

June 18, 2019

Members of the Re-Entry and Juvenile Justice Subcommittee:

For our meeting Thursday, I am enclosing the current version of our continuously updated report.

I have incorporated the material some of you sent me and all (I know of) the relevant background material, primarily previous studies in both of our major areas of responsibility.

You will see that I have indicated with a ► remaining information-gathering and evaluations we need to make. Please consider your own ►s to add.

I hope you can find time to go over the plan/report before Thursday's meeting.

At the meeting, I hope we can go over each area and agree who will do what on the ►s.

Lenny Wright of JREC has agreed to attend the meeting to talk about the program and respond to our questions. Out of that I hope will come fodder for some of our recommendations.

We also should discuss whom to invite to future meetings. From my notes, you suggested Coral Messina, former PD and now SAO representative for smart justice re a new DL diversion program (Linda); Chief George Pratt, head of programs for the jail (and Lenny's boss) and an adult probation officer to get his/her view of the world (Linda to contact Mark Alifiri).

See you Thursday!

Frank

Re-Entry and Juvenile Justice Subcommittee

Agenda – June 20, 2019

This subcommittee will address issues preventing total re-entry by those who have committed or been impacted by crime. Including education, employment, housing, access to capital; social services.

This committee will also focus on matters of juvenile justice. Inventory of existing programs.

Call to Order

Introductions for the record

Statement by Lenny Wright, JREC

Questions

Draft subcommittee report

Next steps

Other business

Public comments

Next meeting – June 27?

Adjourn

Subcommittee on Re-Entry and Juvenile Justice

Vision

Adults and juveniles in the justice system will reenter their community with the best opportunities for building successful lives.

Mission

Building on previous studies, the Re-Entry and Juvenile Justice Subcommittee will evaluate their implementation, examine the issues around, barriers to and opportunities for successful re-entry and make appropriate recommendations.

Re-Entry

Whether criminal imprisonment is truly a “correction” process or rehabilitation, or a deterrent punishment, the statistics on recidivism indicate that it is not as effective as the criminal-justice system intends.

The Bureau of Justice Statistics of the U.S. Department of Justice followed more than 400,000 people released in 2005 from prisons in 30 states, including Florida, and, after nine years, produced these disturbing findings:

- The 401,288 state prisoners released in 2005 had 1,994,000 arrests during the 9-year period, an average of 5 arrests per released prisoner. Sixty percent of these arrests occurred during years 4 through 9.
- An estimated 68% of released prisoners were arrested within 3 years, 79% within 6 years, and 83% within 9 years.
- Eighty-two percent of prisoners arrested during the 9-year period were arrested within the first 3 years.
- Almost half (47%) of prisoners who did not have an arrest within 3 years of release were arrested during years 4 through 9.
- Forty-four percent of released prisoners were arrested during the first year following release, while 24% were arrested during year-9.

Every jurisdiction calculates recidivism differently. The Florida Department of Corrections counts only people released from their prisons who return to their prisons within three years and, between 2014 and 2017, had a recidivism rate of 24.5 percent. Of the 27,916

prison admissions last year, half were reoffenders. The Jacksonville Sheriff's Office counts as a recidivist anyone rearrested within 365 days of the original arrest, whether later convicted or not, and in 2015 reported a 30.52 percent recidivism rate.

While one might infer simply that criminals tend to reoffend, these data also suggest an examination of whether or how inmates undergo true rehabilitation while incarcerated, how they are released and the conditions under which they reenter the community.

Prison: punishment or rehabilitation?

If prisons are truly correctional, they would take advantage of their captive audience and apply, or at least offer, treatment to change the anti-social behavior through counseling, education and vocational training to prepare the inmates for reentry into their communities.

After analyzing 267 studies, the RAND Corporation in 2014 concluded that prisoners who participated in prison education programs have "43% lower odds of recidivating than inmates who did not," and their odds of getting a job after release were 13% higher. That study estimated that every dollar spent on prison education could save up to \$5 on the cost of recidivism within three years. (Davis, et al., 2014. *How Effective Is Correctional Education, and Where Do We Go from Here? The Results of a Comprehensive Evaluation*. RAND Corporation)

In a 2018 report, *Impact Analysis of the Prison Entrepreneurship Program*, the Texas PEP reported an average three-year recidivism rate of 7% among prisoners who graduated from the business-entrepreneurship program, compared to Texas' three-year male rate of 23%. The report also showed a powerful economic impact, including a 794% return on investment.

JCCI's 2006 report *Reducing Murder: A Community Response* referred to a 1997 meta analysis by the National Institute of Justice (U.S. Department of Justice) of evidence-based effective programs to prevent crime. Of 17 effective programs, one was vocational training for older male ex-offenders, and another was rehabilitation programs with risk-focused treatments for convicted offenders.

The Florida Department of Corrections 2017-18 Annual Report says: "FDC provides academic education, career and technical education, library services, and life skills programs to incarcerated individuals. The programs are designed to help inmates to better themselves and equip them with competencies conducive to successful social reintegration. FDC administers the programs utilizing credentialed, certified teachers."

Yet of the 96,000 prison inmates in Florida in 2017-18, only 16,630 participated in academic education programs, and almost half of those were in mandatory literacy programs. Another 6,328 took career/technical classes. As to accomplishments, 1,139 earned GEDs, 87 earned high-school diplomas and 4,000 earned vocational or industry certificates.

The Department of Corrections last year spent an average of \$59.57 per day to support one prisoner, and of that, \$1.50 was invested in "education services," compared to \$14.13 for health services.

In its annual report, the department lists this as one of its accomplishments: "FDC established partnerships with outside educational entities through contractual services in 2017 and 2018, resulting in 688 additional career technical educational seats per year. The partnering educational facilities include seven colleges and the Home Builders Institute."

State prisoners are required to work without pay, according to an investigation by Ben Conarck of The Florida Times-Union (May 26, 2019), but receive no vocational certificates to

help their employment on re-entry. While FDC says the requirement helps inmates learn work skills, one critic says the work programs are not aligned with job skills useful on the outside.

The department's 2018-2022 Strategic Plan proposes to: "Expand program opportunities and associated completions through statewide standardization of the academic curriculum and access to postsecondary education provided by state colleges."

It also plans to "Continue research and development of individualized case management plans for inmates and offenders" and "Utilize a data-driven assessment process to analyze interventions/programs and adequately address inmate and offender criminogenic needs."

