



MIAMI-DADE COUNTY, FLORIDA

April 1, 2008

On behalf of the members of the Blue Ribbon Advisory Committee, we are pleased to submit this report, *Breaking the Cycle: Rehabilitation & Job Training in Miami-Dade County Jails*.

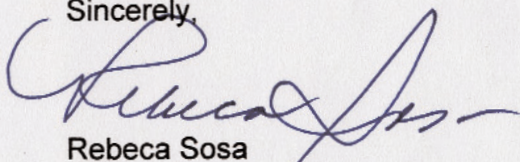
The report reflects the findings and recommendations of the 20 members of the Blue Ribbon Advisory Committee. For 18 months, they worked with enthusiasm, dedication and diligence to map out a strategy to better prepare and assist incarcerated individuals who must re-enter society.

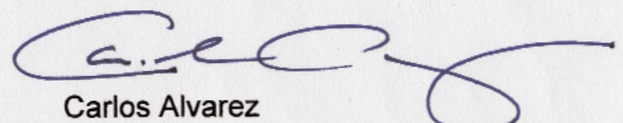
As a government, our job is not only to provide public safety services and punish those who have broken the law. We must also recognize the special challenges of those who have committed crimes, served their time and must transition back into the community. By providing these individuals with an education, job skills, medical assistance and access to public housing and transportation systems, we can reduce the recidivism rate. The better we are at coordinating these necessary services, the greater the likelihood that people with criminal records can lead independent, healthy, responsible, and crime-free lives.

The roadmap for reducing the recidivism rate presents challenges. As we seek to change the culture within the corrections community and provide new and enhanced services, political leadership and administrative changes will be needed to bring about true reform. If we fail to move in a positive direction, society will continue to be forced to bear the human cost of crime, as well as the financial costs of criminals' apprehension, conviction and imprisonment. The bottom line is, when people with criminal records can turn their lives around, we all win. Our families, our neighborhoods and our County's economy all benefit.

We extend our heartfelt thanks to the community leaders, human resource professionals, County staff and others who participated and contributed to a process that can make a lasting impact in our community. In particular, we would like to thank the Chairman of the Blue Ribbon Advisory Committee, Carlos Manrique, for his steadfast leadership throughout this process.

Sincerely,


Rebeca Sosa
County Commissioner - District 6


Carlos Alvarez
Mayor

DATE: March 28, 2008

TO: Honorable Carlos Alvarez, Mayor
Honorable Rebeca Sosa, Commissioner
Miami-Dade County

FROM: Carlos A. Manrique, Chairman
Miami-Dade County Blue Ribbon Advisory Committee

SUBJECT: Blue Ribbon Advisory Committee Final Report

Crime is costly both to victims and to taxpayers. Over the next two decades, Miami-Dade County's need for jail capacity is projected to jump from over 6,000 beds to nearly 10,000. And we know that far too many of those who leave the jails will again commit crimes, returning to the correctional system.

The evidence is clear that we can break this criminal cycle, and lessen the destructive impacts of recidivism, if ex-offenders have realistic opportunities to re-start their lives as responsible workers, parents, and taxpayers. Simply put, comprehensive re-entry programming is a wise investment: it reduces crime and generates benefits that far exceed costs, in terms of both public safety and taxpayer savings.

The Blue Ribbon Advisory Committee has carefully examined barriers faced by ex-offenders re-entering our local neighborhoods, and we strongly recommend a series of actions to enhance inmate rehabilitation and job training in county jails. This final report reflects a cultural change already underway in the Miami-Dade Corrections and Rehabilitation Department, under the leadership of Director Timothy P. Ryan, acknowledging the critical role of rehabilitation. But leadership is also needed from the Mayor and Board of County Commissioners. The planning of new jail facilities provides an opportunity to make further progress, to strengthen inter-agency coordination, and to build upon effective models that start within the jail and continue through the inmate's transition back into society.

The committee process was remarkably collaborative, and I am grateful to the many participants who lent expertise from diverse perspectives. I particularly want to thank the subcommittee chairs and Chief Anthony Dawsey who gave so much of their time, as well as the support given by both of you and your Chiefs of Staff. Together we have sought to give ex-offenders a better opportunity to become productive members of society, for the benefit of all.

cc: Honorable Chairman Bruno A. Barriero and Members,
Board of County Commissioners
Harvey Ruvín, Clerk of the Circuit and County Courts
George M. Burgess, County Manager
Robert Cuevas, County Attorney
Members of the Blue Ribbon Advisory Committee

Breaking the Cycle: Rehabilitation & Job Training in County Jails



Miami-Dade County Blue Ribbon Advisory Committee
March 28, 2008



FINAL REPORT

Breaking the Cycle: Rehabilitation & Job Training in County Jails

Miami-Dade County Blue Ribbon Advisory Committee

March 28, 2008

Breaking the Cycle:

Rehabilitation and Job Training in County Jails
Miami-Dade County Blue Ribbon Advisory Committee

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EXECUTIVE SUMMARY

The Miami-Dade County Board of County Commissioners created a Blue Ribbon Advisory Committee to focus on county jails and the re-entry of ex-offenders into local communities, responding to a growing national consensus that systemic reforms can alleviate the costly cycle of incarceration, release, and recidivism. The Advisory Committee includes a full spectrum of perspectives within the criminal justice, service provider, and workforce and education communities. The authorizing resolution, issued in November 2005, asked the Advisory Committee to make recommendations for the design of inmate vocational and educational programs in county jail facilities, including a comprehensive plan for a repurposed facility that could serve as a rehabilitation and job training center.

Committee members met collectively during initial meetings to analyze re-entry research, visit local facilities, and review potential model programs. It was determined that the Advisory Committee charge could best be accomplished by establishing four primary subcommittees: (1) Criminal Justice Liaison, to address issues of participation and the legal ramifications; (2) Corrections Operations, to review internal processes from intake to release; (3) Service Providers, to assess the role of workforce, education, health, and social support services; and (4) Bricks and Mortar, to recommend design considerations for new or renovated facilities. A fifth topic, State Re-Entry Exploratory, concerned re-entry to the local community from Florida's state and federal prison institutions. The full Advisory Committee discussed findings and endorsed recommendations in each of these areas, as well as general recommendations for Miami-Dade County government.

In short, the Blue Ribbon Advisory Committee believes that re-entry issues warrant the sustained attention of local practitioners and policymakers. National and state findings agree that integrated rehabilitation, education and training, and transition programs can significantly reduce criminal recidivism - and lessen the more substantial costs of crime and imprisonment. Members of the Advisory Committee urge the Mayor and Board of County Commissioners to endorse and take action on the recommendations below, in the interests of public safety, government efficiency, and societal well-being.

Re-Entry Implications for Government and Service Systems

Local Re-Entry Council. A local Re-Entry Council should be established under the auspices of South Florida Workforce, with multi-agency membership and ex-offender representation selected by the Miami-Dade County Mayor, to provide a forum for ongoing planning and coordination of local re-entry services.

Piloting and Systematic Development of Solutions. The Advisory Committee advocates that needed rehabilitative programming be implemented in stages, that pilot programs and outcomes be measured, and that services be expanded based on demonstrated needs and effectiveness.

Analysis of Re-Entry Needs and Outcomes. A research and evaluation group should be convened under the local Re-Entry Council, with academic partners, to pursue in-kind and grant-funded strategies for local re-entry research, data collection, analysis, and internships.

Reinvest Savings to Expand Re-Entry Services. Costs of systems improvements and expanded re-entry services, including planned automation upgrades, should be funded by the Board of County Commissioners based upon projected returns on the public investment.

County Actions. The Miami-Dade Board of County Commissioners should adopt model approaches from other jurisdictions to permit county hiring of ex-offenders; to provide employer incentives for hiring ex-offenders; and to establish a 90-day interim pass for ex-offenders that serves as identification and permits use of county transit and library services.

County Priorities for State Legislative Actions. The Miami-Dade Board of County Commissioners should adopt the following state legislative priorities, along with further priorities to be studied and recommended by the local Re-Entry Council:

- (a) To support the federal Second Chance Act of 2007, a bipartisan plan that would provide funding for local re-entry demonstration grants, mentoring, and treatment initiatives;
- (b) To remove barriers that severely restrict employment of ex-offenders, as recommended by the Florida Senate Committee on Criminal Justice and the Governor's Ex-Offender Task Force;
- (c) To fund a county re-entry coordinator for Miami-Dade County, as recommended by the Governor's Ex-Offender Task Force, to serve in the Miami-Dade Corrections and Rehabilitation Department and to act as liaison/staff support for the local Re-Entry Council;
- (d) To support the reduction of housing barriers for ex-offenders, to be recommended by a study per the Governor's Ex-Offender Task Force; and
- (e) To fund services for people with mental illnesses involved in the criminal justice system, including a mental health diversion facility in Miami-Dade County, as recommended by the Miami-Dade County Mayor's Mental Health Task Force.

Re-Entry Implications for Criminal Justice

Target Inmate Population. The target population should be prioritized during the piloting and expansion of re-entry services and should ultimately include every defendant who is booked into a county corrections facility and remains incarcerated beyond the initial booking, magistrate's first appearance, or at the latest, arraignment date should be targeted for re-entry services.

Issues of Privilege or Confidentiality. As part of the re-entry process, inmates should be provided with standardized, written informed consent waivers that clearly address issues of confidentiality.

Motivating Voluntary Participation. Voluntary participation in re-entry programs by incarcerated defendants should be encouraged by making the participation relevant in actual criminal case resolution, as well as in housing assignments or other behavioral incentives within the jail setting.

Re-Entry Sentencing Options. Upon agreement by the defendant and prosecutor, individuals who meet re-entry participation criteria should receive individual discharge plans developed by Miami-Dade Corrections and Rehabilitation Department case managers in conjunction with service providers.

State Prison Inmate Releases. The Miami-Dade Board of County Commissioners should encourage the Florida Department of Corrections to establish linkages to local one-stop services and, for inmates within 120 days of re-entry, the Re-Entry Council should consider the need for legislation requiring transfer to a state facility nearest to the home community.

Re-Entry Implications for Corrections Operations

Standardize participation and procedures. The Miami-Dade Corrections and Rehabilitation Department should increase participation in rehabilitation and work programs by requiring all qualified sentenced inmates to work; by using unsentenced inmate workers in selected locations; and by improving and/or centralizing screening, classification, incentives, and program structure.

Expand from pilot groups to universal participation. A transition pathway should begin with pilot groups participating in existing re-entry programs, should phase in all county-sentenced inmates, and should ultimately target all persons held beyond 72 hours.

Address inter-agency staff coordination. Improve coordination of program and operations staff through both internal and joint training efforts; streamlined volunteer service protocols; use of inter-agency memoranda to clarify roles; and design improvements in new facilities.

Re-Entry Implications for Service Providers

Process Reforms (Institutional Phase). To improve re-entry outcomes, the Miami-Dade Corrections and Rehabilitation Department should adopt comprehensive process reforms within the jail system from intake to case plans, including standardized assessment instruments, automation of records, case management, staff training, and partnerships with community stakeholder agencies.

One-Stop Design (Re-Entry Phase). Transition to the community should be improved by consolidating all MDCR educational, vocational programs, and support services into accessible locations; by greater use of peer counseling; and by the development of individualized employment, training, and support plans for each offender.

Post-Release Linkages (Discharge Phase). Effective community connections will require service providers to be engaged prior to release; individual release treatment plans; inter-agency agreements to share medical information; a continuum-of-treatment protocol for mental and health issues; and increased funding for critical support services.

Re-Entry Implications for Facilities Design

Accessible Multi-Purpose Space. All new or renovated detention facilities should include multi-purpose, multi-function space in or directly adjacent to housing units to allow rehabilitation, education, social support and re-entry services to be accessible with limited inmate movement.

Concept for a Training and Work Facility. The master plan for correctional facilities should incorporate a campus-style site development concept to include housing for program-eligible inmates; an education and vocational center; an outsourcing work center; halfway houses/work release centers for male and female inmates; a day/reporting and pre-trial services facility; and a visitor's center and parking garage.

Vocational Areas. The Miami-Dade Corrections and Rehabilitation Department should partner with public workforce education and vocational providers to provide training that is compatible with the security classifications and physical plant layout at jail facilities, including trades related to jail operations as well as other appropriate high-demand occupations.

Contract for Emergency Needs. Miami-Dade County should establish a contract to provide temporary emergency transitional housing as a contingency plan to mitigate crowding, facilitate construction/repairs and accommodate evacuations.

Re-Entry from State or Federal Prisons

Re-Entry Council to Include State & Federal Prisons. A local Re-Entry Council should include representation from state and federal prison and probation/parole systems to provide a forum for ongoing coordination with local re-entry services.

INTRODUCTION

A landmark 2005 report by the Re-Entry Policy Council served as an impetus for the Miami-Dade County Board of County Commissioners to address the re-integration of ex-offenders into local communities. The Re-Entry Policy Council, a bipartisan national initiative organized by the Council of State Governments, recognized a growing body of evidence that systemic reforms around the practice of prisoner re-entry could help to alleviate the costly cycle of incarceration, release, and recidivism. The report provided comprehensive, consensus-based recommendations for policy-makers and practitioners to improve the likelihood that adults released from confinement will avoid crime and become productive members of their communities. The national report reinforced efforts taking place locally and elsewhere in Florida.

Authorizing Resolution

Consistent with these widely accepted findings, the Board of County Commissioners adopted Resolution No. R-1270-05 on November 3, 2005, sponsored by Commissioner Rebeca Sosa and co-sponsored by Dr. Barbara Carey-Shuler. The Resolution addressed construction and renovations impacting the Krome Detention Center, the Main Jail, and the Training and Treatment Center, and it authorized a 20-member committee with the following charge:

The Board hereby creates a Blue Ribbon Advisory Committee to provide the Board with its recommendation for the design of inmate vocational and educational programs to be housed in both the Krome Detention Center and in a rehabilitation and job training center that will replace the Training and Treatment Center. The Committee is tasked to develop a comprehensive plan for the Training and Treatment Center, including program goals, program standards and inmate entrance qualifications.

The Resolution provided for Committee representation from an array of perspectives within the criminal justice system, the workforce and education system, and the service provider community. The authorizing resolution and Committee members are provided in the Appendix to this report.

Miami-Dade Jail System in Perspective

In the past twenty years, public officials, correctional and health authorities and advocates have created a variety of interventions designed to improve re-entry outcomes for people leaving correctional facilities. While much attention has been directed to state and federal prison systems, the re-entry needs of offenders in local county-operated jails merit separate attention. Jails differ from prisons in their shorter length of stay, the high level of interchange with communities, the higher number of people who pass through each year, the broad sweep of who ends up inside, the cycles of recidivism, the higher annual per capita costs, and in general, the greater reluctance and difficulty of providing services behind bars in this dynamic environment.

