

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact:

Fiscal Years					
Capital Expenditures					
Operating Costs					
External Revenues					
Program Income(County)					
In-Kind Match(County)					
NET FISCAL IMPACT					
#ADDITIONAL FTE POSITIONS (CUMULATIVE)					

Is Item Included in Current Budget? Yes No
 Does this item include the use of federal funds? Yes No

Budget Account No:
 Fund Dept Unit

B. Recommended Sources of Funds/Summary of Fiscal Impact:

C. Departmental Fiscal Review:

III. REVIEW COMMENTS:

A. OFMB Fiscal and/or Contract Dev. and Control Comments:

Lisa Mante 12/10/23 J. J. Jandrew 12/15/23
 OFMB V.S. 12/13 Contract Dev. & Control
 12/10/23

B. Legal Sufficiency

Helene C. Abing 12-15-23
 Assistant County Attorney

C. Other Department Review

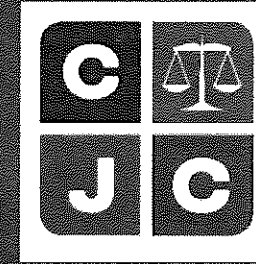
Department Director

(THIS SUMMARY IS NOT TO BE USED AS A BASIS FOR PAYMENT.)

Attachment # 1



Palm Beach County Criminal Justice Commission



35-Year Historical Snapshot



Palm Beach County Board of County Commissioners



Dear Board of County Commissioners:

2023 marks the 35th Anniversary of the Criminal Justice Commission (CJC). The membership of the CJC is comprised of subject matter experts in the criminal justice, business, education, health, and human services fields. Over the 35-years, more than 200 of these experts have served as members of the CJC. This is a testament to the quality and commitment of these community leaders to Palm Beach County (PBC).


Throughout its history, the CJC continues to provide trailblazing research partnerships, pilot projects and signature programs, Florida State University and Florida Atlantic University evaluation studies, implementation of the Citizen's Criminal Justice Academy (CCJA), Reentry programs, Policing Forums, and Dialogues to Change Community Conversations. The community dialogues were a great example of the progress and work supported by the CJC.

For the first time, the CJC took on the issue of racial and ethnic disparities within in the criminal justice system and engaged in the work that leads to an equitable justice system for all. There is more work to be done in this space, but the first of this step in this process is acknowledging that inequities exist and then taking the necessary steps to dig deep to understand why and pursue solutions for change.

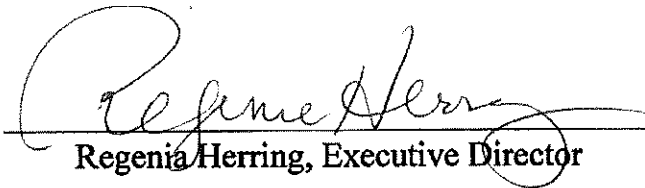
Over the past year, the CJC has worked to establish the Palm Beach County as a trauma-informed-jurisdiction that cares about its citizens from all walks-of-life and strives to have professional across all disciplines trained in trauma-informed care. We recently brought together over 75 professionals across the criminal justice system to identify gaps and priority areas to improve services to individuals encountering the criminal justice system and who are grappling with behavioral health issues.

We have learned a great deal from each other, our colleagues from other intersecting systems and from our community. We have listened and engaged their voices. With the assistance of the MacArthur Foundation's Safety and Justice Challenge, we have worked with academics and commissioned in-depth criminal justice research and evaluation studies. This enabled us to better understand the inner workings of the justice system and its impact on our community; especially the poor and people of color.

We know that the CJC will continue its charge and usher in a new era with new leadership. Congratulations to Dr. Rachel Docekal, who will serve as the CJC 2024 Chair. Thank you for your continued commitment to our community and our shared values.



Rev. Kevin L. Jones, Chair (2022-2023)



Regenia Herring, Executive Director

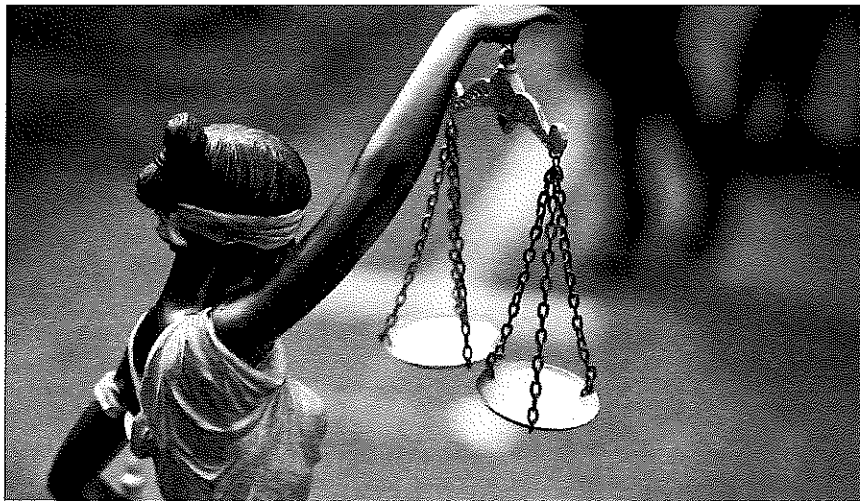
2023 CJC MEMBERSHIP	
<i>Chair</i> , Rev. Kevin Jones, Clergy Representative	PBC Commissioner Michael Barnett, District 3
* <i>Vice-Chair</i> , Dr. Rachel Docekal, Economic Council	Sheriff Ric L. Bradshaw - Palm Beach County Sheriff Office
<i>Secretary</i> , Marcia Andrews, Palm Beach County School Board	Dave Aronberg, State Attorney, Office of State Attorney
* <i>Treasurer</i> , Matt Pawlowski, Economic Council	Carey Haughwout, Public Defender, Office of the Public Defender
* <i>Past-Chair</i> , Joe Ianno, Jr. Economic Council	Chief Judge Glenn Kelley, 15 th Judicial Circuit Court
Anthony LaCosta, Managing U.S. Attorney, U.S Attorney's Office	Joseph Abruzzo, Clerk of the Circuit Court & Comptroller
Eric Jester, RAC, Florida Department of Law Enforcement	Kathleen J. Kroll, Administrative Judge, Juvenile Division 15 th Judicial Circuit
Chief Frank Adderley, WPB Police Department	Vice-Mayor Lawrence Gordon, Palm Beach County League of Cities
Gregory Starling, Chief Probation Officer, Department of Juvenile Justice	Rep. Katherine Waldron, PBC Legislative Delegation
Sheldon Burkett, Resident Agent in Charge, DEA	Derek Gibson, Circuit Administrator, Florida Department of Corrections
Michael Barbercheck, Resident Agent in Charge, ATF	Nellie King, Member, PBC Association of Criminal Defense Lawyers
Christopher Caldwell, Resident Agent in Charge, FBI	Chief Carmen Mattox, Palm Beach County Chiefs of Police Association
Vacant, President, Crime Prevention Officer's Association	*Randolph K. Johnson, Sr., Economic Council
*Lauren R. Whetstone, Economic Council	*Darcy Davis, Economic Council
*Julia Dattolo, CEO, CareerSource PBC	*Earnie Ellison, Economic Council
*Michelle Suskauer, Economic Council	*Maria Atuna, Economic Council

* *Denotes Economic Council Nominee*

Introduction

The following document highlights the accomplishments of the Criminal Justice Commission (CJC) and its committees for the past 35 years. The CJC was created by a Palm Beach County (PBC) ordinance in 1988. It has 21 public sector members representing local, state, and federal criminal justice and governmental agencies, and 11 private sector business leaders of the Economic Council of PBC, and one clergy member nominated by a variety of clergy associations in the county representing a broad-range of faiths.

The CJC was established to study all aspects of the criminal justice and crime prevention systems within the federal, state, county, municipal and private agencies within the county. This purpose shall include the study of the health and human services and educational systems, among others, as they pertain to criminal justice or crime prevention.



Objectives

1. To provide overall coordination to law enforcement and crime prevention efforts in the county;
2. To provide an efficient, cost-effective, and timely criminal justice system in the county; and
3. To affect the reduction of crime in the county on a permanent basis.

CJC Historical Achievement Years



1988

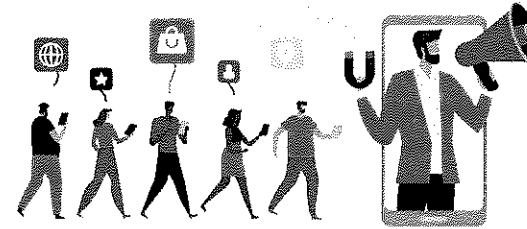
The *CJC* was established and began to address its first concern which was the cocaine epidemic plaguing PBC's residents and the juvenile justice system and employed the first Executive Director.



1989

CJC endorsed and provided letters of support to the following causes:

- ***Drug Abuse Resistance Education (DARE)*** to ensure that this effective program is available to students in all public, private, and parochial schools in PBC.
- ***Cities in Schools*** program which is aimed at ensuring that our children graduate from high school.
- ***Law Enforcement Assistance Foundation (LEAF)*** assisting families of critically injured police officers.
- ***Drug-Free School Zone Program*** to enhance the penalties for drug trafficking within 1,000 feet of a school by resolution.
- ***"Combat Auto Theft"*** which was a countywide ordinance encompassing the auto theft deterrent program which was subsequently enacted by the BOCC.
- The ***local option sales tax***, in which the BOCC allocated a significant portion of budgeted funds in the criminal justice facilities line item to fund substance abuse prevention, intervention, and treatment programs.



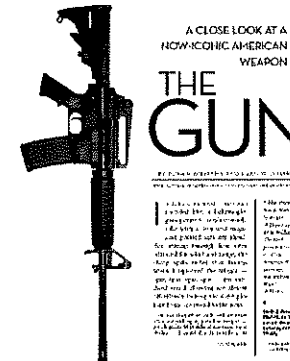
1990

In conjunction with the Economic Council of PBC, the County through its CJC, contracted with the consulting firms of MGT of America, Inc. and the Institute for Law and Policy Planning for a \$218,000 study that was performed on the county's criminal justice system, which resulted in 75 recommendations. Pursuant to the report's 75 recommendations, the CJC established eight task forces that were charged with the responsibility of evaluating the consultants' recommendations in an effort to assemble working documents that were presented to the BOCC for implementation consideration. The eight task forces, including sub-committees, consisted of the following: Crime Prevention Task Force, Criminal Justice Administration (Information System) Task Force, Law Enforcement Task Force, Juvenile Justice/Education Task Force, Corrections Task Force, Drug/Alcohol Prevention and Abuse Task Force, Human Services Task Force, and Court System Task Force.

On January 1, 1990, three circuit court judges and one county court judge were added to the Fifteenth Judicial Circuit as a direct result of Chief Judge Hurley, President Jon Moyle and Executive Director Peter Yellin testifying before Florida's Chief Judge Raymond Ehrlich.

The CJC created a resolution urging the Legislature to provide PBC with two additional county court judgeships. As a result, three circuit court judges and one county court judge were added to the Fifteenth Judicial Circuit, effective January 1, 1990.

Under the CJC, the *Assault Weapons Subcommittee* was created and established to track legislation and prepare position papers in connection with the prohibition of assault weapons in Florida. Members of this subcommittee testified before the House Subcommittee on Prosecution and Punishment in Tallahassee urging the elimination of the sale of assault weapons.



1991

CJC completed an analysis of the local law enforcement-training academy, which resulted in support of legislation to develop statewide approvals to establish law enforcement assessment centers in each county; decreasing duplication of personnel screening activities by the 33 law enforcement agencies in PBC.

