



# Office of Mayor-Elect Lenny Curry

Transition Task Force (Budget)

June 16, 2015

City Hall, Mayor's Conference Room, 117 West Duval Street, Jacksonville FL 32202

IN ATTENDANCE:

**Transition Team**

Sam Mousa

Mike Weinstein

Shari Shuman

Kirk Wendland

Ashton Hudson

Kevin Stork

Beth Mangold

**Council Auditor's Office**

Robert Campbell

**Budget Office**

Angela Moyer

**Department: Jacksonville Journey – Dave Roman**

There was discussion about what is actually in the Jacksonville Journey budget. Some programs have been moved to other budgets. Angela handed out a list of programs that are left in the Journey Oversight Program. Mr. Roman hands out a white paper on the Jacksonville Journey Oversight Committee. Today's budget includes 7 programs for a total budget of \$2,093,013.

There was also discussion about why some programs were reduced and the funding for the ATOSS (Alternative to Truancy and Out of School Suspension Program) and the Neighborhood Accountability programs increased.

Funding has been so low that they have been trying to get grants to offset funding. The question was raised about where the funding is for all of the programs in Health Zone 1. Some of the Journey programs are not funded as part of the Jacksonville Journey.

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Mr. Mousa would like Mr. Roman to provide a list of Journey related programs regardless of who is administering them and the dollar value. In addition, Mr. Mousa asked Angela Moyer to create a document that recreates the Journey from the original \$11 million budget and describe how it was reduced and spread out to other budgets. Lastly, Mr. Mousa requested that Mr. Roman provide a status of the remaining programs remaining in the Journey Oversight.

## Jacksonville Journey Oversight Committee

### 2014 Annual Report to City Council

In September 2014, the Jacksonville City Council approved \$2 million in the City of Jacksonville's 2014-2015 Fiscal Year Budget for the Jacksonville Journey. While that figure represents a significant reduction from previous years, it does not accurately reflect the level of funding for today's Journey programs and former Journey programs now housed in the Jacksonville Children's Commission, Jacksonville Sheriff's Office and Regulatory Code Compliance Department. When the City Council transferred six programs out of Journey during the 2013-2014 budget hearings, the Council also transferred the funding to support them, so those programs are ongoing.

Journey funding today supports efforts to reduce crime through prevention and intervention programs as well as programs to keep kids safe and productive. Over the past two years, the Journey staff has sought to supplement Journey through state and federal grants as well as work cooperatively with local non-profits on programs that seek to achieve the same goals as Journey.

Today's Journey budget includes seven programs. The Journey Oversight Committee also monitors an eighth program funded by a 3-year, \$1.2 million state grant that the Oversight Committee instructed staff to seek. The Jacksonville Children's Commission serves as the fiscal agent for that Department of Juvenile Justice Grant. The grant funds mental health and substance abuse assessments and counseling for juvenile offenders charged with misdemeanor crimes.

#### Current City funding for Journey includes:

• Alternative to Truancy and Out of School Suspension (4 of 5 centers) (Duval County Public Schools funds (1 of the 5))	\$622,998
• Summer Jobs Program	\$176,215
• Juvenile Crime Prevention/Intervention Program	\$276,576
• Neighborhood Accountability Boards/Teen Court	\$55,568
• Training Programs for Ex-Offenders	\$210,000
• Employment Programs for Ex-Offenders	\$352,633
• Local Initiative Support Corporation	\$399,023
TOTAL	\$2,093,013

#### Grant-funded programs:

• Criminal Justice Reinvestment Grant	\$400,000
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#### Former Journey Programs now housed and/or funded in other departments:

• Early Literacy (Episcopal Children Services, includes Journey program)	\$1,672,194
• Summer Camps (Includes former Journey Summer Camp)	\$1,773,454
• Team-Up Programs (Includes former Journey programs)	\$6,916,029

- Juvenile Assessment Center \$384,767
- Ex-Offender Re-Entry Portal \$502,390
- DART – Code Compliance (Council eliminated former Journey funding for this program)

The Journey Oversight Committee no longer provides oversight to former Journey programs now housed in the Jacksonville Children’s Commission, Jacksonville Sheriff’s Office or Code Enforcement.

**Journey Programs**

**Alternative to Truancy and Out of School Suspension (ATOSS)**

The Duval County School Board created five Out of School Suspension Centers with funding from Journey in April 2009. During the 2013-2014 budget hearings, Jacksonville Journey and City Council members questioned why city government, instead of the school district, was paying the largest percentage of the cost for the centers. That prompted discussions about shifting more of the cost from the city to the school district. With funding for ATOSS uncertain going into the city’s FY 2014-2015 budget cycle, DCPS opted to open only one center and notified staff at the four others that their contracts would not be renewed. Those centers did not reopen at the start of the current school year.

