified potential members of the core

implementation group and steering committee and discussed specific areas for improvement based on the memo recommendations.

CJI conducted the site visit to Brazos County in early May 2019. During the site visit, the TTA project manager met with key stakeholders, their reentry coalition, and community partners. During the meeting closeout, stakeholders prioritized implementing the Proxy Risk Triage Screener, building a steering committee and implementation group, adding evidence-based programs, and improving recidivism data and analysis. In a June 2019 follow-up call, stakeholders reported that the site was moving ahead with recommendations but encountered some challenges that slowed the work. A particular challenge that Brazos encountered was incorporating data fields into the intake and booking system to conduct the proxy risk screening with people newly admitted to the jail. To collect some risk screening data, Brazos surveyed its population using the proxy risk score, giving them a snapshot of their risk levels. Brazos also sought to formalize the steering and implementation groups and planned to schedule a formal meeting once they gathered more demographic and proxy data to share with partners.

By July 2019, Brazos began using the proxy during intake, but experienced some difficulties pulling and analyzing data in preparation for a steering committee meeting. At the same time, leadership, with the help of programs and reentry staff, started reviewing programming to ensure that it was evidence-based and matched the needs of its incarcerated population.

Brazos County, like many counties, is highly reliant on faith-based programming, most of which have few evidence-based components. Leadership is working with their providers and volunteers, including the faith-based community, to introduce more evidence-based curricula. The county does have some experience delivering evidence-based or promising programming in the past, including the Decision Points curriculum, but this has been scaled back due to difficulty in retaining trained facilitators. While this program does not have enough evaluative research to call itself evidence-based, it has a basis in Thinking for a Change (T4C), which is evidence-based.

### *Sustainability*

Brazos County is committed to implementing the TJC model despite the challenges it has faced in implementation. Having relatively few staff actively working on reentry and programs within the jail implementation appeared to be a major challenge. The site is committed to implementation, but staff are stretched thin with other responsibilities. Delays in programming data systems and analyzing data has slowed the site's plans to convene and schedule regular meetings with its steering group. Gaining a commitment from stakeholders and scheduling regular meetings also appeared to be a challenge. This site

continues to work with information technology to implement the proxy and gather data on recidivism to share with stakeholders.

Moving forward, Brazos County plans to continue reviewing its programs and work toward increasing its understanding of its target population through increased access to data, including the proxy. Brazos is also working with a private vendor to merge its reentry assessment, case management, and classification software.

# CHARLOTTESVILLE, VIRGINIA

## Site Summary



Charlottesville, with an estimated population of 48,117, is approximately 115 miles southwest of Washington, DC, and 70 miles northwest of Richmond, Virginia. Charlottesville is the principal city in the Charlottesville Metropolitan Statistical Area, which includes the counties of Albemarle, Buckingham, Fluvanna, Greene, and Nelson. The Albemarle-Charlottesville Regional Jail (ACRJ) serves people who have been arrested and sentenced from the City of Charlottesville as well as Albemarle and Nelson Counties. The average daily population of the jail was 471 in FY2019.

Charlottesville requested technical assistance in the TJC model prior to the announcement of the new TA opportunity and requests for letters of intent. The primary agency responsible for the TA application was Offender Aid and Restoration (OAR), which provides community-based reentry services to people exiting ACRJ. Charlottesville also has a Community Reentry Council, a group composed of reentry staff, government representatives, and community providers who meet quarterly with the mission of creating “lasting solutions and opportunities for people returning from prisons and jails to thrive in [their] community.” The Community Reentry Council Steering Committee is a group of criminal justice and behavioral health leaders who meet monthly to establish goals, priorities, and action plans to guide the council.

Charlottesville received official notification of the approval of its technical assistance request in April 2018. Shortly thereafter, stakeholders, including Offender Aid and Restoration (OAR), Jefferson Area Community Corrections, the Human Services Department of the City of Charlottesville, Albemarle Department of Social Services, and District 9 Probation, participated in the self-assessment. The process is designed to document the status of the site's current jail reentry efforts and evaluate its progress in the implementation of system-wide, evidence-based jail transition practices as specified under the Transition from Jail to the Community (TJC) Model. Following the readiness protocol, the TTA team made a call with stakeholders to review responses and collect additional information as needed to inform technical assistance recommendations.

Charlottesville has many components of risk and need screening and assessment in place. The jail uses the Virginia Pretrial Risk Assessment Instrument (VPRAI) as an evidence-informed pretrial release screener, a screening version of the Correctional Offender Management Profile for Alternative Sanctions (COMPAS) for risk screening in the jail. To measure medium- and high-risk individuals' risk to reoffend and evaluate criminogenic risk and need, the jail uses the COMPAS. In the community, OAR uses the Offender Screening Tool (OST)/Modified Offender Screening Tool (MOST) with individuals released to the community.

Jail program staff develop transition plans to identify needs and guide services based on the results of the risk assessments in the jail, while program staff in the community develop a different case plan based on the assessment conducted in the community. Case plans are based not only on risk, but also on length of stay. Operational collaboration between the jail and community-based providers occurs regularly. Roles and responsibilities are clearly and formally articulated through memoranda of understanding. Community-based providers are able to enter the jail to deliver pre-release services. The Community Reentry Council regularly reviews data describing the reentry and jail population, though many aspects of data management, evaluation, and quality assurance are in their beginning stages.

### *TA Recommendations*

Based on the information gathered during the self-assessment process, the TTA team identified the following priorities for further enhancing the county's jail transition practices, including suggested TA.

#### Short-Term TA Priorities:

1. Facilitate a training with probation, jail, and community service provider staff on case management best practices and employment readiness.
2. Facilitate one or more workshops with stakeholders at the executive/policy leadership level to assess the current process for selecting curricula and services and then evaluate the consistency

of services and identify gaps. This workshop may take place remotely through WebEx or a conference call following a site visit. As an end goal, develop a plan to improve consistency and address any gaps.

3. Facilitate a workshop with executives/policy leadership and data staff to identify measures for quality assurance, develop processes to ensure program fidelity, and monitor progress through a structured, efficient process. This workshop may take place remotely through WebEx or a conference call following a site visit. Outline a longer-term quality assurance plan to place reentry leaders in a more informed position to make decisions on investing resources.

