



**Annual Report  
2018**

# Table of Contents



**4** Message from the Chairman

---

**6** CJC History and Mission

---

**8** 2018 Primary Achievements

---

**10** Message from  
CJC Executive Director

---

**11** CJC Staffing & Operations

---

**12** 2018 CJC Officers

---

**14** 2018 CJC Members

---

**15** 2018 CJC Organizational Chart

---

**17** CJC 2018 Initiatives

- 18 Corrections Task Force
- 20 Citizen's Criminal Justice Academy
- 24 Community Engagement
- 28 Law Enforcement Planning Council
- 30 PBC School Safety Initiative
- 32 MacArthur Safety and Justice Challenge



## **2018 Palm Beach County Board of County Commissioners**

**Melissa McKinlay**

Mayor

**Mack Bernard**

Vice Mayor

**Hal R. Valeche**

**Paulette Burdick**

**Dave Kerner**

**Steven L. Abrams**

**Mary Lou Berger**

**County Administrator**

**Verdenia C. Baker**

# A Message from the Chairman

**O**n behalf of the members of the Criminal Justice Commission (CJC), I am pleased to present our Annual Report for 2018. This report provides details of the CJC's work and achievements during the past year.

The most notable accomplishment of this past year was the CJC's work implementing the \$2-million Safety and Justice Challenge Grant from the John D. and Catherine T. MacArthur Foundation awarded in October 2017. This grant continued our local efforts to implement criminal justice system reforms to safely reduce our jail population and address racial and ethnic disparities in that population. This is a tremendous system-wide effort to implement best practices to address the greatest drivers of incarceration in our local jail. Details of the work involved in this project can be found later in this report.

After the mass casualty attack at Marjory Stoneman Douglas High School in Broward County, the CJC at

its Annual Planning meeting in February, created a School Safety Subcommittee under the Law Enforcement Planning Council to work on issues of coordination and prevention. They worked with first responders to ensure our County is ready to respond in the event of an active attack by bringing together law enforcement, fire rescue, emergency management, and other entities to review training and policies. They were also kept informed of the statewide commission created by Governor Scott to review the Broward incident and make recommendations, as well as recent reports by the U.S. Secret Service, Federal Bureau of Investigation, and others to ensure our County benefits from the latest methods to prevent and respond to these incidents. A separate behavioral health track was created later in the year in partnership with the Children's Services Council, to work with providers, the School District's School Safety Office, the Sheriff's Office Behavioral Health Unit and others on prevention.

**Mr. Gerald Richman**  
Chairman



The CJC's community outreach efforts continued to reach residents through the County. The Community Engagement Team held events in a variety of communities including, West Palm Beach, Boynton Beach, and Belle Glade. These "Community Conversations" were designed to listen to feedback from residents about our system of justice, engage in dialogue, and build greater partnerships. Our Citizen's Criminal Justice Academy conducted three sessions and graduated 150 participants. This 12-week free course provides interactive learning about all aspects of the local criminal justice system taught by local system professionals and includes tours of the county jail, 911 operations, the Medical Examiner's Office, and the Main Courthouse.

The work of the CJC involved all aspects of the criminal justice system. Our Law Enforcement Planning Council continued its tradition of bringing together the 24 local police chiefs, the Sheriff's Office,

and state and federal agencies in monthly meetings to share information, examine crime trends, and collaborate on issues of importance. Finally, our Corrections Task Force continued to monitor the jail population.

All of these accomplishments are the result of a shared belief amongst leaders in our local criminal justice system, private sector, and government, that working together improves justice outcomes in our community. As I end my first year as CJC Chair, I reflect on the unique nature of the CJC and commend the County Commission for the confidence it places in this organization. I am proud of the accomplishments during this past year that I know will have lasting positive impact.





# History & Mission of the CJC

## **THE PALM BEACH COUNTY CRIMINAL JUSTICE COMMISSION (CJC)**

The CJC was created by a Palm Beach County Ordinance in 1988. It has 21 public sector members representing local, state, and federal criminal justice and governmental agencies, 10 private sector business leaders representing the Economic Council of Palm Beach County, and one clergy member nominated by a variety of clergy associations in the county representing a broad-range of faiths. County officials and business leaders built a unique partnership when they created the CJC. The theory of government and business working as a team to solve the problems of a community was unique. The CJC remains the statewide model for Florida. There are other similar entities, but they differ from the CJC in the inclusion of business leaders and process.

The CJC thrives on challenge. Crime affects everyone in some way. The CJC believes in a holistic approach to address crime that involves practically every branch of government in collaboration with the private sector, community agencies, and residents. The CJC has had great success in building partnerships among these groups with proven results such as, the creation of community programs, efficiency improvements and cost-saving measures, and finding new sources of program funds. CJC members take their role seriously and dedicate much of their own time and effort toward making the local justice system better. Residents of Palm Beach County can be proud that these partners come together on a regular basis to make the local system of justice the best it can be.



