

2020

Palm Beach County  
Innovations in Reentry  
Transitional Employment  
One-Year Implementation Report  
February 21<sup>st</sup>



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## Executive Summary

In 2017, the Palm Beach County Department of Public Safety and Justice Services was awarded an Innovations in Reentry Initiative grant from the Bureau of Justice Assistance. With this funding, the County, in collaboration with Gulfstream Goodwill Industries, The Lord's Place, and The Reentry Center in Riviera Beach, is providing transitional jobs (TJ) in tandem with evidence-based cognitive behavioral interventions to 120 moderate- to high-risk returning citizens with low employability. This report outlines the status of the TJ program in Palm Beach County after one year of program implementation, including the program design and participant eligibility requirements for the TJ program, site visits to the three service providers, participant characteristics, and participant outcomes. The report ends with barriers and recommendations for moving forward.

This executive summary presents an overview of the program implementation, participant characteristics, treatment hours received, and outcomes to date. The executive summary ends with a summary of the recommendations.

**TJ PROGRAM IMPLEMENTATION.** The TJ program in Palm Beach County officially started offering programming to participants on November 26, 2018. Between November 26, 2018 and November 25, 2019, 240 clients were enrolled on the RESTORE initiative. Of the 240 new RESTORE clients, 93 (38.8%) were referred for randomization into the TJ program. Of those referred for randomization, 54 (58%) were randomized into the treatment group, while 39 (42%) were randomized into the control group. Gulfstream Goodwill referred 26 clients for randomization, while The Lord's Place referred 30 clients and The Reentry Center in Riviera Beach referred 37 clients for randomization.

**PARTICIPANT ELIGIBILITY CHARACTERISTICS.** All clients who were referred for randomization met the eligibility criteria for enrollment in the TJ program (i.e., less job ready and low/moderate- to high-risk to recidivate). Clients in the treatment and control groups had an average Employment Readiness Checklist (ERC) score of 22.4 and 23.3, respectively (to be eligible a client must score below a 35). Additionally, 29 (53.7%) of treatment group clients were assessed as moderate risk to recidivate based on the Level of Service Inventory-Revised (LSI-R), while 17 (43.6%) control group clients were assessed as moderate risk.

**PARTICIPANT DEMOGRAPHIC CHARACTERISTICS.** Clients range from 20 to 67 years of age, with the average age of the treatment and control group being 39 and 42 years old, respectively. The majority of clients in both the treatment and control groups were black, non-Hispanic males. Based on the LSI-R, clients have extensive criminal histories, which began early in life. On average, the control group has seven prior arrests, while the treatment group participants have approximately 12 prior arrests.

**TREATMENT HOURS.** Treatment group clients received on average 106 hours of transitional employment (ranging from 0 to over 1,000 hours) and 11 hours of cognitive behavioral intervention (ranging from 0 to 68 hours). However, 22 (41%) treatment group clients received zero hours of transitional employment and 21 (39%) treatment group clients received zero hours of cognitive behavioral intervention. Of clients in the treatment group, very few have received the full amount of transitional employment/cognitive behavioral intervention hours as designated by their respective service provider.

**PARTICIPANT RECIDIVISM OUTCOMES.** During the first year of program implementation, approximately 26% of the treatment group was rearrested, while 39% of the control group was rearrested. Regarding reconviction, 6% of the treatment group and 15% of the control group were reconvicted during the first year of program implementation. Further, the treatment group was significantly less likely to be reincarcerated compared to the control group (1% vs. 18%, respectively). For TJ clients who have been in the program for at least six months, there are no significant differences in recidivism rates between the treatment and control groups.

**SUMMARY OF RECOMMENDATIONS.**

- Case managers should promptly enter TJ participants' completed programmatic hours into the Renew database.
- Case managers' supervisors should frequently check the Renew database to ensure data is input accurately and in a timely manner.
- Case managers should work to relentlessly engage clients in their effort to provide the full TJ program to clients.
- Case managers should carefully enter data to ensure its accuracy.
- Case notes should reflect why or why not the TJ program was discussed with a new RESTORE client.
- TJ program stakeholders should meet to discuss methods to increase program enrollment.

## Introduction

In 2017, the Palm Beach County (PBC) Department of Public Safety and Justice Services (henceforth ‘the County’) was awarded an Innovations in Reentry Initiative (IRI) grant from the Bureau of Justice Assistance (BJA). With this funding, the County seeks to enhance employment services for citizens returning to PBC from the Florida Department of Corrections (FDC) or the Palm Beach County Sheriff’s Office (PBSO). The County contracted with three community-based reentry service providers within PBC to provide transitional employment in tandem with evidence-based cognitive behavioral interventions (CBI) to moderate- to high-risk returning citizens with low employability. Transitional job (TJ) programs rapidly place participants into temporary, paid jobs, usually in nonprofit or government agencies; provide various kinds of support (e.g., case management, job coaching workshops, or referrals for social services); and then help participants find permanent jobs.<sup>1</sup> The primary goals of the PBC TJ program are to reduce recidivism and increase long-term employment. A rigorous randomized-controlled trial (RCT) is being utilized in order to isolate the effects of the transitional employment and CBI on recidivism and long-term employment. Program design and implementation has been divided into four phases: (1) planning; (2) project implementation; (3) programmatic delivery; and, (4) evaluation of process and program impact. The TJ program is currently in the programmatic delivery phase of the project.

This report provides an overview of the TJ program one-year post-implementation, highlighting the time period from November 26, 2018 to November 25, 2019. This report will begin with an overview of the TJ programs in PBC, including program design and client eligibility. It will then go on to discuss the implementation progress of the TJ program to date by describing site visits to the three community service providers. The report will then provide a brief overview of PBC RESTORE reentry clients. This will be followed by a closer examination of RESTORE clients who have enrolled in the TJ program, including client randomization, Level of Service Inventory-Revised (LSI-R) and Employment Readiness Checklist (ERC) scores, and demographic and criminal history characteristics. The report will then go on to examine the services that TJ clients received along with programmatic outcomes and recidivism rates during the first year of implementation. The report will conclude with existing barriers and recommendations for moving forward.

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<sup>1</sup> Redcross, C., Millenky, M., Rudd, T., Levshin, V. (2012). *More than a job: Final results from the evaluation of the Center for Employment Opportunities (CEO) transitional jobs program* (OPRE Report 2011-18). Washington, DC: Office of Planning, Research and Evaluation, Administration of Children and Families, U.S. Department of Health and Human Services.

# The PBC Transitional Employment Program

## Program Design

The TJ program provides transitional employment and CBI to moderate- to high-risk returning citizens who also have low employability. Gulfstream Goodwill Industries (GGI), The Lord's Place (TLP), and The Riviera Beach (RB) Reentry Center have developed and are implementing their own transitional employment programs within three different industries—warehouse/retail, culinary, and construction, respectively. In addition to employment, TJ participants are provided cognitive behavioral interventions. GGI and RB are providing TJ participants with Moral Reconciliation Therapy (MRT), while TLP is providing Cognitive Behavioral Intervention-Employment (CBI-EMP). The below sections describe the three TJ programs:

### 1. Gulfstream Goodwill – The Warehouse/Retail Career TJ Program

The TJ program at GGI is a 12-week, 20-hour per week program. Within the program, TJ participants work 16 hours per week in a subsidized job within GGI. This typically includes working at the GGI warehouse or within a Goodwill retail location. In addition to the 16 hours of work per week, the TJ participants also receive four hours of MRT and attend employment readiness workshops every Wednesday. Clients are not scheduled to work on Wednesdays, which allows them to be able to attend the MRT sessions and employment readiness workshops.

### 2. The Lord's Place – The Culinary TJ Program

The TJ program at TLP is an 8-week, 16-hour per week program. Within the program, TJ participants work two days a week in a subsidized job within TLP. This typically includes working with the kitchen manager who is responsible for setting up catering and ordering food and supplies. The TJ participants will assist the kitchen manager with processing and organizing shipments of dry goods, cleaning and organizing the kitchen, pressure washing, or any other task that is necessary to keep the kitchen clean and orderly. TJ clients who express an interest in cooking will assist with food production. As part of their 16-hour workweek, TJ participants receive 1.5-2 hours of CBI-EMP one day a week.

### 3. The Riviera Beach Reentry Center – The Construction TJ Program

The TJ program at RB is a 10-week, 28-hour per week program. Within the program, TJ participants work 24 hours per week in a subsidized job typically within the field of construction. This includes working at a construction site Monday-Wednesday for 8 hours per day, where TJ clients learn all aspects of construction by assisting with the refurbishment of homes. While on the job, TJ clients are introduced to basic masonry, carpentry, electrical, plumbing, and HVAC skills by tradesmen in the field.

In addition to the 24 hours of work per week, the TJ participants also receive four hours of MRT and attend employment readiness and life skills workshops. MRT sessions are held Thursdays and Fridays from 10 a.m. to noon, with the employment readiness and life skills workshops being held Fridays after the MRT session. Additionally, at times, the construction site supervisor will hold classes after the MRT sessions to teach the TJ clients specific skills related to construction.

As noted above and seen in Figure 1, based on the service provider, there is variation in program duration and the number of hours clients are in programming per week. This ranges from 16 total programming hours per week at The Lord’s Place to 28 total programming hours per week at Riviera Beach Reentry Center.

Figure 1. TJ Program Hours Per Week by Service Provider

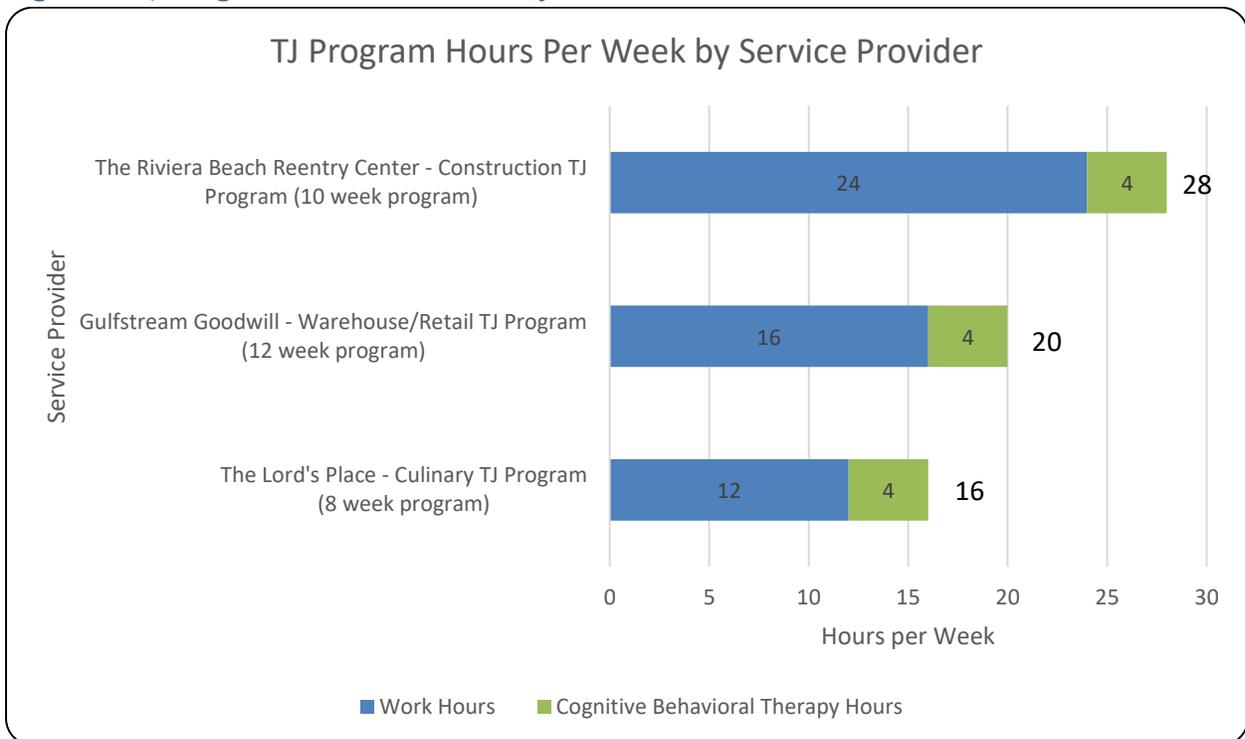
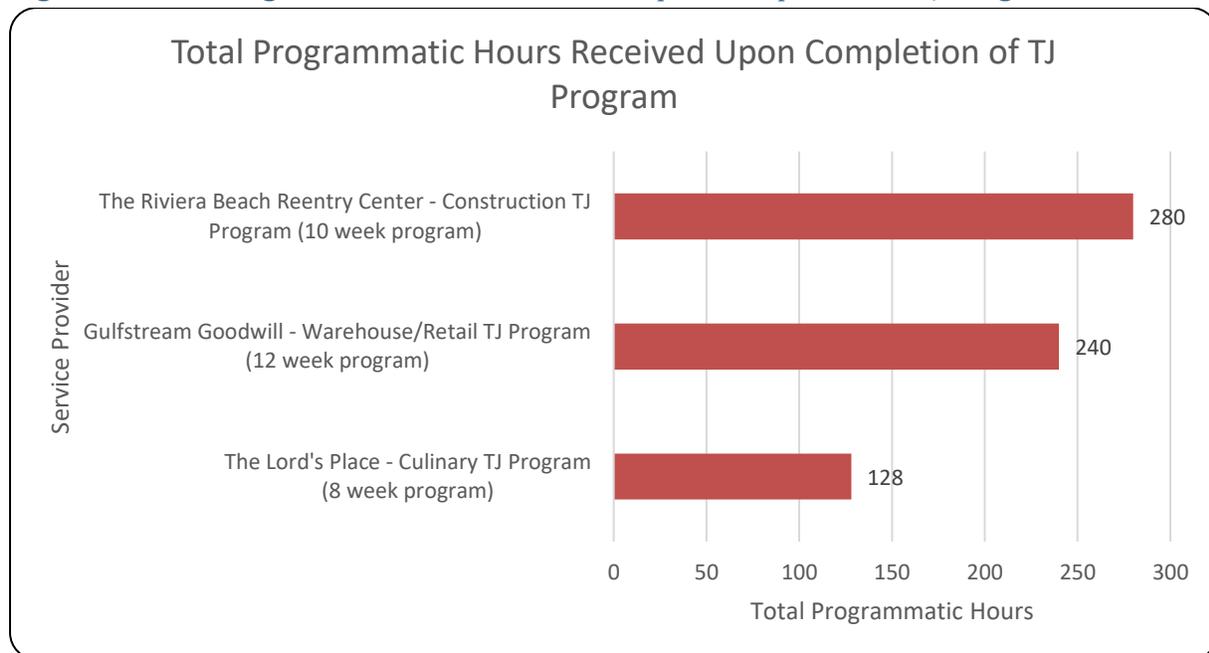


Figure 2 shows the total programmatic hours a participant will receive if they complete the entire TJ program for which they are enrolled. As shown, a participant who completes the entire 10-week TJ program at Riviera Beach Reentry Center would receive 280 programmatic hours. A participant who completes the entire 12-week TJ program at Gulfstream Goodwill would receive 240 programmatic hours, and a participant who completes the entire 8-week TJ program at The Lord’s Place would receive 128 programmatic hours.

