

## **Summary**

### **Recommendations from the Adjudication, Intake, and Rehabilitation Working Group for the Special Committee for JSO Facilities Final Report:**

#### **General Recommendations**

- Pre-trial Detention facility should contain television sets in designated areas. 9-22-2023
- New facilities will need to have immediate access to a JTA Bus Route. 9-22-2023
- New facilities will need to enlarge the access in sally ports to increase ease of egress and ingress for larger transportation vehicles. 9-22-2023
- The Pre-trial Detention Facility will need more space for additional mental health personnel, additional space for the medical screening area, and spaces for detox. 10-13-2023
- An infirmary strategically located within the Pre-trial Detention facility is needed; hospital waiting room style is the preferred design. 10-13-2023, 11-17-2023
- The new facility will need a Behavioral Unit and Mental Health Resource Center to benefit the population of the individuals in the Pre-trial Detention facility suffer from mental and behavioral health issues. 01-12-2024
- The new Pre-trial Detention Facility will need at least XX isolation cells. 10-13-2023
- Pre-Trial Detention Facility windows will need to be rated for major hurricanes. 10-27-2023
- The Jacksonville Re-entry center will need to move with the new Pre-trial Detention Facility. See Franklin County Corrections Center (FCCC) in Columbus, Ohio Rapid Resource Center for reference. 10-27-2023
- A Transition Center/Rapid Resource Center will be necessary in proximity to the new facilities; services need to include ID and Birth Certificate assistance. 01-12-2024
- Facilities are needed to house those who are incompetent to stand trial but are not relocated to a state hospital, such as XX. 10-27-2023
- New facilities will require mobile communications technologies for inmates to communicate with friends and families. It is recommended the Nashville Model be considered which involves mobile tablets in pod. 11-17-2023
- New facilities will require space for inmates to communicate confidentially and virtually with attorneys. 11-17-2023, 01-12-2024
- The New Pre-trial Detention Facility, and any other new facility, needs to be built on land that does not flood and is in proximity to existing judicial services. 12-19-2023

## Special Committee for JSO Facilities

Working Group Name: Adjudication, Intake, and Rehabilitation

Chair: CM Jimmy Peluso

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### Policy Recommendations

- Software is needed to assist corrections officers in the “Classification area” 9-22-2023
- Software and system is needed to allow digital paperwork to flow from the Pre-trial Detention facility, Clerk of Courts, State Attorney’s Office, Judges and Public Defenders. 9-22-2023, 10-13-2023, 12-15-2023
- J1 Calendars need to be simplified 9-22-2023
- A digital payment system should be implemented to increase the speed of eligible inmates being released. The court system in Duval County only allows for Cashier Checks to post bond. 12-15-2023
- The Montgomery Correctional Center rehabilitation programs need additional staff members to scale up their successful programs. 12-19-2023
- A mental health professional needs to be permanently embedded in the Pre-trial Detention Facility to identify inmates in need of services and to assist with connecting them.
- Pre-arrest and diversion programs need to be reviewed and expanded to reduce the numbers of individuals going through the adjudication process, reduce JSO burden, and address underlying problems that led to committing the crime. Program fees should cover program expenses.
- Florida Statute 901.41 should be reviewed to coordinate all stakeholders, the Public Defender, SAO, law enforcement, courts and local legislators, to strengthen the adult diversion programs. 1-26-2024
- The City conduct an update of the Sequential Intercept Model 1-26-2024
- The City evaluate the necessary number of crisis stabilization units needed; build accordingly. 1-26-2024

### Informational Considerations for Recommendations

- Due to the delay in paperwork, the State Attorney’s Office is delayed by days in opening cases. This delays the entire process or even the amount of time one may spend in jail. Additionally, once a case is resolved there could be a 6-8hr delay in the inmate being released due to paperwork processing. 10-13-2023
- Space for inmates to have confidential appointments with their attorneys reduces the burden of transporting inmates unnecessarily to and from varying facilities. Due to the process of conversations between clients, their attorneys and the State Attorney’s Office. Court cases can be delayed if clients aren’t able to meet with their attorneys in a timely manner 11-17-2023, 01-12-2024

