

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

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Prepared By: The Professional Staff of the Committee on Fiscal Policy

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BILL: CS/CS/CS/SB 618

INTRODUCER: Fiscal Policy Committee; Community Affairs Committee; Criminal Justice Committee;  
and Senator Evers

SUBJECT: Prearrest Diversion Programs

DATE: January 28, 2016

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Erickson</u>	<u>Cannon</u>	<u>CJ</u>	<u>Fav/CS</u>
2.	<u>Cochran</u>	<u>Yeatman</u>	<u>CA</u>	<u>Fav/CS</u>
3.	<u>Jones</u>	<u>Hrdlicka</u>	<u>FP</u>	<u>Fav/CS</u>

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**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/CS/CS/SB 618 creates s. 901.40, F.S., to encourage local communities and public or private educational institutions to implement a prearrest diversion program. The bill prescribes a model program that local communities may adopt. The program allows a law enforcement officer, at the officer's sole discretion, to issue a civil citation to an adult who commits an eligible misdemeanor offense, admits to committing the offense, has not previously been arrested, and has not received a civil citation. An adult is ineligible for a civil citation if the misdemeanor involves a victim and the victim objects to the issuance of the citation.

An adult who agrees to a civil citation must successfully complete a program that includes interventions and community service hours. If the adult successfully completes the program, an arrest record may not be associated with the offense. If the adult does not successfully complete the program, the law enforcement agency that issued the citation shall criminally charge the adult for the original offense and refer the case to the state attorney to determine if prosecution is appropriate.

The bill has no impact on state funds. The creation of an adult civil citation program could result in cost savings for local governments. See Section V, Fiscal Impact Statement.

## II. Present Situation:

Through the years the term “diversion” has been used broadly to refer to programs that allow an individual to avoid incarceration but still result in a criminal conviction. In recent years the term diversion has been used to refer to programs that address an individual’s behavior but do not result in a conviction. At either end of the diversion spectrum, the overriding goals are the same – to maximize the opportunity for success and minimize the likelihood of recidivism.<sup>1</sup>

An example of diversion is prearrest diversion. One form of prearrest diversion is a civil citation program where a law enforcement officer may issue a civil citation to an individual who commits an eligible misdemeanor offense (as determined by the prearrest diversion program), meets other eligibility requirements, and agrees to participate in and successfully complete a program (interventions and sanctions, including community service hours). If the individual successfully completes the program, he or she does not have an arrest or arrest record.<sup>2</sup>

Juvenile civil citation programs are in operation throughout the state and are established by Florida law.<sup>3</sup> Leon County also operates an adult civil citation program.<sup>4</sup> Florida law does not specifically address adult civil citation programs or other prearrest diversion programs for adults.

### Juvenile Civil Citation

Section 985.12, F.S., establishes a juvenile civil citation program for the purpose of providing an alternative to custody by the Department of Juvenile Justice (DJJ) for children who commit nonserious delinquent acts. The DJJ must “encourage and assist in the implementation and improvement of civil citation programs or other similar diversion programs around the state.”<sup>5</sup> These programs are discretionary<sup>6</sup> and exist at the local level with the concurrence of the chief judge of the circuit, state attorney, public defender, and the head of each local law enforcement agency involved. Civil citation programs require the youth to complete no more than 50 community service hours, and may require participation in intervention services appropriate to the identified needs of the youth, including family counseling, urinalysis monitoring, and substance abuse and mental health treatment services.<sup>7</sup>

A law enforcement officer is authorized to issue a civil citation to a youth who admits having committed a misdemeanor. At the time a civil citation is issued, the law enforcement officer

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<sup>1</sup> Center for Health and Justice at TASC, *No Entry: A National Survey of Criminal Justice Diversion Programs and Initiatives* (December 2013), pg. 6 and 8, available at [http://www2.centerforhealthandjustice.org/sites/www2.centerforhealthandjustice.org/files/publications/CHJ%20Diversion%20Report\\_web.pdf](http://www2.centerforhealthandjustice.org/sites/www2.centerforhealthandjustice.org/files/publications/CHJ%20Diversion%20Report_web.pdf) (last visited January 21, 2016).

<sup>2</sup> Civil Citation Network, *Adult Civil Citation Program*, (revised September 2013), pg. 2, available at <http://www.discvillage.com/DOCS/AdultCivilCitationBrochure.pdf> (last visited January 21, 2016).

<sup>3</sup> Section 985.12, F.S.

