

Board of County Commissioners

Leon County, Florida

Workshop on Leon County Jail Issues

August 30, 2005
12:00 – 1:30 p.m.

Leon County Board of County Commission Chambers
Leon County Courthouse, 5th Floor

Board of County Commissioners

Workshop Item

Date of Meeting: August 30, 2005
Date Submitted: August 24, 2005

To: Honorable Chairman and Members of the Board

From: Parwez Alam, County Administrator
Vincent Long, Assistant County Administrator
Ken Morris, Special Projects Coordinator

Subject: Workshop on Leon County Jail Issues

Statement of Issue:

This item is a continuation of the 2005 Workshop on Leon County Jail Issues.

Background:

On May 15, 2001, the Board conducted the Preliminary Action Plan, Jail Population Management Workshop to discuss issues surrounding jail population management with the Sheriff, Public Defender, State Attorney and Judiciary. During this workshop, the Board approved a Jail Population Preliminary Action Plan that included the establishment of the Leon County Public Safety Coordinating Council (PSCC), as outlined in Section 951.26, Florida Statutes.

During a follow-up November 27, 2001 Jail Population Workshop, the Board adopted the Jail Population Management Plan which included an annual report to the Board on jail population each year. The PSCC's 2004 Annual Report and Recommendations was approved by the Board at the May 24, 2005 Workshop on Leon County Jail Issues.

In addition, during the Board's December 13, 2004 Annual Retreat, the Board made the Leon County Jail Issues one of the top priorities for 2005. At the previous 2005 Workshop on Leon County Jail Issues on May 24, 2005, the Board accepted the PSCC's Annual Report, requested a continuance of the workshop, and requested that matters relating to recent deaths in the jail and the jail's medical service provider be presented to the Board as an agenda item. An agenda item on Prison Health Services (the jail's medical provider) and an evaluation of recent deaths in the jail will be presented to the Board at the regular Commission meeting on August 30, 2005.

This workshop item will discuss the issues raised by the Board during the Annual Retreat and subsequent Board meetings, including:

- Evaluation of Jail's Staffing Levels
- Review of Vocational and other Programs available to inmates
- Review of Jail Farm Work Programs
- Review of 1999 Dr. Dina Rose Study, "Drugs, Incarceration and Neighborhood Life: The Impact of Reintegrating Offenders into the Community,"
- Update on Crime Rates in Leon County
- Review of Tallahassee Police Department's Arrest Procedures
- Review of Tallahassee Police Department's Community Capacity Development Program

- Review of 2003 article, "Incarcerated America,"
- Leon County Probation Division revenue collections
- Average length of stay for felony Violators of Probation (VOPs) in the Leon County Jail

Analysis:

Evaluation of Jail's Staffing Levels:

In 2004, the average monthly Leon County Jail population reported to the Florida Department of Corrections (DOC) was 1,063 inmates. The Leon County Sheriff's Office (LCSO) uses the DOC's 80% rule for assessing the facility's capacity. Using this guideline, the jail population exceeds the rated capacity when it reaches a population of 975 or more. To operate the jail, LCSO employs 232 sworn personnel. The chart to the right illustrates comparable counties with similar jail populations and the number of sworn correctional officers that work in the jail.

County	2004 Avg. Monthly Population	Sworn Correctional Officers
Manatee	1,027	266
Leon	1,063	232
Alachua	1,065	175
Pasco	1,067	274
St. Lucie	1,160	193

The number of sworn correctional officers compared to inmates does not properly reflect an accurate ratio of supervision. The structural design of the jail requires that most inmates be grouped together and held in "pods." These pods have a large indoor common area for inmates to gather during the day before resigning to their shared cells at night. The grouping of inmates into the pods is configured by gender, age, mental health, high risk inmates, and administrative discipline. The number of inmates, rules, and authorized interaction of each pod is often determined based on the group of inmates housed in the pod. An adult male general population pod is allowed to mingle in a common area throughout most of the day with scheduled lockdown times to return to their cells. The inmates in the adult male high risk pod are confined to their cells most of the day and are allowed into a common area for a short period of time with very little or no interaction with other inmates. Each pod, regardless of the number of inmates or type of pod, is occupied by one sworn correctional officer at all times. Therefore, one correctional officer may be responsible for up to 94 inmates in Pod K while another correctional officer oversees 28 inmates in Pod H.

LCSO is continuously recruiting for correctional officers. The high stress levels and the long shifts associated with corrections work leave a high turnover rate and constant need for correctional officers in county jails. While the statistics vary, the comparable counties contacted to gather population and staffing data expressed similar challenges with recruiting and retaining correctional officers. In an effort to determine the competitiveness of LCSO compensation as compared to like-sized and local organizations, the Office of Management and Budget conducted a compensation study at the Board's request. On February 22, 2005, the Board accepted the recommendations to implement a three year average annual salary increase for LCSO staff. The recommendation included an average salary increase of 5.8% over a three year period, beginning in 2006, for sworn corrections staff. The Board's action will solidify the competitive salaries of correctional officers compared to similar sized counties once the increases take effect.

Review of Vocational and other Programs available to inmates:

Approximately 700 inmates participated in the vocational, educational, and substance abuse programs offered by the Leon County Sheriff's Office in 2004. General Education Diploma (GED) classes, mentoring seminars, alcoholics anonymous, and narcotics anonymous programs are regularly offered throughout the week, including evenings, to rehabilitate inmates and provide them with the proper tools to reintegrate with society. Additional programs include a literary program, bookmobile visits, HIV awareness and prevention, and an attitude and behavior class (Attachment #1).

During the 2004 school year, which runs from August of 2003 to May of 2004, 197 inmates were enrolled in GED classes. Of the 51 inmates that took the GED Test in 2004, 23 (45.1%) passed the test and the remaining 28 (54.9%) inmates partially passed the test by earning satisfactory scores on three or more sections of the examination. One hundred percent of the juveniles that took the GED Test and the FCAT passed (Attachment #2).

Review of Jail Farm Work Programs:

During the FY01/02 budget process, the Board funded eight new correctional officer positions in the LCSO budget to allow for expansion of the weekend work camp to a seven day operation. The work camp averaged 40 people each day in 2004 and provided inmate labor assistance to organizations such as Habitat for Humanity, Mother's In Crisis, Leon County Schools, City of Tallahassee Parks and Recreations, Mosquito Control, Leon County Health Department, and Leon County Public Works. The expansion of this program has allowed more offenders to serve their sentence through the weekly work program while remaining in their jobs, with their families, and in their communities. On February 8, 2005, staff was requested to bring back a report on jail farm work programs in other areas of the state, which uses labor from committed offenders rather than offenders who serve in the weekly work program as an alternative to jail time. Staff interviewed representatives from three Florida County Sheriff's Offices, and the following is a summary of each of these programs.

Marion County

Since the year 2002, the Marion County Sheriff's Office (MCSO) has been operating a Jail Farm Work Program. The impetus behind the program was the Sheriff's assumption that inmates would most likely fair better in society, and not return to jail, if a work ethic was instilled while serving time in the jail. Thoughts turned to the jail's food budget, and the idea of running a farm from inmate labor to supplement food that was purchased for the jail.

MCSO entered into a lease agreement for land with the Department of Environmental Protection, Office of Greenways and Trails for a nominal cost to start their farm. The inmates cleared the land by hand, using hand tools, and began actually farming the land in 2002. The Program uses approximately 100 inmate laborers a day for the operation of the farm. Operations include planting seeds in a greenhouse, transplanting seedlings to the field, cultivating cuttings into plants, oversight of an ornamental garden, maintenance and construction of all necessary building structures, grounds keeping, harvesting, and oversight of 4,500 chickens, 25 pigs, and a herd of cattle. All of the produce grown on the farm is used in the jail kitchen. The chickens produce all of the eggs needed in the jail kitchen (approximately 100,000 a year), and the pigs and cattle are used to supplement some of the

meats consumed in the jail.

In addition, the MCSO has a partnership with the University of Florida (UF) whereby inmate labor is used by the UF Plant and Science Research Unit for planting and harvesting of the various crops they grow. Produce grown by the UF Plant and Science Research Unit is also given to the jail to supplement the food needed to feed inmates.

The inmates are also given educational opportunities while working on the farm. There is a school house on site, and classes in horticulture, ornamentals, and general nursery management are given to the inmates to help them run the farm. They are also provided the opportunity to take classes toward earning their GED.

MCSO estimates that the jail farm work program provides a \$300,000 reduction in their jail food budget each year. The estimated cost to operate the program in 2004 was \$126,000. The majority of this cost is the staffing of Correctional Offices to oversee the farm inmates and instructors to educate them. Staffing for the 100 daily inmates breaks down to: two Correctional Officers, one Sergeant, one civilian farm manager, one civilian correctional assistant, and two instructors.

Generally, only non-violent sentenced or un-sentenced misdemeanants are allowed to work on the farm. Inmate farm laborers are afforded up to nine days per month off of their sentences for time worked on the farm. The MCSO Jail Farm Work Program is in addition to other various work programs available in the county (e.g., road clean-up crews).

Pasco County

The Pasco County Sheriff's Office (PCSO) operates not only a jail farm, but also a hydroponics unit and a fish farm. All produce and fish harvested are used to supplement the jail's food supply. The PCSO started their farm operation on three and one half acres of Board property. (The Fish Farm is a converted retention pond on the jail property). Start-up costs were covered by use of the inmate welfare fund, as well as available grant funds. The cost to operate the farm programs is an estimated \$250,000 a year. This amount funds the staffing of the operation by two deputies.

The Program "employs" three to 15 inmate laborers each day. The inmates are typically sentenced, non-violent misdemeanants (e.g., DUIs, drug offenders). PCSO also contracts with the South West Florida Water Management District for the use of six inmate laborers to remove exotic plants in local water bodies. The Farm Program is in addition to other various work programs available in the county (e.g., road clean-up crews). PCSO has plans to expand their Farm Program to include hogs and cattle in the near future.

Monroe County

Monroe County Sheriff's Office (MCSO) operates a petting zoo with the use of inmate labor. The zoo, called the "Children's Animal Park" is located on about two acres of the MCSO detention center grounds. The park was started in 1994 as a haven for homeless animals and has grown into a park, complete with aviary, reptile exhibit, rabbit warren, farm animals and other domestic and exotic species.

“Animals at the park are cared for primarily by Detention Center inmates, who also benefit from the experience. They receive formal training in some aspects of animal husbandry which they may be able to use once they are released from the facility. At the very least, they learn to work closely with many creatures in need of the compassion and caring of a human being - an experience which cannot help but be a positive factor in their lives.”

Two to four inmates are used to operate the park each day through the care of the animals or upkeep of the landscaping. There are strict criteria for the type of inmate who qualifies for work on the park - typically, misdemeanor drug offenders are selected to work the program. The park also benefits from the volunteering of a local veterinarian who tends to the animals' medical needs.

The cost to operate the park is approximately \$20,000 a year (does not include salary expenses). The purpose of the park is to find the animals homes within the community.

The examples above are just a few of the types of jail farm models that are operated in Florida. Evident in staff's discussions with representatives of the above programs, the major factors to be considered when pursuing a farm program are: 1) land on which to operate the farm, and 2) staffing of correctional officers or other relevant staff to oversee the inmate labor. Both of these factors could have significant financial impacts, particularly in the start-up years of the operation. At the Preliminary FY 2005/06 Budget Workshop, the Board set aside \$600,000 in initial funding towards a Sheriff Work Camp/alternatives to incarceration program.

Review of 1999 Dr. Dina Rose Study, “Drugs, Incarceration and Neighborhood Life: The Impact of Reintegrating Offenders into the Community”:

Dr. Dina Rose, a professor at John Jay College of Criminal Justice, City University of New York, and two colleagues, conducted a study on Frenchtown and South City in 1999 to investigate the aggregate impact of incarceration on the quality of community life in areas experiencing high levels of incarceration. The community impacts analyzed in the report are the problems of stigma upon incarceration; the financial impact of incarceration on individuals, families, and neighborhoods; and, the interpersonal dynamics of community relationships and networks (Attachment #3).

Dr. Rose presented the results of her research regarding the impact of incarceration on the community at the October 31, 2000, Leon County Jail Population Workshop. The research report included numerous recommendations such as:

- Target families of incarcerated offenders for an array of services such as short-term financial assistance for food, clothing, and housing;
- Facilitate contact between families and incarcerated individuals;
- Provide transitional housing for offenders upon release;
- Assist ex-offenders in obtaining and retaining employment; and,
- Make training, education, and legal assistance available to ex-offenders.

Subsequent to the Jail Population Workshop, on November 14, 2000, the Board directed staff to review electronic monitoring, look at process improvements to reduce waiting time for arraignments, and bring an action plan to review the feasibility of implementing alternative programs discussed at

the October 31, 2000, Leon County Jail Population Workshop. The alternative programs included:

- A review of the various work programs currently in place;
- Request the Criminal Justice Coordinating Council to provide guidance on the appropriate size of the jail and when it needs to be expanded;
- A review of the requirements for housing juveniles;
- A review of state funding levels for mental health services; and,
- A review of programs designed to reduce recidivism as recommended in Dr. Rose's research.

On May 15, 2001, the Board conducted the Preliminary Action Plan, Jail Population Management Workshop to further discuss issues surrounding jail population management and involved the Sheriff, Public Defender, State Attorney, and Judiciary in the discussion and approval of the Preliminary Action Plan.

Preliminary Action Plan
1. Direct staff to work with the CJCC, and to utilize the CJCC to perform the responsibilities outline in Florida Statutes, Section 951.26, Public Safety Coordinating Council (to formulate recommendations to ensure that the detention center's capacity is not exceeded, including the assessment of related programs, and to project future capacity needs).
2. Direct staff to identify a representative from the local Big Bend Workforce Development program and from the Refuge House, and request the CJCC Chairperson to appoint these representatives to 4-year terms.
3. Request CJCC to bring back recommendation to the Board in six months on increased coordination activities or new programs to reduce jail population.
4. Request Sheriff to bring back to the Board recommendations and potential jail population reductions within his authority to reduce jail population (not including jail expansion).
5. Bring back for Board consideration during FY 2001-2002 budget workshops the creation of a full-time position to carry-out responsibilities associated with the jail population management system project.
6. Direct staff to research alternatives to pay for the conversion of the drill academy to Unit 5 of the jail, as a minimum security /work release facility (to be brought back during the November 2001 workshop).
7. Authorize the appointment of a citizen task force to study the issue of over-representation of minorities in the jail.
8. Direct staff to bring back the issue of incarceration of the mentally ill in an upcoming agenda item to establish the Board's legislative priorities for the 2002 legislative session.
9. Authorize the re-establishment of the "pity committee" as recommended in the Public Defender's April 5, 2001 letter to the Board Chairman.
10. Schedule a workshop for November 2001 to review information requested and actions taken on the Preliminary Action Plan.

