



## **ADDENDUM:**

# **2021 DCF CJMHSR Reinvestment Grant Application**

Pinellas County Complex Case Reintegration Program

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### **Requested Addendum & Comments from DCF:**

Overall, there doesn't seem to be much change needed to this grant. They missed the mark by 1.1%. The statement of the problem could use some work in addressing specific socioeconomic factors that in turn create this Target Population for which they are proposing to serve.

### **Addendum Response from Pinellas County:**

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The Pinellas County Complex Case Reintegration Program (CCRP) seeks to provide comprehensive case management to justice-involved adults who have a substance use disorder (SUD) or co-occurring mental illness and SUD, with an emphasis on treatment for individuals with histories of opioid use. It is the goal of the CCRP to not only reduce clients' risk of recidivism but to improve their bio-psycho-social health outcomes and safeguard against risks that increase the likelihood of other harms, including premature death, through a multidisciplinary team of service providers and individualized supports that promote each client's recovery, autonomy, and stabilization.

In Pinellas County, like the rest of the nation, the relationships between incarceration, substance use and mental illness, and/or homelessness are often intertwined, with the risk of each exacerbated by the others; in addition to the myriad of other socioeconomic factors such as lower educational qualifications, reduced incomes and lower rates of employment, poorer physical health, and trauma.<sup>1</sup> Although the path that leads to the development of or exposure to any one of those risk factors can be different for everyone, these factors can compound to negatively affect an individual's outcomes, regardless of his or her starting point.

An example of this is an individual who is dealing with challenges of mental illness. A 2014 study showed that individuals with mental illness had an unemployment rate of 84.7% in Florida.<sup>2</sup> This lack of income, alone, would make it difficult to maintain stable housing in Pinellas County where the average cost of a one bedroom apartment is now approximately \$1,600.00 per month and the five housing authorities that provide housing assistance for low-income residents have waitlists ranging between 2 and 5 years.<sup>3</sup> If this individual becomes homeless, he or she is more likely to have encounters with law enforcement due to anything from trespassing laws, to supplementing income loss with criminal behavior, to resorting to substance use to self-medicate/self-treat the depression and anxiety resulting from financial stress, unsafe living conditions, and stressors associated with homelessness. A 2020 study by the Vera Institute reported that homeless individuals are 11 times more likely to be arrested than their counterparts who are in stable housing situations.<sup>4</sup> Incarceration for any amount of time would then potentially further destabilize this individual, as housing opportunities and jobs become even less attainable for those with criminal records. On average, formerly incarcerated individuals are unemployed at a rate of 27%<sup>5</sup> and unemployment rates for released offenders who were homeless when they were arrested are even higher.<sup>6</sup> When former offenders are able to find employment they continue to face housing

<sup>1</sup> Greenberg, G.A., Rosenheck, R.A. (2008). Jail incarceration, homelessness, and mental health: a national study. *Psychiatric Services*, 59(2):170-7.

<sup>2</sup> National Alliance on Mental Illness. (2014). Road to Recovery: Employment and Mental Illness. <https://nami.org/Support-Education/Publications-Reports/Public-Policy-Reports/RoadtoRecovery>.

<sup>3</sup> Olmos, Stassy. (2021). Pinellas County's growth causing rents to rise and increasing the lack of affordable housing. ABC Action News WFTS Tampa Bay. <https://www.abcactionnews.com/news/in-depth/pinellas-countys-growth-causing-rents-to-rise-and-increasing-the-lack-of-affordable-housing>.

<sup>4</sup> Bailey, M., Crew, E., & Reeve, M. (2020). No Access to Justice: Breaking the Cycle of Homelessness and Jail. Vera Institute of Justice. <https://www.vera.org/downloads/publications/no-access-to-justice.pdf>.

<sup>5</sup> Stabley, J. (2021). People leaving prison have a hard time getting jobs. The pandemic has made things worse. PBS. <https://www.pbs.org/newshour/economy/people-leaving-prison-have-a-hard-time-getting-jobs-the-pandemic-has-made-things-worse>.

