Case Studies in Reentry Programs

PARTNERSHIPS THAT WORK SERIES

OCTOBER 5, 2017
Welcome to *Partnerships that Work*

NLADA is excited to welcome you to Partnerships that Work, a five-part webinar series, helping civil and defender stakeholders to better understand the ins and outs of connecting their programs to federal resources.

The Partnerships That Work series is presented jointly by NLADA's Defender and Civil Legal Services Divisions as a collaborative effort to connect stakeholders across the civil and criminal justice landscapes to resources, partners, and to spark innovation. You can learn more and register for any of the sessions on our website at [http://www.nlada.org/webinars](http://www.nlada.org/webinars).
Today’s Speakers

Arlene Griffiths, MPA
Reentry Program Coordinator – Adult Reentry
PBC Justice Services, Public Safety Department

Barbara Galloway
Reentry Resource Specialist
Law Offices of Diamond R. Litty

Danielle Ouellette, MSW
Reentry Program Coordinator – Juvenile Reentry
PBC Justice Services, Public Safety Department

Laura Tuggle
Executive Director
Southeast Louisiana Legal Services
Barbara Galloway
Reentry Resource Specialist
from the 19th Circuit of Florida
The 19th Circuit partners with several different organizations that assist in re-entry efforts

• Partnerships

• COSA – Council of Social Agencies
  – Roundtable of different agencies

• Bridges Out of Poverty
  – 16 week class

• Journey Forward
  – 90 day Male & Female Drug Rehab/Prevention
  – Spiritual Dorm
  – Culinary Dorm (Safe Serve)/College Classes (Lowest Recidivism Rate)
  – GED Dorm
• **Partnerships**
  - Job Career Source
  - Halfway Houses
  - DOC Probation Offices
    - Present with Life Builders – Probation Offices utilize re-entry programs
    - Pilot program – DOC Re-entry specialist
• **Treatment Centers**
  - Council & Recovery (CRC) – Female Treatment Center
    - Pregnant IV drug users highest priority
    - Bus people for outpatient services
  - Substance Abuse Centers
    - Refuge Ranch – Female Treatment Center
    - Faith Farm – Male Treatment Center
    - Dunklin – Male Treatment Center
The 19th Circuit also works with several community organizations

• Community Connections

  • Non-Profits
    – St. Lucie County – Resource Packet
    – Thrift Stores
    – Life Builders – people affected by the 19th Circuit
      o Sliding fee – Food Stamps
      o Counseling – Will pay for portion of session fees

• Participating in Community Roundtables
• How is this work funded?

• Public Defenders Office

• Partnerships with community agencies
  – Treasure Cove Homeless Council – Rental Assistance
    o Federal Assistance for Rental assistance divided by county
    o Help with First Month/Last Month/Security Deposit
  – Churches in community
  – Life Builders

• [www.pd19.org](http://www.pd19.org)
Arlene Griffiths and Danielle Ouellette
Reentry Program Coordinators
from the 15th Circuit of Florida
PALM BEACH COUNTY
EX-OFFENDER REENTRY
Palm Beach County

- Arlene Griffiths, Reentry Coordinator
- Danielle Ouellette, Reentry Coordinator
General background

- Today, the US accounts for five percent (5%) of the world’s population but has twenty-five percent (25%) of the world’s prisoners.
- There were 48,610 arrests in Palm Beach County (PBC) in 2016.
- 1,200 inmates per year return to PBC from the State.
- Two-thirds of these individuals are arrested again within 3 years.
- It costs taxpayers $18,000 per year to house one inmate in the Florida Department of Corrections.
- Locally, it costs taxpayers $48,910 per year to house one inmate in the Palm Beach County jail.
Key Developments- Collaboration

- Established Reentry Task Force
- Detailed Assessment of Reentry Services
- Partnership with the Department of Corrections
- Reentry Strategic Plan
- Second Chance Act Funding
- RFP for partners
- Community Based Services
- Agreement on Countywide Individual Assessment
- Collecting and Tracking Data- RENEW
- Policies and Procedures
- Evaluation
- National Attention and Projects
Reentry Task Force Ongoing Responsibilities