The evidence supports the value and power of prison education and vocational training programs. A 2014 RAND study evaluated the effectiveness of correctional education for adults and for juveniles and concluded: "The results of the meta-analysis are truly encouraging. Confirming the results of previous meta-analyses—while using more (and more recent) studies and an even more rigorous approach to selecting and evaluating them than in the past—the study shows that correctional education for incarcerated adults reduces the risk of post-release re-incarceration (by 13 percentage points) and does so cost-effectively (a savings of five dollars on re-incarceration costs for every dollar spent on correctional education). And when it comes to post-release employment for adults—another outcome key to successful reentry—researchers find that correctional education may increase such employment ... Overall, this study shows that the debate should no longer be about whether correctional education is effective or cost-effective but rather on where the gaps in our knowledge are and opportunities to move the field forward." (Davis, Lois M., et al. *How Effective is Correctional Education, and Where Do We Go from Here? The Results of a Comprehensive Evaluation*. RAND Corporation Safety and Justice Program, 2014)

In 2016, Florida TaxWatch released a report titled *Locked Up Then Locked Out* that recommended that this state:

- Expand educational, vocational, and reentry programs to provide services to more inmates behind bars and ensure continued educational/employment assistance and support for (ex-offenders) post-release;
- Implement a state complement to the federal Work Opportunity Tax Credit (WOTC) for employers who hire qualified ex-offenders
- Authorize judges and the Florida Commission on Offender Review to issue Certificates of Rehabilitation for (ex-offenders) who have completed sanctions and shown commitment to a crime-free life.

The Department of Corrections could get help from successful faith-based and community organizations, like Operation New Hope, to prepare inmates for re-entry employment. A 2016 study, *Lessons in reentry from successful programs and participants: The final report of the Reentry Employment Opportunities Benchmarking Study*, recommended that such organizations develop formal relationships with prisons to obtain assessment and release-plan data and provide employment readiness training and assessments to ease re-entry. The report also supported advocating for "leniency or relief from work and restitution payment requirements" to allow ex-offenders to obtain vocational licenses. (Marks, V., Kendall, J. R., & Pexton, N., 2016. *Lessons in reentry from successful programs and participants: The final report of the Reentry Employment Opportunities Benchmarking Study*. ICF International)

The Florida Smart Justice Alliance: “The warehousing of inmates has created a generation of prisoners whose time behind bars has only taught them how to be better criminals. Florida’s economy cannot sustain this approach, and the interests of public safety require something different. Our state needs Smart Justice. Smart Justice is a comprehensive approach for adjusting inmate behaviors. It is designed to help former offenders live as law-abiding citizens once they get out of prison, so they don’t fall back into the same old habits that put them there in the first place. This reduces recidivism, in turn making our communities safer and easing the burden on taxpayers.”

Helping offenders reenter successfully has become popular with voters weary of the crime rate and the costs of incarceration. A 2016 poll for the Pew Charitable Trusts found that more than 80 percent of American voters across demographic groups and political beliefs supported reduced sentences for prisoners participating in pre-release job training as a way to reduce recidivism. (The Mellman Group & Public Opinion Strategies, <http://www.pewtrusts.org/en/research-and-analysis/analysis/2016/02/12/voters-want-changes-in-federal-sentencingprison-system>)

► **Interview Deborrah Brodsky, Director FSU Project on Accountable Justice at 850/566-8944 dbrodsky@fsu.edu www.iog.fsu.edu/PAJ Frank Florida Smart Justice Alliance**

► **Interview DOC officials, ideally including Secy. Mark Inch**

How prisoners are released

In addition to whether prisoners are prepared to re-enter the community, how they are released can get them on the right or wrong track from the first day and have successful or disastrous results.

Release procedures vary greatly among institutions:

RELEASED FROM	SERVICES PROVIDED
Duval County Jail	<p>On the day of release inmates are left downtown with no money and attempting to get a ride from a family member. There is no plan or preparations made prior to release.</p> <p>Exception: Inmates that are part of the Matrix Substance Abuse treatment program are connected with a Transitional House for after-care services.</p>
Florida Department of Corrections Prison (excluding Baker Re-entry Center)	<p>Six months prior to release, inmates need to ‘declare’ the county to which they are returning.</p> <p>One week prior to release:</p> <ul style="list-style-type: none"> • A meeting is held with either a classification officer or release officer. At this point arrangements are made to receive a one-way bus pass back to the county that was

	<p>declared.</p> <ul style="list-style-type: none"> • The inmate is asked for an address, contact name and phone number for where they will be staying. • Some classification officers allow the inmate to make a phone call to the entity on the receiving side. • Depending on the officer and prison there might be a list provided of resources (transitional homes, substance abuse, job services) in the county to which they are returning. <p>Bottom line: Inmates need to take ownership for their own release plan.</p> <p>At release, inmates are given:</p> <ul style="list-style-type: none"> • A 30-day supply of medication, if needed. • Release clothing provided either by family, or many facilities have clothing donated. • A bus ticket to the nearest location in the county of release, unless they have personal transportation. • Release gratuity in the amount of \$50, if eligible.
Baker Re-entry Center	<p>Background: In Sanderson, there is a Baker Re-Entry Center where inmates are moved to within 9 months of release if they declare that they are returning to Northeast Florida. The concept of the Baker Re-Entry facility was put into place to have a direct hand-off with JREC and to allow providers in Northeast Florida direct access to inmates prior to release.</p> <ul style="list-style-type: none"> • Six months prior to release inmates are meeting with their release officer and creating a plan. • As a part of the release process, Baker REC brings DMV on-site to help with driver's license renewal prior to release. • If the inmate doesn't have a release plan, the release officer will push them to create a plan. • On the day of release, JREC has a van that picks the inmates up at Baker and brings them directly to JREC in downtown Jacksonville.
Federal	<p>Federal Prisoners are (almost always) released to a Federal Halfway house prior to release into the community. (These Halfway House are not the same as a Transitional House.)</p> <ul style="list-style-type: none"> • The inmate is still considered an inmate and under the jurisdiction of the Bureau of Prisons (BOP) while at the Halfway House. • Halfway Houses are outsourced to vendors of the BOP. • Inmates can be at a Halfway House for anywhere from 6 months to 2 years prior to release in the community. • The Halfway House for Northeast Florida is run by Keeton Corrections and is located just west of downtown. • Inmates are required to obtain employment within 21 days

What determines the success of re-entry and avoidance of re-arrest?

The following are the typical barriers that a returning citizen must overcome to have a success re-entry into the community.