<sup>4</sup> Sean Rossman, Tallahassee Democrat, *Adult Civil-Citations Program Announced*, (November 1, 2012) available at <http://www.tallahassee.com/article/20121101/NEWS01/311010036/Adult-civil-citations-program-announced> (last visited January 21, 2016).

<sup>5</sup> Section 985.12(1), F.S.

<sup>6</sup> See example, Nineteenth Judicial Circuit Court of Florida, Programs and Services, Juvenile, Civil Citation, *Juvenile Programs – Civil Citation*, available at <http://www.circuit19.org/programs/prgjuvenilecc.html> (last visited January 21, 2016).

<sup>7</sup> Section 985.12(1), F.S.

must advise the youth that he or she has the option of refusing the civil citation and of being referred to the DJJ. The youth may refuse the civil citation at any time before completion of the work assignment.<sup>8</sup>

The youth is required to report to a community service performance monitor within 7 working days after the civil citation has been issued, and must complete at least 5 community service hours per week. If the youth fails to timely report or complete a work assignment, fails to timely comply with assigned intervention services, or commits a subsequent misdemeanor, the law enforcement officer must issue a report to the DJJ alleging that the youth has committed a delinquent act, thereby initiating formal judicial processing.<sup>9</sup>

### **Adult Civil Citation**

The American Bar Association has observed: “Although Florida’s civil citation programs are focused on juveniles, the guidelines and principles inherent in the programs are generally applicable to adults, as well.”<sup>10</sup> Leon County currently operates an adult civil citation program (ACCP).

#### ***The Leon County Adult Civil Citation Process***

A law enforcement office has the discretion to issue a civil citation once probable cause has been determined to arrest an adult and the officer has advised the adult of his or her Miranda rights and obtained an admission.<sup>11</sup> The law enforcement officer must then verify whether the adult meets all of the following criteria:

- The offense is one of the following misdemeanor offenses:
  - Possession of alcohol by a person under 21 years of age;
  - Possession of less than 20 grams of marijuana;
  - Possession of drug paraphernalia;
  - An open house party violation;
  - Selling or giving alcoholic beverages to a minor;
  - Criminal mischief (restitution may not exceed \$50);<sup>12</sup>
  - Trespass;
  - Non-domestic battery or assault;
  - Petit theft (restitution may not exceed \$50); or
  - Disorderly conduct.
- The adult resides within the Second Judicial Circuit;<sup>13</sup> and

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<sup>8</sup> Section 985.12(6), F.S.

<sup>9</sup> Section 985.12(4) and (5), F.S.

<sup>10</sup> American Bar Association, Criminal Justice Section, *State Policy Implementation Project*, pg. 5, available at [http://www.americanbar.org/content/dam/aba/administrative/criminal\\_justice/spip\\_civilcitations.authcheckdam.pdf](http://www.americanbar.org/content/dam/aba/administrative/criminal_justice/spip_civilcitations.authcheckdam.pdf) (last visited January 21, 2015).

<sup>11</sup> Civil Citation Network, Pilot Adult Civil Citation Program, *Implementation Guide*, Second Judicial Circuit of Florida, (August 2013), pg. 4, available at <http://www.civilcitationnetwork.com/docs/Implementation-Guide.pdf> (last visited January 21, 2016).

<sup>12</sup> Restitution may be a sanction or condition of diversion. *Supra* note 11 at 3.

<sup>13</sup> The Second Judicial Circuit includes the following counties: Franklin; Gadsden; Jefferson; Leon; Liberty; and Wakulla. *See* Florida’s Second Judicial Circuit, *Court Map*, available at <http://2ndcircuit.leoncountyfl.gov/> (last visited January 21, 2016). *Supra* note 11 at 2-3.

- The adult is a first-time adult offender (no previous arrest as an adult and no previous adult civil citation).<sup>14</sup>

If the officer determines that the adult is eligible to participate in the ACCP and that a civil citation is appropriate, the officer then must explain to the adult that participation in the ACCP is voluntary.<sup>15</sup> If the adult chooses not to participate in the ACCP, the officer either issues a Notice to Appear (NTA) or transports the adult to the jail for formal booking.<sup>16</sup>

If the adult agrees to participate in the ACCP, the officer issues a civil citation and the adult has 7 days to report to DISC Village, Inc.,<sup>17</sup> for intake and assessment. Based on the results of the assessment and initial drug screening, the provider creates an individualized intervention plan. The intervention plan includes:

- Counseling sessions (at least three with a behavioral health specialist);
- Drug screening;
- Online educational intervention modules;
- Community service hours; and
- A program fee.<sup>18</sup>

If the adult successfully completes all sanctions and intervention services, the social services provider notifies the referring law enforcement agency and the person does not have an arrest record.<sup>19</sup>