¹ *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community*. Council of State Governments. Re-entry Policy Council. New York: Council of State Governments. January 2005.

² See Reentry Roundtable Meeting Summary, *Jail Reentry Roundtable Initiative* (The Urban Institute, Oct. 2006).

The Miami-Dade County Corrections and Rehabilitation Department (MDCR) is the eighth-largest jail system in the country. Nearly 7,000 persons are incarcerated in its six detention facilities each day - awaiting trial, serving sentences of 364 days or less, or being held for such agencies as the Florida Department of Corrections or the federal Bureau of Immigration and Customs Enforcement. MDCR is also responsible for another 1,900 persons on Pre-Trial Release and 350 persons on some form of supervised community control.

MDCR's current detention facilities are different-generation designs, and are all operating above their rated capacity. As a result the organization must constantly adapt to a changing environment, and long-term planning has been initiated to review future needs and facilities. The decision to fund expanded facilities at the Krome Detention Center, and to re-assess the use of the Training and Treatment Center, provides an opportunity to review the role of re-entry programs in both new and old facilities. More broadly, Miami-Dade County issued a Request for Proposals and selected a consulting team (Spillis Candela DMJM) to perform a Master Plan for correctional facilities under the auspices of the General Services Administration Department. This comprehensive review includes an assessment of existing facility physical and operating conditions, projections of future needs, and definition of phased capital construction plans to improve and expand the system.

The Advisory Committee's review of the current jail system noted that a variety of effective diversion and re-entry programs are already in place, both traditional and innovative:

- Many offenders are diverted from incarceration through the efforts of Drug Court and Mental Health Diversion.
- Others are given conditional sentences to programs such as Boot Camp and Treatment Alternatives to Street Crime (TASC).
- MDCR also has a long-standing Work Release program and two specialized programs designed to prepare offenders to successfully return to the community- the Faith Works Re-Entry program and the Responsible Transition Program.

The recommendations in this report build on these efforts. Nonetheless, the Advisory Committee recognizes there are gaps in service, fractured or unfunded services and process improvements needed to become more effective. The group's findings have implications for MDCR operations, external re-entry services, inter-agency coordination, and facilities planning.

³As of June 2006, the occupancy rate of MDCR county detention facilities was 109.1%, with an average daily population of 6,549 versus capacity of 6,005. Florida Legislature Office of Economic and Demographic Research (June 2007). The six major county facilities include the PreTrial Detention Center, the Women's Detention Center, the Turner Guilford Knight Correctional Center, the Metro West Detention Center, the Training and Treatment Center (Stockade), and the North Dade Detention Center.

Scope of Work

The Advisory Committee recognized that the complex issues surrounding offender re-entry cannot be addressed with a single approach. The recommendations in this report, reflecting the diverse perspectives of the criminal justice, education, and human services community, put forth a comprehensive portfolio of interventions envisioned to meet the varying needs of men and women, drug users, people with chronic health or mental health problems, pre-trial detainees and those completing sentences.

In identifying the primary focus of the Advisory Committee, it became clear during the initial meetings that recommendations for facility and program design required exploration of inmate rehabilitation and community re-entry issues in very broad terms, examining the complex needs of people released from jail and prison. In the Report of Re-Entry Policy Council it was noted:

- The large majority of incarcerated individuals failed to complete high school or obtain a GED, but only about 1 out of 3 participates in education or vocational training at any point during incarceration.
- Nearly half of those in jail earned less than \$600 per month just prior to incarceration.
- 3 out of 4 have a substance abuse problem, but only 10 percent in state prisons and 3 percent in local jails receive formal treatment prior to release.
- 55 percent have children under 18; about 2 percent of all US minors had a parent in prison in 1999.
- More than 1 out of 3 jail inmates report some physical or mental disability.
- About 1 out of 5 prisoners is released from prison without community supervision.⁴

This and other background research, summarized in an appendix to this report, led to discussion of questions such as the following: How can prisons best prepare people leaving for successful re-entry, and how can those in local communities best assist people returning from incarceration to make the transition? What is the impact of re-entry on individuals and families? What policies and programs can improve re-entry outcomes? How can officials in courts, corrections, housing, employment, health care and public health and service providers' best work together?

The Advisory Committee reviewed a wide array of national and state-level research regarding the scope of issues associated with ex-offenders, the costs of recidivism, and promising re-entry practices. The Committee also undertook to review current facilities, processes, and re-entry initiatives within the Miami-Dade jail system. A meeting hosted by MDCR was held at the Training and Treatment Center, followed by a tour of the vocational programs, Boot Camp, and the Faith Works Re-Entry Program. Three Advisory Committee members subsequently accompanied Commissioners Rebeca Sosa and Carlos Gimenez on a site visit to Montgomery County, Maryland to review an innovative re-entry program.

⁴ *Report of the Re-Entry Policy Council, supra at pp. 3, 211.*

Organization of the Report

Following the site visit, it was determined that subcommittees should be established to develop recommendations in five key areas:

- Criminal Justice Liaison
- Corrections Operations
- Service Provider
- Bricks and Mortar
- State Re-Entry Exploratory

All meetings were publicly noticed, and efforts were made to solicit input from individuals and organizations with expertise relevant to re-entry issues as well as local needs and resources. Recommendations by each of the subcommittees, as well as the final report, were discussed, modified, and endorsed by the full Advisory Committee.

The recommendations in this final report are grouped by subcommittee, prefaced by general recommendations of the full committee:

- Re-Entry Implications for Government and Service Systems
(General Recommendations)
- Re-Entry Implications for Criminal Justice
(Criminal Justice Liaison)
- Re-Entry Implications for Corrections Operations
(Corrections Operations)
- Re-Entry Implications for Service Providers
(Service Provider)
- Re-Entry Implications for Facilities Design
(Bricks and Mortar)
- Re-Entry from State or Federal Prisons
(State Re-Entry Exploratory)

Attachments to the report include the authorizing resolution; findings from national and state re-entry research; identification of employment barriers by the Public Defender; and a discussion of re-entry programming from the perspective of the firm conducting the Master Plan process for county detention facilities.

GENERAL RECOMMENDATIONS

Issue: Re-Entry Implications for Government and Service Systems

The Blue Ribbon Advisory Committee established a formal inter-agency forum to analyze needs, barriers, and opportunities for ex-offenders to become reintegrated as constructive members of the local community. The potential benefits of effective re-entry programming are significant, not only for the individuals but for alleviating the societal costs of criminal recidivism. The Advisory Committee addressed immediate steps that can be achieved with existing resources, but it also adopted a long-term view that calls for ongoing collaboration from government, corrections, education, and health and human services systems. The long-term agenda suggests a number of steps that can be taken by the Miami-Dade Mayor and Board of County Commissioners to ensure that criminal recidivism is minimized through cross-system efforts.

Findings

A major finding of the Advisory Committee resulted from the process itself: the nature of re-entry planning requires inter-agency planning and cooperation, and this convening of diverse interests was able to develop a common vision for progress. As the subcommittees began their work, it became clear that there are issues that overarch and that many re-entry challenges will require long-term efforts to effect change. Some of the issues considered during deliberations include:

- The need to identify the target population and barriers.
- The need to develop a comprehensive assessment tool.
- The need to inventory existing programs.
- The lack of evidence-based evaluation for existing programs.
- The need for strategies to more effectively prepare inmates for re-entry.
- The need for jail-based and community-based case management.
- The need to develop long-term strategies to effectively deliver re-entry services in future facilities.
- The need for improved synergy between institutional security and program services personnel.
- The need for more flexible sentencing options.
- The need for input from ex-offenders.
- The need to link offenders with service providers prior to release.
- The need for ex-offenders to have valid identification.
- The need to engage the local business community to improve employment prospects for ex-offenders.
- The need to monitor inmate behavior post arrest, and prior to sentencing.
- The need for more substance abuse and mental health treatment.
- The need to collaborate with Florida Department of Corrections and the Federal Bureau of Prisons.
- The need for legislative review and changes.

Beyond the specific recommendations of sub-committees, a series of systemic recommendations address the long-term and cross-system nature of reforms.

The recommendations that follow are intended to be considered together. The piloting and expansion of re-entry programming can be facilitated by an ongoing inter-agency forum. The measurement of outcomes should be guided and evaluated by this forum, with assistance from academic partners. The savings of re-entry approaches should be documented, along with the needs, and should justify the re-investment of savings to expand successful programs. And the county and state should move ahead with a series of legislative and pragmatic steps that address barriers and improve successful outcomes.

Recommendation: Local Re-Entry Council

A local Re-Entry Council should be established under the auspices of South Florida Workforce, with multi-agency membership and ex-offender representation selected by the Miami-Dade County Mayor, to provide a forum for ongoing planning and coordination of local re-entry services.

Justification. The Advisory Committee believes that the holistic, multi-dimensional recommendations of this report can best be achieved by creating a forum for ongoing collaboration and coordination of resources. Following the work of the Advisory Committee, it is strongly recommended that a comparable inter-agency group be established on an ongoing basis to monitor and address the myriad details inherent in implementing the committee's inter-related recommendations. It is further believed that this group should be established as a dedicated Re-Entry Council under the auspices of South Florida Workforce. The Regional Workforce Investment Board system is presently designed to fund and administer one important aspect of the re-entry solution, the integration of ex-offenders into the Miami-Dade County workforce, and is positioned to engage the local business community, training providers, and support systems to improve employment prospects for ex-offenders.

This multi-disciplinary work group should continue to review a range of best practices and identify those that may be adaptable to Miami-Dade County prior to the opening of the Krome Detention Center. A number of innovative programs operating in other jurisdictions were reviewed during the Advisory Committee process. A work group should identify specific programs that merit more detailed review and determine the feasibility and logistics of replication in MDCR. Consideration should be given to those program elements which may be implemented before construction of the Krome facility and those which may be implemented at the facility. The Council should also facilitate coordinated applications for state or federal grants related to re-entry, and should recommend legislative changes to the Miami-Dade Mayor and Commission that would further re-entry goals.

⁵The Advisory Committee discussed, for example, issues and potential solutions related to home release pre-visits, child support, homelessness, pre-release connection to Social Security and driver license authorities, and other factors relevant to effective re-entry.

The Re-Entry Council members should be appointed by the Miami-Dade County Mayor and should include a formal liaison from the Miami-Dade Corrections and Rehabilitation Department, with participation from key correctional, government, service, and educational institutions. The Council should also include representation from the ex-offender population to assist in development of functional interventions from their perspective. The Advisory Committee believes that it is important to get input from ex-offenders to determine what they see as priorities to assist in their transition from jail back to family and community. As an example, the state of Kentucky Department of Corrections developed an innovative program providing stipends to ex-offenders to operate a twenty-four hour assistance and referral hotline, a promising strategy to serve the re-entry needs of newly released offenders.

Recommendation: Piloting and Systematic Development of Solutions

The Advisory Committee advocates that needed rehabilitative programming be implemented in stages, that pilot programs and outcomes be measured, and that services be expanded based upon demonstrated needs and effectiveness.

Justification. The fact that master planning for new jail facilities is in process, with construction several years away, affords the opportunity to determine what a "re-entry jail" focused on rehabilitation and job training, organized to reduce recidivism and improve life prospects for those released, should look like. This can be accomplished by implementing a two-pronged strategy.

- Select a controlled group of the target population drawn from participation in existing programs such as, TASC Substance Abuse Treatment and Responsible Transition/FaithWorks to implement a pilot re-entry project and evidence based outcome evaluation review, with a six month to year implementation schedule.
- Selecting specific best practice models to study from jails in other jurisdictions to determine those that could be replicated in Miami-Dade County, with an implementation in nine months to one year schedule.

A focus on best practices and pilot programs must include the design of outcome measures, the documentation of needs, and the careful measurement of recidivism - for those receiving various re-entry services and for those who are not - to improve and expand successful approaches. This strategy would allow the corrections system to strengthen and evaluate existing programs, tailor future initiatives to our local needs and open our new facilities as re-entry jails with programs that are achievable and measurable.

⁶ The members of the Advisory Committee recommend the inclusion in the Re-Entry Council of essential stakeholders in prisoner re-entry initiatives including, at minimum, the Chief Judge, Public Defender, State Attorney, the Directors of the Miami-Dade Police and Corrections & Rehabilitation Departments, and the Superintendent of Miami-Dade County Public Schools, or their respective designees, and representatives from the various juvenile justice entities.

The recommendations that follow are intended to be considered together. The piloting and expansion of re-entry programming can be facilitated by an ongoing inter-agency forum. The measurement of outcomes should be guided and evaluated by this forum, with assistance from academic partners. The savings of re-entry approaches should be documented, along with the needs, and should justify the re-investment of savings to expand successful programs. And the county and state should move ahead with a series of legislative and pragmatic steps that address barriers and improve successful outcomes.

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Recommendation: Analysis of Re-Entry Needs and Outcomes

A research and evaluation group should be convened under the local Re-Entry Council, with academic partners, to pursue in-kind and grant-funded strategies for local re-entry research, data collection, analysis, and internships.

Justification. Evidence-based review of re-entry outcomes can help practitioners and policy-makers to evaluate the impact of our local jail system to the community at large. Recent studies from the Florida Department of Corrections provide hard evidence that prison-based re-entry programs reduce recidivism rates - findings have been confirmed by national research. Such data help to measure the effectiveness of specific re-entry solutions and provide a basis for estimating the fiscal return on public investment; for example, inmate programs such as education were found to reduce disciplinary problems in Florida prisons and reduce recidivism, resulting in measurable cost savings over subsequent years. Study of local re-entry programs will enable Miami-Dade County to measure the benefits of re-entry programs such as reduced recidivism and new taxpayers, and thus better assess the cost of expanding successful programs. Study of needs will ensure that training and employment efforts are targeted to market needs and realistic avenues for ex-offenders to re-join the workforce, and that support programming is targeted to specific re-entry barriers.

Despite the importance of jails as a social institution, it should be noted that they remain relatively under-studied as compared to prisons. Developing a better understanding of how jail characteristics affect re-entry outcomes is an important research priority, and the local academic community should be encouraged to partner with the criminal justice and human services community to address issues of research and evaluation. Currently MDCR does not have a structured relationship with local colleges and universities, but the academic community is well represented on the Blue Ribbon Advisory Committee and can provide meaningful research concerning the relationship and impact of our local jail system to the community at large.

Recommendation: Reinvest Savings to Expand Re-Entry Services

Costs of systems improvements and expanded re-entry services, including planned automation upgrades, should be funded by the Board of County Commissioners based on projected returns on the public investment.