During the budget process, the Council cut funding for the ATOSS site being funded by DCPS and provided funding for the other four sites. DCPS, which reopened the remaining sites in November, now provides monthly reports to Journey on four of the five ATOSS sites. By the end of February, DCPS reported that 368 students had participated in the program at the four sites during the current school year. DCPS projected in early March that the centers could serve 27,000 students annually

Students in ATOSS are closely monitored and required to keep their school work current. In addition, the centers serve all students picked up throughout the day for truancy. Short-term, this approach will dramatically reduce the numbers of students unsupervised throughout the school day, improve academic outcomes and reduce crime in surrounding neighborhoods. Long-term, it will reduce crime and lower the dropout rate of at-risk students.

**Summer Jobs Program**

The City of Jacksonville’s Summer Jobs Program funded by the Journey supported 152 youth from Health Zone 1 with opportunities throughout city government. The Oversight Committee partnered with the Mayor’s Expanded Program, COJ Aquatics, United Way, J.P. Chase Morgan and Bank of America to support an additional 424 youth ages 16-21 with jobs. The 2014 Summer Jobs Program included pre-employment training at the library conference center for all youth. Following this training, Summer Jobs held its first Job Fair Orientation, which allowed youth to connect with a representative from their prospective company before showing up for his/her first day of work. It also answered many questions for youth and helped to ensure that companies got youth prepared to work on day one.

The other components of the summer jobs program included Student Development training (courses offered to enhance employability skills during the summer), Job Coaches (to supervise student performance and meet with companies to assist in youth development), as well as Continued

Engagement (courses offered during the school year to help youth prepare for job searches and career opportunities). All of this was offered to youth who worked a minimum of 20 hours a week for either six or eight weeks. First-year employees earned \$7.93 an hour, and second-year employees earned \$8.18 an hour. Moving forward, summer jobs staff will work to continue adding to the number of partnerships in the private sector, and increasing the number of youth employed, not only in Health Zone 1, but all over the city.

While students in the Summer Jobs Program earn a paycheck and learn about meeting an employer's expectations, they also can serve as positive role models for other youth in their families and neighborhoods.

### **Juvenile Crime Prevention/Intervention Program**

The Journey to Success Program administered by Daniel Memorial Inc. intervenes in the lives of youth at risk of becoming criminals. Participants are referred to Daniel by Duval County Public School guidance counselors and teachers, Full Service Schools, the State Attorney's Office, Florida Department of Juvenile Justice and Florida Department of Children and Families. The program annually serves about 160 youth who live in Health Zone 1.

Among the programs offered are mental health therapy, life skills training and groups, vocational/occupational skills training and GED prep. All youth in the program have access to a case manager, therapist and educational specialist if needed. All participants are required to complete an independent life skills assessment prior to completing the program.

In tracking its success, Daniel reported that 90 percent of clients who completed services were promoted to the next grade level, 95 percent not involved in the academic or GED track enrolled in a vocational skills program, 100 percent of clients who graduated or received a certificate of completion or passed the GED were successfully linked to employment or vocational training, and 80 percent of clients were not re-arrested in the six months after completing the program.

### **Neighborhood Accountability Boards/Teen Court**

In 2014, Jacksonville Journey enabled the 4<sup>th</sup> Circuit Court Administrator to add a third Neighborhood Accountability Board (NAB) by providing funding to hire two part-time case monitors and a part-time administrative assistant to track the progress of youth in the program. NABs seek to: prevent youth from becoming more involved with the juvenile justice system, focus on rehabilitation and realign resources from residential services to more cost effective community-based solutions for minor offenses.

Duval County Teen Court and Neighborhood Accountability Boards are the two designated programs designed to provide consequences and services for juvenile civil citations in Duval County. Teen Court is a diversion program designed for misdemeanor offenders between the ages of 10-17. Juvenile defendants come before a jury of their peers that decides the consequences (under the supervision of adult court staff). Teen Court added Neighborhood Accountability Boards (NAB) as an additional strategy to address juvenile crime in Duval County's highest crime ZIP codes. It offers assistance to

elderly guardians who have difficulty commuting to the Duval County Courthouse and provides victim awareness to the juvenile offender. Additionally, it serves as a way to give various community members a voice in regards to unacceptable/unlawful behaviors occurring in their community. These community members assign consequences and services to the juvenile offender.

The Neighborhood Accountability Board (NAB) program incorporates restorative justice principles including focusing attention first on what harm was done, steps to repair the harm, and lastly, assigning a feasible level of repair to the responsible youth. The program is particularly effective at expediting payment of restitution and helping youth to better understand the consequences of their actions. Additionally, NABs are instrumental in identifying youth in need of evaluation for undiagnosed mental health disorders to expedite treatment for symptoms that have led to criminal or at-risk behaviors.

In 2014, Teen Court and NABs opened 331 cases, 258 in Teen Court and 73 in NABs. Since that time, the Court Administrator has been using a video presentation to make police officers more aware of the Civil Citation process and the benefits of the Teen Court and NAB options. The Journey Oversight Committee authorized a fourth NAB to be located in the Arlington area, and a bill to fund the site has been working its way through the City Council legislative process. Currently, it has stalled pending resolution of a funding issue.