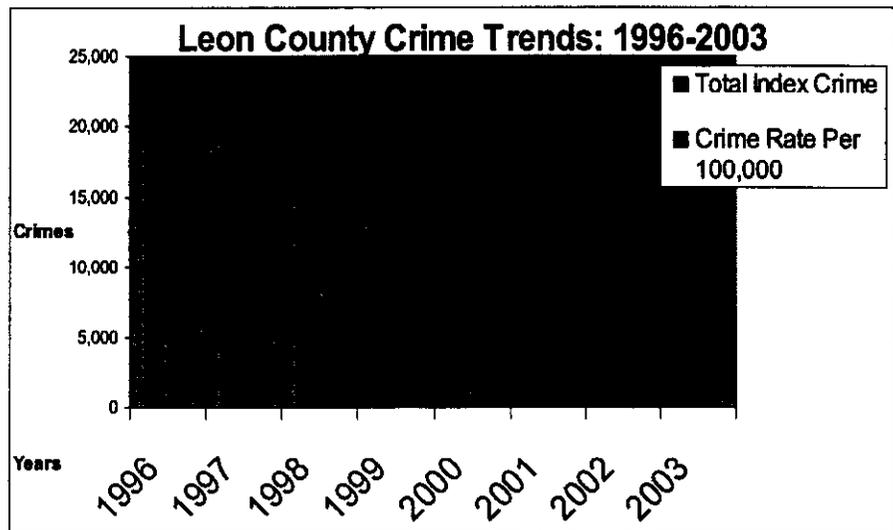
On December 11, 2001, the Board ratified the actions taken at the Jail Population Management Workshop from November 27, 2001:

- The Board formally requested that the PSCC deliver an annual report to the Board by the end of each calendar year on jail population.
- The Board encouraged the use of electronic monitoring and GPS monitoring as a jail alternative for post-conviction sentencing, where appropriate.
- The Board requested that individuals released from jail by the efforts of the Detention Review Coordinator or other bond review initiatives be tracked for recidivism.
- The Board encouraged the PSCC Chairperson to include members of the community to the PSCC, including representatives from the Community Justice Center and representatives from local workforce and training centers.
- The Board requested that the PSCC include in their next report recommendations for crime prevention programs and initiatives.

The PSCC submits its annual report to the Board for consideration during the jail workshop. Each item that was ratified by the Board on December 11, 2001 is addressed in the PSCC Annual Report.

Update on Crime Rates in Leon County:

Staff retrieved crime trend data from the Florida Department of Law Enforcement (FDLE) to identify the long term crime trend in Leon County. Between 1996 and 2003, Leon County has experienced a steady increase in population and a corresponding decrease in the total crime index and crime rate per 100,000 residents. Despite a brief peak in 1997, the crime rate per 100,000 residents has decreased from 8,374.21 in 1996 to 5,607.83 in 2003 in Leon County (Attachment #4). FDLE reports that the statewide average crime rate per 100,000 residents in 2003 was 5,164.2.



At the Board's request, LCSO provided geographic information on the number of arresting charges made by LCSO in the County by patrol zone (Attachment #5). LCSO currently divides its patrol operations into eight zones, two of which encompass the City of Tallahassee. Zones 7 and 8, which are the two patrol zones in the City, had significantly more arrest charges in 2004 than the patrol zones in the rural areas of the County. Please note that arresting charges will differ from Uniform Crime Report (UCR) data because UCR only captures certain charges. Also, the attached figures represent arrest charges. Therefore, one individual that is arrested could have multiple charges.

The Tallahassee Police Department (TPD) also provided a map of its eight patrol areas in the City accompanied with 2004 arrest information by each area (Attachment #6).

Review of Tallahassee Police Department's Arrest Procedures:

Since TPD makes the majority of arrests in Leon County, the Board requested staff to conduct a brief review of TPD's arrest procedures. TPD provided staff with its General Orders Manual, which outlines the Department's policy, procedures, guidelines, and statutory authority for making arrests (Attachment #7).

The General Orders Manual outlines officers' responsibilities and duties to uphold the laws of Florida and ensure citizens rights mandated by the U.S. Constitution. More specifically, the arrest procedures of TPD are left to the discretion of its officers. Different procedures are required of on-duty police officers versus off-duty police officers. On-duty police officers must use "reasonable judgment and appropriate discretion to take all steps necessary to affect an arrest of a suspect" believed to have violated a law or ordinance. When making an arrest, officers are prohibited from considering a victim's willingness to pursue criminal charges in court or the possibility of the suspect being prosecuted.

The Manual also describes situations where circumstances might cause officers to not make an arrest. For example, if an arrest would cause a greater risk of harm to the general public than not arresting the suspect or if police resources are limited and there are a large volume of high priority calls, officers are advised not to make the arrest. Officers may obtain and execute arrest warrants for suspects that they have probable cause to believe committed a crime after the officer is removed from the situation that led to the decision not to arrest a suspect.

Review of Tallahassee Police Department's Community Capacity Development Program:

The Community Capacity Development Office, formerly known as the Executive Office for Weed and Seed, implements a strategy designed by the U.S. Department of Justice's Office of Justice Programs that incorporates community-based initiatives. It is a comprehensive multi-agency approach to law enforcement, crime prevention, and community revitalization. Operation Weed and Seed is a strategy which aims to prevent, control, and reduce violent crime, drug abuse, and gang activity in targeted high-crime neighborhoods across the country. Nationwide, Weed and Seed sites range in size from several neighborhood blocks to 15 square miles.

Operation Weed and Seed is foremost a strategy--rather than a grant program-- which aims to prevent, control, and reduce violent crime, drug abuse, and gang activity in targeted high-crime neighborhoods across the country.

The strategy involves a two-pronged approach: law enforcement agencies and prosecutors cooperate in "weeding out" criminals who participate in violent crime and drug abuse, attempting to prevent their return to the targeted area; and "seeding" brings human services to the area, encompassing prevention, intervention, treatment, and neighborhood revitalization.

A community-orientated policing component bridges weeding and seeding strategies. Officers obtain helpful information from area residents for weeding efforts while they aid residents in obtaining information about community revitalization and seeding resources.

In FY 04/05, Tallahassee Police Department received a \$217,037 grant from the Department of Justice for this program. It provides funding to "weed out" the criminal element in the following targeted areas: Richmond Heights, Murat Hills and South City (Attachment #8). The program also offers a comprehensive range of human service programs to stimulate revitalization in the designated areas. Specifically, in the Tallahassee/Leon County area, the grant funds three safe houses, one Program Coordinator Position, and overtime for law enforcement.

Partnerships with other law enforcement agencies and community organizations help promote weeding and seeding activities that focus on educational, recreational, social, and economic development. These include such groups as the Police Athletic League (PAL); About Face; Becoming A Man (BAM); Parks and Recreation; Leon County Shared Services; and Mothers In Crisis. Law enforcement partners include the U.S. Attorney; State Attorney; Leon County Sheriff's Department; Department of Corrections; Parole and Probation; Juvenile Justice; Drug Enforcement Agency; and Alcohol, Tobacco and Firearms.

Review of "Incarcerated America":

At the May 24, 2005 Workshop on Leon County Jail Issues, the Board directed staff to review and present its findings about an April 2003 article by the Human Rights Watch Backgrounder entitled, "Incarcerated America" (Attachment #9).

"Incarcerated America" identifies the inverse relationship between the exploding prison population and declining violent crime rates across the United States. The article attributes the overpopulation of prisons to drug prosecutions and public policy changes that have increased prison sentences and imposed mandatory sentencing guidelines.

The article also explores the disproportion number of African Americans incarcerated in state and federal prisons, citing nearly 44 percent of all inmates as African American despite only making up 12 percent of the U.S. population. The article finds that drug offenses account for nearly 40 percent of African Americans sent to state prison.

In summary, the article offers solutions at the state level in the form of amending some of the public policy decisions of the previous decade. To curb the budget demands of rising prison populations, "Incarcerated America" recommends that state officials readdress mandatory sentencing guidelines and increased prison sentences for nonviolent, low-level drug offenders.

Leon County Probation Division revenue collections:

During the May 24, 2005 Workshop on Leon County Jail Issues, the Board expressed interest in the revenue collections of the Leon County Probation Division. Specifically, the Board asked staff to identify the collection rate for fees owed to the County. Probation staff has collected the financial information for each program within the Probation Division as illustrated in Attachment #10.

Defendants sentenced to probation by the County and Traffic Court are assessed a monthly supervision fee of \$50.00 per month pursuant to Florida Statute and the local Administrative Order. The length of sentence for each individual varies depending upon the degree of the infractions. Other revenues include collections for Community Service, Alternative Community Service (Work Program), and Alternative Community Service "No Show" fees. Each carries a \$30.00 one-time administrative fee to be paid during the probation period. The No Show fee is assessed each time a defendant fails to appear for a selected Alternative Community Service (work program) assignment. Defendants assigned to the Supervised PreTrial Release Program, pending the disposal of their infraction, are also assessed a \$30.00 one-time administrative fee as governed by the local Administrative Order.

Attachment #10 is a depiction of revenues by program. Each chart reflects "expected" and "collected" fees during fiscal years 2003-2004 and 2004 through June 30, 2005.

Violators of Probation (VOPs) in the Leon County Jail:

At the May 24, 2005 Workshop on Leon County Jail Issues, the Board expressed concern about the increasing population of VOP offenders and their average length of stay in the Leon County Jail. Specifically, the Board asked staff to determine how long VOPs are serving time in the Leon County Jail and the estimated cost to local taxpayers.

The Leon County Detention Review Coordinator has been closely monitoring the length of stay for defendants who have only been booked on felony VOPs. In the first six months of the 2005 calendar year, 133 felony VOPs have been booked into the Leon County Jail. At the time of print, there was insufficient data on two of the offenders so the following statistical information is based on 131 felony VOPs that were booked into the jail between January 1 through June 30, 2005.

The number of days between booking and sentencing are referred to as "days to disposition." On average, the 131 felony VOPs served 46 days to disposition in the Leon County Jail. Upon sentencing, the VOPs remained in the jail for an average of 21 days before being transferred to the Florida Department of Corrections. Felony VOPs are serving an average of 66 days in the Leon County jail between the time they are arrested and the time they are turned over to the state. According to the Sheriff's Office, the cost of a jail bed per day is \$52.09. To house 131 felony VOPs for an average of 66 days each costs approximately \$450,000.

The overpopulation of county jails, along with the increasing population of VOP offenders, is burdening many jails across the state. In its annual Legislative Priorities Survey, The Florida Association of Counties (FAC) requested detailed information about the number and costs of VOP offenders in the Leon County Jail. FAC will address VOP issues at the 2005/06 Legislative Policy Committee Meetings on October 5, 2005 and may identify VOP issues as a 2006 legislative priority.

Conclusions:

Since the 2001 Jail Population Management Workshop and the adoption of the Preliminary Action Plan, the Board has taken significant and proactive steps to manage and reduce the population of the Leon County Jail. The creation of the Court Mental Health Coordinator has assisted both the

judiciary and LCSO in assessing the competence of offenders and identifying mental health concerns. The Detention Review Coordinator, also funded by the Board, facilitates speedy identification, processing and case management of jailed defendants. The Board has also increased funding for the LCSO work camp to allow nonviolent offenders to work in the community rather than serve time in the jail. Board approval to expand the Global Positioning Satellite Program (G.P.S.)/ CrimeTrax funding to purchase additional tracking devices has proven to be a cost effective tool commonly used by the judiciary in circumstances whereby jail time is not. As mentioned previously, the Board approved a salary increase for all LCSO sworn employees, including corrections staff, to improve recruitment of correctional officers and adjust salaries to the competitive market. Most recently, the Board set aside \$600,000 in initial funding towards a Sheriff Work Camp/alternatives to incarceration program at the Preliminary FY 2005/06 Budget Workshop.

Options:

1. Accept the report on Leon County Jail Issues.
2. Do not accept the report on Leon County Jail Issues.
3. Board Direction.

Recommendation:

Option #1

Attachments:

1. LCSO programs offered to Leon County inmates
2. 2004 GED statistics from the Leon County Jail
3. 1999 Dr. Dina Rose Study, "Drugs, Incarceration and Neighborhood Life: The Impact of Reintegrating Offenders into the Community"
4. Leon County Crime Trends: 1996-2003
5. 2004 LCSO Arresting Charges by Patrol Zone
6. 2004 TPD Arrests by Patrol Area
7. TPD General Orders Manual
8. Community Capacity Development Office service area
9. April 2004 article by Human Rights Watch Backgrounder, "Incarcerated America"
10. Leon County Probation Division depiction of revenues by program

PROGRAMS

Approximately seven hundred inmates participate in these programs each year!

- y **SUBSTANCE ABUSE EDUCATION COURSE-** This open-ended educational program meets 2 hours per week. Issues explored include addiction, relapse, recovery and treatment.
- y **ADULT GED CLASSES-** Sponsored by Leon County Adult and Community education, the male daytime class offers 15 - 30 hours of weekly instruction, the male evening class provides 8 hours of class time, and the female program consists of 15-30 hours weekly, depending on the needs of the students. Ten times yearly, actual GED testing occurs at the facility for those identified as academically prepared to take the battery of tests.
- y **JUVENILE GED CLASSES-** Provided by Lively Vo-Tech Center all juveniles attend GED classes Monday-Friday. Additionally, an ESE instructor is provided four days per week for those identified in need of special education.
- y **VISION OF MANHOOD** - The mission of this program is to mentor, educate and assist all male inmates in need of knowledge, support and encouragement to become more responsible men and fathers.
- y **LITERARY (ROTARY) PROGRAM** - Designed to break the cycle of literacy and incarceration by bonding parents and child on the importance of reading and education.
- y **BOOKMOBILE** - Designed to provide reading materials for inmates while incarcerated at the Leon County Jail.
- y **HIV (SHISTA) PREVENTION** - Provides education on HIV and STD awareness and prevention for male and female inmates.
- y **CHECKING PROGRAM** - Designed to educate inmates on the basic knowledge of check writing and balancing check books. Also, provides information on personal finances.
- y **WOMEN PARENTING** - Provides the education needed to assist female inmates in becoming responsible mothers. This is a certificate program designed to help Mother's regain custody of their children.
- y **ABC (ATTITUDE AND BEHAVIOR CHANGE) CLASS-** Meeting once monthly for 12 hours, this course examines the thinking and behavior patterns many inmates

demonstrate which have lead them into anti-social conduct. Lifestyle change and alternative methods of action are emphasized throughout this course.

- y **DAD FAMILY PROJECT-** Meeting once monthly for 12 hours, this workshop is designed for inmates who are fathers. It evolves from exploring the nature of the parenting they received to the type of parent they have been. Hands-on parenting skills are addressed as well.
- y **THE WOMEN'S GROUP-** This generalized support group meets for female inmates once per week for 90 minutes. Facilitated by the Refuge House, topics range from, yet are not limited to: substance abuse, release planning, and abuse victimization.
- y **"PATH BACK REHABILITATION"-** This class is attended by juvenile inmates housed at the facility, once weekly for two hours. It addresses a multitude of topics, including substance abuse, behavior management, life skills, and motivational techniques.
- y **AA AND NA MEETINGS-** Meeting once weekly, Alcoholics Anonymous and Narcotics Anonymous provides ongoing self-help meetings for those who desire support in remaining free from chemical substances, by way of approved organization volunteers.