CJC's staff assisted in the research and planning for a new juvenile detention facility to house juveniles waived over to the adult court in PBC.

CJC provided research for the court regarding special public defender (PD) appointments and cost for the Conflict Case Committee to use in making recommendations to the BOCC on the most cost-effective way to provide this service.

CJC researched and provided input to the BOCC regarding the detriments of passing a countywide loitering ordinance, which would serve to increase prosecutor and PD caseloads.

1992

The Juvenile Justice/Education Task Force, in conjunction with the Florida Commission on Juvenile Justice of the Florida Legislature, co-sponsored a one-day workshop for the entire region of Florida. The workshop was held to organize and prepare a 1993 Legislative packet on all juvenile issues.

CJC's Law Enforcement Planning Council (LEPC) endorsed the evaluation and adoption of both a uniform use of force policy and a uniform pursuit policy for PBC.

The administrative responsibilities of the Drug Abuse Trust Fund were transferred to the CJC to track assessments and collections, and to make recommendations to the BOCC on expenditures of these funds.

1993

The CJC, the Palm Beach County Sheriff's Office (PBSO), the PBC Courts, the Department of Corrections (DOC), the Health Department, and the State Attorney's Office (SAO) worked arduously to obtain funding and establish the Pretrial Intervention Program/Civil Drug Court. It is important to note that The Riviera Beach Civil Drug Court was established in 1991 Circuit Court Judge Edward Rogers in response to concerns over substance abuse in the City of Riviera Beach. The Civil Drug Court hears cases on Saturdays, rather than the usual Monday to Friday schedule for civil court hearings, relating to the Marchman Act throughout the county. The Riviera Beach Civil Drug Court is an involuntary drug treatment program. It is still active today.



CJC's LEPC agreed on a new process for evidence disposal that will aid in keeping the number of items stored at a minimum. The council developed and approved a proposal/contract with the Solid Waste Authority to dispose of confiscated and illegal drugs countywide via incineration. Prior to this time, drugs had to be transported to Tampa for burning. The first burn took place in May 1993.

1994

The CJC was selected to receive an Exemplary State and Local Award by the National Center for Public Productivity at Rutgers University.

The CJC recommended to the BOCC that Drug Abuse Trust Funds be allocated to the Sheriff's Substance Abuse Awareness Program (SAAP) for its Civil Drug Court/Pretrial Intervention Program. The amount in the fund went from \$3,000 per year to \$115,950.64 accumulated in 1994.



The LEPC implemented the Juvenile Pre-arrest Diversion Program, which diverted first-time arrested juveniles. The program began in Boynton Beach with the police working with juveniles who were arrested for the first time for non-drug and non-violent crimes. The Program is voluntary and requires the parent(s) and the SAO agreement to participate.

PBC, through the CJC, was selected by the U.S. Department of Justice to receive \$750,000 per year in grant funding for a total of \$2.25 million to implement the Weed and Seed Program. The Weed and Seed program was created to “weed” out crime and “seed” in crime prevention strategies such as afterschool programs, safe havens, adult education, employment services and other neighborhood revitalization and sustainability projects.

1995 As part of the ‘seeding’ efforts under the Weed and Seed program the following achievements were made:

- A Safe Haven established at Washington Elementary School that offered computer and tutorial programs, homebuyer workshops, adult literacy programs, parenting and community awareness programs.
- Revitalization of the F. Malcolm Cunningham Sr. Community Park
- The Kiwanis Club of Riviera Beach generously donated over \$16,000 for new playground equipment.
- The City provided \$40,000 to install new and improved lighting, an irrigation system, a new red clay-walking trail, and landscaping.
- A local sign shop (Benson Signs) donated and put up an 8 'x 8' color sign to announce the planned improvements.
- Obtained \$30,000 in Fiscal Year 1995 lapsed funds to construct a recreation storage building, a gazebo and sports bleachers in Cunningham Park.
- Facilitated a beautification plan for a "streetscape" and obtained the donation from the PBC's Parks and Recreation Department of over 160 sabal palm trees that were planted along Avenue "S" before the Christmas holidays.
- Established partnership with Palm Beach Gardens Medical Center to "Adopt a Block" in the Weed and Seed area, Avenue "O", and perform neighborhood clean-ups, fix-ups and paint-ups of homes.



Created the Countywide Public Safety Communication Committee to improve law enforcement and public safety communications planning for municipalities throughout the County and develop strategic plans to ensure better coordination and cooperation of law enforcement and public safety communication needs among and between the municipalities, county, and state, to obtain funding for countywide communications systems, and to deal with other issues.

The CJC created the Youths Jobs Program to improve public education and job opportunities for program participants. The county, municipalities, and private sector committed non-federally subsidized summer youth employment opportunities without regard for financial eligibility. Federally subsidized jobs were provided through the Private Industry Council (PIC) for economically disadvantaged youth to be placed in government offices for the summer.



LEPC held a workshop on March 31, 1995 to assist law enforcement in the implementation of the Juvenile Pre-arrest Diversion Program that diverted first-time offenders who have been arrested for non-drug and non-violent crimes. There were commitments from thirteen (13) law enforcement agencies that implemented or were in the process of implementing the Juvenile Pre-arrest Diversion Program.

1996

The BOCC approved the CJC's recommendation to create a pawn shop ordinance that established a fee assessment to cover the costs to have all pawn items computer logged and to have records including a thumbprint on every individual who pawn an item.

The LEPC evaluated and adopted:

- Facilitated the countywide implementation of the Juvenile First Offender Prearrest Diversion Program; and
- Collaborated with the SAO to develop a Hate Crimes Investigation Position Paper for law enforcement agencies in the County.

The PBC Weed and Seed Program was awarded \$358,631 by the Florida Commission on Community Service to establish an AmeriCorps Program in both the Northwest Riviera Beach site, as well as the new Weed and Seed site of Pleasant City/Northwest area of West Palm Beach. The grant provided for 10 part-time and 10 full-time AmeriCorps members, as well as a Coordinator and a part-time Clerk Typist.

1997

CJC proposed and later passed a resolution seeking relief from the State of Florida for housing sentenced felons that would otherwise be sentenced to prison, but for sentencing guidelines.

CJC endorsed a legislative proposal to provide for confinement of juvenile traffic offenders who were appropriately sentenced to confinement and to allow judges *capias* powers over those offenders who fail to appear or do not comply with court orders.

In partnership with the City of Riviera Beach, an application was submitted to and awarded by the PBC Housing and Community Development Department for \$65,000 in Community Development Block Grant (CDBG) funds for the planning, design, and purchase of the land for this center. Subsequently, another application under the same partnership was submitted and awarded effective October 1, 1997, for \$400,000 to build the community center.

1998

The Citizens Criminal Justice Academy (CCJA) was established at the recommendation of the Crime Prevention through Education Partnerships Task Force, which brought together criminal justice and educational professionals and the Palm Beach County College to develop and implement the *first-ever* CCJA. The CCJA was created to educate citizens about the criminal justice system. It covers all aspects of the criminal justice system and provides citizens with a good general knowledge of how the system functions from the perspective of criminal justice professionals. Criminal justice practitioners at the PBC Courthouse will teach the course. Tours of the County courthouse, the County jail, the Juvenile Detention Center, and the PBSO will give citizens firsthand experience of the system. A pilot of the Academy began on January 5, 1998, and ran for 10 weeks every Monday night from 6:00 to 8:00 p.m. The CCJA is offered two times a year and once in the Glades. It remains a signature project of the CJC.



In December 1998, PAB conducted an annual case file audit on all three Pride offices with a random sampling of 5,132 closed files. The audit produced the following recommendations:

- Automation of all case files by Pride would result in greater access and accounting of probationer case files;
- Timelines from the Judiciary for conditions of probation to ensure compliance before expiration of probation;
- Verification of probationer residence and employment/ability to pay and any subsequent changes through rent/mortgage receipts and/or utility billings and pay stubs;
- Support for Pride's creation of a Probationer Assistance Program designed to assist probationers in finding employment, completing a high school education, GED program and/or acquiring mental health or other social service needs. (1998)

Pilot work began on the initiation of a Community Court Project in West Palm Beach.

Weed and Seed strategized over a Community Justice Pilot Project with Dr. Todd Clear, John Jay College of Criminal Justice and Center for Alternative Sentencing and Employment Services, (CASES) to perform a readiness assessment of two chosen communities for undertaking a Community Justice Project, Delray Beach and West Palm Beach Weed and Seed sites.

- PBC Weed and Seed becomes a national training site for the US Department of Justice; receiving an additional \$50,000 in grant funding.
- Community Court began operations, which was established to address misdemeanor quality of life crimes in West Palm Beach Weed and Seed.

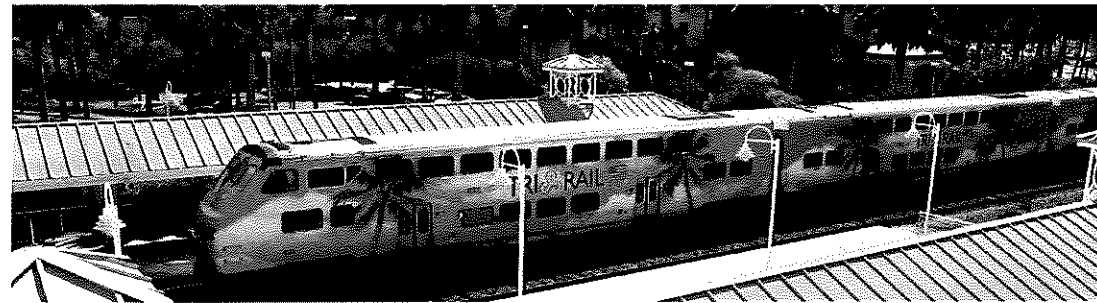
1999 The first case of the Community Court was heard in 1999.

CJC's Corrections Taskforce conducted an in-depth study to determine if a night first appearance hearing would result in an appreciable reduction in the number of inmates waiting overnight in jail. The study showed an insignificant benefit and members recommended against it at this time.

Jimena Martinez from the Center for Court Innovation conducted an all day workshop on Community Court with Task Force members. The Center was given a grant from the U.S. Department of Justice to provide technical assistance to jurisdictions wanting to establish Community Court. The success of the workshop prompted two visits to the MidTown Community Court to observe and analyze first-hand the operations of the Court (Weed & Seed Area).

CJC endorsed "Risk Watch," a program designed to reduce injuries to children from preschool to 8th grade.

The Tri-County Commuter Rail Authority (Tri-Rail) asked the CJC for assistance in developing a standardized operation procedure so that a comprehensive investigation can be conducted while at the same time expediting the return



of the train to full service. The Tri-Rail corridor extends through seven (7) cities in PBC: Mangonia Park, WPB, Lake Clarke Shores, Lake Worth, Boynton Beach, Delray Beach, and Boca Raton. Each department was responsible for

investigating train accidents in its jurisdiction. To simplify the investigative process, the PBSO agreed to assume responsibility for all Tri-Rail death investigations in the County.

2000 CJC's LEPC agreed to implement a countywide effort of law enforcement agencies to collect and trace all expended bullets through the Bureau of Alcohol, Tobacco, and Firearm's (ATF) national database. Implemented Project LEAD, which is a crime-gun tracing partnership between the law enforcement community and the ATF.

CJC's LEPC implemented a countywide police-probation partnership with the DOC and the DJJ that will permit a cooperative effort among these agencies to monitor adult and juvenile probationers. MOUs were signed by more than a dozen agencies.