#### Long-Term TA Priorities:

Develop a plan to facilitate ongoing culture change within the reentry community to:

1. Encourage the use of data to improve program quality and fidelity to proven reentry models.
2. Infuse participating organizations with an appreciation for data.
3. Develop processes for reviewing data in collaborative meetings to foster accountability.
4. Identify service/programmatic gaps.
5. Develop strategies for program improvement.
6. Build sustainability of the TJC process.

#### TA Activity

The TA team conducted a site visit to work with the Community Reentry Council Steering Committee and set expectations regarding TJC participation in October 2018. During the site visit the TA team delivered a TJC orientation to the full reentry council and met with individual stakeholders, including Offender Aid and Restoration, jail reentry staff, probation staff, and community services representatives. Meeting attendees discussed challenges in reentry efforts, learned about the TJC model, and discussed strategies to increase and improve reentry efforts moving forward.

In December 2018, CJI returned to Charlottesville to conduct a one-and-a-half-day Effective Case Management training with the jail and community providers. Case managers from a broad selection of service providers who work with reentry clients participated in the training. Participants learned skills and processes for developing individualized, targeted case plans to help them improve client outcomes and reduce recidivism. The training highlighted research demonstrating that interventions targeting criminogenic needs were most effective at reducing recidivism and provided information on targeting criminogenic needs, incorporating strengths, and identifying short- and long-term objectives for achieving goals towards rehabilitation.

Also during time onsite in December, the TTA team facilitated a system mapping exercise with members of the Community Reentry Council Steering Committee. During the exercise, the group mapped how people move through the system from booking to release and then engaged with services in the community. The group highlighted key decision points, including risk screening and assessment, case planning, and referral. Following this exercise, the TTA team drafted a flowchart that both visually depicted the flow of reentry clients in Charlottesville and illustrated how case plans and assessment data were shared across agencies. The flow chart was subsequently shared with members of the Charlottesville City Council to help increase their understanding of the reentry process and demonstrate how partners work together to improve transition.

Following the training and system mapping exercise, Charlottesville chose to focus on fine-tuning the transition process for their incarcerated population by identifying community services for them based on need, establishing contact with community services representatives prior to release, and increasing communication and collaboration with community services partners. Additionally, Charlottesville expressed interest in repeating a series of focus groups that they had conducted several years ago to identify the issues and challenges facing the reentry population upon release, their stakeholder groups, and community members.

Charlottesville's Reentry Council created three subgroups to focus on specific aspects of TJC implementation: (1) smooth handoff, (2) data, and (3) advocacy. The smooth handoff group works with case managers and service providing agencies to ensure that clients referred to programs and services receive an introduction and that partners share information. As a result, the jail now encourages community programs to come into the facility to meet with people who are within 30 days of release. The data group develops and updates a scorecard using available data that reflects intermediate and long-term outcomes of reentry clients. One outcome that the data group is looking at is whether the increased in-reach is increasing the retention of clients with community services. The advocacy group is working on ensuring that the needs of the client community are heard and recognized outside of the reentry council.

### *Sustainability*

As discussed, Charlottesville had many of the aspects of the TJC model in place prior to their engagement with the TA team. Specifically, they had a leadership structure in place for the Reentry Council Steering Committee, which mirrors the structure recommended by the TJC model.

Following the Effective Case Management training and a long delay, Charlottesville made progress in implementing case management within the jail. Challenges included difficulty in hiring qualified case managers to work with reentry clients and cultural opposition to the shift to a case management strategy.



Some staff did not think it was not an effective practice. However, the jail worked through these challenges, bringing on qualified staff to serve as case managers and providing training and evidence demonstrating the effectiveness of case management strategies with a reentry population.

Charlottesville is also working to develop greater consistency in programming and curricula to create a smoother transition from jail to community agencies. Some of the most significant challenges include ensuring that screening and risk assessment tools inform case planning, creating and using a standard transition plan accessible to all agencies, and providing staff training on evidence-based programming and implementation fidelity for community partners.

# DANE COUNTY, WISCONSIN

## Site Summary



With an estimated population of 536,416, Dane County is the second most populous county in Wisconsin and home of the state capital, Madison. The Dane County Correctional System is composed of three correctional facilities: the Public Safety Building, the City-County Building, and the Ferris Center. The Public Safety Building is a 492-bed medium-security facility that also functions as a booking center where newly arrested individuals await their initial court appearance. The City-County Building is a 365-bed maximum-security facility. The Ferris Center is a 144-bed dormitory-style work release program. In 2017, the average daily population across all facilities was 759. In early 2019, Dane County stakeholders, including the sheriff's office, the county department of corrections, and probation services, participated in the TJC self-assessment process, beginning with the TJC Readiness Protocol. After reviewing the protocol, the TTA team participated in a call with stakeholders to clarify discrepancies found in the protocol and to gather additional information.

Dane County maintains a system-wide executive, policy-level leadership group, the Criminal Justice Council (CJC), composed of, among others, the county executive, the district attorney, the chair of the board of supervisors, the sheriff, the clerk of courts, a judge, and other advisory members. The group holds monthly public meetings to discuss criminal justice policy in the county. In addition to the CJC, a board of supervisors consisting of elected personnel guides discussions regarding funding, but the board does not currently guide day-to-day practices.

Reentry discussions take place during a Jail Reentry Team monthly meeting. In attendance are the sheriff or county department of corrections (CDOC) administrator, sergeants and lieutenants from the sheriff's office, officers from the CDOC, as well as some elected officials and representatives from various organizations, including the Madison Urban Ministries, the Jeffery Crawford Recovery Center, peer support, and BadgerCare supervisors.

Dane County stakeholders have positive collaboration and shared goals as it relates to the population they serve; however, they lack consistent and targeted communication regarding reentry services. Cross-training across agencies and organizations does not occur. However, jail staff, both sworn officers and civilian, are trained in topics such as Crisis Intervention Training, trauma-informed care, and other topics of interest.

