

# **Phase 2 Study of the Community Corrections Division**

## **ORANGE COUNTY, FLORIDA**



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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

This chapter of the report provides a summary of the scope of this Phase 2 analysis of Community Corrections Division programs, the approaches which the project team took to conduct this portion of the study and a summary of the principal findings, conclusions and recommendations arising from the analysis.

## **1. PROJECT SCOPE OF WORK**

The objective of this study was to evaluate the management, staffing and operations of various alternatives to incarceration programs operating in Orange County's Department of Corrections' Community Corrections Division. The Phase 1 project examined to Home Confinement Program. In this phase of the study the project team examined the other programs in the Division, namely:

- Pre-Trial Release
- Pre-Trial Division
- Alternative Community Service Program
- County Probation
- Work Release Program
- Central Intake

Specific objectives of the Phase 2 study of the Community Corrections Division, then, included the following:

1. Evaluate statutes and administrative orders pertinent to the programs.
2. Review of the organizational structures, program policies and procedures, staff authority and supervisory oversight to determine program effectiveness.
3. Conduct a survey of other corrections alternatives' programs in operation in

- Florida and elsewhere around the country to compare operational and programmatic features which could be utilized in Orange County.
4. Analyze and assess staffing levels and caseloads of the programs.
  5. Assess and analyze the programs' use of technology and its effectiveness as well as opportunities to enhance the technology in use.
  6. Evaluate the feasibility of privatizing the programs.
  7. Analysis of the potential of discontinuing the programs and the impacts of such closure on the criminal justice system within Orange County.

The review also included examining electronic monitoring with other Community Corrections Division programs.

## **2. APPROACHES UTILIZED IN THIS STUDY**

Matrix Consulting Group took a comprehensive approach to evaluating the issues in the project scope of work. The steps taken included the following:

- The project team met with staff in the County Administrator's Office, the County's Department of Corrections as well as other justice system stakeholders to obtain their views on the history of the use of alternatives to incarceration, study issues associated with the use of these programs as well as opportunities for improvement.
- The project team interviewed management staff in each of the Community Corrections Division programs. The focus of these interviews were program policies and procedures, staff roles and responsibilities as well as opportunities to improve the programs.
- Data were collected which documented program policies and procedures, workloads and workload trends, program revenues and costs. The project team also developed a 'profile' of the personal and justice characteristics of program assignments in 2012.
- A comparative survey was conducted of other alternatives to incarceration programs in operation in Florida and elsewhere around the country to understand use and practices which could be useful to Orange County, Florida.
- Throughout this process the project team met with County Administrative Office and Community Corrections Division staff to apprise them of study progress and issues.

Collectively, these steps provided the project team with a thorough understanding of Community Corrections Division program services, process and workloads as well as issues associated with its use.

### **3. THE PHASE 2 PROJECT IN PERSPECTIVE**

As indicated above, this report is the second phase of the analysis of programs in the Community Corrections Division (CCD). The project team began its assessment in the spring of 2013 when there was controversy over the use of the Home Confinement program. In response to that and in the transition of managers in CCD, a number of positive changes have occurred which impacted the situation found by this project team as it began the second phase in the summer. Some of these changes include the following:

- Changes in management of the Division and supervision of individual units to focus more on performance, service and accountability.
- The creation of a Quality Assurance unit within the Community Corrections Division to ensure that service and justice commitments are met.
- Continuing to review and revise policies and procedures in each unit of the Division and for the Division overall.
- More experience with the risk assessment and evaluation tool, ORAS which assists intake and certain CCD programs triage the level of supervision and programs required or desired for specific clientele.
- Beginning the process of implementing a new case management system to replace many manual processes or outdated automated processes.

Because of these changes, evaluating the Community Corrections Division now is a 'work in progress'. Moreover, many practices which could have been issues for this study are being addressed by staff in the Division. These issues are identified in this report.

**4. SUMMARY OF RECOMMENDATIONS**

In the following table is provided the principal findings, conclusions and recommendations to be found in this report together with cost impacts, where appropriate.

<b>PRE-TRIAL RELEASE</b>
Convene a Public Safety Coordinating Council process to develop guidelines for all forms of pre-trial release.
The Chief Judge and staff from the Community Corrections Division should brief all new incoming judges on the use of the Pre-Trial Release Program.
Develop quarterly performance review reports for the Community Corrections Division, the Judiciary and the County which track a variety of output and outcome measures. The Public Safety Coordinating Council should determine the appropriate mix and frequency of reports in support of established program criteria.
Continue to explore merging a re-instituted home confinement / electronic monitoring program with the Pre-Trial Release Unit in the Community Corrections Division. Monitor caseloads and determine staffing levels based on the mid-point of comparative caseloads at the level of 64:1. Adjust staffing, as appropriate.
Adjust caseload expectations by 10% for Community Corrections Officers who handle or primarily handle cases for Spanish-only speaking assignments.
Continue to support the Quality Assurance team in addressing consistency issues in Pre-Trial Release and in other Community Corrections Division programs.
With the transition to the new Case Management System reduce the reliance on paper files where electronic-only is sufficient.
Work with the judiciary to moderate the 'zero tolerance' policy and develop an administrative hearing process of dealing with minor violations to the terms of pre-trial release.
<b>PRE-TRIAL DIVISION</b>
Work with the State Attorney to establish formal criteria for waiving PTD program fees for people for whom this would represent an economic hardship. This will restrict staff discretion to some extent but will address inconsistency among staff and over time.
Establish a foundation for donations of participants to programs. A Board of Trustees would make a decision each year on the use of the 'donations' from PTD assignments. The use of these funds should have a tie to victims of crime in some way. However, direct donations to any specific not-for-profit should be discontinued because of the position of interest resulting from the receipt of these donations.
Work with the State Attorney's Office and enlist the Public Safety Coordinating Committee to review policies relating to the types of offenders eligible for diversion. The current Tier 1 and Tier 2 policy may be continued but it would be continued with the full understanding and cooperation of the PSCC.

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The State Attorney has control over the criteria utilized to determine assignments to the program, the individuals assigned, the data in support of assignments and the terms of completion. Given this level of control and issues associated with interface with Community Corrections program staff in Pre-Trial Diversion as well as consistency, the State Attorney should take responsibility for this program.

Without the transfer of responsibility for the diversion program the State Attorney's Office and the Community Corrections Division need to work together to address consistency and interface issues regarding records which both entities need access to for individual assignments.

The Community Corrections Division staff need to utilize the scanners in each office to transfer records between CCD and the State Attorney's Office.

Generalize rather than specialize caseloads with a view to better balancing caseloads among Community Corrections Officers.

**COUNTY PROBATION**

Formally define caseload standards generally and adjust them for any additional tasks associated with case specialization.

Continue to reduce data issues and manual process in Probation and between Probation and other CCD units.

**ALTERNATIVE COMMUNITY SERVICE**

The Community Corrections Division should reduce the number of Corrections Officers by three (3) positions, dedicating the roles of the three (3) remaining to site and participant oversight; the Division should increase the number of Corrections Aids by three (3) positions to perform administrative duties for the program.

The number of participating work sites should be reduced by at least 20%.

Take steps prior to the implementation of the new Case Management System to reduce paper filing of certain records and reports.

Work with the judiciary on more standardized policies regarding the conversion of hours to fees, or vice versa.

ACS, Probation and Central Intake need to develop a 'matrix of assignments and supervision' for the program which clarifies the roles of each in each process. This coordination should be expanded to include assignment and revised assignment policies.

For now, retain Alternative Community Service as a County program.

**CENTRAL INTAKE**

Continue to utilize ORAS, including the PS-9 pre-assessment tool but monitor potential improvements in the tools and uses of the system

Continue to allow discretion at intake but 'standardize' that discretion as much as possible to continue ORAS validation goals.

Reconfigure or modify the filtering tool used by the Central Intake Unit to assign clients to an ACS worksite to ensure that all criminal justice characteristics, client availability, physical limitations, and all other factors relevant to worksite placement are automatically included in the process.

Re-engineer business processes which are currently manual and duplicative in preparation of the new case management system.

### **WORK RELEASE**

The current “demand” (suitable population) for Work Release, as well as capacity in terms of human resources, is appropriate, even though there is more room in the building. Expanding eligibility for the program carries risks and, likely, costs as well.

The CCOs should develop metrics related to the appropriateness or “quality” of inmates for Work Release and track these, to support future decisions regarding Work Release. The report should include: age of inmate, nature of offence, nature of prior offences, whether the inmate had an ID and Social Security number when coming to Work Release, whether he/she has prior work experience, number of days served, number of days working outside of the facility while on Work Release, and whether he/she has a job at the time of release. Some of this information is already collected by the Department of Corrections, but it should be organized in a report format so that trends in population and efficacy of the program can be analyzed over time.

As staff attrition takes place in the future, it is important to ensure that the elements that have made that program successful are maintained, in particular strong relationships and a high level of service provided to employers and aggressive efforts to find job openings and market Work Release inmates for those jobs.

Work Release staff should explore creative means to expand the programs offered at the facility despite other demands on inmates’ time. Options include shorter workshops, evening and weekend programs, or allowing inmates to reduce their work hours if they are attending another program that may be beneficial. Given the changing population at the Work Release center, a needs assessment to identify the best programs for this community might be a good first step.

The transportation issue is one of some contention within Work Release, made more challenging because of cultural and organizational disconnect between security staff and Community Corrections staff (discussed in the next section). However, since providing at least some transportation to and from work could increase inmate control and improve overall operations it should be seriously considered.

Given Orange County’s strong current emphasis on security, the Security Operations role will continue to be dominant within Work Release. Managers should continue efforts to maintain communication between the distinct areas of the operation.

Community Corrections’ employment efforts should be reorganized into a single unit to allow for more flexibility in meeting needs of the program.

Community Corrections managers should explore the possibility of expanding the Work Release “Employment Agency” model to other operational areas, either as a single entity serving multiple functions or by duplicating the approach taken in Work Release.

Community Corrections staff in Work Release should interact more with other operational areas. Managers should consider rotating staff in different, complimentary areas so that the divisions have a better understanding of the different work areas and can share models of success.

The existing CCO operations in Work Release are effective and efficient, and provide value to inmates and to the County. Outsourcing is usually considered when this is not the case. At this point, we see no benefit to outsourcing these functions.

The Employment Agency model within Work Release has shown itself to be effective and beneficial. Community Corrections should explore ways to replicate or expand this model within the organization.

## 2. OVERVIEW OF COMMUNITY CORRECTIONS PROGRAMS

This chapter of the report introduces the scope of Community Corrections programs that operate in Orange County. More complete descriptions of each of these programs is provided in Attachment A – Profile of Community Corrections Programs.

### 1. PRE-TRIAL RELEASE

The Pre-Trial Release Unit exclusively works with clients that have not been sentenced or referred to a diversion program. Courts may assign individuals to the program as either a condition of bail or in lieu of bail. The unit also encompasses mental health cases, working with Lakeside to adequately supervise those individuals. Recently, however, the number of clients assigned the program has dropped significantly in conjunction with the suspension of the home confinement program. Common causes of revocation from the program include new arrests, technical violation (a failed drug test, for instance), or the failure to appear for a court date or appointment. A case is ‘successful’ in the program in the event court termination, incompetence to proceed with prosecution, nolle prosequi, diversion contract, or a not guilty verdict being reached.

The next two tables document the overall success rate of Pre-Trial Release, including Mental Health Pre-Trial Release:

Pre-Trial Release	2010	2011	2012	2013	TOTAL
Successful	3,730	3,536	2,827	1,325	11,418
Unsuccessful	649	619	549	320	2,137
%	85.18%	85.10%	83.74%	80.55%	84.23%

<b>Mental Health Pre-Trial</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
Successful	41	59	97	36	233
Unsuccessful	8	22	27	13	70
%	83.67%	72.84%	78.23%	73.47%	76.90%

**2. PRE-TRIAL DIVERSION**

The county’s pre-trial diversion program was created in 1974 by the office of the Ninth Circuit State Attorney in order to provide offenders with a low risk of re-offending to be ‘diverted’ from the criminal justice system and avoid being formally convicted of a crime. Today, the program handles, with some exceptions, first time offenders that have committed either a DUI Tier 1 or 2, in addition to certain types of misdemeanors, such as petty theft. Assignment to the program, rather than resulting from a court order, depends entirely on the referral from the state attorney’s office. Pre-Trial diversion clients have only recently been processed through Central Intake, having been processed within PTD using a similar process.

The number of clients assigned to the program has fluctuated somewhat in recent years, despite retaining a steady rate of successful completion by clients, as displayed in the chart below:

	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
Successful	1,487	1,875	1,479	852	<b>5,693</b>
Unsuccessful	511	513	433	271	<b>1,728</b>
%	74.42%	78.52%	77.35%	75.87%	<b>76.71%</b>

**3. ALTERNATIVE COMMUNITY SERVICE**

The Alternative Community Service (ACS) unit administrates all community service referrals to CCD from a variety of sources, including the Ninth Judicial Circuit Court, Federal authorities, Florida Department of Corrections (discontinuing in October

2013), Traffic Court, and Collections Court, as well as from the Probation and Pre-Trial Diversion programs within CCD itself. Clients are assigned an ACS case manager by the Central Intake Unit. ACS personnel are in charge of the contracts with partnered outside agencies, documenting the hours completed by clients, issuing non-compliance letters, and communicating with court clerks, as well as with probation and diversion officers, regarding requirement completion and expiration.

A minimum of 16 hours of community service must be completed each month that an ACS case remains active. Failure to do so does not necessarily result in a client's revocation. Although caseload totals are expected to decrease beginning in October once DOC clients are no longer accepted into the program, they have remained steady in recent years, as evidenced by the following table (note that 2013 is not shown because it is a partial year and DOC clients will not have been accepted from October):

	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>TOTAL</b>
Successful	5,789	6,046	5,029	19,399
Unsuccessful	1,420	2,036	2,153	6,744
%	80.30%	74.81%	70.02%	74.20%

#### **4. PROBATION**

The County's misdemeanor probation program is divided into three units—Intensive, Moderate, and Telephone Reporting – with each corresponding to a different level of supervision appropriate for the level of risk for re-offense each client poses. Intensive Supervision clients may also have more of an impact on workload than clients in other units, as in the case of domestic violence cases, where the officer must also

communicate with the victim(s) involved in the case. Urinalysis is conducted as per the specific terms of the client's court ordered sentence.

The court does not determine which supervision unit a client will be placed into, as the Central Intake Unit, with two notable exceptions, instead controls this process. Depending on how a client scores on the full 35-question ORAS in the first scheduled appointment, an Intensive Supervision case may be transferred to the Moderate Supervision Unit– excluding domestic violence and sex offender. Likewise, a high score on the full ORAS questionnaire may give a Moderate Supervision officer cause to transfer the client to Intensive Supervision.

The following chart documents the overall success rate for all levels of probation from 2010 to 2013:

<b>Probation</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>TOTAL</b>
Successful	2,950	2,531	2,315	8,895
Unsuccessful	1,315	1,418	1,304	4,718
%	69.17%	64.09%	63.97%	65.34%

## **5. CENTRAL INTAKE UNIT**

The Central Intake Unit (CIU) is the starting point for all clients of CCD, with the exception until recently of those referred to the Pre-Trial Diversion program. The Central Intake Unit handles the placement of clients into probation categories and ACS worksites as well as assessing which program an offender may be assigned. The CIU additionally invoices all client fees with payments of fees collected by the Cashier's Office.

## **6. WORK RELEASE**

Work Release is an alternative to incarceration that allows individuals sentenced to the County detention system to serve in a specialized facility where they may work outside of the detention system complex during the day and return to the Work Release Center at night. While it was originally designed for inmates who were already employed, this is now the exception and most inmates seek employment once at the center. The facility currently has capacity for about 304 inmates. At the time of this assessment, the facility held 129 inmates of whom 93 had outside, paid employment.

The role of the work release is to maintain security while helping inmates meet requirements for employment. In addition, “graduates” of the WRC remain in contact with their Community Corrections officers and continue to use that office as a resource to learn about job openings. There is a ‘split responsibility’ for inmates in Work Release – with County Correctional Officers responsible for custody and Community Corrections Officers responsible for programs and job placement.

### **3. PROFILE OF COMMUNITY CORRECTIONS ASSIGNMENTS**

With the assistance of Orange County Department of Corrections Information Technology staff, the project team developed a 'profile' of the personal and justice system characteristics of Community Corrections Division program assignments in 2012. The results provide insight into how the programs were used in the past year.

#### **1. INTRODUCTION**

The following sections contain our project team's analysis of all 2012 participant data for each of the programs within the Community Corrections Division, including Pre-Trial Release, Pre-Trial Diversion, Alternative Community Service, Work Release, and Probation. Each section is divided into three sub-sections: Program Demographics, Justice Characteristics, and Program Performance. The analysis contained in this chapter is not intended to provide any conclusions; rather, it is designed to serve as an empirical basis for the analysis which will lead to the development of the final report.

#### **2. PRE-TRIAL RELEASE**

The first program reviewed in this assessment of assignments to Community Corrections Division programs is Pre-Trial Release. The team examined characteristics in isolation and also in comparison to the other pre-trial release program which operated in 2012, the Home Confinement Program.

#### **3. PROGRAM DEMOGRAPHICS**

The first table examines simple descriptors of program assignments – age and gender. The results show that most assignments were male (70%) and over 45% of assignments were under the age of 30 years (with 65% of participants in the Pre-Trial

Release program are within the ages of 18 and 34). These results were comparable to those of the Home Confinement profile for 2012.

Age	#	%
< 18	11	0.31%
18 – 20	475	13.53%
21 – 27	1,110	31.61%
28 – 34	717	20.42%
35 – 41	450	12.82%
42 – 48	363	10.34%
49 ≤	385	10.97%
<b>TOTAL</b>	<b>3,511</b>	<b>100.00%</b>
Gender	#	%
Male	2,467	70.26%
Female	1,044	29.74%
<b>TOTAL</b>	<b>3,511</b>	<b>100.00%</b>

Because pre-trial release decisions are made not just on offense and other justice characteristics but also on community ties and stability, the project team examined the marital status of assignments. These results are shown below:

Marital Status	#	%
Single	2,496	71.09%
Married	580	16.52%
Divorced	247	7.04%
Legally Separated	126	3.59%
Widowed	24	0.68%
Unknown	38	1.08%
<b>TOTAL</b>	<b>3,511</b>	<b>100.00%</b>

A low percentage – 16.5% of program assignments were married at the time they were in the program. This result was comparable to the Home Confinement profile in 2012.

**(2) Justice Characteristics**

The project team collected and analyzed data pertaining to the justice characteristics of program assignments to the Pre-Trial Release program in 2012. The first table, below, examines the bail status of assignments.

Bail Range	#	%
\$0	301	9.09%
≤ \$1000	1,381	41.71%
\$1,001 – \$2,000	738	22.29%
\$2,001 – \$3,000	313	9.45%
\$3,001 – \$4,000	124	3.75%
\$4,001 – \$5,000	102	3.08%
\$5,001 – \$6,000	115	3.47%
\$6,001 >	237	7.16%
<b>TOTAL</b>	<b>3,311</b>	<b>100.00%</b>

Bail amounts for program assignees were, on average, low. A finding in the Home Confinement program was that 60% of assignments had bail amounts under \$5,000. For the Pre-Trial Release program the comparable percentage was over 89%. There were four (4) clients with total amounts above \$100,000,

Charge	#	%
Misdemeanor	1,754	52.97%
Felony	1,519	45.88%
Other / Unknown	38	1.15%
<b>TOTAL</b>	<b>3,311</b>	<b>100.00%</b>

The misdemeanor population made up the majority of the assignments in 2012, at almost 53%. In the Home Confinement Phase 1 study it was determined that 28% of the assignments in 2012 were misdemeanants.

**(3) Program Performance**

The project team examined the length of stay of Pre-Trial Release program assignments in 2012. The results are shown in the following table:

<b>Days in the Program</b>	<b>#</b>	<b>%</b>
<b>≤ 0</b>	5	0.14%
<b>1 – 30</b>	683	19.45%
<b>31 – 60</b>	1,209	34.43%
<b>61 – 90</b>	442	12.59%
<b>91 – 120</b>	254	7.23%
<b>121 – 150</b>	164	4.67%
<b>151 – 180</b>	159	4.53%
<b>181 – 210</b>	100	2.85%
<b>210 &gt;</b>	230	6.55%
<b>Unknown</b>	265	7.55%
<b>TOTAL</b>	<b>3,511</b>	<b>100.00%</b>
<b>AVERAGE</b>	<b>73.4</b>	<b>–</b>
<b>MEDIAN</b>	<b>45</b>	<b>–</b>

- Almost 20% of program assignments in PTR were in the program for 30 days or less. In the Home Confinement program, over 27% of assignments were in the program for less than 30 days.
- Over 47% of program assignments were in PTR for between one and two months. The proportion in the Home Confinement program was almost the same.
- Almost 26% of PTR program assignments were in the program for more than 90 days. The comparable percentage in the Home Confinement program in 2012 was 24%.

- The weighted average for PTR in 2012 was 73 days in the program; it was 60 days in the Home Confinement program.

Finally, the project team examined the release reasons for termination in the program. The following table shows that the vast majority of PTR program assignments “successfully” completed their stay. The points after the table summarize this element:

Category	#	% (excl. Unknown)
No Information Notice	1,480	45.59%
Sentenced	953	29.36%
Revoked	283	8.72%
Unknown	265	8.16%
Signed Diversion Contract	145	4.47%
Failure to Appear	141	4.34%
Court Ordered	113	3.48%
New Arrest	109	3.36%
Enrolled in Drug Court	8	0.25%
Not Guilty	6	0.18%
Died	5	0.15%
Successful Closure	2	0.06%
Closure of Interest	1	0.03%
<b>TOTAL</b>	<b>3,511</b>	<b>–</b>

- Almost 9% of PTR assignments were termed in the system as ‘revoked’. There were, however, an additional 7.7% who were terminated from the program because of a failure to appear or re-arrest for a combined total of almost 17% of program assignments.
- By comparison, in Home Confinement over the same period, only 7% of program assignments were revoked.

The comparison with the Home Confinement program is interesting – PTR participants were more minor offenders yet were in the program longer and were violated a higher percentage of the time.

### 3. PRE-TRIAL DIVERSION

The next program reviewed in this assessment of assignments to Community Corrections Division programs is Pre-Trial Diversion.

#### (1) Program Demographics

The first table examines simple descriptors of program assignments – gender and marital status. The results show that most assignments were male (almost 58%) and 15% were married at the time of inception into the program.

Gender	#	%
Male	1,105	57.4%
Female	819	42.6%
<b>TOTAL</b>	<b>1,924</b>	<b>100.0%</b>
Marital Status	#	%
Single	1,437	74.7%
Married	289	15.0%
Divorced	118	6.1%
Legally Separated	33	1.7%
Widowed	10	0.5%
Unknown	37	1.9%
<b>TOTAL</b>	<b>1,924</b>	<b>100.0%</b>

#### (2) Requirements of Pre-Trial Division Participants

The project team collected and analyzed data pertaining to the justice characteristics of program assignments to the Pre-Trial Diversion (PTD) program in 2012. The table, below, displays the requirements of PTD participants based on the terms of diversion for each participant – the percentages should be interpreted as the proportion of participants who were required to one or more of the program features and / or fees.

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Type	#	%
Drug Test Fee	1,917	99.8%
Community Service	1,915	99.7%
Intake Fee	1,914	99.6%
SA Fee	1,907	99.3%
Cost of Supervision	1,897	98.8%
Investigative Fee	1,286	66.9%
Random UA	1,213	63.1%
Substance Abuse Treatment	1,046	54.5%
Other Conditions / Court Orders	859	44.7%
Other Programs (e.g., anger management counseling)	792	41.2%
Non-Profit Donation	782	40.7%
DUI Counter Attack School	780	40.6%
Victim Impact Panel	779	40.6%
Ignition Interlock	519	27.0%
Impulse Control	484	25.2%
Substance Abuse Evaluation	459	23.9%
Miscellaneous	13	0.7%
Other Fees	4	0.2%

There are several PTD requirements which were near universal to participants, including:

- Fees for intake, drug testing and supervision as well as the requirements for the process for which the fee is incurred.
- Community service through the Alternative Community Service program in CCD.

It should be noted that the percentages are those of the overall PTD population even though some of the requirements affect all of a particular population (e.g., ignition interlock of diverted drunk drivers).

**(3) Program Performance**

The project team examined the length of stay of assignments in the Pre-Trial Diversion.