The Probation Advisory Board and vendor, Pride, collaborated and developed a probation services handbook, printed in English and Spanish, for each probationer outlining standard and special conditions of probation. The PAB and vendor jointly developed a probation services assessment designed to elicit opinions on the quality of service being delivered by Pride.

2001 The Municipal Public Safety Communications Consortium (MPSCC) was established to develop and implement both short and long-term plans for funding, design and implementation of a countywide communications system for all law enforcement and public safety agencies of the County that are interested in participating.

CJC's LEPC endorsed the creation of a "Gold Standards" voluntary participation program for the tow truck industry by the Consumer Affairs Office of PBC.

CJC's LEPC established Standard Operating Procedures relating to the responsibilities of various jurisdictions in the event of railroad accidents/deaths.

CJC's LEPC endorsed Senate Bill 706 relating to pawnshops and providing replevin action for victims of crime to retrieve their property.

2002 CJC’s LEPC approved the Child Abuse Protocol MOU that ensures law enforcement responds with Department of Children and Families (DCF) investigators for any calls that come in over the 911 lines or the DCF Hotlines.

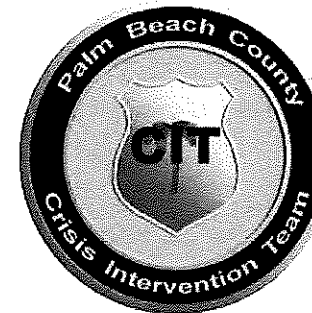
CJC participated in a televised Channel 20 panel discussion to talk about the LEPC and to inform the public about the many crime prevention/public safety programs that the CJC researches and develops. The Gun Safety Task Force distributed 8,604 gunlocks and 3,305 Gun Safety videos to the residents of PBC through: Locks to Cops Program in which gunlocks are distributed to all local law enforcement.



CJC’s Law Enforcement Planning Council voted unanimously to endorse and support the cooperative statewide Amber Plan that provides for a statewide emergency broadcast on participating radio channels to advise of an abducted child.

2003 CJC’s Corrections Taskforce provided over 130 law enforcement officers the 40-hour Crisis Intervention Team (CIT) Training to more effectively deal with mentally ill offenders.

The *Weed and Seed program* provided summer camp to 130 youth, and enhanced eight other camps in the three sites and contracted \$73,500 with eight Safe Havens to provide youth tutoring, music appreciation, recreation, and vocational and computer education.



2004 CJC’s Corrections Taskforce provided the 40-hour (CIT) training to over 138 law enforcement officers and to 23 dispatchers to enable them to more effectively deal with mentally ill offenders. The CIT is a program to train law enforcement officers to respond appropriately and deal effectively when encountering mentally ill offenders. Four classes graduated 111 police officers from over 15 law enforcement agencies in PBC.

CJC’s LEPC worked with Palm Beach State College (PBSC) and Facilities Management to obtain a site for a countywide law enforcement training facility that will be available to all law enforcement agencies in PBC.



2005 CJC reviewed and endorsed legislation regarding revisions to the Towing and Moving Ordinances.

Youth Workgroup volunteers assisted the Gun Safety Awareness Program to distribute over 200 gunlocks and gun safety videos to the residents of the West Palm Beach Weed and Seed site.

2006 Community Justice Service Center (CJSC) achieved the following:

- Assisted 4,039 walk-in residents with 4,924 various social services between January – November 2006 from both the Tamarind Avenue and Westgate Centers;
- Coordinated 126 community projects, involving 3,136 community service hours; and
- Supported two citizens' community advisory boards that provided valuable input on CJSC operations.

This year, the CJC:

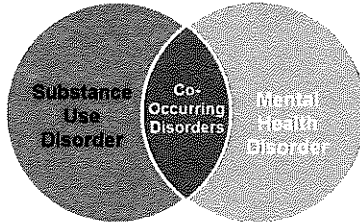
- Supported an unprecedented four Weed and Seed sites, while developing plans for a new site;
- Developed and implemented a pilot prisoner re-entry program for the three coastal Weed and Seed sites;
- Improved local Volunteer Income Tax Assistance (VITA) Centers processing 515 returns in West Palm Beach and Belle Glade;
- Obtained the first year of funding for the Belle Glade Weed and Seed site; and
- Developed sustainability plans for Delray Beach and Riviera Beach Weed and Seed sites.

Two Weed and Seed sites received national recognition:

- Delray Beach site received the Muehlenbeck Award for Excellence in Local Government and the 2006 Weed and Seed Sloan Award of Valor; and
- Riviera Beach site received the MetLife Award for building innovative partnerships and enhancing community safety.

2007 The CJC established the Youth Violence Prevention Project in response to the growing tide of homicides involving young people in the county between the ages of 12 – 29. The CJC received support and the endorsement of the BOCC to pilot five target areas (Belle Glade, Boynton Beach, Delray Beach, Riviera Beach, and West Palm Beach) that were identified and will house *youth empowerment centers* and *justice service centers* as part of the project.

CJC reviewed the House Bill 1477 and Chapter 2007-200, Laws of Florida on *Mental Illness and Substance Abuse*. The CTF / PSCC recommended that a new council be formed in the county for this specific special interest topic. The recommendation was approved by the CJC and forwarded to the BOCC. The BOCC formally created the Criminal Justice, Mental Health and Substance Abuse Planning Council by resolution on September 25, 2007.



CJC along with county administration created two 30-minute TV shows with the local Channel 20 station. The focus of the TV shows highlighted the successful strides being made in the reduction of youth violence in PBC. Character-building efforts of PBC youths were featured.

The CJC's Corrections Taskforce studied the problem of the transfer time of inmates to state forensic beds where inmates were held beyond the 15-day statutory limit at an estimated 65 days over this limit. By June of 2007, the problem was fixed by the state opening more forensic beds.

The CJC's Corrections Taskforce approved and recommended a pilot project to the CJC for a *re-entry Florida ID card program* at the main detention center.

2008

CJC announced the first CJC *Youth CCJA* on Tuesday, January 29, 2008, at the Northwood Youth Empowerment Center. Over 50 youths submitted their application.

Florida State University (FSU) College of Criminology Center for Public Policy presented the first year evaluation of the youth empowerment centers to the BOCC on Tuesday, April 22, 2008.

The CJC S.T.Y.L.E. Super Group won the 2008 Racial Justice Award sponsored by the Young Women's Christian Association (YWCA), which traditionally, is given to ordinary people doing extraordinary work in the area of racial justice.



2009

Between 2007 and 2009, Florida State University (FSU), College of Criminology and Criminal Justice, was commissioned to complete yearly evaluations of the *Youth Violence Prevention Project*. During this time, they published two evaluations of the Youth Violence Prevention Project.

CJC endorsed the homeless protocol for law enforcement.

2010

Under the Probation Advisory Board (PAB), it was discovered that a Vendor used court ordered restitution funds to offset operational costs. As a result, the vendor stopped transferring restitution funds to its operational accounts, and the restitution funds collected from clients were not used to make timely payments to the victims of crime. The PAB requested greater oversight and change in the contract that clearly outlined the prohibition of the use of restitution funds for anything other than payments to victims of crime.

- Pride returned all outflows from the Restitution Account that occurred between August 15, 2008 and March 31, 2010, leaving a balance of zero;
- Pride made changes to its guidelines concerning the disbursement of restitution payments to victims of crime(s); and
- Commission staff reviewed court costs and fines collected, managed and transferred to the Clerk and Comptroller's Office by Pride.

2011

The CJC's LEPC approved a *Domestic Violence Investigations training program*.

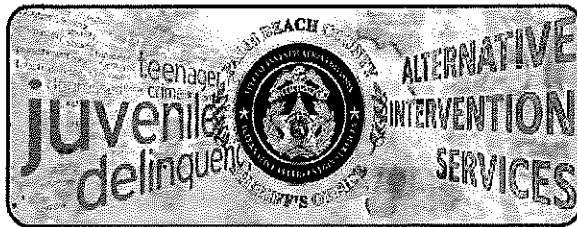


2012

CJC supported legislative changes to the *Stand your Ground law*

2013

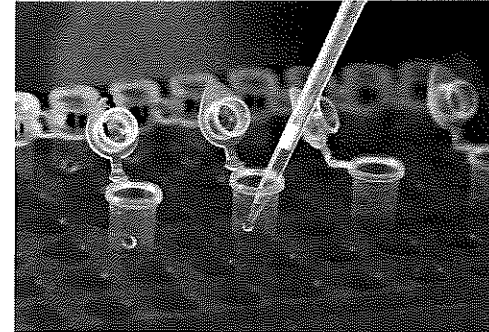
The CJC's LEPC reviewed and decided to continue the *Youth Court Juvenile First Offender (JFO) program* with program enhancements: 1) having all agencies in the county participating with at least one JFO officer; 2) improved computer systems that were upgraded to plug into the JAC, SAO, and School Police dispatch center so every officer will have access to the system 24/7 creating a safety net; 3) training for new JFO officers; and 4) providing services to any agencies that did not have JFO programs.



The CJC's LEPC collaborated with *Aid to Victims of Domestic Abuse (ADVA)* in preparing an anti-stalking toolkit, Use of Technology to Stalk DVD, and Safety Planning around Technology guide.

2014 Under the CJC, the LEPC initiated the *Sexual Assault Evidence Collection Best Practices* which increase evidence collection to 120 Hours and implemented the *Direct DNA initiative* to offset backlog of cases. Agencies ship their property crime DNA samples directly to a company for processing.

The CJC's LEPC along with the Department of Health provided an *Ebola Virus Disease Situational Awareness Briefing* for law enforcement first responders.



2015 Palm Beach County, through the CJC was among 20 sites selected to participate in the John D. and Catherine T. MacArthur Foundation Safety and Justice Challenge Network to develop comprehensive plans for creating equitable and more effective justice systems. The Safety and Justice Challenge received 191 applications from jurisdictions spanning 45 states.



Supported by the John D. and Catherine T.
MacArthur Foundation

The CJC members, recognizing the serious nature of domestic violence and the complications involved in these cases, approved funding from the Domestic Violence Trust Fund to be used for a specialized training on strangulation for all sectors of the criminal justice system to improve the arrest and prosecution of these violent criminals. National statistics show that death is more likely in victims of *domestic violence where perpetrators use strangulation*. A Request for Proposals (RFP) was advertised and a vendor selected.

The CJC received \$600,000 in grant funding during 2015. These funds went to the Reentry Program, the *Law Enforcement eXchange (LEX) Program*, and the John D. and Catherine T. MacArthur Safety and Justice Challenge (SJC) Planning Grant to safely reduce the jail population.



2016 After a two-year review process the CJC's Courts System Task Force recommended to the CJC support the process as outlined by Office of State Court Administrators, which compels providers to complete an affidavit confirming their compliance with the requirements of *Batterer's Intervention Programs* per law for defendants ordered to participate.

PBC and the City of Boynton Beach have officially joined the national “*ban the box*” initiative. Job hopefuls will no longer have to disclose on applications if they’ve committed a felony. “Level II” background checks will still be implemented for positions involving child care, senior assistance, and criminal justice; but only after the person is hired. The goal was to expand employment opportunities for ex-offenders and act as encouragement for them to apply.

JOB APPLICATION

Have you ever been convicted of a criminal offense?

Ban the BOX

2017

At the request of County Administration, the CTF/PSCC served as the coordinating body to develop and recommend to the County Commission a ***PBC Behavioral Health Transportation Plan***. The plan seeks to organize a centralized system of acute care services for persons in crisis pursuant to Senate Bill 12 passed in the 2016 Florida Legislative Session. The Plan was approved by the BOCC and forwarded to the Florida Department of Children and Families.



