Module 9: Self-Evaluation and Sustainability

Welcome to *Self-Evaluation and Sustainability*. This document is the PDF version of the online TJC Implementation Toolkit, and will not necessarily reflect the changes and updates made to the toolkit. To view the latest and most complete version of this module, visit www.jailtransition.com/Toolkit. This module assists you with guiding, improving, and maintaining your jail transition effort through self-evaluation.

> *In Orange County, California, we are moving toward the incorporation of a self-evaluation model and development of a database focusing on key factors in evaluating our in-jail and community-based reentry system. This will improve our efforts as we move forward to help assess and adjust the model to meet the needs of our clients and the community.*
>
> Dominic Mejico
> Inmate Reentry Manager
> Orange County (CA) Sheriff's Department

Introduction

Self-evaluation involves the use of objective, observable information (i.e., data) to guide operations, monitor progress, and inform decision making about changes or improvements that may need to be made. When done properly, self-evaluation can validate the effectiveness, or lack thereof, of a program or approach. This can be very helpful in leveraging resources and support from your community.

Perhaps most importantly, self-evaluation facilitates system discussion based upon facts and real outcomes that transcends philosophical differences regarding what is right. It focuses on what interventions, actions, or practices work best to realize enhanced long-term public safety outcomes.

Self-evaluation doesn't have to be complicated or expensive, but it does require support from your partners and a commitment to use data to examine processes and procedures on a regular basis.

Self-evaluation also provides a foundation for sustainability. Sustainability involves the use of strategies and mechanisms to ensure the gains or progress your initiative makes is sustained over time despite changes in leadership, policy, funding, and staffing.

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Before you begin this module, ask yourself to what degree your agency and local partnerships have developed and implemented self-evaluation procedures to track current performance and inform improvements to your community's transition initiatives. For example,

1. Does your agency measure and make public the rate at which people released from jail of differing risk levels are rearrested, reconvicted, and reincarcerated?
2. Does your agency measure the percentage of defendants released to pretrial programs?
3. Are your agency's programs regularly assessed for their impact on targeted outcomes, such as recidivism, employment or homelessness?
4. Does your agency regularly calculate both the enrollment rate and the completion rate for your programs?
5. Does your agency monitor its programs to ensure that a curriculum is delivered as intended (e.g., program fidelity)?
6. Does your agency measure outcomes as they relate to individual officers, treatment providers, or practitioners?
7. Does your agency have quality assurance measures for key processes such as assessment, case plan development and program delivery?

Some of you will be just beginning to develop self-evaluation procedures, while others will be evaluating your programs and broader transition strategies and feeding the results back into program planning. In either case, this module will help you understand how self-evaluation is vital to monitoring your initiative, delivering programs where they are effective, and sustaining your transition efforts.

This module has five sections and will take between 20 and 30 minutes to complete.

Recommended audience for this module

- Sheriffs
- Jail administrators
- Correction officers
- Jail treatment staff
- Pretrial services staff
- Classification and intake staff
- Community corrections staff
- Reentry coordinators
- Community providers
- Social service providers
- Probation officers
- County board members
- Criminal justice council members
- Judges and Officers of the court
- Funders
- Executive branch governmental staff
- Local legislators
- Information technology staff working on development of data systems

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This module explores the final system-level building block, Self-Evaluation and Sustainability, needed to ensure the success of your TJC initiative.

This module includes:

- Understanding the need for routine assessment and self-evaluation.
- Why the development of a theory of change model is the start of the process.
- The importance of selecting the right performance measures to track important outcomes and monitor progress.
- Common evaluation techniques to assess your TJC initiative.

There are five sections in this module:

1. Power of Self-Evaluation
2. Evaluation Roadmap
3. Routine Assessment and Self-Evaluation
4. Sustainability
5. Terms Used in the Field

This module also includes templates, resource links, field notes;, case studies, and other materials to help you expedite the self-evaluation process in your community.
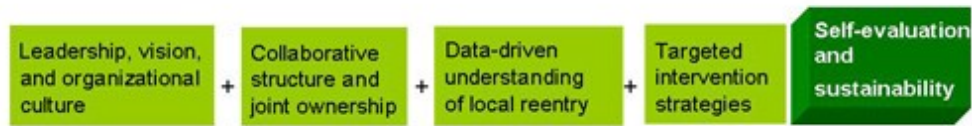
By the end of this module you will be able to:

- Develop a theory of change model to guide both your initiative and self-evaluation plans.
- Identify the multiple performance measures available to monitor progress and anticipated change at the system and individual levels.
- Understand the differences among a process, an outcome, and a cost-benefit evaluation.
- Develop tactics and mechanisms to facilitate sustainability of your TJC initiative.
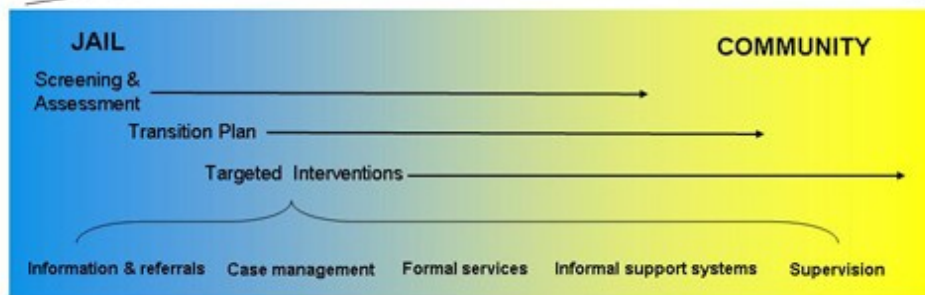
The Transition from Jail to Community Model

This visual indicates where *Self-Evaluation and Sustainability* fits in the *Transition from Jail to Community* model. It is one of five key system elements that must be in place for the TJC model to work.

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System Elements

| Leadership, vision, and organizational culture | + | Collaborative structure and joint ownership | + | Data-driven understanding of local reentry | + | Targeted intervention strategies | Self-evaluation and sustainability |

Individual Intervention Elements

JAIL   **COMMUNITY**

Screening & Assessment ————————————————→

Transition Plan ————————————————————————→

Targeted Interventions ———————————————————————→

Information & referrals   Case management   Formal services   Informal support systems   Supervision

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Section 1: Power of Self-Evaluation

In this section, we discuss the importance of developing a strong and lasting **self-evaluation** component to your TJC initiative. Your goal is to recognize that only through ongoing evaluation will you understand your successes, identify areas for improvement, learn from them, and institute policies and procedures that will continually clarify and improve your future efforts.

At the most basic level, self-evaluation helps you answer three questions:[1]

1. Is the TJC initiative producing the desired results?
2. Is the TJC initiative having the greatest possible impact on public safety?
3. Is the TJC initiative making the most efficient use of public funds?

> **Terms to Know**
> **Self Evaluation:** The evaluation of a program by those conducting the program

Self-evaluation doesn't have to be complicated or costly, and any short-term inconvenience is far outweighed by the risk of not identifying the areas where improvement is needed to successfully implement the TJC initiative. In fact, without self-evaluation, your resources will not be used as effectively as they might be and your efforts to improve long-term public safety will not have the impact that they should.

According to the *Evaluation Toolkit* produced by the Government of Ontario, Canada[2], evaluation is beneficial because it enables you to

- Demonstrate effective, efficient, and equitable use of financial and other resources.
- Measure actual changes and progress made.
- Identify success factors, need for improvement, or areas where expected outcomes are unrealistic.
- Respond to demands for accountability.
- Validate that desired outcomes are being achieved.

Self-Evaluation Process

The self-evaluation process is ordered in four simple steps:

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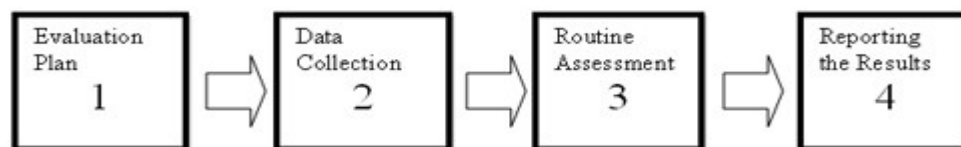
[1] Council of State Governments, Re-Entry Policy Council. 2005. "The Report of the Re-Entry Council."

[2] Government of Ontario Canada. n.d. "Evaluation Toolkit."

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You will learn more about elements 1, 3, and 4 in the following sections. Refer back to Module 4: *Data-Driven Understanding of Local Reentry* for Step 2: Data Collection.