Duration	#	%
≤ 100	176	10.4%
101-200	590	34.8%
201-300	422	24.9%
301-400	393	23.2%
401-500	90	5.3%
501-600	24	1.4%
601-700	2	0.1%
<b>TOTAL</b>	<b>1,697</b>	<b>100.0%</b>

- Just over 10% of the PTD population were in the program for around 3 months, typically for terminations.
- However, 70% were in PTD for up to a year, the usual contract period.
- 30% were in the PTD program for over 10 months with about 7% in the program for 13 months (reflecting early releases and extensions, respectively).

The project team also obtained data regarding the disposition of diversion cases through PTD. These data are displayed below.

Reason for Closure	#	%	Avg. Duration
Early Termination	648	38.2%	250.4
Successful Closure	634	37.4%	243.8
Revoked	242	14.3%	241.0
Voluntary Withdrawal	96	5.7%	170.0
New Arrest	73	4.3%	173.5
Closure of Interest	3	0.2%	81.7
Died	1	0.1%	219.0
<b>TOTAL</b>	<b>1,697</b>	<b>100.0%</b>	<b>238.4</b>

- While 14% of PTD participants in 2012 were terminated through a judicial process, an additional 4.3% were terminated because of another arrest.
- Only 37.4% of participants successfully completed all elements of PTD assignment requirements. However, an additional 38.2% were early terminations for a combined total of 75.6%.

The overall successful closure rate, depending on the definition of 'successful' was approaching 80%

#### **4. ALTERNATIVE COMMUNITY SERVICE**

The next program examined by the project team was the Alternative Community Service (ACS) program in which participants are required by Court order or another CCD program to work with public or not-for-profit agencies in Orange County.

##### **(1) Program Demographics**

The first table, below, provides the demographic breakdown of participants in the ACS program in 2012.

<b>Gender</b>	<b>#</b>	<b>%</b>
<b>Male</b>	4,809	69.9%
<b>Female</b>	2,067	30.1%
<b>TOTAL</b>	<b>6,876</b>	<b>100.0%</b>
<b>Marital Status</b>	<b>#</b>	<b>%</b>
<b>Single</b>	5,220	75.9%
<b>Married</b>	1,023	14.9%
<b>Divorced</b>	415	6.0%
<b>Legally Separated</b>	95	1.4%
<b>Widowed</b>	48	0.7%
<b>Unknown</b>	75	1.1%
<b>TOTAL</b>	<b>6,876</b>	<b>100.0%</b>

- About 70% of program participants were male.

- About 15% of program participants were married at the time of assignment to the program.

The next section examines the justice characteristics of assignments to the Alternative Community Service program in 2012.

## **(2) Justice Characteristics**

The table, below, describes the charge characteristics of assignments to ACS in 2012. While the basic breakdown on charges are either felony or misdemeanor, the data also breaks down misdemeanors further.

Type	#	%
<b>Felony</b>	2,438	36.0%
<b>Misdemeanor</b>	1,781	26.3%
<b>DUI</b>	2,240	33.1%
<b>Traffic</b>	314	4.6%
<b>Civil Court</b>	2	0.0%
<b>Unknown</b>	1	0.0%
<b>TOTAL</b>	<b>6,776</b>	<b>100.0%</b>

- Just over one-third (36%) of assignments to the ACS program were charged with a felony level offense.
- In addition to the 26.3% 'misdemeanor' population listed in the table are 33.1% who were charged with a drunk driving offense and 4.6% with a traffic offense.

A significant factor contributing to the felony population for this program is the now-ceased the practice of admitting of Florida Department of Corrections clients into the program. Discontinuing this practice will largely eliminate the number of ACS clients with felony clients.

**(3) Program Performance**

The project team examined the justice characteristics of assignments to the Alternative Community Service program in 2012. The table, below, summarizes the result of data on case closures.

<b>Reason for Closure</b>	<b>#</b>	<b>%</b>
<b>Closure of Interest</b>	379	4.7%
<b>Revoked</b>	2,788	34.3%
<b>Successful Closure</b>	4,919	60.4%
<b>Early Termination</b>	2	0.0%
<b>Died</b>	4	0.0%
<b>Enrolled in Drug Court</b>	1	0.0%
<b>Medical Revocation</b>	44	0.5%
<b>Court Ordered</b>	3	0.0%
<b>TOTAL</b>	<b>8,140</b>	<b>100.0%</b>

- Approximately 34.3%, were revoked from the program.
- Including all other codes that correspond to successful closure, the program has about a 66% rate of “success”, depending on the definition.

The successful completion rate for ACS assignments is somewhat below that of other CCD programs in 2012.

**5. PROBATION**

The next program reviewed by the project team is County Probation. The next sections describe the results of that assessment.

**(1) Program Demographics**

The following table displays various population characteristics of the Probation assignments in Orange County in 2012. The points after the table summarize the data.

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

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<b>Gender</b>	<b>#</b>	<b>%</b>
<b>Male</b>	2,639	74.32%
<b>Female</b>	912	25.68%
<b>TOTAL</b>	<b>3,551</b>	<b>100.00%</b>
<b>Status</b>	<b>#</b>	<b>%</b>
<b>Single</b>	2,516	70.85%
<b>Married</b>	557	15.69%
<b>Divorced</b>	274	7.72%
<b>Legally Separated</b>	60	1.69%
<b>Widowed</b>	36	1.01%
<b>Unknown</b>	108	3.04%
<b>TOTAL</b>	<b>3,551</b>	<b>100.00%</b>
<b>Category</b>	<b>#</b>	<b>%</b>
<b>Full-Time</b>	1,546	43.55%
<b>Unemployed</b>	1,045	29.44%
<b>Part-Time</b>	559	15.75%
<b>Student</b>	161	4.54%
<b>Unknown</b>	104	2.93%
<b>Disability</b>	85	2.39%
<b>Retired</b>	34	0.96%
<b>Home</b>	16	0.45%
<b>TOTAL</b>	<b>3,550</b>	<b>100.00%</b>

- Most of the assignments were male – 74%.
- Most of the assignments were unmarried in some way with only 15.7% married at the time of assignment.
- Almost 64% of the assignments were employed, either full or part time, or were students at the time they were committed to Probation.
- While 29.44% were unemployed other non-employed assignments totaled about 7% of the 2012 population.

The next section describes the justice characteristics of the Probation assignments in 2012.

**(2) Supervision Characteristics**

The table, below, describes the assignment characteristics of the 2012 population for Probation.

<b>Level</b>	<b>#</b>	<b>% (excl. Unknown)</b>
<b>Admin</b>	451	12.73%
<b>Minimal</b>	462	13.04%
<b>Low</b>	1,196	33.75%
<b>Medium</b>	847	23.90%
<b>High</b>	588	16.59%
<b>Unknown</b>	7	0.20%
<b>TOTAL</b>	<b>3,551</b>	<b>100%</b>

- Only 16.6% of assignments are assigned at “High” supervisory levels.
- Only 24% of assignments are assigned at “Medium” supervisory levels.
- Almost 47% of assignments are assigned at “Low” or “Minimal” supervisory levels.

The next table provides the various requirements of Probation assignments in terms of court described service, fee, or program or service to the community in 2012. Virtually all were required to maintain employment or education as well as perform community service. In addition, virtually all were required to pay for the services rendered to them by the County

**ORANGE COUNTY, FLORIDA**  
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Type	#	%
Full Time Employment or School	3,492	98%
Cost of Supervision	3,485	98%
Community Service	2,461	69%
Pay Collections Court as Ordered	2,292	65%
Other Court Ordered Conditions	2,128	60%
Substance Abuse Treatment	2,080	59%
Other Program / Court Ordered Fees	1,938	55%
DUI Counter Attack School	1,739	49%
Victim Awareness Program	1,672	47%
Driver's License Revoked or Suspended	1,428	40%
Other Programmatic Requirements	1,374	39%
Impoundment / Immobilization	1,040	29%
Substance Abuse Evaluation	582	16%
Random Urinalysis	463	13%
Court Costs	410	12%
Miscellaneous	240	7%
Fine	812	23%
Restitution	441	12%
Ignition Interlock	405	11%
Pay Child Support	258	7%

**(3) Program Performance**

The project team also reviewed what happened to assignments while they were in County Probation. The first table, below, describes the types of supervision while in Probation. All supervisory levels are grouped together.

- Most clients (2,585, over 70%) are required some kind of group reporting at CCD. There were 17,738 of these in 2012. This averages almost 7 per assignment.
- There were almost 1,165 clients (about one-third of the total) with individual appointments, for a total of 8,432 appointments.

- Finally, there were over one thousand clients who telephoned for supervision for a total of 3,599 contacts (though all calls may not be reflected in the database).

Type	# Clients	Total Contacts	Avg. Per Client
Required Group Appt.	2,585	17,738	6.86
Telephone Personal	1,003	3,599	3.59
Required Individual Appt.	972	4,045	4.16
Winter Park Individual Appt.	59	276	4.68
Apopka Individual Appt.	58	350	6.03
Office Personal	44	48	1.09
Ococee Individual Appt.	25	114	4.56
<b>TOTAL</b>	<b>4,746</b>	<b>26,170</b>	<b>9.01</b>

The second chart in this sub-section, examines successful and unsuccessful closure of Probation cases within a set of various time ranges, reveals that most unsuccessful closures occur well into the probation.

Day Range in Probation	Successful	Unsuccessful	TOTAL	% Successful
≤ 75	59	61	120	49.17%
76 – 150	131	136	267	49.06%
151 – 225	588	347	935	62.89%
226 – 300	192	141	333	57.66%
301 – 375	844	457	1,301	64.87%
375 >	43	24	67	64.18%
<b>TOTAL</b>	<b>1,857</b>	<b>1,166</b>	<b>3,023</b>	<b>61.43%</b>

The average length of a Probation case is 257.7 days, including those closed unsuccessfully.

## **4. COMPARATIVE SURVEY OF COMMUNITY CORRECTIONS PROGRAMS**

The Matrix Consulting Group conducted a survey of other counties providing correctional programs. The detailed survey results in tabular form are included as Attachment B to this report.

### **1. PURPOSE OF THE SURVEY**

Orange County requested that Matrix Consulting Group develop information on the programs and operations used by other counties to alternatives to incarceration. Surveying peers can provide valuable insights into program development, administration and results from which Orange County could potentially benefit as it evaluates its own programs.

### **2. SURVEY CONDUCT**

A survey approach was developed to solicit information in the following areas:

- Program Overview / History
- Qualifying for the Program
- Assignment Supervision
- Workload Indicators
- Issues / Lessons

After identifying possible peers through county size and demographic factors, the project team developed contact information and initiated contact with a total of nine Florida counties and seven additional counties in California, Oregon and Washington (areas with a long history using electronic monitoring).

The process utilized to obtain information included both telephone interviews and emails. In all cases, the project team requested additional supplementary information to further describe and understand programs.

It was important to target urbanized counties in Florida in this survey. The project team also felt it was important to survey agencies outside of the state where alternatives' programs have also been in use for several decades. The counties participating in the survey included the following:

- Broward County, FL Sheriff's Office, Department of Community Services
- Hillsborough County, FL Sheriff's Office, Department of Detention Services
- Jacksonville – Duval County, FL Sheriff's Office, Department of Corrections
- Miami-Dade County, FL Corrections and Rehabilitation Department
- Polk County, FL Probation Department
- Santa Clara County, CA County Executive
- Multnomah County, OR (Portland area) Department of Criminal Justice
- King County, WA (Seattle area) Department of Adult and Juvenile Detention

The following summary provides information regarding this survey, with the detailed responses of the survey compiled in Attachment B.

## **1. PRE-TRIAL RELEASE**

In this first justice comparison program, comparability was an issue in many respects – including how programs are organized, the kinds of offenders eligible and methods of supervision.

### **(1) Program Organization**

Within the group of counties that the project team was able to obtain comprehensive and reliable data, Pre-Trial Release services are organized under the following divisions or agencies:

<b>County</b>	<b>Agency / Department Organized Under</b>
<b>Broward County</b>	Sheriff's Office
<b>Miami-Dade County</b>	County Department of Corrections
<b>Duval County</b>	Sheriff's Office
<b>Hillsborough County</b>	Sheriff's Office
<b>King County</b>	Department of Adult and Juvenile Detention
<b>Multnomah County</b>	Department of Community Justice
<b>Palm Beach County</b>	County Justice Services
<b>Polk County</b>	Circuit Court
<b>Santa Clara County</b>	Department of Corrections
<b>Orange (FL) County</b>	County Corrections Department

The organization of pre-trial services among the comparison counties varied widely:

- Three counties (Broward, Duval and Hillsborough) organize these services under the sheriff, who has responsibility for all detention system services.
- Six of the counties, including Orange County (FL), organize pre-trial services under a civilianized detention system.
- In only one of the counties, Polk County, pre-trial release is organized under court services.

While the organization of pre-trial services varied widely, all but one of the counties organizes this function in the Department in which detention services are organized.

**(2) Staffing Levels**

The following table provides a summary of the staffing for each pre-trial unit in the counties surveyed for which the project team was able to obtain data. Following the table are summary notes on the staffing in each county.

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

County	Sworn Staff	Non-Sworn Professional Staff	Non-Sworn Support Staff
Broward County			
Miami-Dade County			
Duval County			
Hillsborough County			
King County		18 PR investigators + 10 CC caseworkers	
Multnomah County			
Palm Beach County			
Polk County			
Santa Clara County		47 total	
<b>Orange (FL) County</b>			

**(3) Program Workload**

The following table provides a summary of key workloads for each pre-trial unit in the counties surveyed for which the project team was able to obtain data. Following the table are summary notes on workloads in each county.

County	# of Clients / Year	% w/ FTA Warrant	% w/ New Arrest
Broward	4,576	285	488
Miami-Dade	10648	581	1,307
Duval	2,260	30	48
Hillsborough	411	507	23
Palm Beach	4,157	110	261
Pinellas	2,421	144	160
Polk	5,378	N/A	498
<b>Orange (FL)</b>	<b>4,517</b>	<b>(Total unsuccessful closure rate of 15.93%)</b>	<b>(Total unsuccessful closure rate of 15.93%)</b>
<b>AVG</b>	<b>4,296</b>		

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

County	# of Clients	Successful		Unsuccessful	
		#	%	#	%
Broward County	4,576		67.80%		
Miami-Dade County	10,648				
Duval County	2,260				
Hillsborough County	411				
Multnomah County	4,175				
Palm Beach County	4,157				
Pinellas County	3,361				
Polk County	5,499				
Santa Clara County	1,800				
<b>Orange (FL) County</b>	<b>4,155 (Get 2012)</b>				
<b>Average</b>	<b>5,726.4</b>				

County	# of Clients	Avg. Clients Per Staff
Broward County	4,576	
Miami-Dade County	10,648	
Duval County	2,260	
Hillsborough County	411	
Multnomah County	4,175	
Palm Beach County	4,157	
Pinellas County	3,361	
Polk County	5,499	
Santa Clara County	1,800	
<b>Orange (FL) County</b>	<b>4,155 (Get 2012)</b>	
<b>Average</b>	<b>5,726.4</b>	

**(4) Client Characteristics**

The following table provides a summary of the types of clients / offenders for each pre-trial unit in the counties surveyed for which the project team was able to obtain data. Following the table are summary notes.

Category	Miami-Dade	Duval	Hills.	King	Multnomah	Santa Clara	Orange (FL)
Misd.	X	X	X	X	X	X	X
Felons	X	X	X	X	X	X	X
Violent Offenders	X	X	X	X	X	X	

- Most counties operate pre-trial release programs generally as does Orange County.
- However, significant differences exist among counties in terms of the types of charges eligible for pre-trial release, particularly regarding the eligibility of violent offenders for pre-trial release.
  - Orange County (FL) discontinued the practice of assigning violent offenders to pre-trial release, as well as home confinement, earlier this year.
  - Most counties do permit these types of offenders, although they do not necessarily have the same standards regarding the severity of the charge(s) and/or criminal history details of the defendant.

From this comparison, it is evident that pre-trial release is utilized for a wide range of offenders in many areas of the country, often times including violent offenders. However, this is somewhat misleading, given that cannot be assumed that the level of supervision in each of the examples is constant throughout the group. A later section in this chapter will highlight these differences in supervision.

**(5) Client Assignment / Screening Processes**

The following table provides a summary of the client assignment and screening approaches utilized for each pre-trial unit in the counties surveyed for which the project

team was able to obtain data. Following the table are summary notes on the approaches utilized in each county.

County	Client Assignment / Screening Processes
<b>King County</b>	Intake makes report to judge after completing interview and screening process.
<b>Multnomah County</b>	Clients assigned through a combined process of pre-trial screening and post-booking judicial review.
<b>Santa Clara County</b>	Pre-Trial officers interview defendants and make a release recommendation to the judge, who then decides. Relevant information regarding the defendant is obtained from the Jail Division through the Pre-Trial Online Production System (POPS). Misdemeanor defendants are not interviewed by staff.
<b>San Bernardino County</b>	No pre-screening process conducted by the agency responsible for Pre-Trial Release services. Defendants are assigned to the program via judicial determination.
<b>San Diego County</b>	Pre-Trial officers interview defendants and make a release recommendation to the judge, who then decides.
<b>Orange (CA) County</b>	Pre-Trial officers interview defendants and make a release recommendation to the judge, who then decides.
<b>Orange (FL) County</b>	All offenders booked into the Orange County Jail are screened for eligibility for Pre-Trial Release by the Pretrial Services Unit. This information is provided to the first appearance judge for review in determining the offenders release requirements set by the court.

- While the ultimate decision regarding a client’s pre-trial release is made by a judicial determination in each of the selected counties, the role that the agency responsible for pre-trial release and/or correctional intake functions plays in this process varies considerably.
- Five of the seven agencies interview and/or conduct a pre-screening assessment of defendants prior to making a recommendation to the court.

Among counties included in the comparison, Orange County is similar in pre-screening individuals for program eligibility and conduct a risk assessment of the offender prior to the court making a determination regarding their release.

**(5) Risk Assessment**

The following table provides a summary of the risk assessment tools and processes utilized at intake or screening for each pre-trial unit in the counties surveyed for which the project team was able to obtain data. Following the table are summary notes on the risk assessment approaches utilized in each county.

<b>County</b>	<b>Client Risk Assessment</b>
<b>Broward County</b>	COMPAS risk assessment tool
<b>Miami-Dade County</b>	Clients assessed with quantitative risk assessment instrument prior to program assignment.
<b>Hillsborough County</b>	Clients assessed with quantitative risk assessment instrument prior to program assignment.
<b>King County</b>	None.
<b>Multnomah County</b>	CHECK – Level of supervision determined initially by charge type, although the subsequent assessment process conducted within the unit can transfer clients to a higher level of supervision.
<b>Palm Beach County</b>	Clients assessed with quantitative risk assessment instrument prior to program assignment.
<b>Santa Clara County</b>	Virginia Pre-Trial Release Risk Assessment Instrument (VPRAI) is administrated to defendants in the interview stage, prior to release recommendation.
<b>Orange (FL) County</b>	Virginia Pre-Trial Release Risk Assessment Instrument (VPRAI) is administrated to defendants in the interview stage, prior to release recommendation.

- There are a wide variety of risk assessment tools utilized by counties as pre-screening techniques to evaluate defendants.
- Most of the counties primarily utilize a quantitative and evidenced-based assessment, as opposed to qualitative evaluation.
- Among the counties included in the table above, around an equal number of agencies have developed their own quantitative-based risk assessment instrument as those who have adopted an assessment tool.
- Although a wide array of assessment tools are used nationally, some of the most common instruments belong to a group of “fourth-generation” risk assessment

tools– all of which developed with, to an extent, similar criteria and methodology– have been validated by a number of academic studies. These tools include:

- COMPAS
- VPRAI

While the majority of the surveyed counties employ research-validated, third generation risk assessment tools, such as COMPAS, VPRAI, and ORAS, their utilization is not unanimous. King County, WA, for example, uses no quantitative risk assessment tool in their assignment and intake processes.

Additionally of importance is the stage at which risk assessment tools are administered. In most of the counties included in the survey, the risk assessment screening stage of the process takes place prior to the pre-trial release agency making a recommendation to the court.

## **(6) Levels of Supervision**

The following table provides a summary of the approaches to supervision utilized for each pre-trial unit in the counties surveyed for which the project team was able to obtain data. Following the table are summary notes on the types of supervision utilized in each county.

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

County	# of Supervision Levels	Supervision Types
<b>Broward County</b>	Three	Standard, Intermediate, and Electronic Monitoring (House Arrest)
<b>Miami-Dade County</b>	Three	Telephone reporting and electronic monitoring
<b>Duval County</b>	Two	Day reporting (Daily phone report + weekly meeting w/ officer) and home detention
<b>King County</b>	Three	Work Education Release, Electronic Home Detention, and the Community Center for Alternative Programs (day reporting center)
<b>Multnomah County</b>	Two	Pre-Trial Supervision Program and Close Street Supervision.
<b>Palm Beach County</b>	Two	Standard and Electronic Monitoring
<b>Santa Clara County</b>	Three	Own Recognizance, Supervised Own Recognizance, and Electronic Monitoring
<b>Orange (FL) County</b>	One	Pre-Trial Release; Formerly, the Home Confinement unit monitored a separately organized caseload of Pre-Trial defendants (as well as post-sentence offenders)

- Most counties included in the comparative survey utilize a tiered approach to pre-trial release supervision based on client risk, as determined by the risk assessment screening process. Supervision categories, rather than being organized as individual programs, are organized as different levels of Pre-Trial Release, according to client risk.
  - In many counties, the distinction between electronic monitoring and non-electronic monitoring supervision is made at this stage of the process.
  - Others, such as King County, also offer a spectrum of programs to pre-trial offenders, including Work Education Release and the Community Center for Alternative Programs.
  - Electronic monitoring is often used as a tool for clients assigned to the highest level of supervision.
  - Only Orange County (FL) has a single level of post assignment supervision.
- Program supervision level is typically assigned in initial screening process, before a judicial determination has been made.

In nearly all of the counties included in the comparative survey, Pre-Trial Release services are organized as an array of different categories for supervision, with most

agencies assigned a certain range of clients to each, according to individual risk and criminal history factors. Orange County is currently unique in that it has only one category of county-administered Pretrial Release.

## **2. PRE-TRIAL DIVERSION**

Because justice systems vary widely from state to state, certain programs such as pre-trial diversion vary in ways that may make them incomparable in terms of program participation and program structure. As a result, evaluation of pre-trial diversion is restricted to Florida counties only.

### **(1) Pre-Trial Diversion in Florida**

In the state of Florida, Pre-Trial Diversion programs allow the State Attorney's Office in each judicial circuit to offer certain types of defendants an indefinite deferment of their criminal prosecution as long as certain conditions and obligations are met within a specified timeline. Diversion programs are intended to reduce the likelihood of offenders that typically have little or no prior criminal justice history from re-offending in the future. Although the programs range widely, all of them require clients to seek rehabilitative treatment, repay their debt to society– as well as any restitution owed to victims– without establishing the offender as a criminal.

### **(2) Staffing Levels**

<b>County</b>	<b>Sworn Staff</b>	<b>Non-Sworn Professional Staff</b>	<b>Non-Sworn Support Staff</b>
<b>Broward County</b>			
<b>Miami-Dade County</b>			
<b>Duval County</b>			
<b>Hillsborough County</b>			

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

County	Sworn Staff	Non-Sworn Professional Staff	Non-Sworn Support Staff
King County		18 PR investigators + 10 CC caseworkers	
Multnomah County			
Palm Beach County			
Polk County			
Santa Clara County			
<b>Orange (FL) County</b>			

**(3) Types of Offender Programs**

The following table presents a summary comparison of the range of pre-trial diversion and pre-trial intervention programs available to defendants across the state of Florida:

County	DUI	Misd.	Felons	Violent Offenders	Misd. Sex Offenders
Broward County	No	X	X	X (some)	X
Miami-Dade County	X (Tier I & II)	X	X	X (some)	X
Duval County	X	X (Third-Degree)	X		X
Hillsborough County	No	X	X		X
Palm Beach County	X (Recently added)	X	X	X (some)	
<b>Orange County (FL)</b>	<b>X (Tier I &amp; II)</b>	<b>X</b>	<b>No</b>	<b>X (Misd. DV)</b>	<b>X (Misd.)</b>

- County diversion programs range greatly in the type of defendants that they accept, with some even allowing some misdemeanor violent and sex offenders
- Although many other Florida counties have DUI diversion programs, Orange is one of only a few counties that accept DUI Tier II offenders.
- In the counties that allow some violent offenders to participate in pre-trial diversion/intervention, such as Orange County, the programs are limited to domestic violence cases.