Figure 2. Total Programmatic Hours Received Upon Completion of TJ Program



### Participant Eligibility

The typical method for determining randomization eligibility and TJ program enrollment is described below and depicted in Figure 3. First, PBC in-reach reentry program staff administer the LSI-R, a validated risk/needs assessment instrument, to inmates in the target population who are housed either in Florida Department of Corrections (FDC) or the Palm Beach County Sheriff’s Office (PBSO) jail. As seen in Table 1, returning citizens who are assessed as low/moderate, moderate, medium/high, or high-risk (e.g., score 14 or above based on the LSI-R) are referred to a service provider in the community based on the location within PBC to which they will return. The RESTORE initiative operates such that The Lord’s Place services citizens returning to south PBC, Gulfstream Goodwill services citizens returning to mid-PBC, and The Riviera Beach Reentry Center services citizens returning to north PBC.

Table 1. TJ Program Eligibility Based on LSI-R Score.

Risk	LSI-R Score	Eligible
Low	0-13	No
Low/Moderate	14-23	Yes
Moderate	24-33	Yes
Medium/High	34-40	Yes
High	41-47	Yes

Once in the community, the returning citizen is administered the ERC by their respective service provider. The ERC is a tool developed and used by service providers in PBC to assess returning

citizens' readiness for employment. As seen in Table 2, returning citizens who are assessed as less job ready (e.g., scored 35 or under on the ERC) are eligible for randomization into the treatment or control group. Returning citizens who are assessed as low-risk (based on the LSI-R) or more job ready (based on the ERC) are not eligible for randomization into the treatment or control group.

Table 2. TJ Program Eligibility Based on ERC Score

<b>Job Ready</b>	<b>ERC Assessment Score</b>	<b>Eligible</b>
Less	0-35	Yes
More	36-51	No

After a returning citizen is identified as eligible for randomization, the participant's case manager informs the individual of the TJ program and research study. If the returning citizen is interested in participating in the TJ program and research study, the case manager has the participant sign an FAU informed consent document. After this, the case manager indicates within the RENEW database that randomization is needed for the individual. The FAU research partner then randomizes the participant into the treatment or control group.

Returning citizens who are randomized into the treatment group receive the enhanced employment transitional services, associated CBI, and any other treatment determined to be necessary to address their assessed needs. Individuals randomized into the control group will receive treatment as usual. The treatment as usual intervention is tailored to each individual based on the returning citizens' assessed needs. Treatment can include any of the following: education services, employment services, financial education, family reunification, peer mentoring, substance abuse treatment, mental health treatment, health services, cognitive behavioral programming, transitional housing, case management, transportation assistance, food stamps, and/or identification assistance. Returning citizens who are assessed as low-risk (based on the LSI-R) are referred to CareerSource and no longer have contact with the RESTORE initiative.

## TJ Program Implementation Progress

Funding for the TJ program in Palm Beach County began on October 1, 2017. Since then, the program has moved through the planning stages into the programmatic delivery stages. Program implementation officially began on November 26, 2018, with the first client being randomized two days later on November 28, 2018. During the first year of implementation (November 26, 2018 to November 25, 2019), 93 RESTORE reentry participants were randomized into the treatment or control group.

The TJ program and stakeholders accomplished a number of milestones during the first year of program implementation, including:

- Participating in 7 technical assistance conference calls with Council of State Government.
- Participating in 1 technical assistance call with the University of Cincinnati-Correctional Institute.
- Attending a 3 day peer-learning event in Chicago, Illinois with Heartland Alliance's READI Chicago program and the Safer Foundation.
- Serving 54 TJ participants in the treatment group.

## Site Visits

In an effort to contextualize the TJ programs and reentry services offered in PBC, Dr. Atkin-Plunk has conducted multiple site visits to GGI, TLP, and RB since program implementation began in November 2018. Dr. Atkin-Plunk conducted the second site visits approximately one year after the beginning of program implementation. The below sections provide an overview of the second site visit to each service provider.

### Gulfstream Goodwill Industries

On October 10, 2019, Dr. Atkin-Plunk conducted a second site visit at GGI. During the site visit, Dr. Atkin-Plunk met with the following Justice Services staff who work on the IRI grant:

- Director of Justice Services
- Clinical Team Leader
- Employment Consultant (EC)

The sections below highlight the operations of the TJ program at GGI, including the intake process, role of the EC, and Moral Reconciliation Therapy (MRT). This section ends with a discussion of the challenges/concerns surrounding the TJ program at GGI, as well as the successes experienced.

## The Retail Career Transitional Job Program

The TJ program at GGI is still operating as a 12-week, 20-hour per week program. Within the program, TJ participants work 16 hours a week in a subsidized job within GGI. This typically includes working at a GGI warehouse or within a retail location. In addition to the 16 hours of work per week, the TJ participants also receive four hours of MRT and attend employment readiness workshops every Wednesday.

According to Justice Services staff, the majority of TJ participants are working in the GGI warehouse in Lake Worth. A few clients, however, are working at a Goodwill retail store in Belle Glade. TJ participants who work at the Goodwill retail store do so because of location, medical, or disability issues, which make it difficult, if not impossible, for the participant to work at the warehouse.

## The Intake Process

According to Justice Services staff, one major change has been made to the intake process since the TJ program was implemented in November 2018. This change involves when case managers first mention the TJ program to clients. During the first site visit (April 10, 2019), case managers were discussing the TJ program with clients prior to administering the Employment Readiness Checklist (ERC). Currently, the process is as follows: during their first meeting with clients, case managers determine whether a client is interested in obtaining employment. If the client indicates an interest in employment, the case manager then conducts the ERC. If a client scores less-job ready on the ERC, it is at that point that the case manager mentions the TJ program to clients. The TJ program is not mentioned to clients who score more-job ready on the ERC, as they are ineligible for the TJ program.

The case managers at GGI believe that they are not over or underselling the TJ program to clients, and if a client is not chosen for the TJ program, the case managers are comfortable relaying that information to the clients.

When asked if they believe many clients are declining the TJ program, Justice Services staff did not believe this was the case. However, the staff did indicate that it seems as if more returning citizens are attempting to obtain mental disability status so that they do not have to rely on employment as their source of income. The staff estimated that approximately 25% of clients either had a documented disability prior to being incarcerated or were trying to obtain a documented disability upon return to the community.

## Employment Consultant

The EC continues to work closely with TJ participants. Specifically, the EC conducts a TJ program orientation with all participants, which includes a tour of the warehouse/retail store. The EC also ensures that the participants have appropriate clothing, are aware of all rules surrounding

their participation in the TJ program, and are aware that attendance at MRT sessions is tied to their pay. Additionally, if a participant is experiencing work-related issues, the EC serves as the first point of contact and is a conduit between the participant and their supervisor.

Furthermore, since GGI paychecks are electronically deposited, the EC ensures that all participants have bank accounts in their name. If a client is unable to open a bank account (which has only occurred once since implementation of the TJ program), the EC works with the participant to get a Netspend card. A Netspend card is a prepaid debit card for personal use. This card is connected to a routing and banking number. Thus, participants who are unable to open a bank account are still able to have their paychecks electronically deposited.

It must be noted that once the participant was connected with a Netspend card, the GGI Human Resources (HR) Department was quick to acknowledge this card as an allowable account to which paychecks can be deposited. According to Justice Services staff, the HR Department has been accommodating with not only paycheck deposits but also with adjusting their employment eligibility requirements for TJ participants.

### [Moral Reconciliation Therapy](#)

As of October 1, 2019, the Clinical Team Leader directs the group MRT sessions, which are held every Wednesday. Groups typically consist of less than five male clients. To date, no females have been selected for the TJ program.

During Dr. Atkin-Plunk's first site visit in April, Justice Services staff indicated that MRT sessions were going well and that cohesion and comradery existed between TJ participants. At the time of the current site visit, Justice Services staff stated that although the first cohort of TJ participants was closely bonded, this has not held true for more recent cohorts. In order to receive buy-in from the TJ participants, the Clinical Team Leader is using different methods to engage the participants in the MRT sessions. As opposed to solely working out of the MRT workbook, the Clinical Team Leader is engaging the participants in role-play and hands-on activities. This allows participants to understand the applicability of workbook lessons to real life scenarios. Additionally, to increase participation in MRT sessions, Justice Services staff periodically provide food. GGI staff noted that grant dollars cannot be used to purchase food for MRT sessions. Thus, funds for food come from other GGI accounts.

#### *Issues related to MRT sessions:*

Currently, group MRT sessions are held every Wednesday from 1-5 p.m. Previously, MRT sessions were held from 12-4 p.m., and there is discussion among staff about moving sessions back to that timeframe. Doing so will help participants who must catch the evening bus. Additionally, employment readiness workshops are still being offered to TJ participants after the MRT session concludes on Wednesday. However, there are plans

to move the employment readiness workshops to occur prior to the MRT sessions. This will allow clients to leave immediately after the MRT session ends.

During the first site visit in April 2018, Justice Services staff and the FAU research partner discussed what would occur to the MRT sessions if a TJ client obtained full-time employment during the course of the TJ program. If this occurs, the Clinical Team Leader will individually assess the client to determine if it is appropriate and practical to conduct individual MRT sessions in the evening with that client. Additionally, if a client is unable to complete the MRT sessions during the 12-week TJ program, the Clinical Team Leader will work with the client to complete the MRT sessions, even after the 12-week period. Although this has not yet occurred, it is still an option if needed.

### GGI Successes

According to Justice Services staff, there are minimal barriers related to the TJ program process. The process has been and continues to be implemented smoothly. Justice Services staff indicated that case managers and the EC work collaboratively using a team approach to ensure that TJ participants' needs are met holistically. Additionally, Justice Services staff commended the EC's approach to working with the TJ participants. They noted that the EC takes a proactive and hands-on approach with clients. Specifically, the EC makes contact with clients within 24 hours and schedules a face-to-face meeting with them within five business days. This helps create buy-in from the client. The EC also guides TJ participants through the entire process, so that they never feel alone while enrolled in the TJ program.

Another positive aspect is that the Clinical Team Leader has a Master's degree in Counseling Psychology. Therefore, in addition to delivering group MRT sessions, the Clinical Team Leader is able to provide individual counseling sessions to TJ participants. The need for individual counseling sessions is determined on a case-by-case basis.

Further, Justice Services staff indicated that placement of TJ participants into unsubsidized employment at the conclusion of the TJ program has been successful. According to staff, a number of former TJ participants have received full-time, unsubsidized employment with Goodwill, whether in the warehouse or a retail store. They believe this is occurring due to the warehouse/retail supervisors getting to know the TJ participants and their work-ethic while participants are enrolled in the TJ program. Two additional clients have received unsubsidized employment outside of GGI, including one client who obtained his Commercial Driver's License (CDL). Furthermore, after the participants complete the TJ program, the EC continues to assist clients with resume building and job skills.

Finally, Justice Services staff firmly believe that bringing the TJ program into the menu of reentry services offered in Palm Beach County has helped clients with the transition from incarceration into the community and unsubsidized employment.

### GGI Challenges/Concerns

During the site visit, Justice Services staff indicated a few challenges that staff and clients currently experience related to the TJ program. First, and foremost, returning citizens state that they need a living wage to support their family and meet the cost of living in Palm Beach County. The retail TJ program at GGI currently pays minimum wage, on which clients believe they are unable to live. GGI clients have indicated to case managers that they are able to make a living wage by obtaining work through the Labor Pool. The Labor Pool provides a temporary workforce in skilled, semi-skilled, and unskilled jobs to the construction industry. The Labor Pool provides opportunities for one-day work up to year-long projects. While clients have indicated the ability to make a living wage by working in the Labor Pool, they have also indicated to case managers and the EC that they tend to spend the money they make working in the Labor Pool on the same day they are paid. TJ participants who work for GGI, however, learn to budget their money, as they are paid every two weeks.

Additionally, GGI clients indicate that they can receive better paying employment at “felon friendly” companies, such as Coca-Cola, Pepsi, and Aldi. Additionally, some GGI clients initially believe that they will not have trouble obtaining employment upon return to the community, as they had a job prior to incarceration. In order to create buy-in into the TJ program and address these preconceived notions, the case managers and EC inform the clients that basic employment skills are still required to obtain unsubsidized employment. The case managers and EC also inform clients that by participating in the TJ program, the clients will have an opportunity to remove the gap in their resume that was created when they were incarcerated.