If the participant does not successfully complete the program, the referring law enforcement agency is notified and then contacts the adult and attempts to issue a NTA. If the adult does not comply with arrangements to receive a NTA, an arrest affidavit and warrant are submitted. Subsequently, the adult may face prosecution if the state attorney determines that prosecution is appropriate.<sup>20</sup>

### ***Statistics on the Leon County Adult Civil Citation Program***

Since March of 2013, approximately 1,000 adult civil citations have been issued by the Tallahassee Police Department and Leon County Sheriff's Office.<sup>21</sup> From March of 2013 to

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<sup>14</sup> A prior juvenile civil citation does not make the adult ineligible. *Supra* note 11 at 3.

<sup>15</sup> *Supra* note 11 at 4.

<sup>16</sup> *Supra* note 11 at 3.

<sup>17</sup> DISC Village, Inc., is a non-profit social services provider. DISC Village, Inc., also operates the juvenile assessment center and juvenile civil citation program that serve counties in the Second Judicial Circuit. *See Disc Village*, available at <http://www.discvillage.com/home.html> (last visited January 21, 2016).

<sup>18</sup> *Supra* note 11 at 5, 9-10, and 12.

<sup>19</sup> *Id.* at 12.

<sup>20</sup> *Id.*

<sup>21</sup> FSJA Adult Civil Citation, *SB 618 QA for Senate Staff*, (revised November 5, 2015), provided by Greg Frost, President of the Civil Citation Network. (On file with the Senate Committee on Fiscal Policy).

August of 2015, approximately 850 adult civil citations were issued.<sup>22</sup> Fifty-four percent of the citations issued were for petit theft.<sup>23</sup>

Approximately 80 percent of the ACCP participants successfully completed the program. The successful completion rate for each offense was:

- 93 percent for criminal mischief;
- 90 percent for possession of alcohol by a person under 21 years of age;
- 84 percent for petit theft;
- 80 percent for possession of less than 20 grams of marijuana;
- 68 percent for non-domestic battery or assault; and
- 68 percent for other offenses.<sup>24</sup>

Of those who successfully completed the ACCP, the rearrest rate was 6 percent. Of those who did not successfully complete the program, the rearrest rate was 43 percent.<sup>25</sup>

### III. Effect of Proposed Changes:

The bill creates s. 901.40, F.S., to encourage local communities and public or private educational institutions to implement a prearrest diversion program. The bill provides a framework for a model adult civil citation program. The program allows a law enforcement officer, at the officer's sole discretion, to issue a civil citation to an adult who:

- Commits an eligible misdemeanor offense (as determined by the program);
- Admits to committing the offense; and
- Has not previously been arrested;
- Has not previously received an adult civil citation. An adult is ineligible for a civil citation if the misdemeanor involves a victim and the victim objects to the issuance of the citation.

The model program requires a steering committee to develop policies and procedures for the program, including, eligibility criteria, program implementation and operation, and the fee to be paid by adults participating in the program. The steering committee must be composed of:

- Representatives of the law enforcement agencies participating in the program;
- A representative of the program services provider;
- A public defender or his or her designee;
- A state attorney or his or her designee;
- A clerk of the circuit court or his or her designee; and
- Other interested stakeholders.

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<sup>22</sup> *Id.* Information regarding ACCP participants comes from data provided by DISC Village, Inc. This data was aggregated by Dr. Albert Kopak, an assistant professor with the Department of Criminology and Criminal Justice, Western Carolina University.

<sup>23</sup> *Id.* Other offenses: Possession of less than 20 grams of marijuana (24 percent); possession of alcohol by a person under 21 year of age (9 percent); non-domestic battery or assault (4 percent); possession of drug paraphernalia (3 percent); criminal mischief (2 percent); trespass (1 percent); and other offenses (1 percent).

<sup>24</sup> *Id.*

<sup>25</sup> *Id.*

The misdemeanor offenses that qualify for a prearrest diversion program include, but are not limited to:

- Disorderly conduct;
- Open house parties;
- Petit theft of property valued at less than \$50;
- Possession of alcohol by a person younger than 21 years of age;
- Possession of 20 grams or less of cannabis;
- Selling or providing alcoholic beverages to a minor; and
- Trespass in structure or conveyance.

The model program requires an adult who receives a civil citation to report for intake and be provided appropriate assessment, intervention, education, and behavioral health care services. While in the program, the adult must complete the required community service hours and pay restitution.