Justification. Based on evidence from other re-entry research, the Advisory Committee believes that the re-entry strategies recommended in this report will help to alleviate individual barriers to re-entry and enable more ex-offenders to resume lives as contributing taxpayers, rather than as wards of the prison or jail systems.⁷ It is therefore expected that the measures will result in cost-savings that, as demonstrated in state and national studies, will justify the expansion of re-entry services. This expectation is embodied in the approach of the Governor's Ex-Offender Task Force, which endorsed "[r]einvestment of the cost-of-incarceration savings, including the avoidance of the additional capital costs of new prison beds, into additional evidence-based programs that will further reduce recidivism." The Committee thus recommends that initial system investments be based on findings from other jurisdictions, and that ongoing investments be justified in reference to local re-entry data.

⁷ See **Relevant National and Florida Research Findings** below at p. 37.

⁸ A Florida TaxWatch study found that every dollar invested in inmate programs returned \$1.66 in the first year and \$3.20 in the second year. *Final Report of the Governor's Ex-Offender Task Force, supra*, at p. 14.

An immediate priority for Miami-Dade County funding is automation upgrades at MDCR, to include a completion of the Objective Jail Classification System with an automated and transportable risk assessment format. The Advisory Committee recognizes the need to upgrade technology throughout the criminal justice and social services systems to facilitate improved information sharing between various components of the systems, i.e., electronic health records, psychological assessments, county and state corrections linkage, corrections and courts linkage, MDCPS and South Florida Workforce, etc. The Criminal Justice Information System currently in use would require modifications that may require new funding. An example is the completion of the Objective Jail Classification System at MDCR that was developed in conjunction with the National Institute of Corrections but has not been funded for full implementation.

Recommendation: County Actions

The Miami-Dade Board of County Commissioners should adopt model approaches from other jurisdictions to permit county hiring of ex-offenders; to provide employer incentives for hiring ex-offenders; and to establish a 90-day interim pass for ex-offenders that serves as identification and permits use of county transit and library services.

Justification. The City of Chicago is an example of many jurisdictions that have initiated local legislation to facilitate the re-entry of ex-offenders into our communities and reduce the incidence of recidivism. The measures waive barriers to hiring for a number of ex-offenders in appropriate work capacities. Measures to encourage employer hiring should include consideration of tax credits and other incentives.

⁹ See **Relevant National and Florida Research Findings** below. Meta-analysis of numerous studies found that re-entry programs generate taxpayer benefits as high as \$9,000 per participant and benefit crime victims by a similar dollar value. After combining taxpayer and victim benefits, and deducting program costs, the total benefits for job training, education, treatment, and transitional programs may reach as high as \$14,000 per participant. Applied to one state, government investment in these programs was projected to eliminate much or all of the rising demand for jail and prison beds. With a sustained level of investment, the public benefits would exceed costs within five years and would then rise substantially each following year.

¹⁰ *Final Report of the Governor's Ex-Offender Task Force, supra*, at p. 21.

¹¹ Chicago is one of seven major cities adopting new policies to limit discrimination against those with criminal records. National Employment Law Project, Major U.S. Cities Adopt New Hiring Policies Removing Unfair Barriers to Employment of People with Criminal Records (Jan. 3, 2007). Chicago's Mayoral task force recommended that "the City should review its own personnel policy regarding background checks to lead by example for other public and private employers." It called

The recurrent need for official identification for ex-offenders should follow the model of Montgomery County, MD, by also providing temporary access to the transportation, information, and Internet resources that are needed to find housing and employment, continue treatment, and address other needs of re-entry. Lack of identification and transportation is routinely listed by ex-offenders as a major challenge upon release. The Board of County Commissioners should direct MDCR, Miami-Dade Transit, and the Miami-Dade Public Library system to jointly develop a temporary (60-90 day) re-entry identification that also serves as library card and transit pass.

Recommendation: County Priorities for State Legislative Actions

The Miami-Dade Board of County Commissioners should adopt the following state legislative priorities, along with further priorities to be studied and recommended by the local Re-Entry Council:

- (a) *To support the federal Second Chance Act of 2007, a bipartisan plan that would provide funding for local re-entry demonstration grants, mentoring, and treatment initiatives;*
- (b) *To remove barriers that severely restrict employment of ex-offenders, as recommended by the Florida Senate Committee on Criminal Justice and the Governor's Ex-Offender Task Force;*
- (c) *To fund a county re-entry coordinator for Miami-Dade County, as recommended by the Governor's Ex-Offender Task Force, to serve in the Miami-Dade Corrections and Rehabilitation Department and to act as liaison/staff support for the local Re-Entry Council;*
- (d) *To support the reduction of housing barriers for ex-offenders, to be recommended by a study per the Governor's Ex-Offender Task Force; and*
- (e) *To fund services for people with mental illnesses involved in the criminal justice system, including a mental health diversion facility in Miami-Dade County, as recommended by the Miami-Dade County Mayor's Mental Health Task Force.*

for a balancing test, modeled after the fair employment standards of the federal Equal Employment Opportunity Commission's "business necessity" standard, weighing factors such as the nature and severity of the crime, the passage of time, and evidence of rehabilitation. City of Chicago, *Final Report of the Mayoral Policy Caucus on Prisoner Reentry*, pp. 26-27 (Jan. 2006). Within less than two years, the City of Chicago reports the following measures have been taken:

- New city guidelines were adopted for review of criminal convictions;
- A job training program targeted the shipping/receiving and food service industries.
- Social enterprise ventures targeting custodial, agricultural, and staffing industries.
- Transitional jobs targeting the hospitality and warehousing industries.
- Temporary public works including property maintenance and small engine repairs.
- Training and paid work experience repairing the city's fleet of vehicles.
- An ordinance allowing call centers and debt collection under prescribed conditions.
- A pilot street-cleaning, recycling and neighborhood beautification program.
- On-site job training at an environmental collection and recycling center.

City of Chicago Initiatives Targeted to Individuals with Criminal Backgrounds (June 5 2007). Several cities have removed criminal information from the initial employment application form until later in the hiring process, and Boston adopted an ordinance affecting hiring for private vendors who do business with the local government. National Employment Law Project, *supra*.

Justification. The measures identified above address re-entry needs and should be priorities of the County. Additional measures discussed by the Advisory Committee should be given further consideration by the local Re-Entry Council and then adopted as priorities by the County. Examples include the transfer of state inmates to local prisons prior to release; the ability of inmates to gain time through participation in re-entry programs; and additional employment barriers identified by the Public Defender in an attachment to this report.

The Governor's Task Force and ex-offender advocates encourage legislators to remove laws that legally restrict applicants with a history of incarceration and or criminal convictions from certain occupations and licenses. The Florida Senate Committee on Criminal Justice has recommended legislation to review and address some of those employment barriers, and the County should support these reforms. The County should also support the legislative

¹² See **Related Issues: Juvenile Justice and Re-Entry** below, p. 42.

¹³ The Governor's Task Force recommends: "That state laws, rules and policies that require a person to have his or her civil rights restored as a condition of employment or licensing be repealed and that employment restrictions for those occupations currently subject to restoration of civil rights requirements instead be built into a single background check law, such as Chapter 435." *Final Report of the Governor's Ex-Offender Task Force*, supra, at p. 22.

¹⁴ The Senate report recommends:

- The Legislature should review and consider abolishing all statutorily mandated and permitted restrictions on employment solely related to restoration of civil rights.
- The Legislature should consider removing statutory language that creates or authorizes employment restrictions based upon "moral turpitude" or "good moral character," replacing them either with specific offenses or with direction that the agencies specify offenses or acts that are related to the position or license sought.
- The Legislature should consider legislation requiring that agencies include a waiver provision to relieve persons from an offense-based occupational exclusion if the person can demonstrate rehabilitation after a period of time.
- The Legislature should closely monitor progress made by the executive agencies in tailoring employment restrictions for felony convictions to the license sought. If sufficient progress is not made, legislation should be considered to enact a single labor law that clearly establishes which laws exclude ex-felons from which occupations.
- The Legislature should amend s. 112.011(1)(b), F.S., to clarify that state agencies and licensing authorities may not require restoration of civil rights as a condition of licensing or regulation unless authority to do so is specified in the statutes.

Florida Senate Committee on Criminal Justice, *Rules for Restoration of Civil Rights for Felons and Impacts on Obtaining Occupational Licenses and Other Opportunities*, p. 8 (Interim Project Report 2008-114, Dec. 2007).

request, as recommended in the Governor's Task Force, for a county re-entry coordinator. This position would be located in MDCR to ensure that internal and external issues are addressed, and the coordinator would serve as staff to the local Re-Entry Council. The Governor's Task Force also called for a state study to reduce housing barriers; the County should support this study and recommend adoption of the findings and recommendations. The Advisory Committee also supports the legislative priorities of the Miami-Dade County Mayor's Mental Health Task Force.¹⁷

¹⁵ The Governor's Task Force recommends: "That the state support the development and work of re-entry at the community level to help local re-entry planning and service delivery, test new ideas and approaches, and promote and replicate what is found to work in producing measurable outcomes, such as reduced recidivism, by: Partnering and collaborating with Florida local governments and faith and community-based organizations in supporting local re-entry councils by putting in place a re-entry coordinator in [selected counties including Miami-Dade]." *Final Report of the Governor's Ex-Offender Task Force, supra*, at p. 21.

¹⁶ The Governor's Task Force recommends: "Study and address: A thoughtful re-examination of employment and housing restrictions that are leading to some sex-offenders unnecessarily going back to prison or failing to identify their residence and to register, thus putting communities at risk." *Final Report of the Governor's Ex-Offender Task Force, supra*, at p. 24.

¹⁷ Miami-Dade County Mayor's Mental Health Task Force, *Mental Illness and the Criminal Justice System: A Recipe for Disaster / A Prescription for Improvement* (Feb. 2007), at p. 60:

- "SUPPORT funding for the establishment of grants, awarded to counties statewide on a competitive basis, to reduce the involvement of people with mental illnesses in the criminal justice system."
- "SUPPORT funding for the development and operation of a mental health diversion facility in Miami-Dade County intended to serve people with mental illnesses involved in the criminal justice system."

For a description of the proposed mental health diversion facility, see *id.* at p. 69.

Issue: Re-Entry Implications for Criminal Justice

The criminal justice subcommittee has attempted to evaluate legal issues related to medico-legal privilege related to in the diagnostic screening procedures, inmate administrative privileges and sanctions, the consideration of program participation by sentencing judges and prosecutors as a factor in sentencing and plea negotiation, targeted inmate participant population, and post-release community supervision as a factor in sentencing and plea negotiation. This subcommittee was staffed with representatives from the Courts, Prosecution, Defense, and Law Enforcement.

Findings

The subcommittee recognizes that effective re-entry practices necessitate obtaining and sharing information that involves legal issues of privilege and confidentiality. The release of information obtained for valid re-entry purposes can, unintentionally, have direct relevance to criminal proceedings. The legal implications of re-entry practices inform the analysis and recommendations that follow. The subcommittee also recognizes that, despite inherent differences in perspective among members, it was both important and feasible to arrive at common-ground positions that safeguard legal interests while providing opportunities for all individuals to prepare for successful return to the community.

Recommendation: Target Inmate Population

The target population for re-entry services should be prioritized during the piloting and expansion of re-entry services and should ultimately include every defendant who is booked into a county corrections facility and remains incarcerated beyond the initial booking, magistrate's first appearance, or at the latest, arraignment date should be targeted for re-entry services.

Justification. The subcommittee members considered whether the target population for re-entry services should be limited by the category of crime with which the defendant is charged, the anticipated length of time for which the defendant is expected to be incarcerated in local custody, or whether the defendant is a pre-adjudication inmate or one who is adjudicated and sentenced to a specific term in local custody. For example, should re-entry services be limited to those defendants charged with non-violent offenders who are sentenced to a term of incarceration in a county facility? Should re-entry services be denied to defendants charged with significant violent offenses who are likely to be sentenced to lengthy state prison sentences?

Ultimately, the subcommittee members concluded that a familiar mantra should be our guide: "Most who walk in the front door of the corrections facility will some day walk out the back door." Put another way, except for a minority of defendants who are sentenced to life imprisonment, who die while incarcerated, or the extremely limited number who are executed, the majority will ultimately be released back into our community. Additionally, while those charged with significant violent offenses face the longest potential incarceration penalties, there is no guarantee that they will be convicted of those crimes.

Most all will walk out the back door. Accordingly, regarding what inmate population should be targeted for re-entry services, the subcommittee recommends that every defendant who is booked into a county corrections facility and remains incarcerated beyond the initial booking, magistrate's first appearance, or at the latest, arraignment date should be targeted for re-entry services.

If funding constraints limit re-entry services to the entire inmate population, as described above, the subcommittee recommends that priority should be given to the following classes of inmates:

1. Inmates charged with less serious offenses who are likely to return to our community sooner than inmates facing long term state prison sentence; and
2. Inmates charged with less serious offenses that are a direct result of substance abuse addictions, i.e. those who steal and burglarize to feed drug habits; and
3. Younger inmates that have historically been candidates for local boot camp or youthful offender sentences; and
4. Post-adjudication inmates that have been sentenced to local county jail sentences.¹⁸

Because any analysis of target re-entry service population at the local level of necessity requires consideration of criminal procedure and its effect on the incarceration status of defendants, the subcommittee concluded that recommendations as to timing of initial evaluation for re-entry services should comprise a portion of our overall recommendations.

The subcommittee acknowledges that it would be irresponsible to expend resources on re-entry services for those defendants who will be released prior to first appearance or soon thereafter, during the first days after initial booking. Anecdotal evidence suggests that most defendants who are held on non-bondable offenses, or who cannot afford to post bond soon after arrest, will remain incarcerated in local pre-trial detention until their cases are resolved. Resolution by negotiated plea, jury verdict or dismissal will occur at the earliest at arraignment usually three to four weeks after arrest, or if charged formally by the prosecution and not pled out at arraignment, then resolution and concomitant incarceration will take many months if not years.

Keeping in mind these procedural landmarks and usual incarceration patterns, the subcommittee recommends that the initial battery of tests that comprise the commencement of re-entry services should be administered to defendants in the second week of incarceration, post-arrest and first appearance, and before arraignment.

¹⁸ The criminal justice subcommittee recognizes that the prioritized target inmate population likely serves as the same population that comprises the "trustee" inmate workforce and that the corrections department relies on this workforce for the operation of local facilities. We are also cognizant that there is a historical tension between the "operations" and "inmate services" sides of the house because they are competing for the same population. We anticipate that these tensions will be addressed and resolved by the corrections operation subcommittee.