Another issue mentioned by Justice Services staff is that clients would like additional options for the subsidized employment, above and beyond the warehouse/retail opportunities that are available to them through GGI. Clients arrive for services at GGI aware of the construction TJ program that is offered in Riviera Beach. Clients have indicated to case managers that learning construction would be a skill/trade that could increase their employment opportunities upon completion of the TJ program. Justice Services staff stated that at the conclusion of the grant-funded TJ program, they will consider providing more TJ options to clients.

## The Lord's Place

On December 18, 2019, Dr. Atkin-Plunk conducted a second site visit at The Lord's Place. During the site visit, Dr. Atkin-Plunk met with the following TLP staff who oversee the IRI grant:

- Chief Program Officer
- Director of Training and Education
- Reentry Supervisor

The sections below highlight details regarding the TJ program, intake/onboarding process, role of the employment specialist (ES), cognitive behavioral intervention, and successes and concerns related to the transitional job program.

### The Culinary Transitional Job Program

The TJ program at TLP is still operating as an 8-week, 16-hour per week program. Within the program, TJ participants work 12 hours per week in a subsidized culinary-based job within TLP. The work carried out by TJ participants depends on the needs of the kitchen and the skill set of the participant. Participants are exposed to a variety of kitchen- and culinary-based functions, such as dishwashing, assisting with catering assembly, and food preparation. As part of their 16-hour work week, TJ participants also receive 4 hours of Cognitive Behavioral Intervention-Employment (CBI-EMP). The CBI-EMP sessions are held on Mondays and Thursdays. During the first site visit, the participants worked 14 hours per week and attended 2 hours of CBI-EMP. The reasons for this change are discussed in the below section titled "Cognitive Behavioral Intervention-Employment."

### The Intake/Onboarding Process

According to TLP staff who oversee the TJ program, the intake process for informing clients of the TJ program has not changed since the last site visit. Case managers inform all clients who are eligible to participate in the TJ program based on their LSI-R and ERC scores of the TJ program. If an individual indicates interest in the TJ program, the case manager then has the client sign the FAU consent form and refers the client for randomization.

Clients who are randomized into the TJ program are treated as all other TLP employees during the hiring process. An abridged background check is conducted, which includes a full review of their background by examining the booking blotter, state/federal department of corrections records, and a review of the RENEW database. Additionally, TJ participants must pass a drug test in order to be hired by TLP. Testing positive for any drug automatically disqualifies a person who has been selected to be a TJ participant from being able to participate in the TJ program.

One major change that has occurred, however, relates to the onboarding process. Since the last site visit, TLP staff have adjusted the onboarding process so that clients rapidly begin their transitional employment. Previously, a client who was randomized into the treatment group

would wait up to two weeks to begin the TJ program, as they were not allowed to begin work until after they completed the Human Resources (HR) orientation. In order to reduce the time between randomization and beginning employment, the TLP staff worked with HR and TJ staff to allow TJ participants to undergo a “soft start” in the TJ program prior to the HR orientation. Currently, TJ participants go through the onboarding process within 2-7 days of randomization. The onboarding process includes a meeting between the TJ participant and Supervisory Culinary Instructor to discuss the program and their responsibilities as an employee, as well as assign the TJ participant a work schedule. During the onboarding process, TJ participants also participate in a job readiness class that is facilitated by an ES at TLP. The job readiness class is a one and a half day course that addresses relevant professional skills, including resume writing, answering interview questions, and professionalism.

After the TJ participant completes the onboarding, they are able to begin working in the interim, prior to completing the official HR orientation. HR orientations are held every two weeks. Therefore, TJ participants partake in the next scheduled HR orientation. During the HR orientation, which lasts a couple of hours, TJ participants learn HR related matters, are explained what is expected of them while working at TLP, and what they can expect while working for TLP.

When asked if they believe many clients are declining to participate in the TJ program, TLP staff who oversee the TJ program indicated that this does not happen often. For those that do decline, it is typically because the client does not see the TJ program as a long-term job and they feel they are in dire need of immediate full-time employment. The case managers, however, explain the benefits of the TJ program to the client, particularly highlighting that the TJ program provides clients an opportunity to seek full-time employment while allowing them to build their resume and earn income in the interim.

### Employment Specialist

Employment specialists continue to work closely with all TJ participants. As mentioned above, an ES facilitates the one and a half day job readiness class in which TJ participants participate. The purpose of the job readiness class is to assist clients with resume building and learning how to answer tough interview questions such as, how to explain a criminal record. Additionally, the ES tracks the TJ client’s progress through the program. The ES also meets with the TJ client and culinary supervisors to discuss how the client is advancing and any barriers encountered. Further, the ES looks for permanent employment opportunities for TJ clients. When a TJ client has completed four weeks of the TJ program, the ES encourages the client to begin actively searching for permanent employment, with the assistance of an ES. During the TJ program, TJ clients are able to participate in an intensive job searching class that an ES facilitates. At the completion of the TJ program, if a TJ client has not yet obtained permanent employment, the

ES will continue to work with and provide support to the TJ client through the job search process.

### Cognitive Behavioral Intervention-Employment

TLP continues to utilize the CBI-EMP curriculum for their cognitive behavioral treatment. CBI-EMP was developed by the University of Cincinnati Corrections Institute (UCCI) and is a scripted, cognitive behavioral intervention for individuals who have had justice system involvement and who are seeking employment. The full CBI-EMP curriculum is 31 sessions and covers five modules: motivational enhancement, cognitive restructuring, social skills/emotional regulation skills, problem solving, and success planning. Because the TJ program is 8 weeks long, the entire CBI-EMP curriculum is unable to be covered during this duration. During the previous site visit, CBI-EMP facilitators were covering all 10 sessions of the third module over the 8-week TJ program.

In May 2019, TLP staff, along with PBC Justice Services staff, Dr. Atkin-Plunk, the technical assistance coordinator from Council of State Governments, and representatives from UCCI participated in a conference call to discuss best practices for implementing the CBI-EMP curriculum within a reduced timeframe. After the conclusion of the conference call, the Program Manager for Curricula Implementation from UCCI provided the TLP team with modifications to the CBI-EMP curriculum. The modifications are data driven and guided by principles of effective intervention. Specifically, the modifications highlight the sessions within all five modules that should be included in the CBI-EMP curriculum for the TJ program. The modifications also propose that additional sessions be covered during one-on-one meetings between TJ participants and the CBI-EMP facilitator.

Since the conference call and receiving the modifications from UCCI, TLP staff have incorporated all suggested changes into the CBI-EMP curriculum for TJ participants. In order to do so, TJ participants now receive four hours of CBI-EMP each week (as opposed to 1.5-2 hours, as was the previous practice). CBI-EMP group sessions for TJ participants are held for two hours every Monday and Thursday, and the individualized sessions are held when needed with a CBI-EMP facilitator.

### TLP Successes

The TLP staff who oversee the TJ program indicated that the spirit of rapid employment is working well within TLP and for participants. Since the TJ participants are given a schedule to work a couple of days per week, it provides structure for participants during a potentially chaotic time in their life. Additionally, according to TLP staff, having the TJ program puts the clients in a position to make their own life choices, which not only empowers the clients, but also provides them a sense of responsibility, self-esteem, and self-worth. The TJ program also allows participants to earn a wage while they are looking for permanent employment.

Additionally, the TLP staff noted a couple of success cases they have experienced as a result of the TJ program. For example, one TJ participant received full-time employment less than one month into the TJ program. The client, however, was dedicated and committed to the TJ program and wanted to complete the program, even while working in their new full-time job. The TLP staff worked with the client's schedule to ensure that they were able to complete the program. This entailed the client working 8 hours per week in the TJ program and still attending CBI-EMP sessions. The client has since successfully completed the TJ program, is still employed full-time, and has been hired by TLP as a part-time employee for Joshua Catering.

Another success story that TLP has experienced related to the TJ program is in regards to a client with substance use issues. This client was randomized into the treatment group but, after discussions with their case manager, the client decided they should complete inpatient substance use treatment prior to beginning the TJ program. After the client completed the substance use treatment, the client returned to TLP and is still enrolled in and matriculating through the TJ program.

### **TLP Challenges/Concerns**

The largest concern expressed by the TLP staff during the site visit is related to the continued negotiations between the County and TLP regarding the TJ program at TLP. TLP expressed concerns during the last site visit regarding their ability to serve the contracted number of clients. Since then, TLP and the County have been working to renegotiate the contract to provide TJ and CBI services at TLP to a reduced number of clients than was originally contracted. To date, TLP is contracted to serve 40 clients in the TJ program (with an additional 40 clients in the control group). According to TLP staff, TLP believes they can serve 28 clients in the treatment group. TLP staff, however, believe the County will reduce the number of clients to be served through the TJ program to 20 (with an additional 20 in the control group; see the below sections for justification as to why this is occurring). TLP staff are concerned regarding the effects this cut will have on the funding, which will in turn impact the program. TLP staff indicated their need for administrative clarity from the County regarding the future of the TJ program at TLP.

### **Palm Beach County Public Safety Department Challenges/Concerns**

Based on data in Renew and ongoing communication between TLP and the County, the County learned that certain individuals in the TLP control group were participating in TLP's culinary apprenticeship program. The culinary apprenticeship program is a nine-month program, where participants earn \$100/week for the first three months, \$150/week for months 3-6, and \$200/week for the last three months of the program. In the culinary apprenticeship program, participants learn skills related to culinary arts and acquire skills necessary to obtain an entry-level position in a commercial kitchen. Inherently, individuals who are in the control group and

participate in the TLP culinary apprenticeship program receive more programming than those in the TJ program. As TLP was unwilling to not offer the culinary apprenticeship program to those in the control group, the County and TLP reached a compromise and decided to reduce the number of TJ participants served at TLP with appropriate funding to not impact the program. This was done in an effort to reduce impact on the research study. Additionally, the County developed an amendment to the contract, in collaboration with TLP, to address the need for administrative clarity.

### **The Reentry Center in Riviera Beach**

On October 22, 2019, Dr. Atkin-Plunk conducted a second site visit at The Reentry Center in Riviera Beach to see the operations of the IRI grant. During the site visit, Dr. Atkin-Plunk met with the following staff:

- Director of The Reentry Center
- Case Manager
- Construction Site Supervisor
- General Contractor for Urban Farmers, Inc.

The sections below highlight the operations of the TJ program at The Reentry Center, including changes that have been made to the program since the first site visit. Also described is the intake process, the construction site, MRT, challenges/concerns, and successes of the TJ program at The Reentry Center.

### **The Construction Transitional Job Program**

The TJ program at The Reentry Center is still operating as a 10-week, 28-hour per week program. Within the program, TJ participants work 24 hours per week in a subsidized construction-based job and receive 4 hours of MRT. The current construction site is a project titled Neighborhood RECLAIM and is a collaboration between The Reentry Center, Riviera Beach Community Development Corporation (RB-CDC), and Urban Farmers, Inc. The RB-CDC “acquires, rehabilitates and operates affordable housing for families of modest means.”<sup>2</sup> The site is located in a neighborhood within Riviera Beach, where participants work under the supervision of a General Contractor for Urban Farmers, Inc. to rehabilitate a home in which the RB-CDC recently acquired. When The Reentry Center is between large construction jobs or a construction job is on pause, the TJ clients are engaged in smaller projects within the community. For example, the TJ participants were recently involved in completing landscaping for eight houses in the Riviera Beach community.

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<sup>2</sup> <http://rivierabeachcdc.org/>

### *Changes to Construction TJ Program*

Since the first site visit on April 12, 2019, several changes have been made to the operation of the construction TJ program at The Reentry Center. Specifically, participants now work Monday, Tuesday, Thursday, and Friday at the construction site. Their workday begins at 7 a.m. and they work between 6 and 8 hours per shift. Moral Reconciliation Therapy sessions are now held on Wednesdays from 9 a.m. to 1 p.m. During the first site visit, participants were working Monday through Wednesday for 8 hours per day, while attending MRT sessions on Thursday and Friday from 10 a.m. to noon.

Multiple factors went into the decision to change the schedule of the days clients work at the construction site and participate in MRT. First, The Reentry Center team found that because participants were not accustomed to working, breaking up the workweek with one day dedicated to MRT has assisted clients with the transition back into work. Second, having a day off work in the middle of the week allows clients to schedule other necessary appointments that tend to be more difficult to schedule on a Friday. According to the Director, this adjustment has made the TJ program better suited for clients.

### **The Intake Process**

According to the Director of The Reentry Center, no changes have been made to the intake process nor the process in which case managers inform clients of the TJ program. The Director indicated that a case manager travels to Sago Palm Reentry Center every other week to engage with potential clients pre-release. Additionally, The Reentry Center reaches out to individuals in all prisons throughout Florida who will be released to Palm Beach County. It is believed that engaging potential clients early on in the process (particularly during pre-release) helps with engagement post-release. During pre-release engagement, the case manager ensures to obtain contact information for a potential client's family member, as this is an important component to engaging the client post-release.

Currently, because a construction project is in progress, if a new client is randomized into the treatment group, they will be provided orientation and integrated into the project immediately. At the conclusion of the current project, The Reentry Center will wait until a small cohort of 3 or 4 clients are ready to start the TJ program before beginning orientation for the new participants.

### **The Construction Site**

On the day of the site visit, the Director of The Reentry Center, a case manager, and Dr. Atkin-Plunk toured the Neighborhood RECLAIM construction site in Riviera Beach. At the time of the site visit, approximately four TJ participants were at the construction site and actively engaged in various activities to restore the home for the RB-CDC. Upon arrival, Dr. Atkin-Plunk met the

site supervisor who explained the different jobs that the TJ participants perform while on the site, which includes general construction related tasks, as well as basic masonry, carpentry, electrical, plumbing, and HVAC tasks. These specific skills/trades are taught to TJ participants through demonstrations by tradesmen who come to work on the construction site.