- Coordinate and Facilitate Resources
- Maintain and Develop Partnerships
- Evaluate and Implement Changes
- Sustain, Improve and Expand Reentry Services

Offender Reentry is a Vital Piece of Public Safety
REENTRY TASK FORCE STRUCTURE

Board of County Commissioners
Mayor - Paulette Burdick

Public Safety Department
Reentry Task Force
Chair - Commissioner Sylvia Moffett

- Housing Subcommittee
  Chair - Jessica Hidalgo Goodwill

- Data and Evaluation Subcommittee
  Chair - Jennifer Loyless
  Public Defender's Office

- Employment Subcommittee
  Chair - Tamika Cooley
  CareerSource

- Juvenile Subcommittee
  Chair - Judge Kathleen Kroll

- Sex Offender Subcommittee
  Chair - Ted Rodarm
  Matthew 25 Ministries

- Sustainability Subcommittee
  Chair - Diana Stanley
  The Lord's Place
REENTRY OUTCOMES

- Improved Public Safety
- Reduced Recidivism Rates
- Decreased Number of Victims of Crime
- Improved Quality of Life for Palm Beach County Residents
Detailed Assessment of Reentry Services

1) Created an inventory of the County services
2) Identified Gaps and Challenges
   
   *Geographical* - certain areas underserved
   *Coordination* - lacking in coordination
   *Systemic* - no pre-release contact
The Florida Department of Corrections agreed to move inmates that are returning to Palm Beach County to a facility in Palm Beach County.

-Signed an MOU with the Task Force
Strategic Plan

Living Document

- Set 5 year goals
- Set Annual goals
- Guided County through the process
- All Stakeholders had input and roles
Second Chance Act Funding

- Demonstration grants from DOJ coupled with Justice Assistance Grant (JAG) funding from DOJ and the state
- Technical Assistance from Council of State Governments
COMMUNITY-BASED

Most Reentry efforts in the country are developed and administered by Law Enforcement.

Our partners make us unique:
The Lord’s Place
Gulfstream Goodwill
Riviera Beach Justice Service Center
Choice to Change
Description of Programs

**RESTORE** – In Partnership with FDC, Medium and high risk inmates (384) return to Sago Palm 18-36 months before they are released and receive: Assessment, Victim Impact, Family Reunification, Thinking For a Change, GED, Vocational Training, Transition Planning and Counseling. They are then passed to a non-profit for post-release services.

**Community Based Reentry**- Every inmate returning to PBC receives a letter while incarcerated and is paired with a non-profit agency if interested. Services begin upon release.

**Transition from Jail to Community (TJC)**- County sentenced inmates are assessed and referred to a community-based service provider

**Back to A Future**- Juvenile reentry enhancements
RESTORE Service Structure

Palm Beach County RESTORE Ex-Offender Reentry Services

Portal of Entry
(Felon Registration, Probation, Intake, Referrals)
673 West Fairgrounds Road, West Palm Beach, FL 33411
Pivot Point to the Community

Community-Based Service Providers

The Lord’s Place
Provides Comprehensive Ex-Offender Case Management Services for South Palm Beach County

Gulfstream Goodwill
Provides Comprehensive Ex-Offender Case Management Services for Central Palm Beach County

Justice Service Center
Provides Comprehensive Ex-Offender Case Management Services for North Palm Beach County

Family Reunification
Employment Training
Peer Mentoring
Transportation Assistance
Trade Education and Certification
Substance Abuse and Mental Health Treatment
Literacy and GED Classes
Transitional Housing
Individual Assessment

- The County agreed that all programs will use the Level of Service Inventory-revised (LSI-r)
CJC Reentry Network (RENEW)

Shared database for assessment info, referrals, services delivered, and case management
The CJC Reentry Network (RENEW) is currently tracking 4,869 ex-offenders in PBC.