At the present time, the jail does not use a risk screener or a full risk-and-needs assessment at intake. Programming decisions are based on professional discretion, guided by each individual's needs, and are not determined using a research-supported tool. Positive relationships with community-based organizations, strengthened through the Jail Reentry Team meetings, help facilitate service delivery. Various staff within the jail work with the reentry coordinator to identify what services a client needs, link the client to the services, and communicate with representatives at the receiving community organization to ensure that treatment established within the jail is continued in the community.

Dane County collects data on their jail population but lacks a strong system for data analysis and information sharing. Collaborating agencies do not regularly review data, nor do they use screening and assessment decisions and transition case plans to guide quality assurance and improve consistency.

### *TA Recommendations*

Based on the information gathered during the self-assessment process, the TA team identified the following priorities for further enhancing the county's jail transition practices, including suggested TA.

#### Short-Term TA Priorities:

1. Secure the agreement of the Criminal Justice Council to function as the TJC policy-level Steering Committee. If needed, use technical assistance providers to make a presentation or host a conference call to deliver information regarding the TJC model, including a discussion regarding an organizational/system structure that has worked to accommodate best TJC implementation and practice at other TJC sites. Facilitate an ongoing agenda item at the Criminal Justice Council meeting that focuses on discussing jail transition topics. This may also be an appropriate time to discuss the mission for reentry and jail transition programs and services in Dane County.

2. Empower the Jail Reentry Team to function as the TJC implementation team or core team. Review Jail Reentry Team representation to ensure that all partners who need to be involved are present. Commit to a regular meeting schedule. Develop a work plan and create subcommittees as needed to support TJC implementation.
3. Research the use and implementation of a brief risk screener to sort individuals and groups based on risk of recidivism. Implement a well-researched, evidence-based risk screener for incarcerated people within the jail to distinguish low-, moderate-, and high-risk populations.
4. Implement a well-researched, evidence-based risk and need assessment for people within the jail of moderate and high risk (as determined by a risk screener) to determine which criminogenic needs to target with them through programming and case planning.
5. Review and catalog programming and services used with the criminal justice involved population. Identify programs that are evidence-based. Identify gaps in services and programs that have no research support. Develop a plan to improve offerings of evidence-based programming and address gaps identified in inventory. Apply for funding and request training and technical assistance as needed to increase capacity to deliver high quality evidence-based programming.
6. Train staff responsible for implementing evidence-based practices and/or working directly with clients from all participating organizations in the principles of effective intervention and risk-and-needs assessment.
7. Establish a formal case plan document that ties risk-and-need assessment to programming and progress goals. Improve links to outside service providers, particularly non-justice serving organizations, by developing a transition plan model and presenting the model to all collaborating agencies.
8. Develop a list of performance measures (processes and outcomes) at all stages of the transition from jail to community and work with partners to develop processes and systems to collect the necessary data. Provide guidance on how to use data to drive processes and how to review data and curricula for quality assurance and fidelity.

Long-Term TA Priorities:

1. Educate stakeholders and staff on the TJC model and the potential long-term benefits that implementation of the model can bring to public safety and the community. A small working group should develop a work plan to guide implementation of the model and implement, sustain, or improve specific areas of the TJC model. Serving as a liaison, this working group should report to the Dane County Community Criminal Justice Board quarterly.

2. Share and use data in the Criminal Justice Council and Jail Reentry Team to inform decision making and ensure that implementation is taking place with fidelity and quality, making adjustments as needed.

### *TA Activity*

Dane County submitted the readiness protocol in the spring of 2019. Following the submission, the TA team hosted a call, providing stakeholders with the opportunity to discuss the readiness protocol and explain their responses. In completing the readiness protocol, Dane County provided conflicting information for some item responses, and this call was an opportunity to clarify any confusion or discrepancies. Following the call, the TA team drafted the technical assistance memo with the recommendations outlined above.

In late September 2019, the TJC TA team made a virtual presentation to Dane County's CJC to orient them on the TJC model and the technical assistance process as well as to secure their agreement to function as the steering committee for TJC implementation in Dane County. During this meeting, the TJC TTA team sought commitment from the CJC to provide executive-level leadership to the TJC implementation group, agreement to review TJC regularly on the standing CJC agenda (e.g., quarterly), and dedication to functioning as champions for jail reentry improvement efforts within the county. The TTA team also held a call with the Dane County Jail Reentry Team to discuss transitioning their group into the TJC implementation group, formalizing their meetings, and developing work plans and subcommittees.

### *Sustainability*

Dane County is engaged in a number of criminal justice system improvement efforts, including a data sharing initiative, Safety and Justice Challenge, implementation of the Public Safety Assessment (PSA) pretrial risk assessment tool, implicit bias training, a review of frequent users of multiple county systems, analysis of the Dane County Jail population, sequential intercept mapping, and a project investigating solutions to racial disparities and mental health challenges in the Dane County Jail. The county is committed to innovative practices and data-driven strategies. Implementation of the TJC model is complementary to many of these efforts because it supports practices that reduce jail populations and improve outcomes for a wide variety of groups that the county has identified.

At the same time, having many different initiatives and programs can pose a challenge to system improvement efforts as attention and, potentially, staff time are divided across many different projects. Balancing the work of TJC and many of the other different projects and initiatives will be a challenge that Dane County needs to address as it moves forward with implementation. This challenge is reflected in

some of the delays in completing the TJC readiness protocol and moving ahead with TA recommendations. Moving forward, it is essential that the partners included in the process develop a system for regular communication and dedicate time for periodic meetings to further the TJC model and accomplish the aforementioned recommendations. Recognizing this, the Dane County Criminal Justice Council has committed to functioning as a steering group for TJC-related activities. Simultaneously, Dane County has committed to formalizing its implementation group and meeting regularly in support of TJC implementation activities.

Finally, delays in completing the readiness protocol, challenges with consolidating responses for the protocol, and scheduling difficulties had the trickle-down effect of delaying recommendations and technical assistance during the project period. While it is clear that Dane County is committed to improving jail reentry efforts, these factors affected Dane County's ability to receive technical assistance from the TTA team. Entering the next stage of implementation with a steering committee and a committed implementation group, Dane County should be able to make significant progress in implementation of the TJC model.