Housing	This includes immediate housing while looking for employment, but also access to safe and affordable housing post-employment. Many landlords will not accept a tenant with a record.
Money	Returning citizens are many times required to pay fine, fees, restitution and probation costs. Child support payments that have been compounding during incarceration are due.
Vital Documents	In order to obtain employment, a Social Security Card is needed, which might require a birth certificate for proof of identity and citizenship.
Driver's License	If the driver's license only needs to be reinstated, that can be done with (a) money and (b) proof of identity. However, if the DL was suspended due to non-payment of tickets or fine, those have been compounding while incarcerated, and most likely the account is now in collections.
Living wage employment	In order to gain living wage employment, the returning citizen may need a GED and/or Vocational Skills. Employers are less likely to hire someone with a felony conviction.
Health	Access to medical treatment and prescriptions for chronic medical issues is a necessity in order to work.
Mental readiness	Soft skills training to re-program thinking patterns post a life of criminal activities and incarceration is usually necessary.
Substance abuse treatment and support	More than 80% of formerly incarcerated individuals are substance-abuse involved. STILL OR BEFORE INCARCERATION? Left untreated this can lead to re-arrest.
Family reunification	This includes reunifying with parents and siblings as well as children and co-parents of children. Having a solid base of family support reduces stress.

Re-entry programs

Services for Ex-Offenders

The 2001 JCCI report Services for Ex-Offenders emphasized that, given the costs of crime, "the community has a strong interest in assisting ex-offenders to become successful members of the community, free of crime, living stable and productive lifestyles"

The study said ex-offenders have unique needs if they are to re-enter successfully and avoid recidivism, but "Services to meet these needs are fragmented and not comprehensively

available. Information is not easily available about what services are available and how to access them.”

“Many services needed by ex-offenders are insufficiently available and/or funded,” the report said. “Examples include transitional housing, housing opportunities for sex offenders, substance-abuse and mental-health treatment, and mentoring for ongoing personal support.

“Successful re-entry by ex-offenders often depends on active efforts by officials in the justice system to ensure that opportunities for services are made available — and are mandated if necessary as conditions of release.”

The JCCI committee made 14 specific recommendations and, three years later, followed through by assessing how many of its recommendations had been implemented and how well. It concluded that six of the recommendations were fully implemented, six were partially implemented, and two were not:

1. The Jacksonville Re-Entry Center (JREC) was created in 2004 as a one-stop case management center for ex-offenders, but it did not offer case-management services as recommended, for lack of funding. The city was building a website to offer a “Re-Entry Services Directory,” with all the services available to ex-offenders in Jacksonville.

2. The Duval County Corrections Department and the State Attorney’s Office created a Pretrial Services Unit (PTSU) to expand and coordinate services available to offenders before sentencing, including diversion programs and alternative sentencing options.

3. The Corrections Department began screening second- and third-degree felons based on their individual sentences and needs. Then each is assigned to one of three programs: work, substance-abuse treatment or high-school completion.

4. The committee recommended that judges take advantage of the proposed case management to be offered by JREC by assigning ex-offenders, when appropriate, to participate as a condition of community supervision. As of the follow-up, case management was not offered.

5. Similarly, the committee recommended that the Florida Department of Corrections increase its number of probation officers and instruct them to partner with case management at JREC. But the state cut back on probation officers then eliminated “transition specialists” from the prisons. JREC said it is working with state probation officers in Duval to advise them on JREC’s services.

6. The committee recommended that both county and state corrections departments give each ex-offender released in Jacksonville comprehensive information about emergency services available to help their re-entry. The follow-up said JREC was planning to offer such information.

7. JREC, the committee said, should encourage ex-offenders to apply for exceptions to the prohibition against their getting into public housing or receiving Section 8 rental assistance, but the committee found that such exceptions are rare and not a reasonable alternative.

8. The Legislature should require incentives, such as gain time, for educational attainments like a GED by state and local inmates. The committee said the state actually restricted those opportunities, though local jails do allow gain time for attending programs.

9. The Legislature should adopt a policy for, and fund, a major expansion of work-release opportunities as effective vehicles for successful re-entry, but the state instead restricted such opportunities.

10. The Legislature and City Council should, like the federal government, offer tax incentives to employers who train, bond and hire ex-offenders, the committee recommended.

11. The First Coast Workforce Development Board (WorkSource) and JaxChamber should sponsor targeted opportunities for ex-offenders in their annual job fairs. WorkSource decided against the recommendation.

12. The Duval Corrections Department should offer substance-abuse and mental-health treatment to offenders who are found to need them, and the jail should increase the beds for substance-abuse treatment to meet the full need. The committee said the jail increased the number of beds to fill the need and had plans to expand to a 300-bed therapeutic community.

13. The Legislature should renegotiate its contract with UF Health Jacksonville to streamline the application process for indigent care, including allowing use of a jail or prison address to establish residency for eligibility. The committee noted that the matter had been negotiated since 2001, with no resolution by 2004.

14. The Legislature should allow restoration of civil rights to offenders who serve their sentences and met all release provisions, including financial obligations. In 2018, voters amended the state Constitution to provide that “the disqualification from voting arising from a felony conviction shall terminate and voting rights shall be restored” upon completion of sentence, including parole and probation, excluding murderers and felony sex offenders. The Legislature then added a requirement that eligible ex-offenders also satisfy fines, fees and restitution. Gov. DeSantis pledged to sign the bill, SB 7066. Legal challenges were expected.

► Where do these recommendations, implementation stand now?

Inmate Reentry in Florida

In 2013, Florida TaxWatch’s Center for Smart Justice issued this report subtitled “The Impact of Reentry Programs on Florida’s Recidivism Rate.” It presented models for reentry programs developed by the National Institute of Corrections, part of the Federal Bureau of Prisons within the U.S. Department of Justice.

The report held up two Florida programs as using some of the same elements successfully. One is the statewide Bridges of America, a private organization that has developed its own intensive substance-abuse re-entry program implemented in Bradenton, Orlando and Broward.

The other is JREC, which the report said had a recidivism rate of 17% among those who complete the program and 21% among those who started by dropped out, compared to a statewide Department of Corrections rate of 27.6%.

“Across the nation, re-entry programs have been shown to reduce recidivism, maintain public safety and reduce the financial costs of corrections to the taxpayers,” the report said. “At the local level, highly successful programs like the JREC can be used as the foundation for community-based programs, and statewide, Florida has begun to take steps to increase the number and availability of these programs.”