Field note: Ada County, Idaho

In the early 2000s, Ada County Sheriff Gary Raney looked to the future and saw rapid growth in the county was inevitable. Raney did not want to go to taxpayers every few years for capital improvements to pay for jail expansion. He wanted to improve community safety and embrace statistical analysis that showed for many first-time or low-level offenders, spending time in jail can have negative consequences.

Raney wanted offenders who could safely be in the community to be managed there while working, paying rent, and taking care of their families. And, he wanted to figure out ways to help some of our most frequent guests to the jail from ever coming back.

So, how have we done this? With **screening, assessment** and **case planning**, and some help from community providers, government groups and faith-based organizations.

We use the simple and effective tool of **proxy score** on the **screening** end when someone is charged. For the uninitiated, the proxy score is based on 1) age of the person at first arrest, 2) number of prior arrests and 3) current age. The lower the proxy score, the less likely the person is to get arrested again. It's a quick and accurate screening for recidivism.

When we get someone with a low proxy score, the next move is to reduce exposure to the jail environment and programming as much as possible while ensuring the community remains safe. For inmates with higher scores, we look to see what programs we have that can help. That's where the **assessment** comes in. Once we get a proxy score we use the Level of Service Inventory – Revised to determine what programming will provide the most benefit for the individual.

The next move is **case planning**—how we match the programs we have to an individual's assessed needs; research shows that doing this reduces the chances they will come back to the jail. Examples include: 1) Active Behavioral Change classes, 2) substance abuse programs, 3) GED tutoring and testing, 4) fatherhood/parenting classes, 5) Workforce readiness and Work Search programs and 6) re-entry dorms.

We know this is working by tracking the recidivism of inmates who have completed those programs as compared to inmates who haven't. Over the last three years, the program group had a lower recidivism rate than the control group—and those numbers keep getting better. In 2012, the difference was 8 percentage points. In 2013, it went up to 9 percentage points and in 2014 we broke double digits: the difference in the offending between program participants and the comparison group was 12 percentage points. This is great news for the Ada County Sheriff's Office and the community.

Resources

1. Bond, Sally L., Sally E. Boyd, and Kathleen A. Rapp. 1997. Taking Stock: A Practical Guide

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to Evaluating Your Own Programs. Horizon Research Inc. Available: http://www.horizon-research.com/reports/1997/taking_stock.php

2. Centers for Disease Control and Prevention. Framework for Program Evaluation. Available: http://www.cdc.gov/mmwr/preview/mmwrhtml/rr4811a1.htm

3. Frechtling, Joy. 2002. The 2002 User-Friendly Handbook for Project Evaluation. The National Science Foundation. Available: http://www.nsf.gov/pubs/2002/nsf02057/nsf02057.pdf

4. McLaughlin, John A. 2003. Planning Useful Evaluation Systems. Worksheet providing basic guidelines for planning an evaluation. Available: http://www.epa.gov/evaluate/pdf/tools/worksheet-planning-conducting-managing-program-eval.pdf

5. The University of Arizona. Community Health Worker Evaluation Tool Kit. Includes the following chapters: Using Logic Models to Bring Together Planning, Evaluation, and Action; Framework, Instruments, Forms, and Directory; and Grant-Writing Tips to Help You Sustain Your Community Health Worker Program. Available: https://apps.publichealth.arizona.edu/CHWToolkit/

Reentry Revisited

Let's revisit what we have learned so far in the *Self-Evaluation and Sustainability* module. Please answer the following question.

Self-evaluation is the process of gathering information that determines

- o Whether an arrestee should be placed under community supervision.
- o Where improvements are needed in a program for a successful initiative.
- o The mental health status of individuals.
- o Who is employee of the month within your agency.

Summary

This section demonstrated to you that self-evaluation enables program staff and their partners to guide and improve operations by collecting empirical information to substantiate and measure effectiveness.

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Section 2: Evaluation Roadmap

An evaluation roadmap is a graphical summary outlining how you plan to evaluate your TJC initiative. Each step of the roadmap must be completed before the next step can occur. Here, the old adage applies: "If you don't know where you're going, you'll probably end up somewhere else."

A **theory of change model**, often referred to as a logic model, is one of the most common tools used to map out your specific community's approach. It will not only document your theory of change for the TJC initiative but articulate to your TJC partners the rationale for actions or strategies. It guides your self-evaluation by identifying how resources and activities or programs are linked to desired outcomes.

Your theory of change model will describe your TJC strategies and activities, and also help identify the data that should be collected by stating what measures will be used for its short- and long-term outcomes. A reentry council or criminal justice policy council, as well as each partnering agency, will typically develop its own theory of change model.
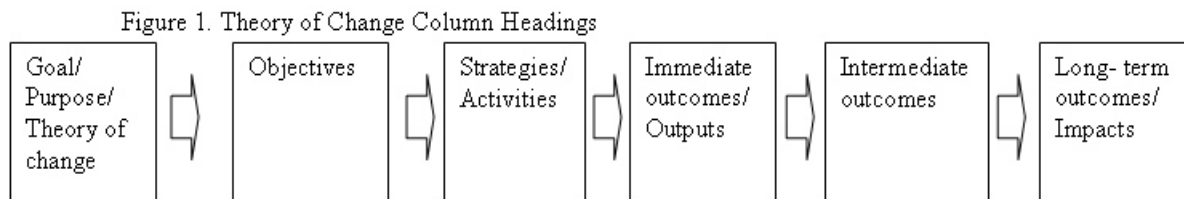
> ### Terms to Know
> **Theory of Change Model:** A diagram and text that describes/illustrates the logical (causal) relationships among program elements and the problem to be solved, thus defining measurements of success
>
> **Performance Measures:** Ways to objectively measure the degree of success a program has had in achieving its stated objectives, goals, and planned program activities. For example, number of clients served, attitude change, and rates of rearrest may all be performance measures

The flow of the theory of change model begins with identifying the target population and ends with long-term outcomes. We've listed the headings most often used for each column.

Figure 1. Theory of Change Column Headings

Figure 1. Theory of Change Column Headings

Goal/Purpose/Theory of change → Objectives → Strategies/Activities → Immediate outcomes/Outputs → Intermediate outcomes → Long-term outcomes/Impacts

A Theory of Change Model:

- Offers a written rationale or a theory for selecting various strategies, programs, or intervention activities to implement the TJC initiative.
- Identifies the objective or change you hope will occur by implementing those various strategies, programs, or interventions to the population targeted.
- States the strategies, programs, and activities to be implemented (Activities in figure 2).
- Identifies the immediate, short-term outcome of the strategies, programs, or intervention activities (Outputs in figure 2).

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- Identifies the intermediate outcomes of the strategies, programs, or intervention activities (Outcomes in figure 2).
- Identifies the final outcomes (long-term outcomes) of the strategies, programs, or intervention activities (Impact in figure 2).

Figure 2. Theory of Change Model

GOAL	OBJECTIVES	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACTS
Statement of the overall purpose of the project	Specific statements of what the project sets out to accomplish	Specific tasks to complete through implementation of the project	Immediate results (direct products of project activities)	Intermediate results (1 to 3 years after project starts)	Long-term results (3 to 10 years after project starts)
What is the key challenge or problem your project is working to resolve? Language "To develop ..." "To reduce ..." Visionary, high level statement. Long-term time frame.	More specific than a goal, project objectives reflect the concrete changes you are aiming to make through implementation of the project. A typical project will have 3-5 objectives; Try to limit to a few objectives. Determine the time required to achieve each objective (1-3 years).	Focus on the key steps necessary to achieve your objectives. • Identify participants, beneficiaries or stakeholders for each activity • What mix of activities will give you the greatest chance of reaching your objectives? • Check each activity or group of activities to see if it/they will logically lead to the desired outcomes; if not, then consider alternative activities....or ask yourself if your desired outcomes are realistic. • Stay within budget!	What are the actual concrete products of your activities? Could be quantitative or qualitative. Examples: "15 members complete the course" or "increased awareness of safety procedures". Usually tracked for each quarter or year of the project.	What changes in behaviour, practice, policy or conditions will your project achieve? Timeline: typically see these results 1-3 years after the project starts Examples: "80% of course participants will apply the technology in their work" or "increased collaboration among network members"	What long-term changes will your project produce? Typically not realized or measurable until a few years after project commenced. "Impact" describes the ultimate changes you expect to see at a high level: organizational, community, society. Measuring impact requires adequate funding to undertake long-term research.
Goals and Objectives represent the strategic direction of your project.		Activities comprise the Project Work Plan, which should include details for each activity (Who? What? When? Where? How?).	Outputs link directly to project activities; activities are what is done, outputs are the expected results.	Outcomes relate to your objectives; objectives are desired, outcomes are the expected results.	Impacts relate to goals; a goal is desired, impacts are the expected end-results.