<sup>6</sup> Greenberg, G.A., Rosenheck, R.A. (2008). Jail incarceration, homelessness, and mental health: a national study. *Psychiatric Services*, 59(2):170-7.

challenges, as landlords and rental providers frequently reject their applications based on their criminal histories. This practice became so problematic that in 2016 the U.S. Department of Housing and Urban Development issued formal guidance on the application of Fair Housing Act Standards to the use of criminal records by housing providers;<sup>7</sup> while this has resulted in many improvements, barriers to fair housing for this population remain. As of November 2021, the National Inventory of Collateral Consequences of Conviction has identified 46 criminal record-related state and federal barriers to housing and residency in Florida.<sup>8</sup>

The compounding effect that socioeconomic risk factors can have on individual outcomes is evident in Pinellas County. In July of 2016, the Florida Mental Health Institute at the University of South Florida published a study which found that, in Pinellas County, individuals with multiple visits to Crisis Stabilization Units (CSUs), including a subset who had spent a significant amount of time incarcerated, frequently had recent histories of co-occurring mental illness and substance use as well as a history of exposure to one or more forms of trauma.<sup>9</sup>

Similarly, a review of Pinellas County emergency medical service (EMS) usage from January to August of 2021 demonstrated that, of those identified as the highest utilizers<sup>10</sup> of EMS, more than half (52.4%) had arrest histories. Of those with prior arrests, 81.8% suffered from severe alcoholism and/or addiction; 36.4% were currently or recently transient/homeless; 27.3% had severe mental illness; and 27.3% had a physical disability or severe medical condition.<sup>11</sup>

Further, during the 2019 Pinellas Homeless Point in Time (PIT) Count,<sup>12</sup> 31.5% of homeless individuals reported having a serious mental illness, 28.6% reported having a substance use disorder, and 635 were housed in the County jail. The latter, homeless residents in the jail, is the only statistic that has been consistently trending upward, even with the significant drop off in individuals surveyed in 2020 due to the COVID-19 pandemic. Between 2016 and 2020, the population of homeless people in the Pinellas County jail has increased by almost 50%, from 478 to 714.<sup>13</sup>

At particular risk are justice-involved individuals with histories of substance use. A recent analysis conducted by the Pinellas County Opioid Strategic Information Project (SIP) in partnership with the University of South Florida found that 23% of all opioid-related deaths in 2019 were individuals who had a previous local jail stay. Of those, nearly 51% experienced a fatal overdose within 6 months of their release from jail. It is expected that this statistic has only worsened following the COVID-19 pandemic, as Emergency Medical Transport (EMT) data shows that there was a 129% increase in drug-related deaths between 2019 and 2020, with the subset of drug-related deaths specifying fentanyl as a cause of death increasing by 164%.<sup>14</sup>

The EMT data further tells us the zip codes where drug-related deaths (Table 1) and suspected overdoses (Table 2) are most prevalent in Pinellas County. The zip codes identified – 33713,

<sup>7</sup> U.S. Department of Housing and Urban Development, Office of General Counsel. (2016). Guidance on Application of Fair Housing Act Standards to the Use of Criminal Records by Providers of Housing and Real Estate-Related Transactions. [https://www.hud.gov/sites/documents/HUD\\_OGCGUIDAPPFHASTANDCR.PDF](https://www.hud.gov/sites/documents/HUD_OGCGUIDAPPFHASTANDCR.PDF)

<sup>8</sup> National Inventory of Collateral Consequences of Conviction. (2021). Collateral Consequences Inventory. <https://niccc.nationalreentryresourcecenter.org/consequences>.

<sup>9</sup> University of South Florida, Florida Mental Health Institute. (2016). Pinellas County Empowerment Team High-Utilizer Behavioral Health Pilot – Year Two Cost Analysis and Qualitative Evaluation. <https://www.usf.edu/cbcs/mhlp/tac/documents/cost-effectiveness/pinellas-co-empowerment-team-high-utilizer-behavioral-pilot-march-2019.pdf>.

<sup>10</sup> Pinellas County EMS Transport Data.

<sup>11</sup> 2019 Pinellas County High Utilizer Data cross-referenced with Odyssey case records.

<sup>12</sup> n.b.: 2019 estimates used due to significant impact of the COVID-19 pandemic on 2020 reporting population.