Program	Date/Time	Location
Men Alcoholics Anonymous	Wednesday, 1930-2100 hrs	Pod K/L Classroom
Women Alcoholics Anonymous	Monday, 1900-2030 hrs	Pod M/N Classroom
Women Parenting	Monday, 1500-1630 hrs	Pod M/N Classroom
Women Narcotics Anonymous	Thursday, 1800-1730 hrs	Pod M/N Classroom
Attitude/Behavior Change (ABC)	TBA	TBA
Women's Group	Thursday, 1500-1630 hrs	Pod M/N Classroom
Visions of Manhood	Tuesdays and Thursdays, 1900-0000 hrs	Pod K/L Classroom
Dad's Program	Saturday and Sunday, 0800-1530 hrs (once a month)	Pod K/L Classroom
Substance Abuse Women	Wednesday, 1500-1630 hrs	Pod M/N Classroom
Bookmobile	1st and 3rd Fridays of the month	All Pods
Juvenile GED Program	Monday through Friday, 0830-1500 hrs	Pod G/H Classroom
Men GED Program (Day)	Monday through Friday, 0800-1500 hrs	Pod I/J Classroom
Men GED Program (Night)	Monday and Wednesday, 1800-2000 hrs	Pod I/J Classroom

Women GED Program	Monday through Friday, 0800-1500 hrs	Pod M/N Classroom
Female HIV Prevention (SHISTA)	Tuesday, 1500-1600 hrs (twice per month)	Pod M/N Classroom
Male HIV Prevention (SHISTA)	Tuesday, 1500-1600 hrs (twice per month)	Pod K/L Classroom
Female Checking Program	One Tuesday per month	Pod M/N Classroom
Male Checking Program	One Tuesday per month	Pod K/L Classroom
Literary Program	By Appointment via "Note From Prisoner"	TBA

Inmate Assistance	Case Management via "Note From Prisoner"	U.S. Mail Service
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GED Tests	Once per month	Programs Office
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Juvenile Path Back Rehabilitation	Two hours per week (date flexible)	Pod G/H Classroom
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MEN NA	Mondays Nights @ 1900-2100	
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2004 Statistics

Attachment # 2
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GED programs:

(School year runs from August of one year to May of next)

Males:

Enrolled in GED class: 77

Took GED test - 25

Past GED test - 13

Partially Past GED (3 or more parts) - 12

Completed Workforce Development Course- 24

Females:

Enrolled in GED classes - 83

Took GED Test- 22

Past GED Test - 6

Partially Past GED (3 or more parts) - 16

Completed Workforce Development Course- 58

Juveniles:

Enrolled in GED classes: 37

Took GED Test- 4

Past GED Test - 4

Took FCAT - 5

Past FCAT - 5

Enrolled in ESE (students with special needs) - 17

AA Programs:

Women enrolled: 75

Men enrolled: 78

NA Programs:

Women enrolled: 75

Men enrolled: 85

Female Substance Abuse:

Women Enrolled: 45

Vision of Manhood:

Men Enrolled: 45

DAD's Classes:

Men Enrolled: 120

ABC class for men:

(Class ran from January - June 04)

Men Enrolled: 60

Womens Group:

Female Enrolled: 45

**DRUGS, INCARCERATION AND NEIGHBORHOOD LIFE: THE IMPACT OF
REINTEGRATING OFFENDERS INTO THE COMMUNITY**

EXECUTIVE SUMMARY

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EXECUTIVE SUMMARY

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INTRODUCTION

Criminologists have long been interested in uncovering the dynamics associated with the spatial distribution of crime in an effort to understand this phenomenon and how community context impacts the lives of people living in those neighborhoods. One vein of research has drawn upon social disorganization theory which focuses on the effects of ecological characteristics such as rates of poverty, residential mobility, and single parent families (Shaw and McKay, 1942; Sampson, 1988; Bursik and Grasmick 1993, and others). Another closely related vein has examined the structural and cultural impact of entrenched poverty (Wilson, 1987) whereas others have focused on opportunities for crime provided by structural changes in lifestyles and labor force participation (Felson, 1987).

Just as crime concentrates in certain communities, so do the efforts of the criminal justice system. Nationally, men are eight times more likely to go to prison than are women (Bonczar and Beck, 1997). The lifetime probability of spending time in prison is 28.5 per 100 for African-American males and 16 per 100 for Hispanic males, about six and three times higher, respectively, than for white males (Bonczar and Beck, 1997). Because poor men of color live in concentration in neighborhoods that are racially and economically homogeneous, some of the places where these men live are particularly hard-hit by incarceration. Depending upon the size of the neighborhood and the method of counting, studies have found that up to 30% of the adult male residents in particular neighborhoods are locked up on any given day (Lynch and Sabol,

1992; Mauer, 2000), up to 13% of adult males enter prison or jail in a given year (CASES, 2000) and up to 2% of all residents enter prison in a given year (Rose, Clear, Waring and Scully, 2000).

Recently, Rose and Clear (1998) theorized about the implications of this concentration of incarceration on community life. They built upon Bursik and Grasmick's (1993) reconceptualization of social disorganization theory which merged social disorganization and systemic theories to specify how the three levels of social control (private, parochial and public) mediate between deleterious environmental characteristics and crime. Rose and Clear (1998) theorized that the aggregate impact of incarceration damages networks of private and parochial social control by disrupting the social networks at their foundation. Thus, in this theoretical model, when public control occurs at high levels, private and parochial controls function less effectively. The result is higher levels of community disorganization and more crime. An empirical test of their theory (Rose, Clear, Waring and Scully, 2000) finds support for the proposition that high concentrations of incarceration increase, rather than decrease, crime.

This idea of incarceration as a form of "coercive mobility" (Rose, Clear, Waring and Scully, 2000) has considerable theoretical salience for contemporary criminology because it updates one of social disorganization theory's main constructs (residential mobility) to account for the new significance of incarceration. It also enhances our understanding of "collective efficacy" (Sampson, Raudenbush and Earls, 1997; Sampson and Raudenbush, 1999), the actualized action produced by social capital, since "coercive mobility" would destabilize the social networks necessary for local residents to positively affect community-level social control. Thus, "coercive mobility" might be seen as a mechanism that tends to damage social capital (Coleman, 1990) the resource on which neighborhoods rely for the quality of collective life. In

sum, the theory of "coercive mobility" argues that the aggregate impact of incarceration may have unintended consequences. This is because, at the neighborhood-level, this form of public control constrains the effectiveness of private and parochial control (Hunter 1985), thereby reducing the community's collective efficacy and, in the end, fostering the conditions that lead to more disorganization and more crime.

THE CURRENT STUDY: DATA AND METHODS

The purpose of this study was to investigate the aggregate impact of incarceration on the quality of community life in areas experiencing high concentrations of incarceration.

Specifically, we were interested in finding out how residents perceive incarceration impacting them, their families and their community overall. We were particularly interested in identifying problems associated with the process of removing and returning offenders, rather than the experience of incarceration itself, because we wanted to focus on how incarceration affects the networks of association which are the basis of informal social control. Thus, our approach was designed to identify factors associated with incarceration which either promote or reduce community stability and as a result, either promote or reduce crime.

To accomplish, we conducted a study of two Tallahassee, Florida, neighborhoods which had been identified earlier (Rose, Clear, Waring and Scully, 2000) as having high rates of incarceration relative to other locations in that city. We reviewed archival and contemporary documents about the development of these two neighborhoods and, employing a snowball approach, we interviewed over 30 local officials, community leaders and social service providers to understand the contemporary social and political context of these locations. These individuals

were also instrumental in providing initial referrals to residents. After pilot tests, we then conducted individual interviews and a series of four focus groups (attended by a total of 25 residents and 9 ex-offenders) with people either living or working in those areas. All interviews were transcribed and subjected to content analysis to explore major themes in the data (Lofland and Lofland, 1995).

We did not ask respondents directly about the impact of incarceration on social networks or public safety. Instead, our approach was to ask for general commentary about the impact of incarceration on themselves, their families and their communities, and then to explore the responses we received to these opening probes. The focus groups, led by a professional group facilitator, were conducted at various sites in the neighborhoods, and were hosted by a representative of the local neighborhood association. The facilitator was assisted by members of a local justice advocacy organization, one of whom had previously been incarcerated. Ex-offenders were interviewed separately from neighborhood residents to maximize everyone's comfort in talking about sensitive issues of incarceration and re-entry.

RESULTS: FOUR DOMAINS OF COMMUNITY IMPACTS

It is important to emphasize that respondents report a complicated picture of the effects of incarceration on their neighborhood. Some of the consequences they describe are "positive," in the sense that the neighborhood and its residents want their communities to be safer and sometimes they are better off when some residents are incarcerated. Not surprisingly, residents feel that justice is done when wrongdoers are apprehended, prosecuted, and sanctioned since they create problems for the quality of life of those who are law-abiding. Our respondents did

not hesitate to say that removing committed offenders makes the streets safer and their lives better.

At the same time, our respondents expressed opinions that show the negative effects of incarceration too. In our focus groups and interviews, respondents devoted more time to describing the negative impact of incarceration on their communities than they gave to the positive, and their passions seemed to be more readily engaged by these issues than the traditional matters of public safety. Ex-offenders raised the same kinds of themes as their neighbors, but also emphasized the heavy pressure they feel, from almost every source: the criminal justice system, everyday society, their neighbors, and their families.

Our analysis suggests four domains that capture the impact of incarceration on the individuals, families and the community-at-large: the problem of stigma, financial effects, issues regarding identity, and the maintenance of interpersonal relationships.

Incarceration and the Problem of Stigma

Being involved in the criminal justice system carries a negative social status. Neighborhoods that contain disproportionate numbers of incarcerated residents suffer from stigma in several ways. First and foremost, the status of "Offender" becomes an individual's master status and shapes the way others view him and the opportunities which come his way. Within the community the experience of incarceration is widespread yet stigmatizing among local residents. One sign of this is that incarceration is not discussed openly, even when neighbors know a nearby resident has been incarcerated. Sometimes, the stigma transfers to family and community. Families report feeling others sometimes look at them differently when

one of their own has been incarcerated. Finally, there is a loss of the community's reputation as a good place to live and/or do business when it becomes known as a place where many residents are, or have been, incarcerated.

The Financial Impact of Incarceration

One of the most significant points our respondents repeatedly make is that incarceration has adverse effects on the financial capacity of the neighborhood. Sometimes families experience financial relief when someone who has been a financial drain is incarcerated. More often, however, respondents report that families struggle to compensate from the financial loss of a breadwinner (regardless of whether the income came from legal or illegal sources). During incarceration, families frequently support the offender with spending money for food and other necessities and experience a financial drain by accepting collect phone calls and taking time off from work to visit. After incarceration, the family often continues to support the ex-offender upon his return to the community by providing both financial support and a place to live. Since ex-offenders find it very difficult to find employment at all, and when they do, often it provides a meager income, family support may continue for years. Finally, the communities experience financial loss when ex-offenders fail as employees in local businesses and when local businesses lose customers from idle residents congregating on the street.

Incarceration and the Problem of Identity

The residents and ex-offenders who live in communities that have high concentrations of residents flowing in and out of prison know they live in "problem" places. Thus, incarceration

can influence identity both directly and indirectly. In particular, respondents report that residents and ex-offenders often experience a loss of self-worth and self-esteem. At the same time, ex-offenders have such a difficult time making a successful re-entry into the community, they fail to become positive roles models. Part of this difficulty comes from the trouble ex-offenders have convincing others of their changed identity. Overall, the pervasive experience of incarceration results in community residents experiencing a sense of hopelessness and apathy.

Incarceration and the Dynamics of Community Relationships

Interpersonal networks are affected in multiple ways. At the minimum, when someone is incarcerated, spousal and parent-child relationships become strained or severed. Sometimes this means that the supervision of children suffers. The aggregate effect of these disruptions reduces the capacity of social supports for all concerned. Alternatively, sometimes removing a problem family member can improve relationships among remaining family members. Relationships in the community also are impacted. For instance, sometimes families isolate themselves from the community due to shame and real or perceived stigma. Thus, relations with neighbors can become strained. Relationships to neighbors for residents and ex-offenders often becomes strained when ex-offenders return from prison because neighbors are cautious, suspicious and fearful of ex-offenders at the same time that they welcome them home. Sometimes families or ex-offenders relocate to a different neighborhood to increase the chances of the ex-offender's successful reintegration. This may mean moving in with extended family members (which disburses the financial burden even wider) or losing support networks left behind in the old

community. Finally, interaction in the neighborhood becomes restricted as people reduce their public social interaction due to police surveillance.

DISCUSSION

These four domains of impact reflect immediate problems for communities experiencing high rates of incarceration and also have implications for long-term community stability. The human capital of offenders is impacted directly through incarceration in both positive and negative ways. For instance, ex-offenders tell about using incarceration as a time to change their lives by getting an education, getting off drugs and developing skills they would need for a successful transition into the community. On the other hand, incarceration reduces their human capital by failing to provide adequate counseling, schooling and training, (sometimes even training them in obsolete and outdated skills). When they are released, most offenders find it very difficult to find employment; those who do have unstable jobs earning meager wages. This study also revealed ways in which incarceration reduces human capital of non-offending residents. Single parents (usually mothers) in the community become more stressed and burdened, and they have more difficulty getting and keeping jobs. Children sometimes go hungry, attend school sporadically, are disciplined less frequently and sometimes engage in crime. For these children, the result is attenuated skills and diminished life chances.

Social capital in the community is also effected by incarceration because it is a mechanism which alters the networks of association which are the foundation of this important resource. Networks can be improved when removing a disruptive family member gives other family members a chance to heal and repair their relationships and "good" children who may

have been overlooked while their disruptive siblings lived at home may receive more attention when the sibling is removed from the family. Alternatively, networks are disrupted when families feel bad about their loss, often experiencing illness and depression, when relationships with extended kin become taxed, and spousal relationships are disrupted. Networks suffer further when neighbors isolate from each other because families withdraw from community life, or when neighbors become suspicious and/or fearful of those returning from prison. And finally, networks fail to form when the community becomes isolated from the larger society. Thus, while these issues surrounding incarceration are problematic on their own, they also are problematic because of how they influence the ability of community residents to form, sustain and build networks both within the neighborhood and between the community and the larger society.

Anger frequently was mentioned as an outcome of incarceration. Many times respondents were referring to feelings children experience when they "lose" a parent through incarceration but often they were referring to feelings they had at a system which they saw as unjust. In some ways, the most complex and yet most combustible issue arising from our study is the sense of oppression expressed by our respondents. The people in our interviews know that African-Americans are disproportionately involved in the prison system and that their neighborhoods lose residents to the prison system at rates higher than elsewhere. They also feel that government officials do not respond to the problems of jobs, income, housing, and childcare that concentrate in their neighborhoods with the same degree of urgency as in locations just a short distance away. In explaining these differences, they recognize the personal failings of the

men and women who end up in prison. But they also describe systems of inequality and injustice that establish the foundation for these concentrations of criminal justice activity.

Racism is a subtle theme, but an inescapable one. Some of our respondents are more comfortable raising it than others (we can only speculate about the effects of having a white research team doing the interviewing) but nobody disputed it when the topic came up. The people who live in the neighborhoods of our study are confident that injustice plays a role in the workings of the criminal justice system, and that the problems of their neighborhood are made more difficult by a larger societal pattern of injustice.

The criminal justice system does little to soften this feeling. Intent on preserving public safety, police focus their attention on newly released offenders, to the point where these men commonly feel under a form of civic harassment. Police cars, cruising around the neighborhood, seem in constant tension with young people. Although many of our respondents want to reduce crime and see this as occurring through more arrests and more enforcement, they also are asking for a scaling down of the police presence because they see the harm this does, too. Thus, another way incarceration impacts the quality of community life is by exacerbating and concentrating residents' feelings of oppression and further increasing their alienation from mainstream society.

