

**REDUCING JAIL POPULATIONS:  
LOWERING RECIDIVISM THROUGH JAIL-  
AND COMMUNITY-BASED TREATMENT  
AND SERVICES**



## COUNTY GUIDE FOR REDUCING JAIL POPULATIONS AND COSTS

SEPTEMBER 7, 2022

County officials are implementing data-driven and evidence-based policies, practices and programs to decrease jail populations, reduce associated costs and meet the social and safety needs of communities. Annually, county jails process 8 million admissions and spend \$29 billion on correctional facilities.[1] The Pew Charitable Trusts <[http://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2021/01/local-spending-on-jails-tops-\\$25-billion-in-latest-nationwide-data](http://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2021/01/local-spending-on-jails-tops-$25-billion-in-latest-nationwide-data)> reported in 2021 that county corrections costs increased 521 percent from 1977 to 2017.

Through collaborative efforts such as local public safety planning boards or criminal justice coordinating councils, counties are looking at data from various departments and entities to identify factors that drive jail population growth and exploring solutions to improve outcomes.

Common drivers of jail populations include:[2]

- Bookings and/or arrests, especially for low-level charges such as misdemeanors
- Pretrial length of stay
- Technical violations of community supervision, and
- Recidivism.

### NEW RESOURCE: JAIL DATA INITIATIVE

When determining local jail population drivers, counties may choose to look at neighboring counties' data or others within their state and/or nationally as comparisons. The Jail Data Initiative <<https://jaildatainitiative.org/>> at New York University, in partnership with The Pew Charitable Trusts, is gathering data on jail populations around the country. Using online data rosters from roughly a third of the jails in the United States, the project analyzes daily populations, lengths of stay, charge and demographic profiles of those incarcerated, admissions, release statistics and more. Visit their website <<https://jaildatainitiative.org/>> to explore and compare local data metrics.



## RECIDIVISM

Reducing recidivism through effective jail- and community-based services can decrease jail admissions and populations and improve outcomes for people with criminal histories.

### COUNTY SOLUTIONS AND EXAMPLES



### EXTERNAL RESOURCES



- [Baltimore Behind Bars](#) (Justice Policy Institute, 2010)
- [Before and After a Behavioral Health Crisis: Building a Continuum of Care](#) (National Association of Counties, 2022)
- [Building an Effective County Behavioral Health Care Continuum](#) (Safety and Justice Challenge, 2022)
- [Coordinating a Systems Approach to Behavioral Health and Justice](#) (The Council State Governments Justice Center, 2014)
- [County Roles and Opportunities in Re-entry Planning](#) (National Association of Counties)
- [How Can Counties Create Housing Stability for Justice-Involved People?](#) (Urban Institute, 2021)
- [Housing for the Justice-Involved: The case for county action](#) (National Association of Counties, 2018)
- [Jail Re-entry for People with Substance Use Disorders](#) (National Association of Counties, 2022)
- [Jurisdictions Using RNR Simulation Tool](#) (Center for Advancing Correctional Excellence, 2017)
- [MAT for Substance Use Disorders](#) (National Association of Counties, 2019)
- [Medication Assisted Treatment \(MAT\)](#) (Substance Abuse and Mental Health Services Administration, 2022)
- [Meeting the Immediate Needs of Individuals with Substance Use Disorders](#) (National Association of Counties)
- [Opioid Use Treatment in Jails and Prisons](#) (The Pew Charitable Trusts, 2020)
- [Preparing People for Reentry: Checklist for Correctional Facilities](#) (The Council of State Governments Justice Center, 2020)
- [Promoting Health and Safety through a Behavioral Health Continuum of Care](#) (National Association of Counties, 2022)
- [Reentry Matters: Strategies and Successes of Grantees](#) (The Council of State Governments Justice Center, 2018)
- [Risk Need Responsivity 101: A Primer for SCA and JMHCP Grant Recipients](#) (The Council State Governments Justice Center, 2015)
- [RNR](#) (Policy Research Associates, 2018)
- [Second Chance, Safer Counties Workforce Development & Reentry](#) (National Association of Counties, 2016)
- [To Safely Cut Incarceration, States Rethink Responses to Supervision Violations](#) (The Pew Charitable Trusts, 2019)



# WEBINAR SERIES



- JAIL DATA INITIATIVE DEMONSTRATION (December 5)
- DECREASING PRETRIAL LENGTH OF STAY BY IMPROVING COURT PROCEEDINGS AND PRETRIAL SERVICES AND SUPERVISION (January 5)
- REVISITING TECHNICAL VIOLATIONS OF COMMUNITY SUPERVISION TO DECREASE JAIL ADMISSIONS AND LENGTH OF STAY (February 2)
- DECREASING BOOKINGS AND/OR ARRESTS THROUGH DIVERSION, CITATIONS AND WARRANT AVOIDANCE AND RESOLUTION (March 2)
- **LOWERING RECIDIVISM THROUGH JAIL- AND COMMUNITY-BASED TREATMENT AND SERVICES (April 6)**

[www.NACo.org/events](http://www.NACo.org/events)



# SPEAKERS



**Michael Williams**  
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Maryland Returning  
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Prince George's County,  
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**Dr. BJ Paige**  
Returning Citizen Liaison  
Prince George's County,  
Md.



