



May 2, 2016

Building a Jail Reentry System

Implementation Insights from the Transition from Jail to Community Initiative

*Jesse Jannetta, Senior Research Associate
Urban Institute*

Jails Are Increasingly Central to Justice Reform Efforts

- Pretrial reform
- Stepping Up Initiative
- MacArthur Safety and Justice Challenge
- Jail Reentry
 - Transition from Jail to Community Initiative
 - Second Chance Act

TJC Overview

Initiated by NIC cooperative agreement with Urban Institute in 2007 to:

- Develop the TJC model to assist with implementing effective transition strategies
- Select and provide implementation assistance to TJC learning sites
 - Phase 1 Sites: 2008-2012
 - Phase 2 Sites: 2012-2015
 - CA AB109 Sites: 2012-2015
- Conduct process and systems-change evaluation of TJC
- Disseminate TJC knowledge to inform practice nationwide

TJC Is a Systems Approach

Systems approaches:

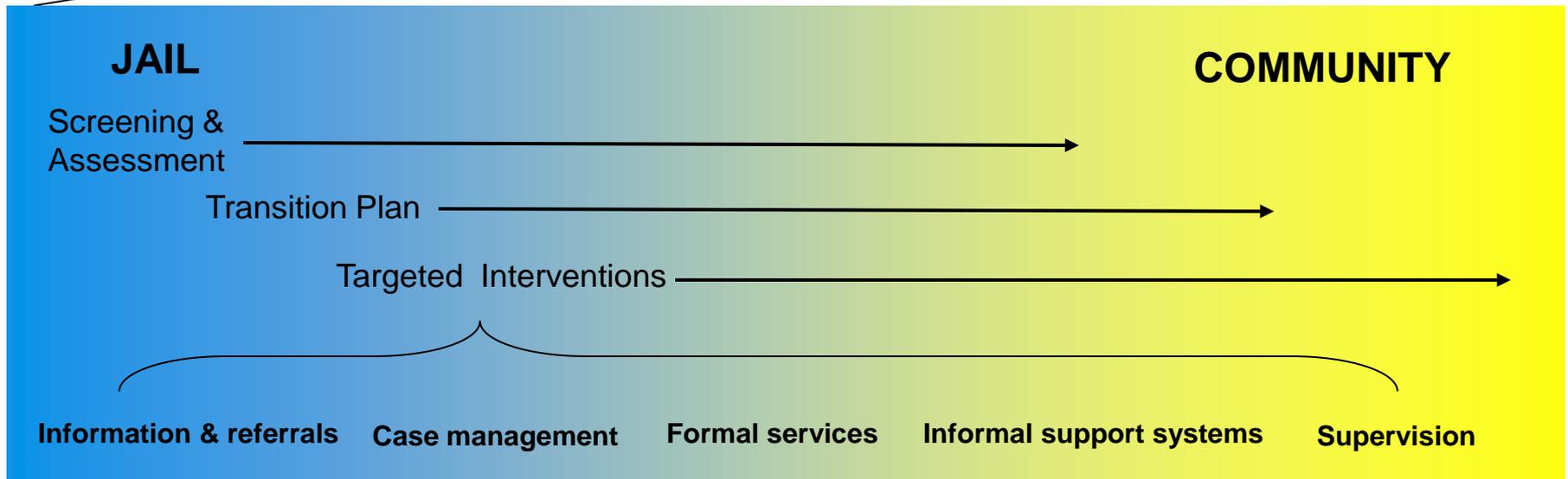
- Span agency boundaries
- Provide overarching framework
 - Organize complexity
- Build on common purpose and principles
- Involve collaborative planning and oversight
- Emphasize process
- Use data to craft strategy