In this manner, those defendants whose cases are resolved by non-incarceration plea or dismissal of charges at arraignment will have the benefits of evaluation and referral to community based service providers and incarcerated defendants can begin participation in in-custody programs immediately after formal charges at arraignment.

Recommendation: Issues of Privilege or Confidentiality

As part of the re-entry process, inmates should be provided with standardized, written informed consent waivers that clearly address issues of confidentiality.

Justification. The subcommittee members anticipate that re-entry services would encompass the diagnosis of physical ailments and disease, mental illness, cognitive disabilities, or chemical dependencies. These diagnoses are also in some cases intertwined with legal defenses advanced by counsel in criminal prosecutions. A major concern of the subcommittee is thus to avoid circumstances where such information, provided for purposes of addressing re-entry barriers, might be relevant to criminal charges and then used against the inmate in criminal prosecutions. Adequate safeguards are necessary to ensure protection of confidential information.

To address these concerns, the subcommittee recommends that as part of the re-entry process, inmates should be provided with standardized, written informed consent waivers that would address issues of confidentiality. Informed consent forms should identify the purpose(s) for which information is obtained and should specify how, when, and to whom the information is to be released. Ideally, these forms would be made available to the Public Defenders and members of the private defense bar as soon after arrest as is feasible.

Dissemination of information from re-entry diagnostic processes should be limited to essential service providers, as defined in the consent forms, unless defendants make specific informed decisions regarding greater disclosure. The forms should be jointly developed by MDCR, the State Attorney, and the Public Defender, with input from service provider groups outlining the information to be gathered and how it is to be utilized. Decisions to authorize greater disclosure should be advised by counsel due to possible legal ramifications. Issues of access and long-term retention of information need to be further addressed to balance the individual's confidentiality interests with operational custody, care, and control issues.

¹⁹ The criminal justice subcommittee anticipates that service provider subcommittee members will recommend a standard battery of tests for each inmate that will access the need for medical, mental health, educational, substance abuse, domestic violence, job training and spiritual or faith based services. Assessment of these various needs would thereafter form the basis for each defendant's re-entry services prescription.

Recommendation: Motivating Voluntary Participation

Voluntary participation in re-entry programs by incarcerated defendants should be encouraged by making the participation relevant in actual criminal case resolution, as well as in housing assignments or other behavioral incentives within the jail setting.

Justification. The subcommittee recognizes that re-entry services can only succeed in a large-scale manner with the voluntary participation of the target population. This is particularly so as relates to pre-adjudication inmates awaiting trial. Accordingly, the subcommittee recommends a traditional carrot and stick approach to motivate voluntary participation in re-entry programs.

Subcommittee members who have studied and visited established and successful re-entry programs noted that significant levels of participation by incarcerated defendants in re-entry programs were achieved by making participation relevant in actual criminal case resolution. In those successful models, inmate participation was communicated to sentencing judges and prosecuting attorneys. Those defendants who participated received some benefit in case resolution; those who did not did not receive this benefit. Corrections personnel communicated participation information to court, prosecution and defense officials as part of a pre-sentencing report. Participation in re-entry programming can be a factor in deferred prosecution, diversion, sentencing, or even a component of pre-trial release. A similar model is recommended for this jurisdiction.

Also, in those model programs, every aspect of incarceration appears to be based on a system of rewards and absence of rewards. Not only is re-entry program participation communicated to the court for sentencing but it also is utilized in housing assignments. Participating inmates are housed in less restrictive settings and enjoy more privileges than those who choose not to participate. Virtually every aspect of the incarceration experience is affected by whether or not the incarcerated defendant is participating in the re-entry program. A similar protocol is recommended for this jurisdiction.²²

The subcommittee is encouraged by MDCR Director Tim Ryan's seemingly open mind as it relates to redefining the roles of corrections counselors to encompass communication with the court. The use of university students to assist with this function has been discussed in committee meetings, as interns majoring in social work, public health, criminal justice, or community wellness. The department is encouraged to aggressively tap into this resource pool.

²⁰ This concept was effectively utilized in Montgomery County, Maryland, which was visited by Advisory Committee representatives.

²¹ At MDCR, this would require development of protocols and automation upgrades. The Florida Department of Corrections utilizes a computer-generated report to document offenders' behavior that they share with MDCR classification when they return an offender to MDCR custody; this should be considered as a model.

²² Specifics regarding personnel assignments necessary to accomplish the task of generating pre-sentence reports for the volume of defendants sentenced in our jurisdiction are left to corrections operations subcommittee members. Likewise, rewards and benefits related to housing assignments, commissary, and yard privileges and the like are also referred to that subcommittee.

Recommendation: Re-Entry Sentencing Options

Upon agreement by the defendant and prosecutor, individuals who meet re-entry participation criteria should receive individual discharge plans developed by Miami-Dade Corrections and Rehabilitation Department case managers in conjunction with service providers.

Justification. The criminal justice subcommittee members envision that a significant amount of re-entry services will be provided within the local corrections system. Put another way, initial diagnosis and service prescriptions would occur, and treatment commenced, while defendants are in custody and a captive audience. Again, model programs provide medical, mental health, substance abuse, educational and vocational services, job placement and faith based services all within the facility in a true "one-stop" environment. We envision that upon leaving the corrections facility inmates would receive a discharge prescription - sometimes as a condition of probation or community control - that would recommend continuing services and also direct the participant to community based programs; in this manner there would be a seamless transition from in-house to community service providers.

While returning to the community provides the obvious benefits of liberty and the potential re-entry into positive society, it also introduces the enticements of substance abuse and a return to destructive environments and behavior that caused defendants to offend. The subcommittee is not blind to the reality that many defendants may choose not to continue in voluntary transition re-entry services upon release and return to the community. A continuation of the in-custody carrot-and-stick approach is recommended as a technique to encourage this essential continuation of services.

Motivation for continuing re-entry participation may take the form of housing benefits or assistance, subsidized educational opportunities, or employer incentive programs for those hiring released defendants. We leave those considerations to members of the service provider subgroup.

As regards the stick portion of the equation, probation with re-entry special conditions was considered. On this point, the subcommittee recognizes historical philosophical differences between prosecution and defense as regards post-incarceration probationary sentences with special conditions.

²³ The subcommittee recognizes the participation in this process by representatives from local institutions of higher learning including University of Miami, Barry University, Florida International University, Florida Memorial College, and Miami-Dade College. We encourage these institutions to develop internship relationships between their criminal justice and social worker programs and the re-entry program in the corrections department.

Simply put, prosecutors often seek to impose probationary restrictions on defendants that limit behavior after release from custody and defenders, recognizing the potential exposure to additional incarceration resulting from probation violation to their clients, often oppose additional post-release restrictions. The subcommittee was unable to resolve this fundamental tension. Nevertheless, several members recognize that significant numbers of incarcerated inmates would benefit from having continuing participation in community based re-entry services as a mandatory condition of probation for defendants. This type of split sentencing would be considered not only for those defendants who serve the incarceration portion of their sentences in local custody but also for those who may be sentenced to state prison sentences.

Recommendation: State Prison Inmate Releases

The Miami-Dade Board of County Commissioners should encourage the Florida Department of Corrections to establish linkages to local one-stop services and, for inmates within 120 days of re-entry, the Re-Entry Council should consider the need for legislation requiring transfer to a state facility nearest to the home community.

Justification. While the subcommittee's charge is to focus on the criminal justice issues related to re-entry programs for local corrections populations, we are cognizant that re-entry services are likewise essential for those inmates returning to the community from state prison sentences. Several members are familiar with re-entry recommendations made in recent reports by state-level committees. Thus, while re-entry services for returning state prison inmates is best addressed by the service provider group, we feel compelled to comment briefly on this topic.

Indeed, members envision and recommend a somewhat utopian concept wherein every state prison inmate in the months prior to scheduled release would be relocated to a corrections facility in his home community where he would be plugged into a re-entry diagnosis and treatment protocol as is suggested herein for local custody inmates.

We recognize that the state corrections department already utilizes a multi-phase discharge plan that prepares inmates for release starting two hundred seventy days prior to the anticipated release date. We are also encouraged by Former Secretary McDonough's recent comments wherein he appears to be considering utilizing local work release centers as a base for re-entry services for returning state inmates.

Restating the lack of consensus between prosecution and defense side advocates regarding post-incarceration probationary sentences, some members recommend the consideration of split sentencing techniques as a tool to compel continuing participation in community based re-entry programs not only for local sentence defendants release from county corrections facilities but also for state prison sentenced defendants. Legislation requiring such local incarceration and evaluation is also suggested as a possible mechanism to compel participation for returning state prison inmates.

CORRECTIONS OPERATIONS

Issue: Re-Entry Implications for Internal Operations

The Miami-Dade Corrections and Rehabilitation Department (MDCR) convened a series of meetings to determine how synergy might be improved between jail security operations, inmate labor needs, and existing re-entry programs. The subcommittee acknowledged the historical challenge of balancing inmate access to rehabilitation programs with operational security concerns and the use of inmate workers for food preparation, sanitation, ground keeping and general maintenance. Subcommittee recommendations were designed to establish a pathway for transition from jail to community, beginning at intake.

Findings

The subcommittee conducted a comprehensive review of existing re-entry services, gaps in service, fractured or unfunded services, and process improvements needed to become more effective. The findings begin with an assessment of local re-entry partnerships and model programs, including best practices from other jurisdictions that may be workable in MDCR facilities:

- Existing local partnerships: MDCR now collaborates on traditional and innovative programs with the Eleventh Judicial Circuit Court, Office of the Public Defender, Office of the State Attorney, Miami-Dade County Homeless Trust, Miami-Dade Department of Human Services, Miami-Dade County Public Schools, JMH Corrections Health Services and volunteer or community-based service providers.
- Effective local models:
 - o Diversion from incarceration by Drug Court and Mental Health Diversion;
 - o Conditional sentences for Boot Camp and Treatment Alternatives to Street Crime (TASC);
 - o MDCR's long-standing Work Release Program;
 - o Specialized re-entry services by the Faith Works Re-Entry program and the Responsible Transition Program.
- Effective national models:
 - o Montgomery County, MD;
 - o Hennepin County, MN;
 - o New York City Justice Corps, NY;
 - o Allegheny County Forensic Support Services Program, PA;
 - o Hampden County, MA

The subcommittee found a number of areas where improvements can be effected. One set of issues relates to procedures, including program eligibility and work protocols:

- Limitations on inmate participation:
 - o Unsentenced inmates have limited access to programs and are not allowed to work.
 - o Sentenced inmates have significant access to multiple service providers, but a significant number are not eligible to work and not all of those eligible are required to work.

- Variation of procedures:
 - o Screening and selection is decentralized.
 - o Programs are offered at some facilities and not others.
 - o Inmates are choosing between rehabilitation programs and work at some locations.
 - o Facilities and bureaus are scrambling to find enough workers.
 - o Incentives vary by facility and job assignment.

Another set of issues relates to coordination between security staff and program staff. Given the diversity of service providers and volunteers (religious, social and human services, or individuals), the subcommittee found that interactions between staff are sometimes strained in this process:

- Program staff concerns/perceptions:
 - o perceived subordination of the mission to consistently deliver program activities and religious services on schedule;
 - o lack of space and/or competition for space to conduct programs;
 - o hesitancy or resistance by operations staff to facilitate movement of offenders to scheduled programs;
 - o cumbersome or delayed processing of volunteer applications and renewals; and
 - o discourtesy towards volunteers, visitors and service providers at some facilities.
- Security staff concerns/perceptions:
 - o program staff lack understanding of security priorities;
 - o program staff fail to accept that offenders may decline to participate on any given day;
 - o volunteers may feel they do not have to follow normal security protocols.

The subcommittee also found that lack of program and multipurpose spaces in existing facilities is a significant factor contributing to these perspectives.

Recommendation: Standardize participation and procedures.

The Miami-Dade Corrections and Rehabilitation Department should increase participation in rehabilitation and work programs by requiring all qualified sentenced inmates to work; by using unsentenced inmate workers in selected locations; and by improving and/or centralizing screening, classification, incentives, and program structure.

Justification. Internal review at MDCR identified a number of specific recommendations to improve access and effectiveness of rehabilitation and work programs. Several recommendations reflect the subcommittee's desire to reduce unnecessary barriers to program participation, and to require participation where feasible. Additional steps in the subcommittee report focus on standardizing procedures, including centralized screening in the Reception and Diagnostics Bureau; a master list of inmate worker positions; and merger of the Faith Works Re-Entry and Responsible Transition Programs. Further review is recommended to standardize inmate incentives such as gain time, pay, and fees (e.g., providing gain time up front, eliminating pay for multiple jobs, and giving consideration to eliminating pay). Additional recommendations concern work assignments (e.g., priority of kitchen workers) and security issues in specific locations.

pay, and fees (e.g., providing gain time up front, eliminating pay for multiple jobs, and giving consideration to eliminating pay). Additional recommendations concern work assignments (e.g., priority of kitchen workers) and security issues in specific locations.

Recommendation: Expand from pilot groups to universal participation.

A transition pathway should begin with pilot groups participating in existing re-entry programs, should phase in all county-sentenced inmates, and should ultimately target all persons held beyond 72 hours.

Justification. Initial coordination of transition pathways should focus on inmates who participate in one or more of the currently operating programs: TASC (in partnership with DHS-ORS), Work Release, Responsible Transition, and/or Faith Works. After these subgroups have been successfully piloted, all inmates sentenced to county jail should be phased in. Finally, participation by all persons held beyond three days (i.e., prior to sentencing) should be programmed and implemented in new facilities.

Recommendation: Address inter-agency staff coordination.

Improve coordination of program and operations staff through both internal and joint training efforts; streamlined volunteer service protocols; use of inter-agency memoranda to clarify roles; and design improvements in new facilities.

Justification. MDCR in its subcommittee report acknowledges the need for a "paradigm shift" in its internal environment to maximize the positive impact of current and future rehabilitation and re-entry programs. Ongoing efforts are needed to improve coordination and cooperation between jail staff, jail volunteers, faith-based programs, public and private human services agencies, and other key stakeholders. The objective is to allow these groups greater access to jail inmates prior to release, so as to provide services during custody and to inform inmates of how to access services upon release.

- For its own staff, MDCR leadership will clarify that institutional security and rehabilitation programs are both critical to the successful management of detention centers. Internal public relations and information sharing will include direct outreach by the Director and senior command staff and the use of video technology to reach all facilities and all shifts.
- For non-employees, MDCR will set up focus groups or process improvement teams to streamline volunteer service protocols and make them user friendly and security-conscious. All service providers will be expected to complete at minimum the standard memorandum of understanding to clarify mutual responsibilities and expectations.
- For both programs and operational staff, MDCR will coordinate with partner agencies to deliver joint staff training focused on desired service delivery outcomes.
- Finally, the subcommittee also emphasized the importance of new facilities design to alleviate operational challenges. As recommended in the Bricks & Mortar Subcommittee report, all new facilities should include sufficient multipurpose program space adjacent to or in close proximity to offender housing units to minimize inmate movement, and thereby lessen tensions between program and security objectives.