<sup>13</sup> Santa Lucia, Dr. R.C. (2020). Analysis of Pinellas County Point-In-Time (PIT) Data from 2016 Through 2020. <https://www.ctsfl.us/wp-content/uploads/2021/01/Analysis-of-2016-2020-PIT-Data.pdf>.

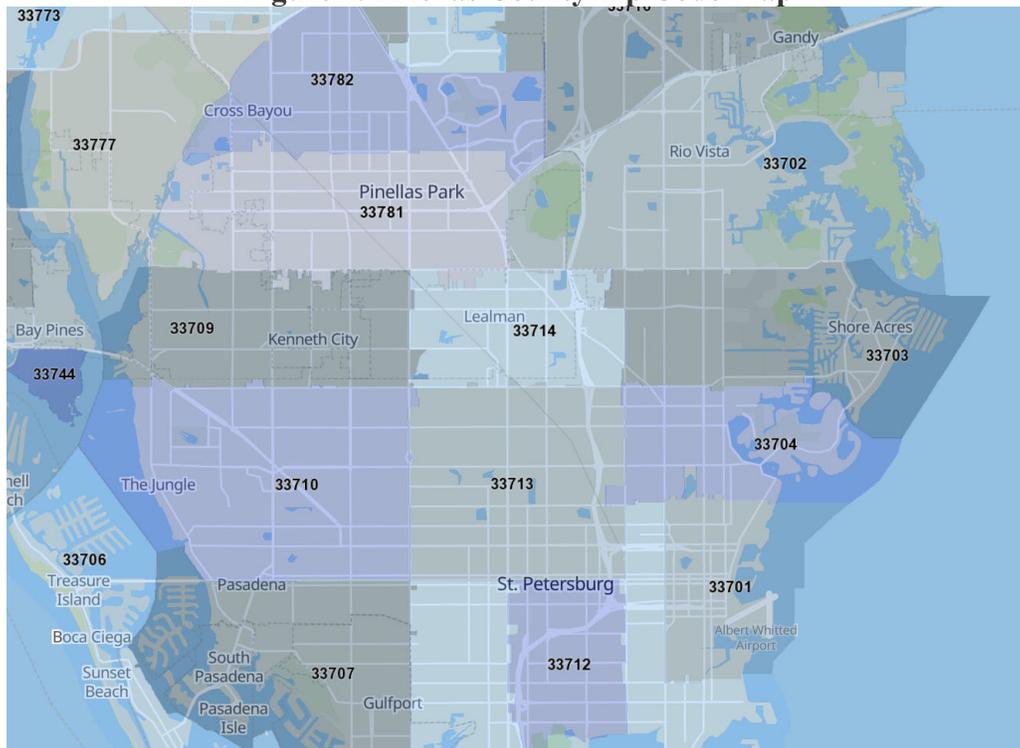
<sup>14</sup> Pinellas County EMS Transport Data.

33714, 33781, and 33782 – are all designated as Low-Income Housing Tax Credit Qualified Census Tracts by the U.S. Department of Housing and Urban Development. This designation means 50 percent of households in these areas have incomes below 60 percent of the Area Median Gross Income (AMGI) and/or these areas have a poverty rate of 25 percent or more.<sup>15</sup> These zip codes are geographically adjacent along U.S. Highway 19, with 33782/33781 (Pinellas Park) at the northernmost tip, 33714 (Lealman) in the middle, and 33713 (St. Petersburg) to the south (Figure 1).

Pinellas Zip Code	2019	2020	% of Total 2020	Change: 2019 to 2020
33714	8	25	6%	213%
33713	12	24	6%	100%
33781	4	21	5%	425%

Pinellas Zip Code	2019	2020	% of Total 2020	Change: 2019 to 2020
33713	323	386	6%	16%
33781	277	342	5%	24%
33782	320	313	5%	-2%

**Figure 1. Pinellas County Zip Code Map**



<sup>15</sup> U.S. Department of Housing and Urban Development, Office of Policy Development and Research. (2021). Qualified Census Tracts and Difficult Development Areas. <https://www.huduser.gov/portal/datasets/gct.html#2021>.