TJC Model

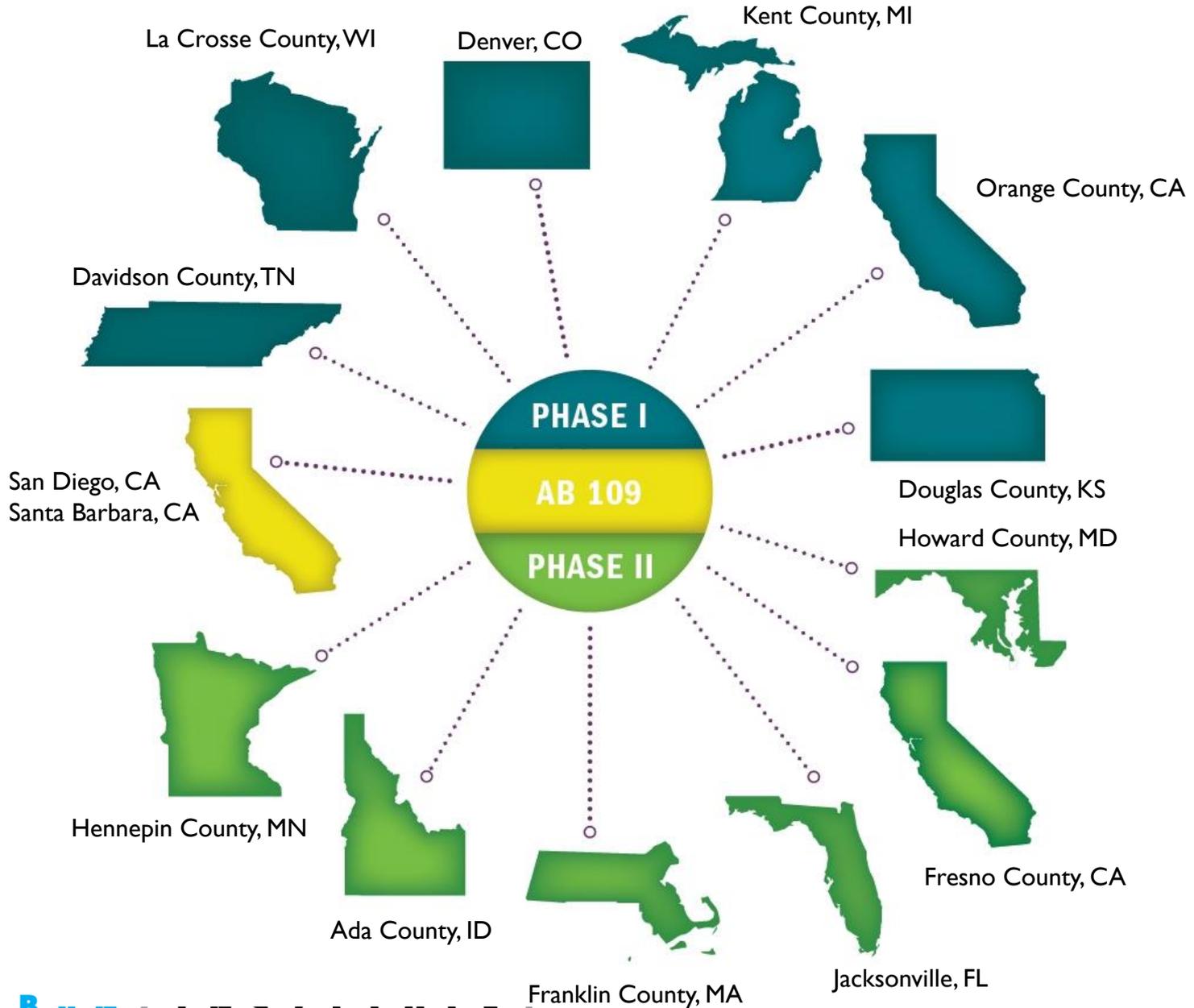
System Elements



Individual Intervention Elements



TJC Learning Sites



System Development Starting Points

Nascent: Little or no jail reentry activity exists

- Priority: Identify a starting point

Fragmented: Jail and community reentry activity in place, but little coordination or communication

- Priority: Establish collaboration and fill gaps

Unbalanced: Reentry work in either jail or community much more advanced than the other

- Priority: Build up other side and ensure coordinated approach

Mature: Reentry system in place

- Priority: Focus on maintenance and continuous improvement

Uncertain: Not sure what's in place

- Priority: Fact-finding and information-gathering

Targeted Intervention Strategies

RNR Framework to Change Behavior and Reduce Risk

- Risk: Who should be placed on different intervention pathways?
 - *Risk Principle: Prioritize supervision and treatment resources for higher risk offenders*
- Need: What should we focus on to change behavior and reduce risk?
 - *Need Principle: Target interventions /treatment to criminogenic needs*
- Responsivity: How can we most effectively work with this person?
 - *Responsivity Principle: Provide cognitive behavioral treatment and tailored interventions to learning style, motivation, gender, culture, abilities and strengths of the individual*

Risk and Need Principle Bottom Lines

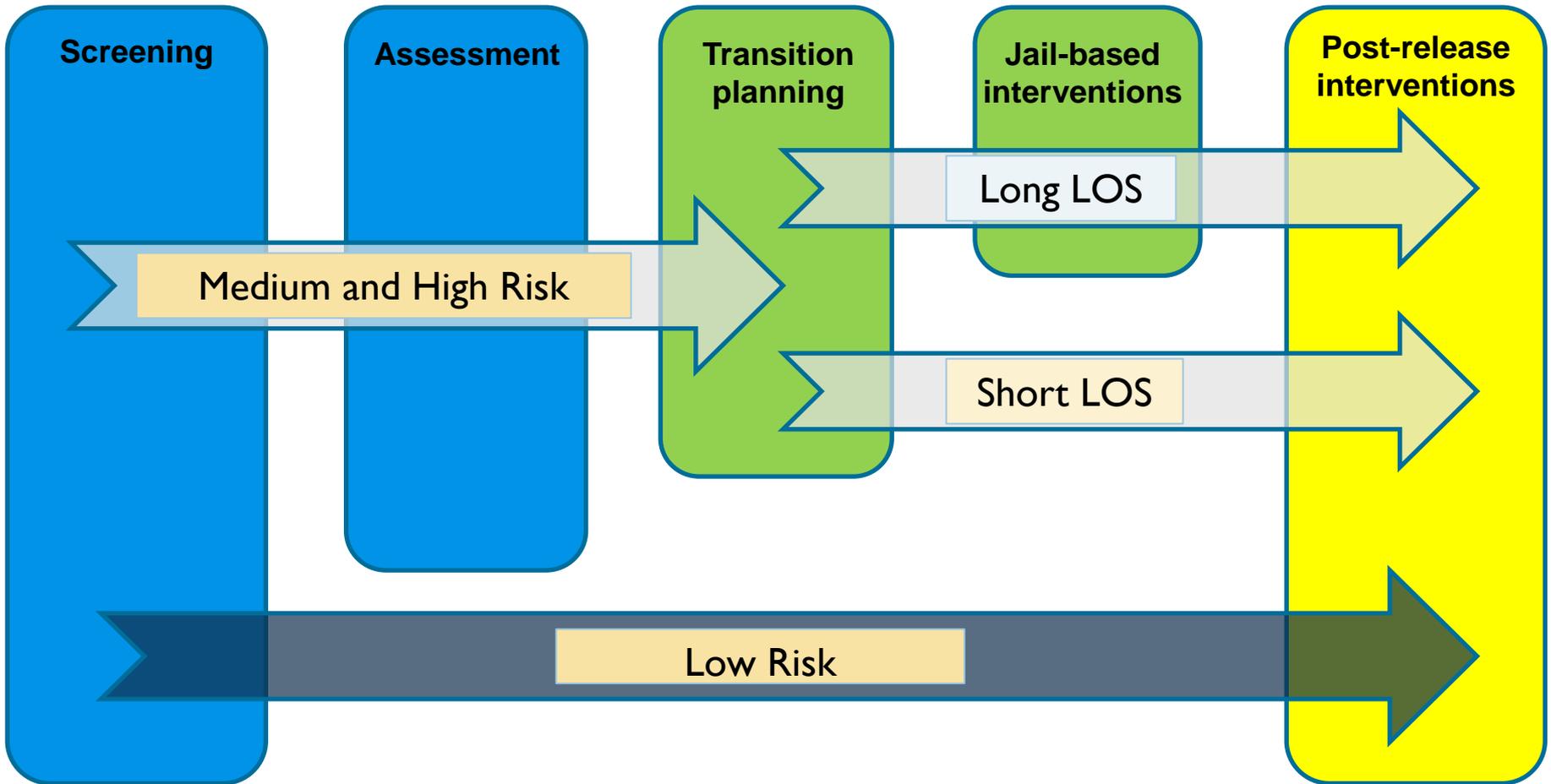
- Higher-risk individuals benefit the most from effective recidivism-reduction programming
- Low-risk individuals benefit minimally from such programming, if at all
- More intensive justice system involvement can increase the risk to low-risk individuals
- Intensive programming appears in some cases to worsen the outcomes of low-risk offenders
- Interventions for higher-risk individuals need to target criminogenic needs

What Are Criminogenic Needs?