MDCR administrators caution that agreement on inter-agency coordination at the leadership level does not guarantee harmony at the delivery level. The blending of re-entry services and institutional security requirements involves distinct organizational cultures and it will take diligence to dispel misperceptions and create mutually supportive relationships that focus on preparing offenders to successfully transition back into the community.

Issue: Re-Entry Implications for Service Providers

A Service Provider Subcommittee included representatives from workforce, education, health, and social services providers, as well as corrections experts. The subcommittee met on a number of occasions to analyze barriers impacting the ability of released offenders to remain arrest-free and become self-sufficient members of the community. Its report calls for an interdisciplinary, coordinated approach at three phases of the incarceration process:

- (a) the period of incarceration, or institutional phase, from admission until the start of re-entry;
- (b) the transition to the community, or re-entry phase, from approximately six months before release until the offender's adjustment to community supervision has stabilized (from one to six months after release); and
- (c) the community connection, or discharge phase, which continues until the offender's discharge from supervision.

Findings

The subcommittee identified barriers faced by ex-offenders and detailed challenges and solutions in relation to employment, health, and housing needs. The findings below are further elaborated in the attached subcommittee report: ²⁴

- Barriers faced by ex-offenders range from individual needs (education, health, transportation, subsistence, and family issues) to corrections-related factors (restrictions, reporting requirements, treatment meetings, fines), along with legal restrictions that may be associated with public housing, food stamps, voting, and checking accounts.
- Employment and higher wages are associated with lower rates of criminal recidivism, but former prisoners face challenges including limited work experience, education, and vocational skills; lack of contacts that could lead to legal employment; and the reluctance of employers to hire former prisoners. Service provider challenges include limited vocational programs, facilities, resources, and habilitation time; lack of employability skills, life skills, or aptitude; and case management.
- Health challenges for ex-offenders include relatively high rates of mental or chronic illnesses; limited access to community-based health care or resources for those with serious health needs; and long delays to restore Medicaid eligibility that interrupt prescription drug access and put individuals at high risk of relapse. Service provider challenges include lack of comprehensive health screening; lack of treatment plan and sufficient medication supply upon release; record automation needs; tracking of offenders; and agency collaboration.

²⁴ See **Service Provider Findings: Barriers and Solutions below** at p. 44.

- Housing instability is associated with higher recidivism, but ex-offenders (especially those who cannot stay with family) face challenges including the scarcity of affordable options, legal barriers, prejudices, and strict eligibility requirements for federally subsidized housing.

Recommendation: Process Reforms (Institutional Phase)

To improve re-entry outcomes, the Miami-Dade County Department of Corrections and Rehabilitation should adopt comprehensive process reforms within the jail system from intake to case plans, including standardized assessment instruments, automation of records, case management, staff training, and partnerships with community stakeholder agencies.

Justification. An automated assessment process will enhance data and service efficiencies and enable data to be shared among Miami-Dade Corrections and Rehabilitation Department (MDCR) stakeholders. The components of a comprehensive assessment process should include standardized assessments, selected or developed in partnership with stakeholders, for (a) medical, (b) psychological, (c) educational/vocational, and (d) substance issues. The case management process should address medical and mental health services, substance abuse services and vocational services. MDCR should develop a staff training model, curricula, tools, and timeline to implement training for appropriate correctional staff on Case Management Plans.

Recommendation: One-Stop Design (Re-Entry Phase)

Transition to the community should be improved by consolidating all Miami-Dade Corrections and Rehabilitation Department educational, vocational programs, and support services into accessible locations; by greater use of peer counseling; and by the development of individualized employment, training, and support plans for each offender.

Justification. The subcommittee approach to re-entry calls for "one-stop" practices that have proven successful outside the jail setting for hard-to-serve populations, including ex-offenders, under-skilled or under-educated workers, persons with child support needs, and those with substance abuse, mental health, or other health issues. The jail facility in Montgomery County, Maryland, visited by representatives of the Blue Ribbon Advisory Committee, provides an effective model for adapting the one-stop career center approach into a jail setting. As noted in the Bricks and Mortar Subcommittee report, the one-stop approach applies both to a highly developed facility in the county, and also to the streamlining of training and support services into a single location within each facility. The recommended approach substantially augments existing services within the Miami-Dade County jail system (e.g., FaithWorks Responsible Transition, Boot Camp), drawing upon diverse community partners and resources to expand education, vocational training, work experience, health and substance abuse, and other re-entry support services.²⁵

²⁵ It should be noted that the expansion of such services for incarcerated populations is consistent with state ex-offender task force recommendations. Governor's Ex-Offender Task Force, *supra*, at p. 15 (e.g., recommendation 4 states "That FDC's [Florida Department of

The subcommittee endorses a holistic, individualized approach whose cornerstone is the Individual Employability Plan, also known as the Individual Responsibility Plan. Individualized plans build upon the information gathered at initial intake to identify barriers to successful re-entry for each person; to develop employment, training, and support plans that are realistic and sustainable upon re-entry; and to enable inmates to engage regularly in programs that address these barriers at least six months prior to release. Programming within the jail should comprehensively address elements of successful re-entry including:

- Physical and mental health care;
- Substance abuse treatment;
- Behaviors and attitudes;
- Children and families;
- Education and vocational training; and
- Work experience.

The release decision should anticipate the ex-offender's need for identification documents, housing options, employment opportunities, continuity of treatment, application for benefits, supervision and reporting requirements, and issues related to child support or restitution. Cumulatively, the individualized plan prepares the offender for the challenges of successful re-entry and reduces the likelihood of criminal recidivism.

Recommendation: Post-Release Linkages (Discharge Phase)

Effective community connections will require service providers to be engaged prior to release; individual release treatment plans; inter-agency agreements to share medical information; a continuum-of-treatment protocol for mental and health issues; and increased funding for critical support services.

Justification. Successful re-entry to the community involves an array of basic needs and requires effective connections to housing, workforce development, substance abuse treatment, physical and mental health care, and children and family systems. The one-stop re-entry approach outlined above provides the opportunity to engage service providers prior to release and to develop individualized plans, both of which are important components of the subcommittee recommendations. Additionally, a recurring issue during subcommittee deliberations concerns the present lack of coordination for ex-offender medical and mental health services. This topic has been the subject of a 2005 Miami-Dade County Grand Jury report, and has been addressed as related to mentally ill offenders in a recent ex-offender task force report. ²⁶

Corrections] capacity for basic and functional literacy, GED preparedness and vocational education be expanded" by agency and legislative action).

²⁶ See *Miami-Dade County Mayor's Mental Health Task Force*, *supra* at p. 10 (Grand Jury found that "funding limitations and lack of adequate resources in the community have resulted in a woefully inadequate system of community-based care," with many of the specific findings now being addressed by the Task Force).

To provide continuity of essential medical and mental health treatment, MDCR should convene a process improvement team consisting of Jackson Memorial Hospital / Corrections Health Services (JMH/CHS) and community-based providers to develop a continuum-of-treatment protocol addressing issues such as electronic health records, case management services, and referral to a medical home. MDCR should develop a Business/Associate agreement with health service providers for sharing of medical information (HIPPA). Community stakeholder agencies include but are not limited to the Jackson Memorial Hospital, Miami-Dade Human Services Office of Rehabilitation Services, Miami-Dade County Public Schools, Transition Inc., Health Choice Networks, and faith-based organizations. Upon release ex-offenders should be provided a medical home such as Community Health Centers and Community Mental Health Centers.

This report supports the call of state and local ex-offender task forces for expanded mental health and substance abuse services. Presently only a limited number of offenders are provided psychological services through the misdemeanor jail diversion program, and offenders with mental illness are provided only basic pharmacy services. The use of therapeutic communities could be more beneficial for this population if funding levels are increased significantly. Similarly, MDCR only provides substance abuse treatment to offenders who are court ordered to TASC as a condition of sentence. Research indicates that more than half of offenders need substance abuse treatment; thus substance abuse treatment should expand beyond the court-ordered population, and data on the recidivism rate for TASC participants should be collected for comparative evaluation by the local Re-Entry Council. The Miami-Dade Department of Human Services / Office of Rehabilitative Services (DHS/ORS) has the expertise to provide needed services if funding and staffing are increased.

²⁷ For Miami-Dade legislative recommendations, see footnote 7 supra; see also Governor's Ex-Offender Task Force, supra, at p. 15 (recommendation 5 states "That FDC's [Florida Department of Corrections] capacity for the treatment of substance abuse and of co-occurring disorders be expanded" by agency and legislative action).

BRICKS AND MORTAR

Issue: Re-Entry Implications for Facilities Design

Facilities recommendations are a basic task of the Committee, including recommendations for inmate vocational and educational programs to be housed in the Krome Detention Center and in a rehabilitation and job training center to replace the Training and Treatment Center. A Bricks and Mortar Subcommittee made general recommendations regarding the programming needs of both the new Krome facilities and the replacement facilities.

Findings

An architectural master planning process is now in process for the Krome site. The architectural and engineering firm contracted to develop a facilities master plan for future jail construction will make recommendations to the Miami-Dade Corrections and Rehabilitation Department (MDCR) and the Board of County Commissioners concerning the best site and configuration for placement for rehabilitation and re-entry program operations.

- At present, crowding and lack of sufficient space within county jail facilities limits the ability to provide rehabilitative programs and services on a consistent basis.
- Facilities design can negatively impact the feasibility of re-entry services if inmate participation requires extensive movement between areas, thus driving up the cost of security personnel.
- The master planning for Krome is expected to result in recommendations by February 2008, and a detailed plan for programming by April 2008.

Recommendation: Accessible Multi-Purpose Space

All new or renovated detention facilities should include multi-purpose, multi-function space in or directly adjacent to housing units to allow rehabilitation, education, social support and re-entry services to be accessible with limited inmate movement.

Recommendation: Concept for a Training and Work Facility

The master plan for correctional facilities should incorporate a campus-style site development concept to include housing for program-eligible inmates; an education and vocational center; an outsourcing work center; hallway houses/work release centers for male and female inmates; a day/reporting and pre-trial services facility; and a visitor's center and parking garage.

Recommendation: Vocational Areas

The Miami-Dade Corrections and Rehabilitation Department should partner with public workforce education and vocational providers to provide training that is compatible with the security classifications and physical plant layout at jail facilities, including trades related to jail operations as well as other appropriate high-demand occupations.

Recommendation: Contract for Emergency Needs

Miami-Dade County should establish a contract to provide temporary emergency transitional housing as a contingency plan to mitigate crowding, facilitate construction/repairs and accommodate evacuations.

Justification. The one-stop design recommended by the Service Provider Subcommittee implies two types of facilities needs:

- In each facility, accessible multi-purpose space to accommodate desired educational and/or support service programming, individual counseling, and participation by outside agencies; and
- In a single comprehensive facility, a campus-like design that provides for high levels of programming, work experience, and other re-entry services for eligible inmates.

The Bricks & Mortar Subcommittee endorses both concepts and urges their inclusion in the comprehensive master planning process for jail facilities. It is expected that the Training and Treatment Center will serve as the designated site for comprehensive re-entry programming, though the master planning process could lead to selection of a different facility for this purpose. A site plan for the Training and Treatment Center should provide housing for inmates who are sentenced or awaiting sentencing, including inmates transferred from state or federal prisons if future inter-agency agreements provide for such transfers as part of an individual re-entry plan.

The selection of vocational training programs also relates to facilities design. It is recommended that the following programs be included where feasible in new or retrofitted MDCR facilities:

- Vocational trades that can be integrated with MDCR jail operations (e.g., food preparation). Such programs are typically "hands-on" trades that can be adapted to serve operational needs of residential facilities, such as food operations for a Miami-Dade homeless assistance center.
- High-demand vocational trades that can be accommodated and that offer high-wage opportunities for ex-offenders. Programs have been successfully incorporated in jail facilities.
- Additionally, the subcommittee supports the exploration of aquaculture (fish farming) as a potential inmate work program in the Krome Detention Center site, as contemplated by that center's transition team and advisory committee.

Area public workforce education providers, Miami-Dade County Public Schools and Miami-Dade College, are authorized to obtain state funding for adult vocational, basic education, and GED programs that can be incorporated in jail facilities.

The ability to provide ongoing programming is based on maintaining adequate class size, attainment of occupational completion points by students, and student attainment of the literacy levels or GED degree as designated for vocational certification.

Finally, as the facility planning process unfolds, the subcommittee also notes that MDCR presently has no contractual options to mitigate emergency temporary housing needs, such as those due to disaster evacuations, repairs, or severe over-crowding. Given that current jail facilities are over capacity and that this population is expected to increase over time, such contractual capacity is viewed as a prudent emergency option, even if not exercised.

STATE RE-ENTRY EXPLORATORY

Issue: Re-Entry from State or Federal Prisons

Early in the process, Miami-Dade County Mayor Carlos Alvarez addressed the Committee and urged that it address local re-entry issues related to inmates from Florida's state and federal institutions. Throughout the state, many of those incarcerated in prison facilities are former Miami-Dade residents who ultimately return to live in communities within Miami-Dade County. The Mayor appointed to the Committee a representative from the recently concluded State of Florida Ex-Offender Task Force, and a State Re-Entry Exploratory Subcommittee was formed to recommend solutions for these ex-offenders. While the subcommittee was not activated, the issues were discussed at full Committee meetings and it was agreed that a comprehensive re-entry plan for Miami-Dade County should address issues related to the return of former county residents.

Findings

The Committee heard from representatives of the Florida Department of Corrections (Region IV Community Corrections, Miami Circuit Office), who attended several meetings to discuss the re-entry needs of state prison inmates returning to Miami-Dade County. The following points were considered:

- State and federal prison systems are beyond the control of the county's jail system, but the release of ex-offenders from these systems has direct impact on our local communities. National research confirms that inmates tend to return to their former communities upon release, regardless of the location of the prison facility.
- Inmates in state prison systems may participate in education and treatment programs, but may not complete them prior to release.
- State Department of Corrections staff expressed a commitment to the Committee to participate in ongoing collaborative efforts to improve services for this population.
- Community-based re-entry funding is provided through South Florida Workforce to serve ex-offenders in Miami-Dade County, regardless of whether the individual is returning from a county jail or a prison system.
- Unlike the case of local jails, community-based re-entry services located in Miami-Dade communities are generally unable to provide services prior to release for inmates housed in non-local prison facilities.