The areas mentioned above are in the southern portion of Pinellas County. Pinellas County is a 274 square mile peninsula on Florida's Gulf Coast with an estimated population of 974,996 residents. The county is the most densely populated in the state, serving as home to approximately 4.5% of Florida's total population while accounting for only 0.5% of its land area in square miles. As of the most recent census estimates, the County is 73.6% white/non-Hispanic, 11.1% black, 2.3% two or more races, 10.2% Hispanic/Latinx, and 4.1% other.<sup>16</sup>

Lealman, St. Petersburg, and Pinellas Park have historically demonstrated higher rates of crime than the County as a whole.<sup>17</sup> When compared to Dunedin, a moderately-sized city in Pinellas County with a low rate of crime,<sup>18</sup> these cities have crime rates that are more than 3 times as high, approximately 8,400 crimes per 100,000 residents compared to 2,800.<sup>19</sup> This is at least in part due to characteristics that can inhibit residents' access to resources and increase their risk of homelessness, substance use, mental illness, and other factors that contribute to likelihood of justice system involvement. These include:

- **Demographic Composition:** Research has shown that minorities experience higher rates of contact with law enforcement;<sup>20</sup> inequitable access to housing and employment opportunities;<sup>21,22</sup> and barriers regarding community perception of mental illness and behavioral health treatment.<sup>23</sup> Approximately 22% of St. Petersburg residents are black/African American compared to 4% in Dunedin. In Lealman, 8% residents identify as two or more races and 11% as Hispanic/Latinx compared to 2% and 5%, respectively, in Dunedin.<sup>24</sup>
- **Education:** National statistics demonstrate that individuals with lower levels of educational attainment have higher risk of unemployment<sup>25</sup> and lower average salaries.<sup>26</sup> In Pinellas Park and Lealman, approximately 14-22% of residents have a bachelor's degree or higher compared to 35% in Dunedin.<sup>27</sup>
- **Income:** Pinellas Park and Lealman have per capita incomes between \$20,000 and \$27,000, while Dunedin has a per capita income of approximately \$35,000. Additionally, 21.5% of Lealman residents are living in poverty compared to 10.2% in Dunedin.<sup>28</sup> Insufficient income can not only increase risk of homelessness, but has also been associated with increased rates of depression<sup>29</sup> and substance use.<sup>30</sup> Just one zip

<sup>16</sup> Census Quickfacts. (2020). Pinellas County. <https://www.census.gov/quickfacts/fact/table/pinellascountyflorida/PST045219>.

<sup>17</sup> Federal Bureau of Investigation. (1995-2019), Uniform Crime Reports: Crime in the U.S. <https://ucr.fbi.gov/crime-in-the-u.s/>

<sup>18</sup> Determined by crime rates and city population sizes outlined in Uniform Crime Rate Reports cited above.

<sup>19</sup> Federal Bureau of Investigation. (2019), Uniform Crime Reports: Crime in the U.S – Table 8. <https://ucr.fbi.gov/crime-in-the-u.s/>

<sup>20</sup> Crutchfield, R. D., Skinner, M. L., Haggerty, K. P., McGlynn, A., & Catalano, R. F. (2012). Racial Disparity in Police Contacts. *Race and justice*, 2(3), 10.1177/2153368712448063. <https://doi.org/10.1177/2153368712448063>.

<sup>21</sup> Quillian, L., Pager, D., Midtbøen, A.H., & Hexel, O. (2017). Hiring Discrimination Against Black Americans Hasn't Declined in 25 Years. *Harvard Business Review*. <https://hbr.org/2017/10/hiring-discrimination-against-black-americans-hasnt-declined-in-25-years>

<sup>22</sup> U.S. Department of Housing and Urban Development, Office of Policy Development & Research. (2014). Evidence Matters: Expanding Opportunity Through Fair Housing Choice – Spring/Summer 2014. <https://www.huduser.gov/portal/periodicals/em/spring14/index.html>.

<sup>23</sup> Ward, E. C., Wiltshire, J. C., Detry, M. A., & Brown, R. L. (2013). African American men and women's attitude toward mental illness, perceptions of stigma, and preferred coping behaviors. *Nursing research*, 62(3), 185–194. <https://doi.org/10.1097/NNR.0b013e31827bf533>.

<sup>24</sup> Census Quickfacts. (2020). Pinellas County, Lealman, Pinellas Park, St. Petersburg, Dunedin.