The 2006 JCCI study on Reducing Murder: A Community Response described as a best practice the Delancey Street Project that started in 1971 in San Francisco and expanded to other states. JCCI said it is “a rehabilitation program that empowers substance abusers, former felons and others to support themselves by operating a variety of businesses, including a moving company, restaurant, catering center and bookstore-café. The residents help one another, without the help of professional or government funding and at no charge to the clients. Program graduates gain an academic education, marketable skills, accountability and responsibility and

the chance to lead decent, productive lives.” By 2006, the program had helped 14,000 people. (www.eisenhowerfoundation.org/grassroots/delancey)

Jacksonville Re-Entry Center (JREC)

For re-entering ex-offenders choosing to take advantage, Jacksonville provides an established pathway for success, staffed by committed, resourceful leaders of strong private and public organizations. While inmates are still incarcerated, JREC reaches out to all inmates whose portal of entry back into society will be through Duval County. JREC serves as the clearinghouse with connections to other local providers for those who don't stay directly in JREC's program, which includes wraparound services. Both JREC personnel and others from partnering organizations work to connect with inmates and prepare them for re-entry.

Approximately 95-125, largely male felons process through JREC each month, with about 50 percent staying in JREC programs lasting 4-6 months. The other half are paired with highly regarded partner programs including Operation New Hope, LightHouse Ministries, Prisoners of Christ, Bridges of America and DOD Manor (for women), the last three of which have residential care.

Operation New Hope is the national model program for re-entry.

► COMING REPORTS from Ceil on Curtis Hazel of Operation New Hope and Jeffrey Witt of Prisoners of Christ.

JREC and the partner programs provide extensive wraparound services that include clothing, GEDs, workforce training, IDs, food, mental health counseling and other kinds of assistance.

ICARE says that, at its 2016 Nehemiah Assembly, it asked Sheriff Mike Williams to prioritize JREC by allocating more funds to its budget in coming years. The sheriff agreed to work with ICARE to identify possible state and federal funds. He also agreed to audit his re-entry services to assess their effectiveness.

In 2017, JREC hired five new staff members to serve more people, particularly for mental health services, but the sheriff said the increased funding was lost, with \$600,000 in grants returned to the state because of “mismanagement of funds.”

At the 2018 meeting, the sheriff agreed to increase the JREC budget by \$300,000 in city money.

► OUR EVALUATION OF JREC, ITS EFFECTIVENESS AND NEEDS

Lenny Wright, reentry coordinator of JREC, appears before subcommittee June 20.

Numbers: how many begin, finish, recidivate

Assessments of effectiveness and needs of:

Operation New Hope – Linda Joseph

Prisoners of Christ

Bridges of America

DOD Manor

LightHouse Ministries

Biggest challenges

Funding and consistency

Ensuring no incoming client is left alone, not even for a single day

- More emphasis on workforce skills
- Creating support systems for those who have none
- Overloaded probation officers
- Re-entering client awareness of available resources

What would help

- Incentives to join programs immediately on re-entry
- More mentoring
- State of the art mental health facility
- More state of the art training for trades and entrepreneurship
- A facility to keep people for up to a year as they maneuver through the traps

Transition from Jail to Community (TJC) Initiative

To help local jurisdictions create or improve successful re-entry from their jails, the National Institute of Corrections (part of the U.S. Department of Justice) and the Urban Institute in 2007 launched the Transition from Jail to Community (TJC) Initiative. Working with other expert partners, the TJC developed “a comprehensive model to transform the jail transition process and ultimately enhance both the success of individuals returning to the community from jail and public safety.”

The TJC model is a systems-change initiative, working across organizations from the jail to community partners and requiring committed leadership, collaboration, data-driven understanding, interventions targeted for specific cases and self-evaluation and sustainability.

In a 2012 brief, Case Management Strategies for Successful Jail Reentry, the TJC consultants who led the project wrote:

An effective case management and community handoff process is undeniably important for successful reentry from prison. This is even more true in the case of jail reentry. Short and often unpredictable lengths of stay, combined with high rates of recidivism, necessitate a systematic and coordinated approach to ensure that individuals returning from the community are provided with programming and services that address their criminogenic needs and reduce the likelihood that they will return to jail.

The TJC model advocates a systems approach in which reentry is the sole responsibility of neither the jail nor the community, but a joint effort between the two. Those clients at the highest risk of recidivism should be assessed to identify their needs and provided with services both within the facility and upon their release to promote a successful transition process. Solid case management provides the roadmap for transition back to the community.

To be effective, this process requires strong coordination and collaboration among key stakeholders in both the jail and the community. In particular, jurisdictions should institute strong case management and referral processes in which the case manager works with the client to develop a clear transition plan and makes post-release appointments for the client with the appropriate community providers.

After testing its model in six other jurisdictions across the nation, TJC came to Duval County in 2012 and provided technical assistance to implement the system, concluding in 2015.

The work is reported in *Transition from Jail to Community (TJC) Initiative: Implementation Success and Challenges in Jacksonville, Florida, 2016*.

Before the project, the team said, each of the three JSO detention facilities offered a variety of re-entry programs and services delivered primarily by community-based providers and volunteers. “Many of these programs, however, were homegrown or centered on an outdated model; few used evidence-based curricula. The JSO did not provide the general population with any cognitive behavioral programming, a foundational evidence-based intervention for reducing the likelihood of reoffending. Moreover, all programs were voluntary. As one stakeholder observed, this meant that services weren’t geared toward the individuals who needed them most – those at highest risk for reoffending. Like many jurisdictions, the JSO did not screen the jail population for risk to reoffend or assess the criminogenic risks and needs of those inmates identified as most likely to reoffend. In short, prior to TJC, assessment in the jail was limited to the classification intake process which informed inmate housing placements.”

At the time, JREC served primarily inmates released from the state prisons, and local releases were told about JREC’s services but few used them. TJC sought to extend JREC to jail releases and connect counselors to inmates before release.

Through TJC, the partners set out to implement a two-stage process for determining which inmates were at the greatest risk to reoffend and identifying issues to be addressed to reduce recidivism. The team also established a coordinated re-entry approach, based on the inmates’ screening and including new curriculum and a “universal transition case plan” so JSO, JREC and key partners could share client information in real time.

In its June 2016 research report, the NIC/Urban Institute said, “Jacksonville made considerable progress” in improving its system, starting with creating risk-to-reoffend data for each inmate and using it to determine inmate programming needs. Jacksonville worked to create a coordinated re-entry approach from the jail into the community and implemented the Thinking for a Change cognitive-based intervention, which has been shown to reduce recidivism. The local team also created a structure to maintain the progress.