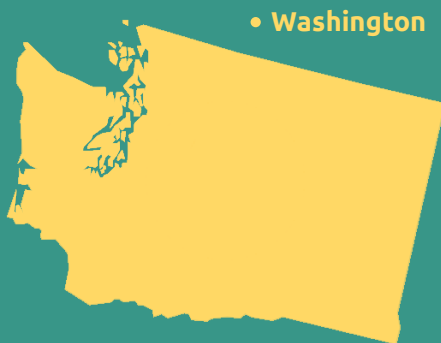
# ENUMCLAW, WASHINGTON

## Site Summary

Enumclaw, which has an estimated population 11,878, is a city in King County, Washington, approximately 40 miles southeast of Seattle and 30 miles east of Tacoma. Under the supervision of the Enumclaw Police Department, the Enumclaw City Jail is a 25-bed municipal jail serving individuals sentenced to less than a year of incarceration. The jail averages approximately 1,020 booking per year, with an average daily population of 22.

In its request for TJC technical assistance, the Enumclaw City Jail highlighted the challenges it faces due to the rural nature of the city, lack of resources due to the size of King County, and the lack of community-based reentry staff to serve the region.

Following the approval to receive TJC TTA, key partners in Enumclaw, including the Enumclaw City Jail, King County Health and Recovery Services, Valley Cities Behavioral Health Center, and the Prosecutor and Public Defender's Office, completed the self-assessment process to document the status of the site's current jail reentry efforts and evaluate its progress in the implementation of system-wide, evidence-based jail transition practices as specified under the TJC model. The TJC TA team followed up shortly with a call to discuss the tool and the responses. Based on these responses, the TA team drafted a memo outlining findings and recommendations in early 2019.



At the time of the self-assessment, Enumclaw lacked a system-wide executive, policy-level leadership group. While a committee of this nature exists in King County, an Enumclaw representative does not attend the meetings. The city does not think that the King County committee would provide the best mechanism for addressing the local community's needs.

Collaboration and engagement with other justice serving agencies in Enumclaw was mixed. The jail has strong relationships with the courts, behavioral health providers, prosecutors, and public defenders. However, the city does not have a probation department and the state probation agency is not frequently engaged in local reentry matters. The court oversees and monitors all release activity, including community corrections, services, and transitions to housing and treatment centers. In a few cases, larger jails may assist the court in serving incarcerated individuals, but programming remains challenging due to the relatively isolated location and physical space of the jail.

Enumclaw does not presently use any risk or pretrial screening tool during jail intake but instead uses professional discretion to guide decision making. While the jail does not use an evidence-informed pretrial release screener, the city indicates that people in jail thought to be low risk are generally recommended for release. There is no system in place for prioritizing services for people at medium to high risk of recidivism. The majority of the incarcerated population at Enumclaw City Jail carry misdemeanor charges, while those carrying felony charges tend to be transferred to the county jail. The city jail also conducts a medical screen and mental health screen to identify health issues requiring special attention. Those with a mental health risk are transferred to a county jail that has the staffing to provide treatment. The city also is able to send its population to a work release program. For this program the court provides screening and background checks.

Use of data in Enumclaw is minimal. Enumclaw currently collects data on its jail population but lacks a system for data analysis and information sharing.

### *TA Recommendations*

Based on the information gathered during the self-assessment process, the TA team identified the following priorities for further enhancing the county's jail transition practices, including suggested TA.

#### Short-Term TA Priorities:

1. Develop and organize a formal reentry council consisting of those who participated in the readiness protocol. Consider adding other stakeholders who could contribute to developing a comprehensive strategy, as well as provide leadership and sign off on important changes. Due to the size of the jurisdiction and the unique challenges of the jail, this group may be some



- combination of a steering committee containing policy-level leadership and an implementation working group composed of individuals with the skills to work on implementation.
2. Deliver an orientation of the TJC model to TJC steering committee members and/or other identified leaders/stakeholders. The orientation should include discussions the regarding organizational/system structure that has worked to accommodate best TJC implementation and practice at other TJC sites and the mission for reentry and jail transition in Enumclaw.
  3. Train staff responsible for implementing evidence-based practices and/or working directly with clients from all participating organizations in the TJC model and the principles of effective intervention.
  4. Research the use and implementation of a brief risk screener to sort individuals based on risk of recidivism. Implement a well-researched, evidence-based pretrial risk screener for all individuals within the Enumclaw City Jail to distinguish low-, moderate-, and high-risk populations.

#### Long-Term TA Priorities:

1. Review and catalog programming and services used with the criminal justice-involved population. Identify gaps in services and programs. Develop a plan to address the gaps. Apply for funding and request training and technical assistance as needed to increase capacity to deliver high quality evidence-based programming.
2. Using the proposed reentry council, Enumclaw should educate stakeholders and staff on the TJC model, as well as the potential long-term benefits it has to public safety and the community. The reentry council should develop a work plan to guide implementation of the model and create subcommittees and subgroups as needed to oversee, implement, sustain, or improve specific areas of the TJC model.
3. Share and use data with the reentry council to inform decision making and ensure that implementation is taking place with fidelity and quality, making adjustments as needed.

#### *TA Activity*

Enumclaw submitted the readiness protocol in December 2018. The TA team drafted a work plan and a TA recommendations memo in February 2019. As the smallest jail to date to receive TJC TA, Enumclaw presents unique challenges to implementing the TJC model (e.g., lack of programming staff, space, resources).

A site visit occurred in the early summer of 2019. The TJC TTA team met with the Enumclaw Police Chief and his command staff, toured the facility, and met with the TJC working group. The TTA team provided an overview of the TJC model to stakeholders and reviewed the risk, need, and responsivity principles. Major recommendations from the TA memo that were addressed during the visit are the formation of a steering committee/oversight group and the formation of an implementation-focused group charged with making changes to practice and policy. Prior to the site visit, the jail had implemented the Proxy risk screening tool, representing a significant step in measuring an individual's risk of reoffending. Without a significant data infrastructure or client database, most information is collected by hand or in simple spreadsheets.

Following the visit, the TA team provided Enumclaw with resources and materials introducing evidence-based practices and the risk-need-responsivity model to share with their stakeholders. The TTA team has also offered to collaborate with Enumclaw on a presentation to their public safety council in the hopes that the council will agree to serve as a steering group.