PROJECT LOGIC MODEL

Source: Government of Ontario Canada. Evaluation Toolkit. http://www.reddi.gov.on.ca/track_readlogicmodel.htm

Developing a theory of change model is a group activity; it requires input from multiple stakeholders central to your community's TJC initiative. Crafting a theory of change model begins by convening key stakeholders from the community and the jail to discuss and define the initiative's goals and objectives, and the interventions or activities your community views as essential to achieving these goals and objectives. As discussed in module 4, a data-driven understanding of local reentry issues should inform many of these early discussions.

A theory of change model, however, is only a first step. You will still need to define your key outcome measures, determine what data will be needed to measure these outcomes, decide how to collect and analyze the data, then do so, and report the results. See module 4 for more information on data collection and analysis.

Below, we have provided several examples of theory of change models, focusing on transitioning people back to the community, provided by the Criminal Justice Research and

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Evaluation Center at John Jay College.

Figure 3. Collaborative Initiative Program Plan
Criminal Justice Research and Evaluation Center, John Jay College.

Figure 3. *Collaborative Initiative Program Plan*
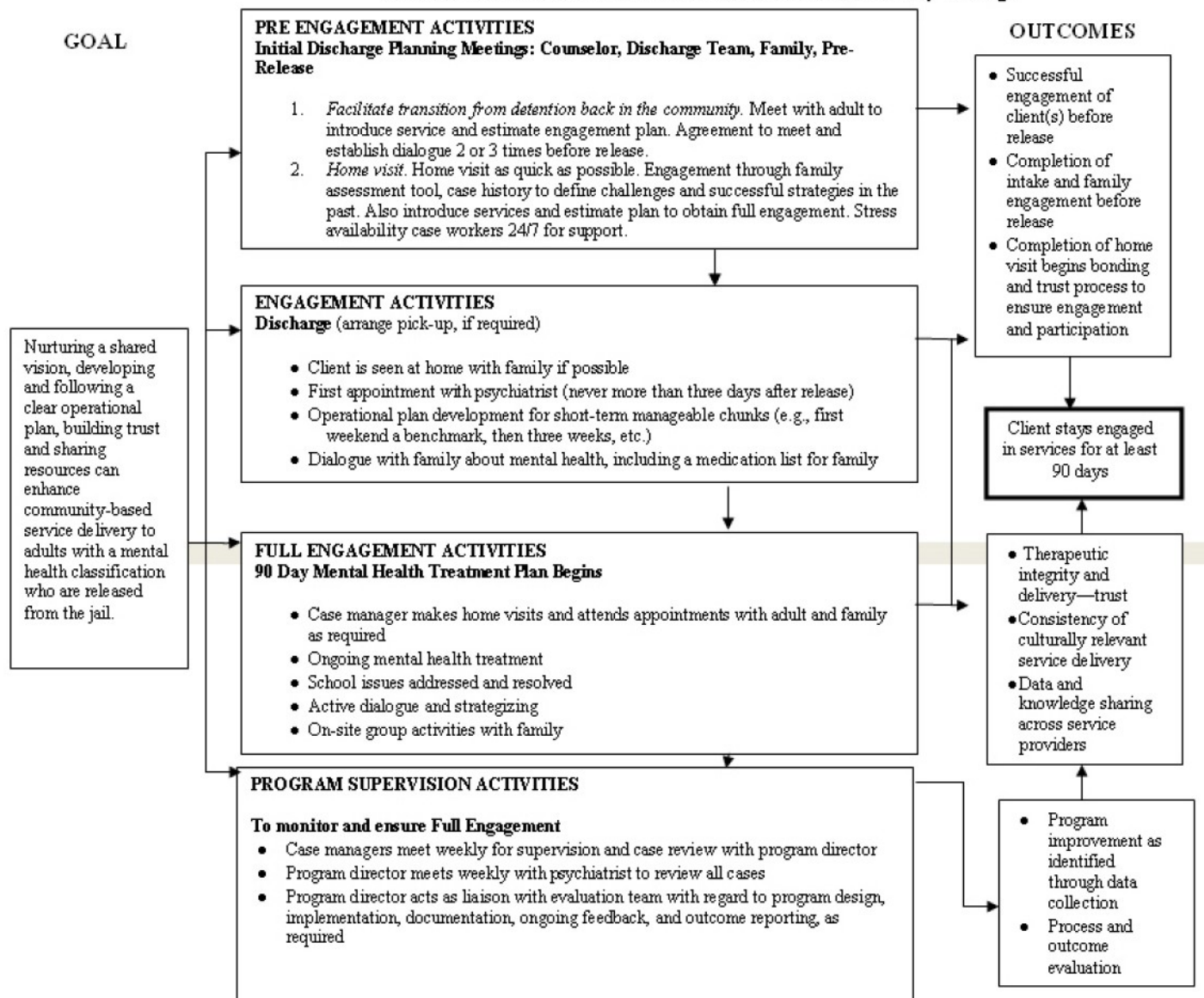Criminal Justice Research and Evaluation Center, John Jay College.

GOAL

Nurturing a shared vision, developing and following a clear operational plan, building trust and sharing resources can enhance community-based service delivery to adults with a mental health classification who are released from the jail.

PRE ENGAGEMENT ACTIVITIES
Initial Discharge Planning Meetings: Counselor, Discharge Team, Family, Pre-Release

1. *Facilitate transition from detention back in the community.* Meet with adult to introduce service and estimate engagement plan. Agreement to meet and establish dialogue 2 or 3 times before release.
2. *Home visit.* Home visit as quick as possible. Engagement through family assessment tool, case history to define challenges and successful strategies in the past. Also introduce services and estimate plan to obtain full engagement. Stress availability case workers 24/7 for support.

ENGAGEMENT ACTIVITIES
Discharge (arrange pick-up, if required)

- Client is seen at home with family if possible
- First appointment with psychiatrist (never more than three days after release)
- Operational plan development for short-term manageable chunks (e.g., first weekend a benchmark, then three weeks, etc.)
- Dialogue with family about mental health, including a medication list for family

FULL ENGAGEMENT ACTIVITIES
90 Day Mental Health Treatment Plan Begins

- Case manager makes home visits and attends appointments with adult and family as required
- Ongoing mental health treatment
- School issues addressed and resolved
- Active dialogue and strategizing
- On-site group activities with family

PROGRAM SUPERVISION ACTIVITIES

To monitor and ensure Full Engagement
- Case managers meet weekly for supervision and case review with program director
- Program director meets weekly with psychiatrist to review all cases
- Program director acts as liaison with evaluation team with regard to program design, implementation, documentation, ongoing feedback, and outcome reporting, as required

OUTCOMES

- Successful engagement of client(s) before release
- Completion of intake and family engagement before release
- Completion of home visit begins bonding and trust process to ensure engagement and participation

Client stays engaged in services for at least 90 days

- Therapeutic integrity and delivery—trust
- Consistency of culturally relevant service delivery
- Data and knowledge sharing across service providers

- Program improvement as identified through data collection
- Process and outcome evaluation

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Figure 4. Reentry Committee Community Capacity Building—Process Logic Model
Criminal Justice Research and Evaluation Center, John Jay College

Figure 4. *Reentry Committee Community Capacity Building—Process Logic Model*
Criminal Justice Research and Evaluation Center, John Jay College

Reentry Committee Community Capacity Building – Process Logic Model
Criminal Justice Research and Evaluation Center, John Jay College

Theory

Public social control -defined as the ability of a community to solicit and secure external resources to solve its problems- can be developed and encouraged (even in stressed communities) through supportive capacity-building collaborations.

Target Group

Stressed urban communities.

Strategies/ Activities

Identify Community Influentials* and Networkers**

Organize focus groups with community influentials and networkers.

Organize work groups to gather data to demonstrate the breadth and scope of each problem

The Agency provides ongoing technical assistance to help communities identify the skills and knowledge needed at each stage.

The Agency documents strategies, activities, and outcomes at each step of the process, so it can be replicated with other communities in the future.

Immediate Outcomes

Community influentials and networkers are identified with information from:
 • Community boards,
 • Community newspapers,
 • School district/parent liaisons,
 • Religious leaders

Consensus regarding the major community problems, and their priority status.

Data about breadth and scope of problems is collected.

Based on data collected, work groups present breadth and scope of problems to a larger group of community representatives.

Intermediate Outcomes

An action plan is developed, including:
 • Measurable deliverables
 • Milestones
 • Benchmarks
 • Resources needed
 • Tracking of outcomes
 • Deadlines

Action plan is presented to influentials and community at-large.

Action plan is approved.

Final Outcomes

Action plan is implemented

Community has built capacity that will allow it to solicit and secure external resources to solve its most pressing problems.