The subsequent loss of legitimacy of the criminal justice system (LaFree, 1998) decreases both the incentive for law-abiding behavior and for residents to report crime that they see. This creates an "us" versus "them" mentality where residents want crime to lessen in their communities but where they are unwilling to collaborate with the police to accomplish it. This was, perhaps, the biggest contradiction expressed by our respondents. They clearly see crime as

a problem in their neighborhoods and want their areas to be safer. They simultaneously believe the police are harassing them unnecessarily and that the police could do more to eradicate crime if that was their intent.

Incarceration, Social Capital, and Drugs

This sentiment was particularly true with regard to drugs. For many of our participants, concern about public safety is linked closely to the problem of drugs. Often, this discussion makes a connection between disorder, criminal justice, and crime. Many of our respondents call for more criminal justice activity and more stringent criminal justice responses. Participants often indicated that tougher responses to crime would make the streets safer. This kind of concern is expressed more in relation to drug dealers than to other drug offenders. The former are seen in particularly harsh terms. Residents see the dealers as very destructive, damaging lives and taking over the streets. They see strong criminal justice measures as justified in relation to dealers.

Drugs, then, are the backdrop to this study. As a problem on their own they were hardly ever mentioned. True, many ex-offenders discussed their personal problems with drug addiction and described how this posed additional challenges for them upon their return to the community. It also is true that when discussing crime, community residents quickly brought up drug dealers and the problems they contribute to crime. But when we centered the conversation on incarceration and reintegrating ex-offenders into the community residents never mentioned drugs as an issue. We believe this is because they thought of drug dealers exclusively as outsiders and drug use was not problematic for the community. In fact, there was a tendency for residents to

be understanding about individuals and the crimes they commit, saying "it depends on the crime" and classifying many as not serious or comprehensible in the face of widespread unemployment and systemic discrimination. At the same time, however, they expressed concern about their own potential victimization when ex-offenders returned to the community.

RECOMMENDATIONS

It is clear that some offenders need to be incarcerated and this report does not recommend that incarceration be abandoned. Not only would that be unreasonable and impractical but to make such a recommendation would fail to recognize the positive aspects of incarceration. Clearly the community benefits when some people are removed. We note, however, that current policy initiatives that increase reliance upon incarceration have the effect of exacerbating the problems we have identified. The prudence of these policies must be considered in light of the way they affect neighborhood life in certain areas.

Our recommendations are designed to offset the effects of concentrated incarceration as induced by current policies. An alternative approach would be to call for a more selective use of incarceration and a wider array of sanctioning strategies that would do less damage to family relationships and the social networks in the communities. Although none of our participants called for an end to the use of imprisonment, many felt the need for a more restrictive use of prison sentences.

We take no position on this question, though we recognize the importance of the debate. Instead, implementation of our recommendations would offset the negative, unintended consequences of incarceration as it is now used, making it a more effective tool for social

control. The recommendations are not focused on the conditions of imprisonment. Rather, they focus on the kinds of services and programs that might improve the quality of life in the community. We recognize that the recommendations are not a panacea for the problems in the neighborhood studied, nor can they offset, in the short term, years of concentrated incarceration. Taken as a whole, however, we believe these recommendations would increase community safety by shoring up both residents and ex-offenders in the community. In doing so, human and social capital can be increased and the networks of association needed for informal social control can be revitalized.

Below we outline sixteen recommendations that emerged from our research in the two communities of Frenchtown and South City. We recognize that one of the limitations of the case study and focus group approach is that our findings might not be generalizable to other communities. We believe, however, that the issues raised by our participants are relevant to other high incarceration neighborhoods, even if the exact form of the service or program might have to be adapted to particular local areas. A general theory of new program initiatives in high incarceration communities would have informal social controls as a target for change, because these are the community supports that are disrupted by high rates of incarceration. In order to strengthen the capacity of informal social control, we recommend programs or strategies that ease financial burdens, ameliorate the costs of stigma, build pro-social identity, and strengthen family and community relations. In the realm of public safety theory, this would mean that we are in search of programs that promote "collective efficacy."

Finally, although the criminal justice system suffers from a credibility deficit in these neighborhoods, our participants see a role for the criminal justice system in dealing with the

problems they raised. One reason is that they see public safety as a significant problem where they live, and the common expectation is that criminal justice is supposed to provide public safety. Thus, our recommendations pertaining to the criminal justice system are inclusive and call for a role for criminal justice, not merely a series of new social programs.

The question is, how can we carve out a stronger role for criminal justice and related agencies that has as its target the invigoration of informal social control and collective efficacy? In our analysis, the actions of criminal justice are a part of the problem; how can they be revamped to become a part of the solution? We address these question by presenting a comprehensive strategy for high incarceration neighborhoods, one that targets these locations rather than applies across whole jurisdictions.

Recommendation 1

Target families of incarcerated offenders for an array of services. Appropriate services will alleviate many of the problems and the level of disorganization incurred immediately by many families when a member is incarcerated. These services might include:

- a. Short-term financial assistance for food, clothing and housing.
- b. Short-term, crisis-oriented, mental health assistance to deal with anger, depression, and self-esteem issues, particularly for children.
- c. Parenting classes.
- d. Dental and physical health assistance.
- e. Supervisory and recreational services for children.
- f. Adult mentors for children.

Recommendation 2

Facilitate contact between families and incarcerated family member. Assistance would promote the family bonds that are essential for successful reintegration into community life, and it also would help individuals maintain their ties with their children while incarcerated. Maintenance of family bonds, especially with children, often is an incentive for an inmate's "good behavior" while incarcerated. Assistance might include:

- a. Low-cost telephone service between inmates and their families.
- b. Assistance with transportation to prisons.

Recommendation 3

Provide services to children of prisoners to help stabilize their living situation. Many children lose one or more of their parents to incarceration, and many are raised by a caretaker relative – grandmother, aunt, or sister, for example, or are placed in foster care. These children, and their caretakers could benefit from the following services:

- a. Counseling for common problems, such as depression, anger, shame, and low self-esteem.
- b. Counseling for caretakers about how to talk with the children about the situation.
- c. Intervention regarding acting-out problems.
- d. Assistance in maintaining meaningful contact with the incarcerated parent, including family-oriented programs in prison.

Recommendation 4

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Implement comprehensive pre-release transition plans that address family needs. These plans would maximize the health of the family, optimize successful re-entry, and reduce recidivism by anticipating the problems incurred when an ex-offender is released. Transition plans might:

- a. Determine whether inmates should return to their families upon release.
- b. Determine whether released individuals should return to their communities or move to new neighborhoods.
- c. Determine whether families and released ex-offenders should move to new neighborhoods together.
- d. Identify employment and housing possibilities for families and returning offenders who choose to move to new neighborhoods.
- e. Link inmates to the exact services they need upon release, and begin the service delivery process prior to release.
- f. Address typical inmate fears, such as concern about partner faithfulness, community attitudes, etc.
- g. Provide family-focused interventions to cope with the strain of reintroducing the ex-offender into the family.

Recommendation 5

Provide transitional housing for ex-offenders. This would alleviate the immediate need ex-offenders have for a place to stay and prevent people from heading to the streets or the shelters. It also would relieve the burden families sometimes experience when they house ex-offenders.

Such housing, with a house monitor to assist ex-offenders in reintegrating, could function as a service center, facilitating the process of obtaining identification papers, clothing, employment, etc.

Recommendation 6

Modify low-income rules that disallow individuals with a felony record to acquire a lease. The inability of many ex-offenders to acquire a lease often forces them into transient living conditions and, in effect, undermines their acceptance of responsibility. It also can rupture marital and parental relationships, when, for example a man's wife is allowed a lease but must "sneak" him in to visit. Such an arrangement is also detrimental to the ex-offender's self-esteem and presents a poor model of fatherhood to children.

Recommendation 7

Assist ex-offenders in obtaining and retaining employment. Such assistance would alleviate the financial strain ex-offenders experience and the financial burden often absorbed by families, and it would also reduce the stigma associated with incarceration and unemployment. Assistance might include:

- a. Programs to help ex-offenders become self-employed.
- b. Employer education programs to promote the hiring of ex-offenders.
- c. Encouraging employers to hire ex-offenders through a program of government "bonding" to reduce the risk assumed by potential employers.
- d. Encouraging employers to provide full-time employment (40 hours per week) and benefits.

Recommendation 8

Make training, education, and legal assistance available to ex-offenders. Training and education are the foundation of quality employment. Ex-offenders who have trouble getting good jobs should be able to obtain job training. In addition, ex-offenders need basic information about legal issues and need assistance in solving legal problems. Ex-offenders also need help in restoring their civil rights and closing out any pending criminal cases and legal obligations. Affordable legal help is not typically available and thus, internships for students from the local law schools could be instituted to assist with the legal needs of ex-offenders and their families.

Recommendation 9

Reduce the initial financial pressures faced by ex-offenders immediately upon release. This can be accomplished by reducing the unnecessary burdens imposed by the criminal justice system, such as supervision fees, and providing short-term financial assistance to pay for such needs as security deposits and the first month's rent, initiating utilities, and obtaining toiletries and other basic necessities. Such financial assistance would reduce the incentive to participate in illegal activities for quick money.

Recommendation 10

Increase the availability of low-cost drug treatment programs for ex-offenders & families.

Currently available programming is insufficient to meet needs or, because it is not locally based, is not easily accessible to residents of these neighborhoods.

Recommendation 11

Form self-help support groups for ex-offenders. These groups would help model successful reintegration into the community where ex-offenders can talk to each other about the pressures and temptations they face, the frustrations of trying to make it, the discouragements of everyday life. They can also help head off relapse and recidivism by reducing anger and bolstering self-esteem.

Recommendation 12

Match ex-offenders to community mentors. Mentors would serve as advisors, contacts and support for returning offenders. They can help ex-offenders with very basic life skills, such as how to open a checking account and other mundane requirements. Mentors can also be part of the transition planning process and serve as advocates for the ex-offenders' needs and interests in re-entry. The mentor system can apply to families, as well, with families "adopting" other families for support.

Recommendation 13

Involve ex-offenders in neighborhood projects. Ex-offenders can play a role in a wide range of positive neighborhood activities, from organized sports programs to neighborhood reclamation projects. This would put ex-offenders in productive contact with fellow residents in neighborhood activities that lead to the overall improvement of the community. It also would reduce stigma and isolation associated with incarceration. These projects might include:

- a. Work programs that improve public space in the community.
- b. Renovations of housing and other building stock.
- c. Recreational sports programs.

Recommendation 14

Develop awareness programs to reduce the stigma of incarceration for ex-offenders. Destigmatizing individuals and communities should help reduce the pressures experienced by ex-offenders who are attempting to make a new start in the community. A broader understanding of the needs and obstacles facing ex-offenders will also enhance the quality of community life by countering some of the unintended consequences of incarceration. Programs might target:

- a. Police, to help alleviate difficult community tensions.
- b. Probation officers, to assist in the reintegration process.
- c. Employers, who may disdain or are fearful of hiring ex-offenders.
- d. Educators, who can talk about the problem of re-entry with greater sensitivity.
- e. The community-at-large, to encourage tolerance for returning felons.

Recommendation 15

Provide services at a neighborhood-based center. A neighborhood-based center would:

- a. Promote access to services for families and returning offenders.
- b. Enable services to be tailored to the specific needs of the community.
- c. Promote integration and informal networks by locating multiple services in one place.
- d. Involve neighborhood groups, such as the neighborhood associations, in the design and delivery of services.

- e. Transfer resources from society-at-large to the community by adding a local service entity to the neighborhood and by being a site through which financial resources can be funneled into the neighborhood.

Recommendation 16

Provide services through coalitions and partnerships of public and private sources. Human service organizations, both public and private non-profit, can organize coalitions to develop and concentrate their work in high incarceration communities. Private, for-profit organizations can contribute to the costs of public services, financially and programmatically. This would leverage the resources of both public and private interests and direct them toward community-based strategies, which might include:

- a. Police partnerships with resident groups to engage in problem-solving strategies and to provide families with support when they need it.
- b. Social service provider-neighborhood partnerships to coordinate and intensify local service delivery.
- c. Public-private partnerships to create new jobs for residents.
- d. Expert-citizen group partnerships that help resident groups develop grant proposals and new projects.

CONCLUSION

The perspectives of residents and ex-offenders can be seen as a call for change in the way justice services are provided in high impact communities. We can envision a comprehensive programmatic response to the problems that arise from high rates of incarceration concentrated in certain communities. While many of these services and programs can be provided by private or non-criminal justice agencies we think the criminal justice system is ideally situated to provide umbrella services for these families. It has direct knowledge of any families who are affected by someone's arrest and conviction, and the kinds of services families need are not dramatically different from the kinds of services required by victims of crime, a service area in which the criminal justice system has been improving for the last decade or so.

Many of the problems we discuss in this report are experienced by people associated with incarceration but who live in areas with a lower concentration of residents going to prison, than that in Frenchtown or South City. As a result, their problems are isolated, less characterized by their neighborhood, and they generally have more resources with which to face and fight their problems. By contrast, neighborhoods with high incarceration face several additional obstacles, making it more difficult for residents to cope with the problems associated with incarceration. For instance, most high-incarceration neighborhoods are poor, multi-problem areas; their residents have low levels of education and suffer high rates of unemployment. Children are raised in single-parent households, public housing is commonplace, and rental property dominates. There is a lack of many formal business, so that employment requires mobility outside of the neighborhood. Of household heads who work, many take more than one job at minimum wage, some work "off the books," and day labor is common. Schools are often

inadequate, with behavior problems, truancy, and poor academic achievement. These are the common problems afflicting the neighborhoods of "the underclass" (Wilson, 1987) and they come in mutually-reinforcing, interwoven systems of forces rather than as isolated deficiencies.

Socially disorganized areas (such as those with high incarceration rates) also tend to suffer from limited parochial social controls (Rose, 2000). Neighbors do not know one another well, nor do they interact with one another in consistent ways. There are few social clubs or organized community activities. All of the benefits that accrue from strong neighborhoods are noticeably absent from these places. The main external force operating in these places is the criminal justice system. It is in these places that police typically set up neighborhood offices when they practice community-oriented policing. Studies of these locations (CASES, 2000) show that millions can be spent in justice services, with dozens of citizens under formal justice surveillance, even in very small segments of larger neighborhood areas. In the absence of informal social controls, formal versions of externally-managed control systems dominate.

A strategy to counteract these problems must have three characteristics. It must be comprehensive, addressing the multiple levels of problems rather than one or two at a time. It must seek to add stability through strengthening social networks, rather than targeting specific individuals. And it must transform people and circumstances from their extant problem situations toward new pro-social equilibria. These strategies would be "building" strategies that add value to the community, rather than subtracting value. Our recommendations take this approach.

It is important to emphasize that not all offenders will "want to change;" that is, some offenders will earnestly resume their old lives upon re-entry. Likewise, not all families will be well-suited to receive ex-felons supportively upon their re-entry. We recognize that there are

public safety issues facing the criminal justice system that call for supervision, surveillance, and enforcement, and do not wish to undermine that fact. Our recommendations are meant for the case in which an offender wants to succeed but faces significant obstacles in doing so, and the offender's family wants to be a support system but lacks the capacity for doing so as fully as might be possible with services. This applies to many, if not most, of the situations involving re-entry to high incarceration neighborhoods. While we see these recommendations as particularly useful to the neighborhoods of Frenchtown and South City, we think they potentially would be useful to high incarceration locations, generally.