## **Informational Points & Special Issues Addressed at Meetings**

9-22-2023

- Currently all Dockets are completed electronically, then printed by the clerk just to be reprinted, scanned, and then entered manually. Additionally, paper documents are also completed after the proceedings by the Clerk and Bailiffs.
- Paper documents allow the possibility of human error due to the fast-paced nature of the proceedings.
- Televisions were once removed from the Pre-Trial Detention Facility, these serve a valuable purpose.
- There are three rooms for 1st hearing as the Pre-Detention Facility
  - a. J1- Where virtual 1st hearing proceedings occur. All 1st hearing defendants are here at once.
  - b. J2 is for observers, and members of the public.
  - c. Courtroom 501
- Staffing for the correctional offices are 200 officers short.
- There are security needs for the intake areas for the safety of officers and defendants.
  - a. Cameras (city contract)
  - b. Emergency Buttons
  - c. Speaker boxes

10-13-2023

- Individuals with mental illnesses stay in jail 8 times and cost 7 times more than individuals without a mental illness.
- In an analysis conducted during Sheriff John Rutherford's term. The estimated cost incurred by JSO from making an arrest to the inmate's 1st appearance hearing was \$850 per arrest. This cost is likely higher today.
- Sulzbacher has identified roughly 300 individuals that could benefit from MHOP Services. The true number could be higher.
- The current medical screening area is not sufficient for the needs of the Pre-Trial Detention Facility.
- Currently, a major bottleneck in the intake process occurs due to the medical screening area. This is caused by inadequate space and staff.

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- Currently, the Pre-Trial Detention Facility has 19 isolation cells, this does not meet demand.

10-27-2023

- The Rapid Resource Center located at the Franklin County Corrections Center (FCCC) in Columbus, Ohio offers those released from jail with several services and warm handoff opportunities to non-profit community organizations. In addition to the services listed below, this area can be accessed by the releasees and their families.
  - Mental Health and Substance Use Disorder Services
  - ID and Birth Certificate access
  - Phone Charging stations
  - Snacks
- The facility located in Nashville has a Severe Perpetuating Illness area for those with mental health issues. The facility currently has 30 beds and will soon be expanded to 60 beds.
- Due to a recent change in state law, individuals that are ruled to be incompetent to stand trial aren't automatically transferred to a state hospital. They can now be housed in the local jail. These individuals are reevaluated every 6 months but can remain at the local jail for an indefinite period.
- In St. Johns County, there is a partnership between the Sheriff's Office and the Tax Collector's Office that allows releases to receive a state issued ID at no cost. A similar program would be beneficial for Duval County.

11-17-2023

- Due to the conditions at the MCC and Pre-Trial Detention Facility, JSO is experiencing shortfalls in staffing levels.

12-15-2023

- The paperwork system limits JSO's and the court's ability to process inmates throughout the criminal justice system.

12-19-2023

- Due to over capacity at the Pre-Trial Detention Facility 373 individuals at the MCC are unsentenced. This facility is intended only for sentenced individuals.

01-12-2024

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- The 5<sup>th</sup> Judicial Circuit does have a Civil Citation program. They use a Notice to Appear. The difference is when someone receives a Notice to Appear, they are required to appear in Court and a record is started.
  - The 5<sup>th</sup> judicial circuit has seen an 85% increase in notice to appear orders.
  - Notice of Appearances are issued, reported to the Clerk of Courts, the individual is required to go to court; but they are not arrested.
  - If an individual does not appear in court a capias warrant is issued for their arrest.
- There used to be 30 Polycoms located in the Pre-Trial Detention facility, 10 of which have been dedicated to the courts. Additional units are needed.

## Special Committee for JSO Facilities

Working Group: Adjudication, Intake, and Rehabilitation (AIR)

Date of Meeting: 01/26/2024

Chair: CM Peluso

Co-Chair: Charlie Cofer, Esq.