- In many of the counties that accept domestic violence offenders into diversion programs, the charge must be a misdemeanor, whether or not the incident was partner-related.
- However, there are notable exceptions– Miami-Dade County, for example, does not exclude felony domestic assault offenders from participating in the programs.

In order to streamline the comparison, the survey does not include either mental health intervention or drug court programs, as these services are often organized separately.

**(3) Workload**

The following chart displays the overall workload statistics for Pre-Trial Diversion programs in each county. It should be noted that a county’s relative success must be examined within the context of the programs it operates. well as certain types of offenders offer diversion– may be less likely to successfully complete the Diversion program, particularly if the county has much more stringent program requirements.

County	# of Clients	Successful		Unsuccessful	
		#	%	#	%
Broward County					
Miami-Dade County					
Duval County					
Hillsborough County					
Multnomah County					
Palm Beach County					
Pinellas County					
Polk County					
Santa Clara County					
<b>Orange (FL) County</b>		1382	81.44%	315	18.56%
<i>Average</i>					

### **3. WORK RELEASE**

Work release programs, while not generally a core component of county corrections agencies in the same sense that probation and pre-trial release are, vary extensively across each of the counties included in the survey. To this point, not all counties have work release programs. In many of the counties that utilize such programs, the original intent behind their development has often centered around overcrowded jail populations, creating the need for highly supervised alternatives to incarceration. While the programs are different in each county, their format typically includes either a residential or daytime reporting component. The two formats can exist under either public or private operation, with both focusing on some form of employment or supervised work component as one of the central tenants of the program.

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

<b>County</b>	<b>Agency / Department</b>	<b>Program Goals and Objectives</b>
<b>Broward County</b>	Day Entry and Reporting Division, under the Community Programs Division	Facilitate the re-entry of convicted criminals back into society
<b>Hillsborough County</b>	Sheriff's Office	
<b>Multnomah County</b>	African-American Program; Day Reporting Center	Two programs: Day Reporting Center, African-American Program
<b>Orange (CA) County</b>	Community Work Program, under the Sheriff's Office	Sentence of ≥90 days
<b>Palm Beach County</b>		
<b>Pinellas County</b>	<i>(Recently Closed)</i> Goodwill	Facilitate re-entry of criminals. Program closed by Sheriff's Office following multiple crimes by offenders assigned to the program, including two murders and a sexual assault.
<b>Polk County</b>		
<b>San Bernardino County</b>		
<b>San Diego County</b>	Two functions: Work Release program, organized as a function of the Probation Department, and the Work Furlough program, operated by Correctional Alternatives, Inc. (CAI)	
<b>Santa Clara County</b>		
<b>Orange (FL) County</b>		

- Pinellas county, which now operates the program under the Pinellas County Sheriff's Office, had until recently contracted work release services to a private organization— after several inmates escaped and committed serious crimes, causes.
- Day reporting centers may also double as residential facilities, and can include drug treatment components as part of their services.

**4. COMMUNITY SERVICE**

Community service requirements are organized and monitored under a wide range of formats throughout the group of counties included in the survey, as the next chart demonstrates.

<b>County</b>	<b>Agency / Department</b>	<b>Program Goals and Objectives</b>
<b>Broward County</b>	Department of Community Programs	Day Reporting and Reentry Division is the most analogous service provided.
<b>Miami-Dade County</b>	Advocate Program, Inc.	Privatized monitoring of the completion community service hours by clients. The non-profit organization maintains a database of participating agencies that seek volunteer work.
<b>Duval County</b>	The Salvation Army Correctional Services (as a part of their misdemeanor probation program)	Privatized monitoring of community service hour completion, as a part of the agency's misdemeanor probation program.
<b>Hillsborough County</b>	The Salvation Army Correctional Services (as a part of their misdemeanor probation program)	Privatized monitoring of community service hour completion, as a part of the agency's misdemeanor probation program.
<b>King County</b>	Community Corrections	Alternative to jail for low-risk offenders, as well as a
<b>Multnomah County</b>	Department of Community Justice	Formal supervision of court ordered community service.
<b>Orange (CA) County</b>	OneOC	Non-profit organization, managing community service referrals and logs the hours completed by clients.
<b>Palm Beach County</b>	Probation Department	The Probation Advisory Board (within the county's Criminal Justice Commission) assesses a \$10 fee to clients in order to receive a list of eligible community service worksites.
<b>San Bernardino County</b>	Probation Department	Function of probation officers
<b>Orange (FL) County</b>	Community Corrections Department	Combined monitoring and data entry of community service hour completion by clients of all programs within the division, as well as from some external agencies

- Four of the ten counties listed in the chart above have privatized the monitoring and logging of court ordered community service requirements.
- Two of the counties surveyed, Palm Beach County and San Bernardino County, organize the management of community service referrals as a function of probation, although only one assigns these responsibilities to the line-duty probation officers.

While the organization of community service functions varies extensively throughout the group, the vast majority of counties do not directly supervise clients within the program, either court or county personnel.

**5. COUNTY PROBATION**

As county probation programs in California and Oregon are not analogous to Florida’s system of misdemeanor probation, given that felony offenders are included in officer caseloads, the following section exclusively compares county probation programs within the state of Florida.

**(1) Program Organization**

Several formats for providing misdemeanor probation services are common within the state of Florida, as illustrated in the table below, which states the agency responsible for providing the service, as well as a brief description of the intent, or scope of the program.

<b>PROBATION</b>	<b>Agency / Department</b>	<b>Program Goals and Objectives</b>
<b>Broward</b>	Sheriff's Office	Misdemeanor probation services.
<b>Miami-Dade</b>	Advocate Program, Inc.	Privatized supervision, case management, and rehabilitative services for misdemeanor probation clients.
<b>Duval</b>	The Salvation Army Correctional Services	Privatized supervision, case management, and rehabilitative services for misdemeanor probation clients.

**ORANGE COUNTY, FLORIDA**  
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PROBATION	Agency / Department	Program Goals and Objectives
Hillsborough	The Salvation Army Correctional Services	Privatized supervision, case management, and rehabilitative services for misdemeanor probation clients.
Palm Beach	Professional Probation Services, Inc.	Privatized supervision, case management, and rehabilitative services for misdemeanor probation clients.
Pinellas	Sheriff's Office ( <i>recent</i> )	Formerly run by The Salvation Army Correctional Services, the Sheriff's Office very recently took over responsibility for misdemeanor probation cases.
Polk	Probation Department	Misdemeanor probation services.
<b>Orange (FL)</b>	Community Department Corrections	Misdemeanor probation services.

- Four out of the eleven counties featured the table above (36.36%) have contracted most or all of probation services, including supervision, to outside private agencies.
- The survey highlights the array of formats for organizing county probation services, including within the district court, as a contracted private agency, community corrections program, or within the Sheriff's Office.

**(2) Staffing Levels**

The following chart displays staffing levels for county misdemeanor probation agencies within the State of Florida, differentiating between sworn and civilian positions:

County	Total Civilian	Total Sworn	Total Personnel
Broward County	53	0	53
Miami-Dade County	34	0	34
<b>Orange County (FL)</b>	<b>30</b>	<b>0</b>	<b>30</b>
Palm Beach County	5.5	12	17.5
Pinellas County			28
Polk County	39	0	39

As illustrated in the chart above, Orange County's misdemeanor probation unit is most closely similar to Miami-Dade County's in terms of total staffing. No data was

available for the counties of Duval and Hillsborough, both of whom have contracted out all major functions of their misdemeanor probation services to The Salvation Army.

**(3) Program Workload**

The following table provides the total number of clients assigned to the program in a year, as well as each agency’s overall rate of successful case closure.

County	Service Provider	# of Clients / YR	% Successful
<b>Broward County</b>	County	9,855	63.00%
<b>Miami-Dade County</b>	Advocate Program, Inc.	4,868	28.70%
<b>Orange County (FL)</b>	County	3,463	64.00%
<b>Palm Beach County</b>	County	950	
<b>Pinellas County</b>	County ( <i>as of the last few months</i> )	<i>New service– no data</i>	
<b>Polk County</b>	County	3,000	64.33%
<b>Duval County</b>	The Salvation Army		
<b>Hillsborough County</b>	The Salvation Army		

- Orange County’s misdemeanor probation success rate, approximately 64.00% in 2012, is closely in line with the figures from both Broward and Polk.
- Miami Dade supervised over 1,400 (nearly 29%) more clients within a year than Orange County– despite having only around 13.3% more staff within the unit.
  - Miami-Dade’s successful case closure rate, however, is less than half of Orange County’s.

**(5) Risk Assessment**

County	Client Risk Assessment
<b>Broward</b>	COMPAS risk assessment tool
<b>Miami-Dade</b>	No risk assessment tool is administered.
<b>Duval</b>	

County	Client Risk Assessment
Hillsborough	
Palm Beach	Intake interview and court terms.
Pinellas	
Polk	No risk assessment tool is administered.
<b>Orange (FL)</b>	Risk assessment tool administered during intake.

**(6) Levels of Supervision**

County	# of Supervision Groups	Supervision Types
Broward		
Miami-Dade		
Duval		
Hillsborough		
Pinellas		
Polk		
<b>Orange (FL)</b>	Five	Telephone Reporting, Moderate, and Intensive (with five levels of case supervision)

**7. CONCLUSION**

Although the uniqueness of each county’s programs prevents the survey from representing an apples-to-apples comparison of community corrections services, the comparative survey format allows for a wide range of options and program configurations to be entered into the discussion. The approach, for instance, highlights the vast differences between programs in different jurisdictions, despite seeming closely analogous at first glance. Thus, the intent of the comparative survey to provide any

recommendations, but rather to develop a general overview how similar agencies organize and operate the same services provided by the Orange County Community Corrections Division.

## 5. ANALYSIS OF PRE-TRIAL RELEASE

In this chapter of the report is provided the project team's findings, conclusions and recommendations with respect to Orange County's Pre-Trial Release (PTR) program.

### 1. ISSUES AND RECOMMENDATIONS REGARDING THE POPULATION BEING SERVED BY PRE-TRIAL DIVERSION

The Pre-Trial Release (PTR) program has undergone a transition this year to a much lower service population. The judiciary has reduced its use of the pre-trial release mechanism along with the home confinement program, which was suspended last year. Recent trends in the use of the Pre-Trial Release program are demonstrated in the following table which portrays the number of assignments to the program by month:

	2012	2013						
Type of PTR	Dec	Jan	Feb	Mar	Apr	May	Jun	% Decline 6/13 v 12/12
Pre-Trial Release	894	877	842	888	743	568	483	(46%)
Mental Health PTR	47	45	31	29	32	25	26	(45%)

These data can be summarized as follows:

- General Pre-Trial Release is currently operating with about half the caseload that it had at even the beginning of this year or the end of last year.
- Mental Health Pre-Trial Release is also about one-half of the levels of the beginning of this year.

Since the Chief Judge issued a revised Judicial Administrative Order (JAO 907.41), fewer alleged offenders have qualified for pre-trial release. The revised

Judicial Administrative Order have excluded principally violent offenders and alleged sex crimes from the program. Whether this was exclusively the reason for the decline or in conjunction with a more general interest in the use of alternatives to incarceration cannot be determined.

However, the profile of assignments showed that alleged offenders in PTR, even in 2012 (that is, before this year's decline), were in the program for relatively minor offenses, as demonstrated by the following summary points:

- Bail amounts for program assignees were, on average, low. A finding in the Home Confinement program was that 60% of assignments had bail amounts under \$5,000. For the Pre-Trial Release program, 89% had bails less than \$5,000.
- The misdemeanor population made up the majority of the assignments in 2012, at almost 53% (compared to 28% in Home Confinement at the time).

There are two important consequences of the reduction in assignments to the Pre-Trial Release program:

- Justice system intakes (i.e., bookings) this year have not declined and the jail population has not increased; as a result more alleged offenders are being released on bail only. While PTR supervision levels are not what they were in Home Confinement, it was supervision. In bail only, there is none.
- If assignments remain at lower levels and staffing remains at current levels, caseloads would be reduced by one-half compared to levels earlier this year and in recent previous years. At supervision levels provided in this program there are staffing consequences associated which have been mitigated within the Unit by carrying vacancies without filling them.

The project team made several interlinked and reformative recommendations in the Phase 1 study on Home Confinement which have a bearing on the assessment of the related Pre-Trial Release program. This process should be as follows:

- Orange County Board of County Commissioners should pass a resolution to formalize the membership of a Public Safety Coordinating Council (PSCC)

- Announce a Public Safety Coordinating Council meeting for the near future at a date at which most County justice system stakeholders can attend.
- The agenda for the PSCC meeting should entirely be dedicated to re-creating a pre-trial release program in the County.
- The scope of the discussion should focus on the following issues:
  - Criteria for different levels of supervision.
  - How the release decision should be made.
  - How frequently reports are made to the judiciary about released individuals.
  - How overall pre-trial release performance should be reported to the judiciary, other criminal justice system functions and the County.

The guidelines for pre-trial release developed will have the benefit of joint development by all local justice system stakeholders. The importance of this buy-in is to continue to make sound decisions about who is in custody and who is released through a pre-trial release mechanism.

***Recommendation: Convene a Public Safety Coordinating Council process to develop guidelines for all forms of pre-trial release.***

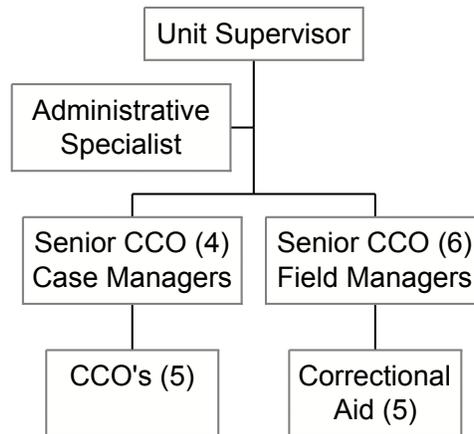
There are other recommendations which follow from this process of evaluating how to utilize pre-trial release in the County. These include the following:

***Recommendation: The Chief Judge and staff from the Community Corrections Division should brief all new incoming judges on the use of the Pre-Trial Release Program.***

***Recommendation: Develop quarterly performance review reports for the Community Corrections Division, the Judiciary and the County which track a variety of output and outcome measures. The Public Safety Coordinating Council should determine the appropriate mix and frequency of reports in support of established program criteria.***

## **2. ISSUES AND RECOMMENDATIONS REGARDING ORGANIZATION AND MANAGEMENT**

In the Phase 1 report on Home Confinement, the project team recommended the merger of that program with Pre-Trial Release to unify the supervision of similar assignments across the range of supervision tools allowed or assigned by the judiciary. The organization of the Pre-Trial Release Unit, then, would be as follows:



In this consolidated organization, then, the following structure would result:

- One Unit Supervisor would manage all pre-trial release staff, as a result, there would be a reduction of one position.
- Assuming comparable caseloads, the authorized staff positions which were assigned to Home Confinement prior to the suspension of the program would be re-authorized.
- Staff would be cross-trained and cross-utilized in unsupervised release, managed case and field supervision tasks and roles.
- Support staff positions would include one Administrative Specialist to support the merged program plus three (3) Aids to assist in this plus monitor persons under electronic supervision.

As noted earlier, the number of assignments in Pre-Trial Release have been reduced by over 50% this year and the Home Confinement program has been suspended for most of this year. The project team cannot project the results of the Public Safety Coordinating Committee in redefining Home Confinement and potentially

Pre-Trial Release. However, in the comparative survey the project team found that a caseload to caseworker range placed Orange County in the middle at 64 to 1. Whatever comes out of the PSCC process will lead to fewer cases than existed prior to the suspension of Home Confinement. This ratio should be utilized to determine staffing levels in Pre-Trial Release with or without Home Confinement. If caseloads remain low and/or if Home Confinement is not re-instituted, then staffing should be reduced.

***Recommendation: Continue to explore merging a re-instituted home confinement / electronic monitoring program with the Pre-Trial Release Unit in the Community Corrections Division. Monitor caseloads and determine staffing levels based on the mid-point of comparative caseloads at the level of 64:1. Adjust staffing, as appropriate.***

There are also several issues with the Pre-Trial Release program as currently constituted. These include the following:

- As was the case with Probation, and based on staff interviews, there has been inadequate consideration given to the additional workload involved in Spanish-language client caseloads. There does not appear to be a difference in the number of cases that are assigned to the PTR officer versus those without specialized caseloads. The additional tasks include:
  - Assisting with immigration issues.
  - Assisting to a greater extent on issues associated with poverty and assistance.
  - Assisting to a greater extent with family support issues.

These tasks can be true for a diversity of clients but staff interviews suggest that they are greater for Spanish-only speakers.

- There are inconsistencies among Community Corrections Officers regarding the forms they give to clients (e.g., information is rephrased, or forms have vastly different style or format). This issue has been identified through the Division's Quality Assurance Team and steps are being developed to address consistency issues.

- Heavy reliance on physical files, often resulting in process duplication and additional manual data entry responsibilities, presents a problem for the Division as a whole. While these issues should be addressed through the development of the new Case Management System (CMS), this should be a priority during the transition period. Because an RFP has to be issued for the acquisition of a new CMS the Unit and Division should begin work on reduction on
- Unlike the suspended Home Confinement program there is no Administrative Hearing process for minor violations. In the current environment of 'zero tolerance' this will run the risk of increasing the number of revocations. Since there is a range of program violations from minor (e.g., ACS delays in completion) to major (e.g., failed drug test) the program has few tools to deal with these differences.

***Recommendation: Adjust caseload expectations by a target of 10% for Community Corrections Officers who handle or primarily handle cases for Spanish-only speaking assignments.***

***Recommendation: Continue to support the Quality Assurance team in addressing consistency issues in Pre-Trial Release and in other Community Corrections Division programs.***

***Recommendation: With the transition to the new Case Management System reduce the reliance on paper files where electronic-only is sufficient. Because this may take time, the Unit and the Division should begin the process in advance of this transition.***

***Recommendation: Work with the judiciary to moderate the 'zero tolerance' policy and develop an administrative hearing process of dealing with minor violations to the terms of pre-trial release.***

## **6. ANALYSIS OF PRE-TRIAL DIVERSION**

In this chapter of the report is provided the project team's findings, conclusions and recommendations with respect to Orange County's Pre-Trial Diversion (PTD) program.

### **1. ISSUES AND RECOMMENDATIONS REGARDING THE POPULATION BEING SERVED BY PRE-TRIAL DIVERSION**

The Pre-Trial Diversion (PTD) program handles, with some exceptions, first time offenders that have committed either a misdemeanor level offense, today, including drunk driving. Assignment to the program, rather than resulting from a court order, depends entirely on the referral from the State Attorney's Office. A client's eligibility for the program is determined by the following:

- Offender has no prior felonies
- Maximum of one prior misdemeanor (cannot be DUI-related if DUI charge)
- No minors in the car, property damage, or crash involved in the case
- For DUI's, blood alcohol levels within  $.08 \leq x < .15$  for Tier 1, or  $.15 \leq x \leq .22$  for Tier 2 (testing refusals automatically constitute DUI Tier 2)
- Client must own or have regular access to a vehicle (if not possible, 3 months of SCRAM bracelet may substitute for the vehicle ignition interlock requirement)
- Referral by the office of the state attorney

There are a variety of fees for service associated with the Pre-Trial Diversion program. There are other financial requirements for assignments, including 'voluntary donations' to County not-for-profit agencies. These fees and voluntary donations include the following:

- \$20 intake fee

- \$17 urine analysis fee
- \$50/month program fee (@ 15 months for DUI Tier 2 = \$750)
- \$500 tax-deductible donation to either MADD or Victim Services Center (\$1000 if Tier 2)
- \$40 victim awareness class fee
- \$6/month TRS fee (depending on method of payment, additional minor processing charges may apply)
- \$50/charge State Attorney fee for cost of prosecution
- \$70 vehicle ignition interlock installation fee (DUI Tier 2 only)
- \$67.50/month additional interlock fee (DUI Tier 2 only; @ 6 months = \$405)
- Any additional investigative costs

The ability to defer a prosecution is neither a right nor an entitlement. It exists to motivate otherwise law abiding individuals who have 'made a mistake' to participate in rehabilitative programs, make forms of restitution and fulfill other requirements such as the following:

- Community services.
- Substance abuse classes and counseling.
- Drug tests.
- Advanced Driver Improvement classes (online).
- Victim impact awareness class.
- Telephone reporting to PTD.

However, with the various fees and 'donations' access to the program is financially demanding for many participants, with DUI Tier 2 cases costing a client as

much as \$2,442. There are a variety of issues associated with the use and cost of diversion in Orange County, at present, including the following:

- The total cost of participating in Pre-Trial Diversion can be quite expensive coming on top of other court and attorney fees, especially for drunk drivers. For crimes which come with higher fees, charges and donations the program risks being open largely on a personal economic basis with all the disparities that that entails. Moreover, while 'voluntary donations' are tax deductible not all assignments are in a position to take advantage of this.
- Fees can be mitigated on a need basis, however, there are no formal criteria for doing so, running the risk of inconsistencies from case to case.
- Not all counties, even in Florida, offer diversion for drunk driving cases. Outside of Florida, diversion for drunk driving is not common. The potential for someone who is out on diversion, especially a Tier 2 case, who injures or kills another are real and would undercut citizens' confidence that such programs met the public's best interests. As the comparative survey showed, few counties in Florida offer Pre-Trial Diversion for Ties 2's:

<b>County</b>	<b>DUI's Accepted</b>
<b>Broward County</b>	Tier 1
<b>Miami-Dade</b>	Tier 1 & 2
<b>Jacksonville-Duval</b>	Tier 1
<b>Hillsborough County</b>	Tier 1 & 2
<b>Palm Beach County</b>	Tier 1 – Recent

- The fact that Mothers Against Drunk Driving receiving an economic benefit from DUI participants provides the organization with a vested interest. While funds received from participants through the County can be used for DUI education and prevention efforts, the organization benefits from these donations. The mission of Mothers Against Drunk Driving is to ... "*stop drunk driving, support the victims of this violent crime and prevent underage drinking.*" The economic benefit from donations to Pre-Trial Diversion are huge as shown in the table below:

DUI Contributions			
	T1	T2	TOTAL
<b>2012</b>			
<b>CMP</b>	8	54	
<b>HALF</b>	6	44	
<b>MADD</b>	132	240	
<b>VSC</b>	124	161	
<b>Total Clients</b>	<b>270</b>	<b>499</b>	
<b>Amount</b>	<b>\$500</b>	<b>\$1,000</b>	
<b>TOTAL \$\$</b>	<b>\$135,000</b>	<b>\$499,000</b>	<b>\$634,000</b>
<b>2011</b>			
<b>CMP</b>	6	172	
<b>HALF</b>	6	23	
<b>MADD</b>	153	153	
<b>VSC</b>	109	98	
<b>Total Clients</b>	<b>274</b>	<b>446</b>	
<b>Amount</b>	<b>\$500</b>	<b>\$1,000</b>	
<b>TOTAL \$\$</b>	<b>\$137,000</b>	<b>\$446,000</b>	<b>\$583,000</b>

- Approximately \$600,000 are made in voluntary donations each year, for an average of about \$824 per participant.
- MADD is between 46% – 48% of program participants and donations including both Tier 1 and Tier 2 participants. In total MADD received about \$302,000 in 2012, almost half of the donations made by Pre-Trial Diversion assignments.

**Recommendation:** *Work with the State Attorney to establish formal criteria for waiving PTD program fees for people for whom this would represent an economic hardship. This will restrict staff discretion to some extent but will address inconsistency among staff and over time.*

**Recommendation:** *Work with the State Attorney to establish a foundation for donations of participants to programs. A Board of Trustees would make a decision each year on the use of the ‘donations’ from PTD assignments. The use of these funds should have a tie to victims of crime in some way. However, direct donations to any specific not-for-profit should be discontinued because of the position of interest resulting from the receipt of these donations.*

**Recommendation:** *Work with the State Attorney’s Office and enlist the Public Safety Coordinating Committee to review policies relating to the types of offenders eligible for diversion. The current Tier 1 and Tier 2 policy may be continued but it would be continued with the full understanding and cooperation of the PSCC.*

## **2. ISSUES AND RECOMMENDATIONS REGARDING PROGRAM RESPONSIBILITY AND INTERACTION WITH THE STATE ATTORNEY'S OFFICE.**

Pre-Trial Diversion exists in Florida and in many states throughout the country in order to provide minor and/or first offenders the opportunity to go through various programs and defer prosecution because of the completion of those programs. The program exists as a joint effort between the State Attorney's Office and Community Corrections. The following points summarize this relationship:

- Pre-Trial Diversion exists as a function of the State Attorney's Office who elects to establish and maintain the program, establishes the criteria for participation and reviews each individual candidate and makes referrals to the Pre-Trial Diversion program in CCD. Successful completion and revocation are determined by the State Attorney.
- The Pre-Trial Diversion Unit develops the contract with the assignment, arranges for programs and counseling as well as drug tests as appropriate, monitors and supervises the assignment during the period of deferral from prosecution. Much of the programmatic interface is coordinated with other CCD programs – Alternative Community Service, for example.