Since the site visit, the Enumclaw Working Group has continued to meet. The group continues to discuss developing a steering group to oversee the TJC initiative. The jail has begun working on a triage matrix to define the level of intervention an individual needs based on his or her risk level and length of stay. Enumclaw has not been able to build support around the idea of naming or recruiting a steering group at the time of this writing.

### *Sustainability*

While the city of Enumclaw may have some challenges to overcome in achieving the recommendations proposed by the TA team, the city has both the motivation and collaborative structure to move the TJC model forward successfully. Being a smaller community allows stakeholders from various entities to easily collaborate and oversee reentry progress. At the same time, staffing limitations and small operational spaces will present a challenge in implementing recommendations. Enumclaw should focus its most immediate activities on creating an adequate infrastructure that will support more efficient reentry procedures and pave the way for other, less urgent recommendations. Enumclaw remains committed to implementing the TJC model in its small municipal jail. Without an active and involved steering group, the role of the implementation group becomes even more important. To be successful, the group must incorporate some aspects of strategic thinking and addressing obstacles, including identifying opportunities for partnership and seeking outside resources to leverage the work of their small group of partners, that would be the domain of a steering group.

# HAMPTON, VIRGINIA

## Site Summary



Hampton, which has an estimated population 134,313, is a city in eastern Virginia and is one of seven cities, along with Virginia Beach, Norfolk, Chesapeake, Newport News, Portsmouth, and Suffolk, that make up the Hampton Roads metropolitan area. Hampton is clustered in close proximity to several cities, most prominently Newport News to the south and west. The Hampton Sheriff's Office runs two correctional facilities: the Hampton Correctional Facility, a secure facility with 168 beds, and the Hampton Community Corrections Center, a dormitory-style building with a 300-bed capacity. In 2018, the Hampton jail admitted 5,766 individuals and maintained an average daily population of 327.

In their request for TJC technical assistance, Hampton stakeholders identified their Ready, Set, Go (RSG) Model as a strength of their system for providing justice-involved individuals with job readiness skills to reduce recidivism. RSG sets Hampton individuals up with specific services and service providers. Over 60 volunteers have provided programmatic and educational support through the program. The jail works with criminal justice partners, community stakeholders, and clergy to provide services across a variety of topic areas.

Following approval to receive TJC TTA in early 2019, Hampton stakeholders met to participate in a self-assessment using the TJC Readiness Protocol. Partners who participated in the self-assessment included the sheriff's office, Community Services Board, and Newport News Pretrial Services.

A regional system-wide executive, policy-level leadership group, the Hampton-Newport News Community Criminal Justice Board, is in place and active. This board is made up of various members, including representatives from the Sheriff's Offices of Hampton and Newport News, the courts, Community Service Board, police department, and judges' and attorneys' offices. The group discusses issues, concerns, and paths for finding solutions, but it does not currently discuss jail transition topics frequently or in depth.

Prior to TJC, the Sheriff's office worked frequently with pretrial services but lacks more frequent inter-agency collaboration with other criminal justice stakeholders, most notably probation. The jail previously employed a reentry coordinator but does not currently staff this position. Training opportunities regarding evidence-based practices is available to staff in Hampton, but it is not mandatory.

The pretrial services agency in Hampton uses the Virginia Pretrial Risk Assessment Instrument (VPRAI). The jail does not use a risk screener to determine risk of recidivism or guide programming decisions. Similarly, no evidence-based risk and need assessment is used to identify the specific criminogenic risk factors of an individual. The jail uses a short assessment and classification questionnaire as well as professional discretion to guide decision making regarding program referrals.

Evidence-based programming at the jail is limited. However, the jail offers a wide array of programs, including courses in health, education, anger management, substance abuse, parenting, religious services, prerelease and job development, finances, veteran programs, family unification, and personal finances.

The Hampton jail collects some data on their jail and community-based reentry population but lacks a system for data analysis and information sharing. Partnering agencies do not regularly review data.

### *TA Recommendations*

Based on the information gathered during the self-assessment process, the TA team identified of the following priorities for further enhancing the county's jail transition practices, including suggested TA.

Short-Term TA Priorities:

1. Deliver an orientation of the TJC model to the Hampton-Newport News Community Criminal Justice Board. Include a discussion regarding organizational/system structure that has worked to accommodate best TJC implementation and practice in other TJC sites. Lead a discussion regarding the vision for reentry and jail transition in Hampton and the mission of involved stakeholders. Secure commitment from the Criminal Justice Board to function as the TJC executive-level leadership group or steering committee.

2. Schedule and facilitate a recurring agenda item at the Hampton-Newport News Community Criminal Justice Board quarterly meeting that focuses on discussing jail transition topics. Provide updates on change efforts and engage leadership in key policy-level decision-making efforts. Develop a smaller formal working group with representatives from the sheriff's office, probation, the Community Services Board, Newport News Pretrial Services, and other relevant agencies to meet on a more regular basis to guide implementation of the TJC model. A member or members from this group could serve as the representative at the Criminal Justice Board quarterly meeting, delivering updates and enlisting executive-level support as needed.
3. Schedule a meeting with probation to develop and foster a collaborative relationship. This relationship will assist with increased engagement in the reentry process and more frequent communication efforts to serve the reentry population.
4. Through the working group and steering committee, review written policies in the jail and other key agencies that guide reentry. Identify and suggest updates to the policies to reflect evidence-based practices that promote successful reentry. Prioritize the creation or assignment of a reentry coordinator to oversee this process and provide staff outreach and education on agency policies tailored to the unique needs of the reentry population. Share updated written policies with collaborating agencies and community partners.
5. Train staff responsible for implementing evidence-based practices and/or working directly with clients from all participating organizations in the principles of effective intervention and risk and needs assessment.
6. Review the current risk screening and assessment process and make a decision regarding implementing a well-researched, evidence-based risk screener and full risk/need assessment for everyone admitted to the jail to distinguish low-, moderate-, and high-risk populations. Informed by risk screener results, develop a plan to manage populations within each category on a wide scale. Identify high priority areas of need for reentry clients and use this information to make targeted referrals to programming both in custody and in the community.
7. Develop and improve programming options and other resources to target the criminogenic needs of individuals at moderate and high risk to reoffend, as identified by an objective assessment. Review and catalog programming and services used with the criminal-justice-involved population. Identify gaps in services and programs. Develop a plan to address gaps. Apply for funding and request training and technical assistance as needed to increase capacity to deliver high-quality evidence-based programming.