**Virginia Lee**  
County Grant Manager  
Sierra County, N.M.



**Lisa Daniels**  
Executive Director  
The Olive Tree



# Prince George's County Returning Citizens Affairs Division

Improving the Reentry Ecosystem

# 5 Pillars of the Division

1. Enhance Operational Efficiency
2. Increase Service Capacity
  - Nonprofit
  - Faith-Based
3. Enhance Public Partnerships
  - County
  - State
  - Federal?
4. Increase/Enhance Engagement with Returning Citizen Community
5. Community Education





# 47

Recommendations  
made by the  
Reentry Advisory  
Board with the  
following themes:

- Policy
- Housing
- County Resources
- Community Engagement
- Resource Cultivation

5 Pillars of the Division

# 1. POLICY

Enhance Operational Efficiency



5 Pillars of the Division

## 2. HOUSING

Increase Service Capacity

- Nonprofit
- Faith-Based



5 Pillars of the Division



### 3. COUNTY RESOURCES

Leverage Public Partnerships

- County
- State
- Federal



## 4. COMMUNITY ENGAGEMENT

Increase/Enhance Engagement  
with Returning Citizen  
Community



5 Pillars of the Division

## 5. RESOURCE CULTIVATION

### Community Education



5 Pillars of the Division





# Prince George's County Returning Citizens Affairs Division



Improving the Reentry Ecosystem



The Olive Tree



# SIERRA COUNTY – PROVIDING SOLUTIONS FOR A RURAL COMMUNITY

Several thin, white, parallel lines of varying lengths and slight curves are positioned in the lower right quadrant of the image, extending from the bottom right towards the center.



## Where to Begin? What did we need to make this work?

- ▶ Beginning in July 2019 Sierra County began to address the issues of substance abuse and mental health within the community. The priority was providing services for those involved in the justice system both incarcerated and post-incarceration. The program began with a Core Team, which consisted of the Jail Administrator, the CEO of AppleTree Education and a grant program Consultant.
- ▶ During the first few months, the Core Team gathered information on other programs that addressed the same issues, this consisted of meeting with detention personnel, and community leaders. To get the ball rolling, A temporary Case Manager was hired to begin providing needs assessments to those being released from Sierra County Detention. Once the intake was completed, the case manager referred the participant out to services. The Case Manager also sought out emergency housing for those coming out of incarceration and were homeless.
- ▶ It was decided that Sierra County would contract with The OliveTree Creative Arts Community Center to handle program management and behavioral health services. In September, the Executive Director of The OliveTree and the Core Team formed a monthly meeting with local organizations and providers. This was beginning of a monthly Collaborative Partners Meeting. Those participants became interested parties and contracted providers for the Sierra County programs. Contracts were developed detailing the services that each contractor would provide and what amount they would be paid for the service.
- ▶ Policies and Procedures for the program were developed and amended several times throughout September and October. These policies and procedures were addressed at the monthly Collaborative meeting. A team approach was initiated with our providers, so suggestions and input was of utmost importance to the success of the programs.
- ▶ In November, a full time Case Manager came on board, and we began developing programming in the jail setting. Classes and therapeutic services were provided to those who qualified for the program and that showed a high motivation to participate fully in the program. As the program grew more case managers were hired. To date, we have five case managers providing intensive case management services.

# WHAT IS OFFERED IN DETENTION?

Sierra County does not currently house detainees at the Sierra County Detention Facility, They are booked and transported to another county for housing. All Sierra County inmates are housed at the Luna County Detention Center in Luna County. Luna County Detention is 66 miles from Truth or Consequences and the Sierra County Detention Center.

Participants are transported to Sierra County two times weekly to receive an array of services. The services provided are:

- Moral Reconation Therapy (MRT)
  - Anger Management
  - Cognitive Behavioral Therapy
  - Matrix Model and SMART Recovery (CBT)
  - Life Skills
  - Art Therapy
  - Individual Therapy
  - Intensive Case Management Services
- 
- Several white lines of varying lengths and angles are positioned in the bottom right corner of the slide, creating a modern, abstract graphic element.

Programming is offered to both male and female inmates. Once a participant is released from incarceration, they continue their programming for 90+ days.