Recommendation: Re-Entry Council to Include State & Federal Prisons

A local Re-Entry Council should include representation from state and federal prison and probation/parole systems to provide a forum for ongoing coordination with local re-entry services.

²⁸ See *Final Report of the Governor's Ex-Offender Task Force*, pp. 11-16 (Nov. 2006).

Justification. Regardless of the site of incarceration, effective re-entry solutions envisioned by this Committee involve preparatory steps taken by inmates prior to release, basic re-entry services in the community, and linkage between the two. To address issues of local, state, and federal jurisdiction, an inter-agency council should be established under the auspices of the Regional Workforce Development Board because that system is already designed to fund and administer the re-entry of ex-offenders into the workforce in Miami-Dade County. The council make-up should be similar to the Blue Ribbon Committee but additionally should include representatives of the Florida Department of Corrections and the Federal Bureau of Prisons. The council should be tasked:

- (a) to ensure that prison inmates intending to return to Miami-Dade County are identified prior to release;
- (b) to recommend linkages prior to and at the point of release for appropriate transition services, information sharing, and case referral, so as to maximize an inmate's ability to complete education or treatment and to obtain appropriate employment, treatment, and housing; and
- (c) to ensure that locally based re-entry services, including federal welfare and employment systems, are designed to address the needs of all ex-offenders regardless of the locus of incarceration.

RESEARCH FINDINGS

Relevant National and Florida Research Findings

In order to establish common baseline knowledge of the subject matter, Miami-Dade Corrections and Rehabilitation Department (MDCR) staff provided each Advisory Committee member with policies and procedures for existing MDCR rehabilitation programs and background information taken from reports presented at a Re-Entry Roundtable hosted by the Urban Institute in Washington, D.C. In making its recommendations, the Committee reviewed findings and recommendations of the national Re-Entry Policy Council, the Florida Department of Corrections, the Governor's Ex-Offender Task Force, and other sources. The Committee also considered various models of jail re-entry programs implemented in other jurisdictions, including a site visit to Montgomery County, MD.

A major finding of the Advisory Committee is that re-entry programming for correctional systems has proven to be effective in reducing recidivism - and equally important, strong evidence indicates that the programs are highly cost-effective. The charts that follow summarize key findings from a "meta-analysis" conducted by a Washington State policy institute. The institute systematically reviewed evaluation research from hundreds of studies of adult and juvenile corrections programs located in correctional facilities or serving ex-offenders in the community, as well as prevention programs. The findings confirm the value of vocational and educational training, drug treatment, and other re-entry programs serving adult correctional populations:

- Vocational education in prison generate nearly \$14,000 in benefits per participant, by saving approximately \$8,000 in victim costs and \$7,000 in taxpayer costs with a program investment of about \$1,000 per inmate;
- Treatment-oriented programs generate about \$11,500 per participant;
- General education in prison generates about \$10,500 per participant;
- Cognitive-behavioral therapy in prison or in the community generates about \$10,000 per participant;
- Drug treatment programs generate from \$10,000 to \$8,000 in the community or in prison (therapeutic communities or outpatient); and
- Correctional industries in prison generate about \$9,500, while employment and job training in the community generates about \$4,500.²⁹

The study findings were cross-referenced by the Florida Department of Corrections, which found similar results from Florida studies. Applying the data to the state of Washington, the meta-study estimated that the investment in such programs would reduce crime rates, prison facilities growth, and taxes.³¹

²⁹ See excerpt below from Exhibit 1 in S. Aos, M. Miller, and E. Drake, Evidence-Based Public Policy Options To Reduce Future Prison Construction, Criminal Justice Costs, And Crime Rates (Washington State Institute for Public Policy October, 2006).

³⁰ See chart below adapted from Florida Department of Corrections, Evidence-Based Practices: Programs that work in the Florida Department of Corrections (2006).

While much research addresses prison re-entry, jail incarceration rates and re-entry needs were summarized in a report presented at the Urban Institute Re-Entry Roundtable, *Coming Home from Jail: A Review of Health and Social Problems*, by Dr. Nicholas Freudenberg of Hunter College, City University of New York. Jails are locally operated correctional facilities that confine people before or after adjudication, those sentenced to terms of less than a year, and parole and probation violators. The report notes that over 11 million people annually are estimated to pass through US jails. As of 2005, the nation's more than 3,300 jail systems held 819,434 inmates. Since 1995, the per capita jail population has increased from 193 to 252 inmates per 100,000 residents and the absolute number of people in jail has increased by 47%.

Charges against US jail inmates vary considerably by gender and race/ethnicity. As of 2002, men were more than 7 times more likely to be jailed than women; yet in the last 10 years, the adult female jail population has grown 10% annually while the adult male population has grown by 4.2%. Blacks were 5 times more likely to be jailed than whites, and three times more likely than Hispanics. The charges fell into four appropriately equal categories: violent offenses (25.4%), property offenses (24.4%), drug offenses (24%), and public order offenses (24.9%, including obstruction of justice, traffic violations, weapons charges, driving while intoxicated, violations of parole or probation, and others). Compared to the US general population over the age of 18, jail inmates in one survey were 2.4 times more likely to have left school before high school graduation.

Based on the evidence-based impacts of re-entry programs, the Advisory Committee recommends that pilot efforts in local jail facilities be expanded, their impacts measured, and savings re-invested to support the continued development of effective programming. The potential for savings is illustrated on the following charts.

³¹ See *id.* at 12-15 and Exhibits 5 and 6 below.

Reducing Crime With Evidence-Based Options: What Works, and Benefits & Costs

Washington State Institute for Public Policy (WSIPP, 2006)

Re-entry programs for adult offenders with the highest total benefits per participant. The data is based on systematic reviews of evaluation research for 339 adult criminal justice programs.

Estimates as of October, 2006	Effect on Crime Outcomes	Benefits to Crime Victims	Benefits to Taxpayers	Costs	Benefits (total) Minus Costs
	Percent change in crime outcomes, & the number of evidence- based studies on which the estimate is based	(of the reduction in crime)	(of the reduction in crime)	(marginal program cost, compar- ed to the cost of alterna- tive)	(per participant)
Vocational education in prison	-9.0% 4 studies	\$8,114	\$6,806	\$1,182	\$13,738
Intensive supervision: treatment-oriented programs	-16.7% 11 studies	\$9,318	\$9,369	\$7,124	\$11,563
General education in prison (basic education or post-secondary)	-7.0% 17 studies	\$6,325	\$5,306	\$962	\$10,669
Cognitive-behavioral therapy in prison or community	-6.3% 25 studies	\$5,658	\$4,746	\$105	\$10,299
Drug treatment in community	-9.3% 6 studies	\$5,133	\$5,495	\$574	\$10,054
Correctional industries in prison	-5.9% 4 studies	\$5,360	\$4,496	\$417	\$9,439
Drug treatment in prison (therapeutic communities or outpatient)	-5.7% 20 studies	\$5,133	\$4,306	\$1,604	\$7,835
Adult drug courts	-8.0% 57 studies	\$4,395	\$4,705	\$4,333	\$4,767
Employment and job training in the community	-4.3% 16 studies	\$2,373	\$2,386	\$400	\$4,359

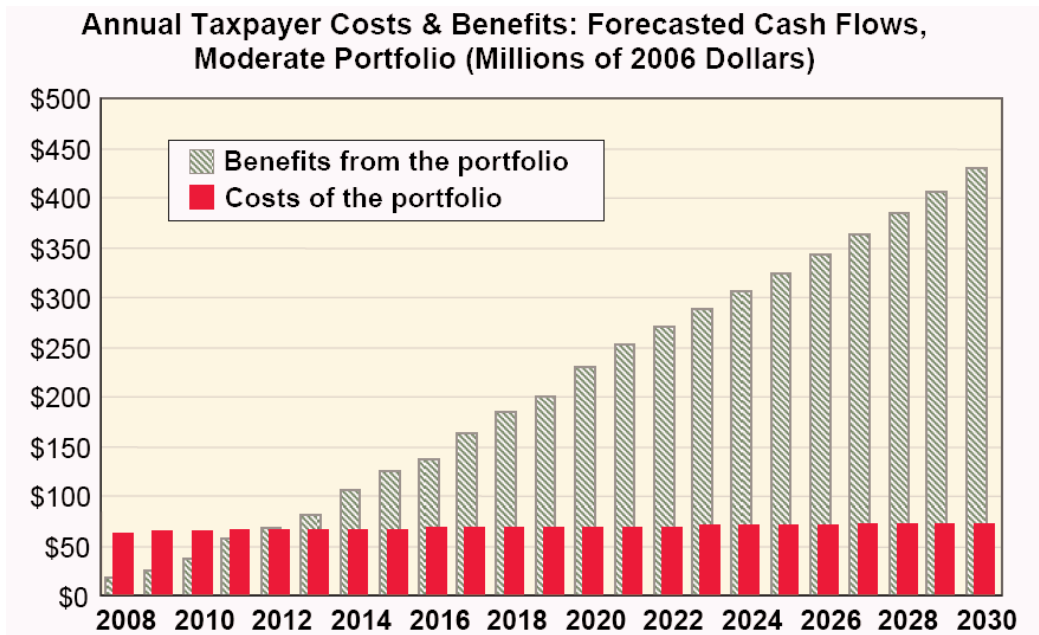
Source: Adult re-entry programs with highest total benefits excerpted from Exhibit 4 in S. Aos, M. Miller, and E. Drake, Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates (Washington State Institute for Public Policy October, 2006). The excerpt above does not include juvenile or prevention programs, and includes only adult re-entry programs with over \$1,000 in total benefits; other programs were found to impact recidivism but their total projected benefits were under \$1,000 per participant based on current evidence.

Note that other programs showed potentially strong benefits to the adult offender system but to date were analyzed by too few evaluations. These include faith-based supervision of sex offenders (-22.3% reduction in recidivism based on one study); medical treatment of sex offenders (-21.4% based on one study); therapeutic community programs for mentally ill offenders (-20.8% based on two studies); and work release programs from prison (-4.3% based on four studies).

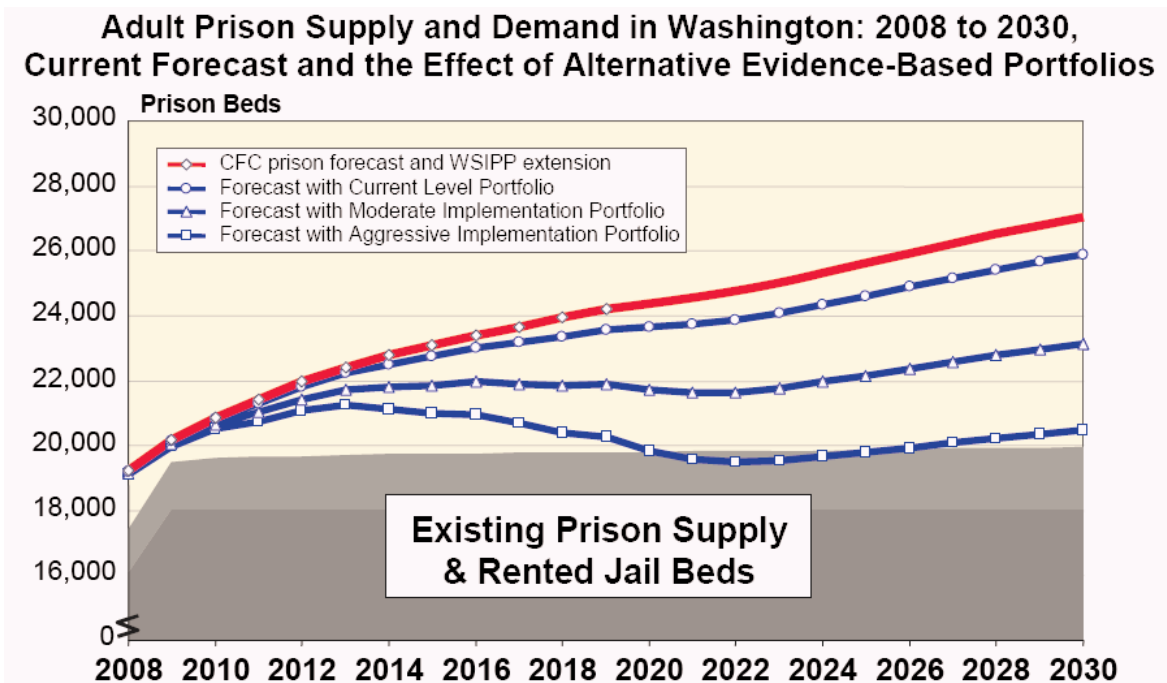
Reducing Crime With Evidence-Based Options: What Works, and Benefits & Costs

Washington State Institute for Public Policy (WSIPP, 2006)

Estimated costs and benefits for the State of Washington if a moderate portfolio of re-entry programs is implemented for adult corrections, juvenile corrections, and prevention efforts.



Source: Exhibit 6 from S. Aos, M. Miller, and E. Drake, *Evidence-Based Public Policy Options To Reduce Future Prison Construction, Criminal Justice Costs, And Crime Rates* (Washington State Institute for Public Policy October, 2006).



Source: Exhibit 5 from S. Aos, M. Miller, and E. Drake, *Evidence-Based Public Policy Options To Reduce Future Prison Construction, Criminal Justice Costs, And Crime Rates* (Washington State Institute for Public Policy October, 2006).

**Evidence-Based Practices:
Programs That Work in the Florida Department of Corrections**
Florida Department of Corrections (2006)

A comparison of Florida re-entry research to national findings.

Proven Programs	Recidivism Reduction	# of Studies Examined	Recidivism Reduction, Florida Studies	# of Florida Studies/ Analyses
	Washington State Institute for Public Policy [WSIPP]	WSIPP	5-Level evaluation scale indicated for each study	
In-prison therapeutic communities without community aftercare for drug-involved offenders; and	-5.3%	7	-11.2% (Level 3)* -15.0% (Level 3)* -12.6% (Level 2)*	3
Cognitive-behavioral drug treatment in prison	-6.8%	8		
Drug Treatment in the community	-12.4%	5	-30.6% (Level 4)** -32.0% (Level 4)*** -27.0% (Level 3)*	3
Basic adult education programs in prison	-5.1%	7	-15.8% (Level 3)* -13.6% (Level 2)*	2
Vocational education In prison	-12.6%	3	-26.6% (Level 3)* -31.8% (Level 2)*	2
PROGRAMS IN NEED OF ADDITIONAL RESEARCH & DEVELOPMENT				
Faith-based programs	0.0%	5	Currently working with Urban Institute and FSU on evaluation of FCBI	To Be Done
Work release programs	-5.6%	4	Preliminary data show recidivism reduction; study to be completed in 2006	To Be Done
* - Treatment group includes only program completers ** - Study focused on offenders re-arrested and percent given is the expected decrease in re-arrests due to non-residential substance abuse treatment for 90 days or more *** - Percent given is the percent decrease in new offenses averted due to non-residential substance abuse treatment. Linster also reported impact for residential substance abuse treatment				

Source: Adapted from Bureau of Research and Data Analysis, Florida Department of Corrections, Evidence-Based Practices: Programs that work in the Florida Department of Corrections (2006) (Florida references omitted). The study compares findings from the Washington State Institute for Public Policy [WSIPP] with related Florida studies, concluding:

An important difference between the WSIPP meta-analysis and some of the Florida studies/analyses presented in the comparison table is the exclusion by the WSIPP of studies that had only program completers in the treatment group.... A key point is that despite this difference, both the WSIPP study and the Florida studies have found a reduction in recidivism rates for selected adult corrections' programs.