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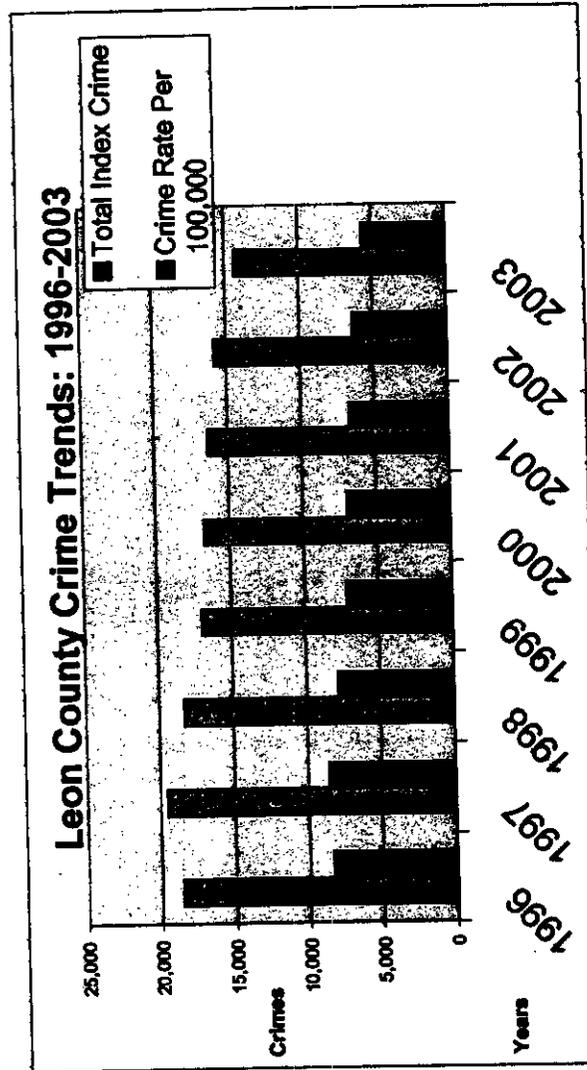
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Leon County Crime Trends: 1996-2003

Source: FDLE Crime Trends

Year	Population	% Change in Population	Total Index Crime	% Total Index Crime Change*	Murder	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny	Motor Vehicle Theft	Crime Rate Per 100,000	% Crime Rate Change Per 100,000*	% Cleared
1996	221,621	1.9%	18,559	-11.7%	15	148	473	1,576	3,276	12,024	1,047	8,374.21	-13.3%	25.36
1997	227,714	2.7%	19,527	5.2%	7	173	641	1,979	3,093	12,503	1,131	8,575.23	2.4%	27.18
1998	233,232	2.4%	18,265	-6.5%	7	140	601	1,739	3,477	11,255	1,046	7,831.26	-8.7%	26.61
1999	237,637	1.9%	16,967	-7.1%	5	194	566	1,862	3,234	9,799	1,307	7,139.88	-8.8%	33.24
2000	239,452	0.8%	16,684	-1.7%	9	147	525	1,844	3,581	9,563	1,015	6,967.58	-2.4%	34.5
2001	244,208	2.0%	16,347	-2.0%	7	177	543	1,730	3,492	9,257	1,141	6,693.88	-3.9%	31.2
2002	248,039	1.6%	15,781	-3.5%	9	202	464	1,424	3,391	9,252	1,039	6,362.31	-5.0%	27.5
2003	255,500	3.0%	14,328	-9.2%	8	193	404	1,277	3,138	8,381	927	5,607.83	-11.9%	26.9

* Percent changes in number and rate should be interpreted with caution. In small jurisdictions with low numbers of crime, a small increase in crime can produce a large percent change. In addition, increases or decreases of 100% may be due to agencies not reporting for the year or previous year or reporting "zero" crimes. When using number or rate changes, it is best to consider the number of crimes actually reported for the year and for the previous year.



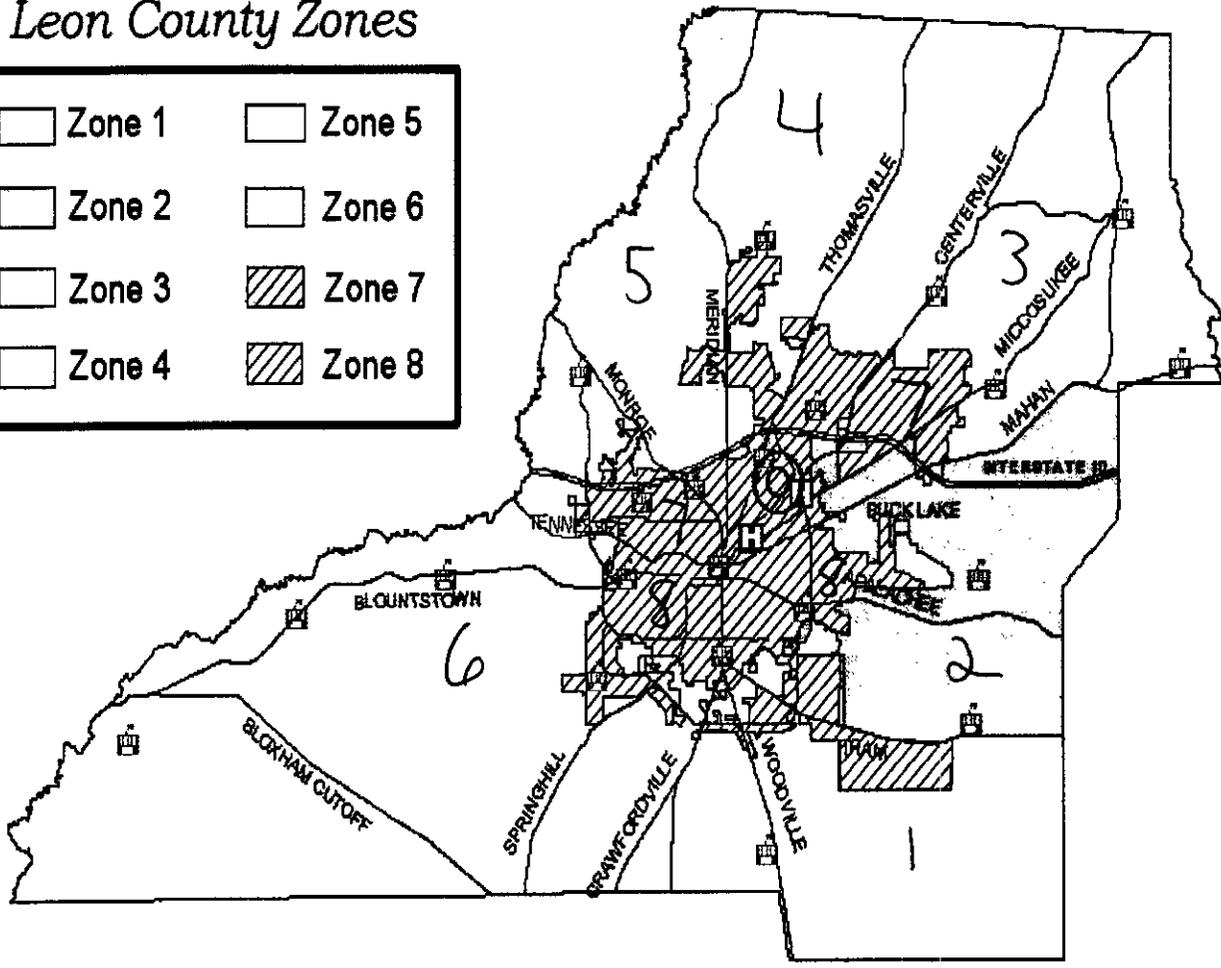
Leon County Sheriff's Office

Arresting Charges by Zone

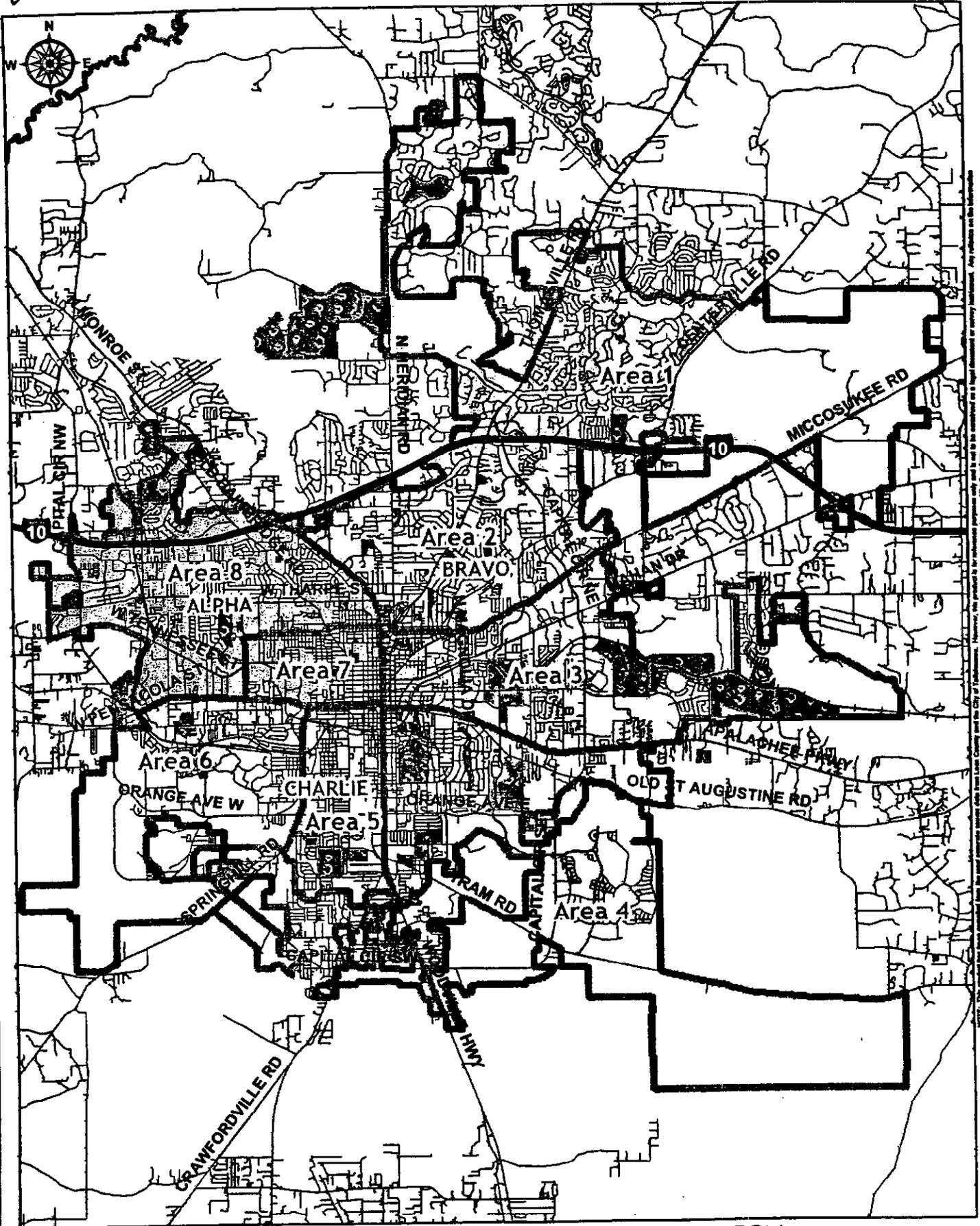
Calendar Year 2004

Leon County Zones

 Zone 1	 Zone 5
 Zone 2	 Zone 6
 Zone 3	 Zone 7
 Zone 4	 Zone 8



	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	Totals
Adult	615	167	115	200	516	513	861	966	3,953
Juvenile	67	61	16	51	37	50	167	220	669
Total	682	228	131	251	553	563	1,028	1,186	4,622



Source: TPD Printrak CAD & CrimeView, Prepared 5/19/05, by PenceP@talgov.com.

NOTE: This map was prepared for the City of Tallahassee by the City of Tallahassee Police Department. It is provided for informational purposes only and is not to be used for any other purpose. The City of Tallahassee is not responsible for any errors or omissions on this map.

Tallahassee Police Department

Arrests by Patrol Area

2004

	<u>Area 1</u>	<u>Area 2</u>	<u>Area 3</u>	<u>Area 4</u>	<u>Area 5</u>	<u>Area 6</u>	<u>Area 7</u>	<u>Area 8</u>	<u>Total</u>
Arrests	122	531	874	954	774	917	1,663	1,023	6,858

**TALLAHASSEE POLICE DEPARTMENT
 GENERAL ORDERS MANUAL**

 Proudly Policing Since 1841	SUBJECT Arrests		 Nationally Accredited 1986
	CHIEF OF POLICE 		
NUMBER 6	ISSUE DATE 11/15/2001	EFFECTIVE DATE 11/15/2001	TOTAL PAGES 1 of 8

AUTHORITY/RELATED REFERENCES

Section 790.052, Florida State Statutes, Concealed firearms/off-duty officers
 Chapter 901, Florida State Statutes, Arrests
 General Order 59, Transporting and Booking Procedures
 General Order 64, Vehicle Impounding
 General Order 71, Juvenile Civil Citation Program
 Vienna Convention on Consular Relations
 Diplomatic/Consular Immunity: Guidance for Law Enforcement

ACCREDITATION REFERENCES

CALEA Chapter 1, 71, 74

KEY WORD INDEX

Arrests with a warrant: Procedure VI
 Arrests without a warrant: Procedure V
 Decisions to arrest or not arrest: Procedures II and III
 Foreign Nationals Arrested: Procedure VIII
 General guidelines: Procedure I
 Obtaining an arrest warrant: Procedure VII
 Off-duty officer arrest authority: Procedure IV

POLICY

Officers of the Tallahassee Police Department shall use reasonable judgment and appropriate discretion when making decisions that may lead to an arrest. Officers shall abide by the United States Constitution, the Florida State Statutes, and other applicable legal guidelines in all arrest situations.

DEFINITIONS

Foreign National: (For purposes of consular notification) Any person who is not a citizen of the United States, including "aliens" who possess a United States "Green Card" and those illegally in the United States. A foreign national claiming the United States as one country in their dual citizenship shall be treated exclusively as a citizen of the United States.

On-duty police officers: Officers working their regular duty assignment or any special assignment compensated by the Department.

Off-duty police officers: Officers not engaged in on-duty or secondary employment activity.

Secondary employment: Employment where officers work for an entity other than the Department where a condition of the employment is the actual or potential use of law enforcement powers by the employed police officer.

PROCEDURES

I. GENERAL GUIDELINES

- A. When effecting arrests, officers shall ensure those rights mandated by the United States Constitution are provided to the arrested person.
- B. When effecting arrests, officers shall obey the laws of arrest as outlined in Chapter 901, Florida State Statutes.
- C. All arrested persons shall be handcuffed (hands behind back) unless circumstances reasonably justify otherwise. If reasonably necessary, additional or other restraint devices may be employed for the safety of the arrested person and the officer (see General Order 59, Transporting and Booking Procedures).
- D. When arresting any person who appears to be inebriated, intoxicated, or not in control of his or her physical functions, officers shall examine the arrested person to ascertain whether or not the person is in possession of medic-alert identification (bracelet, necklace, etc.) specifically delineating a medical disability that would account for the actions of the arrested person. If such identification is found, officers shall take immediate steps to ensure the arrested person receives appropriate medical attention for the disability.
- E. Officers are responsible for the safety and protection of arrested persons while in the custody of the Tallahassee Police Department, and shall ensure arrested persons are:

- Not left unattended.
- Provided appropriate medical care for any injury sustained during the arrest.