The CJC was **one of twenty (20) sites** selected from 191 applicants across the country; receiving **over \$4.3 million** from 2015 – 2023 to safely reduce over-incarceration and address racial inequities in PBC.

SJC’s sustainability Strategies:

1. Implementation of the Text Reminder System;
2. Implementation and evaluation of the Frequent Utilizers Pilot;
3. Community engagement through “Dialogues to Change” to increase emphasis on racial equity through coordinated dialogues;
4. Pretrial Client Release Project provided by the PD that includes rapid housing, peer mentoring and supportive services;
5. Pretrial Service position for supervision of the Supervised Own Recognizance (SOR) levels;
6. Data research and enhancements to improve decision-making; and
7. Deeper-dive into racial disparities.


**SAFETY+JUSTICE
CHALLENGE**

Supported by the John D. and Catherine T. MacArthur Foundation

2018

The PBC *School Safety Initiative* was established by the CJC in response to the Marjory Stoneman Douglas High School tragedy. This initiative was created to work on issues of coordination, reviewing recent legislation and other areas they deem necessary for local improvement.

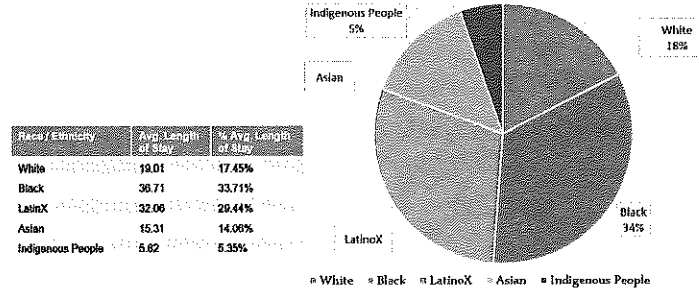
PBC, through the leadership of the CJC, became one of 28 jurisdictions from across the nation participating in the John D. and Catherine T. MacArthur Foundation Safety and Justice Challenge (SJC) as an implementation site. The goals of the SJC are to safely reduce local jail populations without compromising public safety and to address racial and ethnic disparities within those populations.

In 2018, the PBC jail population was at its lowest rate in twenty-four years as it was 2,030. The baseline average daily population (ADP) for the PBC jail at the start of the SJC was 2,283. The jail admissions were 2,473 and the average length of stay (LOS) was twenty-nine days.

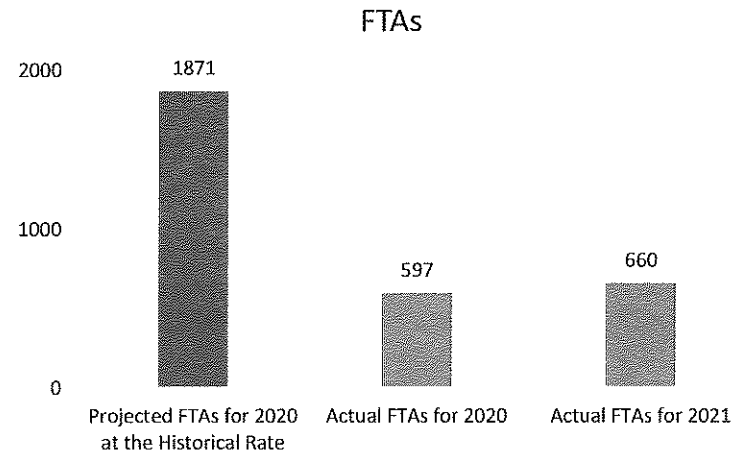
The first-ever text message-based *Court Date Reminder System* for the Fifteenth Judicial Circuit (PBC) was implemented in 2018. The County contracted with Uptrust, Inc. to send text message reminders of court dates to defendants (primarily PD clients) who had been released Pretrial. The Text Reminder System was expanded to text reminders to individuals on pretrial release with mandatory appointments in 2019. The failure to Appear (FTA) rate for PD clients has reduced to 3% from its historical 8%.

Comparing the appearance rate data for 2021 to historical appearance rates, there has been a 4.5% increase in court appearances (from 92% to 96.5%). The FTA chart shows the movement of FTAs rates from 2020 and 2021 (data provided by Uptrust, text reminder vendor).

Palm Beach County Jail Average LOS by Race & Ethnicity



Source: ADP Based on jail data from May 2016 to December 2022



2019

The *PD Pretrial Release Project* was developed to reduce bail and ADP and to connect pretrial clients with wrap-around services that include housing, counseling, and therapy. Pretrial clients are housed and connected with counseling and therapy. These placements were made during bond reduction motions as grounds for release. The PD Pretrial Release Project has provided services to 302 individuals.



CJC staff manages nearly **\$500,000** in grant funds from the *Edward Byrne Memorial Justice Assistance Formula Grant (JAG)*, which funds the Adult and Juvenile Reentry Programs.

2020

In 2020, CJC was tasked with the fact-finding mission to learn about the policies and practices of local law enforcement agencies relating to excessive force such as choke holds, strangle holds or extreme pressure to the throat or windpipe that could result in serious injury or death; the use of body-worn cameras; officer-involved shootings; transparency in officer complaints; and officer training on diversity as a first response to the George Floyd tragedy. Through the LEPC and the PBC Chief's Association, CJC facilitated surveys to conduct an inquiry on law enforcement agencies response to ban chokeholds, duty to intervene, active community policing, and public access to complaints filed against officers, racial sensitivity training and using body-worn cameras.



Ban Chokeholds



Duty to Intervene



Active Community Policing



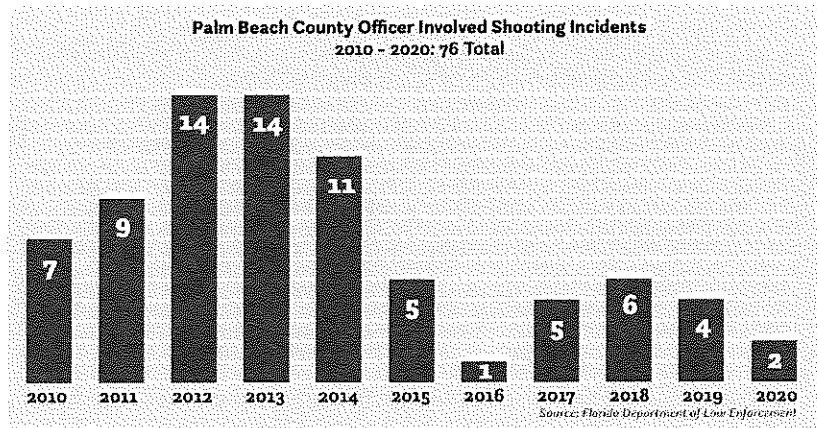
Public access to complaints filed against officers



Racial Sensitivity Training



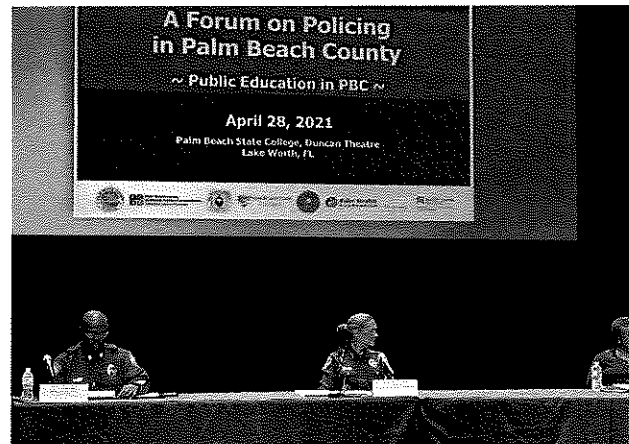
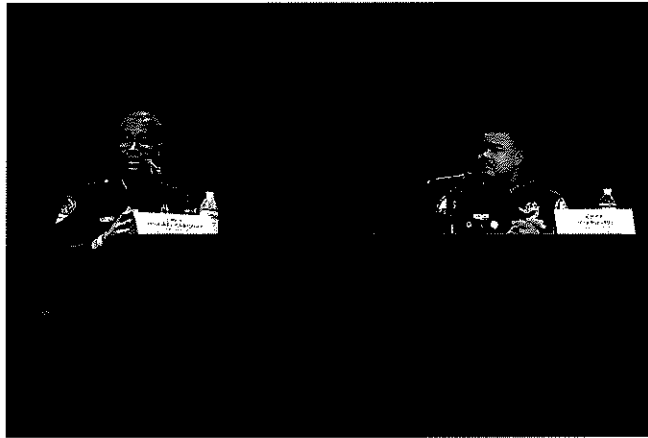
Using Body-Worn Cameras



Through the CJC's LEPC, the **School and Community Safety Initiative** subcommittee was established in response to the Marjory Stoneman Douglas High School tragedy to address the safety of school-aged children. The subcommittee established the Aware and Care website to make it user and community friendly to provide autonomy and inspire individuals in need to seek help without judgment.



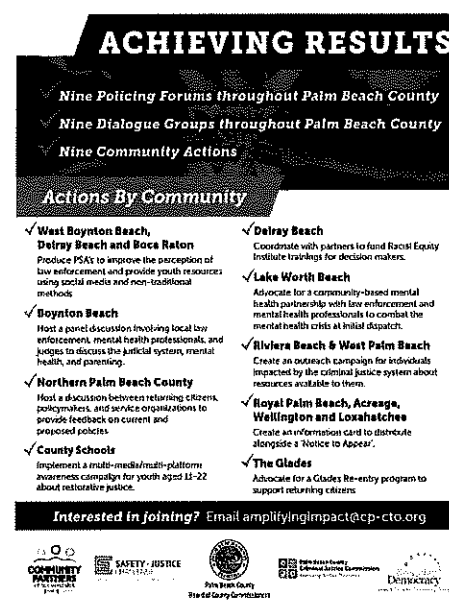
2021 The CJC, *Community Engagement Taskforce* facilitated community Forums on policing between the community and the local Chiefs and Sheriff in PBC. Subject matter experts, law enforcement officers, were front and center at the Policing Forums. From Boca Raton to Jupiter and west to Belle Glade, facilitated discussions were held countywide. In total, nine (9) Policing Forums were held.



Community Partners and Everyday Democracy helped organize Dialogue to Change discussion groups throughout PBC. For five (5) weeks during the summer of 2021 and at the end of the process, an Action Forum and over 170 people participated online.

This water shed moment led to the selection of nine (9) community actions. Members continued to work on an action strategy to implement each idea generated. This process continued until the end of 2021 and will continue with assistance from the CJC and other County Departments until each action is fully realized and completed.

2022 The Frequent Users *“Next Steps”* pilot project launched in October 2022. It was developed as a continuation of the Palm Fuse pilot program to increase access to resources for participants at First-Appearence hearings who are identified as “high systems users” with behavioral health challenges and cycle through the jail for low-level offenses and released for time-served. Participants are defined as individuals with three or more jail bookings in the 24-month period preceding a First-Appearence hearing at which they were sentenced to 10 days or less in jail for “time served”. The goal of this project is to reduce recidivism, improve engagement in treatment, and increase connection to services to address identified needs to increase stabilization. There are 26 participants in the Next Steps pilot program receiving wrap-around services.