The General Contractor for Urban Farmers, Inc. indicated that all TJ participants become skilled laborers during their time in the program. A skilled laborer has the skills and knowledge to work directly under the tradesman, while also having a positive relationship with the site foreman. Additionally, the General Contractor stated that construction is a “relationship” trade, where it is important for workers (i.e., TJ participants) to understand that being a trustworthy and hard worker is important to site foreman. As such, the General Contractor works to instill these traits into the TJ participants while they are on the job site.

#### *Drug Testing Clients*

While on the job site, TJ clients are randomly drug tested. Although there were issues with drug use by TJ participants in the first cohort, there have been no such issues with the current cohort of participants. If the client tests positive for drugs, they will not be terminated from the program. Instead, the client will be removed from the worksite. A case manager will then conduct an assessment to determine the severity of the drug issues, and, depending on the assessment outcome, the client will attend education classes or will be referred to treatment. A follow-up drug test will be conducted, and, if the client tests negative for drugs, they will go back to the worksite. TJ participants are not removed from the worksite if they test positive for marijuana. The Reentry Center, however, will still provide drug education classes if an individual tests positive for marijuana.

#### *Moral Reconciliation Therapy*

Group MRT sessions are held every Wednesday from 9 a.m. to 1 p.m., with lunch being provided to participants after each session. According to the Director, the MRT sessions are going well and all clients are attending the required sessions, as attendance is tied to their stipend. At the time of the site visit, there were seven TJ participants participating in the MRT classes, which is their largest group of participants to date. The Director stated that it typically takes a couple of MRT classes for the clients to become engaged with the material and each other.

Because MRT is a 12-week curriculum and the TJ program is 10-weeks, the Director of The Reentry Center indicated that they continue to engage the TJ participants in MRT for the two weeks after the end of the 10-week TJ program. This allows the TJ participants to complete the 12-week MRT curriculum. Although The Reentry Center does not pay the clients to attend the

MRT sessions for the last two weeks, the Director stated that the clients do typically attend and complete the sessions.

### The Reentry Center Successes

The Reentry Center has gained valuable insight into operating a TJ program during the first year of implementation. Specifically, the staff has learned the preferences of clients as it relates to work, schedules, and trades. Additionally, The Reentry Center has discovered what keeps clients engaged in their employment and in the MRT sessions.

Additionally, the TJ participants are exposed to many different trades and professionals within the construction field. The participants are taught various skills by the tradesmen and are quickly learning the skills. According to the Director, two clients have done so well during the TJ program that the General Contractor has asked them to work a few extra hours in the evenings for additional pay. Further, being exposed to professionals within the field of construction has allowed the TJ participants to see that it is possible to own a business. The Director stated that the TJ participants do not come from a culture where they see individuals with backgrounds similar to theirs in a professional setting and/or owning a business. Because of the TJ program, however, participants have seen that being professional and owning a business is attainable.

The TJ program at The Reentry Center also has a positive impact on the community in which it serves. Due to the collaborative effort of Neighborhood RECLAIM, the TJ participants are given the opportunity to have a positive impact on their community. Additionally, seeing the progress made on the home rehabilitation gives the clients pride in their work. The Reentry Center plans to continue working with the RB-CDC and Urban Farmers, Inc. for future projects.

The below picture is of a sign that is located in front of the home of the current construction site. This sign not only highlights the collaboration between the organizations, but it also serves as a talking point. According to the Director, numerous individuals from the community have stopped by the construction site curious about Neighborhood RECLAIM. This has given the entities the ability to explain the program to community members and has created community buy-in.



## The Reentry Center Challenges/Concerns

According to the Director of The Reentry Center, the biggest issue they encounter is that not all returning citizens are interested in construction work. The Director stated that initially, clients will indicate willingness to be employed in any field, but once they are informed that the TJ program is construction-based, some do not want to participate. Periodically, however, individuals are unable to secure employment on their own, so they come back to The Reentry Center and ask for help obtaining employment. At that time, they are typically willing to work in construction and will be referred for randomization.

### *Are many individuals declining the TJ program?*

Although clients are declining to participate in the TJ program, according to the Director, this does not happen often. Of those that do decline, this is due to them not being interested in working construction or having another job already lined up. To date, only one female has been assigned to the TJ program. Females are typically uninterested in construction and/or have an achievable plan for obtaining future employment.

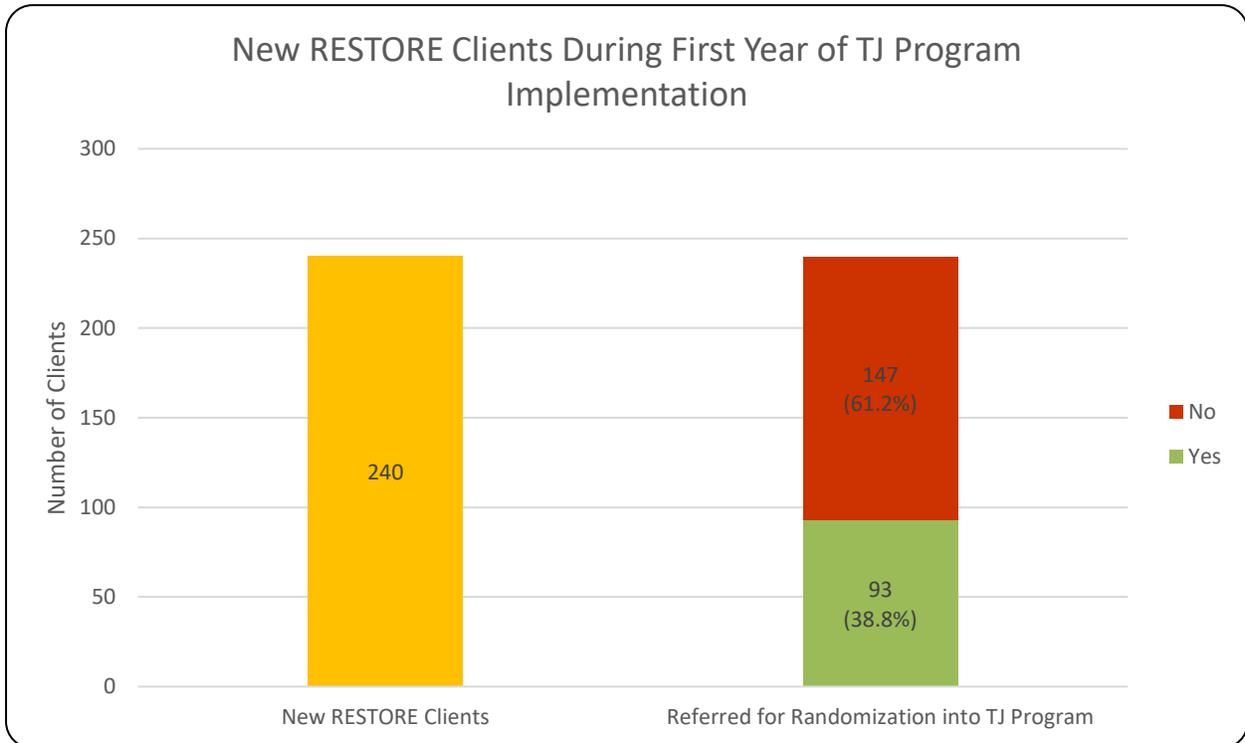
Another challenge The Reentry Center experiences is when individuals come to them but, due to disability or other limitations, are unable to work in construction. Currently, if a client is unable to work in construction, they cannot participate in the TJ program at The Reentry Center. This is a limitation of the current program, as the Director readily admits that not all individuals are suited for employment within construction. In an effort to remedy this challenge, The Reentry Center is working with the City of Riviera Beach to develop a work crew TJ program. The work crew would engage in general labor and maintenance for the City of Riviera Beach. This work would be less strenuous in nature than construction, which would allow more individuals to participate in the TJ program at The Reentry Center. The Director believes that it will take some time to develop the work crew TJ program, due to the politics involved with working with the city.

A final challenge The Reentry Center was experiencing related to the TJ program was clients missing work without calling to let their supervisor know. The case managers worked with those clients and taught them the appropriate protocols (e.g., calling their supervisor) when they are unable to attend work. This has allowed the TJ clients to make mistakes and learn appropriate work-related behavior in the process.

## RESTORE Reentry Clients

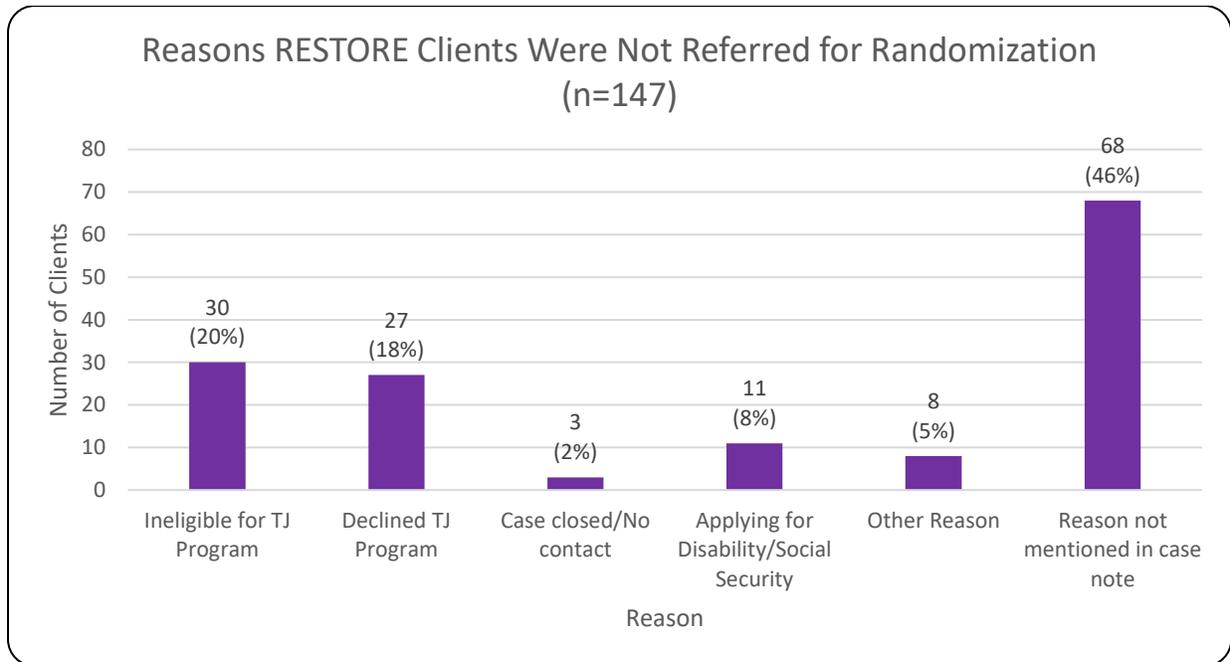
During the first year of TJ program implementation, 240 reentry clients were enrolled in the PBC RESTORE initiative. As can be seen in Figure 5, 93 (38.8%) of these clients were referred for randomization, while 147 (61.2%) RESTORE clients were not referred for randomization into the TJ program.

Figure 5. New RESTORE Clients During First Year of TJ Program Implementation



As shown in Figure 6, of the 147 reentry clients who were not referred for randomization, 30 clients (20.4%) were not eligible for randomization, due either to being more job ready (based on the ERC), low risk (based on the LSI-R), or returning from federal custody. Twenty-seven clients (18.4%) declined to participate in the TJ program. This was due to the client already being employed (or having jobs pending) or not being interested in the program. Additionally, three clients (2.0%) had their case closed and/or had no further contact with their assigned service provider after their initial enrollment in RESTORE, 11 clients (7.5%) were applying for disability or for their social security card, and for 8 clients other reasons were mentioned in the clients' case notes (e.g., participant indicated interest, but paperwork had not yet been submitted). Finally, for 68 clients (46.3%) there was no notation in RENEW that the case manager had discussed the TJ program with the client and no indication as to why the client was not referred for randomization.

Figure 6. Reasons RESTORE Clients Were Not Referred for Randomization



## TJ Program Clients

### Client Randomization

As shown in Figure 7, during the first year of TJ program implementation, 93 PBC reentry clients were randomized (54 into the treatment group and 39 into the control group). Figure 8 shows the number of clients randomized by service provider.