F. Officers are responsible for any personal property in possession of, or under the control of, a suspect at the time of the arrest. Officers shall ensure the property is either turned over to an authorized person of the arrested person's choice, properly impounded, or properly submitted to another agency. Refer to General Order 64, Vehicle Impounding, for more information on the disposition of an arrested person's vehicle.

II. DECISION TO ARREST

A. If a violation of law or ordinance has occurred, it is the responsibility of on-duty police officers and officers working secondary employment, using reasonable judgment and appropriate discretion, to take all steps necessary to affect an arrest of the suspect(s). Officers shall use appropriate officer safety tactics in every arrest incident.

B. Officers shall not make arrests outside their jurisdiction, except in:

- Fresh pursuit of a suspect for a violation occurring inside their jurisdiction.
- Mutual Aid situations.

C. Officers should not consider the following in any arrest situation:

- The victim's willingness to pursue criminal charges in court.
- The possibility that the suspect may not be prosecuted.

III. DECISION TO NOT ARREST

A. There may be situations where probable cause exists for the arrest of a suspect, but circumstances might cause officers to not effect an arrest. Some of these circumstances include:

- When the arrest would cause a greater risk of harm to the general public than not arresting the suspect (e.g., the suspect in a minor offense takes refuge in a large, volatile crowd).
- When police resources are limited and there are a large volume of high priority calls for service (e.g., arrests for minor offenses where the City or State is the victim during an extremely busy shift would take too much valuable officer time).

- When referral to a recognized diversion program seems a more appropriate and reasonable course of action (e.g., Juvenile Civil Citation Program, Neighborhood Justice Center).
- B. Even if an arrest is not made at the time of the crime, officers may obtain arrest warrants for suspects which they have probable cause to believe committed a crime.
- C. When officers do not effect an arrest in an incident, they shall still complete an offense report if anyone involved in the incident could subsequently:
- Claim to be physically injured.
 - Claim to have suffered a property loss.
 - Seek to pursue criminal charges against another person involved in the incident.
- D. If officers have questions or doubts about effecting, or not effecting, an arrest, they should seek the counsel of a supervisor (if supervisors have questions, they should seek the counsel of the Department's Legal Advisor).

IV. OFF-DUTY OFFICER ARREST AUTHORITY

A. While off-duty, officers shall not effect arrests:

1. In their own quarrels, in those of their families or friends, or in disputes arising between their neighbors except in circumstances where officers reasonably believe:
 - They are justified in using force to prevent injury or death to another person.
 - They are justified in using force in self-defense.
 - A serious crime has been committed.
2. For non-threatening crimes except when the violations are willful and repeated.
3. For traffic violations except when officers reasonably believe that an arrest must be made to prevent injury to themselves or another person.
4. Outside their on-duty jurisdiction (See Procedure II B above).
5. When they are under the influence of alcohol or taking medication, which impairs their judgment.

B. To avoid confusion to suspects, citizens, and responding on-duty officers, off-duty officers who are authorized to effect an arrest shall do so only when in possession of appropriate City of Tallahassee/Police Department identification, to include, but not limited to:

- Police identification card with photograph.
- City issued or authorized police badge.

C. Off-duty officers should be armed with one of their Department-approved firearms during any off-duty arrest when acting under the authority of this General Order and Section 790.052, Florida State Statutes.

- Off-duty officers shall not utilize any non-Department-approved firearm to take any law enforcement action authorized in this General Order and Section 790.052, Florida State Statutes unless it is used to prevent injury or death to themselves or another person.

D. Off-duty officers who affect arrests shall summon on-duty officers as soon as practical. Additionally they shall ensure the appropriate arrest/booking paperwork is completed contemporaneous with the arrest.

E. Off-duty officers shall submit other required police reports within twenty-four (24) hours of the arrest, unless directed to do otherwise by an on-duty supervisor.

V. ARRESTS WITHOUT A WARRANT

A. When effecting arrests without a warrant, officers shall comply with Chapter 901, Florida State Statutes, and current federal and Florida case law.

B. Officers shall not enter a dwelling or structure to affect a warrantless misdemeanor arrest, absent a valid exception to the search warrant requirement.

VI. ARRESTS WITH A WARRANT

A. Before effecting an arrest with a warrant, officers shall determine if:

- The person to be arrested is the one for whom the warrant is issued.
- The warrant is valid.

- B. Officers shall use reasonable diligence to ensure the person to be arrested is the person named in the warrant. When in doubt, officers shall use simple and direct means of checking identification when such means exist (e.g., photographs, fingerprint classifications, intelligence information).
- C. Officers shall verify the existence of all Leon County arrest warrants through the Leon County Criminal Justice Information System (CJIS). CJIS allows twenty-four (24) hour access to warrant information. Officers who have attended CJIS training may check the system directly. Other officers may request a check through a Public Safety Communications Operator.
- D. Officers shall verify the validity of non-Leon County arrest warrants through FCIC/NCIC. FCIC/NCIC allows twenty-four (24) hour access to warrant information. Officers who have attended FCIC Limited Access/CJIS Training may check the system directly. Other officers may request a check through a Public Safety Communications Operator.
- E. Officers shall verify arrest warrants and pick-up orders for juveniles by contacting the Juvenile Assessment Center (JAC).
- F. When effecting arrests with a warrant, officers shall comply with Chapter 901, Florida State Statutes, and current federal and Florida case law.
- G. Officers may arrest a person for whom they reasonably believe a warrant is outstanding; however, since Chapter 901, Florida State Statutes, only allows sheriffs and their deputies to execute arrest warrants, officers shall deliver the arrested person to a deputy sheriff for execution of process. Delivery of an arrested person to the Leon County Detention Facility or the Juvenile Assessment Center (JAC) meets the statutory requirement.

VII. ARREST WARRANTS

- A. To obtain an adult or juvenile arrest warrant, officers shall:
1. Complete and sign the probable cause form, and complete and sign (or have the victim sign) the warrant affidavit.
 2. Ensure both the probable cause form and warrant affidavit are properly notarized.

3. Contact the State Attorney's Office for review of the probable cause.
4. Deliver the approved probable cause form and warrant affidavit to the Leon County Sheriff's Office (LCSO) bailiff assigned to deliver such paperwork to a judge for review.
5. Pick up the signed paperwork from the LCSO bailiff and deliver it to the Clerk's Office to be logged in and entered into CJIS. The County Clerk receives misdemeanor warrants and the Circuit Clerk receives felony warrants.
 - If the warrant is a traffic warrant, officers shall complete a Uniform Traffic Citation for the applicable charge(s) and leave the appropriate copies with the Clerk of the Court.
- C. Once an arrest warrant has been obtained, regardless of who is going to serve it, officers shall write the necessary information on the Arrest/Search Warrant Log located in the Criminal Investigation Division.
 - The officer who originated the warrant shall complete a State Attorney arrest packet (file of all pertinent documents for prosecution of a criminal case) and submit it to the Criminal Investigation Division within ten (10) days from the date the warrant is issued.
- D. Officers are not responsible for sending arrest warrants to other jurisdictions. The LCSO Warrants Unit will send arrest warrants to Sheriff's Offices in other jurisdictions if there is a known address for the wanted person in the other jurisdiction.

VIII. ARREST OF FOREIGN NATIONALS

In accordance with the guidelines identified in this procedure, officers shall complete a Consular Notification upon the arrest of a "Foreign National". In some instances, this notification shall be mandatory, while in other instances the notification may be at the option of the foreign national.

- A. Upon the arrest of a foreign national, the officer shall first determine if the Consular Notification is mandatory or at the option of the foreign national.
- B. Officers shall review the Foreign Consular Notification Form (PD 372), which lists the mandatory notification countries and their applicable facsimile telephone numbers.

TALLAHASSEE POLICE DEPARTMENT

Attachment # 1
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- C. If the foreign national resides in a mandatory notification country, the officer shall advise the foreign national that notification shall be made to their consular officials.
- D. If the foreign national resides in a non-mandatory notification country, the officer shall advise the foreign national of the option for Consular Notification.
- Consular officials may assist the foreign national in obtaining legal counsel, may assist in family notifications, and may, otherwise, be able to respond to procedural questions.
- E. When appropriate, officers shall complete the Consular Notification Form and forward a facsimile copy to the appropriate Embassy.
- F. Officers shall utilize the web site from the United States Department of State to access facsimile numbers for non-mandatory notification countries.

http://www.state.gov/www/global/legal_affairs/ca_notification/ca_prelim.html

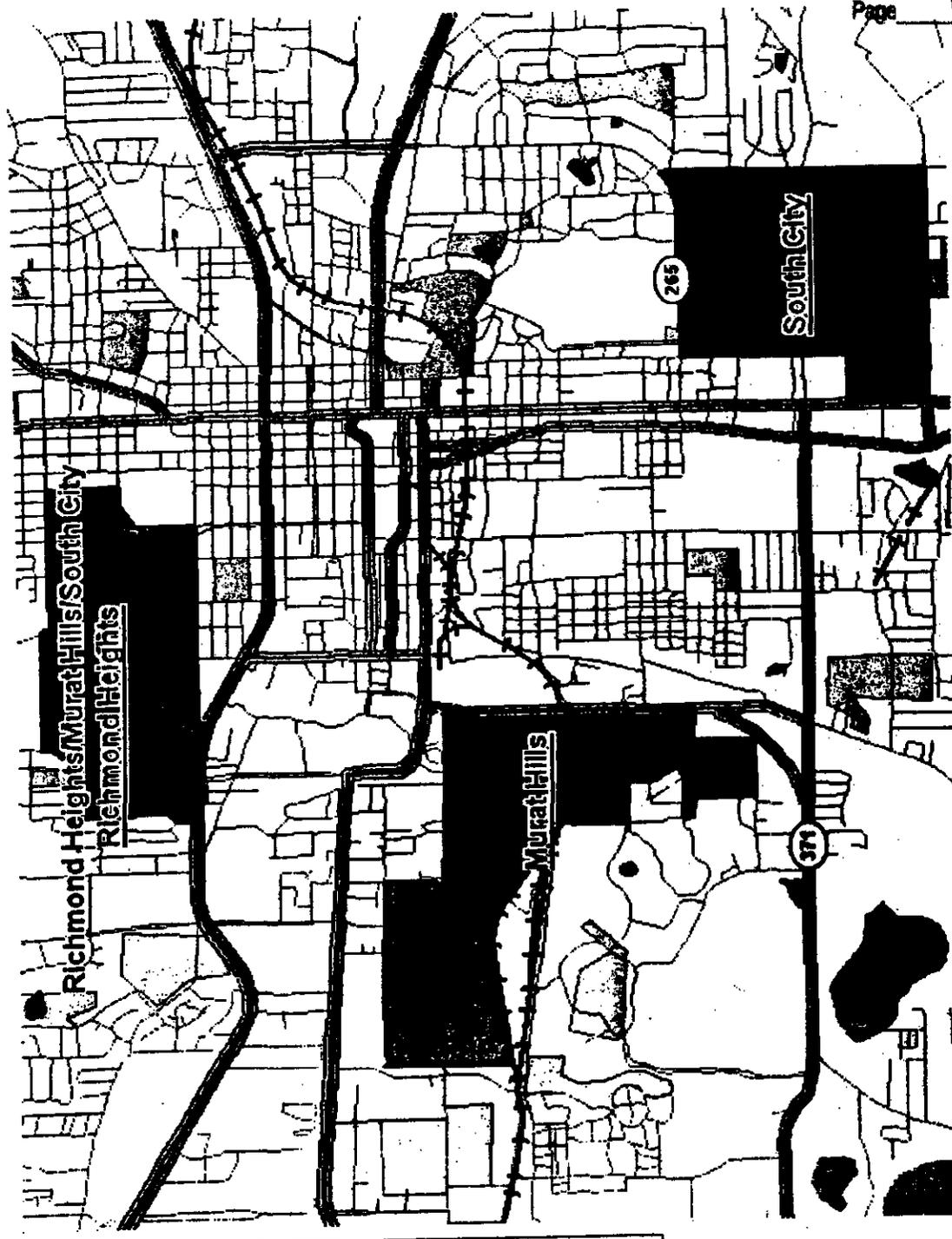
- G. Officers shall attach the form to their completed police offense or arrest report and note the date and time of the facsimile Consular Notification in the narrative section.
- H. Officers shall complete the Consular Notification prior to the end of their tour of duty.



Community Capacity Development Office

(formerly Executive Office for Weed & Seed)

Richmond Heights/Murat Hills/South City (Tallahassee, FL)



LEGEND	
	Weed and Seed Features
	Target Areas
	Safe Havens
Boundaries	
	States
	Counties
	Cities, Towns, and Villages
Infrastructure	
	Interstate Highways
	Major Roads
	Local Roads
	Railroads
Other	
	Waterways
	Parks and Landmarks

Map center (Long, Lat): -84.2857275, 30.4317765 Map width: 5.127 mile(s)

Incarcerated America

Human Rights Watch Backgrounder

April 2003

HUMAN
RIGHTS
WATCH

Attachment # 9
Page 1 of 5

According to the latest statistics from the U.S. Department of Justice, more than two million men and women are now behind bars in the United States.¹ The country that holds itself out as the "land of freedom" incarcerates a higher percentage of its people than any other country. The human costs – wasted lives, wrecked families, troubled children – are incalculable, as are the adverse social, economic and political consequences of weakened communities, diminished opportunities for economic mobility, and extensive disenfranchisement.

Contrary to popular perception, violent crime is not responsible for the quadrupling of the incarcerated population in the United States since 1980. In fact, violent crime rates have been relatively constant or declining over the past two decades. The exploding prison population has been propelled by public policy changes that have increased the use of prison sentences as well as the length of time served, e.g., through mandatory minimum sentencing, "three strikes" laws, and reductions in the availability of parole or early release.

Although these policies were championed as protecting the public from serious and violent offenders, they have instead yielded high rates of confinement of nonviolent offenders. Nearly three quarters of new admissions to state prison were convicted of nonviolent crimes.² Only 49 percent of sentenced state inmates are held for violent offenses.³

Perhaps the single greatest force behind the growth of the prison population has been the national "war on drugs." The number of incarcerated drug offenders has increased twelvefold since 1980. In 2000, 22 percent of those in federal and state prisons were convicted on drug charges.⁴

Even more troubling than the absolute number of persons in jail or prison is the extent to which those men and women are African-American. Although blacks account for only 12 percent of the U.S. population, 44 percent of all prisoners in the United States are black (Figure 1).