ACHIEVING RESULTS

- Nine Policing Forums throughout Palm Beach County
- Nine Dialogue Groups throughout Palm Beach County
- Nine Community Actions

Actions By Community

- ✓ **West Boynton Beach, Delray Beach and Boca Raton**
Produce PSAs to improve the perception of law enforcement and provide youth resources using social media and non-traditional methods.
- ✓ **Boynton Beach**
Host a panel discussion involving local law enforcement, mental health professionals, and judges to discuss the judicial system, mental health, and parenting.
- ✓ **Northern Palm Beach County**
Host a discussion between returning citizens, policymakers, and service organizations to provide feedback on current and proposed policies.
- ✓ **County Schools**
Implement a multi-media/multi-platform awareness campaign for youth aged 11-22 about restorative justice.
- ✓ **Delray Beach**
Coordinate with partners to fund Racial Equity Institute trainings for decision makers.
- ✓ **Lake Worth Beach**
Advocate for a community-based mental health partnership with law enforcement and mental health professionals to combat the mental health crisis at initial dispatch.
- ✓ **Riviera Beach & West Palm Beach**
Create an outreach campaign for individuals impacted by the criminal justice system about resources available to them.
- ✓ **Royal Palm Beach, Acres, Wellington and Loxahatchee**
Create an information card to distribute alongside a “Notice to Appear”.
- ✓ **The Glades**
Advocate for a Glades Re-entry program to support returning citizens.

Interested in joining? Email amplifyingimpact@cp-cto.org

Logos for Community Partners, Safety & Justice, Palm Beach County Sheriff's Office, and Democracy.



CJC supported the *Racing on Highways, Street Takeovers, and Stunt Driving House Bill 399*.

CJC facilitated two **Trauma-Informed Train-the-Trainer** training sessions for Criminal Justice Professionals (Law Enforcement, Courts, Corrections), County Departments (Community Services, Park Rangers, Reentry, Victim Services, and Youth Services), and Community-based agencies in an effort to establish a Trauma-Informed jurisdiction. The training was hosted by the CJC, PBSO, and PBSC between September 19 - 22, 2022, on How Being Trauma-Informed Improves Criminal Justice System Responses. Funding was provided by Palm Beach State College Criminal Justice Institute and PBC PBSO.

The CJC through the facilitation of its Community Engagement Taskforce in partnership with Community Partners of South Florida and its MacArthur Foundation Safety and Justice Challenge Technical Assistance provider, Everyday Democracy successfully implemented a series of ***Community Policing Forums and Dialogues to Change Courageous Conversations*** throughout nine regions of the county. At the end of a 2-year journey, nine (9) community actions were developed and recommended to the BOCC on August 30, 2022. This was the first of such an initiative that moved communities from talk to action to change advocates. The recommendations were to improve youth and police relations, expand racial equity training for jurisdictional leaders, advocacy for mental health response teams, Failure to Appear reductions iCard, implementing restorative justice to fidelity in the schools, and improving reentry services to returning citizens.

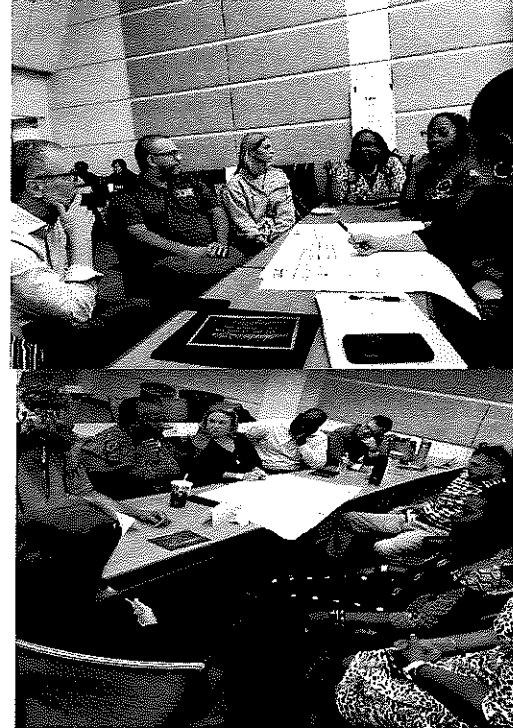
An MOU was established with the DOC Probation Department to purchase ***a new Felony Probation Bus***. The DOC utilize this van to travel to different areas of the county to allow individuals with transportation challenges to report to probation officers in their own neighborhoods.

2023

Under the ***SJC Grant***, the PBC CJC was awarded an additional **\$875,000** to sustain its progress toward safely reducing the PBC jail population and addressing racial inequities through collaboration with the community. A total of **\$4,350,000** has been invested in PBC as part of the Safety and Justice Challenge, which is a \$323 million national initiative to reduce over-incarceration and address racial inequities in the local and criminal justice systems. The CJC held its ***Annual Meeting*** that included over 75 community members participating in the strategic process of determining our priorities through the SWOT Analysis led by Keith Clinkscale, Director of PBC Strategic Planning & Performance Management. As a result, six (6) focus areas: law enforcement, healthcare system, crime prevention, juvenile justice, human services and courts were identified. This meeting included a site visit from MacArthur Foundation's Safety and Justice Challenge Director, Laurie Garduque and Brett Taylor, SJC Site Coordinator and Director of Policy and Practice with the Center for Justice Innovation.

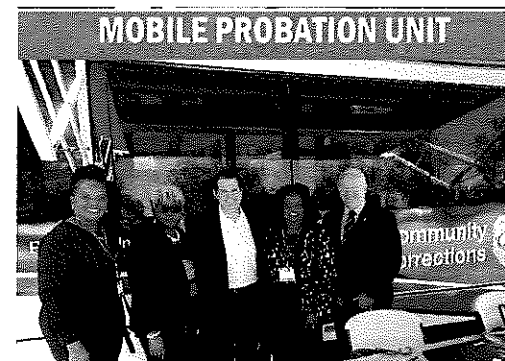
The CJC and Policy Research Inc. (PRI) facilitated a *Sequential Intercept Mapping (SIM)* cross-systems collaboration 2.0 on September 13-14, 2023 at Palm Beach State College. This was a follow-up to the initial SIM held in 2019. The goal was to expand the reach and provide an enhanced response on identifying available resources, determining gaps in services and plan for effective community change in addressing behavioral health interventions at each intercept of the system. There were sixty-seven attendees at this workshop. The participants were divided into groups to identify and create strategies for the top four priorities for PBC. The following are the top four priorities identified for PBC in 2023 from the SIM:

1. Increase structured and affordable housing, including non-traditional system solutions;
2. Ensure access to Behavioral Health services county-wide;
3. Strengthen care coordination that follows the individual, including client/peer advocacy from arrest to reentry;
4. Infuse/engage the community and providers to promote family awareness pre and through criminal justice involvement.



The PBC CJC in partnership with the DOC implemented an innovative first-of-its-kind *Felony Mobile Probation Unit* as an alternative solution to reduce the number of probation violations in PBC and to assist probationers in finding employment in one visit. The Felony Mobile Probation Unit (MPU) was launched in January 2023 and has provided services to 1,922 probationers in PBC.

In July 2023, PBC CJC was recognized with an Achievement Award from the National Association of Counties (NACo). The awards honor innovative, effective county government programs that strengthen services for residents.



Each year, NACo’s Achievement Awards are given in 18 categories that reflect the vast, comprehensive services counties provide. The categories include children and youth, criminal justice and public safety, county administration, information technology, health, civic engagement and more. Launched in 1970, the program is designed to recognize innovation in county government. Each nominated program is judged on its own merits and not against other applications.



“The Achievement Awards demonstrate excellence in county government and the commitment to serve our residents every day,” said NACo President Denise Winfrey. “This year’s winners represent some of the most innovative and collaborative efforts we have seen in over 50 years of presenting these awards.”

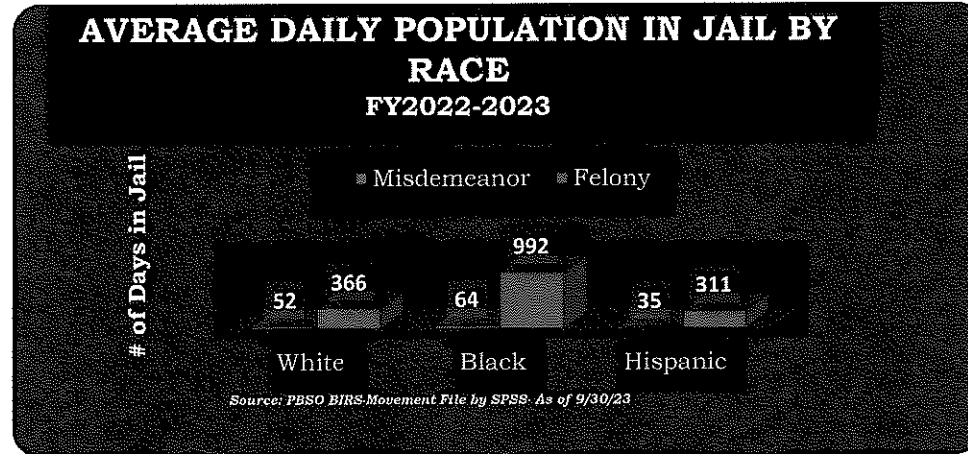
MOBILE PROBATION STATS (JAN. 2023- SEPT. 2023)

Total # of Offenders Served	# of Drug Tests Completed	# of Employed Offenders Reporting	# of Unemployed Offenders Reporting	# of Disabled Offenders Reporting	# of Retired Offenders Reporting
1,694	230	975	417	92	190

The CJC and the Justice Management Institute (JMI) facilitated a *Jail "Stress Test" Assessment* designed to evaluate the local jail population and assist in developing effective strategies to mitigate case processing delays and assist in developing a more efficient pre-trial sentencing business model that safely reduces the in-custody waiting period. The participants included representatives from the SAO, PD, PBC Clerk and Comptroller, PBC Pretrial Services, PBSO, Probation Services, and PBC Court Administration who identified issues and created strategies to improve case processing. They reviewed forty-two cases randomly and provided their input and recommendations on improving the efficiency of the case processing system. As a result, of the jail “stress test” assessment, a workgroup was established to further evaluate additional methods



to safely reduce the jail population and to discuss strategies on ways to reduce case processing delays.



The CJC sought BOCC approval to amend *Chapter 2, Article V, Division 5* of the PBC Code of Ordinances to include an expanded private sector membership reflective of the County and diversity in community voice. On September 26, 2023, these recommended amendments were presented to the CJC and supported unanimously. The recommended amendments were presented to the PBC Economic Council and there was no opposition. After the second reading, the amended ordinance was approved by the PBC Commissioners on November 21, 2023.



The CJC operates through a committee process and invites professionals, citizens, and interested parties from a wide range of disciplines to participate. Each year, over 200 people volunteer their time and talents on various committees to: provide overall coordination to law enforcement and crime prevention efforts in the county; ensure an efficient, just and cost effective criminal justice system in the county; and affect the reduction of crime in the county on a permanent basis. This equates to 2,300 volunteer hours in 2023.