### Long-Term TA Priorities:

1. Improve links to outside service providers, particularly non-justice serving organizations, by developing a transition plan model and presenting the model to all collaborating agencies.
2. Develop a list of performance measures (processes and outcomes) at all stages of the transition from jail to community and work with partners to develop processes and systems to collect the necessary data. Provide guidance on how to use data to drive processes and how to review data and curricula for quality assurance and fidelity.
3. Hampton should share and use data with the Criminal Justice Board to inform decision making and ensure that implementation is taking place with fidelity and quality, making adjustments as needed.

### TA Activity

Hampton submitted the readiness protocol in February 2019. The TA team drafted a work plan and memo in March 2019. In May, the NIC program manager presented to the Hampton-Newport News Community Criminal Justice Board regarding the TJC model and requested that the board serve as the steering committee for TJC implementation efforts. At that time, it came to light that there was some divide between the two communities, with Hampton applying for and receiving TJC TTA, while Newport News had not applied. As a result, local leadership at the jail are looking to form a different group of Hampton-focused executives and leaders to act as a steering committee. Additional challenges result from a prolonged vacancy in leadership of the local probation office. As a result of these factors, Hampton has been slow to act on the TA team's recommendations.

Hampton has focused efforts on implementing the proposed recommendations by working to increase collaboration between stakeholders. With the aforementioned change in leadership at probation, Hampton designees involved in the TJC process have made efforts in communicating with probation and encouraging regular meetings.

### Sustainability

To move the TJC model forward, Hampton has been focusing on increasing collaboration with stakeholders that have a particular focus on probation. TJC leaders at the jail are also working to identify and assemble a group to function as the steering committee. With respect to TJC implementation, Hampton has identified three areas to work on in addition to the outlined recommendations: (1) the jail does not know which individuals in custody are on probation and it has no real communication with probation to ensure coordination of services and referrals, (2) programming is not mandatory and staff are

brainstorming ways to incentivize participation, and (3) unmet mental health needs among incarcerated populations are a concern.

Overall, progress in TJC implementation seems to have been slow, possibly due in part to turnover at the jail and lack of engagement from local leadership. Hampton still supports the idea of moving ahead with implementation of the TJC model but ensuring progress will require more work.

# SEMINOLE COUNTY, FLORIDA

## Site Summary



Seminole County, which has an estimated population of 462,659, is in the Greater Orlando Metropolitan District in central eastern Florida. The county is part of the Orlando-Kissimmee-Sanford, Florida Metropolitan Statistical Area. The John E. Polk Correctional Facility, located in Sanford, is a regional facility that had an average daily population of 879 and approximately 13,142 admissions in fiscal year 2017. That year, the jail began hosting monthly “reentry symposiums” where incarcerated men and women can meet with more than 40 community providers to facilitate continuity of services upon release. The jail also offers a variety of facility-based programs to address the needs of individuals while they are incarcerated.

In their request for TJC technical assistance, the Seminole County Sheriff’s Office cited its goals of creating a system to track successes, evaluating providers, and targeting the appropriate population for services.

Following their approval to receive TJC TTA, key reentry partners, including corrections staff, the Veteran’s Justice Outreach Program, Aspire, clerk of the courts, probation, and the Seminole County Sheriff’s Office, completed the self-assessment using the TJC Readiness Protocol Tool. The TJC TTA team followed up shortly with a call to discuss the tool and the responses. Based on these responses, the technical assistance team drafted a memo outlining findings and recommendations in early 2019.



Based on the review, the TA team identified the following as Seminole County's priorities for supporting a system-wide jail transition model.

Short-Term TA Priorities:

1. Evaluate the current interagency collaboration and develop a plan to empower the existing public safety coordinating council to become a TJC steering committee of criminal justice leaders and community stakeholders to oversee, direct, and provide input on system improvement efforts.
2. Engage leaders and deliver an orientation of the TJC model to TJC steering group members and/or other identified leaders/stakeholders. Facilitate a workshop to develop a shared overarching mission for reentry and jail transition in Seminole County and agree upon a local organizational/system structure to accommodate efficient TJC implementation and sustainability.
3. Formalize the jail reentry coordinator role.
4. Create a working group of implementation-oriented staff and supervisors to develop and implement the TJC model and report regularly to the policy-level TJC steering committee.
5. Develop a list of performance measures to share in the steering committee and review in the working group to inform decision making and ensure that implementation is taking place with fidelity and quality.

Long-Term TA Priorities:

1. Using the proposed steering committee and working group, educate stakeholders and staff on the Transition from Jail to Community model. Develop a work plan to guide the implementation of the model. Create subcommittees and subgroups as needed to oversee, implement, sustain, or improve specific areas of the TJC model. Make adjustments as needed.

### TA Activity

Prior to planning a site visit, CJI conducted a few calls with stakeholders in Seminole County to review the recommendation memo and prepare for the site visit. Stakeholders identified a potential steering committee through their Public Safety Coordinating Council and created a list of stakeholders to invite to the implementation group. Seminole County also requested a list of potential performance measures to review prior to the site visit. The TTA team conducted a site visit to the Seminole County in April 2019. During the site visit, the TTA team met with the steering committee, the potential implementation committee, and some community partners. Seminole County stakeholders developed a work plan during the meeting closeout with a variety of tasks, including adding more screening questions at booking,

establishing a formal implementation committee and subgroups as needed, using the Ohio Risk Assessment System to target case planning, connecting with probation and community partners to ensure continuity of care, and developing a strategy to track and share data on individuals who leave the jail with community partners.