SERVICE PROVIDER FINDINGS

Service Provider Findings: Barriers and Solutions

Prepared by the Service Provider Subcommittee

In the U.S. today, 7,000,000 Americans are either incarcerated or on probation or parole. Of the over 650,000 prisoners released each year, two-thirds are likely to be rearrested within three years. About 75 percent of reentering prisoners have a history of substance abuse, and the median educational level is the eleventh grade. A shortage of in-prison substance abuse, vocational, and educational programs means that few prisoners receive any rehabilitative care while incarcerated. Thus, the political, social, and economic impact of prisoner reentry is enormous as are the challenges to developing successful strategies to address the growing and complex problems associated with reentry. Clearly, an interdisciplinary, coordinated response from all of our social and political institutions is necessary.

Research in the last decade has begun to measure the effect of reentry on returning prisoners, their families, and communities. Two-thirds of released prisoners are rearrested within three years of release. One and a half million children have a parent in prison. Four million citizens have lost their right to vote. Men and women enter U.S. prisons with limited marketable work experience, low levels of educational or vocational skills, and many health-related issues, ranging from mental health needs to substance abuse histories and high rates of communicable diseases. When they leave prison, these challenges remain and affect neighborhoods, families, and society at large. With limited assistance in their reintegration, former prisoners pose public safety risks to communities, and about half will return to prison for new crimes or parole violations within three years of release. This cycle of removal and return of large numbers of adults, mostly men, is increasingly concentrated in communities often already deprived of resources and ill equipped to meet the challenges this population presents.

The overarching goals of the transition process are for released offenders to remain arrest free over the long haul, and to become competent and self-sufficient members of their communities.

What are the barriers offenders faces upon release?

Personal barriers

- Lack of education / training
- Housing, food, clothing
- Healthcare / mental health
- Substance abuse
- Transportation
- Childcare / custody issues
- Criminal record
- Domestic violence

Corrections-related barriers

- Supervision restrictions / reporting requirements
- Restrictions related to nature of crime / license restrictions
- Treatment meetings
- Fines

Legal or societal barriers

- Public housing restrictions for drug offenses
- Food stamp restrictions
- Voting restrictions
- Checking account restrictions

Employment and Re-Entry

Finding and maintaining a job is a critical dimension of successful prisoner reentry. Research has shown that employment is associated with lower rates of re-offending, and higher wages are associated with lower rates of criminal activity. However, former prisoners face tremendous challenges in finding and maintaining legitimate job opportunities, including low levels of education, limited work experience, and limited vocational skills. This is further compounded by the incarceration period, during which they forfeit the opportunity to gain marketable work experience and sever professional connections and social contacts that could lead to legal employment upon release. In addition, the general reluctance of employers to hire former prisoners serves as a barrier to job placement.

Recent Findings from the Urban Institute on Employment and Re-Entry

- While prisoners believe that having a job is an important factor in staying out of prison, few have a job lined up after release.
- Despite the need for employment assistance, few prisoners receive employment-related training in prison.
- Participation in work release jobs in prison may have a positive impact on the likelihood of finding full-time employment after release.
- Case-managed reentry services may increase the likelihood of finding and maintaining employment after release from prison.
- Prisoners who do find work after release do not necessarily have full-time or consistent employment.
- Transportation is a significant barrier to employment.
- Finding and maintaining employment may reduce recidivism.

Vocational and Employment Challenges

- Limited vocational programs
- Physical plant
- Aptitude
- Strong case management
- Funding / resources
- Lack of life skills and employability skills
- Time to habilitate/re-habilitate

Vocational and Employment Solutions

- Ability to TABE test all inmates
- Assess all current vocational programs to ensure marketability of skill sets
- Streamline all educational vocational programs into one location
- Master planning of future facilities to plan for future additional programs
- Peer counseling/Consumer involvement
- Develop therapeutic communities beyond AA and 12-step programs that exist in the Department

Health and Re-Entry

The prevalence of severe mental disorders and chronic and infectious diseases among the prison population is far greater than among the general population. Even when individuals have received adequate physical and mental health services while in prison, they often face limited access and insufficient linkages to community-based health care upon release. Service providers have identified the lack of available resources for services and the competition for funding as significant problems in delivering services to former prisoners, especially those with the most serious health needs. In addition, incarceration disqualifies inmates from Medicaid eligibility. Restoring eligibility can take several months, interrupting access to prescription drugs and putting individuals at high risk of relapse.

Recent Findings from the Urban Institute on Health and Re-Entry

- A substantial number of prisoners have been diagnosed with a physical or mental health condition.
- More prisoners report being diagnosed with a medical condition than report receiving medication or treatment for the condition while incarcerated.
- Many corrections agencies lack discharge planning and preparation for addressing health care needs upon release, making continuity of care difficult.
- Securing health care is a major concern for many released prisoners.
The vast majority of returning prisoners do not have any form of medical insurance.

Substance Provider Challenges

- Manpower
- Data collection
- Automation of IT information
- Electronic health records
- Tracking of Offender post release
- Collaboration of community partners to provide services to ex-offenders

Substance Provider Solutions

- Offering psycho/social assessment to all sentenced population
- Automation of forms for substance abuse case workers used by Case Manager and Therapist
- Develop a Business/Associate agreement for sharing of medical information (HIPPA)
- Strong case management component
- Standardized instrument for assessments
- Social Service Integrated System

Health (Mental & Physical) Challenges

- Basic Health Screening at intake for all those arrested is not comprehensive
- No assessment for those sentenced
- No comprehensive psychiatric/psychological social treatment post adjudication
- No treatment release plan
- Insufficient medication supply provided upon release

Health (Mental & Physical) Solutions

- Complete standardized assessment post adjudication
- Develop a release treatment plan for mental and health issues
- Provide a medical home for services (such as the Community Health Centers, and the Community Mental Health Centers)
- Electronic health records (health Network)
- Engage the community based service providers in the pre-release phase of the discharge plan
- Case manager to coordinate services
- Secure inter-local agreements with local agencies at release to receive the medications instead of the ex-offender
- Access to medication upon release

Housing and Re-Entry

Securing housing is perhaps the most immediate challenge facing prisoners upon their release. While many returning prisoners have plans to stay with family, those who do not confront limited housing options. The process of obtaining housing is often complicated by a host of factors: the scarcity of affordable and available housing, legal barriers and regulations, prejudices that restrict tenancy for this population, and strict eligibility requirements for federally subsidized housing. Research has found that released prisoners who do not have stable housing arrangements are more likely to return to prison, suggesting that the obstacles to securing both temporary and permanent housing warrant the attention of policymakers, practitioners, and researchers.

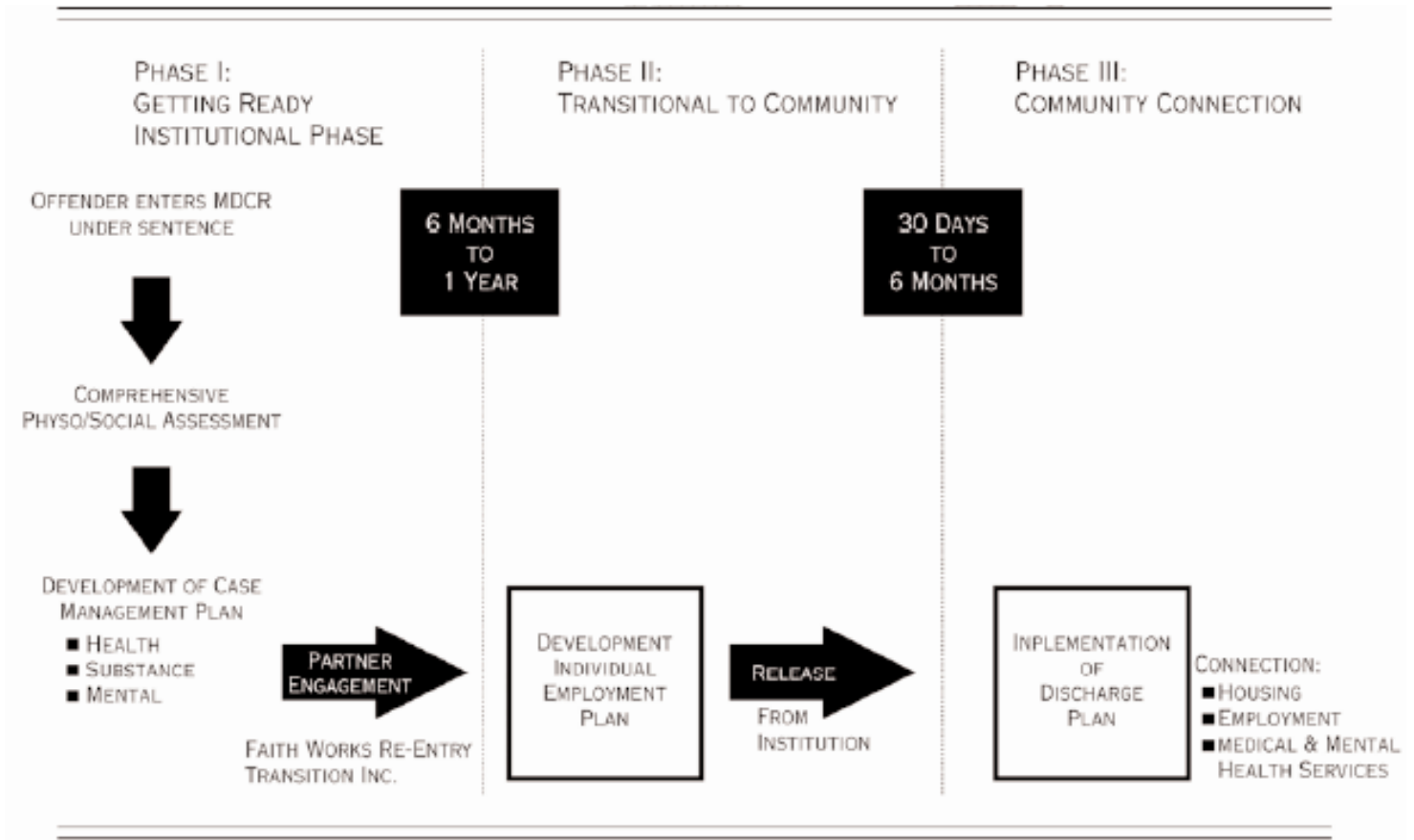
Recent Findings from the Urban Institute on Housing and Re-Entry

- The majority of prisoners believe that having a stable place to live is important to successful reentry. Those with no housing arrangements believe that they will need help finding a place to live after release.
- The majority of returning prisoners live with family members and/or intimate partners upon release.
- Many former prisoners return home to living arrangements that are only temporary.
- Housing options for returning prisoners who do not stay with family members or friends are extremely limited.
- Practitioners and researchers agree that there are few evidence-based reentry housing programs that target returning prisoners with mental illness.

Process Flow Chart

The Service Provider Sub-committee recommendations involve decision making process in the three phases of the institution, release, and supervision process:

- Institutional: The institutional phase describes actions, events and responsibilities that occur during the offender's term of incarceration, from admission until the start of reentry.
- Transitional: The transition to the community or re-entry phase begins approximately six months before the offender's target release date, and continues until their adjustment to community supervision has stabilized-e.g., six months after release. In this phase, re-entry elements are made more specific and detailed.
- Community Connection: The community and discharge phase involves the transition to eventual discharge and begins when the offender has stabilized on community supervision and continues until their discharge from supervision. The final stage of the process is the discharge of the offender and begins when the offender's sentence or official supervision ends. In this phase, it is the responsibility of the former offender, human services providers, and the former offender's network of community supports and mentors to assure continued success.



Part I - Institutional and Pre-Release Phase	Part II - Transitional Phase	Part III - Community Connection Phase
<i>Chapter A - Getting Started</i>	<i>Chapter A - Admission to the Facility</i>	1. Housing Systems
1. Encouraging collaboration among stakeholders	1. Development of intake procedure	2. Workforce development system
2. Developing a knowledge base	2. Development of programming plan	3. Substance abuse treatment systems
<i>Chapter B - Addressing Core Challenges</i>	<i>Chapter B - Prison and Jail</i>	4. Physical & mental health care systems
4. Incorporating re-entry into organizations' mission and work plans	3. Physical & mental health care	
5. Funding a re-entry initiative	4. Substance abuse treatment	
6. Promoting system integration and coordination	5. Behaviors and attitudes	
6. Measuring outcomes and evaluating impact	6. Children and families	
7. Educating the public about the re-entry population	7. Education and vocation training	
	8. Work experience	
	<i>Chapter C - Release Decision</i>	
	10. Advising the release authority	
	11. Release decision	
	<i>Chapter D - Transition</i>	
	12. Housing	
	13. Planning continuity of care	
	14. Creation of employment opportunities	
	15. Workforce development and the transition plan	
	16. Victims families, and communities	
	17. Identification and benefits	
	18. Design of supervision strategy	
	<i>Chapter E - Community Supervision</i>	
	19. Implementation of a supervision strategy	
	20. Maintaining continuity of care	
	21. Job development and supportive employment	
	22. Graduated responses	

RELATED ISSUES

Related Issues: Juvenile Justice and Re-Entry

Statement prepared by Law Offices of Public Defender Bennett H. Brummer

It should be noted that re-entry issues related to the juvenile justice system were not considered by the full Blue Ribbon Advisory Committee. The following statement outlines such concerns from the point of view of the Public Defender and does not constitute endorsement by the Advisory Committee.