Criminogenic Need Factor	Risk
History of antisocial behavior	Early and continuing involvement in a number and variety of antisocial acts and a variety of settings
Antisocial personality pattern	Adventurous pleasure seeking, weak self-control, restlessly aggressive
Antisocial cognition	Attitudes, values, beliefs, and rationalizations supportive of crime; cognitive emotional states of anger, resentment, and defiance
Antisocial associates	Close association with criminal others and relative isolation from anticriminal others; immediate social support for crime
Family and/or marital	Two key elements are nurturance and/or caring and monitoring and/or supervision
School and/or work	Low levels of performance and satisfaction in school and/or work
Leisure and/or recreation	Low levels of involvement and satisfaction in anticriminal leisure pursuits
Substance abuse	Abuse of alcohol and/or other drugs

Adapted from Andrews, Bonta and Wormith (2006), *The Recent Past and Near Future of Risk and/or Need Assessment*.

Triage Approach to Interventions



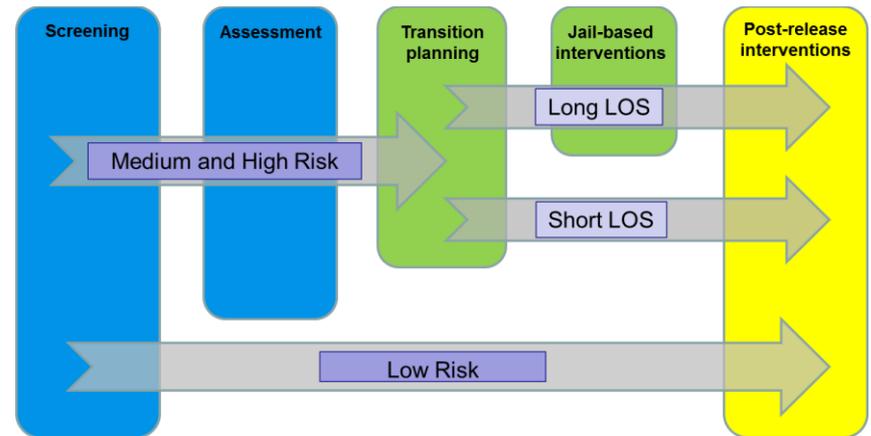
Systems Approaches Are Necessary to Deliver RNR Consistently

Create and share risk/needs data

Right people in right programs

Common plan and orientation at different stages in the transition process

Quality monitoring and improvement process



East Mesa Reentry Facility Resident Flow (San Diego)

Capacity population: 952
Target population: 750

Who goes to East Mesa?
 -Sentenced
 -Male
 -Classification level 1-3
 -No violent charges or escapes
 -No serious medical conditions

All individuals receive a one hour reentry class and facility overview upon arrival.

Inmate choice: enroll in reentry programming?

Two weeks in 4D unit at East Mesa: no programming or extra amenities.

Inmate choice: enroll in reentry programming?

Classification determines Proxy and remaining LOS

Back of house:

- Intensive, 6-week Thinking for a Change programming
- 1-2 elective(s)
- Substance abuse, where applicable.
- Case planning with counselor (excluding county commits with probation)

Front of house:
 GED; job placement; continued programming.