By May 2019, Seminole developed a main implementation group and subgroups, and it continued to work on implementing the PROXY and data collection at booking. Several stakeholders from Seminole County traveled to Jacksonville, Florida, another TJC site, for a site visit in June 2019 to discuss implementation of the TJC model. Seminole County reported that the site visit to Jacksonville was helpful, allowing stakeholders to see more of the long-term benefits of implementing the TJC model. Seminole County also completed a thorough review of its classes and programs to determine whether they were evidence-based. Jail stakeholders are in the process of replacing outdated or redundant classes with evidence-based classes and have cut two underperforming classes so far. As of October 2019, Seminole County has also opened two in-house substance abuse pods, one for men and one for women; instituted “field trip Fridays” where stakeholders in the jail visit community programs to make better reentry connections; hired a trauma-informed care specialist; and made strides to increase data collection and evaluation.

### *Sustainability*

Seminole County is committed to implementing the TJC model and has strong support from jail and community leadership. Seminole County stakeholders are working toward implementing the PROXY at booking to increase their understanding of their target population but ran into some challenges with data systems. The site expects the PROXY to be fully implemented by January 2020. They are currently working toward adding more evidence-based programming focusing on target populations at the highest risk for recidivism. They also have plans to improve case management once the PROXY is implemented and close the gaps in services for people reentering with substance abuse histories by making connections to their local service providers, including a new drug assessment center with short-term transitional housing, prior to release. The department has also received approval to convert a full-time employee into a statistician who can lead work in determining the effect of programming and help the department become more evidence-based. At the conclusion of the team’s final check-in call, one stakeholder said, “I feel like we had one toe in the water and you guys pushed us in the pool,” referring to receiving TTA.

# SOLANO COUNTY, CALIFORNIA

## Site Summary



Solano County, which has estimated population 445,458, is approximately 60 miles northeast of San Francisco, California. Solano County is part of the Vallejo–Fairfield, California, Metropolitan Statistical Area. Solano County has three regional jail facilities, including the Claybank Detention Facility, Stanton Correctional Facility, and Justice Center Detention Facility, all located in Fairfield. In FY 2017, there were 15,695 admissions to the jail, which had an average daily population of 856 and 15,914 were released. In the request for TJC technical assistance, the Solano County Sheriff's Office cited their success to date in receiving several grants focusing on reentry and implementing programs with a specialized focus for individuals with co-occurring disorders and/or substance use, and those involved in collaborative courts. The main goal the county sought assistance with was strengthening cross-system reentry efforts to share information and coordinate interventions.

Following the approval to receive TJC TTA, key reentry partners, including Sheriff's office staff, Probation, Health and Social Services, Healthright 360, and Leaders in Community Alternatives, completed the self-assessment using the TJC Readiness Protocol Tool. The TJC TTA team followed up shortly with a call to discuss the tool and their responses. Based on these responses, the technical assistance team drafted a memo outlining findings and recommendations in March 2019.

## TA Recommendations

Based on a review, the TA team identified the following as Solano County's priorities for supporting a system-wide jail transition model.

### Short-Term TA Priorities:

1. Empower the existing community correctional partnership (CCP) to become a policy-level TJC steering committee that oversees and directs other criminal justice leaders and community stakeholders to implement and provide input on system improvement efforts intended to achieve enhanced long-term public safety outcomes for people released from jail to the community. Engage leaders and deliver an orientation of the TJC model to TJC Steering group members and/or other identified leaders/stakeholders. Facilitate a workshop to develop a shared overarching mission for reentry and jail transition in Solano County and agree upon a local organizational/system structure to accommodate efficient TJC implementation and sustainability.
2. Evaluate the current inter-agency collaboration and develop a plan to empower the existing community correctional partnership to become a TJC steering committee of criminal justice leaders and community stakeholders to oversee, direct, and provide input on system improvement efforts.
3. Empower the existing Prop 47 Implementation, Advisory, and Partners group to become a TJC working group of implementation oriented staff and supervisors to develop and implement the TJC model and report regularly to the policy-level TJC steering committee. Identify partners and/or stakeholders that are not a part of the group but that need to be. Develop a work plan to guide TJC implementation.
4. Develop a list of performance measures to share regularly in the steering committee. Review measures in the working group to identify areas of improvement and further inquiry. Utilize findings to inform decision making and ensure that implementation is taking place with fidelity and quality.

### Long-Term TA Priorities:

1. Using the proposed steering committee and working group, educate stakeholders and staff on the Transition from Jail to Community model. Develop a work plan to guide implementation of the model. Create subcommittees and subgroups as needed to oversee, implement, sustain, or improve specific areas of the TJC model. Make adjustments as needed.

## TA Activity

Prior to planning a site visit, CJI conducted a few calls with stakeholders in Solano County to review the recommendation memo and prepare for the site visit. Because the planned working group, the Prop 47 group (which addressed sentencing guidelines), does not meet during summer months, the site visit planning was delayed to August. CJI conducted a site visit to all three facilities in late August 2019. During the site visit, the TA team toured all jail facilities, met with the steering committee and potential working groups, and completed a system map. During the meeting closeout, stakeholders prioritized developing an implementation group with a clear mission and goals, working with data management on implementing the PROXY, making a formal presentation to the whole steering committee, and collaborating with probation and community partners involved in the reentry process. As it is for many other counties, staffing shortages presented a challenge for providers with regard to case management and ensuring that their programming targeted moderate- and high-risk individuals.

### *Sustainability*

The primary challenge with Solano County was the amount of time taken between submitting the Readiness Protocol Tool and conducting a site visit. The site visit occurred towards the end of CJI's contract, meaning that the TTA team was not able to provide significant follow up to encourage sustainability. However, Solano stakeholders are moving forward on their own with TJC implementation based on the recommendations provided in the memo and site visit. In the period following the TTA team's site visit, the CCP agreed to function as a steering committee. The Prop 47 group agreed to review its current membership and add other members who need to be involved in decisions about reentry. There have also been some recent leadership changes within the Solano County Sheriff's Office that may affect the implementation of TJC recommendations, although it is too early to tell. The implementation group intends to meet and review the system map that was developed during the TTA site visit with a goal of identifying areas to target with improvements.