CJC 2023 Staff

Regenia Herring, Executive Director

Damir Kukec, Planning and research manager

Rosalind Murray, Senior Criminal Justice Analyst

Katherine E. Shover, Criminal Justice Systems Manager

Dawn Caveness-Davenport, Senior Criminal Justice Analyst

Brad Allen, Criminal Justice Analyst

Stephanie Moliere, Senior Criminal Justice Analyst

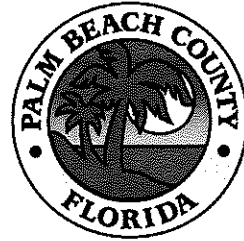
Margo Smith, Criminal Justice Analyst

Christopher Sydell, Criminal Justice Analyst

Amii Blount, Administrative Assistant III



Palm Beach County Board of County Commissioners



Maria Sachs, Mayor, District 5

Maria G. Marino, Vice-Mayor, District 1

Gregg K. Weiss, District 2

Michael A. Barnett, District 3

Marci Woodward, District 4

Sara Baxter, District 6

Mack Bernard, District 7

Verdenia C. Baker, County Administrator

Todd Bonlarron, Assistant County Administrator

Attachment # 2



Palm Beach County Criminal Justice Commission

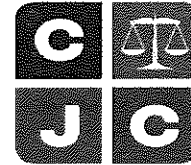
CJC

35-Year Historical Snapshot

Key Highlights



*Palm Beach County
Criminal Justice Commission
Palm Beach County
West Palm Beach, FL 33401*



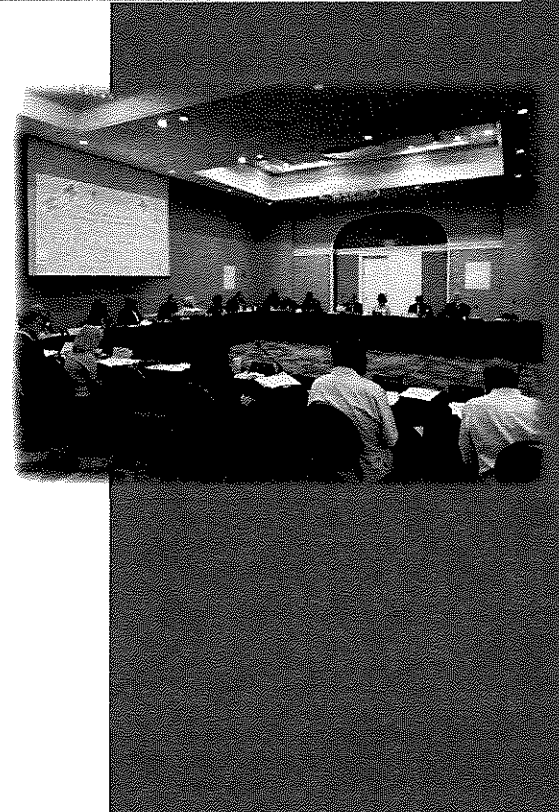
Background

March 19, 1987 – Countywide convention in Miami of approximately 100 PBC criminal justice, business and community leaders to discuss Palm Beach County's criminal justice system.

Findings:

1. The county's criminal justice system embraced different levels of government, including the numerous municipalities, county, criminal and civil courts, and local, state, federal and regional agencies.
2. Despite this, the criminal justice system remained fragmented and lacked coordination.

Recommendation: The Board of County Commissioners establish the Criminal Justice Commission (CJC).





Mission and Objectives

In 1988, an ordinance was created and established two membership categories for the CJC:

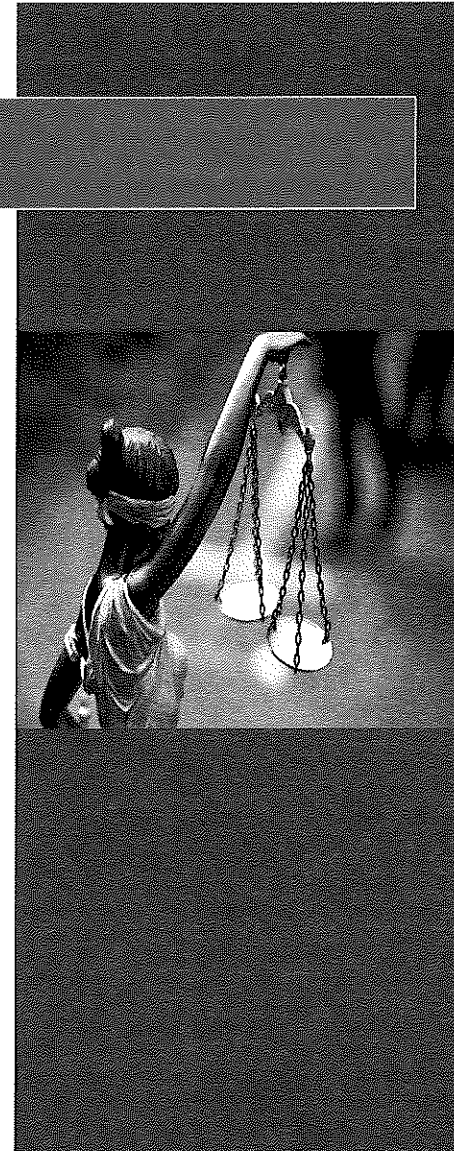
1. **Public Sector** - representing local, state, and federal criminal justice and governmental agencies; and
2. **Private Sector** - business and community leaders in the county representing a broad-range of backgrounds, perspectives and experiences.

Mission

To *study all aspects* of the criminal justice and crime prevention systems within the federal, state, county, municipal and private agencies within the county. This purpose shall include the *study* of the health and human services and educational systems, among others, as they pertain to criminal justice or crime prevention.

Objectives:

1. To provide overall coordination to law enforcement and crime prevention efforts in the county;
2. To provide an efficient, cost-effective, and timely criminal justice system in the county; and
3. To affect the reduction of crime in the county on a permanent basis.





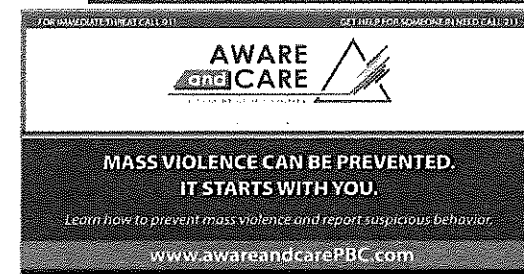
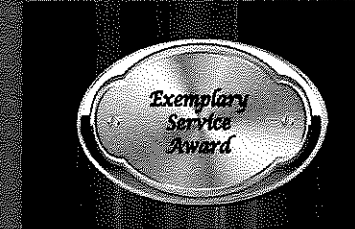
Notable Achievements

During its earlier years, the CJC, in partnership with Economic Council, conducted a *comprehensive analysis of the criminal justice system* resulting in 75 recommendations. The following summarize those deliverables:

- Created taskforces to improve communications, coordination and collaboration;
- Streamlined system processes; and
- Leveraged funding and program services.

During its history, the CJC *piloted and supported signature and unprecedented collaboration projects* such as:

- Weed and Seed
- Community Court
- Civil Drug Court (*credit to Retired Circuit Judge Edward Rodgers*)
- Reentry Programs
- Youth Violence Prevention – Youth Empowerment Centers
- Domestic Violence Coordinate Community Response (CCR)
- Aware and Care website.





Notable Achievements



Supported by the John D. and Catherine T. MacArthur Foundation

Research and Evaluation

- MacArthur Foundation SJC – *reducing jail population and racial disparities*
 - Text Reminder System
 - Frequent User research (PalmFuse/Next Steps projects)
 - Data decision-making
 - Sequential Intercept Mapping
 - Probation Bus – NaCO Award
 - Best-practice research:
 - FSU – pretrial release practices
 - FAU – Criminal justice & behavioral health interventions





Notable Achievements

Community Engagement

- Citizens Criminal Justice Academy
- Community Forums on Policing
- Dialogues to Change – Courageous Conversations
- Infusing Community Voices

Legislative Advocacy

- Combat Auto Theft ordinance
- Racing on Highways, Street Takeovers, and Stunt Driving
- Stand Your Ground
- Ban the Box



ACHIEVING RESULTS

- ✓ *Nine Policing Forums throughout Palm Beach County*
- ✓ *Nine Dialogue Groups throughout Palm Beach County*
- ✓ *Nine Community Actions*

Actions By Community

- ✓ **West Boynton Beach, Delray Beach and Boca Raton**
Produce PSA's to improve the perception of law enforcement and provide youth resources using social media and non-traditional methods.
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- ✓ **Lake Worth Beach**
Advocate for a community-based mental health partnership with law enforcement and mental health professionals to combat the mental health crisis at initial dispatch.
- ✓ **Riviera Beach & West Palm Beach**
Create an outreach campaign for individuals impacted by the criminal justice system about resources available to them.
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Create an information card to distribute alongside a 'Notice to Appear'.
- ✓ **The Glades**
Advocate for a Glades Re-entry program to support returning citizens.

Interested in joining? Email amplifyingimpact@cp-cto.org





Criminal Justice Commission

Thank You!



**EVALUATING THE EFFICACY OF PRETRIAL
CHANGES INTENDED TO REDUCE THE JAIL
POPULATION: PRETRIAL SERVICES'
SUPERVISION UNIT**

A Final Report for Prepared for the Palm Beach
County Criminal Justice Commission

JENNIFER E. COPP AND THOMAS G. BLOMBERG

FLORIDA STATE UNIVERSITY

Executive Summary:

1. The September 2017 changes to pretrial supervision increased the probability of SOR release among those who were released pre-disposition.

These changes did not, however, increase the probability of pretrial release. Instead, it appears that some individuals who would have otherwise been released on money bond were released SOR.

2. Despite increases in the probability of SOR release among those released pretrial, there were no increases in pretrial failure.

Rates of FTA, NCA, and NVCA among SOR releasees were substantively similar during the periods before and after the changes.

3. Following the changes, SOR IV was the modal category of SOR release, followed by levels III, II, and I, respectively.

4. Rates of pretrial failure increased slightly across the SOR levels, consistent with the notion that individuals at greater risk of pretrial failure are assigned to more intensive levels of supervision.

These increases were most notable for NCA, while smaller increases were observed across SOR levels for FTA. Rates of NVCA were substantively similar across risk levels.

Taken together, these findings suggest that efforts to expand the range of supervision levels within the Palm Beach County Pretrial Services Program resulted in increased utilization of SOR with no adverse effects on court efficiency or community safety. However, these gains did not contribute to increases in pretrial release. Instead, they appear to have shifted the release mechanism for a subset of individuals who likely would have been released on money bond prior to the changes. Given the low levels of pretrial failure observed across the sample as a whole, and individuals characterized as low risk in particular (SOR I), greater utilization of personal recognizance release is likely to maintain the current levels of pretrial compliance while further reducing the financial burden of either money bond or pretrial supervision.

Introduction

Over the last several years, Palm Beach County has instituted a range of changes aimed at reducing unnecessary pretrial detention and improving court efficiency. Much of this has been in conjunction with the MacArthur Foundation, during the course of Palm Beach County's involvement in the Safety and Justice Challenge (SJC). At the outset of the SJC, representatives from both the MacArthur Foundation and the county established a set of goals (e.g., percent reduction in the jail population) and strategies for how those may be accomplished. Similar to other jurisdictions around the country, an early focus was the Palm Beach County Pretrial Services Program. Pretrial Services provides a variety of functions in the county, including verifying and presenting information to courtroom workgroup members at first appearance, in addition to providing supervision to pretrial defendants in the community. Early on, that supervision was limited to a single level of services; however, in September 2017, the range of supervisory levels offered by pretrial services was expanded to four, which potentially allowed for judges to release a broader range of defendants on supervised own recognizance (SOR) bonds.

Since that change, there have been no systematic efforts to evaluate the shift from one to four levels of supervision. Using data from the Palm Beach County Jail, Clerk of Courts, and Pretrial Services, researchers from Florida State University's College of Criminology and Criminal Justice undertook an evaluation of the impact of this change on the likelihood of pretrial release and pretrial release outcomes (i.e., failure to appear (FTA), new criminal activity (NCA), and new violent criminal activity (NVCA)). The preliminary findings of that evaluation are described below.