“It is important to keep in mind that Jacksonville accomplished these advances over a 30-month period,” the report said.

Still the NIC/Urban Institute team said “important work remains:” Jacksonville should “continue to educate key criminal justice and community leaders” on the project’s principles and progress. It should engage more community-based partners, including other service providers, and expand its evidence-based programming. The visiting team also emphasized monitoring ongoing operations, with a performance measuring strategy, and improve performance.

“Jacksonville stakeholders recognize that systems change like that of the TJC initiative is an ongoing endeavor that requires time, resources and leadership,” the report said. “Accordingly, critical elements are in place in Jacksonville to build on the substantial gains made and lessons learned during the TJC (technical assistance) period and to continue this important work.”

► **Interview Tara Wildes about TJC and its ongoing effectiveness . . . and/or**
► **Interview JSO’s “programs lieutenant,” now Chief George Pratt (also over JREC), who was to oversee continuity.**

The 2019 Legislature: A Report on HB7125

This omnibus prison-reform bill, which passed the 2019 Legislature, included provisions that affect offender reentry. According to Sunshine State News: “These include improving the probation system by expanding the use of non-prison responses to violations of probation rules, reducing barriers to work for Floridians with a past conviction, and removing barriers for crime victims to access victim compensation. Through changes targeting how the state responds to low-level violations of probation rules, low-level property crimes, and numerous other provisions, HB 7125 will result in hundreds, if not thousands, fewer people sitting in Florida’s overburdened prison system for these low-level, non-violent crimes and rule violations. And, stats from the Alliance for Safety and Justice show Floridians living with a past conviction face over 500 legal restrictions that prevent them from contributing to their families, communities and the economy. A past conviction can restrict people from receiving state-issued occupational licenses, blocking them from employment that could help them achieve self-sufficiency and successfully re-enter society. A number of jobs require such licenses, including fields like barbering, cosmetology and construction, among many others. This legislation moves Florida closer to a system where a past conviction can no longer prevent Floridians from earning a job and achieving economic stability.”

State Rep. Paul Renner said: “. . . (T)his legislation supports current inmates to get ready for life after prison. This means more help for mental and substance abuse issues. The legislation also addresses the difficulty in finding meaningful employment once a felon is released from prison. Those who have paid their debt to society should be given the opportunity to receive training and obtain certifications or occupational licenses for everything from the construction trades to becoming a barber or cosmetologist. A good job is the best way to keep former felons on the right path and turn the page on the past.”

► Gov. DeSantis has not yet signed the bill but is expected to.

Juvenile Justice

Only a small percentage of children have been arrested. The youth population is defined by children between the ages of 10 and 17. Per the latest (2017-18) Department of Juvenile Justice Delinquency Profile,¹ the youth population for Duval county is 91,628. From the same data point, only 1,235 children were arrested in 2017-18. However, nearly two thirds of the children arrested (66.4%) were arrested for felonies.

Despite public perception about today’s children being out of control and existing mass chaos, only 1.3% of the youth population were arrested. Compare that to 2013-14 when 2,092 youth were arrested; the 1,235 arrested youths for 2017-18 is a 41% decrease. However, much of the decrease has been because of the increase in civil citations (see below.) In 2013-14, 2,401 youth were arrested or issued civil citations. That number drops to 1,730 for 2017-18, a 28% decrease.

The four most common offenses for arrest are

- Burglary
- Felony Assault/Battery
- Non-law technical Violations of Probation
- Misdemeanor Assault/Battery

Arrests Breakdown

77% of the 1,235 arrested children were male. As to race, 75% were black, 19% white, and 5% Hispanic. Nearly a third (31.3%) of the arrested children were from three zip codes; 32209 (138), 32210 (135), and 32208 (114).

Civil Citation usage continues to increase

Florida statute 985.12 allows law enforcement to issue civil citations in lieu of arrest for children alleged to have committed non-serious misdemeanors. For years Duval County failed to utilize this program. However, per the DJJ Civil Citation Dashboard2 nearly 500 civil citations were issued in 2017-18. Civil 1 (<http://www.djj.state.fl.us/research/reports/reports-and-data/interactive-data-reports/delinq>) Citations protect a child's record (no arrest record is created) and the Florida Department of Juvenile Justice data shows that civil citations have lower recidivism rates than traditional arrests and diversion. Statewide, there has been a 40% increase in civil citations for the last five years; Duval has an even higher increase of 60%.

School arrests have declined

Through the years, school misconduct has been elevated to criminal or delinquent charges, i.e., Fighting, Battery, Disturbing a School Function, etc. After the failure of zero tolerance, schools now take more accountability for misconduct punishment. As a result, school arrests over the last five years have decreased 69% in Duval County, substantially more than the statewide decrease of 28%. 102 children were arrested at school for 2017-18. This data is available via the DJJ Delinquency Profile in footnote #1.

The most serious offenders

The most serious offenders in the delinquency system have been charged with the most serious offenses or have chronically re-offended. These children either have their cases transferred to adult court or are sent to DJJ residential commitment facilities. The DJJ latest data shows that 196 children were committed to residential facilities and 35 children were transferred to adult court. The total (231) has decreased 37% over a five year period. Additionally, it's important to note the small percentage of this population when compared to the Duval youth population; these children comprise just .0025% of the youth population, i.e., one quarter of 1%.

Serious offender breakdown

90% of children committed to residential juvenile facilities are male. 83% of the children committed are black, and 11% are white. More than a third (36%) of the children are from zip codes 32209, 32210, or 32208.

The five most common offenses for residential commitment are:

- Burglary
- Felony Assault/Battery
- Armed Robbery
- Auto Theft
- Weapon/Firearm charges

97% of the children transferred to adult court are male. 80% of the adult transfers are black, and 14% are white. 40% of these children are from zip codes 32210 or 32209.

Black youth are significantly over represented at each delinquency level Black youth make up 39% of the Duval youth population, but they are significantly over represented in the juvenile justice system and comprise:

- 75% of the arrests
- 76% of probation
- 83% of residential commitments
- 80% of the transfers to adult court

Transforming juvenile justice systems

In May 2018, the Council of State Governments (CSG) Justice Center and the Center for Juvenile Justice Reform (CJJR) urged a comprehensive rethinking of the entire juvenile-justice system. Their report, “Transforming Juvenile Justice Systems to Improve Public Safety and Youth Outcomes,” summarized: “This paper is a call to action to policymakers, state and county leaders, and agency administrators to move beyond discrete, incremental system improvements and fundamentally rethink the purpose and goals of juvenile justice systems. These systems must not only do no harm, but also benefit the young people who come into contact with them.”