The model program provides that if the adult successfully completes the program, an arrest record may not be associated with the offense. If the adult does not successfully complete the program, the law enforcement agency that issued the citation must criminally charge the adult for the original offense and refer the case to the state attorney to determine if prosecution is appropriate.

Counties and municipalities are not preempted from enacting noncriminal sanctions for a violation of an ordinance or other violation. Counties, municipalities, and public or private educational institutions are not preempted from creating their own models for a prearrest diversion program for adults. However, if a prearrest diversion program is implemented, then the program is required to share information with other programs.

The bill is effective July 1, 2016.

#### **IV. Constitutional Issues:**

##### **A. Municipality/County Mandates Restrictions:**

The bill does not mandate that local governments create a prearrest diversion program for adults; it only “encourages” the creation of such a program. Additionally, criminal laws are excluded from Article VII, section 18 of the Florida Constitution, relating to state mandates that affect revenues and expenditures of local governments.

##### **B. Public Records/Open Meetings Issues:**

None.

##### **C. Trust Funds Restrictions:**

None.

**V. Fiscal Impact Statement:****A. Tax/Fee Issues:**

None.

**B. Private Sector Impact:**

Under the Leon County model, an eligible adult who chooses to participate in the ACCP must pay a program fee, but this fee may be waived if the participant does not have the means to pay it.

**C. Government Sector Impact:**

The bill has no impact on state funds.

The bill does not mandate that local governments or public or private educational institutions create a prearrest diversion program for adults. Under the Leon County model, the adult civil citation program is self-sustaining (paid for by program fees). Creation of an adult civil citation program could result in cost savings (e.g., reduced detention/confinement costs and booking/arrest-processing costs), depending on the number of eligible offenses, other eligibility criteria chosen, the pool of eligible adults, the number of participating law enforcement agencies, the use of civil citations by those agencies, and any impact the program may have in reducing arrests.

If a prearrest diversion program is implemented, then the program is required to share information with other programs.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

Florida law does not specifically address adult civil citation programs or other prearrest diversion programs for adults. If the bill were to become law, the law would specifically indicate that the Legislature encourages the creation of such programs.

The approach taken by the bill affords law enforcement officers complete discretion in the decision to arrest or issue a civil citation. The Florida Supreme Court has remarked that “the discretionary judgmental power granted a police officer to make an arrest and enforce the law” is “considered basic to the police power function of governmental entities and is recognized as critical to a law enforcement officer’s ability to carry out his duties.”<sup>26</sup>

**VIII. Statutes Affected:**

This bill creates section 901.40 of the Florida Statutes.

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<sup>26</sup> *Everton v. Willard*, 468 So.2d 936, 938 (Fla.1985).

**IX. Additional Information:**

- A. **Committee Substitute – Statement of Substantial Changes:**  
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS/CS/CS by Fiscal Policy on January 27, 2016:**

The CS:

- Requires, if a prearrest diversion program is implemented, that a program share information with other prearrest diversion programs;
- Clarifies when a civil citation may be issued under the model program;
- Requires an adult who receives a civil citation under the model program to pay restitution as part of his or her participation;
- Adds a public defender, state attorney and clerk of the circuit court to the steering committee that is recommended for the model program; and
- Makes technical changes.

**CS/CS by Community Affairs on January 19, 2016:**

Recommends a steering committee to help develop policies and procedures for the prearrest diversion program; removes simple battery and assault from the list of qualifying offenses; clarifies that a county or municipality may create its own model for a program; and provides that a county, municipality, or public or private entity is not preempted from enacting noncriminal sanctions for a violation of an ordinance or other violation.

**CS by Criminal Justice on November 17, 2015:**

- Encourages public or private educational institutions to implement a prearrest diversion program that affords certain adults who fulfill specified intervention and community service obligations the opportunity to avoid an arrest record.
- Authorizes the prearrest diversion program to determine eligible “misdemeanor” offenses rather than eligible “nonviolent” misdemeanor offenses.
- Clarifies that an adult with a prior arrest as an adult is ineligible to receive a civil citation.
- Provides that an adult is ineligible to receive a civil citation if the misdemeanor involves a victim and the victim objects to the issuance of the citation.
- Provides that a prearrest diversion program shall also provide appropriate assessment, intervention, and education services to an adult in the program.
- Specifies some misdemeanor offenses the prearrest diversion program may wish to consider as eligible misdemeanor offenses.
- Clarifies that the law enforcement agency that issued a citation to an adult shall criminally charge the adult for the original offense if the adult does not successfully complete the prearrest diversion program and shall refer the case to the state attorney to determine if prosecution is appropriate.



B. Amendments:

None.

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This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

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