### I. Meeting Summary

The meeting focused on alternative methods for handling offenders to avoid the arrest and adjudication processes.

- Presentation from **Mark Fontaine**, Senior Consultant, and **Tom Olk**, Founder, from the **Civil Citation Diversion and Deflection Network**.
  - This program “helps communities and local leaders identify, design, implement and measure pre-arrest diversion programs for adults and juveniles – an effective, modern criminal justice solution.” (CCDDN handout)
  - Authorized by [FL Statute 901.41](#). The statute allows and encourages local governments to set up diversion programs.
  - Deflection includes civil citations and other methods of avoiding official arrest and adjudication of individuals
  - Civil Citations are used for low-level, non-violent offenses, and other misdemeanor charges agreed upon by the local jurisdiction.
  - Officer has discretion to issue the citation or make an arrest
  - Individuals must fit a certain criteria to be eligible for arrest diversion and must follow through/fulfill community service or court-ordered obligations. Diversion programs are completed on average within 90 days
  - A majority of the civil citations in the State of Florida are used for juveniles
  - Benefits for offenders:
    1. Avoidance of arrest record if program completed
    2. No arrest/jail booking experience
    3. Opportunities to address behavioral health and other needs
    4. Early intervention
    5. Educational opportunities
  - Benefits for law enforcement:
    1. Avoidance of arrest attempt which could result in violence
    2. Less impact/strain on jails and justice system
    3. Promotes positive perceptions of police/community relations
    4. Less time processing arrests; more time policing
  - Benefits for Political and Community Leaders:
    1. Builds trust and cooperation with local community

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2. Better crime control and reduction; lower recidivism
  3. Long-term success easily recorded and reviewed
  4. Cost savings
- **The Civil Citation Diversion and Deflection program has shown proven success in Leon County.**
    1. In Leon County, 1300 participants over four years
    2. Roughly 83% success rate across all categories of offense
    3. Equitable. Success rates roughly the same across all demographics
  - **Presentation from Cindy Schwartz of the “Miami Model”.**
    - Diversion program designed specifically for people with mental illnesses, diverting them away from the criminal justice system and into community-based treatment and services
    - **64% of inmates** in local jails suffer from **behavioral health diagnoses**; 15% have significant diagnosed mental illness i.e. Schizophrenia, and Bipolar disorder,
    - Individuals with mental/behavioral issues are incarcerated eight times longer and cost the taxpayers seven times more than the average
    - Essential to this system is the **“Sequential Intercept Model”**, as well as Cross System Collaboration (Judges, The Court, Public Defender, State Attorney, Law Enforcement, Dept of Corrections, etc)
    - **Crisis Intervention Team (CIT)** officers receive special training to respond to crisis calls involving persons with suspected mental illness.
      1. Decreased Arrests
      2. Decreased Use of Force
      3. Decreased Officer Injuries
    - **Outcomes**
      1. Decreased arrests
      2. Decrease in jail bed days
      3. Decrease in costs
      4. Increased public safety
      5. Increased income attainment
      6. Increased stable housing securement
      7. Increased recovery outcomes

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**II. Special Issues Addressed During the Meeting**

- Civil Citation and other diversion programs that could work in Jacksonville
  - Why are these not already in place?
  - What is needed to start a program like this?
    1. No city council vote needed
    2. Collaboration between various stakeholders/agencies is needed (JSO, state attorney, etc)
    3. Build in accountability for the individual
    4. Establish a civil citation tracking system
- Difference between a 'Notice to Appear' and 'Civil Citation'?
- What sort of training is required for police?
- Where does funding come from for programs such as the Miami Model?
  - State-funded; federal grants available
- There is a need for 'stabilization centers' and mental health programs/services.

**III. Actions for Next Meeting**

- Is there data that supports the benefits of diversion programs?
  - Benefit Cost analysis
  - Reduction in crime data

**IV. Important Information to be used in Final Report**

- High success rates and cost savings of Civil Citation Program in Leon County
- High success rates and cost savings of the Miami Model
- Work on adopting civil citation program and other deflection programs in Jacksonville