* **Influentials** are respected by others because they have demonstrated knowledge about "what's going on" and their knowledge is credible
** **Networkers** know lots of people; the have casual social connections in many different interest groups.

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Figure 5. Mother and Child, Jail and Community Connections
Criminal Justice Research and Evaluation Center, John Jay College

Figure 5. Mother and Child, Jail and Community Connections
Criminal Justice Research and Evaluation Center, John Jay College

Performance Measures

The development of TJC **performance measures** is the next step after developing your theory of change model. Performance measurement refers to the "regular and systematic collection of quantitative information that will empirically demonstrate results (outcomes) of activities (e.g., modified policies, practices, new program activities). Performance measurement connects indicators (i.e., quantitative measures) with specific agency or jurisdictional objectives (i.e., expected outcomes)."[3]

Performance measures determine the type of data you must collect to measure your short, intermediate, and long-term outcomes and are thus directly connected to your theory of change model. Reports of these data and outcomes should be readily available to assist decision makers in resource allocation and implementation strategy.

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[3] Rossman, Shelli B., and Laura Winterfield. 2009. *Coaching Packet: Measuring the Impact of Reentry Efforts.* Silver Spring, MD: The Center for Effective Public Policy, p. 8.

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David Osborne and Ted Gaeble, in *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector*[4] identify the power of performance measures:

- What gets measured gets done.
- If you don't measure results, you cannot tell success from failure.
- If you can't see success, you can't reward it.
- If you can't reward success, you're probably rewarding failure.
- If you can't see success, you can't learn from it.
- If you can demonstrate results, you can win public support.

Innovating agencies use performance measures to improve performance but they also recognize that for desired behaviors to replace old habits or behaviors, they must be reinforced. Below are several examples of actions or rewards to reinforce desirable organizational behaviors or actions:

- **Paying for performance**: Use performance measures as a basis to determine and reward effectiveness.

  The New York City Department of Corrections, for example, employs performance-based contracts with its transitional service providers. Service providers bill the NYC DOC for individual clients, and the billing structure relies on a pay scale that ties increased fee amounts with continued client involvement. Performance-based contracts provide strong incentives for service providers to be aggressive in their efforts to maintain client engagement.

- **Managing for Performance**: Use performance measures to improve outcomes through the following steps: identify problems, analyze them, locate the root cause, and develop and implement the solution.
- **Budgeting for Results**: Use performance measures and information to allocate resources. As table 1 indicates, results-based budgeting is outcome driven, promoting ongoing evaluation and interagency collaboration.

Table 1. Traditional Budgeting vs. Budgeting for Results[5]

Incremental or Traditional Budgeting	Results-based Budgeting
Focus is on the allocation of "new monies" only	Focus is on nearly all monies or the entire budget (excepting certain obligations, such as debt)
Concentration is on inputs (what you buy), that is, "objects of expenditure"	Concentration is on outputs (what results are expected)
Narrow or marginal decisionmaking	Comprehensive or enterprise-wide decisionmaking

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[4] Osborne, David, and Ted Gaeble. 1992. *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector*. Reading, MA: Addison Wesley

[5] Office of the Governor. 2005. *The FY 2005-06 Executive Budget*. Columbia, SC: Author. http://www.ipspr.sc.edu/publication/scbudget.pdf

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Subjective based	Objective based
Preserving the status quo	Determining new, creative approaches to problems and needs
Agency or bureaucracy driven	Outcome driven
Promotes restraints, restrictions, and red tape	Encourages flexibility and ingenuity
Control orientation	Planning and management orientation
Emphasizes compliance and preserving legality	Emphasizes performance and innovation
Stresses audit trails and conformity	Stresses program evaluation and improvement
Involves agency heads, elected officials, and advocacy groups	Involves everyone wanting to participate, especially those wearing a "citizen's hat"
Encourages and perpetuates single-agency programs	Encourages intra- and interagency cooperation among programs and activities

Begin by developing TJC performance measures for each of your theory of change model's short-term, intermediate, and long-term outcomes. This needs to be done before you develop your data collection plan to make sure your strategy for collecting data supports each performance measure used in your self-evaluation. There must be a clear and compelling link between your initiative's objectives, outcomes, performance measures, and indicators, and the data you plan to regularly collect and analyze.

Many people believe that rearrest, reconviction, and reincarceration rates are the only ways to measure successful transition strategies. Although long-term public safety is paramount, there are other important process and system outcomes to measure to enhance public safety and efficiency.

The TJC initiative has developed a menu of performance measures that reflect and support the initiative's broad goals to increase public safety, improve reintegration outcomes, and effect systems change. To help you with this process, we have identified the following system-level, public safety, and reintegration TJC initiative outcomes and performance indicators:

- **System-Level Outcomes**
  - Screening, assessment, referrals, engagement, service utilization, and completion

- **Public Safety Indicators and Outcomes**
  - Reduced reoffending, reduced jail stays, and increased time between jail stays

- **Reintegration Indicators and Outcomes**
  - Reduced substance use, reduced homelessness and increased housing stability, increased employment and employment stability, and improved physical or mental health

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The menu of TJC performance measures located at the end of this module offers several indicators (actual measures) for each above measure. The process measures, although difficult to track, should be a priority for each jurisdiction as they will allow progress to be monitored on an ongoing basis. Depending on the agreed upon definitions (e.g., indicators selected, specified time frame for measurement), the public safety and reintegration measures can take a long time to demonstrate progress and success. The process measures represent intermediate outcomes that should be monitored closely, keeping in mind that if the associated activities are targeted and implemented correctly, they should positively affect reintegration and public safety outcomes.

System-Level Performance Measures

This menu of system-level performance measures helps you identify those that are most important to your initiative. You may want to collect and review these data monthly to support internal monitoring but report on them quarterly to the broader stakeholder group to track outputs and short-term and intermediate outcomes.

System-Level Performance Measures

Goal	Outcome	Data Source	Performance Measures
System-level change	Improve the frequency of risk, need screening, or assessment	Agency data	- Number or percentage of clients receiving screening in jail and community - Number or percentage of clients receiving comprehensive risk needs assessments in jail and community
	Increase transition planning for medium- and high-risk offenders	Agency data	- Number or percentage of medium- and high-risk clients receiving a transition plan - Number or percentage of transition plans updated after release
	Increase multiagency partnerships	Quarterly assessments, surveys, agency data	- Number or percentage of partnership agreements formed between the jail and the community 1. Number of partner assets and needs - Degree of continuity of practice between partner agencies - Degree of integration of electronic and Information Management System - Amount of reimbursement income from state and county entities - Number of referrals to partnering agencies - Degree of partner access to data systems, where relevant and appropriate - Degree of efforts to establish a system data repository or database to which all partners contribute and have equal access

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Goal	Outcome	Data Source	Performance Measures
			- Degree of trust, quality of communication, and partner-to-partner activities that are formalized through a criminal justice council or similar body - Understanding of each partner's role and their agency's importance to the success of the system partnership - Number and type of protocols and processes for referring clients - Cost-benefit analysis of the TJC activities
Service engagement and use	Increase in participation in programs and services	Agency data, self-report	- Number or percentage of risk and needs-based jail programs - Number or percentage of new risk and needs-based jail programs since TJC initiative began - Number or percentage of target population referred to services (monthly), by service type - Number or percentage using detox and treatment programs - Number or percentage provided access to mental health counseling and services - Number or percentage attending services or programs - Number or percentage of days or sessions attended during specified period - Number or percentage of completing programs or services by program type - Number or percentage not completing by reason for exit - Number or percentage of days participated by completer or noncompleters Number or percentage of high-risk offenders targeted for services

Public Safety Performance Measures

Goal	Outcome	Data Source	Performance Measures
Public safety	Reduce recidivism	Booking records, agency data	- Number or percentage of clients that remain crime-free for specified time (3,6, 9, or 12 months after release) as measured by new arrests, new convictions, and/or new incarcerations
	Reduce reoffending	Booking records, agency data	- Number or percentage of arrests and violations - Number or percentage of arrests and violations for specified time (3,6,9,12 months) - severity of new offenses/crimes
	Reduce jail stays	Booking records, agency data	- Average length of stay by risk or need - Number or percentage of repeat jail stays - Number or percentage of two or more jail stays by age, sex, race, offense type & severity - Time between repeat jail stays
	Change in classification	Agency data	- Change in risk and need levels - Integration of risk or needs information with systems

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Goal	Outcome	Data Source	Performance Measures
	scores		of classification, examination, or sanction
Restorative justice measures	Increase in restitution collected	Agency data	- Hours of community service completed - Number or percentage of clients in compliance with child support obligations