As with any joint responsibility, the relationship between the State Attorney and the Pre-Trial Diversion program generates issues with respect to the interface and the roles of each. These issues include:

- The State Attorney defines the program and the criteria for eligibility as well as the specific individuals who can participate. Because the State Attorney is an elected official, the emphases and even the existence of the program are at his or her discretion. In Orange County, the new State Attorney has an interest in making the diversion program more 'rehabilitative'. This can lead to changes impacting the Pre-Trial Diversion program which it cannot control.
- Dealing not only with definitional differences there can be inconsistencies within the program relating to the individuals referred for diversion from prosecution because of different staff in the State Attorney's Office.
- Certain records which PTD staff need access to for individual assignments continue to be stored at the State Attorney's Office. PTD staff often need to go to downtown Orlando to obtain or review these records. Similarly, records

generated by PTD need to be transferred to the State Attorney's Office. Without electronic access either way this impacts PTD staff time and resources.

This dual focus of prosecution and programs is a common problem for diversion programs in other Florida counties and other counties around the United States. Recognizing the legal basis for the program, its control over its use and policies many counties organize this program in a state attorney's office (in Florida) or in district attorney's office (in other states). In the project team's survey there were a variety of organizational models in the State, including:

- Hillsborough County organizes and provides diversion services through their State Attorney's Office.
- Jacksonville-Duval County also organizes and provides diversion services through their State Attorney's Office.
- Miami-Dade County's State Attorney's Office contracts with a not-for-profit agency..
- Broward County organizes and provides diversion services through Probation.
- Polk County organizes and provides diversion services through their Department of Corrections.

In other states it is common for pre-trial diversion services to be provided from a unit within the district attorney's office.

***Recommendation: The State Attorney has control over the criteria utilized to determine assignments to the program, the individuals assigned, the data in support of assignments and the terms of completion. Given this level of control and issues associated with interface with Community Corrections program staff in Pre-Trial Diversion as well as consistency, the State Attorney should take responsibility for this program.***

***Recommendation: Without the transfer of responsibility for the diversion program the State Attorney's Office and the Community Corrections Division need to work together to address issues with CCD staff having to go to the State Attorney's Office for certain file information.***

**Recommendation:** *The Community Corrections Division staff need to utilize the scanners in each office to transfer records between CCD and the State Attorney's Office.*

### **3. ISSUES AND RECOMMENDATIONS REGARDING PROGRAM OPERATIONS AND MANAGEMENT.**

Caseloads are specialized among Pre-Trial Diversion CCO's, despite there being minimum disparities in the knowledge / special skills required in handling different types of cases. Consequentially, workload numbers have greater month-to-month variation among Community Corrections Officers in the unit. Specializations are, as follows:

- Three Community Corrections Officers are assigned to DUI Tier 2 cases.
- One officer is assigned to cases with Spanish-speaking clients, as well as misdemeanants.
- One Senior CCO specializes in Tier 2 cases.

Pre-Trial Diversion assignments only recently (i.e., in September) starting going through intake as other program assignments do. This should be continued.

**Recommendation:** *Generalize rather than specialize caseloads with a view to better balancing caseloads among Community Corrections Officers.*

## **7. ANALYSIS OF PROBATION**

In this chapter of the report is provided the project team's findings, conclusions and recommendations with respect to Orange County's Probation program.

### **1. THERE HAVE BEEN MANY POSITIVE CHANGES IN PROBATION IN THE PAST YEAR.**

While there have been many positive changes in the Community Corrections Division in the past year, none have been more transformative than in the Probation Unit. Inclusive of organizational structure and staffing, how the program programs the services toward its clientele, the standards utilized internally and administrative processes, some of the highlights include the following:

- The Unit has changed organizationally in terms of the allocation of staff and the allocation of assignments in a risk profile and level of supervision required, as follows:
  - Intensive supervision required for more serious offenders. There are seven (7) CCO staff in the program. Assignments are more closely supervised and, as a result, caseloads are lower than in other Probation units.
  - Moderate supervision required for less serious offenders. There are nine (9) CCO staff in this program. Assignments have fewer face to face contacts with Community Corrections Officers but there is contact at frequencies defined for each case.
  - Telephone Reporting Unit (TRU) for low risk offenders who report in by phone. There are four (4) CCO staff in this unit.

Each of these sections within probation has a lead or supervisory staff position.

- Included within the staffing of the three supervisory levels are three (3) staff who used to be assigned to the Home Confinement program before it was suspended earlier this year. The addition of these staff have reduced overall average caseloads to about 50 for each CCO, which is a relatively low generalized caseload for a county probation function.

- Participants in the Telephone Reporting Unit may live outside of the County and outside of the State. This is a great benefit for participants who may qualify for this.
- Over all three of the Probation supervisory unit is a Unit Supervisor who functions as a manager for all Probation services. This position provides dedicated oversight to the programs and operations in Probation.
- Probation has adopted caseload and operating standards associated with the American Correctional Association (ACA). This is a high professional standard.
- Policies and procedures have been in a process of review and revision over the past year to make them more reflective of actual practice, more risk appropriate and more ACA compliant.
- The use of the ORAS (Ohio Risk Assessment System) risk assessment tool has been an improvement over the older Wisconsin method of triaging assignments to Probation. ORAS has led to improved coordination between Central Intake and the placement of assignments in Probation to programs and services as well as to a supervisory level based on a validated system scoring.
- There has been a greater emphasis on staff training in relevant skills for probation officers and other professional elements.
- There is limited specialization among staff which helps to equalize caseloads. Informal specialization exists for Spanish-only speaking assignments, prostitution, domestic violence cases, etc.
- A Quality Assurance program has been developed to provide oversight and quality control over the tasks that Probation Officers have on cases, consistency, adherence to policy, etc. At the present level of commitment of one assigned Officer and one temporarily assigned review all court and other documents. Supervisors are perform case reviews – 10 per case officer and all domestic violence enhanced and sex offender cases.
- Other case reviews and supervisory reviews occur on a regular basis (i.e., monthly and bi-monthly meetings between supervisors and staff).

These are changes which Probation has enacted, mostly in the past year, making it a leading program in the State and country for misdemeanor post sentence supervision. These changes and the continuing focus on additional steps which the

Unit can take have addressed many of the issues which would have been apparent as recently as the beginning of this year.

Staffing on an average caseload basis is in the middle range in Orange County compared to the Florida counties for which data was available (and excluding counties outside of Florida because other states can supervise felons at a county level). The table below demonstrates this point.

County	Total Professional Staff	Total Probation Cases (2012)	Ratio of Cases to Staff
Broward County	48	9,855	205
Miami-Dade County	22	4,868	221
<b>Orange County (FL)</b>	<b>25</b>	<b>3,463</b>	<b>139</b>
Palm Beach County	14	950	68
Polk County	25	3,000	120

However, as pointed out above, caseloads in Orange County have been reduced in 2013 in part because of changes to staffing levels.

The following section provides an assessment and recommendations relating to additional measures which should be considered by CCD and Probation.

## **2. ISSUES AND RECOMMENDATIONS REGARDING ORGANIZATION AND MANAGEMENT**

To a limited extent, caseloads are specialized among Probation CCO's,. As a result, there is some variation among Community Corrections Officers. Specializations are, as follows:

- Two Officers are assigned to cases with Spanish-speaking clients.
- One CCO serves as a gang liaison.
- Two Officers specialize receive the bulk of enhanced domestic violence cases, though all officers have these cases.

***Recommendation: Formally define caseload standards generally and adjust them for any additional tasks associated with case specialization.***

The APS database system is incapable of communicating with other systems used by CCD, including Offender Link, staff spreadsheets, as well various other forms and documentation. The effects of this include:

- Extensive manual input workload for both officers and administrative staff.
- Hindered interaction among units (e.g., between Probation and ACS).
- Officers have an increased reliance on physical file systems for necessary functions, including caseload organization.

While much of this issue should be resolved with the conversion to the new Case Management System within the next year (or so), duplication and reduction in manual processes is a long term issue for Probation as with other CCD units. Moreover, reliance on physical files, resulting in process duplication and additional manual entry responsibilities, is an issue for the Division as a whole.

***Recommendation: Continue to reduce data issues and manual process in Probation and between Probation and other CCD units.***

There is immense value in the existence of a Quality Assurance Unit in any organization, especially one in a correctional and justice environment because of the way it impacts peoples' lives. Quality Assurance should continue to focus on:

- The consistency of policy.
- The consistency of supervision.
- The consistency of reporting.
- Identifying individual and unit training needs.

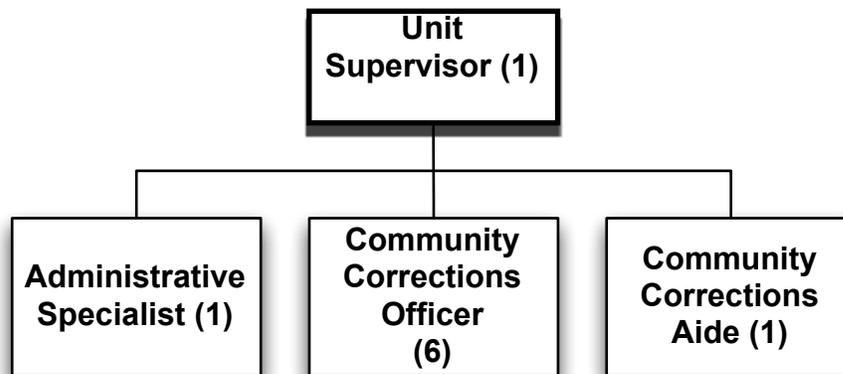
***Recommendation: Continue Quality Assurance efforts in the Community Corrections Division. Vary quality targets and staff and supervisory use to do these as experience dictates.***

## 8. ANALYSIS OF ALTERNATIVE COMMUNITY SERVICE

In this chapter of the report is provided the project team's findings, conclusions and recommendations with respect to Orange County's Alternative Community Service (ACS) program.

### 1. ISSUES AND RECOMMENDATIONS REGARDING THE POPULATION BEING SERVED BY THE ALTERNATIVE COMMUNITY SERVICE PROGRAM

ACS personnel are in charge of the contracts with partnered outside agencies, documenting the hours completed by clients, issuing non-compliance letters, and communicating with court clerks, as well as with probation and diversion officers, regarding requirement completion and expiration. ACS officers are not responsible for initial worksite assignment, that being the responsibility of Central Intake. Current staffing in the Unit is as shown below:



Correctional staff have a wide variety of duties with respect to this program, with principal case responsibilities including:

- Manage contracts with outside agencies; add new worksites.

- Communicates with worksites, receiving a weekly report of community service hours from each outside agency.
- Re-assigns clients to different worksites if there is a problem at the site, scheduling conflict, or other valid reason, taking into account any restrictions that may apply (e.g. sex offender, violent charge).
- Visits worksites to ensure compliance with all safety, supervisory, and reporting standards mandated in their contract.
- Monitors whether or not clients have completed the minimum requirement of 16 hours of community service per month, as well as their expiration dates.
- Issues warnings to clients either by letter or phone if they are non-compliant or have been documented as no-shows by their worksite.
- Notifies the court and/or probation officers in cases of expiration, repeated non-compliance, and failure to meet the 16-hour minimum; determines whether or not ACS re-enrollment is required.
- Closes out cases, notifying the courts of a client's completion of community service requirements.

There has been a significant change to the program in the past month. The ACS program has stopped accepting new clients from the Florida Department of Corrections on September 15, 2013 (though clients already in ACS had until October 1<sup>st</sup> to complete their service). This will lower the number of individuals enrolled in the program by about 40%, as well as significantly lower the number of worksite-related restrictions and revocations. This is because of the fact that many of the DOC clients had more serious and/or violent charges, presenting additional supervisory and risk needs than County clients.

Because staff's primary responsibilities relate to the time dedicated to managing contracts and sites, the reduction of 40% of staff is not directly impacted by the reduction of participants. However, the project team believes that this change provides the opportunity to restructure the program to address the following issues:

- Staff are too heavily involved in managing sites and the use of assignments by public and not-for-profit agencies. Site visits are not frequent enough to represent a deterrent for program abuse. A more heavy focus on random site audits should be implemented.
- Staff roles in Alternative Community Service, as a result, are largely administrative.
- Site supervision is largely provided by the not-for-profit agencies themselves who report participation to ACS regularly. This, too, provides the opportunity for program abuse and underscores the need for random site audits. Supervision of correctional assignments is not their core responsibility.
- There are too many sites in the program – over 90. In total, over 3,000 participants are assigned to these sites, some with over 100 potential assignments and some as few as 2. Moreover, many of these sites are over-subscribed to. The result of this is that oversight is further weakened.

The project team's comparative survey of other community service programs in Florida and elsewhere in the country showed that many programs are entirely contracted out to not-for-profits (the Salvation Army, for example) or function with a greater mix of paraprofessional than correctional officers or commissioned officers. For example, community service programs elsewhere function in the following models:

- Miami-Dade functions under a not-for profit corporation (Advocate Program, Inc).
- Duval functions under a not-for profit (Salvation Army).
- Hillsborough functions under a not-for profit (Salvation Army); and Hillsborough County's correctional system is within the Sheriff's Office.

The program could be restructured so that Correctional Aids / Specialists are responsible for paper intensive aspects of contract management, filing and time reporting responsibilities of the program. Correctional Officers should be tasked, then, with site supervision, coordination with not-for-profit agencies and working with assignments on problems and assigning to other work sites. To accomplish this, the County and the Community Corrections Division should consider the following:

- Reduce the number of work sites by at least 20%, eliminating wherever possible sites with few participants (e.g., fewer than 10 assignments unless there were reasons to continue with a particular small program site).
- Convert Community Correctional Officer roles and responsibilities to largely on site (i.e., at least 50% of their time).
- Increase the number of Corrections Aid positions by three (3) to handle the administrative responsibilities of managing sites and assignment contracts. The cost of this would be \$98,988 including salaries and fringe benefits.
- Reduce the number of Community Corrections Officer positions by three (3) positions. The remaining three Corrections Officers would handle mostly field roles associated with oversight of sites and more directly working with assignments. The savings of the three (3) position reduction would be \$123,723.

The net savings associated with the conversion of three (3) Corrections Officers to three (3) Corrections Aids would be \$24,735. More importantly, this change would better tie appropriate roles for position classifications and would free up CCO time to be dedicated to site and assignment oversight. Reductions in the number of participating sites would facilitate this, as would reductions in program assignments because of the termination of the involvement of the State Department of Corrections. The implementation of the new Case management System will also facilitate the implementation of this change.

***Recommendation: The Community Corrections Division should reduce the number of Corrections Officers by three (3) positions, dedicating the roles of the three (3) remaining to site and participant oversight; the Division should increase the number of Corrections Aids by three (3) positions to perform administrative duties for the program.***

***Recommendation: The number of participating work sites should be reduced by at least 20%.***

### 3. ISSUES AND RECOMMENDATIONS REGARDING MANAGEMENT OF ALTERNATIVE COMMUNITY SERVICES.

There are also several other issues pertaining to the management of the processes, program participants and inter-program functioning of Alternative Community Service. These issues include the following:

- A significant portion of a Community Corrections Officer's typical workload is comprised of data entry and file management, functions that can be (and sometimes are) performed by the unit's aides. Staff workload increases as a result of a number of redundant actions in business processes. For instance, outside agencies are responsible for reporting the completion of community service hours via a weekly e-mail. Once the message is received, ACS staff must manually input the hours for each client into the APS database and make a note of it in their personal spreadsheet. Often, officers will then also update the physical client files. While this will ultimately be largely resolved with the implementation of the new Case Management System, it will not entirely be so. The Division should strive to reduce paper storage as much as possible.
- There is minimal communication between ACS Officers and Probation Officers which has contributed to process inefficiency, increased Probation officer workload, and created confusion among assignments.
- There is inconsistent practice of certain policies, such as whether or not community service hours can be converted into a fee, or vice versa. While this is not entirely within CCD and includes judicial decisions, this should be standardized as much as possible by working with the judiciary who can authorize these conversions and coordinating with staff the appropriate ranges for these decisions.
- ACS Officers lack a defined role in the overall matrix of supervision for clients. For example, clients on Probation are responsible for reporting the overall completion of their community service requirements to their Probation Officer, and are also required to maintain contact with their assigned ACS officer should if they are not meeting these same requirements. Moreover, Central Intake decisions may ultimately be changed after initial assignment by ACS.

***Recommendation: Take steps prior to the implementation of the new Case Management System to reduce paper filing of certain records and reports.***

***Recommendation: Work with the judiciary on more standardized policies regarding the conversion of hours to fees, or vice versa.***

***Recommendation: ACS, Probation and Central Intake need to develop a 'matrix of assignments and supervision' for the program which clarifies the roles of each in each process. This coordination should be expanded to include assignment and revised assignment policies.***

**4. ALTERNATIVE MODELS FOR THE ALTERNATIVE COMMUNITY SERVICE PROGRAM**

While the comparative survey found that many counties have privatized this criminal justice service, it is not likely that Orange County would consider this in the current risk averse environment. Longer term as public confidence in the program grows this might be considered.

***Recommendation: For now, retain Alternative Community Service as a County program.***

## **9. ANALYSIS OF THE CENTRAL INTAKE UNIT**

In this chapter of the report is provided the project team's findings, conclusions and recommendations with respect to Orange County's Central Intake Unit in the Community Corrections Division.

Until recently, the Central Intake Unit (CIU) performed screening of incoming assignments, triage of assignments and assigning of certain programs and services for all Community Corrections Division programs except Pre-Trial Diversion program assignments. Starting in September, Pre-Trial Diversion assignments were also brought through Central Intake. Other than its role determining the placement of clients into probation categories and ACS worksites, the CIU has no role in either assessing or pre-screening which program an offender is assigned to. The CIU additionally invoices all client fees with payments of fees collected by the Cashier's Office.

### **1. THE RISK ASSESSMENT SYSTEM, ORAS (OHIO RISK ASSESSMENT SYSTEM) IN USE AT INTAKE.**

Their principal assessment tool for intake is a 9 question form called the PS-9. The PS-9 is name given by CCD to the pre-assessment tool of the risk assessment tool utilized by the Community Corrections Division, called ORAS (Ohio Risk Assessment System). ORAS was recently implemented by the Division in replacement to the 'Wisconsin' system, a risk assessment system originally developed in the 1970's as a weighted caseload standard for probation services. Because the use of a risk assessment tool is central to the functioning of an intake unit, the project team evaluated that use and issues associated with that use, including:

- Its predictability of behavior.

- Its usefulness in triaging clients.
- Its usefulness in assisting in determining programmatic needs of an assignment.

ORAS, as with other risk assessment tools is comprehensive in its use, as shown in the following graphic (based on a comparative assessment developed by the Vera Institute of Justice):

**Ohio Risk Assessment System (ORAS)**  
**University of Cincinnati – Center for Criminal Justice Research**

<b>Phase</b>	<b>Initial Contact with the CJS</b>	<b>Probation / Community Control</b>	<b>While in Prison</b>	<b>While in Prison</b>	<b>Parole or Post-Release Supervision</b>
<b>Tool</b>	Pretrial Tool (PAT)	Comm. Supv. Tool (CST)	Prison Intake Tool (PIT)	Reentry Tool (RT)	Comm. Superv. Tool (CST)
<b>Domains</b>	<ul style="list-style-type: none"> <li>• Criminal / Supervision History (3 items)</li> <li>• Employment (1 item)</li> <li>• Substance Abuse (2 items)</li> <li>• Residential Stability (1 item)</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal / Supervision History (6 items)</li> <li>• Educ., Employ., Finances (6 items)</li> <li>• Family &amp; Social Support (5 items)</li> <li>• Neighborhood Problems (2 items)</li> <li>• Substance Abuse (5 items)</li> <li>• Per Assoc. (4 items)</li> <li>• Crim. Attitudes &amp; Behav. Prob. (7 items)</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal History (7 items)</li> <li>• Educ., Employ., Finances (6 items)</li> <li>• Family &amp; Social Support (5 items)</li> <li>• Substance Abuse (5 items)</li> <li>• Criminal Lifestyle (7 items)</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal History (8 items)</li> <li>• Social Bonds (4 items)</li> <li>• Criminal Attitude &amp; Behavior Problems (7 items)</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal / Supervision History (6 items)</li> <li>• Educ., Employ., Finances (6 items)</li> <li>• Family &amp; Social Support (5 items)</li> <li>• Neigh. Problems (2 items)</li> <li>• Substance Abuse (5 items)</li> <li>• Per Assoc. (4 items)</li> <li>• Crim. Attitudes &amp; Behav. Prob. (7 items)</li> </ul>
<b># Variables</b>	N=7	N=35	N=31	N=20	N=35
<b>Outcomes Predicted</b>	Failure to Appear, Reoffend	Technical Violations, Reoffend	Reoffend	Reoffend	Technical Violations, Reoffend

In discussion with staff, the principal issue revolved around the use of the 9-question PS-9, or pre-assessment instrument used for triaging incoming assignments.

## **1. ISSUES AND RECOMMENDATIONS REGARDING THE MANAGEMENT OF THE INTAKE PROCESS**

While there are many competing systems in the market today, a relatively new market with new tools being developed continually given the information capabilities available today, all of them offer comparable abilities. This is shown in the chart on the following page is also based on an analysis developed by the Vera Institute of Justice.

The principal issues associated with the PS-9 and full ORAS assessment tools include:

- The linkage between the 9-question PS-9 initial assessment utilized at intake with the full 35 question ORAS completed once a person has been assigned to a program, principally in Probation and Diversion.
- The predictability of the PS-9 given the questions asked relating to justice and personal characteristics.
- The potential for the two tools to be at odds with each other in terms of determination of outcomes.

These are legitimate issues and issues which have been recognized by other users of ORAS as well as other systems available. However, based on the investment in the system, including staff training and policies built up around it, the Community Corrections Division should continue with the use of the ORAS assessment instruments and systems. The County should closely monitor these issues, should be in contact with other users of ORAS and be in contact with the University of Cincinnati's, Institute of Criminal Justice Research which developed the ORAS system, for updates and other relevant changes.

***Recommendation: Continue to utilize ORAS, including the PS-9 pre-assessment tool but monitor potential improvements in the tools and uses of the system***

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**

	Multi-Health Systems (MHS)		Northpointe, Inc.	Ohio Risk Assessment Systems (ORAS)				
Tool	LS/CMI	LSI-R	COMPAS	ORAS-CSST (Community Supervision Screening Tool)	ORAS-CST (Community Supervision Tool)	ORAS-PAT (Pretrial Assessment Tool)	ORAS-PIT (Prison Intake Tool)	ORAS-RT (Reentry Tool)
<b>Number of Items</b>	43	54	Varies	4	35	7	31	20
<b>Domains</b>	<ul style="list-style-type: none"> <li>• Criminal History</li> <li>• Education / Employment</li> <li>• Family / Marital</li> <li>• Leisure / Recreation</li> <li>• Companions</li> <li>• Alcohol / Drug problem</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal History</li> <li>• Education / Employment</li> <li>• Financial</li> <li>• Family / Marital</li> <li>• Accommodation</li> <li>• Leisure / Recreation</li> <li>• Companions</li> <li>• Alcohol / Drug problem</li> <li>• Emotional / Personal</li> <li>• Attitudes / Orientation</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal History</li> <li>• History of noncompliance</li> <li>• History of violence</li> <li>• Current violence</li> <li>• Criminal associates</li> <li>• Substance abuse</li> <li>• Financial problems</li> <li>• Vocational / educational</li> <li>• Criminal attitudes</li> <li>• Family criminality</li> <li>• Social environment</li> <li>• Leisure</li> <li>• Residential instability</li> <li>• Criminal personality</li> <li>• Social Isolation</li> </ul>	<ul style="list-style-type: none"> <li>• Number of prior felonies</li> <li>• Current employment</li> <li>• Availability of drugs</li> <li>• Number of criminal friends</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal History</li> <li>• Education</li> <li>• Employment / Finances</li> <li>• Family / Social support</li> <li>• Neighborhood problems</li> <li>• Substance abuse</li> <li>• Antisocial associations</li> <li>• Antisocial attitudes / Behavioral problems</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal History</li> <li>• Employment</li> <li>• Residential stability</li> <li>• Substance abuse</li> </ul>	<ul style="list-style-type: none"> <li>• Age</li> <li>• Criminal History</li> <li>• Education</li> <li>• Employment / Finances</li> <li>• Family / Social support</li> <li>• Substance Abuse</li> <li>• Criminal lifestyle</li> </ul>	<ul style="list-style-type: none"> <li>• Age</li> <li>• Criminal History</li> <li>• Social bonds</li> <li>• Criminal attitudes</li> </ul>
<b>Generation</b>	4 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>
<b>Case Management Tool</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Strengths</b>	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
<b>Cost</b>	Per-use	Per-use	No Per-use Cost / Not Public Domain	Public Domain	Public Domain	Public Domain	Public Domain	Public Domain

## 2. OTHER INTAKE UNIT ISSUES AND RECOMMENDATIONS

Intake officers ask many more questions in addition to those on the PS9 to 'prod' the interviewee for accurate answers to questions. This increases both the time required to conduct each interview and increases the role that officer judgment and discretion play a role in the program placement process. However, this is necessary because of limitation in the PS-9, to utilize the judgment of Officers in determining a placement and to gain rapport with the assignment. As a result, this is viewed to be a system enhancement rather than an 'over-ride'. There are some over-rides in the Orange County process – for sex offenders, for example, and length of sentence (less than a 6 month sentence).