OTHER CONCERNS ABOUT RE-ENTRY THAT NEED TO BE ADDRESSED

Our youth who come into contact with the juvenile justice system face similar, and sometimes, worse, obstacles than adult offenders, when seeking an education, employment or housing. The Public Defender's Office recommends changes to Florida law and to the clemency process:

1. To ensure educational opportunities for youthful offenders to a college education, the Florida legislature should set time limits on college scholarship ineligibility. Under current law, a person who has been convicted of a felony, as an adult, is prohibited from ever receiving Florida student financial assistance such as grants or scholarships (e.g., Bright Futures).
2. To facilitate rehabilitation and re-integration of ex-juvenile offenders, the Florida legislature should:
 - a. automatically restore employment rights (ability to obtain state business and occupational licenses) to juvenile ex-offenders who have completed their sentences and paid their debt to society.
 - b. prohibit the sale and release of juvenile misdemeanor arrest records.
 - c. create a non-criminal history database to enter and store juvenile fingerprints, photographs and arrest information until a plea or a finding of guilt by a judge or jury. Currently, the Florida Department of Law Enforcement (FDLE) considers that all juvenile arrest information is public, even prior to, and without, a finding of delinquency or guilt.
 - d. close the loophole that allows some juvenile arrest records to be obtained locally even when they have been expunged from the FDLE database pursuant to Florida statutes.
 - e. automatically seal juvenile records when juvenile court jurisdiction ends, if the youth has no pending juvenile or criminal cases in adult court, is not serving a sentence and is not on the sex offender registry.
 - f. require that old juvenile records that are still available for sale by the FDLE are made complete. Currently, FDLE sells incomplete and misleading juvenile records because Florida law did not require that FDLE maintain accurate and complete juvenile arrest records. In almost 90% of juvenile records, the FDLE does not have the disposition information. That means that juveniles who were not convicted or found delinquent on charges appear as guilty on official state documents as those who were.

3. To facilitate rehabilitation and re-integration, the Florida cabinet should:
 - a. establish a procedure to permit ex-juvenile offenders to restore their employment rights through the clemency process. Currently, an adult ex-offender who had a felony conviction can have his rights restored, but not a juvenile ex-offender.
 - b. establish a procedure to permit adults who have received a withhold of adjudication on a felony offense or restore their employment rights. Currently, withholds on a felony charge, no matter how old, preclude Floridians from obtaining many state and occupational business licenses. An adult ex-offender who had a felony conviction can have his rights restored, but not someone who had a withhold. A withhold of adjudication is typically only given to offenders who have no prior felony convictions.

Prepared by Carlos J. Martinez, Chief Assistant Public Defender. For a more complete list of juvenile reform recommendations, please view our Juvenile Justice CPR (Charting a Path to Redemption) at www.pdmiami.com/cpr/index.htm.

FACILITIES PLANNING

Facilities Master Plan Overview

Statement prepared by Spillis Candela DMJM

Miami-Dade County issued a Request for Proposals, conducted interviews, and selected Spillis Candela DMJM in association with Pulitzer Bogard & Associates and Carter Goble Associates to perform a Master Plan for Miami-Dade County Correctional Facilities, under the auspices of the Design and Construction Services Division of the General Services Administration Department.

PROJECT DESCRIPTION

The proposed Master Plan project is comprehensive in scope, ranging from providing an assessment of existing facility physical and operating conditions, through projections of future needs, to defining phased capital construction plans for implementation of system improvements, including expansion.

The overall scope of the Master Plan involves detailed assessments of six major facilities. These include the Pre-Trial Detention Center (PTDC), the Women's Detention Center (WDC), the Turner Guilford Knight Correctional Center (TGK), the Metro West Detention Center (MWDC), the Training and Treatment Center (TTC / Stockade), and the North Dade Detention Center (NDDC).

The master plan project will be performed in several phases, which are outlined below:

Phase 1A - Project Orientation/Organization

- Phase 1B - Survey, Inventory and Data Analysis
- Phase 1C - Definition & Evaluation of Alternatives
- Phase 1D - Recommended Master Plan :
- Phase 1E - Detailed Operational and Architectural Programming
- Phase 1F - Conceptual Design Solutions

PROPOSED REHABILITATION, PROGRAMMING & REENTRY INITIATIVES

Significant hurdles exist for the offender who plans to reenter the community from a jail or prison, but many of the same hurdles exist for the offender whose criminal behavior never results in incarceration. Reentry initiatives focus to assess and address the barriers that keep offenders from successful reentry from the criminal justice system. Several critical elements are necessary to accomplish this seemingly insurmountable task. All these elements are a part of the master planning process that the Spillis Candella DMJM/PBA/CGA team are incorporating in the master Plan for Miami-Dade corrections. These include:

- Beginning reentry planning upon intake into the system - without identifying needs early in the process, there can be valuable time lost as an offender comes close to the date of release from criminal justice system intervention. Many of the treatment, programming and service needs can be addressed while an offender is incarcerated.

- Strengthening the relationships or reduce tension between offenders and their families - many offenders have exhausted the patience and resources of their family and friends. Having done so, the families, who would be considered the best resource for future housing and support systems, are no longer willing to risk taking on the responsibility of the offender. Family reintegration programs are particularly beneficial in these cases for families to prepare for the impending release of an offender and to educate offenders regarding appropriate boundaries.
- Increase employment opportunities for reentering offenders - most offenders were not employed or lost their jobs when they entered the criminal justice system. The jobs available to the offenders are often limited and do not provide the level of income necessary for offenders to support their families and pay fines, fees and costs accrued during the court process and subsequent treatment and supervision programs. Jobs must correspond to the high demand occupations, and job training when an offender is incarcerated must begin as early as possible, even if conducted in conjunction with treatment programming and inclusive of the pre-trial population. Providing appropriate workforce training, through adult vocational training and/or meaningful jail industries programs, coupled with GED programs are essential to meeting the minimum requirements for certain jobs. GED programs should be available both in the correctional facilities and in the community at times that meet a variety of scheduling needs.
- Reduce failure of releasees in meeting court costs, fine restitution, child support, and increase overall collections - Structured payment of obligations or community service in lieu of cash payments should be considered for offenders who may not have the means to meet their financial obligations. Consider financial planning programs for funds maintained by the local facility for work releasees and other incarceration programs that provide income to the offender.
- Improve long term housing opportunities for offenders - A consolidated list of housing opportunities for offender in localities is essential for the offender who has severed ties with his/her family or whose family/friend housing option is detrimental to the treatment or supervision requirements. Identify the housing/shelter shortage related to special populations such as females, mentally ill, sex offenders and other hard-to-place populations. Review legislation that may prevent certain offenders from seeking residence (e.g., distance of sex offenders from schools). While the legislation perhaps should not be amended, it is important that offenders impacted by these legislations are not overlooked since they will be located in the community regardless.

- Improve health, mental health and substance abuse needs of offenders - Improve access and reduce waiting time to federal disability benefits and to state rehabilitative services for disabled offenders as well as implement a pre-release application process for food stamps and Medicaid. Access to crisis intervention options is essential so that offenders have resources available to them when needed. Offenders should not be discouraged from seeking these resources based on fear that they will be returned to the criminal justice system due to technical violations.
- Reduce the reliance of offenders on government systems - Seek to aid the offender to be independent of government systems by being employed, healthy and with an appropriate support system (e.g., family, friends, and religious groups). Ensure the resources are always available to this population but with the proviso that the resources are intended to return them back to independence.

None of these initiatives can occur without improving integration between the various federal, state, local and non-profit agencies involved in the reentry process. Integration includes harnessing the resources found in the criminal justice community to provide a convenient resource for offenders to obtain treatment and receive assistance to meet their treatment and service needs. A combination of data systems must facilitate sharing of relevant offender information. "One stop" service centers that are easily accessible upon release and once an offender is back in the community (e.g., access to public transportation) and provide comprehensive access to public and criminal justice services, and flexible supervision programs (e.g., giving probation officers more sanctions options in a supervision continuum), are key elements in ensuring a successful offender reentry.

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Final Report Editor

Mark D. Needle
Miami-Dade County Public Schools

AUTHORIZING RESOLUTION

MEMORANDUM

INLUC
Agenda Item No. 3 (N)


TO: Honorable Chairman Joe A. Martinez
and Members, Board of County Commissioners

DATE: October 11, 2005

FROM: Robert A. Ginsburg
County Attorney

SUBJECT: Resolution relating to Krome
Detention Center, the Main
Jail and creating a Blue
Ribbon Panel Advisory
Committee

The accompanying resolution was prepared and placed on the agenda at the request of Commissioner Rebeca Sosa and Dr. Barbara Carey-Shuler.



Robert A. Ginsburg
County Attorney

RAG/bw


AUTHORIZING RESOLUTION



MEMORANDUM (Revised)

TO: Honorable Chairman Joe A. Martinez
and Members, Board of County Commissioners

DATE:

FROM: 
Robert A. Ginsburg
County Attorney

SUBJECT: Agenda Item No.

Please note any items checked.

"4-Day Rule" ("3-Day Rule" for committees) applicable if raised

6 weeks required between first reading and public hearing

4 weeks notification to municipal officials required prior to public hearing

Decreases revenues or increases expenditures without balancing budget

Budget required

Statement of fiscal impact required

Bid waiver requiring County Manager's written recommendation

Ordinance creating a new board requires detailed County Manager's report for public hearing

Housekeeping item (no policy decision required)

No committee review

AUTHORIZING RESOLUTION

Approved _____ Mayor Agenda Item No.

Veto _____

Override _____

RESOLUTION NO. _____

RESOLUTION DIRECTING THE COUNTY MANAGER TO LIST PHASE I OF THE KROME DETENTION CENTER PROJECT UNDER THE PRIORITY 1 CATEGORY OF THE GENERAL OBLIGATION BOND AND TO FAST TRACK THE RENOVATION OF THE MAIN JAIL AND REPLACEMENT OF THE TRAINING AND TREATMENT CENTER; CREATING A BLUE RIBBON ADVISORY COMMITTEE TO DEVELOP A PLAN FOR A REHABILITATION AND JOB TRAINING CENTER TO REPLACE THE TRAINING AND TREATMENT CENTER .

WHEREAS, national research indicates that “prison educational and vocational programs can improve behavior, reduce recidivism, and increase employment prospects upon release,” according to studies analyzed by the Re-Entry Policy Council, a bipartisan initiative established by the Council of State Governments to improve the likelihood that adults released from prison or jail will avoid crime and become productive citizens; and

WHEREAS, the Re-Entry Policy Council recommends that correctional facilities develop vocational and education classes targeting the needs of the local job market and encourage inmates to participate in such programs to become functionally literate, to gain secondary and postsecondary credentials, and to obtain employment following incarceration; and

WHEREAS, the inmate population housed in the facilities of the Department of Corrections and Rehabilitation exceeds design capacity by several hundred, and the Main Jail and the Training and Treatment Center are beyond the 40 year recertification

AUTHORIZING RESOLUTION

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required by the South Florida Building Code and in need of major renovations and replacement, respectively; and

WHEREAS, the expeditious construction of the 2000-bed Phase I of the Krome Detention Center is an essential prerequisite to performance of the renovations of the Main Jail and replacement of the Training and Treatment Center, due to the need to transfer inmates from those facilities while such work is being performed; and

WHEREAS, the new facility to replace the Training and Treatment Center should be designed as a model vocational and educational correctional facility for inmates who are eligible for release within a short period of time (less than a year), and should provide state-certified training and job skills in a variety of fields not requiring pre-employment security clearance; and

WHEREAS, the design of such a vocational program for inmates should be coordinated with sentencing, job placement, and aftercare support systems, and should include representatives from County government, the criminal justice system, the state court system, academia, trade unions, career training and workforce development groups, and charitable organizations,

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF MIAMI-DADE COUNTY, FLORIDA, that:

Section 1. The County Manager is directed to place the construction of Phase I of the Krome Detention Center under the Priority 1 category for General Obligation Bond projects and to thereafter fast track the renovation of the Main Jail and the replacement of the new Training and Treatment Center.

AUTHORIZING RESOLUTION

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Section 2. The Board hereby creates a Blue Ribbon Advisory Committee to provide the Board with its recommendation for the design of inmate vocational and educational programs to be housed in both the Krome Detention Center and in a rehabilitation and job training center that will replace the Training and Treatment Center. The Committee is tasked to develop a comprehensive plan for the Training and Treatment Center, including program goals, program standards and inmate entrance qualifications. The Committee's recommended plan shall be submitted to the Board within less than a year from the effective date of this resolution. The Committee shall be comprised of the following members:

- 1) Commission Chairperson or his Commissioner-designee
- 2) Jurisdiction Committee Chairperson
- 3) Mayor or his designee
- 4) County Manager or his designee
- 5) Director of the Department of Corrections and Rehabilitation or his designee
- 6) Director of the Police Department or his designee
- 7) Chief Judge of the Circuit Courts or his designee
- 8) State Attorney or her designee
- 9) Public defender or his designee
- 10) The President of Miami-Dade College or his designee
- 11) The President of Florida International university or his designee
- 12) The President of University of Miami or his designee
- 13) The President of Florida Memorial College or his designee
- 14) The President of Barry University or his designee

AUTHORIZING RESOLUTION

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- 15) The Superintendent of Miami-Dade County Public Schools or his designee
- 16) A representative from a trade union, designated by [the Manager], that provides apprenticeship training
- 17) The Executive Director of the regional workforce development board or his designee
- 18) A representative from a community faith-based group, designated by [the Jurisdiction Committee Chairperson], that provides regular services to jail inmates
- 19) At-Large member of the business community, designated by the Jurisdiction Committee Chairperson
- 20) The Mental Health Project Coordinator of the Administrative Office of the Courts or his designee

A quorum of the Committee shall consist of at least one half (1/2) of the members of the Committee. At its first meeting the Committee shall decide upon the frequency of meetings and procedures. The County Manager shall provide appropriate staff to assist the Committee in the performance of its task.

The foregoing resolution was sponsored by Commissioner Rebeca Sosa and Dr. Barbara Carey-Shuler and offered by Commissioner _____, who moved its adoption. The motion was seconded by Commissioner _____

and upon being put to a vote, the vote was as follows:

Joe A. Martinez, Chairman	
Dennis C. Moss, Vice-Chairman	
Bruno A. Barreiro	Dr. Barbara Carey-Shuler
Jose "Pepe" Diaz	Carlos A. Gimenez
Sally A. Heyman	Barbara J. Jordan
Dorin D. Rolle	Natacha Seijas
Katy Sorenson	Rebeca Sosa
Sen. Javier D. Souto	

AUTHORIZING RESOLUTION

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The Chairman thereupon declared the resolution duly passed and adopted this day of
 , 2005. This resolution shall become effective ten (10) days after the date of its adoption
unless vetoed by the Mayor, and if vetoed, shall become effective only upon an override by this
Board.

MIAMI-DADE COUNTY, FLORIDA
BY ITS BOARD OF
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

By: _____
Deputy Clerk

Approved by County Attorney as
to form and legal sufficiency.



Robert A. Duvall