Figure 7. Number of Clients Randomized During First Year of Implementation

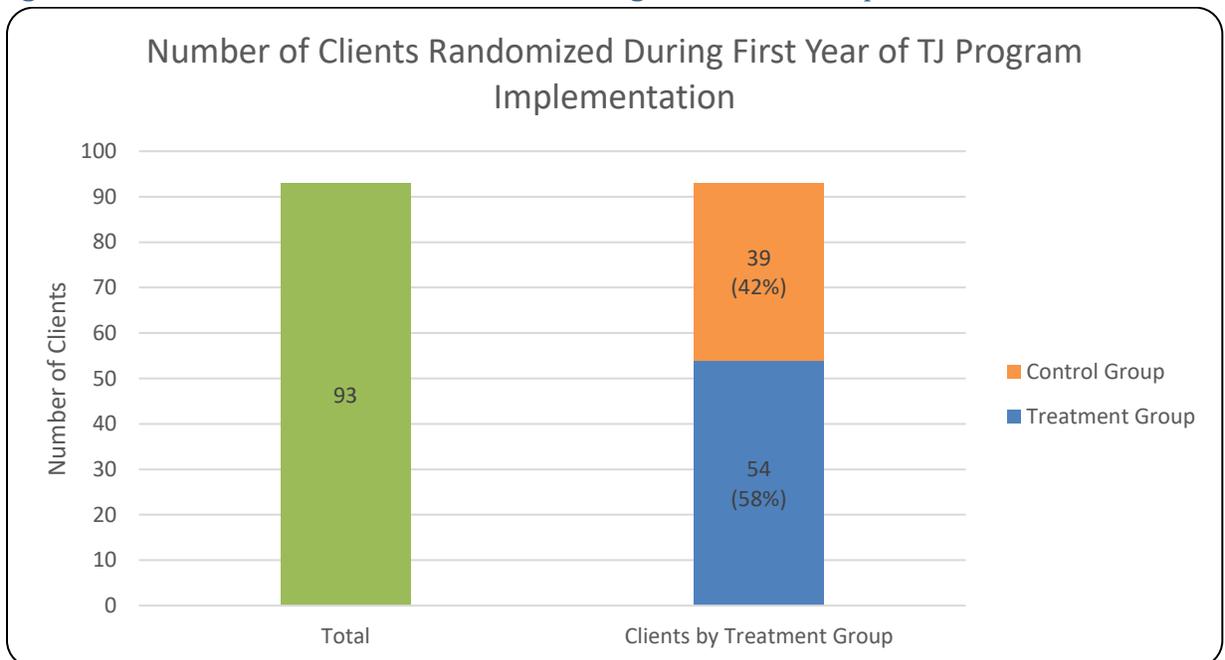
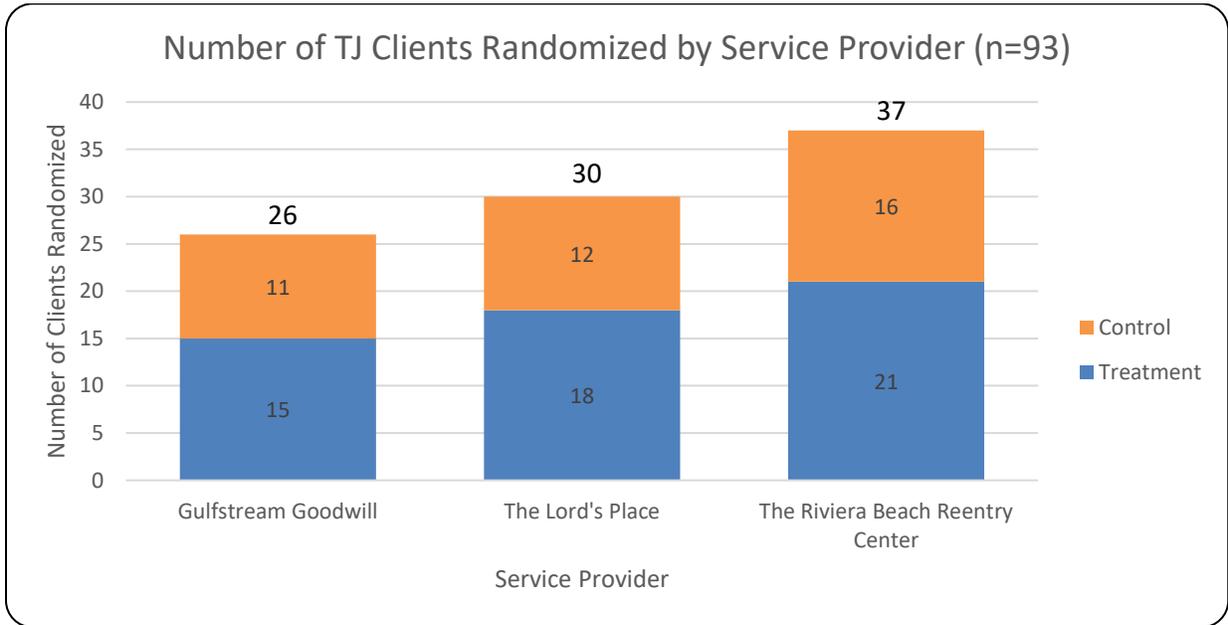


Figure 8. Number of Clients Randomized During First Year of Implementation by Service Provider



One important aspect of transitional employment is placement into employment quickly after release from incarceration. Table 3 shows the average time between a client enrolling in RESTORE and being randomized into the treatment or control group. Overall, clients were randomized into the TJ program approximately 10 days after enrolling in RESTORE, ranging from 0 days to almost 3 months. There was no significant difference in the average days to randomization by service provider.

Table 3. Time between RESTORE Enrollment and Randomization

	Mean	Minimum	Maximum	Significant Difference
<b>Days until randomization – overall</b>	10.3	0	81	
<b>Days until randomization – GGI</b>	15.0	0	69	No
<b>Days until randomization – TLP</b>	8.4	0	81	No
<b>Days until randomization – RB</b>	8.5	0	51	No

## Client ERC and LSI-R Scores

As stated above, reentry clients are eligible for TJ programming if they are less job ready (i.e., score 35 or lower on the ERC) and if they are low/moderate- to high-risk to recidivate (i.e., score above a 14 on the LSI-R).

Table 4 shows the average ERC and LSI-R scores (and LSI-R domain scores) for clients randomized into the treatment and control groups. As can be seen, the average treatment and control group client is less job ready (ERC scores of 22.4 and 23.3, respectively) and has a moderate risk to recidivate (LSI-R scores of 27.1 and 28.4, respectively). Importantly, there are no significant differences between the treatment and control groups based on the ERC and overall LSI-R scores. There are also no significant differences between the treatment and control groups across all 10 LSI-R domains.

Table 4. Client ERC and LSI-R Scores

	Treatment Group (N=54)			Control Group (N=39)			Significant Difference
	Mean	Min.	Max.	Mean	Min.	Max.	
<b>ERC Score</b>	22.4	9	33	23.3	4	35	No
<b>LSI-R Score</b>	27.1	14	43	28.4	15	42	No
<b>LSI-R – Criminal History</b>	6.48	3	9	6.32	3	10	No
<b>LSI-R – Education/Employment</b>	5.83	2	9	6.29	2	9	No
<b>LSI-R – Financial</b>	1.82	1	2	1.78	1	2	No
<b>LSI-R – Family/Marital</b>	2.20	1	4	2.12	1	4	No
<b>LSI-R – Accommodation</b>	1.82	1	3	1.80	1	3	No
<b>LSI-R – Leisure/Recreation</b>	1.59	1	2	1.63	1	2	No
<b>LSI-R – Companions</b>	2.92	1	5	3.41	1	5	No
<b>LSI-R – Alcohol/Drug</b>	4.08	1	9	3.87	1	8	No
<b>LSI-R – Emotional/Personal</b>	2.21	1	5	2.03	1	5	No
<b>LSI-R – Attitude/Orientation</b>	1.72	1	4	2.00	1	4	No

Figures 9 and 10 show the ERC and LSI-R scores, respectively, for the treatment and control groups. As can be seen in Figures 9 and 10, all clients meet the ERC and LSI-R eligibility requirements, respectively. Moreover, as seen in Figure 11, according to the LSI-R, the majority (n=29; 53.7%) of the treatment group are moderate risk to recidivate, with only 9 (16.7%) having a moderate/high or high-risk to recidivate. Of the control group, however, 43.6% (n=17) are moderate risk to recidivate, with 11 (28.2%) having a higher risk to recidivate.