***Recommendation: Continue to allow discretion at intake but 'standardize' that discretion as much as possible to continue ORAS validation goals.***

There are issues in the design (age) of the Microsoft Access database that assigns offenders to Alternative Community Service worksites (based on the client's charges and various other characteristics). Because of Access's age, many of the relevant categories and requirements that are ideally used to determine appropriate worksites are not included in the filter, rendering it less ineffective as a sorting function. Ultimately, the new Case Management System will replace the ACS Access database.

***Recommendation: Reconfigure or modify the filtering tool used by the Central Intake Unit to assign clients to an ACS worksite to ensure that all criminal justice characteristics, client availability, physical limitations, and all other factors relevant to worksite placement are automatically included in the process.***

Intake staff rely excessively on physical files which results in process duplication and additional manual entry responsibilities. This is an issue for the Division as a whole especially considering the units' frequent need to transfer documents between different

parties in multiple units. This should be addressed with the implementation of the new Case Management System.

***Recommendation: Re-engineer business processes which are currently manual and duplicative in preparation of the new case management system.***

## **10. ANALYSIS OF WORK RELEASE**

In this chapter of the report is provided the project team's findings, conclusions and recommendations with respect to Orange County's Work Release (WR) program. It is important to note that this chapter focuses only on the Community Corrections Division's programs and staff and not the staffing or other components of custodial services which function in the County Department of Corrections.

### **1. ISSUES AND RECOMMENDATIONS REGARDING THE POPULATION BEING SERVED BY WORK RELEASE**

The Work Release facility has capacity for 304 inmates and typically houses between 100 and 140. According staff interviewed in the study, the per-inmate cost is lower than at the County Jail, in part because inmates pay rent from their wages. Another benefit of Work Release is that the program provides services to inmates that, if effective, may help them find employment and maintain it after release, reducing the chances of recidivism.

The capacity and relatively low cost raise the question of whether the Work Release program is under-utilized and could be expanded.

Eligibility for Work Release is determined by the Classification Services Section of the Department of Corrections based on criteria set forth in Orange County Administrative Order 07-93-58-07. (At sentencing, judges can "Recommend" and "Have No Objection to Work Release"; however all inmates are reviewed by Classifications Services following the same criteria, and will only be approved for Work Release if they meet the criteria.) The Administrative Order has been revised several

times to ensure that Work Release is an option for appropriate individuals. Currently the criteria are:

- **Offence:** only offenders sentenced for misdemeanors, traffic offenses, and second and third degree felonies are considered eligible. Any offender whose offense is violent, involves abuse of children, involves felony sex abuse, or involves use of a deadly weapon will not be eligible.
- **Prior record:** offenders must not have been connected with a violent felony or felony with use of a weapon or be a sexual predator.
- **Health:** offender must not have a serious medical condition, be acutely psychotic, severely mentally retarded, currently suicidal, or otherwise unable to cope.
- **Other:** the inmate must not be subject to extradition, be serving sentences for additional charges that do not meet the program requirements, or have a recent order of protection.

According to employee interviews, Classification Services makes every effort to refer an inmate to Work Release if it appears appropriate. To expand the incarcerated population subject to work release would require relaxing the above standards. This is not recommended for three reasons:

- Work Release inmates are given significant freedoms, including independent travel to and from work or to look for work. Allowing inmates with more serious offences to enter Work Release would increase the risk associated with granting these freedoms.
- From a Community Corrections perspective, not all inmates are a good “fit” for their services. Inmates who are violent, confrontational, or not healthy enough to work can cause significant disruptions to what is otherwise an effective program.
- While the Facility has a high number of unused beds, any significant increase in inmate population would likely require an increase in staffing as well.

A related issue regarding the population served is that the inmate population has been changing over time, becoming more challenging to work with, to place in jobs, and to have succeed in their work. While there are no specific data on this, all CCOs

interviewed indicated that this was their experience. In particular, their finding was that the inmates were younger, more likely to be involved in drug offenses, and less motivated to retain employment.

That office they does not maintain statistics that could be used to track changes in the population over time. It is important to track whether the number of individuals suitable for Work Release is decreasing as this would have longer term planning implications for the operation.

***Recommendation: The current “demand” (suitable population) for Work Release, as well as capacity in terms of human resources, is appropriate, even though there is more room in the building. Expanding eligibility for the program carries risks and, likely, costs as well.***

***Recommendation: The CCOs should develop metrics related to the appropriateness or “quality” of inmates for Work Release and track these, to support future decisions regarding Work Release. The report should include: age of inmate, nature of offence, nature of prior offences, whether the inmate had an ID and Social Security number when coming to Work Release, whether he/she has prior work experience, number of days served, number of days working outside of the facility while on Work Release, and whether he/she has a job at the time of release. Some of this information is already collected by the Department of Corrections, but it should be organized in a report format so that trends in population and efficacy of the program can be analyzed over time.***

## **2. ISSUES AND RECOMMENDATIONS REGARDING THE SERVICES OFFERED AT WORK RELEASE**

Work Release was originally established for individuals subject to incarceration who were employed. The purpose was to allow them to maintain their jobs while serving their sentence. Over time, this has changed. Non-violent offenders with stable employment who would have been sent to work release are less likely to be incarcerated. As a result, Work Release serves a different population and has a different mission than when it was established. The population is typically offenders with a certain (non-violent) profile, but who do not have gainful employment and often

don't have the means to obtain employment. The mission of the CCD element of Work Release is to help these inmates become employable, and to help them find employment.

Based on the number of inmates with paying jobs, the program appears is quite successful. At the time of this analysis, there were more employers seeking to hire Work Release inmates than there were inmates available for jobs. In the five weeks prior to that visit, the percentage of inmates (excluding those in the mandatory initiation programs) working at paid jobs outside of the facility ranged from 67 % to 82 %. The balance of inmates were either working in the facility, doing community service jobs, or looking for work.

The program's success in terms of inmate employment is attributable to aggressive work done by the vocational placement division. This division acts as an employment agency, and actively solicits jobs for inmates, maintaining a database of employers and a "hot jobs" list of job openings, as well as strong, positive relationships with businesses and managers that are willing to employ inmates on work release. Inmates who are not incarcerated for long enough to find outside employment, and who have basic computer skills, are put to work as telemarketers, calling employers to find out about openings.

In addition to vocational placement, Work Release, in conjunction with Goodwill, has in the past offered programs to help inmates address problems and obtain necessary skills. This included GED classes, life skills classes, parenting classes, as well as interfaces with substance abuse programs. The range of programs has decreased over time, and Program staff now primarily assists inmates with obtaining

IDs and social security cards, acts as a liaison to Goodwill (which provides programs for inmates as well), helps them find appropriate clothing, and provides other basic assistance. Staff describe the role of this office as having transitioned from Programs to Case Management.

The reduction in programs is due primarily to the time required for inmates to finding work, get to and from work, and work. Work is given first priority, and inmate schedules can vary. This makes it difficult to find time for and schedule programs. In addition, the current population have more basic needs, such as locating birth certificates or even finding appropriate clothing, that are necessary precursors to employment.

One service not provided is transportation for inmates to and from work. Security staff do provide transportation to court and to government agencies as needed for inmates to obtain IDs and address other legal obligations. Inmates are required to use public transportation to get to and from work (they are not permitted to get a ride from a family member, friend, or colleague). It is not uncommon for them to spend 3-4 hours a day commuting. Inmates have also been known to obtain a ride, contrary to orders, and use the saved time for unauthorized activities. If caught the inmates are removed from Work Release and returned to jail, but staff interviewed indicated that this may happen without their awareness. In contrast to the County, the Florida Department of Corrections does provide transportation for inmates on Work Release.

Orange County Work Release CCOs interviewed for this study believed that they could maintain better control over inmates, offer a wider array of jobs, and have more

time for programs if some level of transportation assistance could be provided, in particular to major transportation hubs or job sites employing a large number of inmates.

**Recommendation:** *As staff attrition takes place in the future, it is important to ensure that the elements that have made that program successful are maintained, in particular strong relationships and a high level of service provided to employers and aggressive efforts to find job openings and market Work Release inmates for those jobs.*

**Recommendation:** *Work Release staff should explore creative means to expand the programs offered at the facility despite other demands on inmates' time. Options include shorter workshops, evening and weekend programs, or allowing inmates to reduce their work hours if they are attending another program that may be beneficial. Given the changing population at the Work Release center, a needs assessment to identify the best programs for this community might be a good first step.*

**Recommendation:** *The transportation issue is one of some contention within Work Release, made more challenging because of cultural and organizational disconnect between security staff and Community Corrections staff (discussed in the next section). However, since providing at least some transportation to and from work could increase inmate control and improve overall operations it should be seriously considered.*

### 3. ISSUES AND RECOMMENDATIONS REGARDING ORGANIZATION AND MANAGEMENT

Work Release is unusual because it brings together three distinct operational areas, each with a different chain of command, in a single facility.

- Security Operations runs the jail, responsible for security and day to day operations.
- Community Corrections provides case management, programs, and vocational services.
- Fiscal management maintains inmate bank accounts and disbursements.

The oversight structure of Work Release has changed several times and in recent years had been under the authority of Community Corrections. A recent

reorganization has placed it under Security Operations; the Community Corrections element continues but does not have overall authority.

Staff and managers in both Security Operations and Community Corrections acknowledge a tension in mission and culture between the two areas, with one primarily viewing Work Release as a “jail” with security as the primary concern, and the other as an institution aimed at empowering inmates so that they may succeed post incarceration. Despite this tension, the two groups appear to work together effectively, and the Security Operations managers who now oversee the organization appear to value the CCOs’ work.

Within Community Corrections, Programs and Vocational Placement are distinct, with one CCO dedicated to Programs and three to Vocational Placement. In an organization of this small size, and with changing inmate needs regarding programs, this separation of duties inhibits organizational flexibility.

***Recommendations: Given Orange County’s strong current emphasis on security, the Security Operations role will continue to be dominant within Work Release. Managers should continue efforts to maintain communication between the distinct areas of the operation.***

***Recommendation: Community Corrections’ employment efforts should be reorganized into a single unit to allow for more flexibility in meeting needs of the program.***

#### **4. ISSUES AND RECOMMENDATIONS REGARDING RELATIONSHIP AND INTERACTIONS WITH OTHER PROGRAMS**

Community Corrections staff in Work Release staff have relatively little interaction with other Community Corrections operations. There have been some informal efforts to share Work Release’s database of potential employers with Probation, but no formal relationship exists.

The services offered by Vocational Placement can benefit any individual who has been caught up in the criminal justice system and is willing to obtain legitimate employment, but faces legal barriers (such as ID cards) or doesn't know how to find work. Vocational Placement staff can provide help on two fronts: helping the inmate gain the tools needed to work and identifying employers and jobs and marketing the program to employers. Because they maintain a list of interested employers and job openings, the Vocational Placement staff serve as a resource for inmates even after they have been released. While no data exist on this, staff relayed several incidents of former inmates who were seeking work calling to obtain job leads from CCOs who they had worked with while in work release.

The benefits of this "Employment Agency" model could potentially be expanded to other areas of Community Corrections, in particular probation and home confinement.

***Recommendation: Community Corrections managers should explore the possibility of expanding the Work Release "Employment Agency" model to other operational areas, either as a single entity serving multiple functions or by duplicating the approach taken in Work Release.***

***Recommendation: Community Corrections staff in Work Release should interact more with other operational areas. Managers should consider rotating staff in different, complimentary areas so that the divisions have a better understanding of the different work areas and can share models of success.***

## **5. ALTERNATIVE MODELS FOR THE WORK RELEASE PROGRAM**

Managers and staff see the Work Release program in transition for a variety of reasons:

- An increased emphasis on safety and community protection in all elements of Corrections activities.
- Staffing changes in Community Corrections
- Recent reorganizations placing Work Release under Security and Administration.

In looking at the transition, a number of new models could be considered:

1. Continue the Work Release program as it currently exists, but outsource programs and vocational systems to Goodwill or another non-profit organization.
2. Continue Work Release but expand the use of the facility, allocating unused beds to individuals who are post-release but lack housing and may have ongoing interactions with the criminal justice system (e.g., drug court, probation).
3. Eliminate Work Release and find another use for the facility, either as a secondary correctional institution or as a post-release “halfway house” for former inmates requiring housing and support.
4. Expand the Vocational Placement function in Work Release to become an employment agency for a wider range of individuals, including those who are post-incarceration or who were candidates for alternatives to incarceration.

***Recommendation: The existing CCO operations in Work Release are effective and efficient, and provide value to inmates and to the County. Outsourcing is usually considered when this is not the case. At this point, we see no benefit to outsourcing these functions.***

***Recommendation: The Employment Agency model within Work Release has shown itself to be effective and beneficial. Community Corrections should explore ways to replicate or expand this model within the organization.***

This section concludes the examination of Community Corrections Division’s programs and services. In the following pages of the report is provided various supporting documents which the project team developed during this study.

## **APPENDIX – DESCRIPTIVE PROFILE OF COMMUNITY CORRECTIONS PROGRAMS**

The following sections present a descriptive profile of the Orange County Community Corrections Division (CCD), a division of the Orange County Department of Corrections. The profile is divided into individual sections that detail each sub-unit within the overall department, excluding the suspended Home Confinement program, which was the focus of the study's initial phase. This document reflects our project team's current understanding of the organization, developed from the many interviews we conducted with CCD personnel in each unit, as well as a review of internal documents, client forms, and processes of the department.

For each unit within CCD, the descriptive profile will include:

- An introduction to each program, detailing where it fits within the overall picture of the judicial system.
- In addition to an organization chart of the program as a whole, a list of the staff contained within each unit, summarizing the roles and responsibilities of each position.
- Flowcharting of business processes that give insight to the key aspects of department functions, highlighting communication between units, areas involving officer decision making, and the management of documents.
- Review of the various criminal justice and personal characteristics of clientele within each unit, as well as key workload indicators for community corrections officers.

The information contained in the following profile will be reviewed to ensure that the final document is both complete and accurate in its review of each unit. Our project team intends to incorporate any feedback or corrections we receive into the final version of the profile.

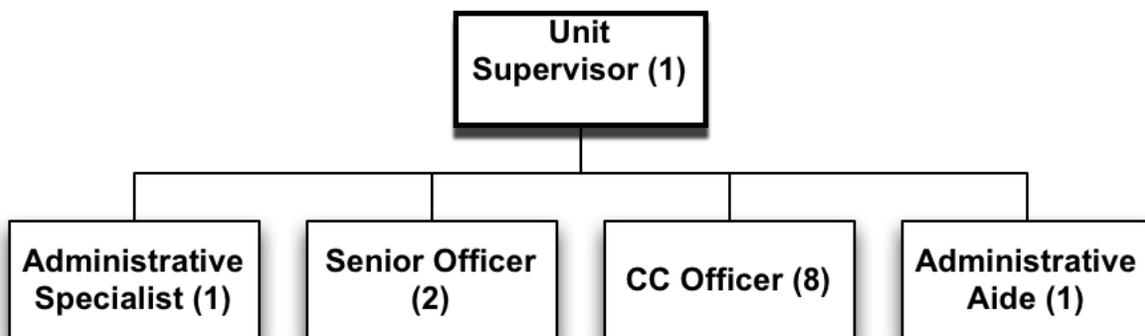
**1. PRE-TRIAL DIVERSION**

The county’s pre-trial diversion program was created in 1974 by the office of the Ninth Circuit State Attorney in order to provide offenders with a low risk of re-offending to be ‘diverted’ from the criminal justice system and avoid being formally convicted of a crime. Today, the program handles, with some exceptions, first time offenders that have committed either a DUI Tier 1 or 2, in addition to certain types of misdemeanors, such as petty theft. Assignment to the program, rather than resulting from a court order, depends entirely on the referral from the state attorney’s office. Pre-Trial diversion clients are not processed initially through Central Intake, and are instead processed within the unit using a similar process. The number of clients assigned to the program has fluctuated somewhat in recent years, despite retaining a steady rate of successful completion by clients, as displayed in the chart below:

	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
Successful	1,487	1,875	1,479	852	<b>5,693</b>
Unsuccessful	511	513	433	271	<b>1,728</b>
%	74.42%	78.52%	77.35%	75.87%	<b>76.71%</b>

**(1) Organizational Structure**

The organizational chart of the unit is displayed on the next page:



**(2) Staff Roles and Responsibilities**

Position	#	Key Roles and Responsibilities
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Schedules meetings within the unit.</li> <li>• Conducts employee evaluation, time, and attendance.</li> <li>• Oversees operational issues with State Attorney's Office</li> <li>• Initiates policy and procedures and updates on a regular basis</li> <li>• Employee hiring and discipline responsibilities</li> <li>• Ensures that the unit performs core functions.</li> <li>• Provides direction and helps Community Corrections Officers with caseload management.</li> </ul>
Senior Community Corrections Officer	2	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor</li> <li>• Functions as a lead and serves as a backup to the Unit Supervisor</li> <li>• Reviews relevant documents from the State Attorney's office</li> <li>• Performs initial intake functions for each client, including a full criminal history check</li> <li>• Informs client of the terms and conditions of the program, as well as instructions for reporting</li> <li>• Monitors that clients are reporting timely and regularly as directed by the terms of their contract</li> <li>• Oversees that all requirements are met for successful program completion one month prior to the contract's expiration, as well as checking for any new arrests while in the program</li> <li>• One Senior Community Corrections Officer is assigned to DUI Tier 2 cases.</li> </ul>
Community Corrections Officer	8	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Reviews relevant documents from the State Attorney's office</li> <li>• Performs initial intake functions for each client, including a full criminal history check</li> <li>• Informs client of the terms and conditions of the program, as well as instructions for reporting</li> <li>• Monitors that clients are reporting timely and regularly as directed by the terms of their contract</li> <li>• Oversees that all requirements are met for successful program completion one month prior to the contract's expiration, as well as checking for any new arrests while in the program</li> <li>• Three Community Corrections Officers are assigned to DUI Tier 2 cases.</li> </ul>

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Position	#	Key Roles and Responsibilities
Administrative Specialist	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Activates cases upon contract signing.</li> <li>• Creates obligations in the financial database.</li> <li>• Answers the phone.</li> <li>• Provides back-up coverage for front-desk staff.</li> <li>• Creates and sends intake appointment letters.</li> <li>• Types contracts.</li> <li>• Mails paperwork to out-of-area clients.</li> <li>• Prepares case files for Community Corrections Officers in the unit.</li> <li>• Receives data from the Alternative Community Service unit on completion of hours by clients.</li> <li>• Enters data into the CCD database.</li> </ul>
Administrative Aide	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Acts as a liaison to the State Attorney's Office, making frequent trips to the courthouse as needed, where access to their documents is available</li> <li>• Runs criminal history checks.</li> <li>• Types contracts and enters conditions.</li> <li>• Enters data into the CCD database.</li> </ul>

**(3) Eligibility**

A client's eligibility for the program is determined by the following:

- Offender has no prior felony convictions.
- Maximum of one prior misdemeanor conviction if not related to current charge.
- No minors in the car, property damage, or crash involved in the case
- BAC within  $.08 \leq x < .15$  for Tier 1, or  $.15 \leq x \leq .22$  for Tier 2 (testing refusals automatically constitute DUI Tier 2)
- Client must own or have regular access to a vehicle (if not possible, 3 months of SCRAM bracelet may substitute for the vehicle ignition interlock requirement)
- Referral by the office of the state attorney
- Must waive right to a speedy trial.