Census data for 2000, which included a count of the number and race of all individuals incarcerated in the United States, reveals the dramatic racial disproportion of the incarcerated population in each state: the proportion of blacks in prison populations exceeds the

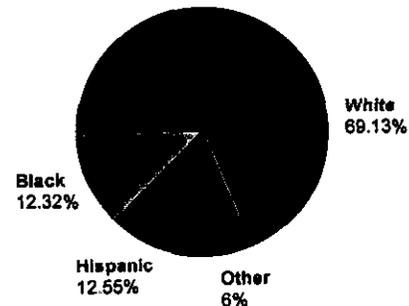
¹ Department of Justice, Bureau of Justice Statistics, "Prison and Jail Inmates at Midyear 2002," April 6, 2003, available at: <http://www.ojp.usdoj.gov/bjs/abstract/pjlm02.htm>.

² See Human Rights Watch, "Punishment and Prejudice," at <http://www.hrw.org/reports/2000/usa/>

³ Department of Justice, Bureau of Justice Statistics, "Prisoners in 2001," July 2002, p. 12, available at <http://www.ojp.usdoj.gov/bjs/abstract/p01.htm>.

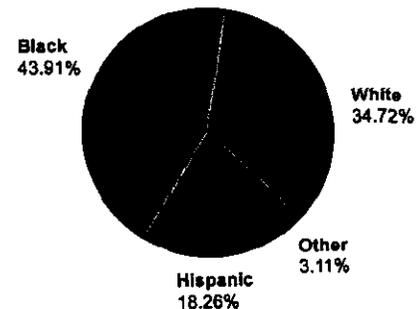
⁴ Ibid.

Figure 1
Race, Population, and Incarceration
U.S. Population by Race



Source: U.S. Census, 2000. White and Black excludes Hispanics.

State and Federal Inmates by Race



Source: Percentages calculated from data in Table 13, Department of Justice, Bureau of Justice Statistics, "Prison and Jail Inmates at Midyear 2002," April 6, 2003. White and Black excludes Hispanics.

Figure 2
Ratio of Percent of Blacks Among Resident Population to Blacks Among Incarcerated Population

Attachment # 9
 Page 2 of 5



	Black Percentage of State Residents	Black Percentage of Incarcerated Population	Ratio
Alabama	26%	61.9%	2.4
Alaska	3.5%	10.6%	3.0
Arizona	3.1%	13.3%	4.3
Arkansas	15.7%	44.4%	2.8
California	6.7%	28.7%	4.3
Colorado	3.8%	22.1%	5.7
Connecticut	9.1%	46.1%	5.1
Delaware	19.2%	63.1%	3.3
District of Columbia	60.0%	92.8%	1.5
Florida	14.6%	48.1%	3.3
Georgia	28.7%	61.7%	2.2
Hawaii	1.8%	3.9%	2.2
Idaho	0.4%	1.7%	3.9
Illinois	15.1%	62.9%	4.2
Indiana	8.4%	37.8%	4.5
Iowa	2.1%	19.7%	9.3
Kansas	5.7%	34.0%	5.9
Kentucky	7.3%	35.3%	2.2
Louisiana	32.5%	72.1%	2.2
Maine	0.5%	4.1%	7.7
Maryland	27.9%	72.3%	2.6
Massachusetts	5.4%	26.3%	4.9
Michigan	14.2%	48.9%	3.4
Minnesota	3.5%	28.5%	8.2
Mississippi	36.3%	70.5%	1.9
Missouri	11.2%	41.2%	3.7
Montana	0.3%	2.0%	6.6
Nebraska	4.0%	25.5%	6.4
Nevada	6.8%	27.3%	4.0
New Hampshire	0.7%	6.5%	8.9
New Jersey	13.6%	59.7%	4.4
New Mexico	1.9%	10.0%	5.3
New York	15.9%	54.3%	3.4
North Carolina	21.6%	61.1%	2.8
North Dakota	0.6%	3.3%	5.4
Ohio	11.5%	50.2%	4.4
Oklahoma	7.6%	31.3%	4.1
Oregon	1.6%	11.1%	6.8
Pennsylvania	10.0%	49.7%	5.0
Rhode Island	4.5%	35.9%	8.0
South Carolina	29.5%	67.2%	2.3
South Dakota	0.6%	6.9%	11.1
Tennessee	16.4%	49.0%	3.0
Texas	11.5%	38.8%	3.2
Utah	0.8%	5.9%	7.4
Vermont	0.5%	5.2%	10.3
Virginia	19.6%	61.7%	3.1
Washington	3.2%	18.1%	5.6
West Virginia	3.2%	34.9%	11.0
Wisconsin	5.7%	38.8%	6.8
Wyoming	0.8%	5.9%	7.8
National	12.3%	43.7%	3.5

Figures calculated on basis of U.S. Census Bureau data from Census 2000 on state residents and incarcerated population.

proportion among state residents in every single state. In twenty states, the percent of blacks incarcerated is at least five times greater than their share of resident population (Figure 2).

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Page 3 of 5

The official figures confirm what those who live in African-American communities know full well – too many blacks are behind bars, particularly black men. Indeed, nearly five percent of all black men, compared to 0.6 percent of white men, are incarcerated.⁵ In many states the rate is far worse. According to Human Rights Watch's calculations based on the 2000 U.S. Census, in twelve states more than ten percent of black men ages 18 to 64 are incarcerated.⁶ The Justice Department reports that nationwide, a similar percentage of black men in the ages 20-29 are behind bars.

⁵ Department of Justice, "Midyear 2002," p. 11, Table 14.

⁶ Human Rights Watch, "Race and Incarceration" at: <http://www.hrw.org/backgrounder/usa/race/pdf/table3.pdf>

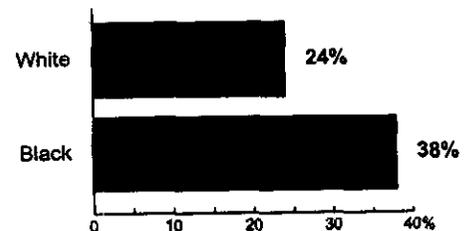
⁷ Data calculated from Department of Justice, "Midyear 2002," p. 11, Table 14.

⁸ Human Rights Watch, "Race and Incarceration" at: <http://www.hrw.org/backgrounder/usa/race/pdf/table2a.pdf>

The absolute level of black incarceration should be cause for national concern. But so should the striking disparity with white incarceration. Nationwide, black men of all ages are incarcerated at more than seven times the rate of white men, according to the Justice Department.⁷ Again, shocking as such a national average is, it masks even worse racial disparities in individual states. In thirteen states, black men are incarcerated at more than ten times the rate of white men.⁸ No state is free of significant disparities.

The national war on drugs has perhaps been the primary factor behind the extraordinary rates at which blacks are incarcerated. Drug offenses account for nearly two out of five of the blacks sent to state prison. More blacks are sent to state prison for drug offenses (38 percent) than for crimes of violence (27 percent). In contrast, drug offenders constitute 24 percent of whites admitted to prison and violent offenders constitute 27 percent (Figure 3).

Figure 3
Drug Offenders as a Percent of State Admissions by Race



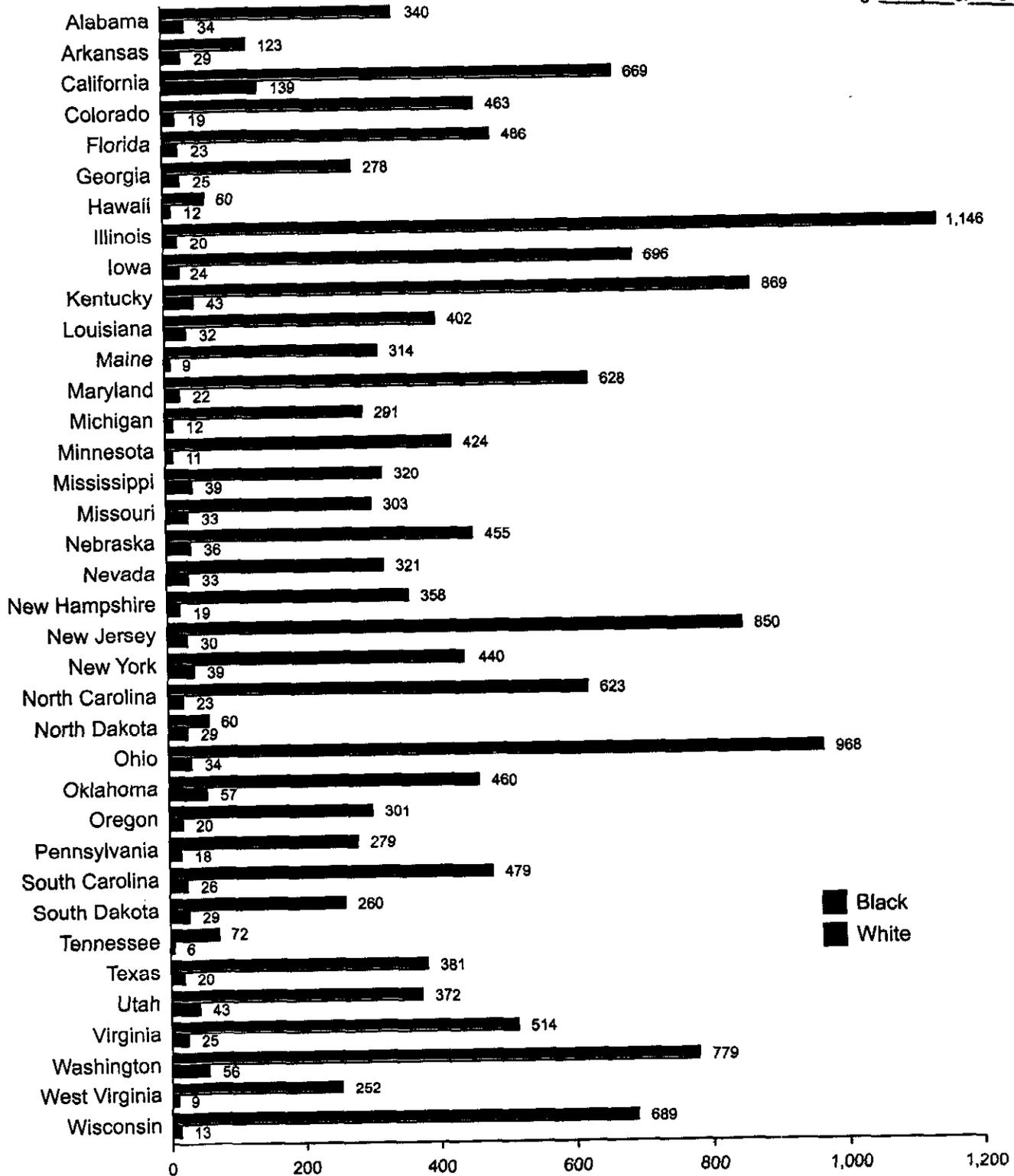
Source: Calculated from National Corrections Reporting Program, 1996 data.

African-Americans are arrested, prosecuted, and imprisoned for drug offenses at far higher rates than whites. This racial disparity bears little relationship to racial differences in drug offending. For example, although the proportion of all drug users who are black is generally in the range of 13 to 15 percent, blacks constitute 36 percent of arrests for drug possession. Blacks constitute 63 percent of all drug offenders admitted to state prisons. In at least fifteen states, black men were sent to prison on drug charges at rates ranging from twenty to fifty-seven times those of white men. (Figure 4 and Figure 5).

The high and disproportionate rate of minority incarceration, particularly in the context of the war on drugs, is a grave challenge to the country. It exposes and deepens the racial fault lines that weaken the country; contradicts principles of justice and equal protection of the laws; and undermines faith among all races in the fairness and efficacy of the criminal justice system.

Figure 4
Prison Admissions for Male Drug Offenders by Race

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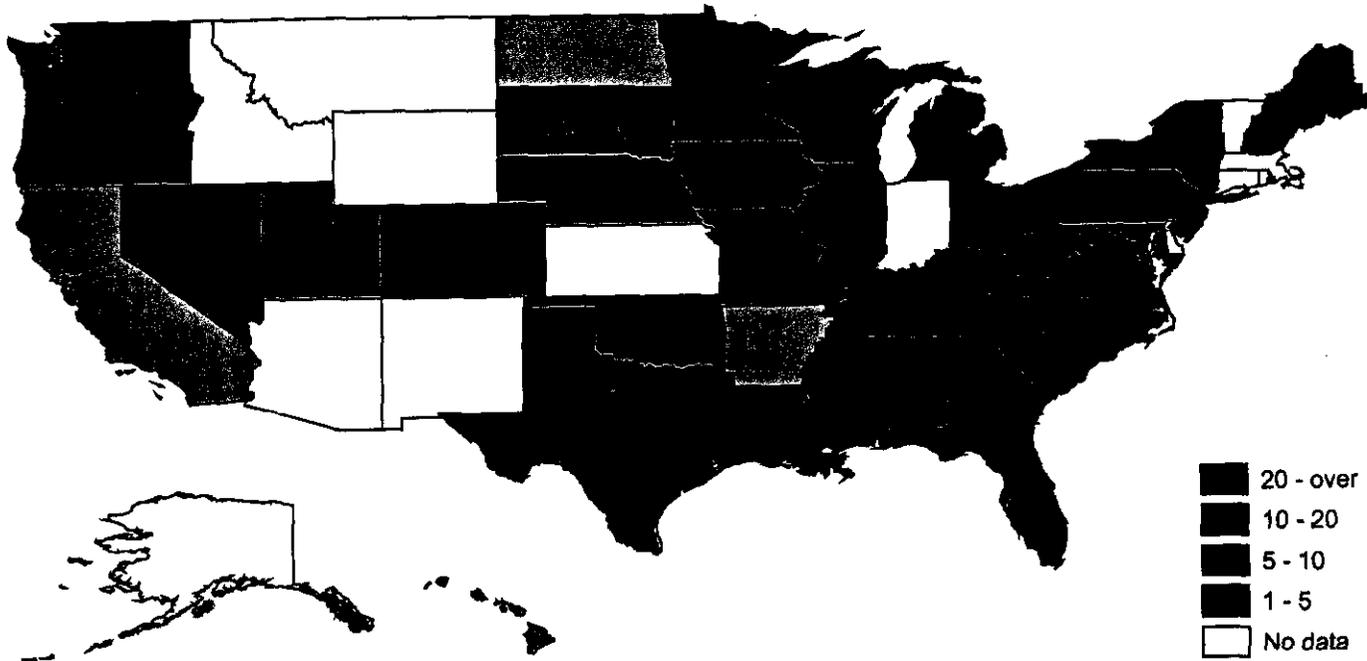


Source: Calculated from National Corrections Reporting Program, 1996, and Bureau of Census, 2000 data.

Figure 5
Male Drug Offender Admissions by Race: Ratio of Black and White Rates

Rates calculated per 100,000 residents

Attachment # 9
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Source: Calculated from National Corrections Reporting Program, 1996, and Bureau of Census, 2000 data.

States have choices in the means by which to promote community well-being, protect public safety and curb the drug trade. Over the last two decades, the choice was imprisonment. Prison is, of course, a legitimate criminal sanction, but it should be used as a last resort – i.e. *used only for serious crimes -- and the length of the sentence should be commensurate with the conduct and culpability of the offender.* Unfortunately, too many states have opted instead for sentencing policies that mandate long sentences even for nonviolent, low-level drug offenders.

The budgetary demands of swollen prison populations at a time of fiscal crisis are currently forcing states to reconsider their sentencing policies. We believe they should examine the cost-effectiveness, fairness, and wisdom of adopting shorter sentences, eliminating mandatory minimums and increasing the use of alternatives to incarceration. Although financial pressures now compel the reassessment of sentencing policies, public officials should take the opportunity to consider the damage caused by unnecessary and excessive incarceration, and the consequences of dramatic racial disparities among those who are placed behind bars.