### MISSION

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.



### VISION

Cultivate and enrich local criminal justice practice, policy, and program development by serving as a catalyst to bring together criminal justice and related agencies in partnerships



### OBJECTIVES

To provide overall coordination to law enforcement and crime prevention efforts in the county

To provide an efficient, cost effective and timely criminal justice system in the county

To affect the reduction of crime in the county on a permanent basis.



### CORE VALUES

An efficient, effective, and timely criminal justice system is vital for the health, safety, and welfare of the County

Decisions made by a consensus of all interested parties is fundamental to unity

Expertise and experience of local professionals is an invaluable knowledge base to draw upon

Crime is best addressed through cooperative efforts that involve both public and private sectors

An open forum for the discussion of issues is imperative for genuine and candid debate

Successful model programs and national/international trends can benefit local communities

Neutral leadership is the best foundation for examining issues in a fair and independent process (not directed by any single criminal justice agency)

Success is more certain when all interested parties have a say in crafting solutions

Courage to seek bold innovative approaches produces remarkable results

# 2018 Primary Achievements

## CJC'S NEW LOGO

A new logo was adopted for the CJC with a new slogan defining the overall mission of the CJC:



## MACARTHUR SAFETY & JUSTICE CHALLENGE

Work continued to implement strategies from the October 2017 awarded \$2-million grant by the John D. and Catherine T. MacArthur Foundation.

## Court Reminder System

A text-based Court Reminder System was implemented in November to reduce the numbers of failures to appear in jail.

## Racial and Ethnic Disparity (RED)

A RED Team was formed and met monthly with the W. Haywood Burns Institute (BI) providing technical assistance in performing data analysis and presentations to the Team. The CJC hired a Senior Criminal Justice Analyst focused on this topic who began developing a plan to do system-wide Implicit Bias/Systemic Racism training.

## Pretrial Risk Assessment Instrument

Review and evaluation of the instrument continued from its implementation September 2017. Data metrics were created to track judicial match rates with the instrument's recommended release matrix and process improvements were made.

## PalmFUSE

Two individuals were housed by The Lord's Place with HUD funding and development of a Request For Proposals was in progress to obtain providers to implement the program. A contract with Florida Atlantic University was executed to conduct a process and implementation evaluation.

## Case Processing Efficiencies

A Case Processing Team was formed and began discussion on methods to realize a reduction in the average length of stay for pretrial inmates.

## Data Collection, Analysis and Performance Measures

The collection of data from our primary sources was refined and enhanced to increase accuracy and performance measures were created to track each of our strategies.

## COMMUNITY ENGAGEMENT TEAM

Four (4) events were held in the community that engaged over 400 residents in Boynton Beach, Belle Glade, Jupiter, and West Palm Beach in discussion about race and the local criminal justice system. A supplemental grant with the MacArthur Foundation just for community engagement was sought and obtained for \$150,000.

## CITIZEN'S CRIMINAL JUSTICE ACADEMY

Over 150 members of the public graduated from the 3 academies hosted in the coastal and western communities totaling 28 weeks of classes this year.



## **CORRECTIONS TASK FORCE**

Monthly meetings were held to review process, procedures, programs and practices that impact the jail population.

## **LAW ENFORCEMENT PLANNING COUNCIL**

Monthly meetings were held to share information and discuss countywide issues of importance.

## **GRANTS**

The CJC managed the County's allocation of the Edward Byrne Memorial Justice Assistance Formula Grant (JAG) funds. The program funds for fiscal years 2017 and 2018 were delayed due to new certifications required by the U.S. Department of Justice related to compliance with immigration laws. This led to a great deal of staff work to obtain the proper certificates. The funds were released in June 2018 which required staff to perform a great deal of work in a short period to comply with the grant requirements and deadlines. In 2018 the CJC received \$2,600,039 in grant funding. These funds went to the Adult and Juvenile Reentry Programs, the PalmFUSE (Frequent Users Systems Engagement) Project, and the MacArthur Safety and Justice Challenge (SJC) Grant. A new grant of \$150,000 for community engagement was written and awarded to enhance the SJC work.



**Kristina Henson**  
Executive Director



# Message from CJC Executive Director

On behalf of the Criminal Justice Commission (CJC) staff, I am pleased to present this Annual Report for 2018. This Report documents the efforts of staff and the many talented and dedicated professionals who come together to improve justice outcomes in Palm Beach County.

Chair Gerald Richman and other members of the CJC volunteered hundreds of hours of their time toward ensuring the CJC's success in addressing the needs of our community. There were over 130 meetings in 2018 for the CJC and its 20 committees and subcommittees. The membership of these committees included over 200 subject matter experts in criminal justice, social services, behavioral health, government, non-profits, and the private sector. On behalf of the staff and CJC members, I want to acknowledge all of these individuals who gave their time and talents to serve on CJC committees.