**(4) Fees**

In addition to the criminal justice requirements for entry into Pre-Trial Diversion, the program also entails certain financial obligations, as summarized below:

- \$20 Intake fee

- \$17 UA fee
- \$50/month program fee (@ 15 months for DUI Tier 2 = \$750)
- \$500 tax-deductible donation to either MADD or Victim Services Center (\$1000 if Tier 2; must be made within 9 months of contract signing)
- \$40 victim awareness class fee
- \$6/month TRS fee (depending on method of payment, additional minor processing charges may apply)
- \$50/charge State Attorney fee for cost of prosecution
- \$165.00 vehicle ignition interlock installation fee (DUI Tier 2 only)
- \$~67.50/month additional interlock fee (DUI Tier 2 only; @ 6 months = \$405; varies by third-party agency)
- Other fees and requirements that may apply depending on the client's charge, including restitution, Batterer's Intervention, Impulse Control etc.
- Any additional investigative costs

**(5) Requirements**

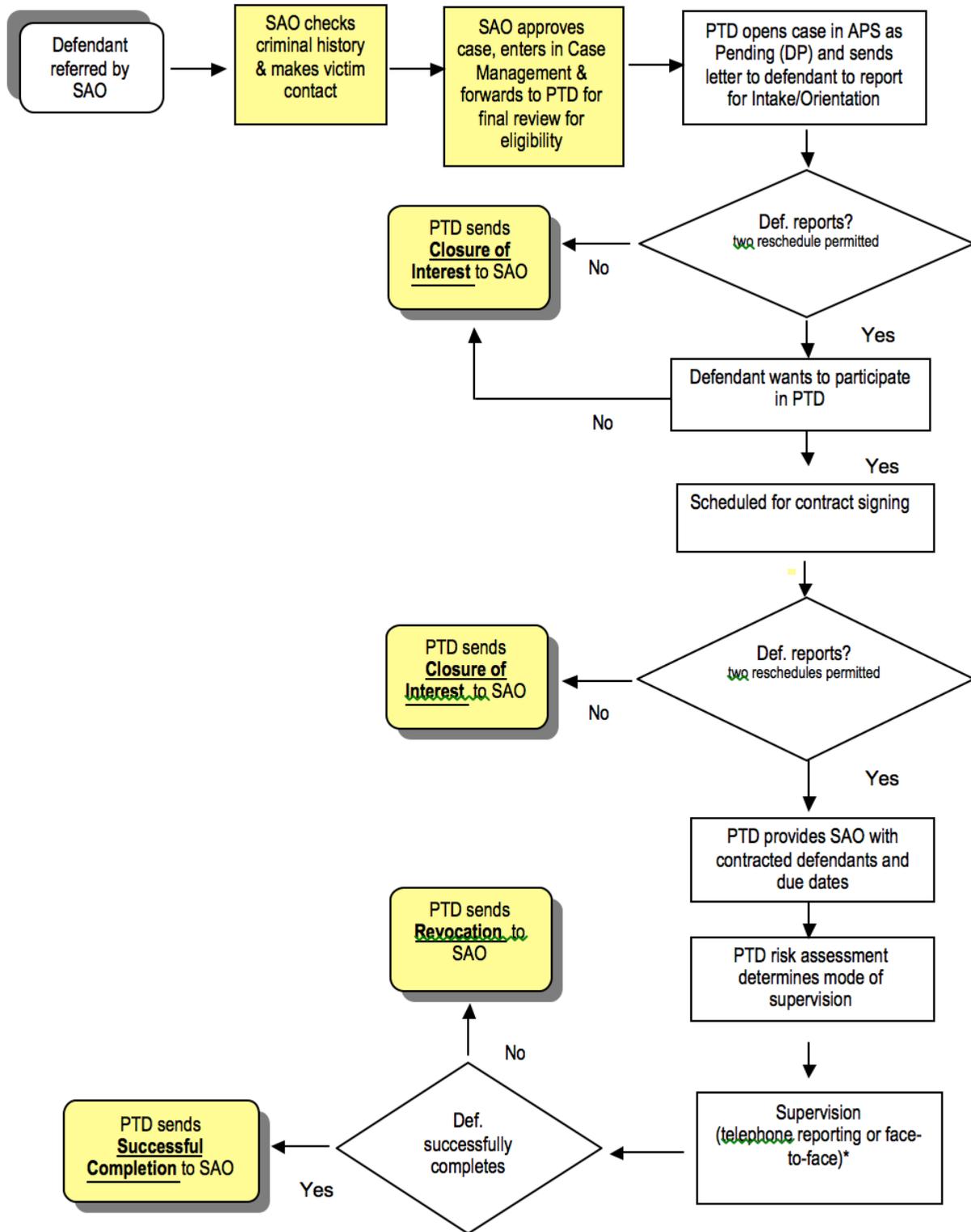
In addition to the fees and costs associated with the program, a number of other requirements must be met for a client to successfully completed:

- 50 hours of community services for DUI charges, 40 hours for misdemeanors (completed within 11 months of contract signing)
- 12 hours of DUI class (DUI Level I School; must be completed within 30 months of contract expiration date)
- 1 at-random drug test
- 6 months of vehicle ignition interlock system (DUI Tier 2 only; must be installed within the first 3 months)
- Impoundment of vehicle as permitted by state statute (DUI Tier 1 only)
- Alcohol/substance abuse treatment evaluation; (DUI and drug-related offenses only (including marijuana or paraphernalia possession) If referred, any additional treatment becomes mandatory)

- Advanced Driver Improvement class (online)
- Victim impact awareness class (must be attended within 3 months; if under 21, class is substituted with Youth Alcohol Drug Panel)
- Must report to assigned diversion officer in 4 month intervals for DUI cases, whereas misdemeanors (excluding marijuana/paraphernalia possession and domestic violence cases) report in months 3 and 6
- Non-DUI misdemeanors report regularly through TRS (3 months if charge is petty theft)
- Cannot be arrested for any new crime

**(6) Program Flowcharting**

Located on the next page, the following flowchart documents the process of intake into the Pre-Trial Diversion program:



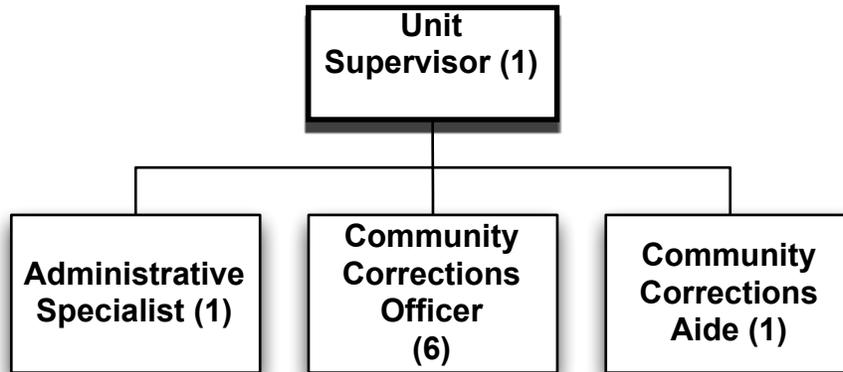
## **2. ALTERNATIVE COMMUNITY SERVICE**

The Alternative Community Service (ACS) unit administrates all community service requirements handed down to CCD from a variety of sources, including the Ninth Judicial Circuit Court, Federal authorities, Florida Department of Corrections (discontinuing in September 2013), Traffic Court, and Collections Court, as well as from the Probation and Pre-Trial Diversion programs within CCD itself. Clients are assigned an ACS case manager after having been matched with a worksite by the Central Intake Unit and documentation has been transferred to the unit. ACS personnel are in charge of the contracts with partnered outside agencies, documenting the hours completed by clients, issuing non-compliance letters, and communicating with court clerks, as well as with probation and diversion officers, regarding requirement completion and expiration.

Regardless of the terms set forth by outside agencies, a minimum of 16 hours of community service must be completed each month that an ACS case remains active. Failure to do so does not necessarily result in a client's revocation, although a \$50 re-enrollment fee may be assessed. Although caseload totals are expected to decrease beginning in September once DOC clients are no longer accepted into the program, they have remained somewhat steady in recent years, as evidenced by the following table:

	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
Successful	5,789	6,046	5,029	2,535	19,399
Unsuccessful	1,420	2,036	2,153	1,135	6,744
%	80.30%	74.81%	70.02%	69.07%	74.20%

**(1) Organizational Structure**



**(2) Staff Roles and Responsibilities**

<b>Position</b>	<b>#</b>	<b>Key Roles and Responsibilities</b>
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Schedules meetings within the unit.</li> <li>• Handles payroll issues</li> <li>• Prepares professional reports and maintains statistical information</li> <li>• Monitors staff adherence to policy</li> <li>• Coordinates staff activities</li> <li>• Conducts employee evaluation, time keeping, and attendance duties</li> <li>• Participates in the hiring and discipline of staff members</li> </ul>
Sr. Community Corrections Officer	1	<ul style="list-style-type: none"> <li>• Reports directly to the Unit Supervisor.</li> <li>• Reports to the Unit Supervisor. No direct reports.</li> <li>• Works a 4 / 10 shift schedule</li> <li>• All duties handles by the unit's Community Corrections Officers.</li> <li>• Assist in the training of staff.</li> <li>• Assigns duties to CCO's and administrative staff.</li> <li>• Performs supervisory duties in the absence of the unit supervisor.</li> <li>• Assists and advises support staff and CCO's in performing job duties.</li> </ul>

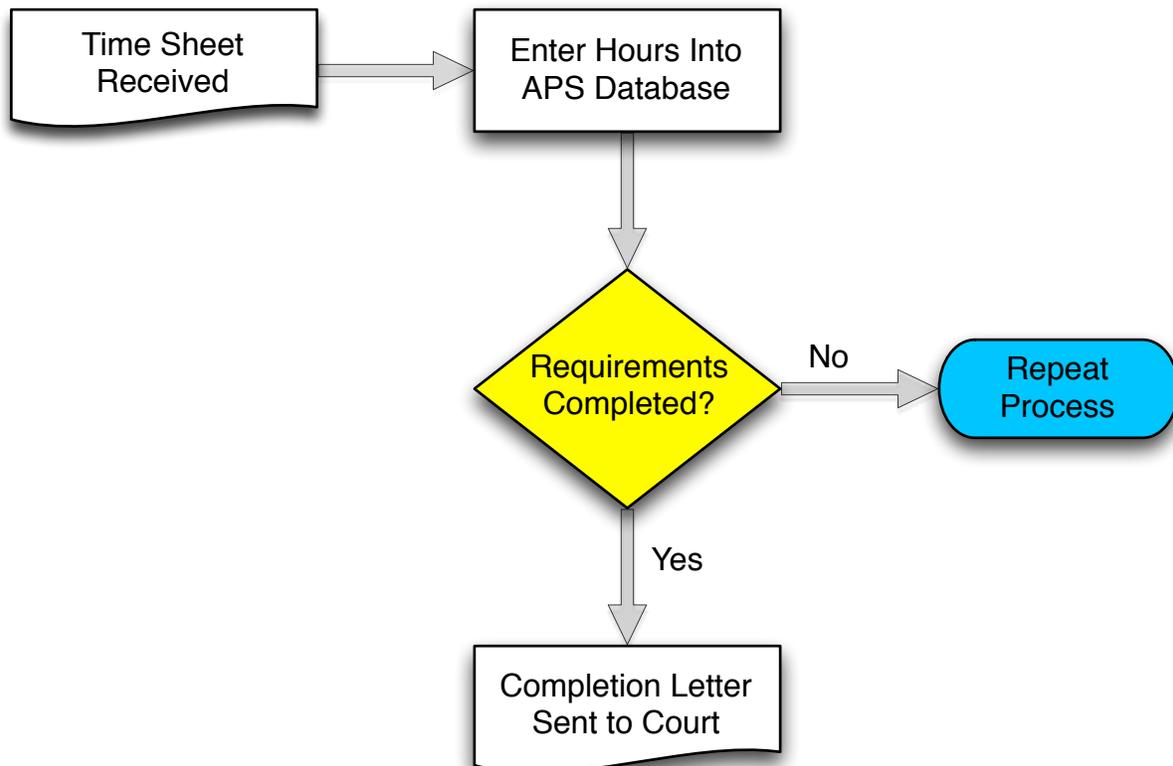
**ORANGE COUNTY, FLORIDA**  
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Position	#	Key Roles and Responsibilities
Community Corrections Officer	6	<ul style="list-style-type: none"> <li>• Reports directly to the Unit Supervisor.</li> <li>• Reports to the Unit Supervisor. No direct reports.</li> <li>• Manages contracts with outside agencies; adds new worksites</li> <li>• Responsible for a certain number of worksites (grouped geographically) and all clients working within that caseload</li> <li>• Communicates with worksites, receiving a weekly report of community service hours form each outside agency</li> <li>• Re-assigns clients to different worksites if there is a problem at the site, scheduling conflict, or other valid reason, taking into account any restrictions that may apply (e.g. sex offender, violent charge)</li> <li>• Visits worksites regularly to ensure compliance with all safety, supervisory, and reporting standards mandated in their contract, completing a form when visits are conducted</li> <li>• Monitors whether or not clients have completed the minimum requirement of 16 hours of community service per month, as well as their expiration dates</li> <li>• Issues warnings to clients via either letter or phone f they are non-compliant or have been documented as no-shows by their worksite</li> <li>• Notifies the court and/or probation officers in cases of expiration, repeated non-compliance, and failure to meet the 16-hour minimum; determines whether or not ACS re-enrollment is required</li> <li>• Closes out cases, notifying the courts of a client's completion of community service requirements</li> <li>• Monitors e-mail notices for any client re-arrests</li> <li>• Responds to any client injuries that occur at worksites</li> <li>• Verify all medical documentation for clients that are unable to complete ACS hours due to medical reasons.</li> <li>• Maintain transportation and equipment used by ACS unit.</li> <li>• Performs monthly mail-outs to worksites indicating hourly labor value</li> <li>• Supervises and coordinates special projects throughout the county</li> <li>• Responds to client inquiries.</li> <li>• Supervises and coordinates ACS administrative staff.</li> </ul>
Administrative Specialist	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Separates the physical case files that come directly from the Central Intake Unit (or Pre-Trial Diversion) and prepares them for Community Corrections Officers in the unit</li> <li>• Receives hour completion reports and inputs the data into the computer system</li> <li>• Communicates with the file room and court system as needed</li> <li>• Prepares and sends letters of completion, status, worksite contracts, and revocations to relevant agencies.</li> <li>• Keeps office supplies stocked.</li> <li>• Answers outbound calls and routs mail.</li> <li>• Covers the front desk as needed.</li> </ul>

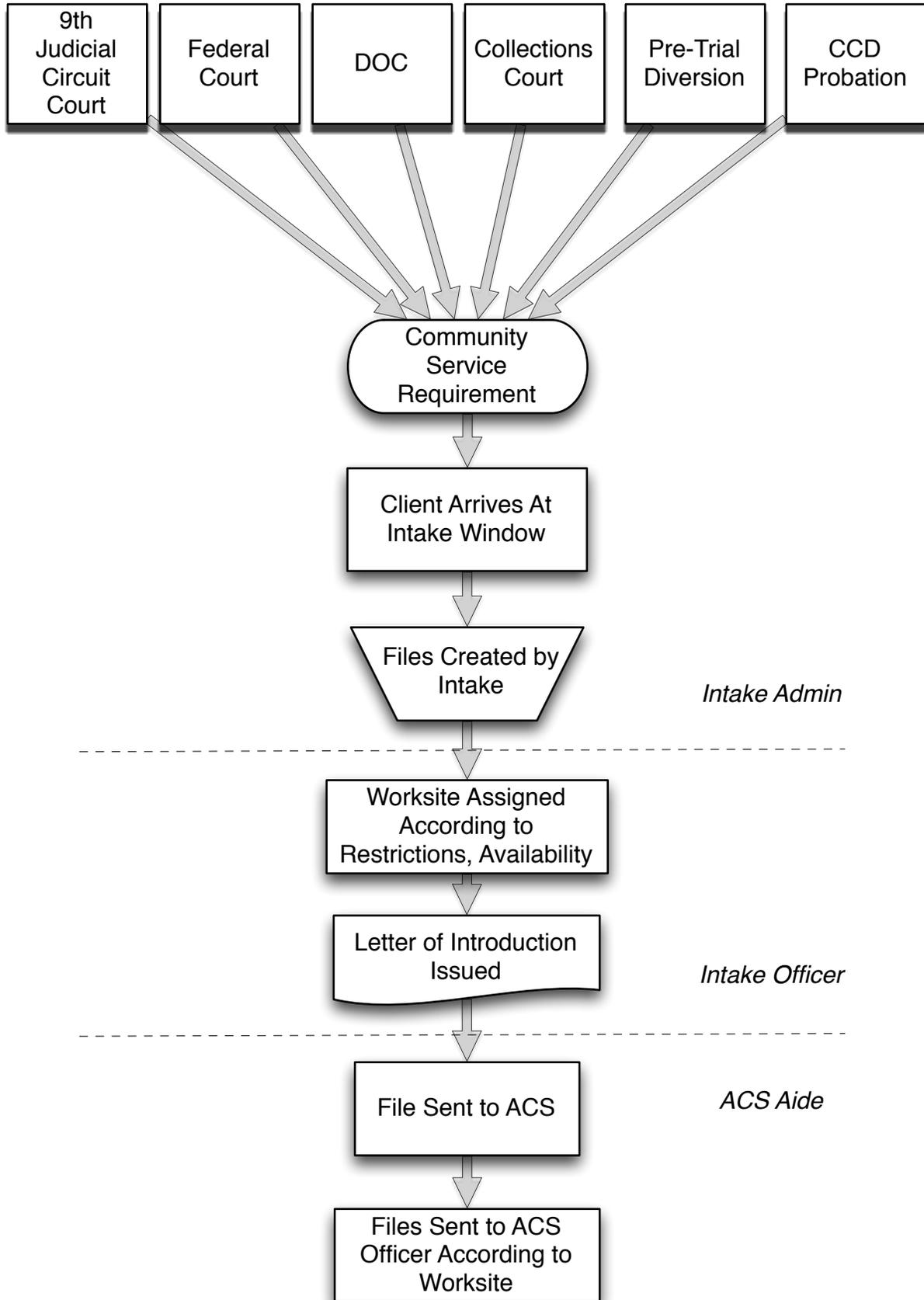
Position	#	Key Roles and Responsibilities
Administrative Aide	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor</li> <li>• Shares many of the same duties as the Administrative Specialist position</li> <li>• Separates the physical case files that come directly from the Central Intake Unit (or Pre-Trial Diversion) and prepares them for Community Corrections Officers in the unit</li> <li>• Receives hour completion reports and inputs the data into the computer</li> <li>• Prepares and sends letters of completion, status, worksite contracts, and revocations to relevant agencies.</li> <li>• Keeps office supplies stocked.</li> <li>• Answers outbound calls and routs mail.</li> <li>• Covers the front desk as needed. system</li> <li>• Communicates with the file room as needed</li> </ul>

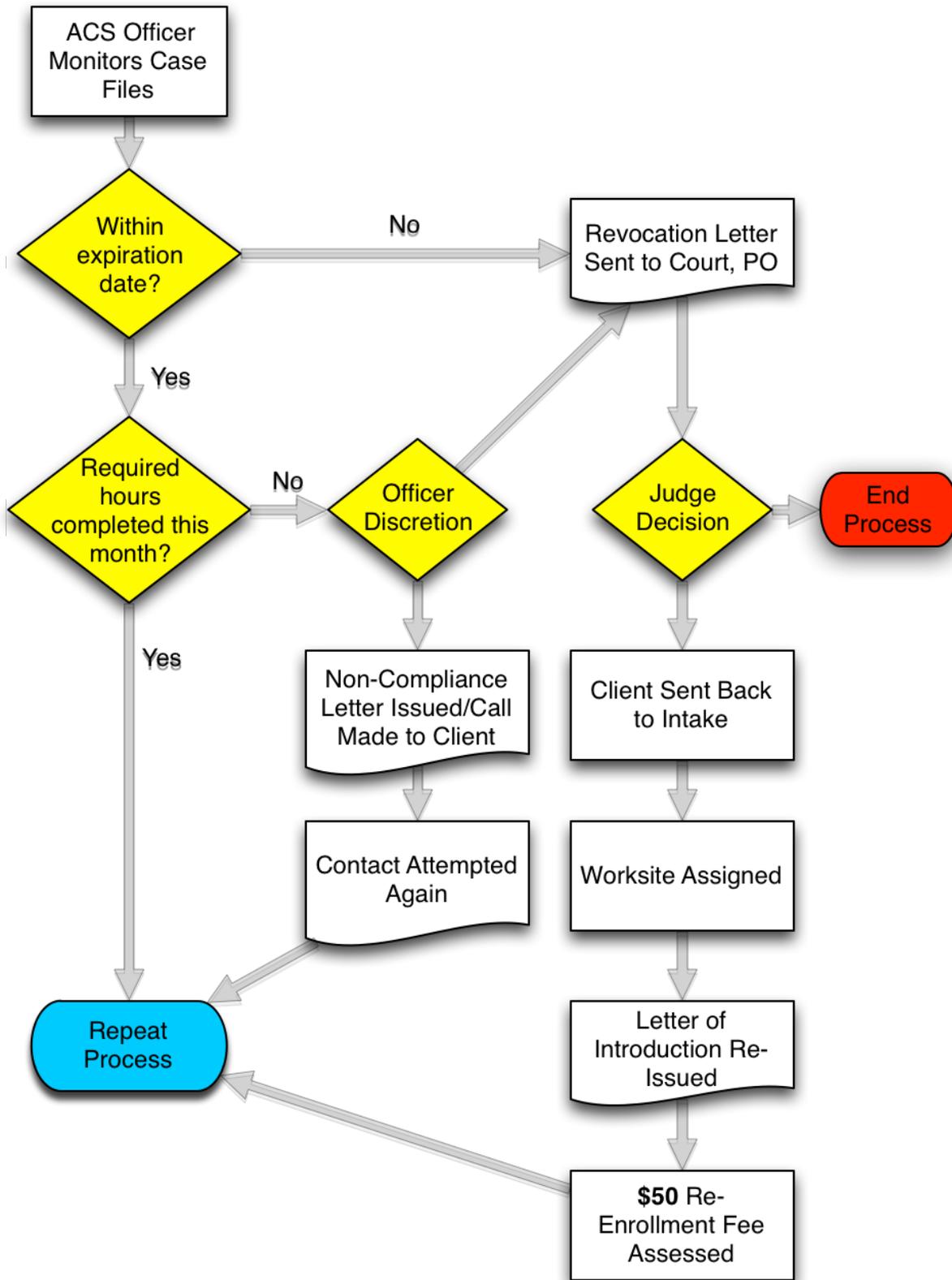
**(3) Program Flowcharting**

The following flowchart represents the process of Community Corrections Officers documenting the hours that have been completed by individual clients in the ACS program:



The first chart, on the following page, illustrates the process of entry into the Alternative Community Service program. The second flowchart reflects the process where a client fails to complete the minimum requirements of ACS.





#### **4. PROBATION**

The county's misdemeanor probation program is divided into three units— Intensive, Moderate, and Telephone Reporting— with each corresponding to a different level of supervision appropriate for the level of risk for re-offense each client poses. Intensive Supervision clients may also have more of an impact on workload than clients in other units, as in the case of domestic violence cases, where the officer must also communicate with the victim(s) involved in the case. Urinalysis is conducted as per the specific terms of the client's court ordered sentence.

The court does not determine which supervision unit a client will be placed into, as the Central Intake Unit, with two notable exceptions, instead controls this process. Depending on how a client scores on the full 35-question ORAS in the first scheduled appointment, an Intensive Supervision case may be transferred to the Moderate Supervision Unit— excluding domestic violence, sex offender, and mental health cases. Likewise, a high score on the full ORAS questionnaire may give a Moderate Supervision officer cause to transfer the client to Intensive Supervision.

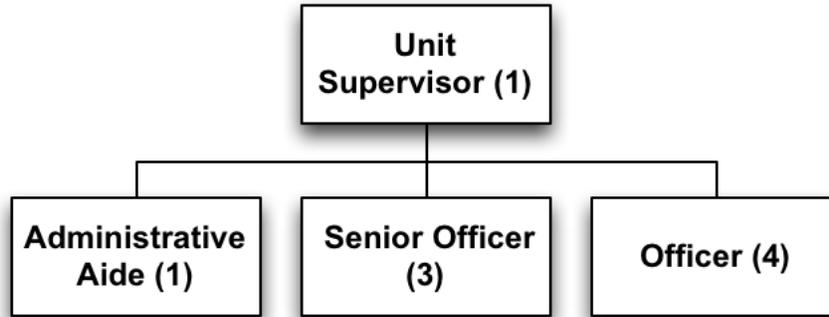
The following chart documents the overall success rate for all levels of probation from 2010 to 2013:

<b>Probation</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>TOTAL</b>
Successful	2,950	2,531	2,315	8,895
Unsuccessful	1,315	1,418	1,304	4,718
%	69.17%	64.09%	63.97%	65.34%

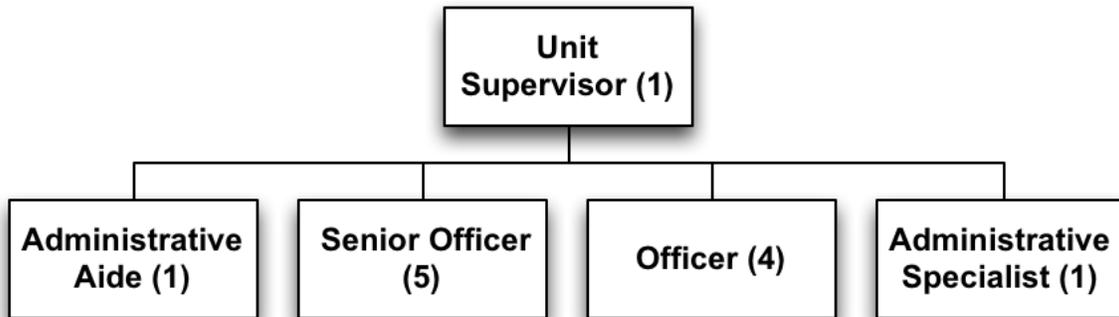
##### **(1) Organizational Charts**

On the following page are organizational charts corresponding to each of the three probation units:

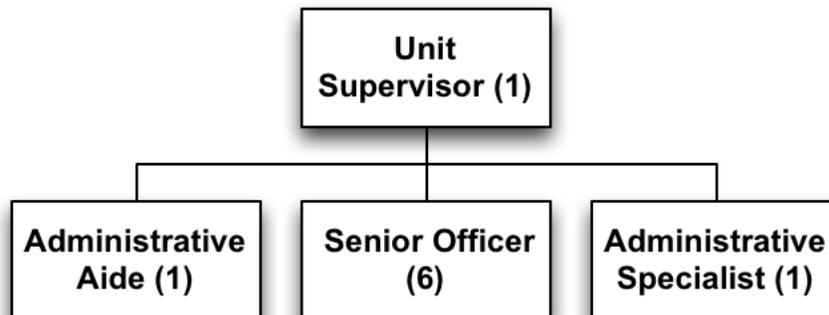
*Intensive Supervision Unit:*



*Moderate Supervision Unit:*



*Telephone Reporting Unit:*



It should be noted that domestic violence cases are automatically assigned to the Intensive Supervision Unit. However, as the Intensive Supervision Unit does not have a Spanish-speaking officer, two officers in the Moderate Supervision Unit have a specialized caseload of Spanish-only clients.