Figure 9: ERC Score at Program Entry

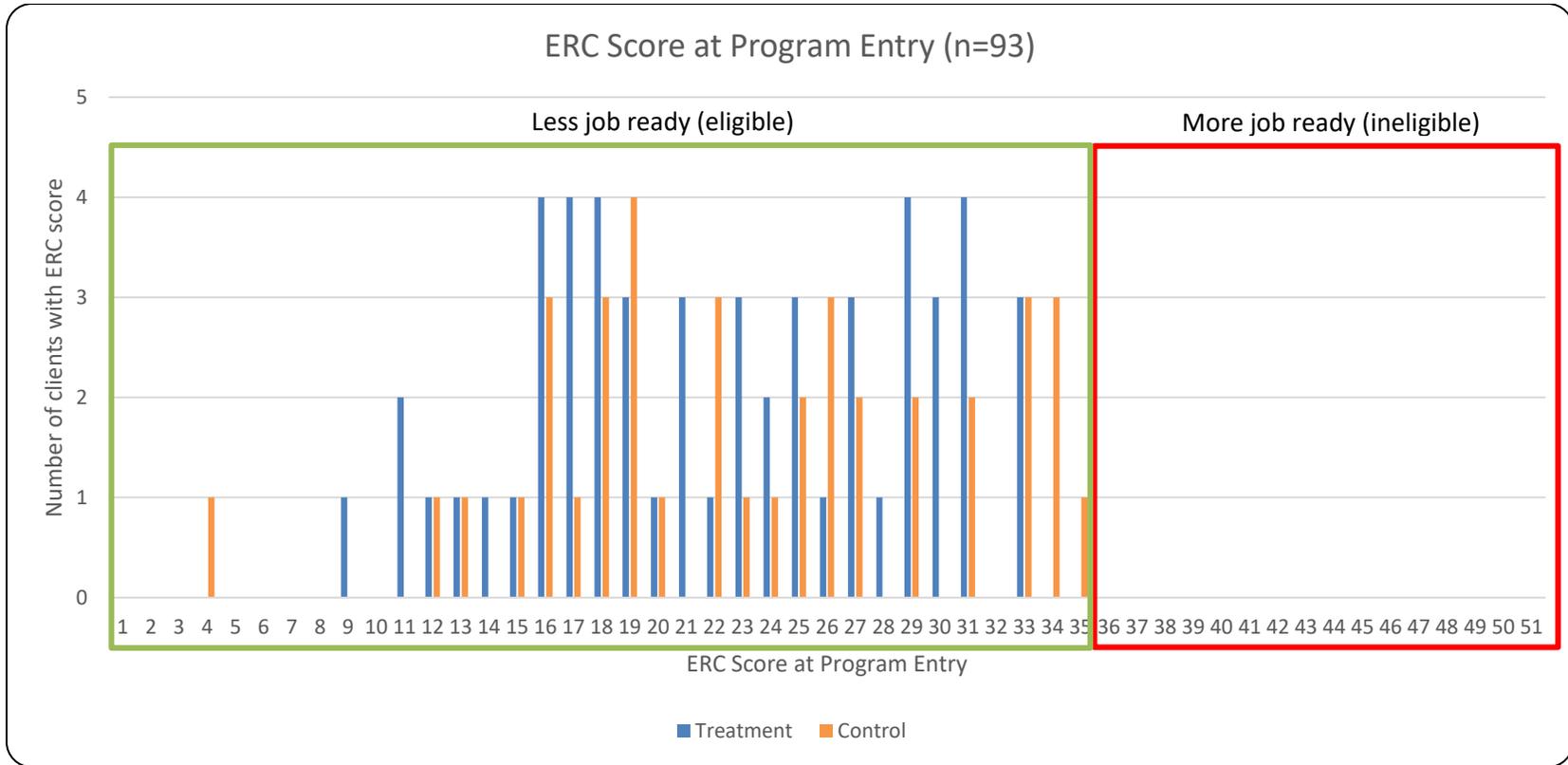


Figure 10: LSI-R Score at Program Entry

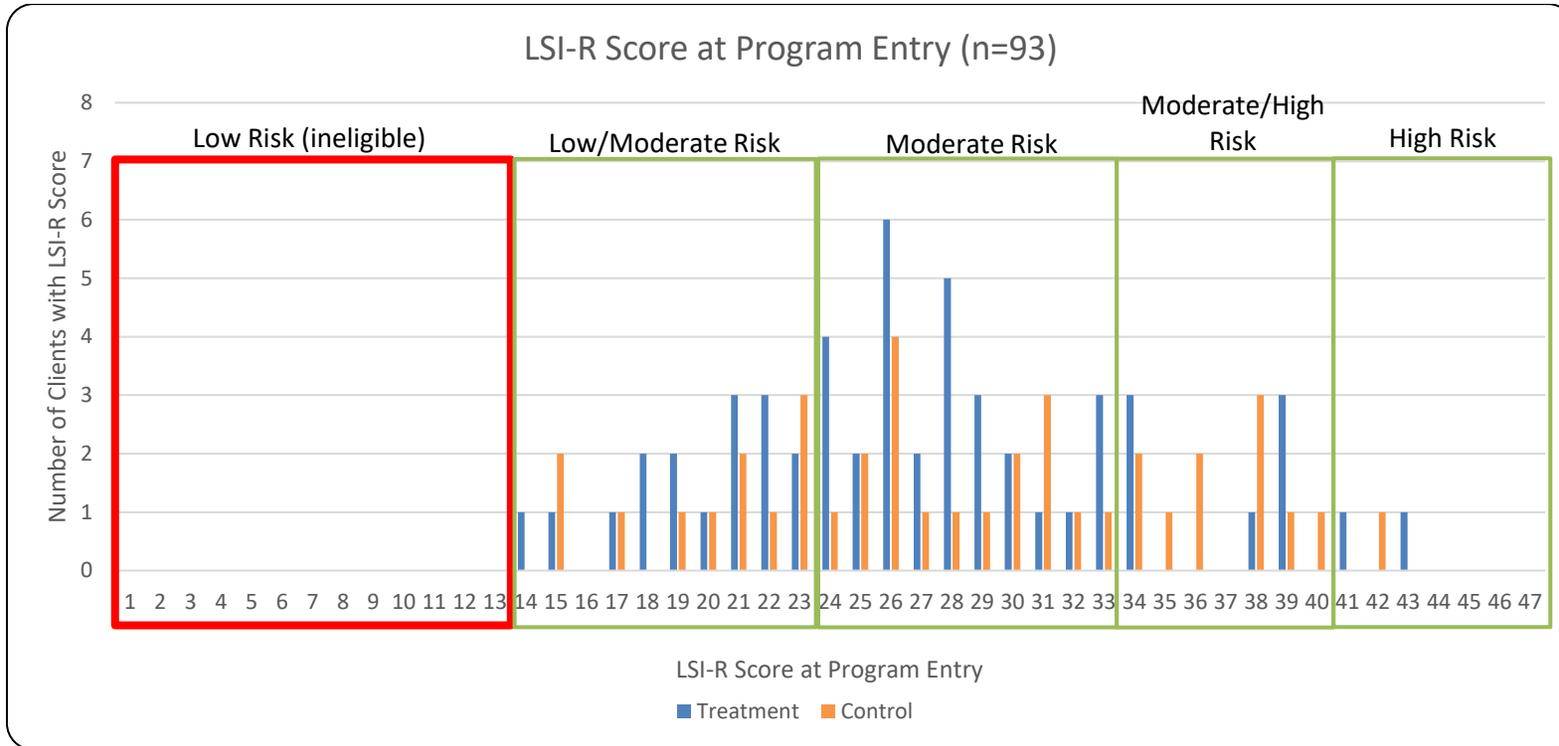
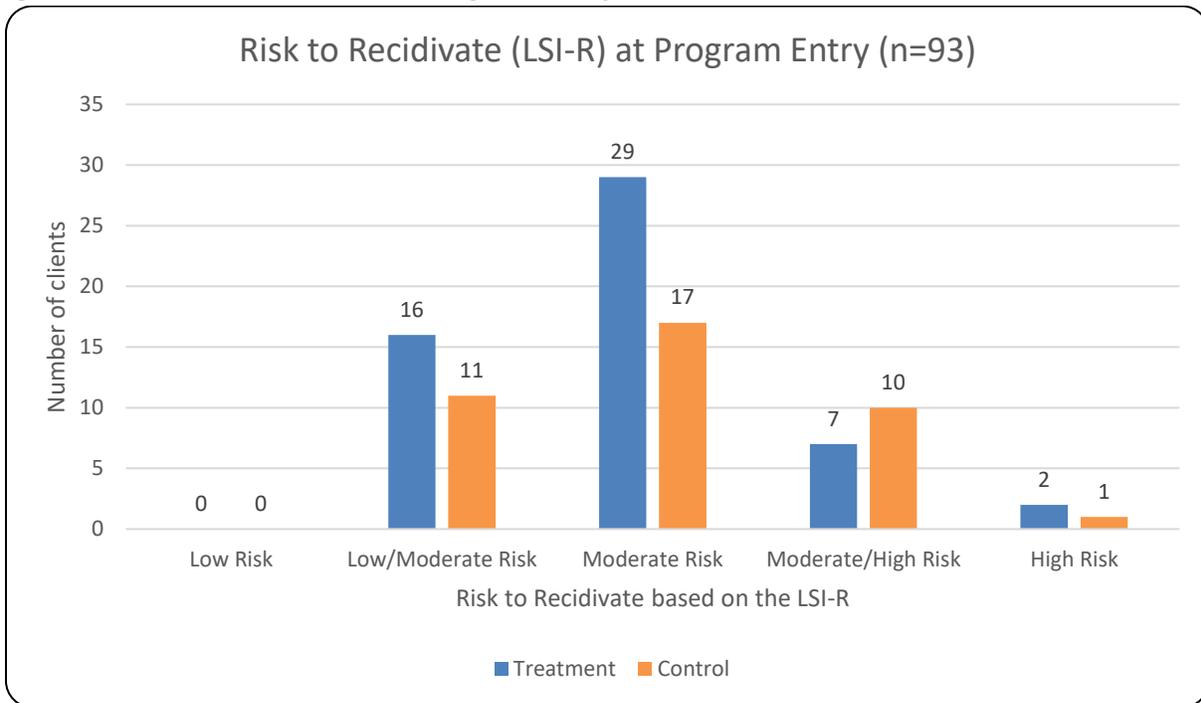


Figure 11: Risk to Recidivate at Program Entry based on the LSI-R



### Client Demographic and Criminal History Characteristics

Table 5 shows the demographic and criminal history characteristics (based on the LSI-R) for clients randomized into the treatment and control groups. Clients range from 20 to 67 years of age, with the average age of the treatment and control group being 39 and 42 years old, respectively. The majority of clients in both the treatment and control groups were black, non-Hispanic males. There are no significant differences in client demographic characteristics between the treatment and control groups.

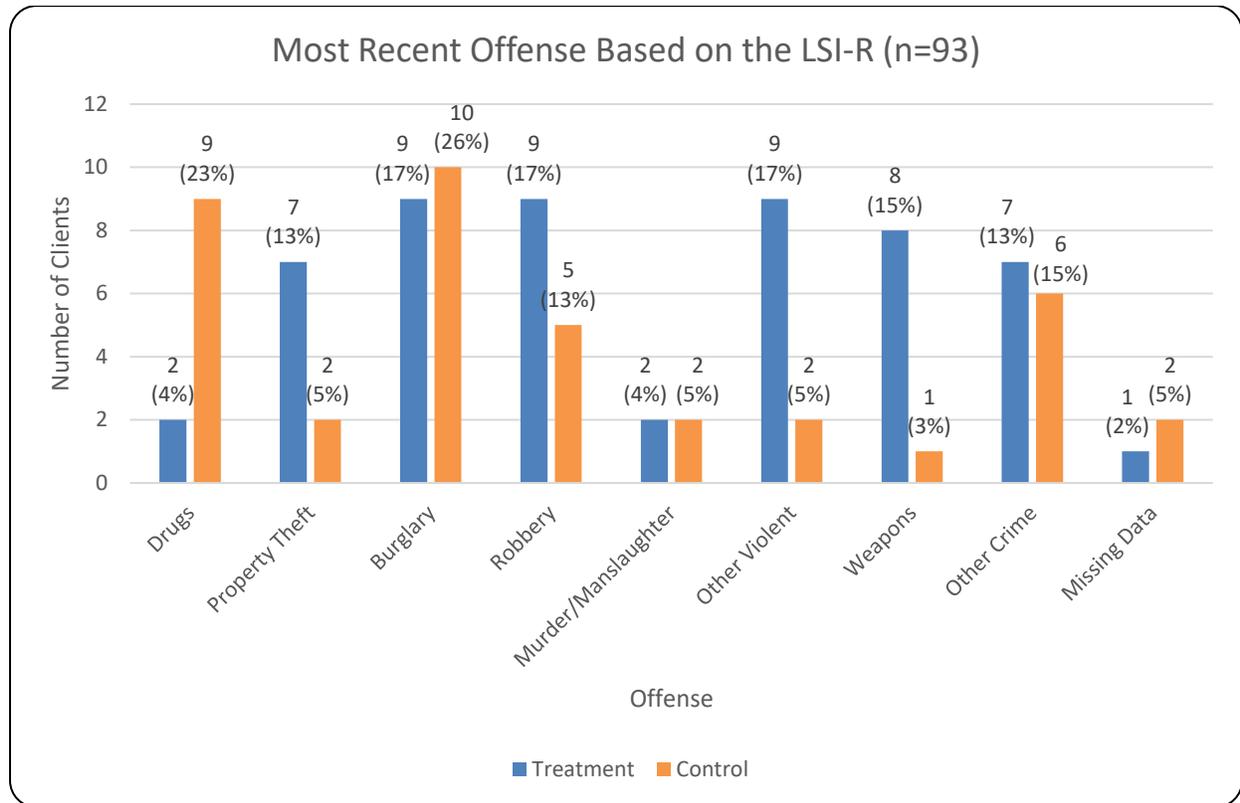
Based on the LSI-R, clients have extensive criminal histories, which began early in life. On average, the control group has seven prior arrests, while the treatment group participants have approximately 12 prior arrests (significant difference). Moreover, approximately three-quarters of treatment and control group clients have three or more prior convictions, with the average number of prior adult convictions hovering around seven. Additionally, the majority of treatment and control group clients were under the age of 16 at the time of their first arrest. On average, treatment group participants were 13 years old at their first arrest, and control group clients were 14 years old at their first arrest. Furthermore, the majority of both the treatment and control group clients have previously been incarcerated, been punished for institutional misconduct while incarcerated, and have a record of violence.

Figure 12 shows the most recent and serious offense for which the clients have been arrested. As can be seen, 38% of the treatment group has a violent offense (e.g., robbery, murder/ manslaughter, other violent crime), 30% have a property crime (e.g., property theft or burglary), 15% have a weapons offense, and only 4% have drugs recorded as their most recent offense. For the control group, however, 28% have a violent offense, 31% have a property crime, 3% have weapons, and 23% have drugs listed as their most recent offense.

Table 5. Client Demographic and Criminal History Characteristics

	Treatment Group (N=54)					Control Group (N=39)					Significant Difference
	Mean	Min.	Max.	Yes (N)	%	Mean	Min.	Max.	Yes (N)	%	
Age	39.0	20	62			42.1	21	67			No
Race											
Black				40	74.1				34	87.2	No
White				12	22.2				4	10.3	No
Multiracial				1	1.9				1	2.6	No
Unknown				1	1.9				0	0.0	No
Hispanic				2	3.7				2	5.1	No
Male				51	94.4				38	97.4	No
Number of prior arrests	12.4	0	70			7.4	0	30			Yes
Prior adult conviction				51	94.4				35	89.7	No
Two or more prior convictions				47	87.0				33	84.6	No
Three or more prior convictions				39	72.2				29	74.4	No
Number of prior adult convictions	6.8	0	33			7.5	0	40			No
Three or more present offenses				17	31.5				13	33.3	No
Number of present offenses	4.6	3	13			3.4	1	6			No
Arrested under age 16				36	66.7				20	51.3	No
Age at first arrest, if arrested under age 16	13.3	8	16			14.2	10	18			No
Ever incarcerated upon conviction				51	94.4				32	82.1	No
Escape history while incarcerated				3	5.6				5	12.8	No
Ever punished for institutional misconduct				37	68.5				28	71.8	No
Number of times punished for institutional misconduct	6.0	1	30			5.3	1	32			No
Charged or probation/parole suspended while on community supervision				35	64.8				23	59.0	No
Record of assault/violence				35	64.8				22	56.4	No

Figure 12. Most Recent Offense Based on the LSI-R



### Treatment Hours Received

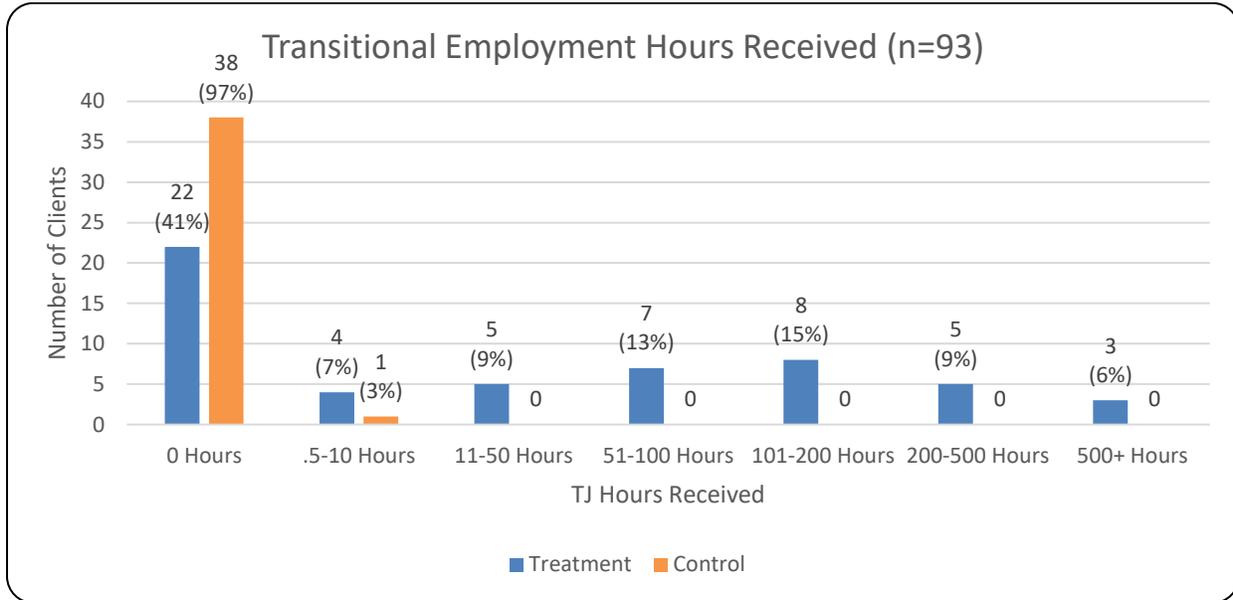
As mentioned above, the purpose of the TJ program is to provide transitional employment and cognitive behavioral therapy (e.g., CBI-EMP and MRT) to higher risk, less job ready returning citizens who have been randomized into the treatment group. Table 6 shows the number of transitional employment and cognitive behavioral therapy (CBT) treatment hours received by clients in both the treatment and control groups. As seen in Table 6, and as would be expected, the treatment group has received significantly more transitional employment and CBT hours compared to the control group. On average, the treatment group has engaged in 106 hours within their transitional employment (ranging from 0 to over 1,000 hours) and 11 hours of CBT (ranging from 0 to 68 hours).

Table 6. Transitional Employment and Cognitive Behavioral Therapy Treatment Hours

	Treatment Group (N=54)			Control Group (N=39)			Significant Difference
	Mean	Min.	Max.	Mean	Min.	Max.	
<b>Transitional Employment Hours</b>	106.1	0	1,067	0.01	0	0.5	<b>Yes</b>
<b>CBT Hours</b>	10.6	0	68	1.23	0	32	<b>Yes</b>

While it is expected that the treatment group receive significantly more transitional employment and cognitive behavioral therapy hours compared to the control group, as can be seen in Figure 13, 41% (n=22) of the treatment group has received zero transitional employment hours. Approximately 30% (n=16) of the treatment group has received 0.5 to 100 hours of TJ programming, while the remaining 30% (n=16) has received over 100 hours of TJ programming.

Figure 13. Transitional Employment Hours Received



Similarly, as shown in Figure 14, 39% of the treatment group has received zero hours of cognitive behavioral therapy, 22% has received 1-10 hours of CBT, 20% has received 11-20 hours CBT, and 19% has received over 21 hours of CBT.