Background

Pretrial services agencies have existed in the criminal justice system for more than half a century. The first of these was established in New York City as the Manhattan Bail Project (Ares et al., 1963). Although more widely known for launching the bail reform movement, the Manhattan Bail Project also brought to light the potential for release decisions to be more consistent and less determined by a defendant's wealth, provided that these were guided by systematic, verified information about the defendant. In the decades since, pretrial services programs have proliferated across the country.

Despite their ubiquity, there is wide variation in pretrial service programs, including the types of services that they provide, where they are housed, and how they are funded. The American Bar Association and the National Association of Pretrial Services have provided some guidance on the services and practices that should be present, including the 1) systematic gathering of information about defendants to aid judicial officers in making release decisions, 2) assessment of the defendant's likelihood of failure to appear and rearrest, and 3) provision of supervision in the community for those defendants who are conditionally released prior to the resolution of their charge(s) (Clark & Henry, 2003).

Over the last several decades, there have been several attempts to evaluate the efficacy of pretrial supervision; however, the findings of this work are mixed. Based on a review of the most recent research, Bechtel and colleagues (2022) suggest that "a 'less may be more' approach may be more effective for pretrial populations in terms of increasing community safety and court appearance outcomes (p. 37). This is an important insight given recent moves to expand pretrial services as jurisdictions attempt to reduce their jail populations and their reliance on money bond. Researchers and legal and policy experts have voiced concerns about the expansion of

pretrial services, as reductions in pretrial detention may be met by the most punitive forms of pretrial release (e.g., electronic monitoring). This is especially concerning as the available research clearly documents that overly onerous conditions of pretrial release undermine pretrial success by increasing the risk of technical violations among those who likely otherwise succeed absent such conditions (e.g., Sainju et al., 2018). Yet changes to pretrial supervision need not result in the expansion of intensive supervision, as some programs may opt to grow in ways that increase the opportunities for less intensive approaches to supervision, consistent with the recent changes implemented in Palm Beach County. Such changes may contribute to increased rates of pretrial release with no negative impact on levels of pretrial compliance. To consider this possibility, we evaluate the effect of the recent changes implemented in Palm Beach County.

Data and Methods

To examine whether the September 2017 changes to pretrial services instituted in Palm Beach County, Florida affected rates of court appearance rearrest, researchers from FSU conducted a series of analyses using case-level data from the clerk of courts, jail, and pretrial services. These analyses focused on all individuals booked into the Palm Beach County Jail between May 1, 2015 and December 31, 2019 on felony or misdemeanor charges. These dates are anchored around the September 2017 changes to ensure equal coverage of the period preceding and following the shift from one to four supervision levels within the Palm Beach County Pretrial Services Program.

A series of outcomes were tracked from the time of booking until the case was disposed or for 12 months, whichever came first. This follow-up period ensured the same duration of at-risk periods for all individuals. We began by tracking overall levels of pretrial release, in

addition to levels of SOR. For comparison purposes, we also examined temporal patterns in money bond and personal own recognizance release. Next, we evaluated the likelihood of pretrial release. Then, among those released, we examined the likelihood of SOR. Finally, we considered the full range of pretrial failure outcomes, including FTA, NCA, and NVCA. FTA was defined as a defendant failing to appear for any court event in the case during the follow-up period. NCA was defined as any new booking for a misdemeanor or felony charge during the follow-up period. NVCA was defined as a new booking for a violent crime during the follow-up period.

Results

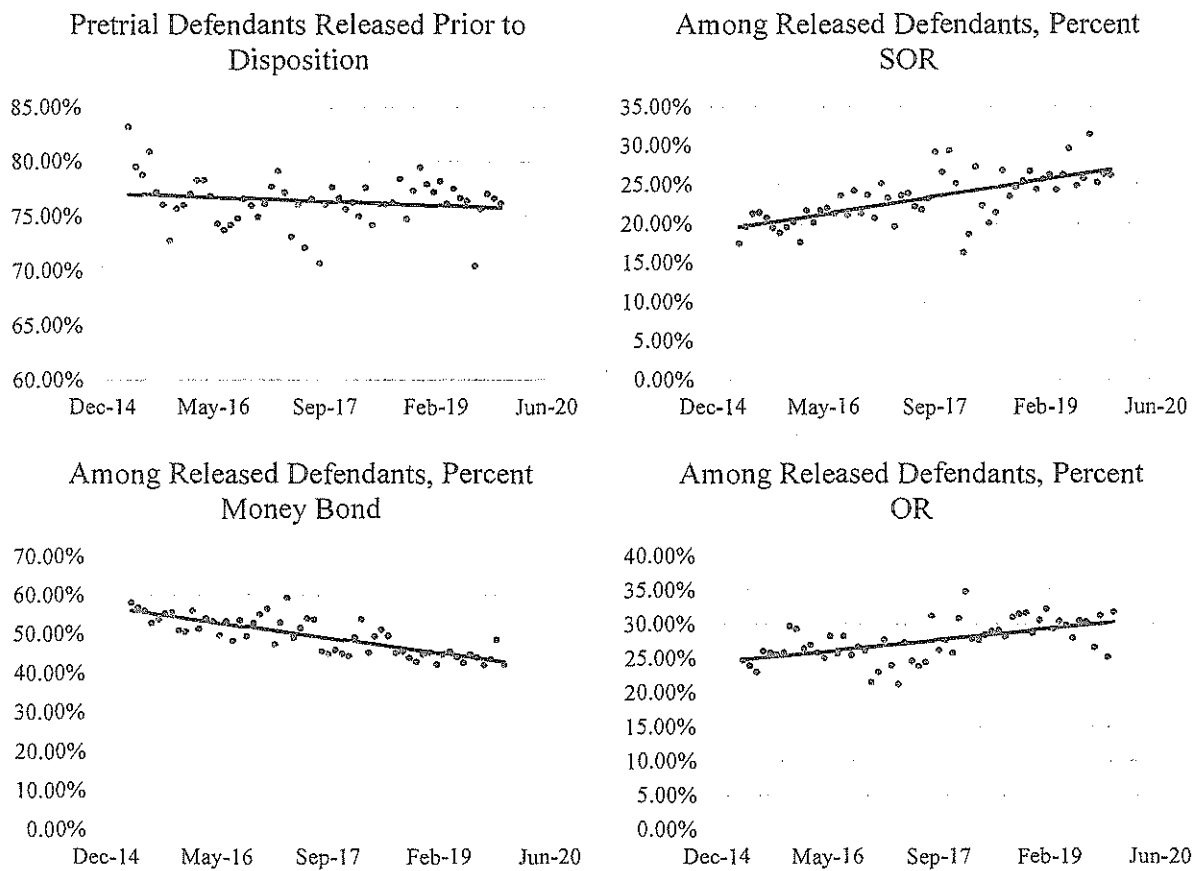
As indicated above, the change to pretrial services that occurred in September 2017 expanded the levels of supervision provided by the Palm Beach County Pretrial Services Program. Our findings suggest that this change (i.e., the expansion of pretrial supervision levels from one to four) increased the odds of being released to pretrial services (i.e., SOR).

Figure 1 presents trends in pretrial release across the study period. The dots represent the monthly share of individuals released. The first image reflects the share released among all defendants booked during the period. The subsequent images (SOR, money bond, OR) depict the share released via a given mechanism among those who were released pretrial. For example, focusing on the image characterizing SOR releases, 26% of individuals released pretrial in December 2019 were released SOR.

There are a couple of discernable patterns in the data. First, the overall share of individuals released pretrial is largely stable. However, among those released, there is a notable

increase in the share released SOR (and OR). Second, there is a corresponding decrease in the share of individuals released via money bond across the period.

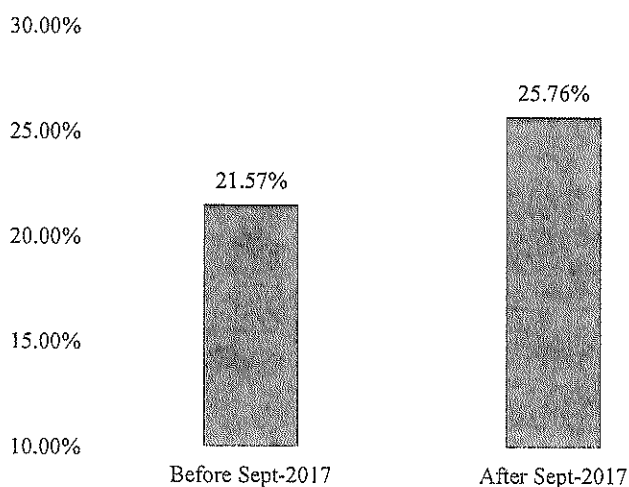
Figure 1. Time Trends in Pretrial Release



Although these descriptive findings suggest an increase in the use of SOR after the 2017 change, these analyses cannot rule out the possibility that these differences are attributable to differences in the types of individuals booked into the Palm Beach County Jail before and after the September 2017 change to pretrial supervision levels. To account for this possibility, we estimated a series of regression models to estimate the odds of a defendant being released SOR,

net of a range of defendant background, current charge, and criminal history information. These models indicated that the change to pretrial supervision, which expanded their range of services to offer four different levels of supervision for individuals released to their custody, resulted in a significant increase in the odds of SOR release. After controlling for defendant and case factors, roughly 22% of released defendants were released SOR prior to the change as compared to 26% of defendants during the post-change period (Figure 2). Furthermore, these increases were not isolated to a particular racial or ethnic group, as the probability of SOR release was higher during the post-change period among non-Hispanic white (24% vs. 29%), non-Hispanic Black (19% vs. 23%), and Hispanic or Latino (21% vs. 25%) individuals.

Figure 2. Probability of SOR Release Before and After Expansion of Pretrial Supervision

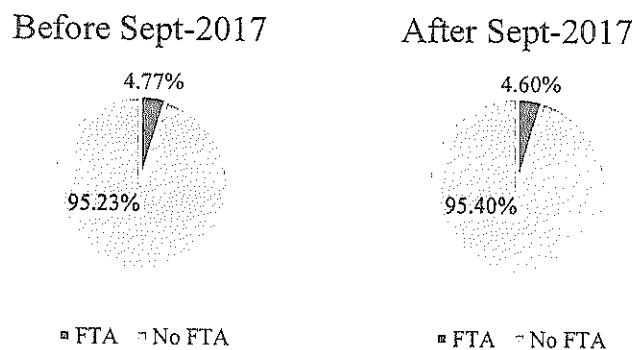


This translates to an additional 1,378 individuals released SOR during the post-change period than if the pre-change rates of SOR release had remained stable. Because similar shares of individuals were released during the pre- and post-change periods, these additional 1,378 individuals released SOR are mostly likely individuals who would have otherwise been required

to post monetary bond to secure release had the change not been instituted. These findings suggest that the changes to pretrial supervision increased the percent and number of individuals released under the supervision of pretrial services. A remaining question is whether these changes resulted in corresponding increases in missed court appearances or new crimes.

In a series of analyses, we examined the impact of the expansion of pretrial services on FTA, NCA, and NVCA. Similar to the findings outlined above, these outcomes were examined using logistic regression techniques to examine the odds of pretrial failure, net of key defendant, case, and criminal history factors. Overall rates of pretrial failure to appear during the study period were roughly 4%, suggesting that the vast majority (96%) of individuals released pending the resolution of their case attended all required hearings. Despite these low levels of nonappearance in court, an unanswered question was whether rates of FTA had increased since the changes were implemented to pretrial supervision in 2017.