**(2) Staff Roles and Responsibilities**

- *Intensive Supervision Unit:*

<b>Position</b>	<b>#</b>	<b>Key Roles and Responsibilities</b>
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Schedules meetings within the unit.</li> </ul>
Senior Community Corrections Officer	3	<ul style="list-style-type: none"> <li>• Reports directly to the Unit Supervisor.</li> <li>• Functions as a lead and serves as the backup to the Unit Supervisor</li> <li>• Oversees a caseload of individuals that have scored high on the PS9 risk assessment tool, as well as any cases of domestic violence and sex offenders, in addition to clients flagged by Central Intake Unit officers.</li> <li>• Interviews the client in the first appointment, as well as assessing the client through the full 35-question ORAS examination. If a client scores high, the Community Corrections Officer assigned to the case may decide to transfer the client to the Intensive Supervision Unit.</li> <li>• Monitors e-mail for any new arrests of clients, and runs criminal history and fee payment checks one month prior to the end of a client's time on probation.</li> <li>• Issues travel permits to clients as needed, reviewing documentation proving the validity of the permit request.</li> <li>• Collects and reviews monthly reports, ensuring that clients are completing them each month.</li> <li>• Baker Act duties as necessary.</li> <li>• Refers clients to the Learn 2 Earn program.</li> <li>• Communicates and notifies victims as necessary in certain types of cases (e.g. domestic violence)</li> </ul>
Community Corrections Officer	4	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Oversees a caseload of individuals that have scored high on the PS9 risk assessment tool, as well as any cases of domestic violence and sex offenders, in addition to clients flagged by Central Intake Unit officers.</li> <li>• Interviews the client in the first appointment, as well as assessing the client through the full 35-question ORAS examination. If a client scores high, the Community Corrections Officer assigned to the case may decide to transfer the client to the Intensive Supervision Unit.</li> <li>• Monitors e-mail for any new arrests of clients, and runs criminal history and fee payment checks one month prior to the end of a client's time on probation.</li> <li>• Issues travel permits to clients as needed, reviewing documentation proving the validity of the permit request.</li> <li>• Collects and reviews monthly reports, ensuring that clients are completing them each month.</li> <li>• Baker Act duties as necessary.</li> <li>• Refers clients to the Learn 2 Earn program.</li> <li>• Communicates and notifies victims as necessary in certain types of cases (e.g. domestic violence)</li> <li>• Travels to courthouse as necessary.</li> <li>• Monitors the conditions of probation for each offender on caseload.</li> </ul>

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Position	#	Key Roles and Responsibilities
Administrative Aide	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Updates the APS database.</li> <li>• Runs full criminal history checks as directed.</li> <li>• Handles and completes the paperwork for interstate compact cases.</li> <li>• Receives files from the Central Intake Unit and prepares files them for officers in the unit.</li> </ul>

• *Moderate Supervision Unit:*

Position	#	Key Roles and Responsibilities
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Schedules meetings within the unit.</li> </ul>
Senior Community Corrections Officer	5	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Functions as a lead and serves as a backup to the Unit Supervisor.</li> <li>• Oversees a caseload of individuals on probation that are located in the seven-county area, and have scored within the moderate range of the ORAS (unless Spanish-only speaker)</li> <li>• One Senior Community Corrections Officer is responsible for all Spanish-speaking clients, regardless of their score on the PS9 exam.</li> <li>• Interviews the client in the first appointment, as well as assessing the client through the full 35-question ORAS examination. If a client scores high, the client will be transferred to the Intensive Supervision Unit.</li> <li>• Monitors e-mail for any new arrests of clients, and runs criminal history and fee payment checks one month prior to the end of a client's time on probation.</li> <li>• Issues travel permits to clients as needed, reviewing documentation proving the validity of the permit request.</li> <li>• Collects and reviews monthly reports, ensuring that clients are completing them each month.</li> <li>• Refers clients to the Learn 2 Earn program.</li> <li>• Communicates and notifies victims as necessary in some cases</li> </ul>

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<b>Position</b>	<b>#</b>	<b>Key Roles and Responsibilities</b>
Community Corrections Officer	4	<ul style="list-style-type: none"> <li>• Reports directly to the Unit Supervisor.</li> <li>• Oversees a caseload of individuals on probation that are located in the seven-county area, and have scored within the moderate range of the ORAS</li> <li>• Interviews the client in the first appointment, as well as assessing the client through the full 35-question ORAS examination. If a client scores high, the Community Corrections Officer assigned to the case may decide to transfer the client to the Intensive Supervision Unit.</li> <li>• Monitors e-mail for any new arrests of clients, and runs criminal history and fee payment checks one month prior to the end of a client's time on probation.</li> <li>• Checks for new arrests and payment of fees one month prior to the end of a client's supervision period.</li> <li>• Issues travel permits to clients as needed, reviewing documentation proving the validity of the permit request.</li> <li>• Collects and reviews monthly reports, ensuring that clients are completing them each month.</li> <li>• Refers clients to the Learn 2 Earn program.</li> <li>• Communicates and notifies victims as necessary in certain types of cases, e.g. if client only speaks Spanish and case is domestic violence related.</li> </ul>
Administrative Aide	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Data entry and file management duties as needed.</li> <li>• Updates the APS database.</li> <li>• Receives files from the Central Intake Unit and prepares files them for officers.</li> </ul>
Administrative Specialist	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Data entry and file management duties as needed.</li> <li>• Updates the APS database.</li> <li>• Receives files from the Central Intake Unit and prepares files them for officers.</li> </ul>

• *Telephone Reporting Unit:*

<b>Position</b>	<b>#</b>	<b>Key Roles and Responsibilities</b>
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Schedules meetings within the unit.</li> </ul>

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Position	#	Key Roles and Responsibilities
Community Corrections Officer	6	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Oversees a full caseload of individuals on probation that have, with exception, scored within the range of 0-2 range on the PS9 risk assessment tool, or are not located locally.</li> <li>• One officer handles all out-of-state clients in addition to clients in jail, no-shows, those on probation for less than 90 days, and those outside of the seven-county area that score high on the PS9 risk assessment tool.</li> <li>• Monitors e-mail for any new arrests of clients, and runs criminal history and fee payment checks.</li> <li>• Issues travel permits to clients as needed, reviewing documentation proving the validity of the permit request.</li> <li>• Collects and reviews monthly reports, ensuring that clients are completing them each month.</li> <li>• Baker Act duties as necessary.</li> <li>• Refers clients to the Learn 2 Earn program.</li> <li>• Communicates and notifies victims as necessary in certain types of cases.</li> </ul>
Administrative Aide	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Shares many of the same duties as the Administrative Specialist position.</li> <li>• Data entry and file management duties as needed.</li> <li>• Updates the APS database.</li> <li>• Listens to voicemails on the Telephone Reporting System.</li> <li>• Sends letters and assists CCO's with condition compliance verification.</li> <li>• Receives files from the Central Intake Unit and prepares files them for officers.</li> </ul>
Administrative Specialist	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Data entry and file management duties as needed.</li> <li>• Updates the APS database.</li> <li>• Receives files from the Central Intake Unit and prepares files them for officers.</li> </ul>

**(3) Fees**

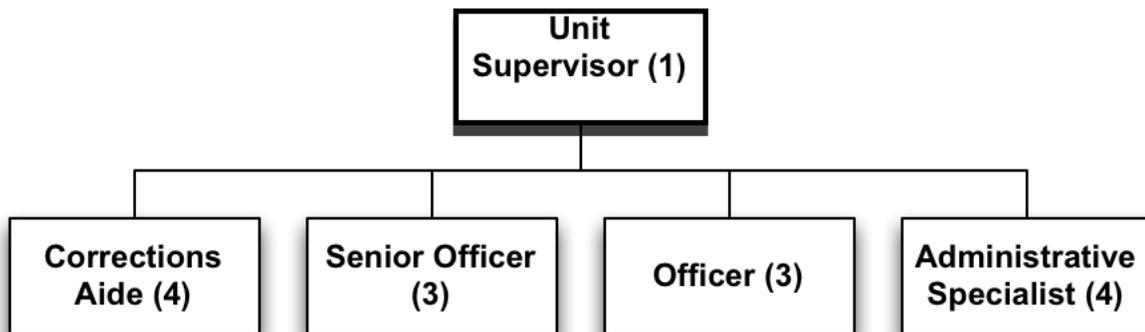
For successful completion of Orange County's probation program to occur, clients must first pay the following fees unless granted a financial hardship waiver from their assigned officer:

- \$20 Intake fee
- \$17 UA fee
- \$6/month Telephone Reporting System fee (TRS only)
- \$50/month cost of supervision

**5. CENTRAL INTAKE UNIT**

The Central Intake Unit (CIU) is the starting point for all clients of CCD, with the exception of those referred to the Pre-Trial Diversion program, who conduct their own intake process (it should be noted that Pre-Trial Diversion clients, however, do report to intake for ACS assignment purposes). Other than its role determining the placement of clients into probation categories and ACS worksites, the CIU has no role in either assessing or pre-screening which program an offender is assigned to. Intake additionally invoices all client fees, handling the payment of some program-related fees as well.

**(1) Organizational Chart**



**(2) Staff Roles and Responsibilities**

Position	#	Key Roles and Responsibilities
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Manages assigned caseload of personnel.</li> </ul>

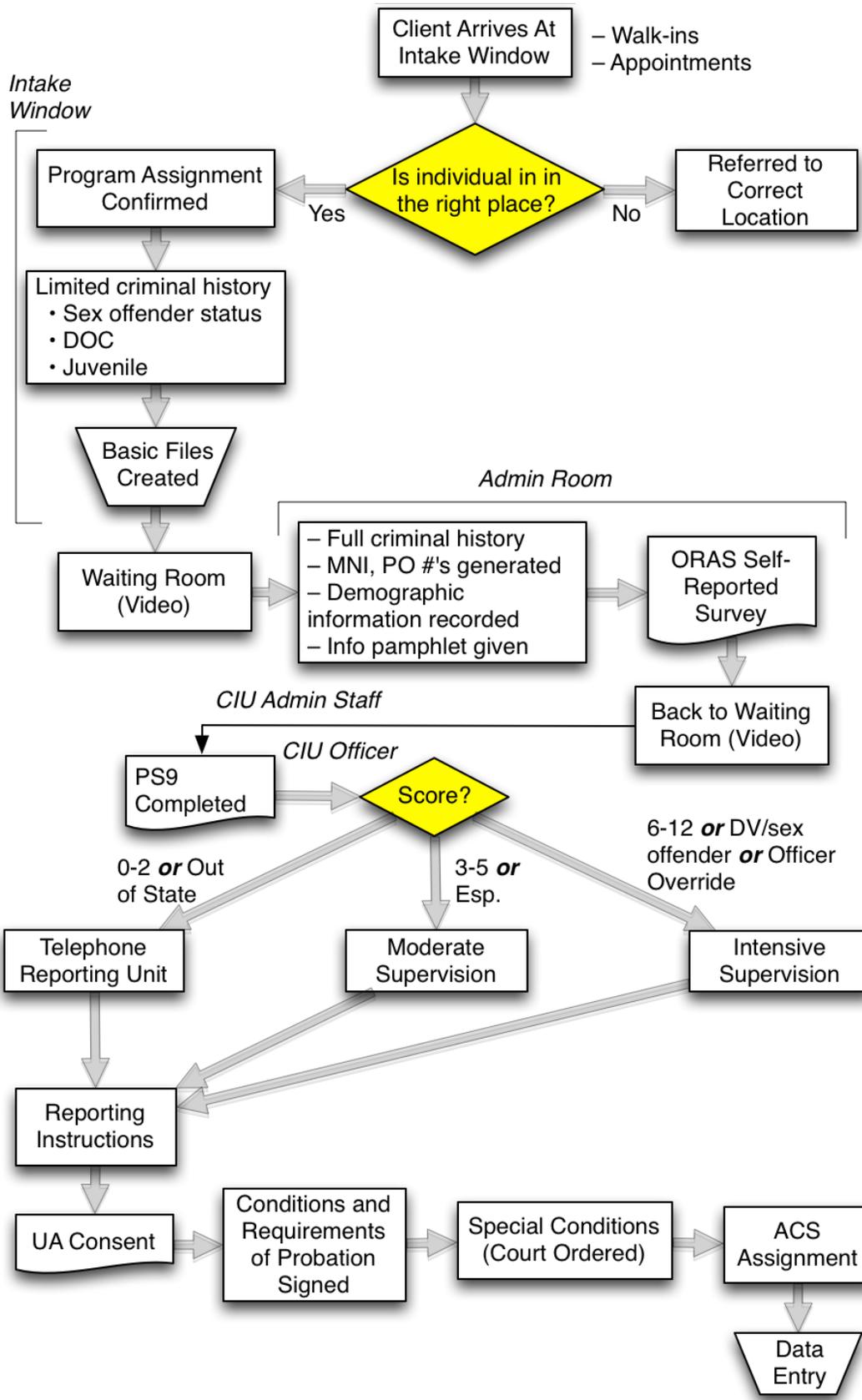
**ORANGE COUNTY, FLORIDA**  
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Position	#	Key Roles and Responsibilities
Senior Community Corrections Officer	3	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor with no direct reports</li> <li>• Functions as a lead, serving as a backup to the Unit Supervisor</li> <li>• Tasked with the 'third stage' of intake appointments</li> <li>• Interviews clients and administers the PS9 risk assessment tool in order to assess the individual and determine their placement within probation.</li> <li>• Reviews relevant court documents to accurately instruct clients on the specific conditions and requirements of either their sentence or release</li> <li>• Assigns clients to officer caseloads, as well as scheduling their first appointment with the selected officer</li> <li>• Matches clients to specific community service worksites based on their type of charge and other restrictions</li> <li>• Enters data and completes the necessary paperwork to transition the case to the officer(s) assigned to the case</li> </ul>
Community Corrections Officer	3	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor with no direct reports</li> <li>• Tasked with the 'third stage' of intake appointments</li> <li>• Interviews clients and administers the PS9 risk assessment tool in order to assess the individual and determine their placement within probation.</li> <li>• Reviews relevant court documents to accurately instruct clients on the specific conditions and requirements of either their sentence or release</li> <li>• Assigns clients to officer caseloads, as well as scheduling their first appointment with the selected officer</li> <li>• Matches clients to specific community service worksites based on their type of charge and other restrictions</li> <li>• Enters data and completes the necessary paperwork to transition the case to the officer(s) assigned to the case</li> </ul>
Administrative Specialist	4	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Initial contact for offenders, determining if they are in the correct location</li> <li>• Performs data entry functions and creates initial physical client files</li> <li>• Presents clients with basic informational material</li> <li>• Interviews the client for basic demographical information</li> <li>• Prepares invoices</li> <li>• Transfers files to one of the unit's Community Corrections Officer</li> <li>• One Administrative Specialist position performs cashier duties</li> </ul>
Corrections Aide	4	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Shares many of the same duties as the Administrative Specialist position.</li> <li>• Performs data entry functions and creates the initial physical client file</li> <li>• Presents client with basic informational material</li> <li>• Interviews the client for basic demographical information</li> <li>• Prepares invoices</li> <li>• Transfers completed intake case files to their respective unit(s)</li> <li>• One Administrative Aide position is responsible for client no-shows and performing an initial screening of such cases.</li> </ul>

**(3) Program Flowcharting**

The following chart shows the intake process for clients assigned to probation:





**6. PRE-TRIAL RELEASE**

The Pre-Trial release division exclusively works with clients that have not been sentenced or referred to a diversion program. Courts may assign individuals to the program as either a condition of bail or in lieu of bail. The unit also encompasses mental health cases, working with Lakeside to adequately supervise those individuals. Recently, however, the number of clients assigned the program has dropped significantly in conjunction with the suspension of the home confinement program. Common causes of revocation from the program include new arrests, technical violation– a failed drug test, for instance– or the failure to appear for a court date or appointment. A case is ‘successful’ in the program in the event of death, court termination, incompetence to proceed with prosecution, nolle prosequi, diversion contract, or a not guilty verdict being reached.

The table below presents the distribution of client types in the Pre-Trial Release program from 2010 to 2013:

<b>Pre-Trial Release Category</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
<b>Bond Supervised PTR</b>	217	243	146	106	188
<b>Mental Health PTR (Court Ordered)</b>	7	7	9	5	8
<b>PTR (Admin Ordered)</b>	0	0	0	0	0
<b>PTR (Court Ordered)</b>	109	90	111	82	100
<b>Pre-Trial Release</b>	1	1	1	1	1
<b>ROR (Admin Ordered)</b>	74	51	37	29	50
<b>ROR</b>	71	70	73	75	71
<b>TOTAL</b>	479	462	376	298	419

The next two tables document the overall success rate of Pre-Trial Release, including Mental Health Pre-Trial Release:

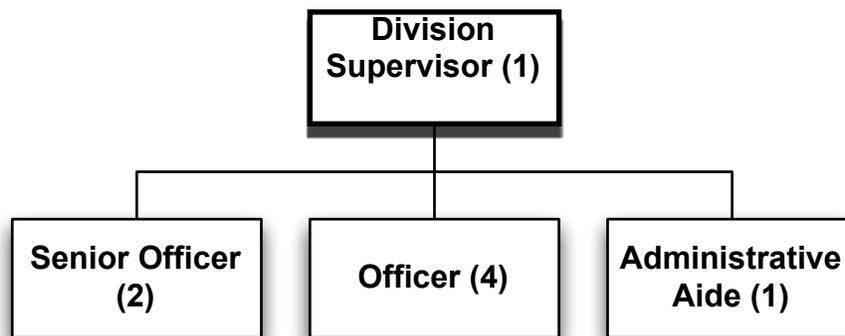
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Pre-Trial Release	2010	2011	2012	2013	TOTAL
Successful	3,730	3,536	2,827	1,325	11,418
Unsuccessful	649	619	549	320	2,137
%	85.18%	85.10%	83.74%	80.55%	84.23%

Mental Health Pre-Trial	2010	2011	2012	2013	TOTAL
Successful	41	59	97	36	233
Unsuccessful	8	22	27	13	70
%	83.67%	72.84%	78.23%	73.47%	76.90%

**(1) Organizational Chart**

The following chart represents the unit's organizational structure:



**(2) Staff Roles and Responsibilities**

Position	#	Key Roles and Responsibilities
Unit Supervisor	1	<ul style="list-style-type: none"> <li>• Reports to the Administrative Supervisor.</li> <li>• Supervises Community Corrections Officers.</li> <li>• Supervises Administrative Staff.</li> <li>• Schedules and conducts unit meetings.</li> <li>• Monitors that client appear at court.</li> <li>• File reviews and re-training.</li> </ul>

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Position	#	Key Roles and Responsibilities
Senior Community Corrections Officer	2	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor</li> <li>• Functions as a lead, serving as a backup to the Unit Supervisor</li> <li>• Maintains a full caseload of clients</li> <li>• Checks to make sure that the client's eligibility meets the criteria set forth by the judicial administrative order by running a full criminal history</li> <li>• Meets with more serious offenders in person, with less serious offenders reporting by phone at least once per month (or as mandated). Follows-up as needed, keeping track of conditions ordered to the client by the court.</li> <li>• Monitors e-mail for any new client arrests.</li> <li>• Ensures that clients regularly file monthly reports.</li> <li>• Contacts and communicates with any victims of the client as needed.</li> <li>• One Senior Community Corrections Officer is assigned to DVE and mental health cases</li> </ul>
Community Corrections Officer	4	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor</li> <li>• Performs many of the same functions as the Senior Community Corrections officer position.</li> <li>• Maintains a full caseload of clients.</li> <li>• Checks to make sure that the client's eligibility meets the criteria set forth by the judicial administrative order.</li> <li>• Meets with more serious offenders in person, with less serious offenders reporting by phone at least once per month (or as mandated). Follows-up as needed, keeping track of conditions ordered to the client by the court.</li> <li>• Monitors e-mail for any new client arrests.</li> <li>• Ensures that clients regularly file monthly reports.</li> <li>• Contacts and communicates with any victims of the client as needed.</li> <li>• Two officers are assigned to drug testing, and have no caseload. These officers handle all UA testing for the Community Corrections Department.</li> <li>• One officer is assigned to the Telephone Reporting System, having a caseload of entirely clients reporting by telephone only (e.g. out of the seven-county area)</li> </ul>
Administrative Aide	1	<ul style="list-style-type: none"> <li>• Reports to the Unit Supervisor.</li> <li>• Data entry functions, updating files as needed.</li> <li>• Transfers paperwork to the appropriate unit/agency</li> <li>• Updates the APS database.</li> <li>• Receives files from the Central Intake Unit and prepares files them for officers.</li> </ul>

**(3) Fees**

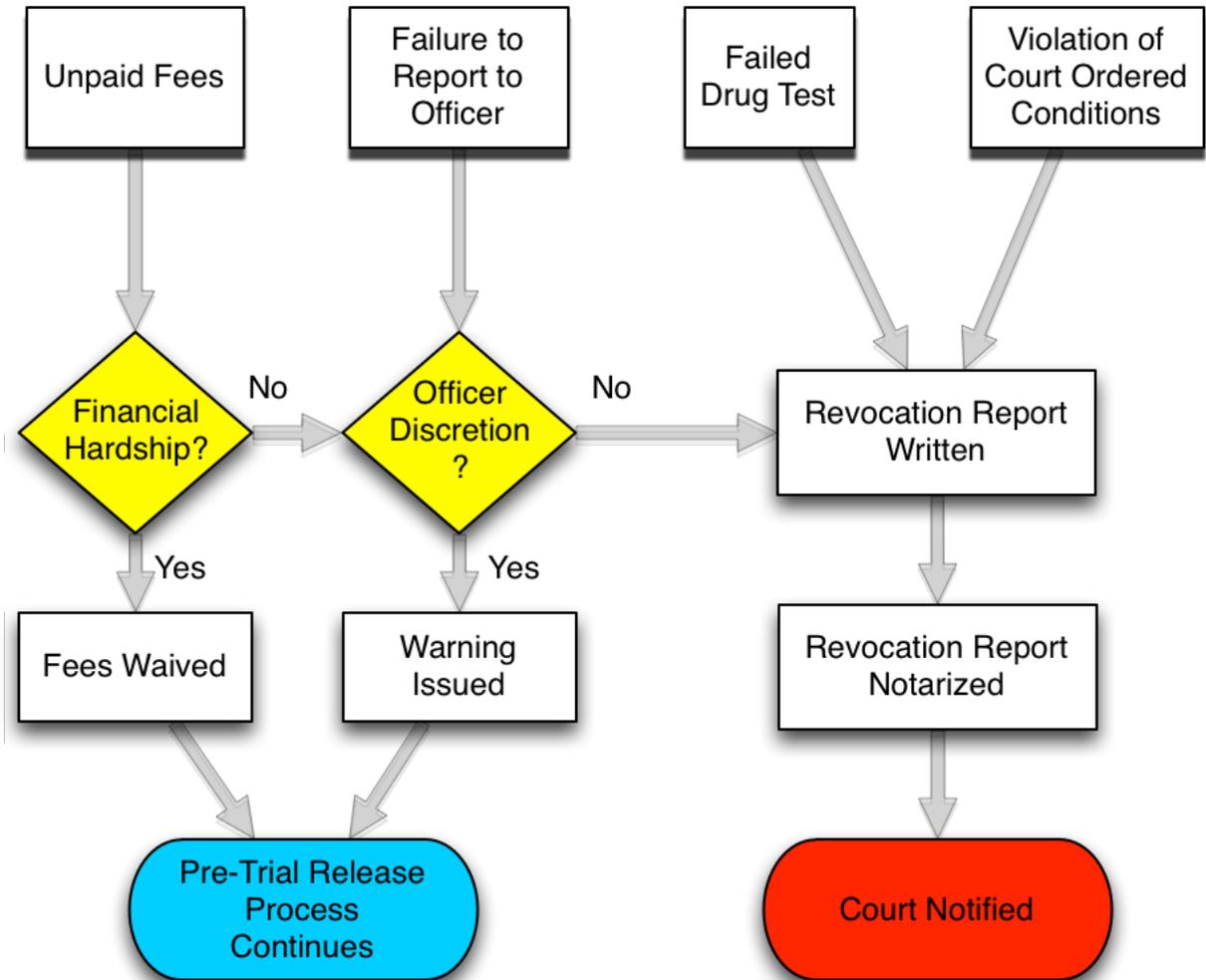
For successful completion of Orange County's probation program to occur, clients must first pay the following fees unless granted a financial hardship waiver from their assigned officer:

- \$17 UA fee

- \$6/month Telephone Reporting System fee

**(4) Program Flowcharting**

The following flowchart reflects the process of a client being revoked from the program:



## **7. WORK RELEASE**

Work Release is an alternative to incarceration that allows individuals sentenced to the County detention system to serve in a specialized facility where they may work during the day. While it was originally designed for inmates who were already employed, this is now the exception and most inmates seek employment once at the center. The facility currently has capacity for about 304 inmates. At the time of this assessment, the facility held 129 inmates of whom 93 had outside, paid employment.