Post incarceration programming includes the same programming as detention, and additional programming such as:

- Equine Therapy
- Acudetox
- Mindfulness/Meditation
- Neurofeedback/Brain Mapping
- GED – Educational Classes
- Referrals for Medication Management
- Transport to medical and court related appointments (there is no transportation system in Sierra County)
- Activities Class (often includes an outing, a craft project, perhaps a BBQ)

Additional grant funding was received to provide additional support for those with substance and mental health issues.

Once this program got going, Sierra County saw the need to provide services for those that do not have Medicaid or insurance. With another form of grant funding free substance abuse and mental health services were offered. This grant filled a gap within the community, so that community members can receive services that have not been available to them before, due to lack of insurance or money to pay out of pocket.

One issue that became evident was that we could not provide enough emergency housing for those coming out of incarceration. The motels only offered short stays, we needed a transitional setting that could help clients get on their feet, get their basic needs met, and begin the journey of sobriety and a healthy lifestyle.

In a discussion with one of our motel owners, they happened to have a motel in which they would lease to us. This was the answer to pulling this model together to make it successful. So, in April 2020, eight months into the program we leased the Trail Motel. The motel has 13 units and an apartment. We began placing those coming out of jail into the motel for 90 days. During their stay, participants were required to participate in full programming if they were living at the Trail.

Did we have Barriers? Of Course.....

We learned quickly that even though we were giving people in need a place to get back on their feet and transition into the community, rules needed to be in place. We had developed a simple contract in the beginning and changed it several times over the course of the program. For the safety of the participants and for monitoring purposes cameras are placed all around the property. It is monitored day and night.

Finding our groove in running transitional housing took about a year. I can now say, we rarely have issues or have law enforcement show up on the property. The participants form a tight community within the gates of the Trail. Most of them call "The Trail," their safe place. The participants often become mentors to those newly coming into housing.

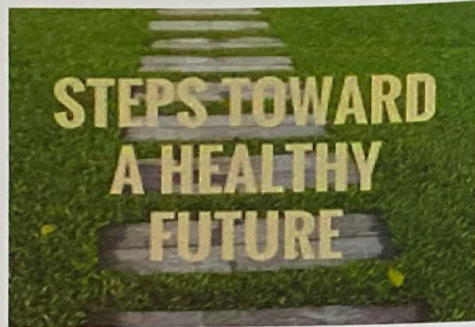
Has this Rural Model worked? We think so.....

The programs which have been started, are now blossoming and changing lives. The recidivism rate for those who enter the Sierra County program and continue services for at least three months after being released, has dropped to 30% and the regular detention facility recidivism rate runs at 74%. Developing strong partnerships with law enforcement, judges, district attorneys, adult probation and pre-trial compliance has been imperative to the success of this model. The judges are more willing to allow detainees to be released into these programs, which for some communities, is a paradigm shift.

In 2022, out of the 34 that graduated our 90+-day program, only one graduate has been rearrested.

The Sierra County's program assists in lowering our out-of-county housing expenses, lowering our recidivism rate, all while providing recovery assistance to a vulnerable county population.





*The process of reintegration and recovery involves many people who build a support system to keep each other accountable and on the path to permanent reintegration into the community. Through this process it is possible to learn to live clean, sober, peaceful, productive lives. We work with our participants to provide that level of support and advice that is so critical and necessary in the early stages of recovery and reintegration.*

## RISE/COSSAP of Sierra County

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## RISE/COSSAP OF SIERRA COUNTY



## REACH INTERVENE SUPPORT And ENGAGE

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#### **•Re-integration, Support and Services**

•Our goal is to provide services to inmates, up to 90 days to support re-entry into the community for those released from incarceration.

•The OliveTree which is subcontracted with Sierra County to manage the RISE/COSSAP grants have developed supportive services with community partners for those being released from jail.

•Pre-release services begin while the inmate is incarcerated. Services can also begin within a 90-day time frame after release.

•This program is offered to those that meet the criteria and display the willingness to participant and commit to the 90-day program.

•Once an initial intake is completed and there is acceptance into the program, the participant will have a behavioral health assessment completed. A referral will be made to their choice of therapist. The case manager will assist the participant in developing and Individualized Case Plan. The participants case manager will have a minimum of one time a week contact with the participant. All participants agree to participate in group classes weekly.