Capacity: 300

Back of house:
 Reentry course

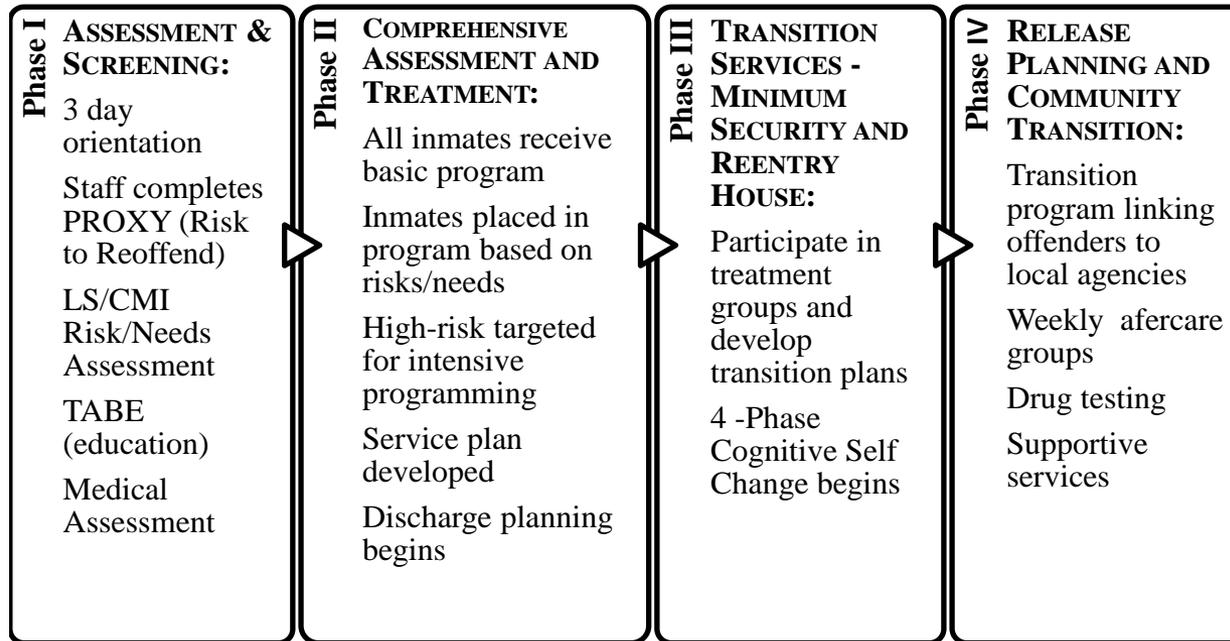
Capacity: 150

← Serve sentence at George Bailey

Release →

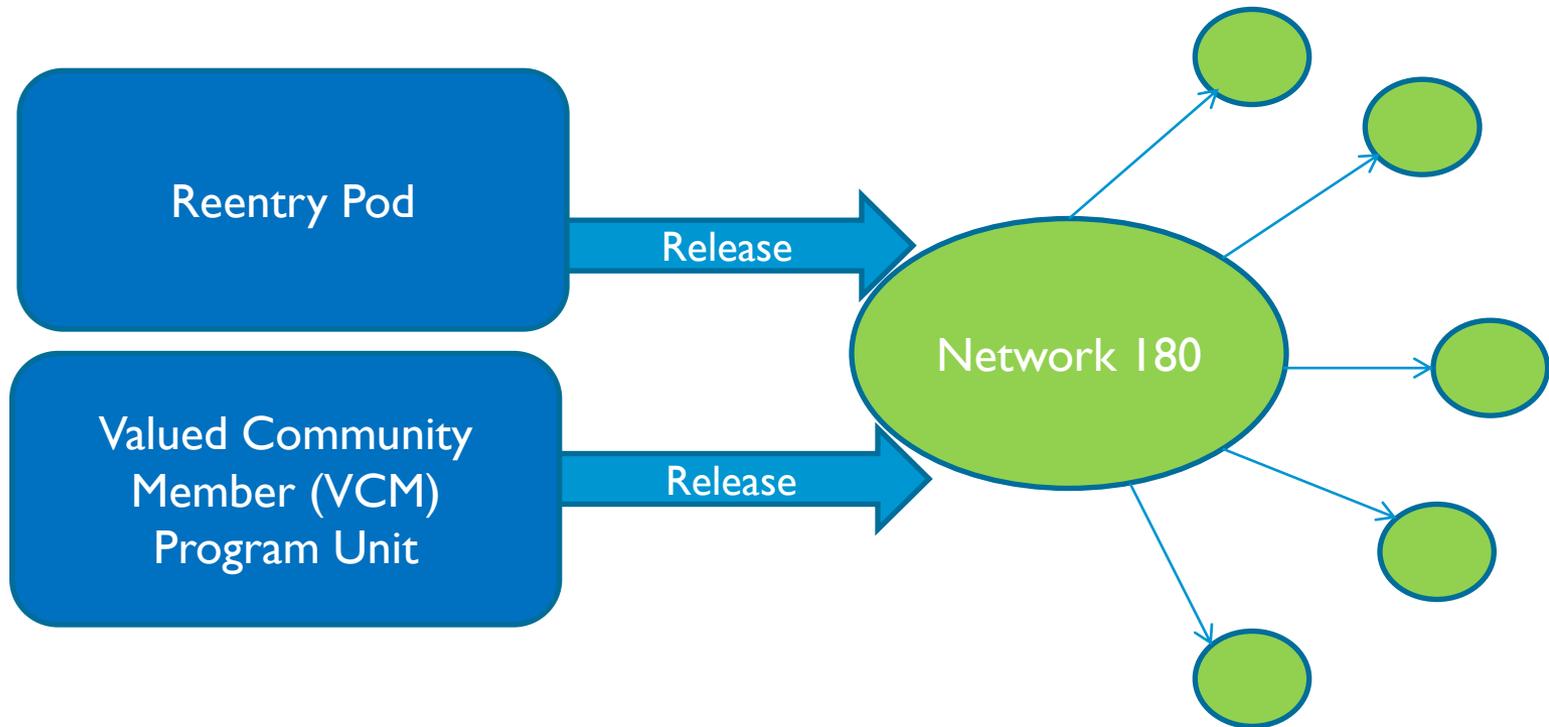
Release →

Franklin County (MA) Transition Reentry Initiative



Structured Community Hand-Off

Hub and Spoke Model: Kent County (MI)