Reintegration Performance Measures

Goal	Outcome	Data Source	Performance Measures
Community reintegration	Reduce drug and alcohol use	Urinalysis, self-report, agency data	- Number or percentage testing positive for drugs or reporting use at screening or assessment - Severity or frequency of substance use from screening and assessment results - Number or percentage who have not used any substance for specified period (3, 6, or 12 months) - Number or percentage of relapse episodes per client and number of days, weeks, or months between events - Number or percentage enrolled in, or completing detoxification, residential, or out-patient substance abuse programs - Number or percentage of positive drug tests or individuals who test positive - Number or percentage applying for treatment upon release - Number or percentage of treatment sessions completed - Level of treatment enrollment (e.g., inpatient, outpatient). - Number or percentage enrolled in aftercare and peer support groups to sustain sobriety and recovery
	Improve behavioral health care	Agency data	- Number or percentage of mental health assessments received - Number or percentage of clients with improved mental health functioning based on some standardized scale - Number or percentage of psychiatric hospitalizations - Number or percentage applying for treatment upon release - Number or percentage of treatment sessions completed - Level of treatment enrollment - Number or percentage of former inmates who continued in program at 30-day intervals
	Reduce homeless-ness	Homeless database, agency data, self-report	- Number or percentage of homeless clients - Number or percentage of shelter stays/nights on the street in specified period (3, 6, or 12 months) after intervention

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			- Number or percentage of clients with a fixed address (own apartment/home) - Number or percentage and descriptions of post-housing and shelter institutional disciplinary issues - Changes in patterns of jail and shelter usage in the first 90, 180, and 365 days
	Increase access to safe housing placement and retention	Homeless database, agency data, self-report	- Number or percentage of attempts at housing out-placement - Number or percentage of housing placements - Number or percentage of placed retaining housing
	Increase access to benefits	Agency data, self-report	- Number or percentage of benefit-usage of clients - Number or percentage of identification documents already possessed by clients at intake - Number or percentage of clients enrolled in public benefits (e.g., SSI, Medicaid & food stamps) - Number or percentage of clients maintaining enrollment in all eligible and appropriate benefits
	Increase educational obtainment	Agency data, self report	- Number or percentage of clients who participated in and completed vocational training - Number or percentage attaining education (e.g., adult basic education, completed GED, pursue higher education)
	Increase Employ-ment	Agency data, self-report	- Number or percentage clients placed in jobs - Number or percentage of clients employed - Number or percentage of days employed - Wages and benefits earned and taxes paid - Number or percentage of days clients retain their jobs during specified period of time - Degree of full-time employment (for those that need it) - Degree of job stability over time (decrease in number of job changes)
	Improve physical health care	Agency data, self-report	- Number or percentage enrolled in a health plan using a publicly funded health insurance program - Number or percentage receiving a full physical followed by preventive health services and appropriate treatment for chronic conditions - Number or percentage with hospital stays due to medical issues, drug use - Number or percentage who use necessary health care services after release - Number or percentage who attend appointments - Number or percentage who complete treatment - Number or percentage of contacts with primary care physicians

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			- Number or percentage of emergency room visits - Number or percentage of medication adherence - Number or percentage of testing for chronic and infectious diseases
	Improve family and community engagement	Agency data, self-report	- Number or percentage who acquire new skills – Job skills, trade/vocational skills, life skills (decisionmaking, social communication), English language - Number or percentage who have strong positive social support networks - Number or percentage with improved self-concept, self awareness, and system awareness - Number or percentage engaged prosocially (e.g., voting, community involvement, volunteer work) - Number or percentage managing their finances (e.g., open bank account, paying bills on time, building credit) - Number or percentage rebuilding prosocial family relationships and engagement - Number or percentage initiating contact with prosocial family members - Number or percentage paying child-support -Number or percentage increasing child-support payments - Number or percentage in compliance with child-support obligations. - Number or percentage maintaining basic responsibilities (e.g., keeping appointments)

Data Collection

While the TJC initiative does not require a fully developed or collaborative management information system (MIS) in place for self-evaluation or interagency information-sharing, your agency should have the basic protocols and capacity to collect and access information relevant to operations and outcomes. An MIS is needed to measure performance and program success along desired outcomes through an external evaluation and a self-evaluation. This system will allow for each community to determine the who, what, where, and when of targeted service delivery. Refer back to Module 4: *Data-Driven Understanding of Local Reentry* for Step 2: Data Collection

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Reentry Revisited

Let's revisit what we have learned so far in the Self-Evaluation and Sustainability module. Please answer the following question.

Which of the following is not part of a theory of change model:

- o The purpose of the program and its overall objectives.
- o A list of activities used for other programs that are out of budget range.
- o The expected outcomes that you have determined your program will achieve.
- o Long-term impacts that describe the ultimate changes expected.

Summary

Now that you have completed this section, you understand that by developing a theory of change model and using performance measures to determine the success of your outcomes, you can demonstrate that your program is based upon a specific theory, has clear goals and objectives, and that if a comprehensive process is followed, you are likely to see measurable program successes and failures from start to finish.

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Section 3: Routine Assessment and Self-Evaluation

This section will help you understand the type of routine assessment and evaluations your agency should conduct to support your ongoing TJC initiative. You will also learn the steps needed to plan your evaluations.

What Is Routine Assessment?

Routine assessment is the process of regularly gathering, analyzing, and interpreting your data to help you and your partnering agencies improve and revise the TJC initiative and its components.

An important aim is to use your data to modify and strengthen the application of the TJC model in your community.

Here is how to begin:

> **Terms to Know**
>
> **Feedback:** A process in which outside staff and organizational members collaboratively gather, analyze, and interpret data and then use their findings to alter aspects of the organizational structure and work relationships
>
> **Performance Measures:** Ways to objectively measure the degree of success a program has had in achieving its stated objectives, goals, and planned program activities. For example, number of clients served, attitude change, and rates of rearrest may all be performance measures

- Convene your TJC's coordinating reentry council to determine the key outcomes that are of interest to partners and potential funders to show progress in achieving the TJC initiative.
- Form a specific data or evaluation working group.
- Jointly produce a theory of change model. This process will highlight the overall model outcomes, including immediate, intermediate, and long-term outcomes.
- Develop a data collection procedure based on your consensus outcomes, ideally with different agencies helping with the data collection and analysis.
- Analyze the data.
- Have reentry council members interpret the data.
- Disseminate the findings to stakeholders on a regular basis.

Feedback

We encourage you to establish mechanisms—such as forums, focus groups, routine reports from partner agencies and client satisfaction surveys—to obtain early and frequent feedback from partners and constituents.

Think of **feedback** as having the following components:[6]

- **Data** are used to objectively examine the TJC initiative, focusing on the model at the system and individual level.
- **Structured meetings** are held to review the data and increase collaboration among the partners.

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[6] Miles, Mathew, Harvey Hornstein, Daniel Callahan, Paula Calder, and R. Steven Schiavo. 1969. "The Consequences of Survey Feedback: Theory and Evaluation." In *The Planning of Change*, edited by Warren Bennis, Kenneth D. Benne, and Robert Chin (457–68). New York: Holt, Rinehart and Winston

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- Use the **analysis** to make decisions and ensure that the TJC initiative is being implemented as expected and is improving.
- **Repeat the process** on a routine basis.

Assessment and Evaluation Capacity

The TJC initiative recommends that at least one partnering agency has the capacity to plan and implement routine assessments and evaluations of the initiative. This agency will utilize this capacity to advance the overarching goals of TJC and will feedback its results regularly to stakeholder decision makers to inform decision making, organizational reorientation, and resource allocation. Building your internal capacities to make evaluation part of your agency, instead of using outside consultants or evaluators to analyze your TJC initiative, is important because it

- Increases responsibility for competent data management and collection by the partnering agencies.
- Decreases the likelihood that the TJC initiative and its outcomes will be opposed.
- Influences organizational culture to accept data findings and resultant changes in policy or practice.
- Teaches agencies to improve their TJC initiative without relying on outside help.
- Allows for a system to make educated and targeted decisions on where they would like to allocate their resources.
- Builds the necessary resources to sustain long-term assessment and evaluation.

In Jacksonville, Florida, the Sheriff's Department analyzes risk screen scores to identify candidates for pretrial risk assessment and for risk and criminogenic needs assessment. After reviewing the data, Jacksonville changed their procedures and began releasing inmates to pretrial servies with risk screen scores below certain cutoffs.

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Who's in the Jail?