System automatically tracks recidivism.
Policies and Procedures

FOCUS

Developed written policies and procedures for all county funded reentry programs.
Evaluation
Open Shop

- University of South Florida
- Criminal Justice Commission Research and Planning Unit
- RTI International and Urban Institute
- University of Miami
The RESTORE initiative has led to significant improvements in County funded reentry programs and as a result a systemic approach exists for reentry, at least for that portion funded by RESTORE;

The RENEW data system provides an integrated data system that is essential to the continued success of the County’s reentry programs and also provides a vehicle for performing long-term and cross-system evaluation of individual client outcomes;

The PORTAL as a gateway to reentry needs to be reexamined and functions associated with the PORTAL should be restructured to conform with the principles of the RESTORE program;

The administrative position established to provide CJC oversight of reentry programs across the County has been an essential ingredient to the success of RESTORE;

The County’s approach to reentry, as exemplified by RESTORE, can become a national model if sustained in Palm Beach County.
“While 31% of those in RESTORE were rearrested within a year of release, the re-arrest rate for the comparison group was 68% or more than double. This must be marked as a success for RESTORE, given that the groups were comparable in terms of prior convictions and average length of time and numbers of times in prison.”
The Lord’s Place

Mission:
The Lord’s Place is dedicated to breaking the cycle of homeless by providing innovative, compassionate and effective services to men, women, and children in our community.

History:
Founded in 1979
Grassroots agency focused on serving most vulnerable

Programs:
Supportive Housing
Community Engagement
Reentry Services
Case Management

Job Training and Employment
Social Enterprises
Advocacy
National Attention and Projects

- National Evaluation- One of seven sites in the Country
- IRES Employment Project- One of two sites in the Country

-Because of our unique collaboration
Employment is an important part of reentry

- Less likely to reoffend
- Income for Family
- Fewer Risky Activities
- Improved Mental Health\(^1\)
- Pro-social Activities
- Stronger positive relationships

- Especially when earnings are above minimum wage\(^2\)
- Especially with stable jobs\(^3\)
Integrated Reentry and Employment Strategies (IRES) white paper released in 2013

**Goal:** Bridge workforce development and reentry fields by connecting people to appropriate services based on their individualized needs.
Two pilot sites selected to test framework at a systems-level

- Palm Beach County, FL
- Milwaukee County, WI
West Palm Beach and Palm Beach County banned the box on employment applications.
Issues

- Custody and Control vs. Social Service
- Language Barrier
- Turf Issues
Funding

- Department of Justice Edward Byrne Memorial Justice Assistance Grant (JAG)
- Department of Justice Second Chance Act
- State of Florida JAG and State Appropriation
- Law Enforcement Trust Funds (Forfeiture)
- Local Ad Valorem Dollars
- MacArthur Foundation
Success

Successful launch of Palm Beach County’s reentry initiative was due to three main ingredients:

- Buy-in from multiple stakeholders;

- Leadership from key players such as the Criminal Justice Commission and the community; and

- Willingness on the part of all stakeholders to collaborate and communicate to arrive at the best long-term solutions that would satisfy each stakeholder’s needs.
Collaboration

"Collaboration across disciplines and jurisdictional boundaries is at the core of reentry, and in recent years, the field has seen an explosion of creative and productive partnerships between jails and law enforcement, probation, faith-based organizations, mental health clinics, victim advocate groups, the business community, and a variety of other social service and community providers."
Palm Beach County Release
Heat Map
## FY 2015

<table>
<thead>
<tr>
<th>Program</th>
<th>Participants #</th>
<th>Baseline Arrest#</th>
<th>Cost to Incarcerate</th>
<th>Relative Reduction #</th>
<th>Cost Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>RESTORE</td>
<td>277</td>
<td>188</td>
<td>$48,910</td>
<td>119</td>
<td>$5,820,290</td>
</tr>
<tr>
<td>Community</td>
<td>186</td>
<td>126</td>
<td>$48,910</td>
<td>70</td>
<td>$3,423,700</td>
</tr>
<tr>
<td>Jail</td>
<td>122</td>
<td>82</td>
<td>$48,910</td>
<td>46</td>
<td>$2,249,860</td>
</tr>
<tr>
<td>Juvenile</td>
<td>143</td>
<td>71</td>
<td>$12,775</td>
<td>42</td>
<td>$536,550</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>277</strong></td>
<td><strong>277</strong></td>
<td><strong>$12,030,400</strong></td>
<td></td>
<td><strong>$12,030,400</strong></td>
</tr>
</tbody>
</table>

Program Cost: **$1,743,926**

Benefit to PBC: **$10,286,474**
Other Reentry Issues

- Restoration of rights for felons
- Ban the Box
- Collateral Consequences
- Identification
- Education
- Employment (Engage more businesses willing to hire ex-offenders)
- Gain time for educational services
- Sex Offender issues (place to live, classification, monitoring)
- Offenders Released with Fines (Some owe up to $50,000)
- Internet Access/Skype for Pre-Release Training
- Suspending Driver’s Licenses for court costs
- Lack of mentoring for juvenile offenders
Questions?