Figure 3. Probability of FTA Before and After Expansion of Pretrial Supervision

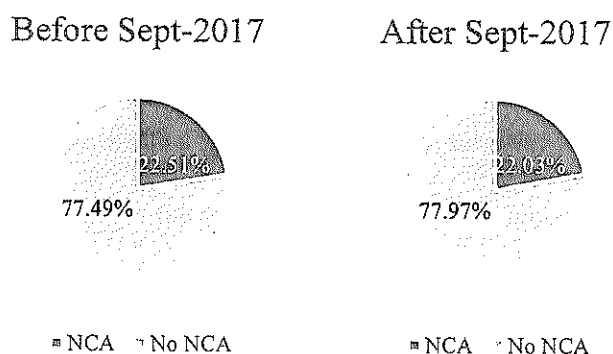


Defendants released pretrial were tracked until their case was disposed or for 12 months, whichever came first. Using data from the Clerk of Courts, we determined whether individuals failed to appear for a scheduled court event. Results indicated that the change to pretrial

supervision had no effect on the odds of pretrial failure to appear. After controlling for defendant background, current charge, and criminal history information, 4.77% of defendants were expected to miss a court appearance during the pre-change period as compared to 4.60% after the changes (Figure 3). These patterns were consistent across racial and ethnic groups, suggesting that expected rates of FTA were similar during the pre- and post-change periods across race/ethnicity (4.63% vs. 4.46% non-Hispanic whites; 4.97% vs. 4.78% non-Hispanic Blacks, and 4.59% vs. 4.42% Hispanic or Latino).

We also tracked defendants during the follow-up period (until case disposition or for 12 months) to determine whether they had been rebooked into the Palm Beach County Jail on new misdemeanor or felony charges. In analyses controlling for relevant defendant background, current charge, and criminal history information, our results indicated that there was no increase in the odds of new criminal activity during the period following the changes to pretrial supervision.

Figure 4. Probability of NCA Before and After Expansion of Pretrial Supervision

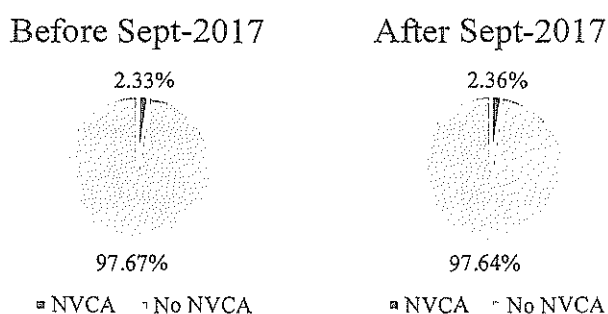


After controlling for relevant factors, 22.5% of defendants were expected to be arrested prior to the changes as compared to 22.03% after the changes (Figure 4). These patterns were

consistent across racial and ethnic groups (21.86% vs. 21.32% non-Hispanic white; 23.36% vs. 22.78% non-Hispanic Black, and 21.91% vs. 21.34% Hispanic or Latino). Thus, the majority of defendants—nearly four in five during the pre- and post-change periods—were not booked on new charges during the follow-up period. Although rates of new criminal activity during the pretrial period are relatively low, an issue of particular concern to the public and system stakeholders alike is the extent of new violent criminal activity. Accordingly, in a final set of analyses we examined whether defendants were rearrested on violent charges during the follow-up period.

Our findings revealed that the change to pretrial supervision, which included an expansion of pretrial services' supervision levels, had no effect on the odds of new violent criminal activity among individuals released SOR pending the resolution of their case. Accounting for defendant background, current charge, and criminal history information, just 2.3% and 2.4% of defendants during the pre- and post-change periods were expected to be rebooked on a new violent crime, respectively (Figure 5). Similar to the findings for FTA and NVCA, these patterns were consistent across race/ethnicity (2.03% vs. 2.03% non-Hispanic white, 2.70% vs. 2.70% non-Hispanic Black, and 2.04% vs. 2.04% Hispanic or Latino).

Figure 5. Probability of NVCA Before and After Expansion of Pretrial Supervision



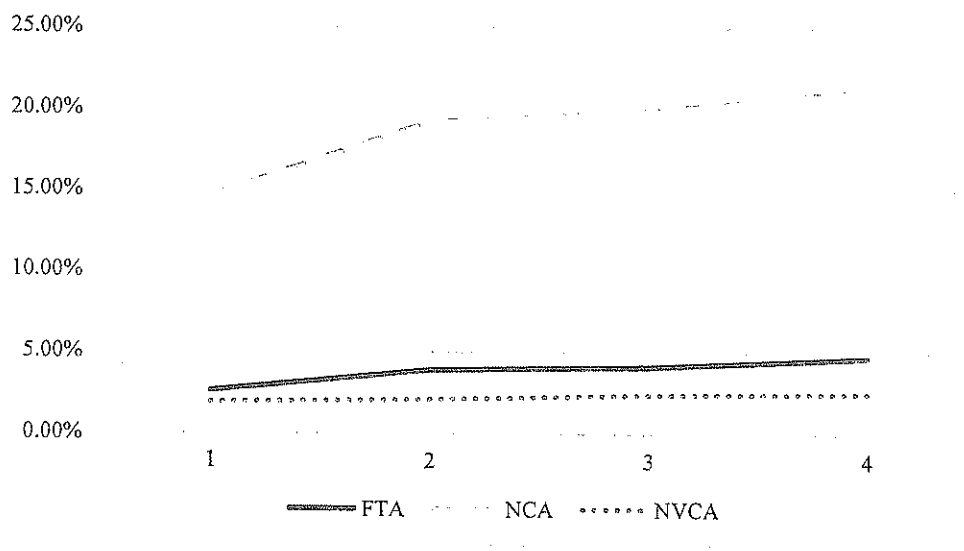
Supplemental Analyses

In supplemental analyses, we estimated a series of propensity score models. This approach creates matched comparison groups of individuals from the pre- and post-change periods such that the only observable difference between these groups is the period in which individuals were booked. Accordingly, any observed differences in the likelihood of pretrial failure can be attributed to the shift in pretrial supervision across the period, and not differences between the types of individuals who were booked before and after the change. This approach attempts to approximate the types of findings generated from an experimental design in which treatment assignment is random. Our findings from these analyses were substantively identical to those generated from the multivariate models and revealed no differences in the odds of pretrial failure—including FTA, NCA, and NVCA—across the periods.

Although the primary focus of our analyses was on the effect of the change to pretrial services from one to four levels of supervision, there was additional stakeholder interest in more explicitly exploring the four levels of SOR established in September 2017. We thus focused on the period following the September 2017 change to explore the likelihood of release to SOR I, II, III, and IV among those released via SOR. In models adjusting for defendant background, current charge, and criminal history factors, the probability of release to levels I through IV was 13%, 15%, 27%, and 45%, respectively. Thus, we determined that despite broadening the range of SOR levels, SOR IV—which is similar to the level of supervision provided prior to the September 2017 change—is the modal category of SOR release. In contrast, relatively few individuals were released to the least restrictive levels of SOR.

We also considered levels of pretrial failure across the four levels. In logistic regression models estimating the odds of FTA, NCA, and NVCA, we found patterns of pretrial failure consistent with expectations. More specifically, the probability of pretrial failure increased across the levels of SOR in a monotonic fashion, such that the probability of FTA was 2.6%, 3.9%, 4.1, and 4.7%; the probability of NCA was 14.6%, 19.2%, 19.9%, and 21.2%; and the probability of NVCA was 1.9%, 2.1%, 2.4%, and 2.5% across SOR levels 1-4, respectively (Figure S1). Given the very low levels of rearrest for a violent crime observed across all risk levels, the differences in the probability of NVCA across SOR levels is negligible. Similarly, there is a slight increase in the probability of FTA across SOR levels 1-4. The largest differences are observed for NCA, where the probability of rearrest ranges from 15% among SOR I releases to 21% among those released on SOR IV. Although the substantive differences between levels across the pretrial failure outcomes is, in some cases, small, the general patterns suggest that the assignment of individuals to supervision levels is largely in line with their odds of pretrial failure.

Figure S1. Probability of Pretrial Failure by SOR Level



Conclusion

In September 2017, Pretrial Services' Supervision Unit expanded their range of services to offer four different levels of supervision, instead of a single, universal level, to individuals released pretrial on SOR. This approach is consistent with best practices in supervision conditions, which recommend that conditions be tailored to the individual to ensure that they are realistic (i.e., few in number and attainable) and relevant (i.e., customized to individual risks and needs). It is also consistent with the goals of the SJC, which included approaches that reduce unnecessary levels of pretrial detention. The analyses contained in this report evaluate whether the changes to pretrial supervision increased levels of pretrial release and, moreover, whether these changes were associated with increases in pretrial failure.

Focusing on all misdemeanor and felony bookings during a nearly five-year period, including the 28 months before and after changes were made to pretrial services' supervision levels, we conducted a series of descriptive and multivariate analyses. Our findings revealed that following the September 2017 changes to pretrial supervision, the percent of defendants released SOR increased. Furthermore, the pattern of increased rates of SOR release in the period following the changes to pretrial supervision was observed for all racial and ethnic groups included in the evaluation (i.e., non-Hispanic white, non-Hispanic Black, and Hispanic or Latino). However, this change did not appear to affect *whether* individuals were released, but rather *how* they were released. More specifically, we did not observe an increase in the likelihood of pretrial release during the post-change period. Instead, we observed increases in the likelihood of SOR release alongside declines in the likelihood of release on money bond. Despite increases in the number and percent of individuals released SOR following the September 2017

changes, there were no increases in pretrial failure, including 1) pretrial failure to appear, 2) new criminal activity, and 3) new violent criminal activity. In addition, similar levels of pretrial failure were observed during the pre- and post-changes periods across racial and ethnic groups.

Taken together, these findings suggest that the changes instituted within the Palm Beach County Pretrial Services Program have resulted in increases in the number and share of individuals released SOR. Furthermore, this has been accomplished without jeopardizing public safety or court efficiency. However, these changes did not contribute directly to reductions in pretrial detention. Future research should consider the net costs of SOR for defendants, including whether these changes—which largely resulted in individuals being released SOR who would have otherwise posted money bail—increased or decreased their financial burden. Given the low levels of pretrial failure observed among individuals released pretrial in Palm Beach County, and among those released to SOR I in particular, it is likely that the court could increase levels of personal recognizance release while still maintaining high levels of pretrial compliance. This approach would prove more cost effective to the county (i.e., lower supervision costs) and the defendants (i.e., avoid the fees associated with pretrial supervision) alike.

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**EVALUATING THE EFFICACY OF
PRETRIAL CHANGES INTENDED TO
REDUCE THE JAIL POPULATION:
PRETRIAL SERVICES' SUPERVISION
UNIT**

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Florida State University



Background

- Historically, pretrial services in Palm Beach County was limited to a single level of services
- In September 2017, the range of supervisory levels offered by pretrial services was expanded to four
- Rationale:
 - To increase rates of pretrial release
 - To better match individuals to appropriate release conditions based on risk
- What was the impact of this change?



Research Questions

1. How did the changes to pretrial services influence patterns of pretrial release?
2. Were these changes associated with increases in pretrial failure to appear?
3. Were these changes associated with increases in pretrial rearrest?



Results

- The changes to pretrial services did not correspond to increases in rates of pretrial release
 - However, among those released, a greater share were released to pretrial services after the changes
- The changes had no effect on the likelihood of individuals failing to appear or being rearrested



Conclusions

- The changes to pretrial services increased the number and share of individuals released to pretrial services
- This was accomplished without jeopardizing public safety or court efficiency
- Nevertheless, these changes did not influence the likelihood of pretrial release
 - Rather, they influenced *how* individuals were released