ALOS, Proxy Score, and Facility for 5/31/2013

	PDF	MCC	CYC
2	263	100	122
3	176	72	139
4	197	84	149
5	192	87	128
6	209	86	126
7	198	102	130
8	198	82	135

ALOS, Proxy Score, and Facility
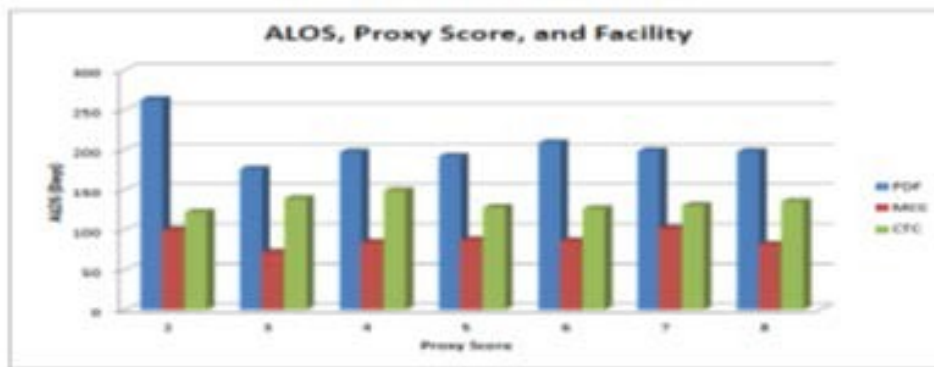
However, if you don't have in-house research staff, you may want to partner with local research organizations or academic institution to help you with your evaluations.

Field note: Allegheny County, Pennsylvania

Urban Institute researchers recently evaluated two Allegheny County, Pennsylvania Second Chance Act-funded reentry programs. Both programs use core correctional practices such as risk/needs assessment, coordinated reentry planning, and evidence-based programs and practices to reduce recidivism; one connects clients to a reentry case manager pre- and post-release (Reentry program 1), the other to a reentry probation officer (Reentry program 2). The evaluation found that both reentry programs reduced rearrest among participants and prolonged time to rearrest. These findings are supported by ample evidence of implementation fidelity. For example, both programs consistently targeted moderate- to high-risk inmates, conducted assessments, used coordinated case planning, and linked clients to EBPs including cognitive behavioral interventions.

Read the full report at http://www.urban.org/sites/default/files/alfresco/publication-pdfs/413252-Evaluation-of-the-Allegheny-County-Jail-Collaborative-Reentry-Programs.PDF

Buck Willison, Janeen, Sam G. Bieler, Kideuk Kim. 2014. "Evaluation of the Allegheny County Jail Collaborative Reentry Programs." Washington, DC: Urban Institute.

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Evaluation Techniques

The type of assessment and self-evaluation you decide on depends on the data you have and the outcomes you wish to evaluate. Though we often use the term self-evaluation in the general sense, there are many types of evaluations. The four most common you might use for the TJC initiative are

1. Process Evaluation: Documents all aspects of program planning, development, and implementation and how they add value to services for those transitioning from the jail to the community.

Data sources that support process evaluations usually include program materials, direct observation of the intervention, and semi-structured in-person interviews with staff and other stakeholders that focus on the intervention.

2. Outcome Evaluation: Assesses the extent to which an intervention produces the intended results for the targeted population; outcome evaluations typically use some kind of comparison group (e.g., participants who are similar to the target population but don't get the intervention being evaluated). This technique is more formal than performance measurement.

Note: Outcome evaluations are in-depth studies that include comparison groups; these evaluations take many months to obtain results and are often expensive. An independent evaluator may be needed. The benefit of an outcome evaluation is that it answers specific questions and it attributes outcomes directly to the program or initiative studied.

3. Performance Measurement: Based on regular and systematic collection of data to empirically demonstrate results of activities.

Note: Performance measurement only tracks outcomes. Unlike an outcome evaluation, it cannot attribute those outcomes or changes to specific program activities. However, performance measurement is relatively easy to design and implement, and it is less resource intensive than outcome evaluations.

4. Cost-Benefit Evaluation: Measures how much an initiative, its programs, and partnerships cost, and what, if any long- short-term savings the initiative generated.

5. Quality Assurance (QA) Assessment: Involves systematic monitoring of the various aspects of a program, service, or process to ensure that standards of quality are being met; under TJC, this would include your screening, assessment, programming and case planning services. For example, QA data collection that supports QA practices could include a pre- and post-test administered short questionnaire to participants before class starts and then at the end or a brief client satisfaction survey asking them about the quality of services they received.

Below we explore two evaluation techniques in more depth:

Process Evaluation

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A process evaluation will help you determine whether the TJC initiative and its programs are being implemented in the intended way, and what types of clients typically participate in the initiative.

The process evaluation focuses on capturing the basic elements of the TJC initiative as it presently functions in your community.

These data would be captured through structured observations of the TJC stakeholders, interviews with program staff, and a review of all available documentation.

Basic system-level questions you would seek to answer include

- What is the overall TJC initiative strategy?
- How is it different from business as usual?
- Who is involved? Who are the stakeholders?
- What does each stakeholder contribute?
- What are the core elements of the approach?
- What are the mechanisms for collecting data on clients—prior history, current experiences, and follow-up?

Additional questions include

- How many agencies, partners, and clients participate in the TJC initiative?
- What is the pool of potential participants?
- What are the eligibility criteria to participate?
- How many participate in each program?
- How long do they remain engaged with each service provider before and after release?
- How do potential participants learn about the TJC initiative?
- How do TJC participants differ from others incarcerated?
- What types of services or referrals does each participant receive?
- What are the background and demographic characteristics of participants for each service?
- Why did the participants show up to the community providers after release?

Process evaluations also assess penetration rates and program fidelity. These terms are defined below:

Penetration Rate: The TJC initiative's reach into the target population. In other words, the number of inmates engaged in the program divided by the number of eligible inmates in the target population.

Program Fidelity: How closely the implementation of a program or component corresponds to the original model.

This is particularly important in the TJC Initiative because with limited time and resources it is imperative that all program elements adhere to the originally designed program model in order for the intervention to be as successful as possible.

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Quality Assurance: A robust QA process supports the improvement of transition work over time (and makes deterioration in quality less likely). A QA plan allows all providers to participate in a process of self improvement. It also pushes the development of clear shared standards for how key elements of the transition process should be carried out, fostering consistency of approach throughout the system.

The following programmatic **Quality Assurance** strategies/activities are critical in monitoring how effective your programs are performing.

First, identify the key components that make this a quality, evidence-based process:

- Is it an evidence-based or a best-practice program?
- What types of offenders are best suited to benefit from the program?
- Are risk to reoffend screening data used to inform placement and/or system action?
- How are offenders identified for placement in the program (e.g., based on what criteria? By whom?)?
- What are the minimum resources required to implement the program effectively (e.g., qualified staffing, adequate space, appropriate technology, sufficient time, participant criteria)?
- Does the program come with a comprehensive curriculum and training documents provided by the program developer?
- Is there an understanding of how the program was intended to be implemented? For example, the program's duration, class size, frequency of sessions or activities, and materials to be used or discussed in delivery of the program.
- Is there an agreement on what system and individual level outcomes would indicate program success (i.e., the program is achieving the desired outcomes)? Is there a clear target population for the program?
- Does the program target and reduce specific criminogenic needs?

Second, work with staff on site: What were the criteria for program staff selection?

- Is the staff familiar with the participants' needs?
- Does the staff person have a background in delivering groups?
- Are staff experienced in delivering these curricula to an offender population within a correctional environment?
- Was the staff provided comprehensive training before program implementation?
- Does staff understand and support screening and assessment and identification of offender groups for programming?
- Does the staff maintain characteristics that facilitate communication?
- Is a thorough implementation plan developed prior to the start of the program?
- Are appropriate resources made available to staff and participants?
- Does the staff have access to a staff training manual?
- Is there ongoing training and supervision for the program staff?
- Has the staff been tested to insure on their understanding of program curriculum, requirements, and goals?

Third, monitor the program's operations and measure the program's performance.
- Are screening and assessment procedures and process followed as designed – e.g., are the

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right people being screened and assessed?
- Are program eligibility criteria adhered to?
- Are programs being facilitated/delivered by trained (certified) staff?
- Are case plans being developed in a timely manner according to established benchmarks determined by the initiative's partners?
- Do case plans incorporate assessment data and address the individual's criminogenic needs?
- Is the program held in an adequate space?
- Is there an agreement on what aspects of the program will be measured?
- Does sufficient data exist in electronic format to enhance performance evaluation? Is a system in place and evaluation tools developed to gather performance and outcome feedback from the program participants and staff (e.g., observations, surveys, administrative data, audits, assessment instruments, and file reviews)?
- Is there adequate record keeping?
- Can you measure short, intermediate, and long-term outcomes?