Contact Information
Craig Spatara,
Manager of Criminal Justice Programs
561-355-2326
CSpatara@pbcgov.org
Why SLLS Developed Re-entry Programs?

- Louisiana is the world’s “prison capital.” It has the most incarcerated people per capita than any other place.

- New Orleans, LA has the infamous title as the most incarcerated city in the most incarcerated state in the world

- For decades, SLLS had a “hands-off” policy when it came to civil legal aid & re-entry

- New bar leadership & SLLS embraced the idea of what could be done by civil legal aid to impact re-entry
Dramatic Growth in the Imprisonment Rate in Last Three and a Half Decades

Source: Department of Justice, Bureau of Justice Statistics
Regional Context

Louisiana Has Similar, Though Slightly Higher, Crime Rate to Many States in the Region

<table>
<thead>
<tr>
<th>State</th>
<th>Total Index Crime Rate per 100,000 Residents by Type, 2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>Violent 427, Property 3,178</td>
</tr>
<tr>
<td>Arkansas</td>
<td>Violent 480, Property 3,338</td>
</tr>
<tr>
<td>Florida</td>
<td>Violent 541, Property 3,416</td>
</tr>
<tr>
<td>Georgia</td>
<td>Violent 377, Property 3,281</td>
</tr>
<tr>
<td>Louisiana</td>
<td>Violent 515, Property 3,459</td>
</tr>
<tr>
<td>South Carolina</td>
<td>Property 498, Violent 3,460</td>
</tr>
<tr>
<td>Tennessee</td>
<td>Violent 608, Property 3,061</td>
</tr>
<tr>
<td>Texas</td>
<td>Violent 406, Property 3,019</td>
</tr>
<tr>
<td>Group Average</td>
<td>Violent 482, Property 3,276</td>
</tr>
</tbody>
</table>

Source: Federal Bureau of Investigation, Uniform Crime Reports
Admission Rate of Nonviolent Prisoners Much Higher Than States in Region With Similar Crime Rates

Prison Admission Rate per 100,000 Residents by Offense Type, 2014

Source: Department of Corrections statistical reports for each state
86% of Prison Admissions Have A Nonviolent Primary Offense

Admissions by Primary Offense Type, 2015

- Drug: 36%
- Property: 31%
- Violent: 14%
- Other: 19%

Source: Louisiana Department of Corrections
Strategy to Become Involved in Re-entry Work

• Knew the players in Reentry Work in our Community
• Prior relationships w/ Reentry Agencies. Working Groups, & Re-entry Courts
• Find Out Which Grants Require/Allow Civil Legal Aid
• Monitor Grant Release via websites, listserves, NLADA, & by requesting notifications from grants.gov
Strategy to Become Involved in Re-entry Work

- Be ready with proposal outline to send likely partners
- Know what you can handle - Some federal grants have match and onerous reporting requirements
- Be prepared to develop and nurture new projects & new partnerships – referrals sometimes been slow
- Negotiate for self-generated referrals too if possible
Range of allowable civil legal aid for Face Forward:
- Securing a driver's license
- Expunging juvenile records or correcting records
- Creating and/or modifying child support orders
- Helping parents in obtaining & retaining custody
- Helping victims of domestic violence by getting protective

MOU with Agency is Required Detailing Services To Be Provided

Volunteers of America (New Orleans) was awarded DOL Face Forward Grant Eff. 10/2014 under a three year grant.
- SLLS was a sub-grantee with MOU covering full range of allowable civil legal aid at a flat hourly rate up to $39,000 per year
In FY 2015 DOL Reentry grants: SLLS included in new proposals w/ VOA and Goodwill

- Goodwill with SLLS as sub-grantee, approved 7/1/2015 for Adult Reentry 3 – total grant is $1.36 million over 2 years
- Planning phase first, then direct service delivery

Tip: Don’t run afoul of LSC regulations if reentry grant is for pre-release.