# SUMTER COUNTY, FLORIDA

## Site Summary



Sumter County, which has an estimated population 125,165, is approximately 60 miles northwest of Orlando, Florida. Solano County is part of the Metropolitan Statistical Area of The Villages, which is included in the Orlando-Deltona-Daytona Beach, FL Combined Statistical Area. Sumter County Detention Center is the regional jail located in Bushnell. As of April 2018, the jail's average daily population was 466 and almost 90% of its population had previously spent time in the facility. In 2017, the jail had 4,085 intakes and 3,927 releases. In the request for TJC technical assistance, the Sumter County Detention Center cited an increasing population and plans for a 500-bed expansion. The goals of the county in applying for TJC technical assistance, according to their reentry clerk, were to identify target populations, create a strategy for a continuum of care, evaluate current programming, and improve interagency communication.

Following the approval to receive TJC TTA, key reentry partners, including Sumter County Detention Center, Hope Ministries Center, Florida Department of Veteran's Affairs, Parsons Circle Community Outreach, Inc., Cross Connection Church, The Refuge at Jumper Creek, Sumter Adult Education, and Career Services of Central Florida, completed the self-assessment using the TJC Readiness Protocol Tool. The TJC TTA team followed up shortly with a call to discuss the tool and their responses. Based on these responses, the technical assistance team drafted a memo outlining findings and recommendations in early 2019.

## *TA Recommendations*

### Short-Term TA Priorities:

1. Evaluate the current inter-agency collaboration and convene the Public Safety Coordinating Council to serve as a TJC steering committee charged with overseeing, directing, and providing input on system improvement efforts.
2. Engage leaders and deliver an orientation of the TJC model to TJC steering group members and/or other identified leaders/stakeholders. Facilitate a workshop to develop a shared overarching mission for reentry and jail transition in Sumter County, agree upon a local organizational/system structure to accommodate efficient TJC implementation and sustainability, and develop performance measures.
3. Develop the reentry task force into a more formal working group of implementation-oriented staff and supervisors to develop and implement the TJC model and report regularly to the TJC steering committee.
4. Review the current risk screening process and make a decision regarding implementing a well-researched, evidence-based pretrial risk screener for all individuals admitted to the Sumter County Jail to distinguish low-, moderate-, and high-risk populations.
5. Deliver a Principles of Effective Intervention training to staff responsible for implementing evidence-based practices and/or working directly with clients from all participating organizations.

### Long-Term TA Priorities:

1. Using the proposed steering committee and working group, educate stakeholders and staff on the Transition from Jail to Community model as well as the potential long-term benefits of the program to public safety and the community. Develop a work plan to guide the implementation of the model. Create subcommittees and subgroups as needed to oversee, implement, sustain, or improve specific areas of the TJC model. Share and use data in the steering committee and working group to inform decision making and ensure that implementation is taking place with fidelity and quality. Make adjustments as needed.

## *TA Activity*

The TJC TTA team conducted a discovery call in January 2019 and completed a work plan and recommendation memo in February 2019. In March 2019, Sumter's Public Safety Coordinating Council, which was suggested as the steering group, declined to meet with the TTA team via e-mail, saying that the council does not have regularly scheduled meetings. Within the jail, changes in leadership resulted in

setbacks due to unfamiliarity with the TJC model and what the work entailed. As a result, Sumter's TJC implementation efforts stalled. The TTA team scheduled several calls with new leadership to discuss the model and new ideas for a steering committee, but the team was unable to make any progress. Communication continued to falter in the summer of 2019. In late July, the TTA team and Sumter mutually decided to end TJC engagement due to the lack of a steering committee and a lack of demonstrated, committed leadership within the jail, as any implementation efforts would not be reflective of the TJC model as conceptualized.

### *Sustainability*

The key challenges preventing Sumter from being an actively engaged TJC site appeared to be (1) a change in leadership within the jail and (2) a lack of commitment within the county beyond the key reentry staff. Stakeholders indicated that Sumter County may be too early in the stages of organizational change on transition planning to implement the TJC model. The TTA team hopes Sumter County will request technical assistance from the National Institute of Corrections moving forward.





## CONCLUSION

The sites that participated in this round of TJC technical assistance are varied in geography, size, and implementation of evidence-based practices and strategies. Use of the readiness protocol and subsequent information-gathering calls with sites enabled the TTA team to rapidly assess site needs and make recommendations for site implementation of the TJC model. For the sites that made sufficient progress in the model and/or showed a strong commitment to developing processes and structures in support of TJC implementation, the TTA team conducted in-person site visits. These in-person site visits proved invaluable in providing a more in-depth diagnosis of the site's needs, detailed recommendations, and problem-solving for tricky issues.

With respect to implementation of the TJC model, no sites made it to what could be considered full implementation at the end of the project period. Still, with the exception of one site—Sumter County, Florida—all sites made some progress and remain committed to implementing the TJC model. Among the remaining sites, the degree of implementation progress that sites were able to accomplish in the project period varied. While it is difficult to say what contributed to some sites making greater progress than others, the level of external oversight and internal motivation within the TJC group seems to have played a part.

Commitment and readiness for organizational change was another component that may have contributed to the progress that TJC sites made during this short TTA period. Certainly commitment to organizational change within the jail is important as it affects changes to policy and practice that have the capacity to radically change how they operate. Within the jail, commitment is needed from leadership and staff alike. Culture change is hard and there is not an expectation that all correctional staff will adopt changes at the same rate and with the same willingness, but a sufficient group of them must be willing for change efforts to succeed. Commitment to organizational change among the community, elected leaders, and other stakeholders may also play a part. Jail reentry is a community activity and cannot be the sole responsibility of the jail.

Implementation of risk screeners was a common step that many of this round of TJC sites took. Still others were able to implement improvements in case management and case planning. Sites that started with less infrastructure in place or had greater obstacles to implementation tended to focus on collaboration and assembling the structures to guide TJC implementation in terms of establishing a focused working group and steering committee. Sites in this round received technical assistance for a shorter period than previous sites. Many sites actively engaged with the TTA provider for less than a year. Significant system change efforts like TJC typically take a much longer time than this. The TJC model is not designed to be a model that can be raced through. Sites can complete it at their own pace, even without TTA. The addition of technical assistance can be an element that pushes sites and supports them throughout implementation, but the majority of work is still done by local staff and requires time and effort. For all of the sites except one, this is an effort that they intend to continue.



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