For taxpayers, Teen Court and NABs are money savers. While it costs on average just under \$500 per civil citation, the cost jumps to about \$5,000 to process a juvenile who is arrested. This means that a Civil Citation referred youth will receive more meaningful services and sanctions than those being held in secure detention at a tenth of the costs it takes to process a youth in the criminal justice system.

### **Training Programs for Ex-Offenders**

Clara White Mission serves as the ex-offender training, re-entry and job placement arm of the Jacksonville Journey, providing services to former inmates who re-enter Jacksonville from federal and state prisons and county jails. Clara White Mission provides culinary arts and janitorial service job training.

In addition to state-licensed vocational training and an intensive life skills curriculum, students receive a variety of additional services designed to support their successful transition into the community. These include transportation, meals, clothing, laundry services, employment soft skills development, job placement assistance and housing placement services. Specific case management services provided are designed to address the unique needs of ex-offenders and include: development and regular review of a plan of care (required); advocacy and referral, as indicated and/or requested; employment placement/assistance, as indicated and/or requested; development of a discharge plan, and follow-up services to ex-offenders having completed CWM programming.

In 2014, Clara White reported that the agency provided job training to 47 individuals and helped 48 ex-offenders find employment. The agency includes returning clients in its reports. Since 2008, Clara White has provided job training to 264 ex-offenders and helped 228 find jobs.

## **Employment Programs for Ex-Offenders**

Clara White Mission, the Women's Center of Jacksonville and Jacksonville Area Legal Aid all provide services to help ex-offenders secure employment as part of the Journey. During the FY 2013-2014 budget year, Clara White reported that 48 of its clients found employment, as stated above, while another 18 had gained employment by the end of January of this budget year.

The Women's Center reported that 59 clients gained employment last year. The Women's Center program includes mental health assessments and services, case management services, transportation assistance, workforce readiness and adult education. The Women's Center provided those and other services to 182 women last year as part of its Journey contract.

Jacksonville Area Legal Aid reported that 405 new clients contacted the program and that the agency provided limited legal advocacy case management to 135 clients by assisting them in obtaining the necessary documentation for them to get a driver's license, Florida ID, birth certificates, Social Security Cards, Food Stamps, payment plans or other identification needed to work or even function in the world today. During the FY 2013-20`14 budget year, 39 Legal Aid clients gained employment.

## **Local Initiative Support Corporation (LISC)**

LISC provides Jacksonville Journey with a community revitalization strategy aimed at reducing crime havens by implementing non-police strategies such as real estate development involving housing and commercial development; and community building/engagement efforts. LISC Jacksonville works with community development corporations (CDCs) to help them in their work to revitalize neighborhoods, providing training, funding and advocacy on their behalf.

Jacksonville Journey allows LISC to leverage City of Jacksonville dollars with local and national funding for the betterment of local communities in a joint effort to eliminate crime. Over the past 15 years, LISC has invested \$53 million in local projects through grants, loans and equity, in addition to leveraging another \$158 million to support community development in Jacksonville. LISC has created affordable homes and apartments for more than 1,750 families since arriving in Jacksonville. LISC has also partnered in the development and renovation of about 300,000 square feet of commercial and community space in urban core neighborhoods.

In 2014, LISC spurred commercial corridor revitalization in the Myrtle Avenue – Moncrieff area of Northwest Jacksonville and is in the early stages of commercial corridor development along Kings Road in New Town and planning commercial corridor development on A. Philip Randolph Boulevard on the Historic East Side and Main Street in Historic Springfield.

LISC also is in the process of doing groundbreaking work in developing human capital and family wealth building through the establishment of a Financial Opportunity Center. This nationally recognized model will bring together the expertise of numerous community partners to provide education, employment

services, financial counseling, access to numerous governmental assistance programs, and other human service agencies to build solid, financially stable neighborhoods.

By renovating and returning properties to the city tax rolls, LISC reported two years ago that it added \$425,000 in new tax revenues to the city's coffers, virtually covering Journey's allocation to LISC for that year.

### **Conclusion**

Jacksonville Journey continues to support efforts to reduce crime through prevention and intervention programs as well as programs to keep kids safe and productive. The Jacksonville Journey Oversight Committee serves in an unpaid capacity to provide oversight to programs that provide training and employment for returning felons, mental health services for at-risk youth and youthful offenders, neighborhood accountability boards and LISC, which funds crime prevention efforts by local community development corporations.

With about 2,500 ex-felons returning from prison to Jacksonville every year, the need for programs to help them reintegrate into the community and find jobs will remain constant. The same is true for programs that provide mental health and other services to at-risk and troubled juveniles as well as programs to help improve neighborhoods and neighborhood safety.

Respectfully submitted,

Charles Griggs  
Chair, Jacksonville Journey Oversight Committee