Figure 14. Cognitive Behavioral Therapy Hours Received

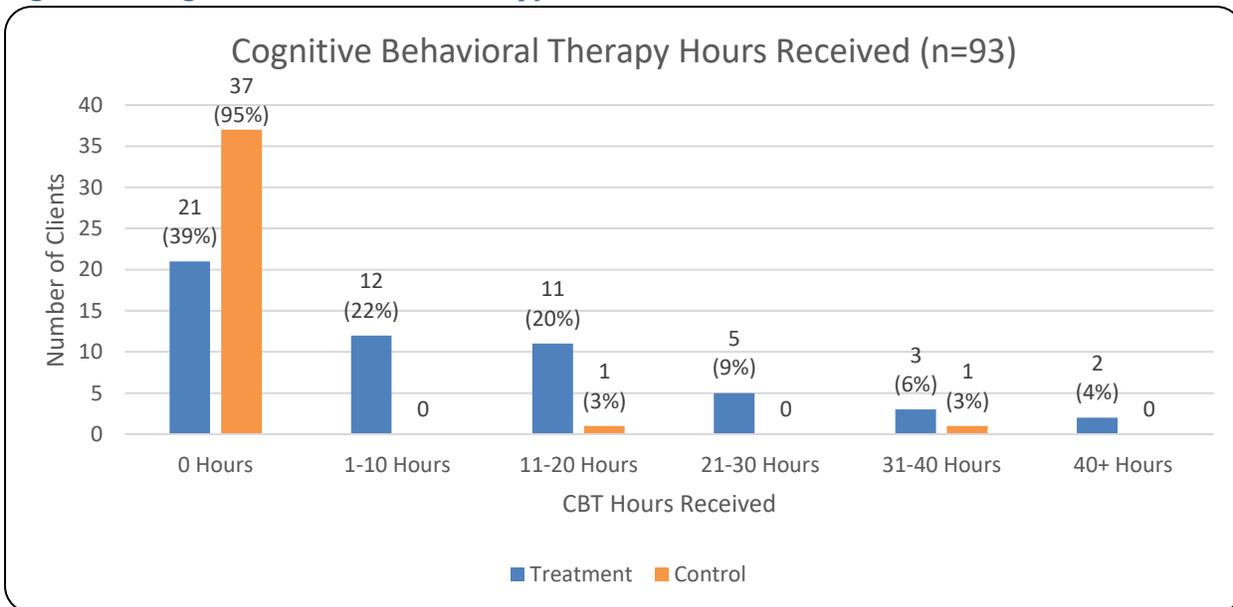


Table 7 shows the TJ and CBT programming hours the treatment group received from their respective service provider. As can be seen, treatment group clients at The Lord’s Place received a mean of 26 transitional employment hours (median of 0 hours), treatment group clients at Gulfstream Goodwill received a mean of 61 transitional employment hours (median of 32 hours), while treatment group clients at Riviera Beach received a mean of 207 transitional employment hours (median of 84 hours). Treatment group clients at Riviera Beach received significantly more transitional employment hours (based on median and mode) than clients at either The Lord’s Place or Gulfstream Goodwill. There were no significant differences in CBT hours by service provider.

**Table 7. Transitional Employment and Cognitive Behavioral Therapy Service Hours by Service Provider (Treatment Group Only, n=54)**

	Transitional Employment Hours				Cognitive Behavioral Therapy Hours			
	Mean	Median	Min	Max	Mean	Median	Min	Max
<b>Gulfstream Goodwill (n=15)</b>	60.7	32	0	203	8.5	5.75	0	25
<b>The Lord’s Place (n=18)</b>	26.1	0	0	128	7.1	1.00	0	34
<b>Riviera Beach – Reentry Center (n=21)</b>	207.0	84	0	1,067	15.1	10.00	0	68
Significant Difference	Yes	Yes			No	No		

It is important to keep in mind that, as can be seen in Figures 1 and 2 above, there is variation in program duration and number of TJ and CBT hours within each service provider’s TJ program. Thus, we would expect differences in number of TJ and CBT hours received by clients at each agency. Specifically, a client who completes the entire 10-week TJ program at Riviera Beach Reentry Center would receive 280 programmatic hours (240 TJ and 40 MRT hours). A client who completes the entire 12-week TJ program at Gulfstream Goodwill would receive 240 programmatic hours (192 TJ and 48 MRT hours), and a client who completes the entire 8-week TJ program at The Lord’s Place would receive 128 programmatic hours (96 TJ and 32 CBI-EMP hours).

Figure 15 shows the number of transitional employment hours received by clients in the treatment group disaggregated by service provider, while Figure 16 shows the number of CBT hours received by clients in the treatment group disaggregated by service provider. As can be seen in Figure 15, 61% (n=11) of clients in the treatment group at The Lord’s Place have received zero TJ hours, while 33% (n=5) and 29% (n=6) of clients at Gulfstream Goodwill and Riviera Beach Reentry Center have received zero TJ hours, respectively. Regarding CBT hours, 50% of treatment group clients at The Lord’s Place have received zero CBI-EMP hours, while 33% of treatment group clients at both Gulfstream Goodwill and Riviera Beach Reentry Center have received zero MRT hours.

Figure 15. Transitional Employment Hours Provided by Service Provider

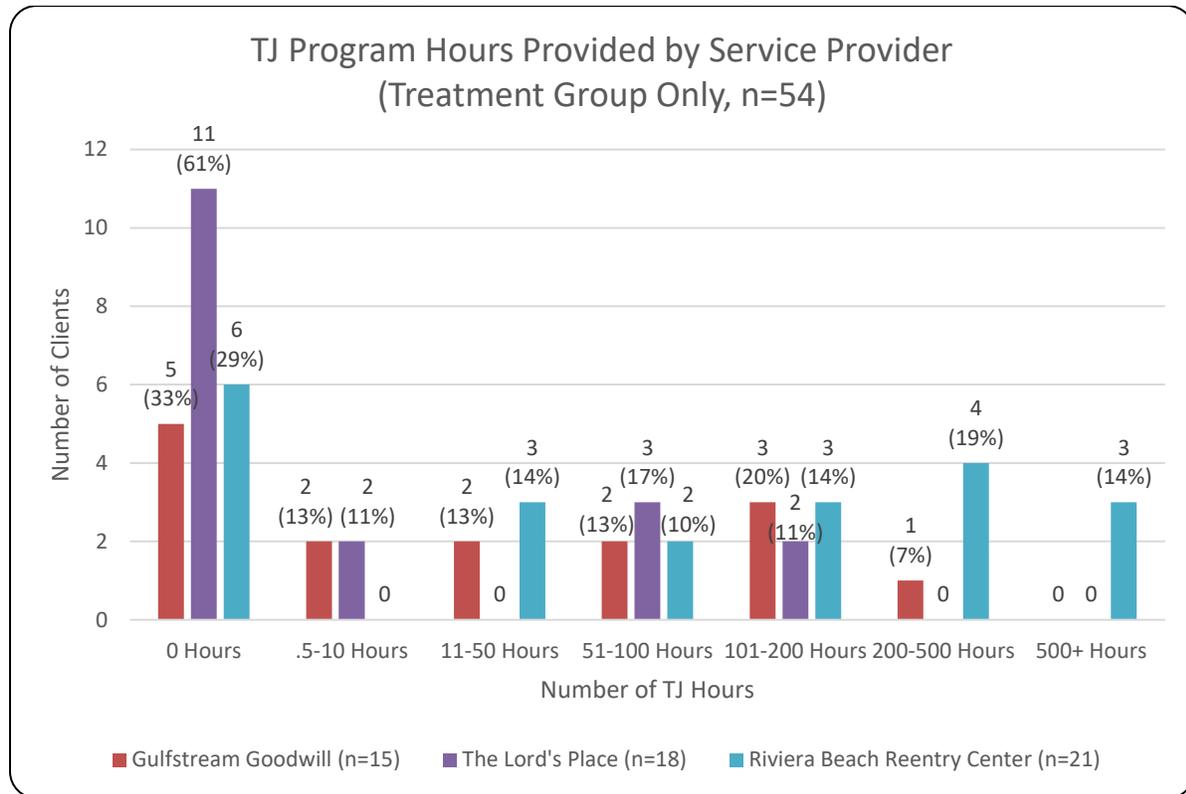


Figure 16. Cognitive Behavioral Therapy Hours Provided by Service Provider

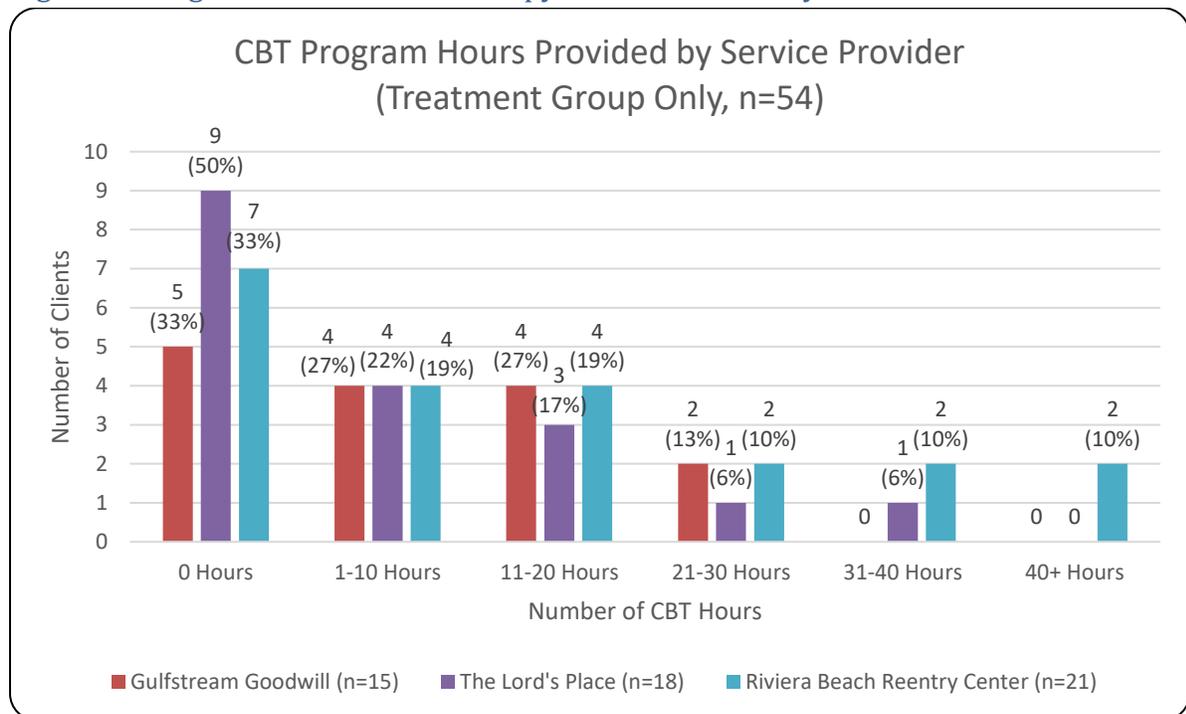


Figure 17 shows the case status of the treatment group clients who have received zero hours of transitional employment programming. As can be seen, the majority of treatment group clients who have received zero hours of transitional employment programming at The Lord’s Place and Riviera Beach Reentry Center are currently designated as “enrolled” within the Renew database. One client at each service provider has “successfully completed” programming with RESTORE, while other clients have been closed due to refusing services, lack of participation, being recommitted, or for administrative reasons (e.g., client moved away from Palm Beach County). For clients considered still enrolled in programming, their randomization date into the treatment group ranges from January 18, 2019 to November 13, 2019. Thus, it appears as if data capturing transitional employment, particularly for those still enrolled or who successfully completed the program, is not being entered into the Renew database.

Figure 17. Case Status of Clients who have Received Zero Hours of Transitional Employment