<https://www.census.gov/quickfacts/fact/table/dunedin-city-florida,stpetersburg-city-florida,pinellas-park-city-florida,lealman-city-florida,pinellas-county-florida/PST045219>.

<sup>25</sup> National Center for Education Statistics. (2021). Employment and Unemployment Rates by Educational Attainment. <https://nces.ed.gov/programs/coe/indicator/cbc>.

<sup>26</sup> U.S. Bureau of Labor Statistics. (2021). Data on Display: Education pays, 2020. <https://www.bls.gov/careeroutlook/2021/data-on-display/education-pays.htm>.

<sup>27</sup> Census Quickfacts. (2020). Pinellas County, Lealman, Pinellas Park, St. Petersburg, Dunedin. <https://www.census.gov/quickfacts/fact/table/dunedin-city-florida,stpetersburg-city-florida,pinellas-park-city-florida,lealman-city-florida,pinellas-county-florida/PST045219>.

<sup>28</sup> Census Quickfacts. (2020). Pinellas County, Lealman, Pinellas Park, St. Petersburg, Dunedin.

<https://www.census.gov/quickfacts/fact/table/dunedin-city-florida,stpetersburg-city-florida,pinellas-park-city-florida,lealman-city-florida,pinellas-county-florida/PST045219>.

<sup>29</sup> Ridley, M., Rao, G., Schilbah, F., & Patel, F. (2020). Poverty, depression, and anxiety: Causal evidence and mechanisms. *Science*, 370(6522).

<https://doi.org/10.1126/science.aay0214>

<sup>30</sup> Baptiste-Roberts, K., & Hossain, M. (2018). Socioeconomic Disparities and Self-reported Substance Abuse-related Problems. *Addiction & health*, 10(2), 112–122. <https://doi.org/10.22122/ahj.v10i2.561>.

code in Lealman accounts for 6% of all reported drug-related deaths in Pinellas County in 2020 despite the entirety of Lealman accounting for only 0.1% of the County's population.<sup>31</sup>

- **Access to Transportation:** While both the TAs and Dunedin have an average work commute time between 20-25 minutes,<sup>32</sup> Lealman residents have a greater reliance on public transit, biking, and/or walking as a primary mode of transportation, with 17% of households having no personal vehicle.<sup>33</sup> Local initiatives seeking to improve transportation across Pinellas County have included Lealman, Pinellas Park, and St. Petersburg as “Equity Emphasis Areas,”<sup>34</sup> seeking to remove existing barriers to transportation, jobs, education, affordable housing, and other resources in these areas.<sup>35</sup>,

It is essential that justice-involved residents in these and other targeted areas within Pinellas County are connected with services that will help them holistically address the numerous risk factors that combine to negatively affect their outcomes. The Pinellas County Complex Case Reintegration Program (CCRP) will provide comprehensive case management to these individuals in order to address their complex needs and connect them with the critical services and supports they need to stabilize.

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<sup>31</sup> Pinellas County EMS Transport data.

<sup>32</sup> Census Quickfacts. (2020). Pinellas County, Lealman, Pinellas Park, St. Petersburg, Dunedin.

<https://www.census.gov/quickfacts/fact/table/dunedin-city-florida,stpetersburg-city-florida,pinellas-park-city-florida,lealman-city-florida,pinellas-county-florida/PST045219>.

<sup>33</sup> Pinellas County Government. (2019). Linking Lealman Action Plan: Implementing Mobility and Complete Streets.

[http://www.pinellascounty.org/plan/Linking%20Lealman/pdf/street\\_plan.pdf](http://www.pinellascounty.org/plan/Linking%20Lealman/pdf/street_plan.pdf).

<sup>34</sup> ABC Action News WFTS Tampa Bay. (2021). Pinellas County working to make transportation easier, more equitable for drivers and pedestrians.

<https://www.abcactionnews.com/news/driving-tampa-bay-forward/pinellas-county-working-to-make-transportation-easier-more-equitable-for-drivers-and-pedestrians/>.

<sup>35</sup> Forward Pinellas (2021). Forward Pinellas Launches Equity Assessment to Seek Social Justice. <https://forwardpinellas.org/news-release/forward-pinellas-launches-equity-assessment-to-seek-social-justice/>.