The report proposed six strategies:

1. Decriminalize status offenses and automatically divert all youth who commit certain offenses and are screened as low risk from court involvement.
2. Develop professional standards and supports to cultivate a dedicated cadre of juvenile court judges and attorneys.
3. Tie conditions of supervision directly to youth’s delinquent offenses and eliminate the practice of filing technical violations of probation and parole.
4. Redefine the primary function of community supervision as promoting positive youth behavior change.
5. Focus case planning and service delivery on strengthening youth’s connections to positive adults, peers, and community supports.
6. Use data and predictive analytics to guide system decisions and hold supervision agencies, courts, and service providers accountable for improved youth outcomes.

► **Who can evaluate Duval’s system against those strategies?**

Civil citations and diversion programs

► **This section will be based largely or entirely on the JJAC report**

► **Also:**

Duval Teen Court and Neighborhood Accountability Boards. Via Vicki
OJJDP report on Diversion from Formal Juvenile Court Processing. Via Vicki

Silos, Gaps, Overlaps

► **Interviews with key people at action points:**

JSO

SAO – Vicki and Frank

PD – Rob Mason
DCPS – who?
Juvenile judges -- Frank
JREC – asking Lenny Wright
DCF – who?
DJJ – Clifton Anderson/Donna Webb
Other?

► See Transition from Jail to Community (TJC) Initiative Report – pages 17 and 24 for comments on positive collaboration among agencies in Duval

► **Cliff:** I am waiting to compare the conclusions in the Report that would hopefully be released in May 2019. As Ceil stated in the last committee meeting about her interviews a lot of the same short comings are prevalent today in the conclusions of the JCCI Report 18 years ago (Services for Ex-Offenders). We should use the data to conduct and make a sound decision and hold agencies, courts and service providers responsible for keeping people and the communities safe by improving the outcome of offenders.

Re-entry for juveniles

Rule 63T-1: Transition Services for Residentially Committed Youth, Florida Administrative Code

► SOURCE? Asking Donna

Juveniles who enter residential commitment programs begin the treatment team process immediately. They meet twice per month. The Community Re-Entry Team (CRT) begins one month before the youth exits the program. The CRT is a team of individuals made up of Florida Department of Juvenile Justice (FDJJ) staff, providers and other key community-based resources for youth returning to the community from a residential commitment program.

The purpose of the CRT is to consider the needs of the youth before, during and after transition back to the community. The CRT will address:

- Transportation for the return home
- Living arrangements
- Appropriate school placement
- Pending referrals for community-based services
- Discuss needs and barriers and supervision levels

Included in the CRT is the youth, parent, JPO, FDJJ Regional Education Coordinator, school transition contact, transition provider (Project Connect), Career Source, and a representative from the residential program's education department, case manager, transition coordinator, clinical therapist and stake holders such as DCF, APD, DVR, and substance-abuse/mental health providers are also included when appropriate.

Although this process has greatly enhanced the lives of youth re-entering the community, there are still obstacles they face. These obstacles include:

- Youth have difficulty finding a job due to transportation issues, felony records and lack of family resources to get off work and take youth to search for jobs. They are often not qualified to enter the job market in the area of their interests.

- Some youth are homeless upon return. Many of them are between 18 and 21 when they return, and some families will not allow them to come back home. Sex offenders are especially challenging to place because they are not accepted into most shelters.

- Youth who have been in alternate schools with DCPS and have been committed before they complete their required time in the alternative schools are placed back into those schools after being gone for 6-12 months in another school system. Regardless of the advances that they've made in the program school, they have to return to the alternative-school setting among the peer group that many of them got into trouble with. This undermines the months-long effort to convince them to associate with pro-social peers and make better choices.

The most important opportunities to consider for these youths are:

- Apprenticeships for labor jobs with pay
- Transportation
- State IDs
- Mentorships to enhance their job readiness and to guide them through the process
- Shelters that offer an appropriate place to stay (both sex offenders and non-sex offenders)
- Change DCPS policy that youths have to return to alternative schools after successfully completing their programs (they attend school 12 months a year)

► **How effective is this system? Donna: very effective. Will send information, analysis**

Community treatment services

Whether youthful offenders are diverted or incarcerated, many or most require community services to provide the best opportunity to avoid reoffending and build a positive future.

Ensuring adequate community resources

A report by the Urban Institute in March 2019, "Promoting a New Direction for Youth Justice Strategies to Fund a Community-Based Continuum of Care and Opportunity," analyzed the transition in juvenile justice from incarceration and toward community-based solutions.

The report saw "a critical need to build out a well-resourced continuum of care and opportunity for youth and families in their home communities that offers the supports and opportunities required to prevent and address harmful and illegal behavior. Structural inequalities result in the reality that some communities simply do not have the resources to offer all youth the same access to education, jobs, health care, supports, and opportunities that promote healthy development and safe neighborhoods."

The institute called for building on existing community assets and leveraging no-longer-needed assets such as youth corrections facilities to invest in the necessary services and opportunities for youth development, healing and rehabilitation.

Mental Illness and/or substance abuse

In December 2018, the Criminal Justice, Mental Health and Substance Abuse Technical Assistance Center facilitated a Juvenile Sequential Intercept Mapping of processes and services for Duval juveniles with mental illness and substance abuse who come in contact with the juvenile-justice system. Participants included a full and wide range of 52 public and non-profit children's services, state and local law enforcement and juvenile justice officials.

As "mapping" implies, the two-day project traced the activities and services for those juveniles at six possible interception points: community or crisis services, law enforcement/emergency services, initial detention/hearings, detention/courts, re-entry/transition and community supervision and services. The participants sought to identify "resources, gaps in services and opportunities within the existing school system, behavioral health-care system, law enforcement and the judiciary."