•The goal of Intensive Case Management is supporting the participant in achieving an optimum quality of life through developing plans, enhancing life skills, addressing health and mental health needs, engaging in meaningful activities and building social and community relations. It has a moderately strong

#### **SERVICES AVAILABLE**

##### ***Both In-Custody and Released:***

- Needs Assessments
- Intensive Case Management
- Behavioral Health Assessments
- Individual Case Plans
- Therapy
- Group Classes
- Child Care/Home Visiting

##### **Classes Available**

- Moral Recognition Training (MRT)
- MATRIX Model of Treatment (In-Custody Luna)
- Batter's Intervention (In-Custody Luna)
- Life Skills
- Cognitive Behavior Groups
- Anger Management
- The Wellness Recovery Action Plan Groups (WRAP)
- Art Therapy
- Music/Movement Classes

## **HOUSING**

- The RISE/COSSAP Grant offers temporary housing for those participants that are homeless. Housing is available for up to 90 days for those participants in need.
- Participants that require housing must agree to participate fully in the RISE/COSSAP Program. The participant is required to sign a housing agreement and follow the rules and policies of the housing program.



- The RISE/COSSAP housing program is a structured environment that provides all participants in our program with the opportunity to transition back into the community by living with structure and accountability.
- Part of the structure of transitioning into life is learning to fill our day with worthwhile and productive activities. Participants are required to be productive and self-sufficient.

















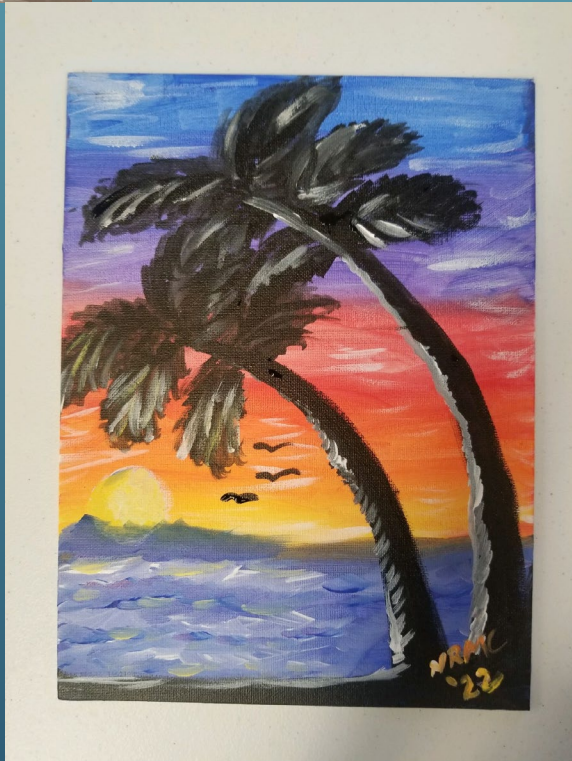
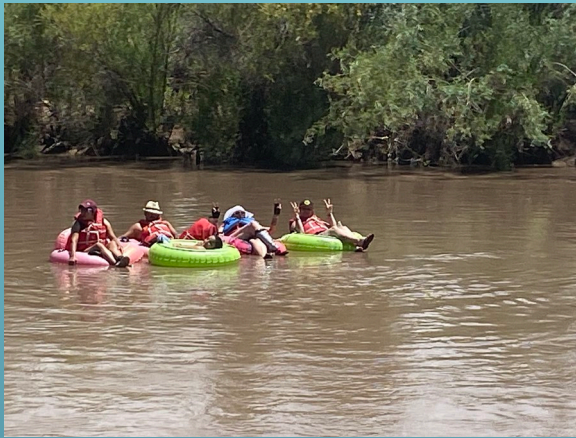
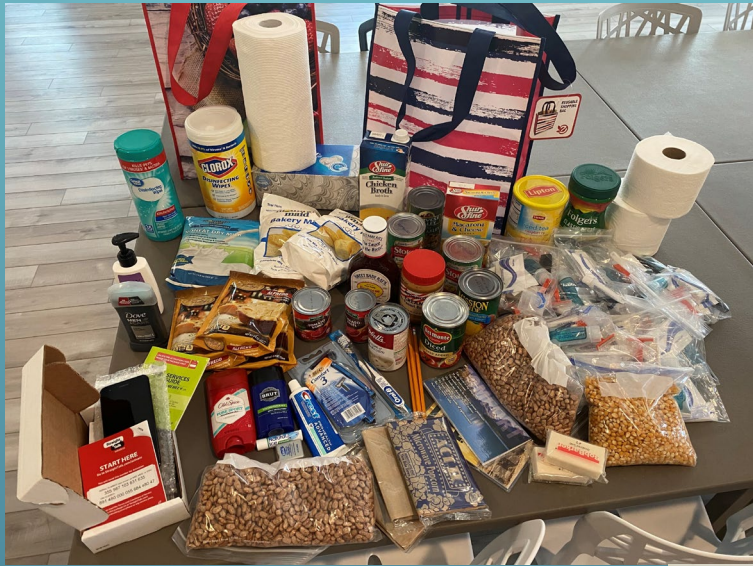


















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# SPEAKERS



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STRONGER AMERICA .**

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