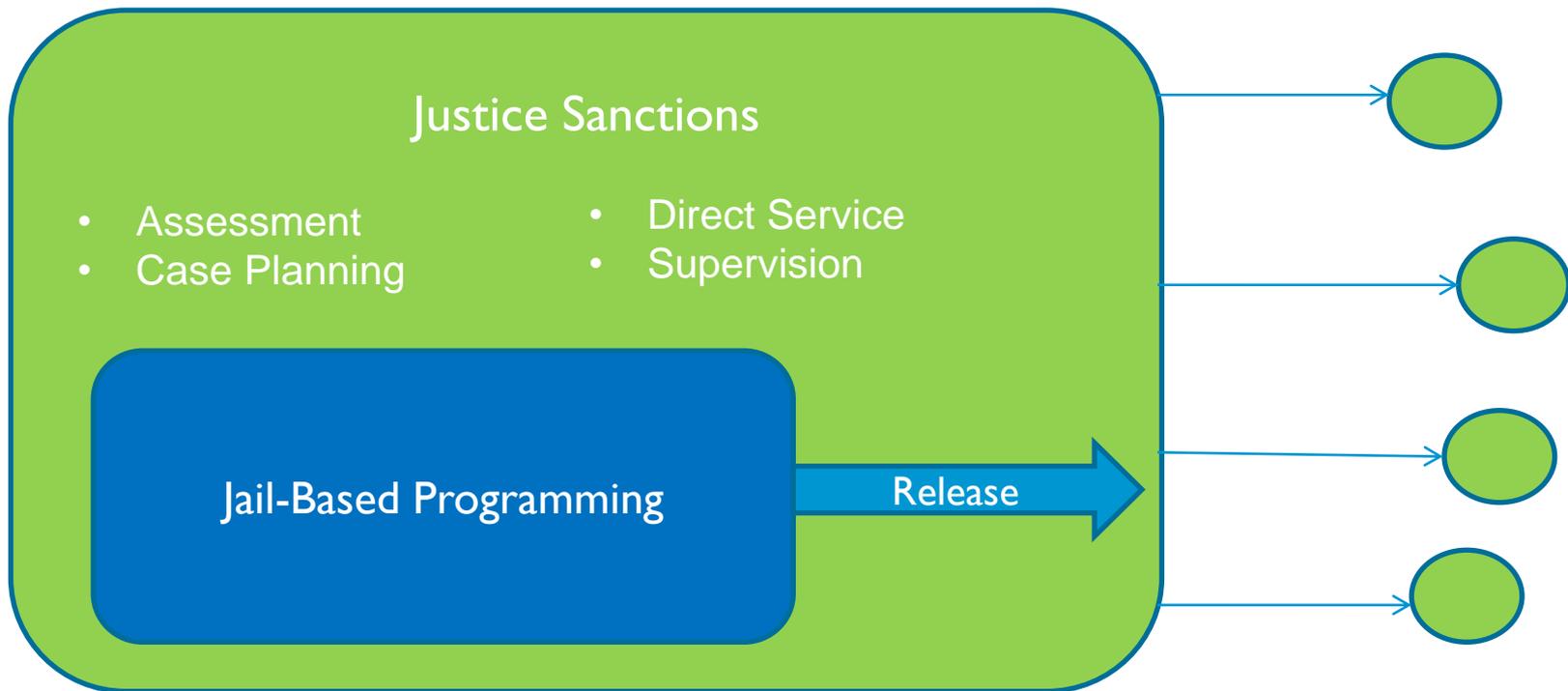
Structured Community Hand-Off

Network Model: Davidson County (TN)



Structured Community Hand-Off

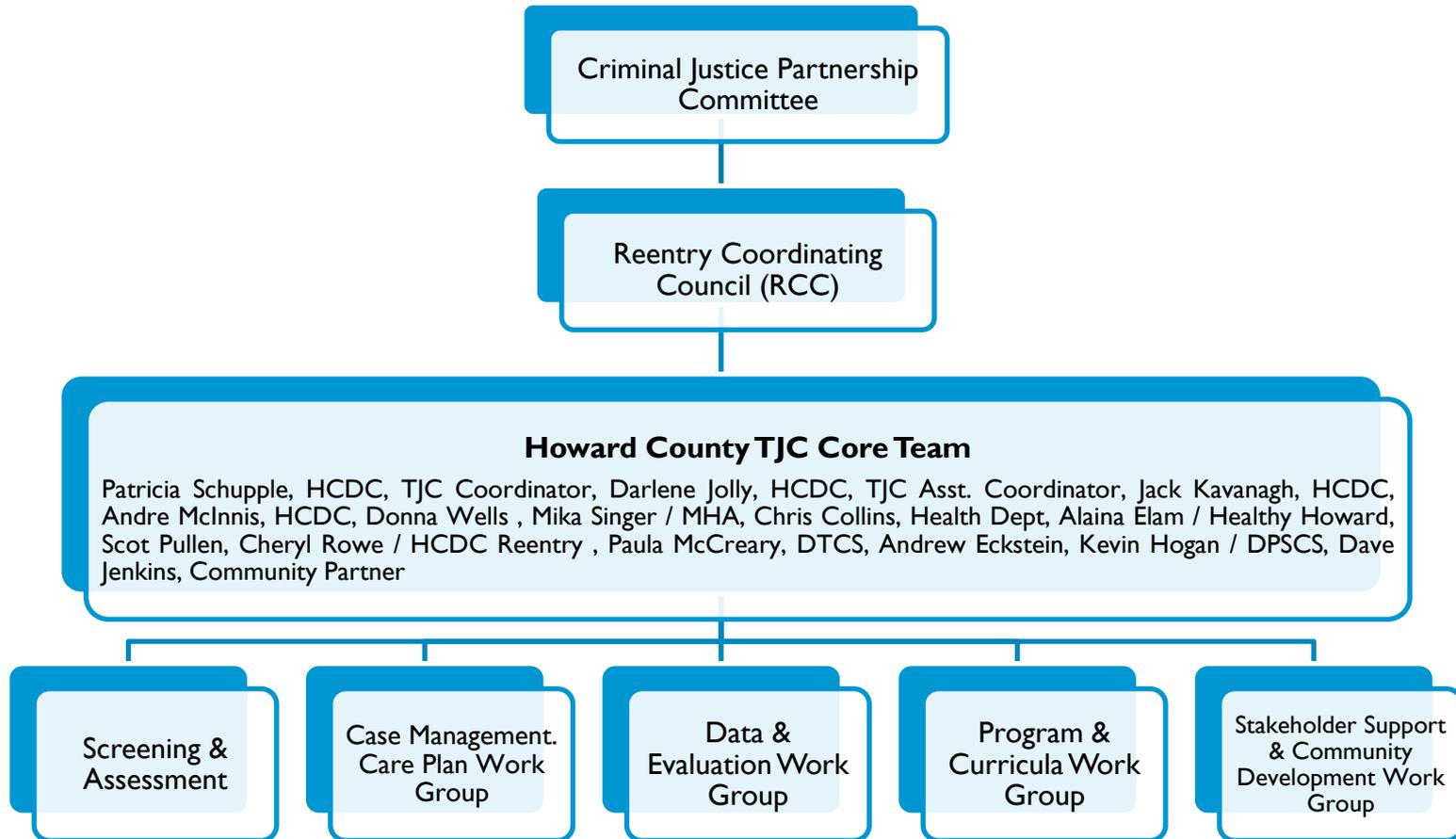
Boundary-Spanner Model: La Crosse County (WI)



Leadership, Vision and
Organizational Culture

Collaborative Structure and
Joint Ownership

Howard County (MD) TJC Structure



TJC Roles for Community Partners

- Risk-reduction service provision
- Meet survival/stability needs
- In-reach
- Navigator
- Mentoring
- Informal support
- Developing policy and procedure
- Advocacy