Fourth, improve the program through:

- Quality team collaboration
- Using a strength-based, supportive approach
- Being results-oriented based upon objective, transparent measures
- Using measures that are individual- and system-focused
- Embracing a learning organization orientation
- Enhancing long-term sustainability through policy adjustments that are informed by objective evaluation
- Celebrating success and improvement

Sample System Questions for consideration to maintain program philosophy and integrity

- What staff will be allocated to oversee the quality assurance (QA) process?
- How will QA outcomes be reported, to whom, and for what purpose?
- How will observations and feedback be structured?
- How will system and individual audits be structured? How often will they be conducted? By whom? How will outcomes be utilized?
- How will this quality assurance process guide the adjustment of curriculum and programming to better meet the needs of the clients being served?
- How will gaps between the current and expected levels of quality be addressed?
- What process will be enacted to utilize QA outcomes to revise policy, procedure, and/or practice?
- How will revisions be reported to TJC, system, or organizational stakeholders?

Final Report: Process & Systems Change Evaluation Findings from the TJC Initiative is a detailed account examining how implementation worked in the TJC Phase 1 learning sites.

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Reentry Revisited

Let's revisit what we have learned so far in the Self-Evaluation and Sustainability module. Please answer the following question.

A process evaluation documents

- o How much the TJC initiative, its programs, and partnerships cost.
- o The impact of the TJC initiative and its programs.
- o All aspects of the TJC's program planning, development, and implementation.
- o All of the above.

Summary

Self-evaluation through appropriate data collection and analysis is no simple task; however, due to the complexity of a full jail transition effort, constant evaluation is essential to ensure that your resources are being spent wisely and key outcomes are achieved. Established processes of self-evaluation also influence organizational and system culture by examining and monitoring costs, processes, and outcomes, and generate data-driven policies and procedures. Local or departmental capacity should be assessed and developed to accomplish proper evaluation of the TJC implementation; however, if time or resource prohibits this, research-oriented agencies or universities often are willing to offer assistance.

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Section 4: Sustainability

The ultimate goal of the TJC initiative is to build jail-to-community transition efforts that last. Sustainability employs formal and informal mechanisms to ensure the changes in policy, procedures, and outcomes achieved by the initiative are retained over time. It is never too early in your initiative to think about and plan for sustainability.

Planning for sustainability is an important part of the TJC initiative because political, organizational, and social change will occur over time and your goal is to make the TJC initiative part of your organization and community's culture.

To a certain degree, sustainability planning has been built into the TJC initiative. The specific tasks outlined in the TJC Implementation Roadmap and the Triage Matrix help guarantee the buy-in and perceived value of the TJC initiative.

Nevertheless, achieving sustainability can be difficult. The community and its stakeholders must recognize that the TJC initiative has value and is financially self-sustaining.

Sustainability is multifaceted. It is more than just leveraging funds or resources to support programs or interventions. Rather, sustainability must occur at several levels of your initiative, including the system, partnership, agency, and program levels[7].

Here, we briefly review tactics and mechanisms commonly used to facilitate sustainability.

Roles and Responsibilities

Clarifying the roles and responsibilities of the partners and individuals your TJC initiative hopes to involve is essential. It provides stakeholders with clear "marching orders" and a sense of their role and purpose in the effort; this, in turn, facilitates their sustained involvement with and support of the initiative.

Stated more succinctly, individuals and the agencies they represent are more likely to engage in an effort when they have a clear understanding of its purpose and their role. In turn, clarifying roles and responsibilities, particularly decisionmaking authority, helps avoid the confusion and duplication of effort that often occurs when roles and responsibilities are ill-defined. Mechanisms include:

Governance Structure

As discussed in Module 3: *Collaborative Structure and Joint Ownership*, different groups will be charged with different tasks and decisionmaking authority. The TJC governance structure reflects this. It generally consists of an executive-level group, an implementation group, and

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[7] Blank, Martin J., A. Kwesi Rollins, and Carlo Ignacio. "Building Sustainability in Demonstration Projects for Children, Youth and Families" prepared for OJJDP. Washington, D.C.: Institution for Education Leadership (IEL), p.1.

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various work groups. Developing a basic organizational chart that depicts how these groups work together is key.

- Executive-level group: local stakeholders (e.g., agency heads, program directors, local officials) with the connections and experience to vet and assist the initiative with changing policy or procedures.
- Implementation group: stakeholders charged with planning and implementing the initiative; could include some executive-level individuals but generally consists of individuals familiar with the agency's policies and procedures, and the issue of local reentry.
- Work groups: specialized groups that form to address a specific task or issue, such as screening, assessment, or data and evaluation. Again, some individuals from the implementation group may sit on work groups but work group membership will likely draw from a broader pool.

Determining the division of labor is important in each group. Begin by defining roles and responsibilities for each individual. Make sure to clarify what are individuals charged to do, by when, and to whom do they report? Likewise, decisionmaking authority must be defined so that all individuals in the initiative have a clear understanding of who is accountable for its success.

Formal partnership agreements are also recommended. Developed and executed formal memoranda of agreement (also called memoranda of understanding) with core partners help clarify responsibilities, manage expectations about agency and staff resources, and facilitate continued buy-in. Sample MOAs and MOUs are provided in Module 3.

Policies and Procedures

Changes in policy, practices, and procedures should be written out. This will increase the likelihood that such changes will be adopted and implemented as intended. For example, as your jurisdiction implements key elements of the TJC model like universal screening in the jail or targeted assessment of criminogenic risks, the details about these new policies and procedures—when the procedures occur, where, who is responsible for performing them, and how the results will be used and by whom—are written down and circulated to key stakeholders. Written procedures don't have to be too formal but should provide enough detail so that anyone who reads them understands how and why they are being used. Helpful questions to consider include

What business aspects need to be formalized?

- Screening and assessment procedures
- Referral and service agreements
- Transition plans and case management

Are policies, procedures, and decision points documented?

- Who is doing what, to whom, when, how, and for how long?
- Are these materials accessible to the broad collaborative?

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Information Exchange and Data Sharing

Many jurisdictions struggle with information flow and exchange. Mechanisms like the MOUs discussed above and those below facilitate information sharing by clarifying what information will be shared, about what, with whom, and for how long. This empowers staff to request and provide information, and to use the information. It also facilitates greater transparency and collaboration among agencies, reduces duplication of effort, and promotes more efficient use of scarce resources.

- Client-level
    - Release of information (ROI)—an ROI specifies what inform about a client can be shared with other agencies. This is essential for development of transition case plans and monitoring of those plans.
    - Interagency agreement or memorandum of understanding—as discussed above, MOUs may specify an agency's agreement to participate in an initiative; address details about the use of resources, such as redeployed staff; and clarify data and information that will be collected and shared.

- Partner and Community-level—the mechanisms below promote sustainability by keeping partners and other constituents informed of progress and issues; they also provide a running record of decisions made and changes in policy and procedures. The implementation group should decide who should receive these materials and how often.
    - Meeting notes
    - Newsletters
    - E-mail list-serve or web site

Public Education and Outreach

Support from various constituencies is vital to the progress and sustainability of the TJC initiative. Public education and outreach is an essential mechanism by which to identify, engage, and retain the interest and support of key constituencies. In turn, local leaders can serve as ambassadors for the initiative, taking its message to new and influential groups willing to lend their support. Ask stakeholders for their input about groups to target and enlist those stakeholders reaching out to those groups.

Public education and outreach should tell the story of your initiative and highlight early wins, milestones, or successes. Another key message is what those early wins, milestones, or successes mean for constituents (i.e., public resources saved, increased public safety, a better community). Anything that demonstrates how the initiative is making a positive impact or how it is designed to do so should be part of the initiative's story. Education and outreach can be conducted in many informal and inexpensive ways:

- Release briefs, fact sheets and newsletters about issues central to the initiative
- Videotape success stories and use them in outreach efforts to new groups
- Write op-ed pieces
- Engage the local business community

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- Involve local media—invite local newspapers, TV stations, or community bloggers to key events or meetings

Funding and Resource Sharing

Leveraging resources to sustain or expand staffing, programming, or other approaches requires creativity. Funding, though important, is just one element. Here, we encourage you to think broadly about the resources at your disposal and to consider tactics listed below:

- **Know your assets**
  - Define and think about assets broadly. Leverage stakeholder expertise and "know how" around key issues. For example, some will have participated in the kinds of collaborative effort required by TJC, so tap them for lessons learned or tactics to secure funds or cultivate new resources. Ask agency partners to cross-train staff involved in the initiative. Ask for in-kind donations that will allow the initiative to distribute resources.