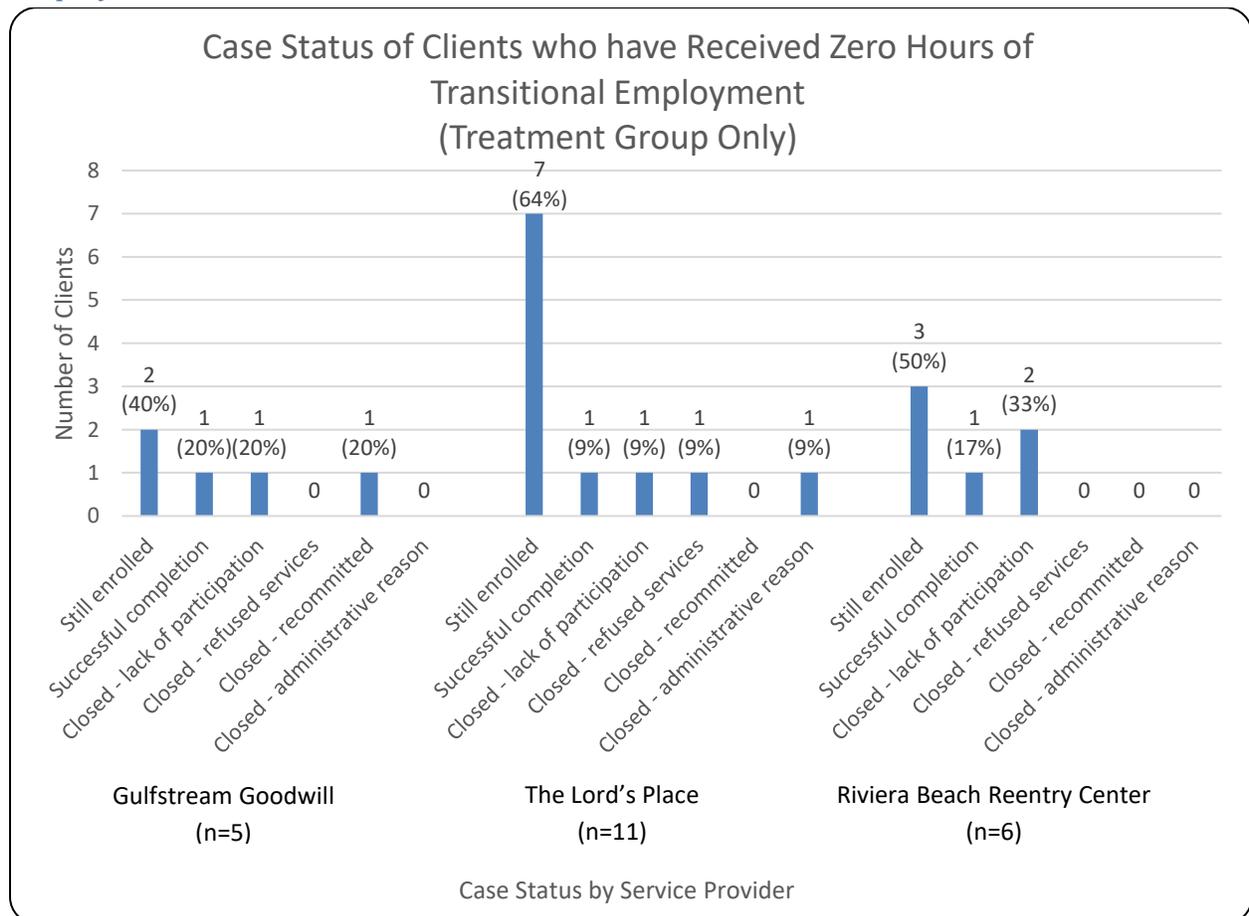
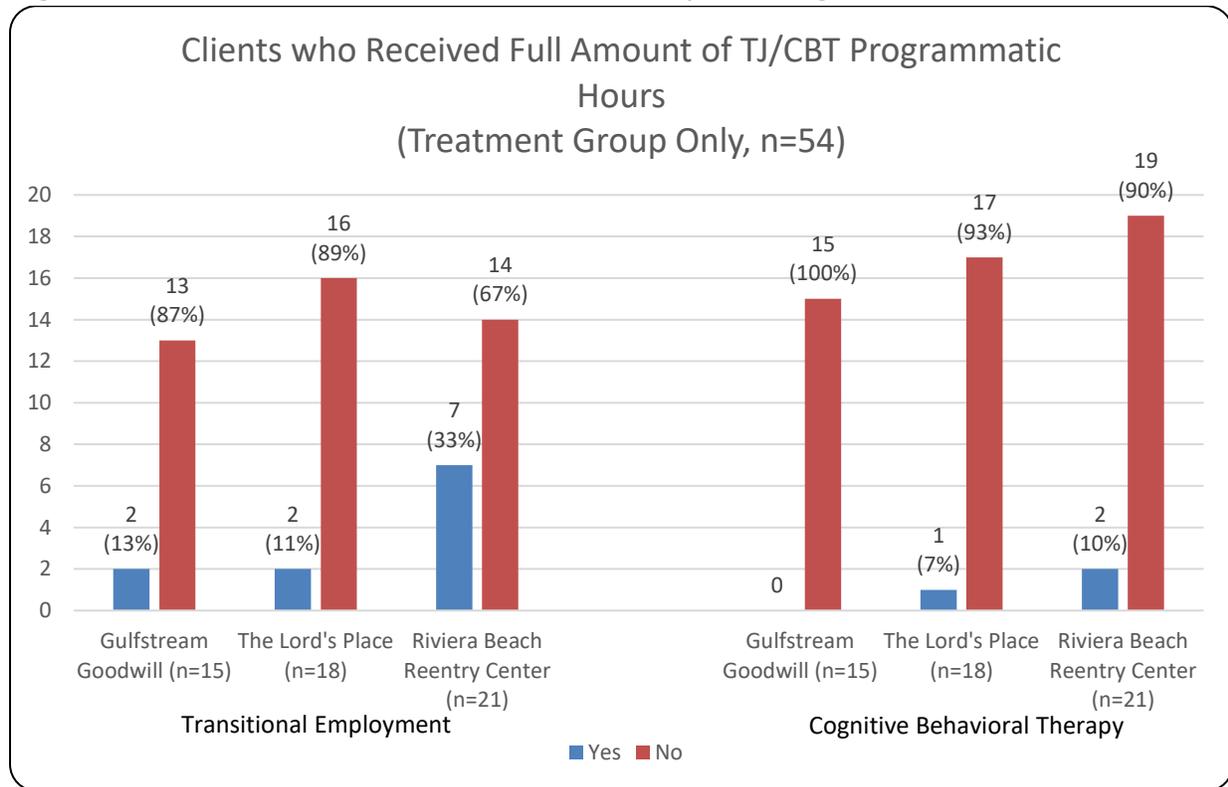


Figure 18 shows the number of treatment group clients from each service provider who have received the full amount of transitional employment and cognitive behavioral therapy

programmatic hours as outlined within their respective program. Specifically, a client who completes the entire 10-week TJ program at Riviera Beach Reentry Center would receive 240 TJ and 40 MRT programmatic hours. A client who completes the entire 12-week TJ program at Gulfstream Goodwill would receive 192 TJ and 48 MRT hours, and a client who completes the entire 8-week TJ program at The Lord’s Place would receive 96 TJ and 32 CBI-EMP hours. As can be seen, very few treatment group clients have received the full amount of transitional employment and cognitive behavioral therapy hours from their respective service provider.

Figure 18. Clients who Received Full Amount of TJ/CBT Programmatic Hours

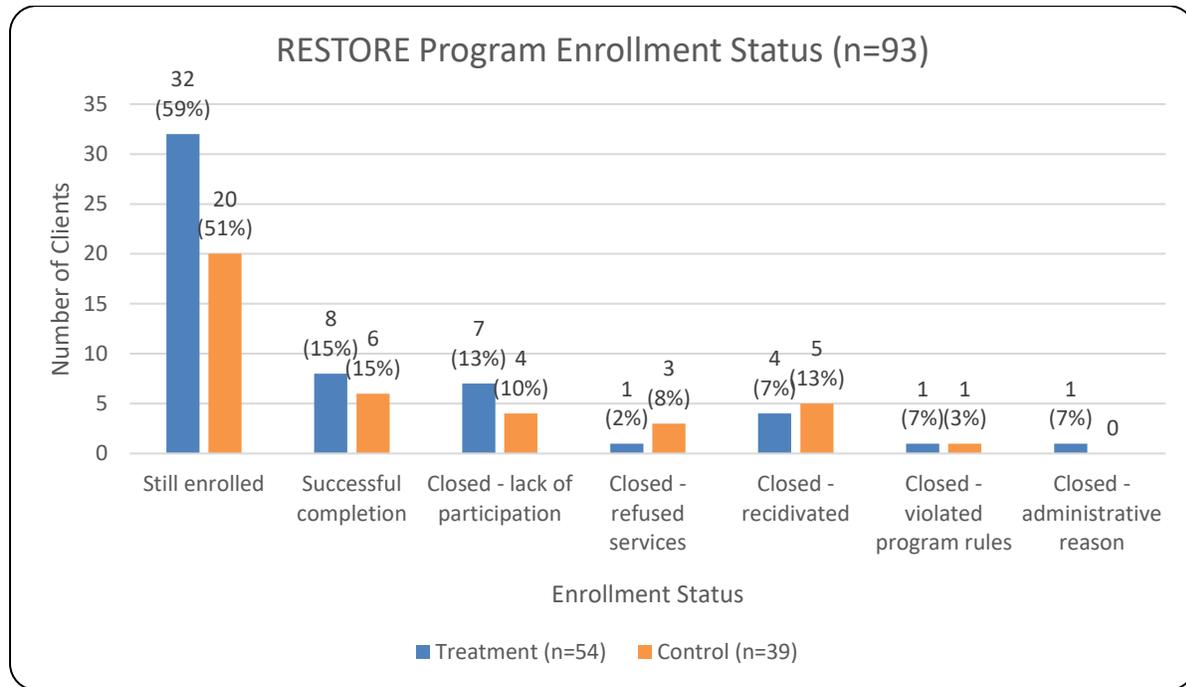


## Client Outcomes

### Program Enrollment

Figure 19 shows the RESTORE program enrollment status of the treatment and control groups after one year of program implementation. As can be seen, 59% (n=32) of the treatment group was still enrolled in RESTORE after one year of program implementation, while 51% of the control group was still enrolled in RESTORE. It should be noted that clients enrolled in RESTORE continuously throughout the year, with the most recent TJ client being enrolled November 12, 2019. Fifteen percent of the treatment and control groups successfully completed RESTORE, with the remaining being closed for either lack of participation, refusing services, recidivating, violating the program rules, or for administrative reasons.

Figure 19. TJ Client RESTORE Program Enrollment Status



### Recidivism

Table 8 shows the recidivism rates for clients in the treatment and control groups. As can be seen, during the first year of program implementation, approximately 26% of the treatment group was rearrested, while 39% of the control group was rearrested (no significant difference between treatment and control groups). Regarding reconviction, 6% of the treatment group and 15% of the control group were reconvicted during the first year of program implementation (again, no significant difference). Further, the treatment group was significantly less likely to be reincarcerated compared to the control group (1% vs. 18%, respectively). Table 8 also shows the recidivism rates for TJ clients who have been in the program for at least six months. As can be seen, for this subgroup of participants, there are no significant differences in recidivism rates between the treatment and control groups.

Table 8. TJ Client Recidivism Rates

	Treatment Group (N=54)	Control Group (N=39)	Significant Difference
	% yes	% yes	
<b>Rearrested</b>	25.9	38.5	No
<b>Reconvicted</b>	5.6	15.4	No
<b>Reincarcerated</b>	1.2	18.0	Yes
<b><i>Clients who have been in program for at least 6 months</i></b>			
	(N=36)	(N=24)	
<b>Rearrested</b>	30.6	41.7	No
<b>Reconvicted</b>	8.3	16.7	No
<b>Reincarcerated</b>	3.8	16.7	No

Table 9 shows client recidivism rates for the treatment and control groups and disaggregated by treatment provider. Across all service providers, the treatment group had lower rearrest and reincarceration rates compared to the control group, although these rates were not significant. Additionally, individuals in the treatment group at The Lord’s Place and Riviera Beach Reentry Center had lower reconviction rates compared to those in the control group, which again were non-significant.

Table 9. TJ Client Recidivism Rates by Treatment Provider

	Treatment Group	Control Group	Significant Difference
	% yes	% yes	
<b>Gulfstream Goodwill</b>	(n=15)	(n=11)	
Rearrested	33.3%	45.5%	No
Reconvicted	6.7%	0%	No
Reincarcerated	0%	9.1%	No
<b>The Lord’s Place</b>	(n=18)	(n=13)	
Rearrested	16.7%	38.5%	No
Reconvicted	5.6%	15.4%	No
Reincarcerated	0%	15.4%	No
<b>Riviera Beach Reentry Center</b>	(n=21)	(n=15)	
Rearrested	28.6%	33.3%	No
Reconvicted	4.8%	26.7%	No
Reincarcerated	4.8%	26.7%	No

## Barriers and Recommendations

One year after program implementation, all three TJ programs are still operational and serving participants. After conducting site visits, speaking with service providers, and analyzing initial data, three barriers have been identified. Below lists the barriers and associated recommendations for addressing the barriers:

- **Barrier 1: Treatment group participants receiving zero TJ and CBT hours**
  - *Recommendation:* As shown in Figures 15 and 16 above, the majority of clients selected to receive TJ programming at The Lord's Place and a plurality of clients selected to receive TJ programming at Gulfstream Goodwill and The Reentry Center have received zero hours of transitional employment and cognitive behavioral therapy programming. Of those who have received zero hours of programming, 40% at GGI, 50% at RB, and 64% at TLP were, according to their case status in the Renew database, still enrolled in programming. In order to accurately assess the TJ program's effectiveness, it is imperative that case managers enter TJ participants' completed programmatic hours into the Renew database. Additionally, to date, very few participants have received the full amount of TJ/CBT programmatic hours, as outlined within each TJ program. Thus, case managers should work to relentlessly engage clients in their effort to provide the full TJ program to clients.
- **Barrier 2: Inaccurate/incomplete data entry**
  - *Recommendation:* As mentioned in Barrier 1, data entered into the Renew database is incomplete. The data indicates that many clients who were randomized into the treatment group and are presumably still enrolled in the RESTORE initiative are receiving no TJ or CBT programmatic hours. Assuming that the clients are still enrolled in RESTORE and have not refused services, it can be expected that they have participated in TJ and CBT programming. Therefore, case managers should promptly enter completed programmatic hours into the Renew database. Additionally, case managers should carefully enter data to ensure accuracy, and case managers' supervisors should frequently check the Renew database to examine the timeliness and accuracy of inputted data. When reviewing data for this report, there were instances in which it was clear that data was inaccurately entered into the Renew database. Data for one participant, for example, indicated that their age at first arrest was two years old.
- **Barrier 3: Lower than necessary enrollment numbers**
  - *Recommendation:* In order to enroll 120 participants into the three TJ programs by the end of the grant period, an average of 2.33 reentry clients should be

randomized per week. At the end of the first year of implementation, the average number of reentry clients randomized each week was 1.79. During the first year of program implementation, less than 40% of all individuals who enrolled in RESTORE were referred for randomization. Of those who were not referred for randomization, the 46% of case notes within RENEW do not mention a reason as to why the person was not referred for randomization. As such, case notes should reflect why or why not the TJ program was discussed with a new RESTORE client. Additionally, all TJ program stakeholders should meet to discuss methods to increase program enrollment. These methods could include, but are not limited to, increasing the number of RESTORE clients with whom the TJ program is discussed, changing the manner in which the TJ program is presented to clients, creating flyers to promote the TJ program, and/or discussing the TJ program with potential reentry clients prior to their release from FDC or PBSO.