Levels of Community Partnership

Collaboration: Strategy is jointly developed with input from all partners

Coordination: Partners working together in a sequenced plan of action with clear roles

Commitment: Partners agree to devote their time and resources to the cause

Communication: Open sharing of information and knowledge

Critical Challenges of Community Engagement

- Maintaining the engagement and interest of community partners
 - Perception that TJC was focused primarily on the jail, and that most initial implementation tasks were things for which the jail was responsible
 - Handling turnover
- Integrating disparate perspectives
- Building partner skills and resources to help them meet new demands
- Resource and time constraints impede collaboration

Building a Culture Supporting Reentry

- Emphasize public safety mission
- Emphasize belief that people can change
- Cross-train and co-deliver programming
 - Corrections officers and probation officers co-teaching Thinking for a Change
- Extend training to supervisors
- Engage correctional officers
- Model a system orientation

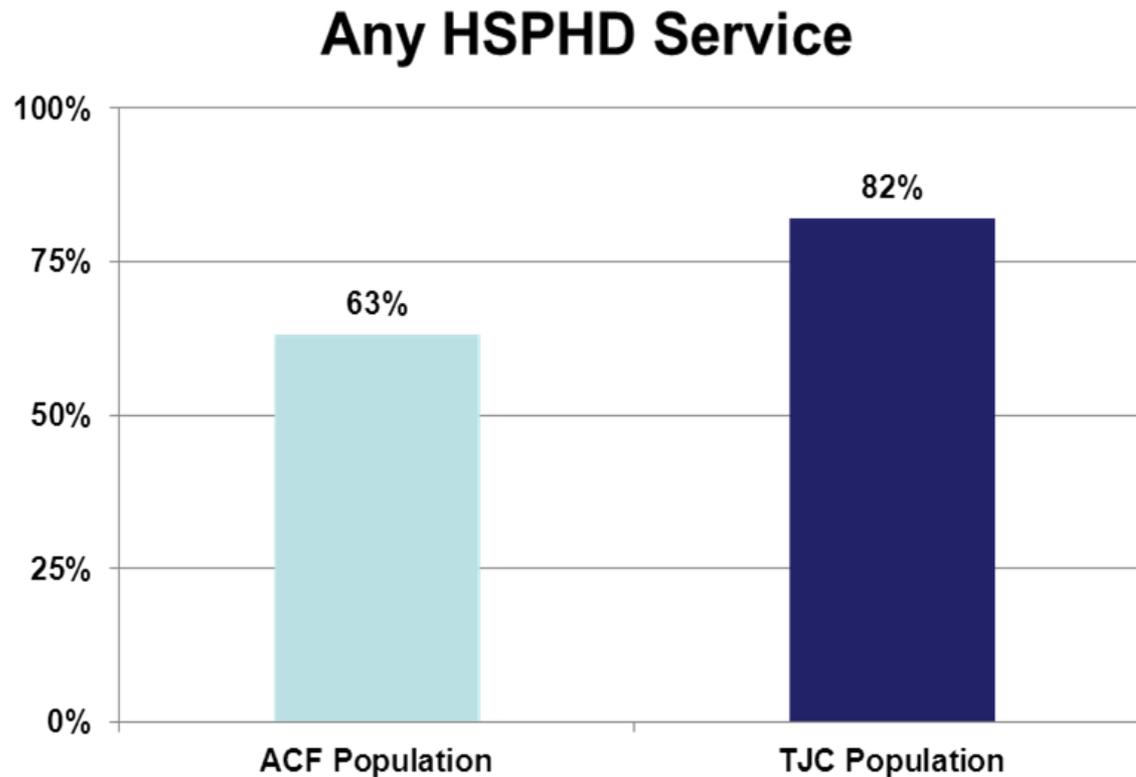
Data-Driven Understanding of Reentry

Self-Evaluation and
Sustainability

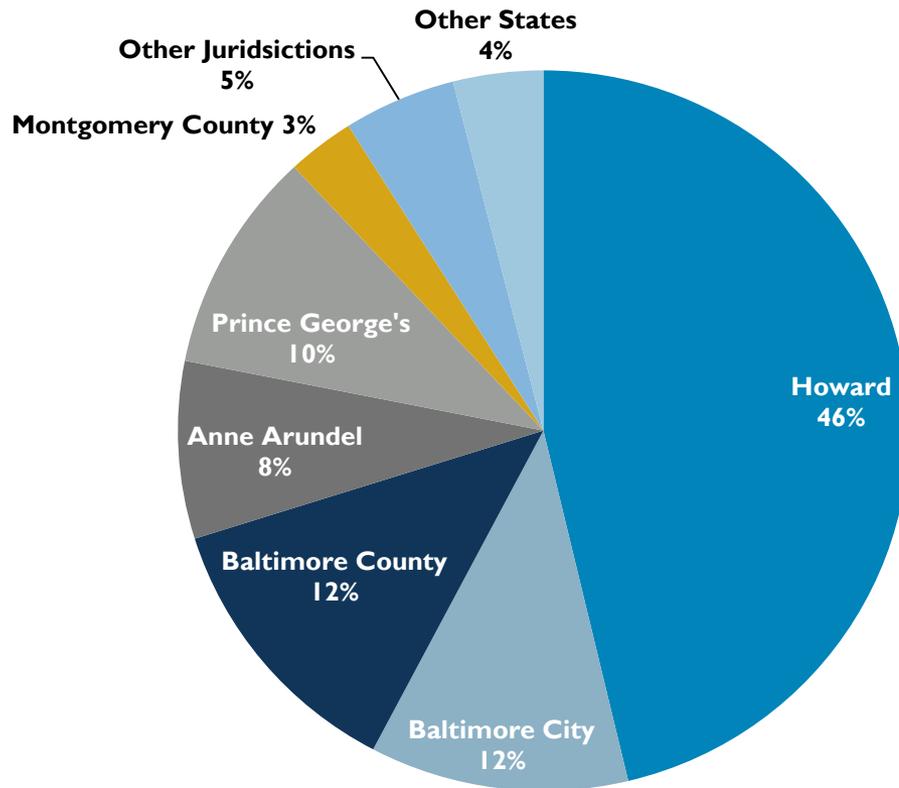
Barriers to Data-Driven Reentry

- Poor data systems
- Data systems not designed to answer reentry questions
- Analytical capacity (meaning people)
- System integration
 - Within justice system
 - Across justice and human services systems