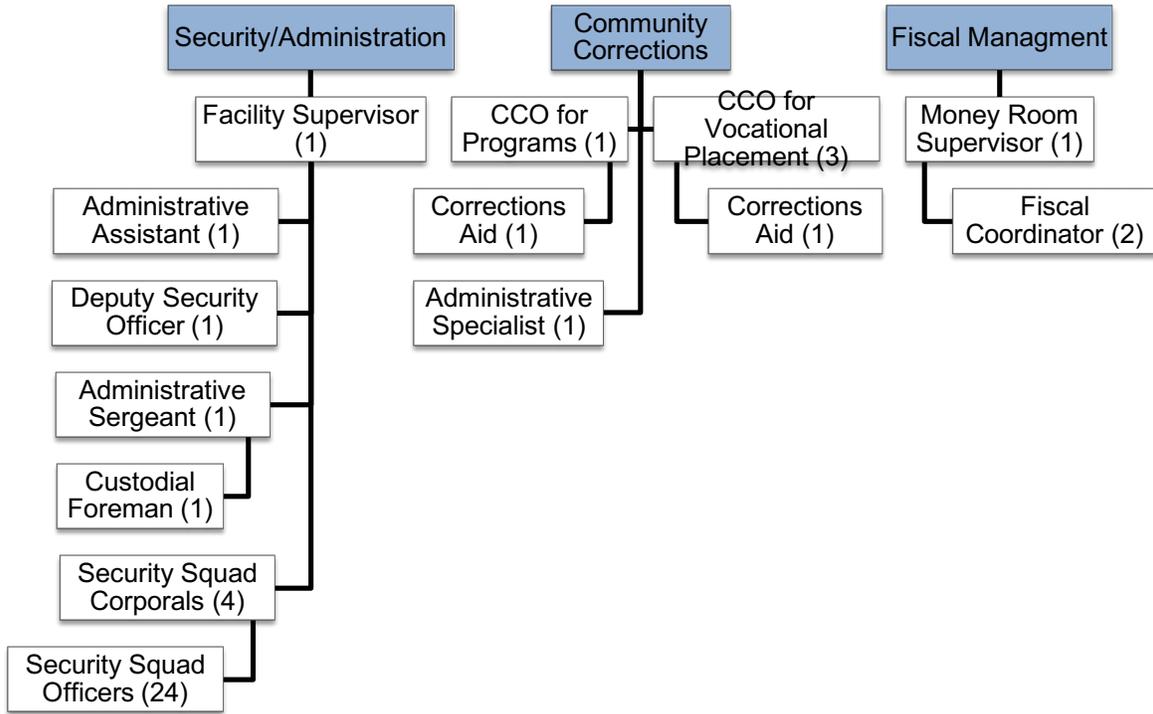
The role of the work release is to maintain security while helping inmates meet requirements for employment. In addition, “graduates” of the WRC remain in contact with their Community Corrections officers and continue to use that office as a resource to learn about job openings. Unsuccessful inmates are either returned to the jail during their work release sentence or, after release, return to criminal activity.

### **(1) Organizational Structure**

There are three different functions within the Work Release Program and the reporting structure is different for each. There is not a single chain of command within work release. Instead, each of the three functional areas reports “up” to the appropriate individual within Orange County Corrections Operations or Community Corrections.

The organization chart, which follows this page, provides the organizational structure of Work Release.

**Organizational Chart**



**(2) Staff Roles and Responsibilities**

Position	#	Key Roles and Responsibilities
<b>SECURITY/ADMINISTRATION</b>		
Major in Charge of Security Operations		<p>NOTE: WR represents a small portion (under 5 %) of the Major's duties and responsibilities.</p> <ul style="list-style-type: none"> <li>Oversees all detention housing and security operations (total of 673 staff). Job tasks related to Work Release: <ul style="list-style-type: none"> <li>Appoints and supervises Work Release Center facility supervisor.</li> <li>Acts as liaison between Police Chief, Facility Supervisor, and other Work Release staff regarding mission and priorities for the Work Release Center.</li> </ul> </li> </ul>
Facility Supervisor	1	<ul style="list-style-type: none"> <li>Reports to the Major in charge of Security Operations.</li> <li>Oversees all DSC operations, coordinating operational, support, and fiscal functions.</li> <li>Supervises 4 security squads, each consisting of 1 corporal and 6 officers per squad.</li> <li>Supervises Administrative Sergeant</li> <li>Supervises Deputy Security Officer</li> </ul>

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Position	#	Key Roles and Responsibilities
Administrative Sergeant	1	<ul style="list-style-type: none"> <li>• Responsible for day-to-day management of the Center.</li> <li>• Coordinates between Operations, Community Corrections, and Fiscal functions in the Center.</li> <li>• Addresses conflicts between staff.</li> <li>• Holds weekly staff meetings with Community Corrections Officers, Money Room Supervisor and CCO Programs Acting Assistant Manager to review reports, discuss management issues, and address current inmate issues.</li> <li>• Ensures Operations staff are performing their jobs effectively.</li> <li>• Directs staff regarding how to respond to issues and problems (inmates not appearing at work, etc.)</li> <li>• Supervises Custodial Foreman</li> </ul>
Custodial Foreman	1	<ul style="list-style-type: none"> <li>• Reports to Administrative Sergeant</li> <li>• Responsible for issues related to facility, vehicles, keys, and supplies</li> <li>• Repairs or orders repairs to equipment</li> <li>• Maintains vehicles</li> <li>• Orders supplies and equipment</li> <li>• Handles radio and key issues</li> <li>• Assigns tasks and supervises work of inmate workers</li> </ul>
Administrative Assistant	1	<ul style="list-style-type: none"> <li>• Reports to Facility Supervisor</li> <li>• Acts as administrative support to Facility Supervisor and staff.</li> <li>• Responsible for records maintenance and records retention</li> <li>• Custodian for personnel records</li> <li>• Maintains Overtime Certification/Leave Requests, tracks employee evaluations, completes requisitions for vacancies.</li> <li>• Records and distributes meeting minutes</li> </ul>
Deputy Security Officer	1	<ul style="list-style-type: none"> <li>• Coordinates with Community Corrections</li> <li>• Handles inmate files and maintains inmate records</li> <li>• Conducts research on potential inmate sponsors</li> <li>• Assists with completion of forms for inmates</li> </ul>
Corporal	4	<ul style="list-style-type: none"> <li>• Leads security team of 6 officers in one of four 12-hour shifts</li> <li>• Makes duty assignments: control room, first and second floor officer, transportation/movement officer.</li> <li>• Manages response to late returns, AWOL, escapes, or other unusual occurrences</li> </ul>

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Position	#	Key Roles and Responsibilities
Officers	24	<ul style="list-style-type: none"> <li>• Serve in one of four 12-hour, 5-6 person shifts.</li> <li><u>Control room (2 officers):</u> <ul style="list-style-type: none"> <li>• Signs inmates out of the facility</li> <li>• Checks IDs</li> <li>• Reviews and monitors Special Activity passes</li> <li>• Logs vendors</li> <li>• Manages inmate population</li> <li>• Conducts inventory of keys and equipment</li> <li>• Verify headcount</li> <li>• Accept, logs, and documents money dropped off for inmates</li> <li>• Processes releases</li> <li>• Searches property for contraband</li> <li>• Conducts drug and alcohol testing</li> <li>• Monitors facilities, rec yard, and basketball court for suspicious activity</li> </ul> </li> <li><u>Floor officer (1 per floor)</u> <ul style="list-style-type: none"> <li>• Conducts security inspections and visual inspections</li> <li>• Supervises inmate workers</li> <li>• Monitors recreation yard</li> <li>• Conducts random locker checks</li> </ul> </li> <li><u>Transportation/Movement Officer (2 unless shift is short staffed)</u> <ul style="list-style-type: none"> <li>• Transport inmates to assist in obtaining IDs and social security cards</li> <li>• Transfer to Animal Services, Visitation, and OSCO work sites</li> <li>• Transports inmates to courts, clinics, probation, and other approved appointments</li> <li>• Supervises meal service</li> <li>• Monitors hallway and classrooms</li> </ul> </li> </ul>
<b>COMMUNITY CORRECTIONS: Civilian Program Support, and Vocational Staff</b>		
Administrative Supervisor, Community Corrections Programs	1	<ul style="list-style-type: none"> <li>• Immediate staff supervisor for Work Release CCO staff (as well as staff in other Community Corrections functions). (Not primarily located at work release center.)</li> </ul>
Senior Community Corrections Officer (Programs)	1	<ul style="list-style-type: none"> <li>• Report to Administrative Supervisor (who in turn reports to CCO Programs Assistant Manager),</li> <li>• Functions as a case manager for the center</li> <li>• Performs assessment of inmate needs, including identification cards, social security cards, medical issues, clothing</li> <li>• Works with inmates to help them obtain necessary ID cards and other resources so that they can work</li> <li>• Addresses DCF and Child Support needs</li> <li>• Monitors drug court ordered clients</li> <li>• Maintains facility program schedule</li> <li>• Screens and assigns residents to classes</li> <li>• Collects, maintains, and reports program assignment, attendance, and completion</li> <li>• Monitors residents with court ordered programs</li> <li>• Issues special activity passes for community programs</li> </ul>

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Position	#	Key Roles and Responsibilities
Senior Community Corrections Officer (Vocational Placement)	3	<ul style="list-style-type: none"> <li>• Report to Administrative Supervisor (who in turn reports to CCO Programs Assistant Manager),</li> <li>• Meet with inmates at 6 am to address any morning issues with inmates going out that morning.</li> <li>• Respond to phone calls from employers with job needs.</li> <li>• Develop and maintain leads for potential Work Release jobs. Market Work Release program to potential employers.</li> <li>• Maintain positive relationships with potential employers</li> <li>• Create and maintain a “hot sheet” of available jobs for inmates</li> <li>• Conduct orientation program for staff.</li> <li>• Conduct counseling sessions with inmates</li> <li>• Make phone checks with employers to ensure that inmates are working</li> <li>• Visit all job sites at least once every 30 days</li> <li>• Verify that employers have workers compensation</li> <li>• Address violations by inmates, such as “no show”, AWOL</li> <li>• Respond to issues raised by employers related to inmate work, behavior, or performance</li> </ul>
Corrections Aid (Programs)	1	<ul style="list-style-type: none"> <li>• Report to Administrative Supervisor (who in turn reports to CCO Programs Assistant Manager),</li> <li>• Works under day-to-day direction of Senior CCOs.</li> <li>• Enters resident job information, work schedule, and schedule changes into computer system</li> <li>• Enters field and phone check information into computer system</li> <li>• Balances field and phone checks</li> <li>• Prepares job report and field report and provides</li> </ul>
Corrections Aid (Vocational Placement)	1	<ul style="list-style-type: none"> <li>• Acts as Clerk of the Court liaison, serving as primary contact with courts</li> <li>• Prepares financial plans for inmates and provides fiscal staff</li> <li>• Acts as Furlough Coordinator, determining inmate eligibility for furloughs, maintaining furlough eligibility list, and providing this list to Security Staff</li> <li>• Prepares reports regarding resident populations and their work status</li> </ul>
Administrative Specialist	1	<ul style="list-style-type: none"> <li>• Provides general administrative support to Community Corrections at work release.</li> </ul>
<b>FISCAL</b>		
Money room supervisor	1	<ul style="list-style-type: none"> <li>• Reports to Fiscal Manager</li> <li>• Oversees inmate accounts</li> <li>• Oversees deposits, check requests, and check generation, including ensuring appropriate separation of duties for all financial transactions</li> <li>• Conducts training for inmates on Fiscal policies</li> <li>• As backup to Fiscal Coordinators, prepares or enters deposits into the system</li> <li>• Oversees procedures for check deposits and disbursements</li> <li>• Works with inmates to explain policies and procedures</li> <li>• Responds to inmate questions regarding funds in the system and fiscal policies and procedures</li> </ul>

Position	#	Key Roles and Responsibilities
Fiscal coordinator	2	<ul style="list-style-type: none"> <li>• Process inmate deposits and enters check requests into the system (these processes require two fiscal coordinators or one coordinator and a supervisor to ensure appropriate separation of duties.</li> <li>• Enter inmate financial transaction information into the computer</li> <li>• Prepare individual inmate statements</li> </ul>

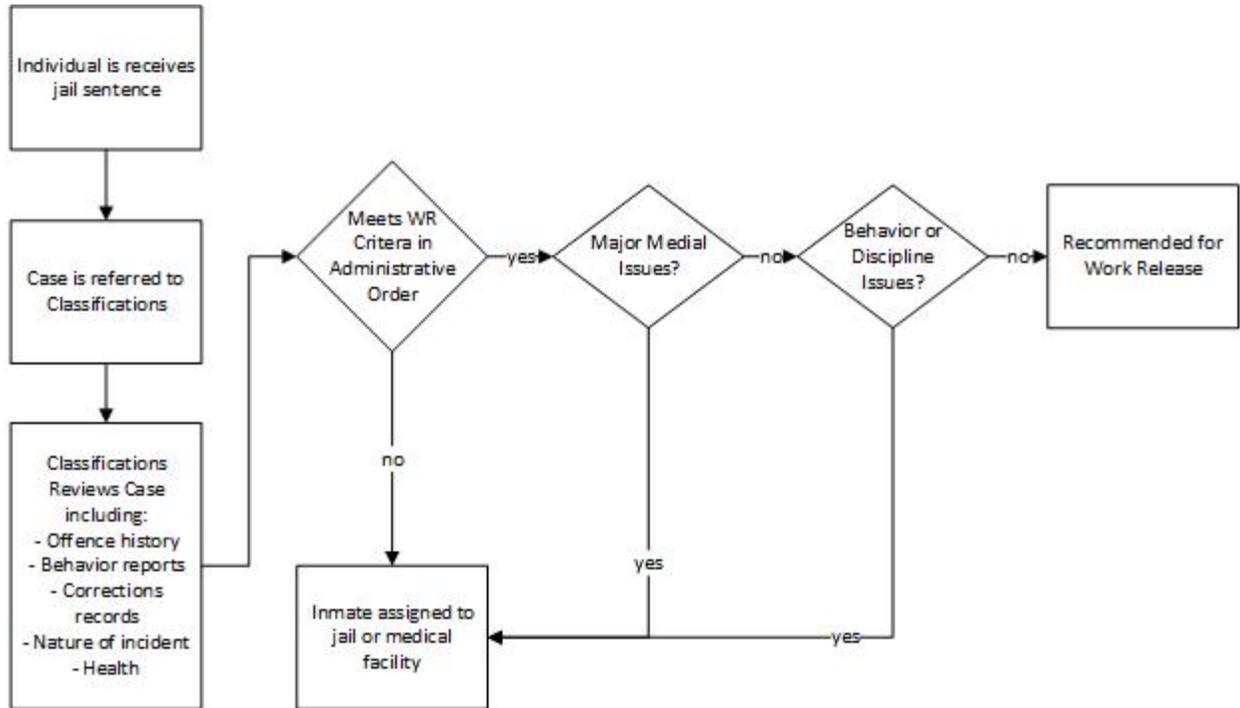
**(3) Eligibility**

The criteria for those eligible for work release are detailed in Ninth Circuit Court for Orange County Administrative Order 07-93-58-07. Eligibility for Work Release is determined by the Classification Services Section of the Department of Corrections, and is based on the above Judicial Circuit Administrative Order as well as the Orange County Corrections Department Administrative Order number 601. While a judge may recommend Work Release in lieu of full time incarceration, the final determination is made by Classification Services and all inmate determinations to through the Classification process. The criteria in the two orders include the following:

- **Offence:** Only offenders sentenced for misdemeanors, traffic offenses, and second and third degree felonies are considered eligible. Any offender whose offense is violent, involves abuse of children, involves felony sex abuse, or involves use of a deadly weapon will not be eligible.
- **Prior record:** Offenders must not have been connected with a violent felony or felony with use of a weapon or be a sexual predator.
- **Health:** Offender must not have a serious medical condition, be acutely psychotic, severely mentally retarded, currently suicidal, or otherwise unable to cope.
- **Other:** The inmate must not be subject to extradition, be serving sentences for additional charges that do not meet the program requirements, or have a recent order of protection.

Inmate jail records, criminal history, and institutional behavior are taken into account in the determination of eligibility for Work Release.

### Work Release Determination



#### (4) Fees and Finances

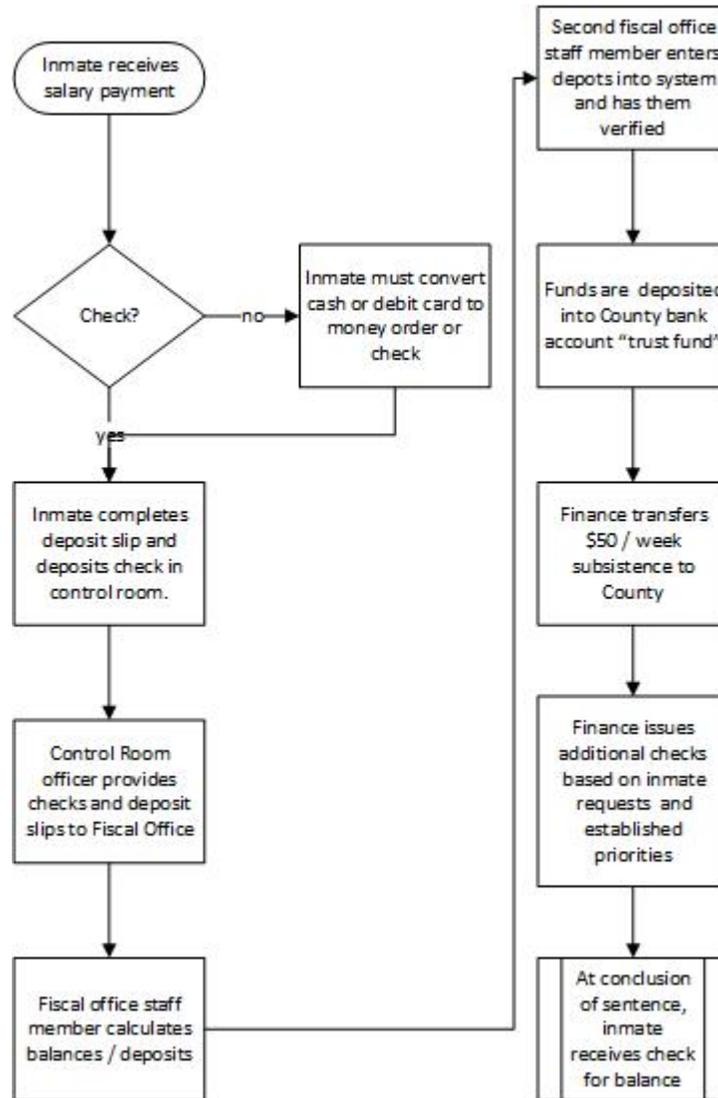
Inmates are charged a \$50 per week “subsistence fee” for their time in work release. There are no other fees associated with Work Release (booking fee has already been paid before they arrive at the Work Release facility).

The Fiscal office maintains accounts for all inmates. Inmates are required to deposit their earnings into their account at the Fiscal office, and Fiscal makes payments on the inmate’s behalf. The priority of payment is as follows:

- Subsistence fee to the Work Release program
- Up to \$75 per week for spending money for the inmate (exact amount depends on inmate’s balance)
- Inmate personal expenses (utilities, mortgage, car payments, daycare, etc.)
- Clerk of the court fees for unpaid jail or court fees (no more than \$150 per month)

When release date approaches, the inmate files an application to receive the balance of the funds. This application must be signed by the Sergeant.

**Overview of Fiscal Office Processes**



**(5) Requirements and Operations**

Inmates at the Work Release Center are given a handbook detailing requirements and expectations for staying at the center. Violation of the following rules results in a return to jail:

- Consumption of alcoholic beverages
- A failed drug or alcohol test or refusal to take a drug or alcohol test
- Failure to surrender entire paycheck to the Fiscal office
- Deviations – not going directly to a designated destination directly back, using unauthorized transportation, or in any way deviating from prescribed permissions
- Repeated negative staff interactions
- Refusal to work

Upon entering the Work Release center, inmates participate in a mandatory seven day orientation designed to familiarize them with the rules and requirements of work release as well as to help them obtain tools necessary for successfully finding and keeping a job. This program includes the following elements:

- Security orientation
- Fiscal orientation (at which financial plans are prepared)
- Job club
- Furlough orientation
- Vocational orientation
- Programs

After completion of orientation, the Senior CCO for Programs works with them to address any issues that will prevent them from being able to work. Officers provide transport to inmates to so that they can obtain necessary documentation, as necessary.

Once inmates are cleared to work, they work very closely with the Senior CCOs for vocational placement to identify openings and apply for jobs. They attend a mandatory 6:00 am meeting to create a plan for the day, and CCOs coach inmates on

interview topics, selling points, and interview etiquette. Inmates are only permitted to visit forms listed on their Job Search forms and must provide verification.

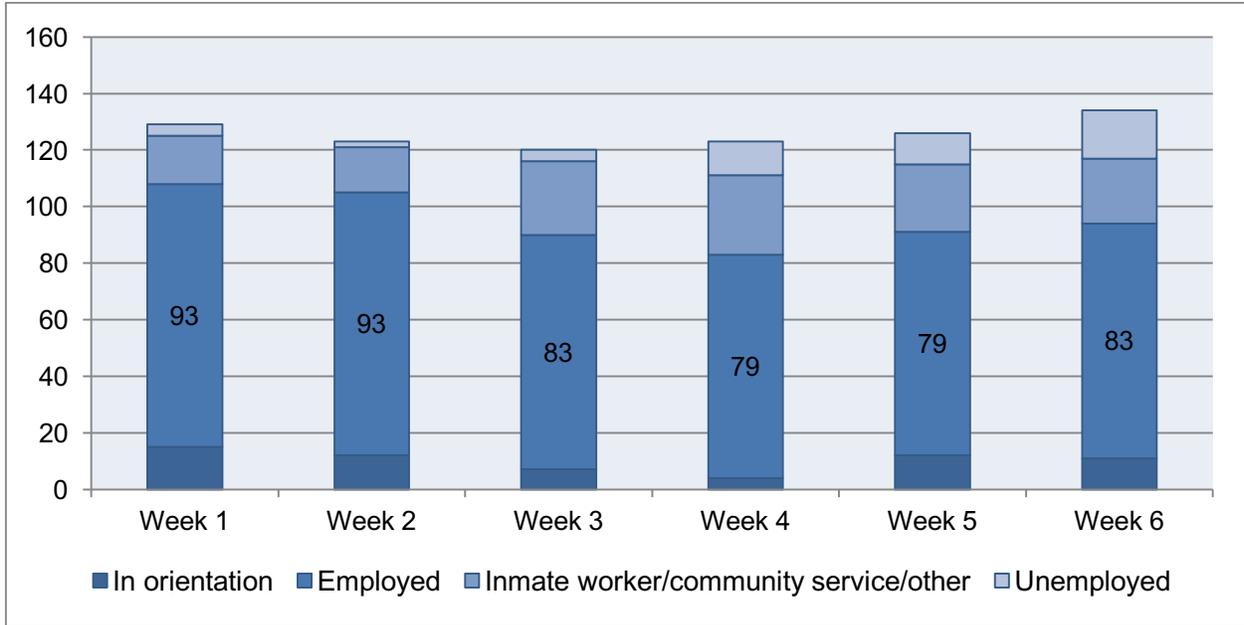
Certain inmates are assigned for work within the Center. Normally, if an inmate has less than 30 days to serve on their sentence when they arrive to us they will automatically be made an inmate worker unless they can be directly place for outside employment and have the proper documentation. These inmates still have access to Vocational Placement Staff and many times the staff supply them job leads so upon their release they are able to find employment.

Inmates who do not have the required documents to obtain outside employment to include a Social Security Card and valid ID will be made inmate workers until they can get what they need to search for outside employment.

Also if an inmate is terminated from a job for cause cannot get a placement, the inmate will work within Work Release for a period of 30 days to work with them on their work ethic. After another 30 day they are given additional opportunities to find outside employment.

The chart below summarizes the status of inmates during the six weeks from August 2, 2013 to September 11, 2013 (most recent week is listed first):

**ORANGE COUNTY, FLORIDA**  
**Analysis of the Community Corrections Division**



A flow chart illustrating the orientation and jobs placement process, and the respective responsibilities of inmates and the separate divisions of the WRC is provided on the next page.

**Work Release Operational Processes and Responsibilities**