The two-day process culminated in development of a "strategic action plan" with specific objectives and action steps:

- Increase substance abuse and mental-health services through creation of a juvenile addiction receiving facility.
 - Improve parent and stakeholder awareness and education of available resources through development of a community resource guide, including a digital platform.
 - Provide a continuum of community-based services to keep youth in the lowest and least restrictive environment, through wraparound services for diversions, expanding DJJ residential placement options and community-based services, studying the feasibility of a Juvenile Mental Health Court and exploring development of a cadre of parent partners and peer-support specialists. Also recommended was cross-systems training of trauma, substance use, mental health, sexual assault and cultural sensitivity.
 - Reduce recidivism through effective care coordination at all points in the system and by expanding diversion options, developing collaboration among first responders to appropriately direct crisis calls and expanding the Crisis Mobilization Team.
 - Develop a comprehensive service center for juvenile intake to reduce juvenile trauma. Explore the feasibility of transferring the juvenile booking process from the adult jail to the Juvenile Assessment Center and increasing the services provided.
- All of these action steps were to take place in 2019-20.

► **VICKI: Are they making progress? What do we need to recommend in support?**
Coordinate with Mental Health and Substance Abuse Subcommittee.

Children's Services Councils

► **Insert info from recommendations on juvenile justice above.**

► **Also:**

**Jacksonville Journey,
1990 Save Our Children referendum
Colleen Hampsey's state law and referendum data
Miami/Dade experience w/David Lawrence
Kids Hope Alliance**

A report by the Urban Institute in March 2019, "Promoting a New Direction for Youth Justice Strategies to Fund a Community-Based Continuum of Care and Opportunity," analyzed

the transition in juvenile justice from incarceration and toward community-based solutions (see above). It analyzed different ways of funding the necessary community-based services and opportunities.

► **Recount the 1990 Save Our Children campaign and vote. Frank**

A statement from Modesto E. Abety, CEO of The Children's Trust, Miami:

Need some economic wisdom you can bank on?

A tip with guaranteed return?

Investing in children is good business, short and long term.

While policymakers on both sides of the political aisle debate a potential economic stimulus package that throws lifelines to major industries and employs legions of citizens to build bridges, repair roads and develop alternative sources of energy, they also must invest in programs and services that put people to work safeguarding, educating and developing our children and youth.

Investing in children provides short-term economic stimulus with lasting impact.

The Children's Trust, a children services council serving Miami-Dade County and one of eight such councils created by voter referendum in Florida, employs 100 people and this year manages a budget of \$140 million.

Ninety-two percent of those dollars are invested in direct services.

Hundreds of organizations that have expanded programs for children and families as a result of Trust funding in the first five years of our existence now provide jobs to 6,000 full- and part-time workers annually.

Multiply that kind of potential impact in every municipality from coast to coast.

Imagine the economic stimulus created by employing more people in after-school and summer programs, school health initiatives, serving children with disabilities, teaching pre-school children how to read and express themselves through the arts, mentoring adolescents and so much more.

Further, these programs aid working parents, allowing them to be more productive because they know their children are safe and receiving quality care and education.

That's the short-term impact.

Now consider the long-term return on investment when we have nurtured and raised a generation of more educated, creative, resourceful and innovative workers.

A wealth of studies have examined the benefit-cost ratios of early childhood development programs and found their net benefits both positive and large.

On average, a \$1 investment in quality early care and education provides between \$4 to \$8 in reduced costs associated with such social outcomes as lower rates of grade retention, special education placement, adolescent pregnancy, drug use, and criminal activity.

At the high end, this is a 17 percent return on investment.

This is certainly what U.S. Rep. Jim Moran, D-Va., refers to when he calls for "a parallel investment in our human infrastructure" to accompany the planned economic recovery package.

It shouldn't take an economics degree to understand the wisdom of supporting these types of programs.

JACKSONVILLE SHERIFF'S OFFICE



The Jacksonville Reentry Center (JREC) The Portal Of Entry

A diagram consisting of three large, overlapping circles. The leftmost circle is green and contains the word 'Vision'. The middle circle is blue and contains the word 'Mission'. The rightmost circle is a darker blue and contains the word 'Purpose'. There are several smaller circles in various colors (yellow, light blue, pink, dark blue) scattered around the main three, some overlapping them. The circles are arranged horizontally, with 'Vision' on the left, 'Mission' in the center, and 'Purpose' on the right.

Vision

Mission

Purpose

- **To successfully reintegrate felony offenders**
- **Reduce Recidivism**
- **Increase Public Safety**

Mission

- Provide Holistic, direct services to clients
- Offer Career Development Options and opportunities, including Cognitive behavioral counseling
- Improve clients' knowledge of how to become productive members of our community

Purpose

- Work with community partners to provide job opportunities to clients
- Provide services to assist inmates in becoming self-sufficient
- Encourage clients to become productive citizens within the Duval County Community



Eligibility Criteria

THE 3 D's:

- 1) Resident of Duval County upon arrest
- 2) Convicted of a Felony in Duval County
- 3) Returning to Duval County upon release

- Must be convicted as an adult and at least 18 years of age upon release
- Must be sentenced to a minimum of "a year and a day"
- Be a participant in a local Corrections Cognitive Behavioral or TJC (Transition from Jails to Community) program with a minimum of six months incarceration

Pre-Release Outreach

- Correctional Service Counselors (CSC) visit 5 State Facilities:

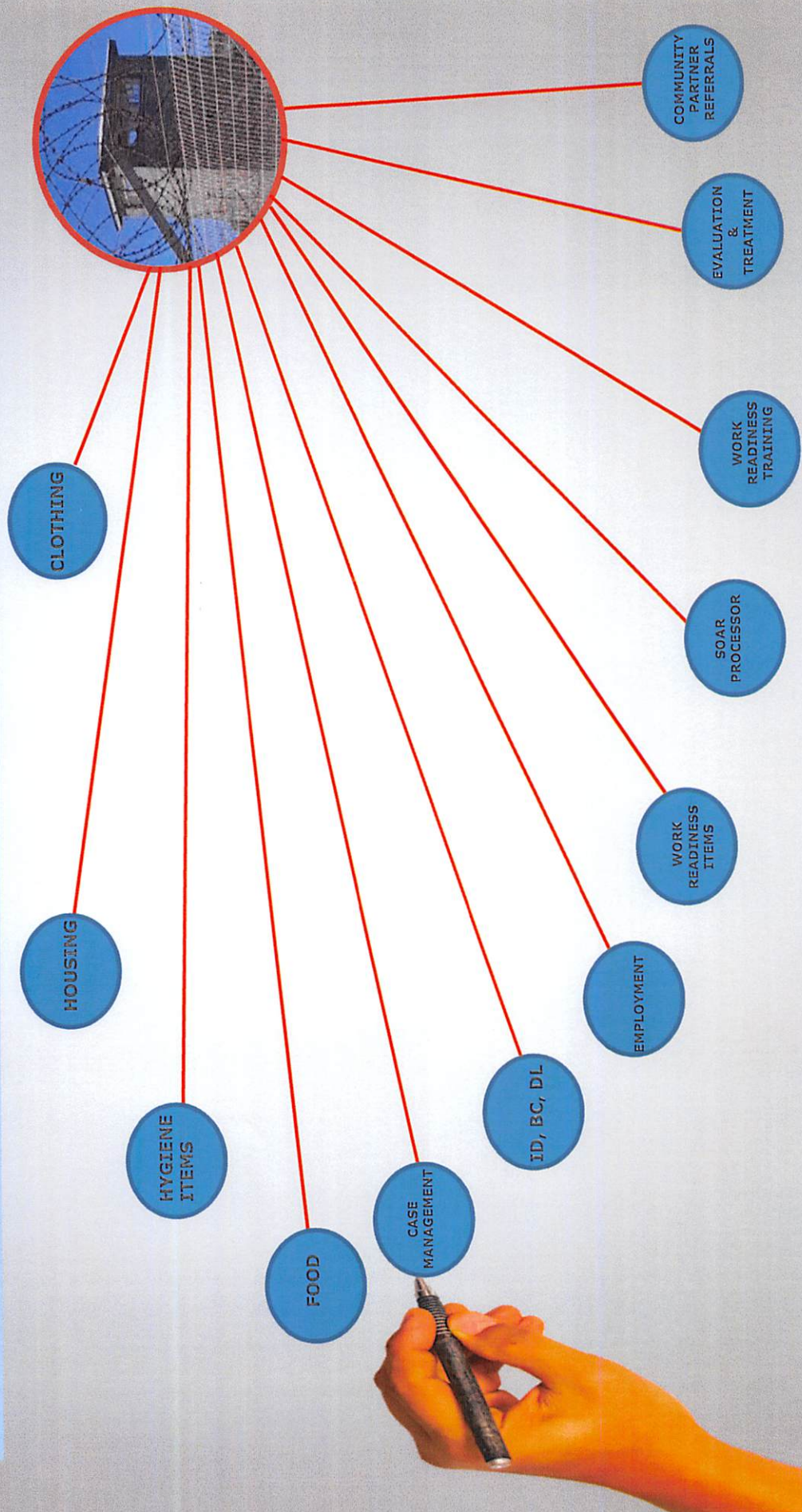
1. Baker CI
2. Columbia CI
3. Lake City CI (Youth Facility)
4. Lowell CI and Lowell Annex

(For other state facilities not visited, qualified individuals for JREC services are notified by postcard)

- Local Facilities: Pre-Trial Detention Facility (PTDF); Community Transition Center (CTC); Montgomery Correctional Center (MCC)
- Follow-up visits and outreach are made by letters, Birthday Cards, Thank You Notes, etc.
- SOAR Processor / CSC request medical records to assist offenders with SSI/SSDI services

Post Release Services

Connecting the Dots



IN-HOUSE SERVICES

- CAREER DEVELOPMENT ORIENTATION / RESUME' ASSISTANCE / JOB LEADS
- CLOTHING CLOSET
- COMMUNITY PARTNER REFERRALS (OPERATION NEW HOPE, PRISONERS OF CHRIST, CITY RESCUE MISSION, MENTAL HEALTH RESOURCE CENTER, CLARA WHITE MISSION, ETC.)
- FAX & COPY MACHINE
- FELONY REGISTRATION
- FOOD ASSISTANCE
- IDENTIFICATION NEEDS (BIRTH CERTIFICATES, DRIVERS LICENSES, FLA. IDENTIFICATION CARDS & OTHER DOCUMENTS)
- INTENSIVE CASE MANAGEMENT
- LAUNDRY FACILITY
- NOTARY SERVICES
- SEX OFFENDER EVALUATION & TREATMENT
- SHOWER FACILITIES
- SUBSTANCE ABUSE TREATMENT/ MENTAL HEALTH COUNSELING/ ANGER MANAGEMENT/ BATTERERS' INTERVENTION
- SUPERVISED COMPUTER/ PRINTER ACCESS
- TELEPHONE
- TRANSITIONAL HOUSING (CONTRACTED VENDOR)
- TRANSPORTATION (BUS PASSES AND JREC TRANSPORT)
- WORK READINESS ITEMS (TOOLS, WORK BOOTS, PERSONAL PROTECTIVE EQUIPMENT)

CAREER DEVELOPMENT ORIENTATION

Assisting with employment preparation does not end with the Career Development Orientation CDO /T4C Orientation Class. Attendance in this class is not limited to those currently enrolled in the JREC Program. Other individuals are welcome to attend the class instruction and job search assistance regardless of their JREC status.

Our staff T4C facilitator counsels individuals following the initial meeting. This allows continued support throughout their time as a client.

Employment Assistance includes preparing resume's and assisting with job searches. Following the intake appointments, clients may also be given referrals to local employers.

Once employed, JREC provides much needed work readiness items such as tools, boots, etc. This is beneficial for JREC clients as it is an added incentive for area employers to hire participants of the JREC program.

Tools



Clothes



Certificates



JADE

Jacksonville Area Discharge Enhancement

- JADE is a group of community partners with the joint mission to provide and oversee services during and after incarceration.
- Provide services to improve the quality of life for the offenders returning to the community.
- Assist in removing many obstacles offenders face upon release.
- Subcommittees established to address barriers for offenders involving such as Housing, Employment, Mental Health etc.

DISMAS

DISMAS was created in 2007 to reduce the amount of violent crimes committed in Duval County

- DISMAS members include the Jacksonville Sheriff Office (JSO), Jacksonville Reentry Center (JREC), Bureau of Alcohol Tobacco and Firearms (ATF), Florida Department of Law Enforcement (FDLE), State Attorneys Office, US Attorneys Office, Probation and Parole, and former offenders.
- DISMAS members discuss the purpose of their organization and services provided.
- Educate inmates on serious penalties for possession of firearms and other offenses.
- Former offenders give their testimonies on how to succeed after incarceration
- Community partners offer employment opportunities to offenders

STATE OUTREACH

SHARING OUR VISION

As the Reentry Model for the State of Florida, JREC has had the opportunity over the past 10 years to host several Florida Counties and Dept. of Corrections staff from around the state. We continue to share JREC's vision, processes, and successes to assist other communities.



Fla. State Prison



Brevard County

Alachua County

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