Substantiation: Hennepin County (MN) TJC and Human Services Overlap

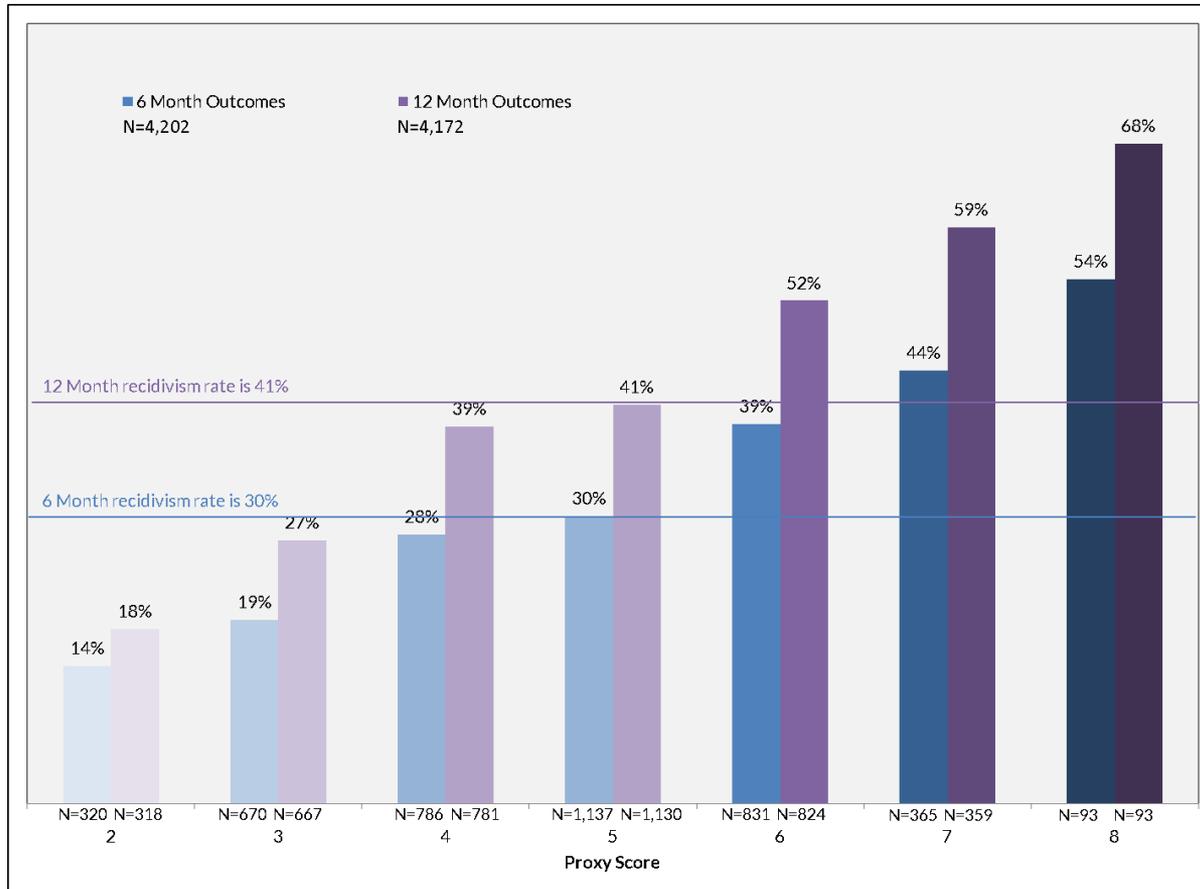


Discovery : County of Return, Howard County (MD) TJC Participants



San Diego County Risk Screener Analysis

May 2015 Intake Cohort



Sustainability Focus Areas Questions

- Who will drive continued jail transition progress?
- Are key processes and procedures written down?
- Are measures being used and reviewed?
- How will you monitor quality?
- Has the reentry strategy been communicated to key constituencies?
- How will new resources be leveraged?

Measuring and Reporting Progress

Offenders = only those released to the community; individuals released to another agency or jurisdiction are excluded

Recidivist = offender re-arrested and re-booked into the ACJ for *any* offense within 1 yr of release from our custody

Program graduate = successfully completed ABC or SAP during their stay

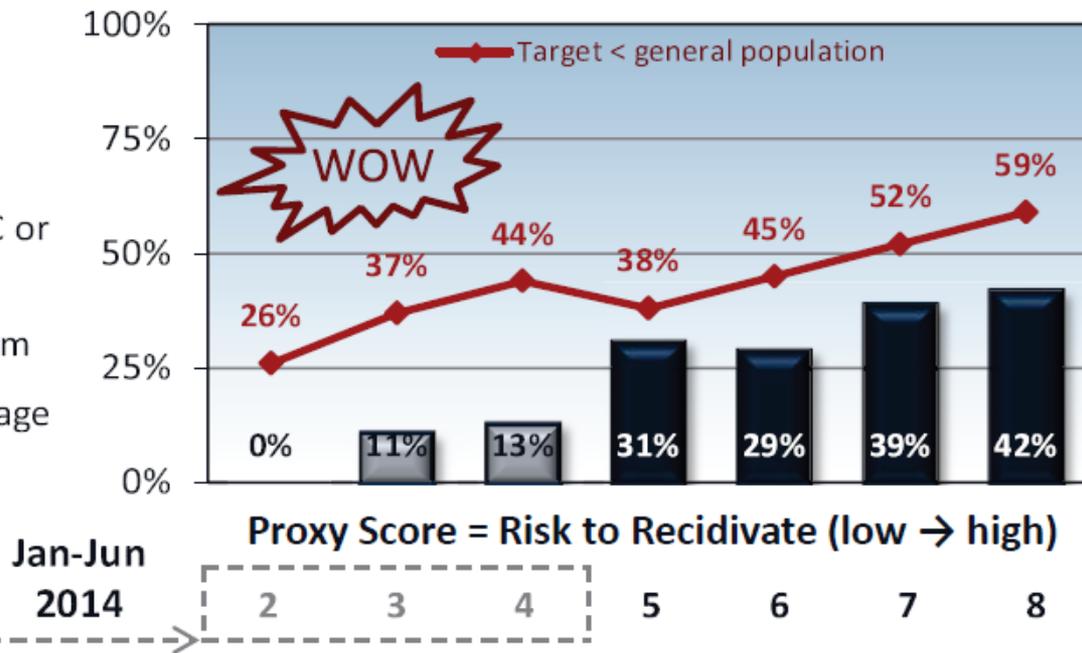
General population = did not complete a program