Target Population: Adult Men & Women, with priority for veterans and their spouses, enrolled in work release programs (WRP).

Types of Civil Legal Aid for Adult Reentry 3:
- Securing Driver’s License
- Expunging criminal records
- Creating/modifying child support orders
- Helping parents obtain or retain custody
- Helping victims of domestic violence with protective orders
DOL-Training to Work w/VOA

- SLLS included as sub-grantee for civil legal aid services
- VOA was not approved for the FY 2015 grant.
- VOA reapplied for a Training to Work grant targeted to young fathers and mothers up to age 24 in spring of 2017.
- VOA recently advised SLLS it was funded. Sub-grant of $25,000 for each year of three year grant. Working on roll out now.
HUD- Juvenile Re-entry Assistance Program -SLLS

- JRAP was a pilot joint DOJ & HUD Initiative
- Provides civil legal aid to public housing youth up to age 24 with a criminal or arrest record to improve economic opportunities
- NLADA & LAIR were key in getting this accomplished
- PHA had to be the grantee receiving max of $7,000 w/civil legal aid receiving max of $93,000. 25% match.
- Supportive services also an eligible activity.
JRAP Continued - SLLS

- 18 Month Grant --Extension for Unspent Funds Allowed
- Our JRAP is a Collaborative with 5 partners
- HANO, SLLS, Providence, Urban Strategies, & Justice & Accountability Center.
- Match provided by partners.
- Unsure if project would be funded initially, SLLS replicated the program model and requested foundation funding
- Both were approved.
Sustainability

• Foundations are interested in funding re-entry work typically as part of a holistic project, not stand alone legal aid – Ex. La. Prisoner Re-entry Alliance
• Specialized re-entry courts have an interest in seeking federal grants with civil legal aid
• State & local governments are also strong potential partners for partnerships
Sustainability Through Pro Bono Resources

- Strong interest from local Re-entry Courts led to local judges recognizing that civil legal aid was a missing link to help ensure the future success of program participants
- Working with LSBA and the ATJ Commission starting in the fall of 2015, pro bono training resources were developed
- 100 volunteers trained for New Orleans area 12/2016
- 50 pro bono lawyers trained for North Shore area in 6/2017
- Planning expansion now to Baton Rouge area – 3 month pilot, needs assessment, & legal clinics – Fall 2017
- Pilot project under LSC Pro Bono Innovation Fund grant
For More Information:

**Arielle Altman**  
Senior Program Associate, Civil  
National Legal Aid & Defender Association  
a.altman@nlada.org

**Emily Flanagan**  
Senior Program Associate, Defender  
National Legal Aid & Defender Association  
e.flanagan@nlada.org

**Radhika Singh-Miller**  
Director, Civil Legal Aid Initiative  
National Legal Aid & Defender Association  
e.flanagan@nlada.org

**Arlene Griffiths, MPA**  
Reentry Program Coordinator – Adult Reentry  
PBC Justice Services, Public Safety Department  
agrippiths@pbcgov.org

**Barbara Galloway**  
Reentry Resource Specialist  
Law Offices of Diamond R. Litty  
Barbara.Galloway@pd19.org

**Danielle Ouellette, MSW**  
Reentry Program Coordinator – Juvenile Reentry  
PBC Justice Services, Public Safety Department  
douellette@pbcgov.org

**Laura Tuggle**  
Executive Director  
Southeast Louisiana Legal Services  
ltuggle@slls.org
Thank you to Our Supporters

This series, developed as part of the Civil Legal Aid Initiative, is generously supported by the Kresge Foundation and the Public Welfare Foundation.

This project was also supported by Grant No. 2015-AJ-BX-K043 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Department of Justice’s Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the SMART Office. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.
Case Studies in Reentry Programs

PARTNERSHIPS THAT WORK SERIES

OCTOBER 5, 2017