- **Inventory local resources and funding trends[8]**
  - Many cities and counties maintain a directory of local or regional foundations, philanthropic organizations, and civic groups. Review these directories to determine their funding interests and reach out to key contacts[9]. Think creatively about the needs of your initiative and how they may align with the funding interests of these groups.

- **Leverage successes**
  - Document progress, milestones, and other successes that you can share with prospective funders as evidence of that your approach works and is worth their investment. While some funders will want to see your claims backed up by data, others will be moved by client statements.
  - Think creatively about your partnership and approach
  - Partner with other agencies on grant applications; leverage their experienced grant writers.
  - Leverage past expertise to demonstrate your jurisdiction's ability to collaborate, coordinate, and implement initiatives.
  - Consider "cost-sharing" for a staff position.
  - Redeploy underutilized staff and consider co-locating to maximize information sharing efficient staff collaboration.[10]
  - Although many funders are financially constrained today, they may be willing to fund part of your request or match an amount[11]; likewise, they may be willing to

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[8] Weiss, Heather, Julia Coffman, and Marielle Bohan-Baker. 2002. *Evaluation's Role in Supporting Initiative Sustainability.* Cambridge, MA: Harvard Family Research Project, p. 15.
[9] Ibid.
[10] Blank, Martin J., A. Kwesi Rollins, and Carlo Ignacio. "Building Sustainability in Demonstration Projects for Children, Youth and Families" prepared for OJJDP. Washington, D.C.: Institution for Education Leadership (IEL), p. 11. Here, Blank et al. provide guidance on redeploying funds but we apply the recommendation to staffing.
[11] Ibid, p. 12

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provide in-kind resources or share their cache of volunteers to assist with service provision.

Taken together, these tactics will enhance the long-term sustainability and viability of your effort if implemented thoughtfully and early. Consider forming a sustainability work group early in the initiative to brainstorm options, develop a plan for sustainability, and take steps toward that goal.

Resources

1. Douglas County, KS Sheriff's Office Corrections Division Reentry Program. 2008. Inmate and program fact sheets. Available: http://www.urban.org/projects/tjc/toolkit/module9/Doug-Cnty-Jail-Pop-Fact-Sheet.pdf and http://www.urban.org/projects/tjc/Toolkit/module9/Dougl-Cnty-Reentry-Program-Fact-Sheet.pdf

2. Douglas County, KS Sheriff's Office Corrections Division Reentry Program. 2010. Reentry Newsletter Volume III, Issue I. Available: http://www.urban.org/projects/tjc/Toolkit/module9/Newsletter-V-III-Issue-I.pdf

3. Douglas County, KS Sheriff's Office. 2008. *Douglas County Jail Serves as National Model for Reentry Program.* Press release for radio on the TJC initiative. Available: http://www.urban.org/projects/tjc/Toolkit/module9/Press-release-ndex.pdf

4. Douglas County, KS Sheriff's Office. *Douglas County Reentry Program Selected by National Institute of Corrections and Urban Institute's "Transition from Jail to the Community (TJC)" project.* Press release on the TJC initiative. Available: http://www.urban.org/projects/tjc/Toolkit/module9/TJC-Press-Release.pdf

5. Douglas County, KS Sheriff's Office. Fact Sheet on the TJC Initiative. Available: http://www.urban.org/projects/tjc/Toolkit/module9/TJC-Fact-Sheet.pdf

6. Institution for Education Leadership. Building Sustainability: In Demonstration Projects for Children, Youth and Families. Prepared for the Office of Juvenile Justice and Delinquency Prevention. Available: http://www.iel.org/pubs/sittap/toolkit_02.pdf

7. Hennepin County, MN, Department of Community Corrections & Rehabilitation. 2014. Corrections Connections Volume 8, Issue 4.

8. La Cross County, WI. Justice for All newspaper article series exploring different parts of La Crosse County's criminal justice system.: Introduction, jail, electronic monitoring, treatment courts, probation, and the Town Hall coverage. Available: http://www.urban.org/projects/tjc/Toolkit/module9/La-Cross-Public-Education.pdf

9. Murphy, Shannon. 2009. Transition from Jail to Community Initiative: Once County's Experience, *American Jails.* Available: http://www.urban.org/projects/tjc/Toolkit/module9/Murphy-AJA-article.pdf

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10.	Orange County Sheriff's Department . 2008. Facts at a Glance 2008 - Inmate Service Division Inmate Re-Entry. Available: http://www.urban.org/projects/tjc/Toolkit/module9/OCSD-Inmate- Reentry-at-a-Glance.pdf

Reentry Revisited

Let's revisit what we have learned so far in the Self-Evaluation and Sustainability module. Please answer the following question.

Which of the following is not a technique to maintain sustainability of the TJC initiative in your community?

- o Public education and outreach.
- o Using MOUs to clarify agency roles in the TJC initiative.
- o Relying on outside consultants to maintain the momentum of the TJC initiative.
- o Setting up information exchange and data sharing among agencies.

Summary

Sustainability of the TJC initiative can only be realized when collaborative partnerships are built formally around a common purpose and approach to individuals transitioning from jail to the community. Many efforts are part of such an implementation and must be evaluated to ensure that scarce local resources are being spent wisely and in the best interests of the overarching system goals. Sustainability is enhanced dramatically when intended outcomes are proven to have taken place, expenditures are justified, and quality of life in the local community is improved. Such a synthesis of outcomes shows the worth of an implementation and embeds its practices in organizational and system culture.

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Section 5: Terms Used in the Field

This section defined basic terms used in this module. These terms have been highlighted in purple throughout the module allowing you to rollover the term to see the definition.

Activities: Actions taken in order to meet objectives.

Evaluation: "Evaluation has several distinguishing characteristics relating to focus, methodology, and function. Evaluation (1) assesses the effectiveness of an ongoing program in achieving its objectives, (2) relies on the standards of project design to distinguish a program's effects from those of other forces, and (3) aims at program improvement through a modification of current operations."[12]

Feedback: A process in which outside staff and organizational members collaboratively gather, analyze, and interpret data and then use their findings to alter aspects of the organizational structure and work relationships.

Goals: What an initiative is designed to achieve, typically general in nature and describing long-term outcomes.[13]

Outcomes: The changes at the individual, organizational, or system level intended as the result of an initiative.

Outputs: Completed activities internal to the initiative or organization as specified strategies are implemented.[14]

Performance measurement: "Involves ongoing data collection to determine if a program is implementing activities and achieving objectives. It measures inputs, outputs, and outcomes over time. In general, pre-post comparisons are used to assess change".[15]

Performance measures: "Ways to objectively measure the degree of success a program has had in achieving its stated objectives, goals, and planned program activities. For example, number of clients served, attitude change, and rates of rearrest may all be performance measures"[16]

Self-evaluation: "The evaluation of a program by those conducting the program"[17]

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[12] U.S. Environmental Protection Agency. n.d. "Program Evaluation Glossary." http://www.epa.gov/evaluate/glossary/all-esd.htm

[13] Miles, Mathew, Harvey Hornstein, Daniel Callahan, Paula Calder, and R. Steven Schiavo. 1969. "The Consequences of Survey Feedback: Theory and Evaluation." In *The Planning of Change*, edited by Warren Bennis, Kenneth D. Benne, and Robert Chin (457–68). New York: Holt, Rinehart and Winston.

[14] Ibid

[15] Bureau of Justice Assistance. Center for Program Evaluation and Performance Measurement. Online Glossary. http://www.ojp.usdoj.gov/BJA/evaluation/glossary/

[16] Ibid

[17] U.S. Environmental Protection Agency. n.d. Online Program Evaluation Glossary. http://www.epa.gov/evaluate/glossary/all-esd.htm

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Theory of change model: "A diagram and text that describes/illustrates the logical (causal) relationships among program elements and the problem to be solved, thus defining measurements of success."[18]

Conclusion

Self-evaluation and sustainability are key components of the TJC initiative. Self-evaluation helps you understand how well the initiative is working and what changes need to be made to achieve better outcomes. As you have seen, the process is not complicated. First, draft an evaluation roadmap that outlines how you plan to evaluate the TJC initiative, including developing your TJC performance measurements. Next, form a data/evaluation working group, formalize your data collection procedures, analyze the data, and disseminate the findings. Ensure the TJC initiative's sustainability by clarifying roles and responsibilities of the initiative's participants, develop a culture of data sharing, outreach, and leverage your community's resources to support the initiative.

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[18] U.S. Environmental Protection Agency. n.d. "Introduction to Logic Modeling, Performance Measurement and Program Evaluation: A Primer for Managers."
http://www.urban.org/projects/tjc/toolkit/module9/www.epa.gov/evaluate/pdf/ecosppt.pdf

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