Proxy = recidivism risk screening tool based on age at first arrest, number of prior arrests and current age

People with a low risk to recidivate should NOT receive a lot of services. ----->

Recidivism of Inmates Serving Time

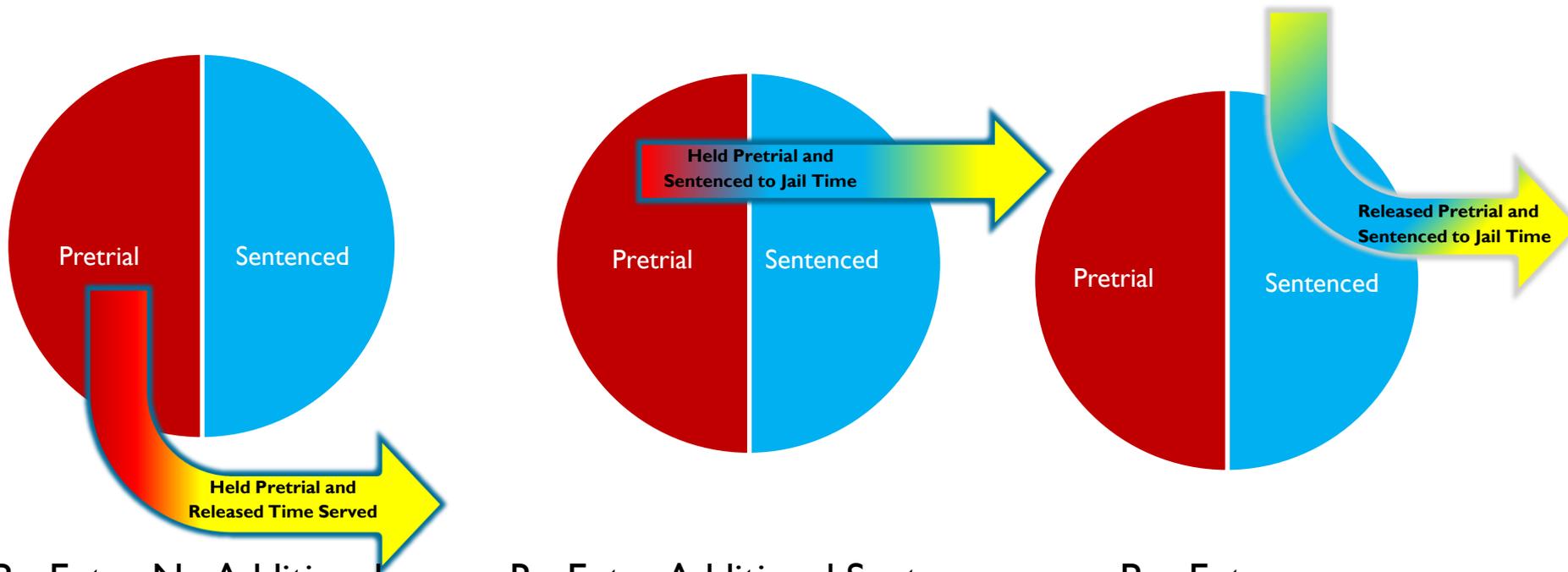
(% of program graduates re-arrested in 1 yr)



Source: Ada County Sheriff's Office

Pretrial and Jail Reentry

Pretrial Populations and TJC



Re-Entry, No Additional Sentence: jail sentence served before conviction, no opportunity to plan for re-entry after conviction

Re-Entry, Additional Sentence: Opportunity to plan for re-entry, but no opportunity to show level of functioning in the community

Pre-Entry: Opportunity to show level of functioning in the community

Pretrial Detention Can Adversely Affect Public Safety

Lowenkamp, VanNostrand and Holsinger (2013) analyzed data on 153,000 Kentucky defendants booked into jail in 2009 and 2010

- Low risk defendants detained pretrial for 24+ hours more likely to commit new crimes and fail to appear in court
- High risk defendants: no relation between pretrial incarceration and increased crime

Pretrial Structured Decision-Making

Question: Which defendants should be released, released with supervision/conditions, and detained?

Pretrial Risk Category	Top Charge					
	All Other Charges	Misdemeanor	Non-Violent Felony	Domestic Violence	DUI	Violent Felony
1 (lower)	Reminder Only	Reminder Only	Reminder Only	Basic	Basic	Detain
2	Reminder Only	Reminder Only	Reminder Only	Basic	Basic	Detain
3	Reminder Only	Basic	Basic	Intensive	Intensive	Detain
4 (higher)	Basic	Basic	Intensive	Intensive	Intensive	Detain

Source: M. Jones, Pretrial Justice Institute

System Change Is a Long-Term Process

Leadership commitment to a common vision

- First general, then specific

Collaborative decision-making

Using data to answer questions and guide decision-making

Evaluate and improve

Identify new challenges and set new priorities continuously

TJC Resources

TJC project website: www.jailtransition.com

- Phase 1 Process and Systems Change Evaluation Report
- Practitioner briefs
 - Screening and Assessment
 - Case Management
- Phase 2 case study reports (forthcoming)

TJC Online Learning Toolkit:

www.jailtransition.com/Toolkit

Contact Information

Jesse Jannetta, Senior Research Associate
Urban Institute

jjannetta@urban.org

202-261-5593