Extensive statistical data on prison and jail populations can be found at the Department of Justice, Bureau of Justice Statistics Web site: <http://www.ojp.usdoj.gov/bjs/>

Related Human Rights Watch Reports:

Race and Incarceration in the United States, February 2002, <http://www.hrw.org/backgrounder/usa/race/>

Punishment and Prejudice: Racial Disparities in the War on Drugs, May 2000, <http://www.hrw.org/reports/2000/usa/>

Collateral Casualties: Children of Incarcerated Drug Offenders in New York, June 2002, <http://www.hrw.org/reports/2002/usany/>

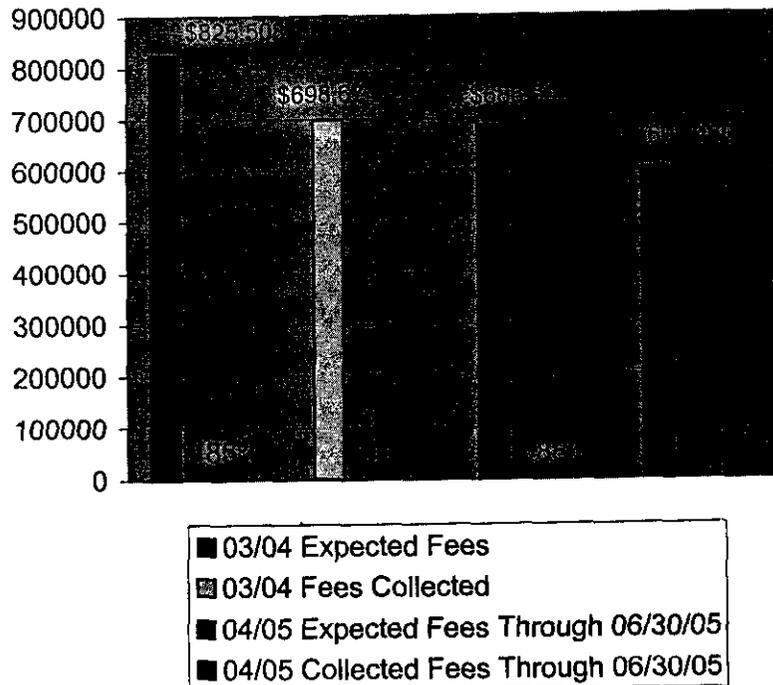
Cruel and Usual: Disproportionate Sentences for New York Drug Offenders, March 1997, <http://www.hrw.org/reports/1997/usny/>

Losing the Vote: The Impact of Felony Disenfranchisement Laws in the United States, October 1998, <http://www.hrw.org/reports98/vote/>

Leon County Probation Division Revenue Collections

Attachment # 10
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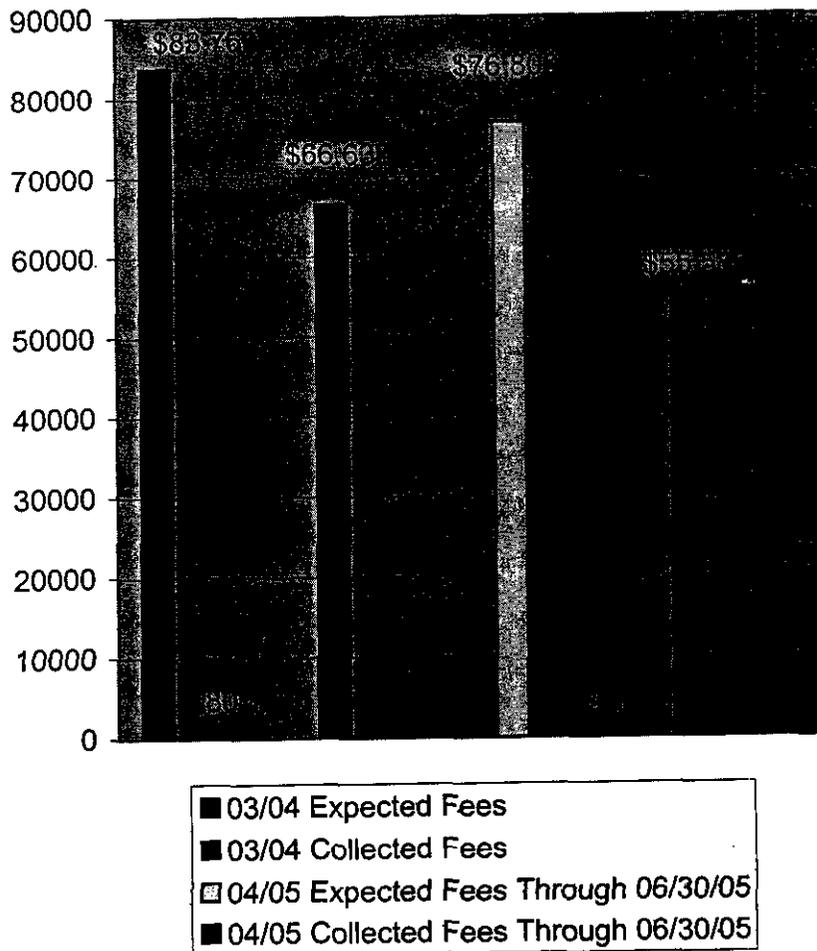
COUNTY PROBATION SUPERVISION FEES FOR FISCAL YEARS 03/04 AND 04/05



Note: The monthly caseload average for FY 03/04 was 1,383 and for FY 04/05 was 1,453 (9 month period).

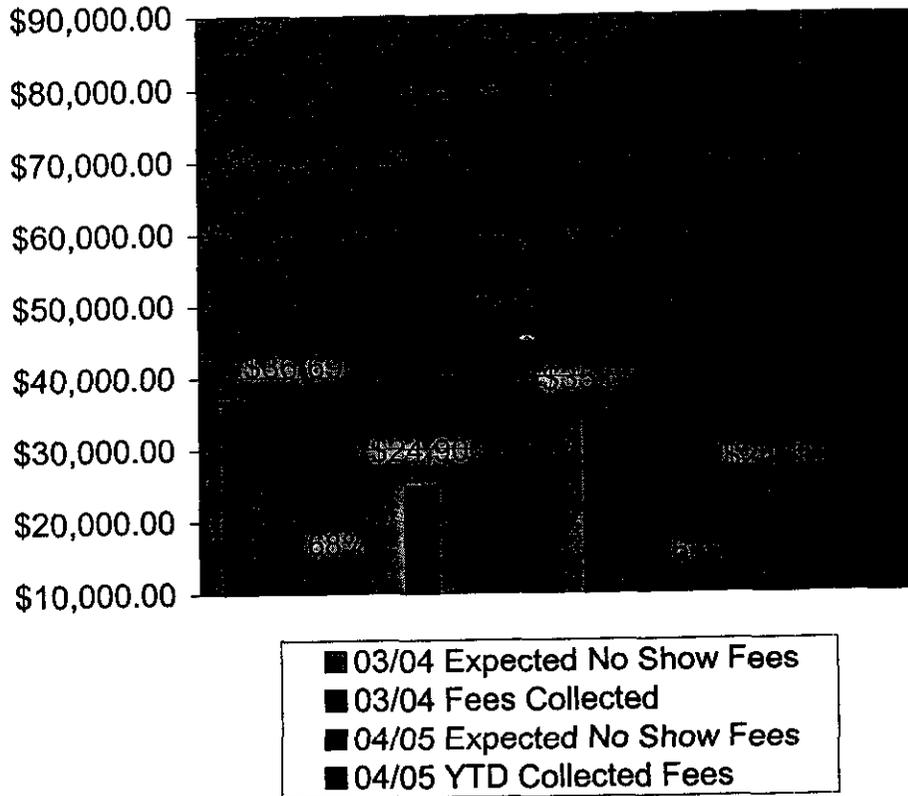
- Eighty percent collection rate is the goal for each month.
- In October 2003, the supervision fee was increased from \$40.00 to \$50.00 per month.
- The Clerk's projected collection rate for FY 04/05 is \$801,947.68.
- Probation's expected collection is \$871,800.00.

**COUNTY PROBATION WORK PROGRAM
 FEES FOR FISCAL YEARS
 03/04 AND 04/05**



- Based on collections thus far, the Clerk projects a collection of \$74,107 for FY 04/05.
- Based on the number of participants, Probation expects to collect \$102,400 in FY 04/05.

**COUNTY PROBATION WORK PROGRAM
 NO SHOW FEES FOR FISCAL YEARS
 03/04 AND 04/05**

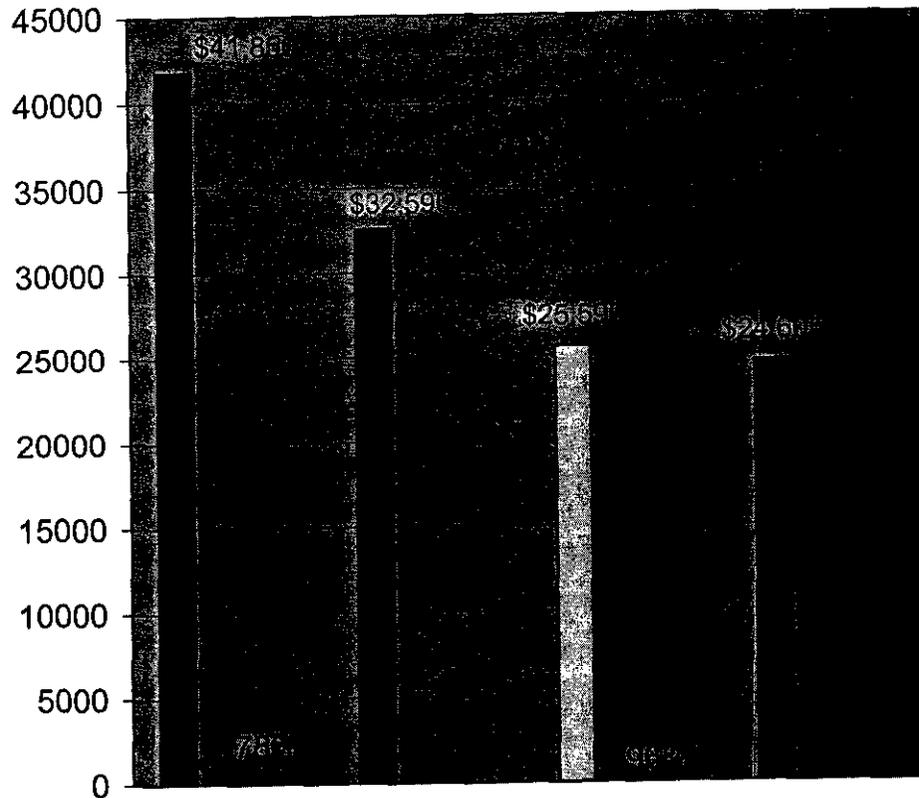


Note: There were 1,375 no shows in FY 03/04. 152 (11%) of these no shows were excused. Therefore, the official number of no shows for FY 03/04 is 1223.

Note: There were 1,267 no shows in FY 04/05 through June 30, 2005. 97 (8%) of these no shows were excused. Therefore, the official number of no shows in FY 04/05 through 06/30/05 is 1,170.

- The Clerk projects a collection of \$32,027 for FY 04/05.
- Probation expects a collection of \$46,752 in FY 04/05.

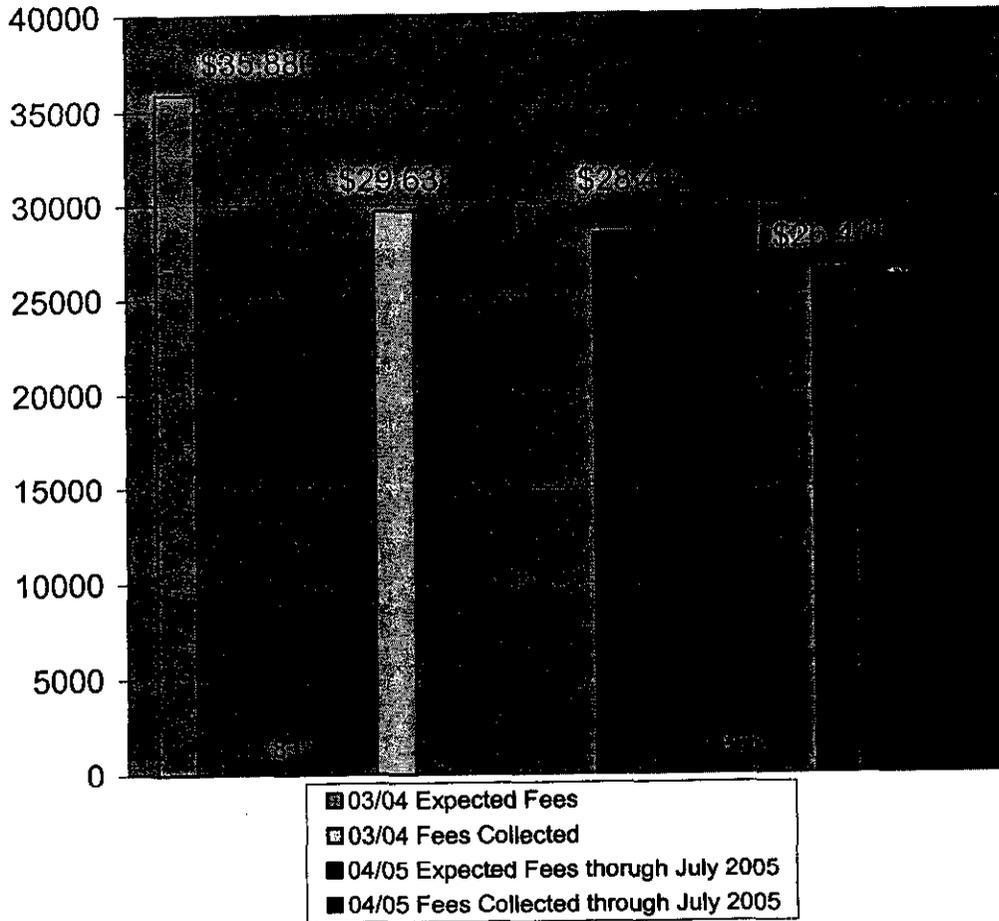
**COUNTY PROBATION COMMUNITY SERVICE FEES
 FISCAL YEARS 03/04 AND 04/05**



- 03/04 Expected Fees
- 03/04 Fees Collected
- 04/05 Expected Fees Through 06/30/05
- 04/05 Collected Fees Through 06/30/05

- Based on collection thus far, the Clerk projects a collection of \$32,807 in FY 04/05.
- Based on number of participants, Probation expects to collect \$33,792 in FY 04/05.

**SUPERVISED PRE-TRIAL RELEASE PROGRAM
 ADMINISTRATIVE FEES FOR FISCAL YEARS
 03/04 AND 04/05**



Note: In FY 03/04, a total of 1,196 defendants were released from jail and maintained an active status to allow payment of the administrative fee. Of these, 988 (83%) paid the required fee.

Note: Between October 1, 2004 through June 30, 2005 (9 months of FY 04/05), a total of 947 defendants have been released from jail and maintained an active status to allow payment of the administrative fee. Of that total, 883 (93%) have paid the required fee.