I also want to take this opportunity to recognize and acknowledge the work of the CJC staff. These individuals must wear many hats, from meeting organizers, to researchers, to writers of reports and grants, to data collectors and analyzers, and to facilitators of consensus. Having a small staff requires us to work as a team and provide support to one another for the overall good of the CJC's work. The staff performed some wonderful work this year and I appreciate their dedication, spirit of cooperation and level of excitement.

This year marked the CJC's 30 year anniversary. I am proud to be part of such a unique organization. An ideal justice system involves quality people communicating with each other. People from outside our county who witness how our stakeholders interact are surprised that such an environment exists. This is a credit to the people, as well as, their commitment to the CJC.

# CJC Staffing & Operations

The Palm Beach County Board of County Commissioners provides funding to staff the CJC along with county trust funds collected through criminal court cases and grants.

Initially the CJC obtained a comprehensive study of the entire criminal justice system in the County. This 1990 study resulted in almost 100 recommendations for improving the cost effectiveness and efficiency of the system. The CJC then created eight (8) task forces to assess the recommendations and develop implementation plans. Each year the committee structure changes to suit the priorities established at the CJC's Annual Planning meeting.

The CJC invites professionals, citizens, and interested parties from a wide range of disciplines to participate on committees. Over 200 people volunteer their time and expertise as shown in this report. The staff facilitate the various committees and projects, as well as, write the minutes, identify topics and project planning needed for the agendas, conduct research and data analysis, and do behind-the-scenes consensus building. The pages that follow highlight the hard work the staff and members produced. The CJC recognizes and appreciates every one of these individuals for their valuable insight, thoughts, and talents and wishes to thank them for their time.

## 2018 CJC Staff



**Kristina Henson**  
Executive Director



**Damir Kukec**  
Research and Planning Manager



**Albert (Bert) Winkler**  
Manager of Criminal Justice Programs



**Katherine Shover**  
Senior Criminal Justice Analyst



**Rosalind Murray**  
Senior Criminal Justice Analyst



**Aleita Kinman**  
Senior Criminal Justice Analyst  
(February-November)  
(MacArthur Racial & Ethnic Disparity Coordinator)



**Jacqueline Schoenfeld**  
PalmFUSE Program Coordinator  
(JAG Grant Funded)



**Candee Villapando**  
Criminal Justice Analyst



**Jonathan Hackley**  
Criminal Justice Analyst



**Danny Kreshak**  
Financial Analyst II



**Allison Orr**  
Administrative Assistant

# 2018 CJC Officers



**CHAIRMAN**

## **Mr. Gerald Richman**

*Richman Greer, P.A.  
CJC Member since 2001*

Gerald Richman was nominated by the Economic Council of Palm Beach County as a private sector member of the CJC in 2001. He is a shareholder with the law firm of Richman Greer. His focus is on trial and appellate practice, and complex commercial litigation with emphasis in numerous areas. Prior to his time at Richman Greer, he served as a captain in the U.S. Army Judge Advocate Generals Corps., and as a White House Social Aide to President Lyndon B. Johnson. Mr. Richman has held numerous leadership positions in local and national organizations.

Mr. Richman's professional involvement currently includes serving as a Fellow of the American College of Trial Lawyers and on the Board of Governors of the International Society of Barristers. He is a charter member of both the Miami Chapter of the American Board of Trial Advocates (ABOTA) and the National Association of Consumer Advocates.



**VICE-CHAIRMAN**

## **Mr. Barry Krischer**

*Retired – Former State Attorney  
CJC Member since 2013*

Barry Krischer was nominated by the Economic Council of Palm Beach County as a private sector member of the CJC in 2013. Mr. Krischer served as an Assistant District Attorney in Kings County, New York, from 1970 to 1973. He joined the Palm Beach County State Attorney's Office upon his relocation to Florida, served as Chief Assistant to State Attorney David Bludworth for 10 years. He left the office in 1983. During his private practice years, he served as legal counsel to the Palm Beach County Child Protection Team. After his stint in private practice, he successfully ran for State Attorney in 1992 and retained that office until his retirement in 2009.

Upon retiring from public office, Mr. Krischer has volunteered two mornings a week at the Palm Beach County Sheriff's Office Legal Department. He was past Chairperson of the board of the Children's Home Society. He remains active in child welfare issues through his work with the Palm Beach County Alliance, as well as, the Florida Department of Children and Families.



SECRETARY

**Mr. Douglas Duncan**

*Roth and Duncan, P.A.*

Douglas Duncan was born in Chicago, Illinois, on May 27, 1953. He received his B.A. from Ripon College where he graduated cum laude and thereafter received his J.D. cum laude in 1980 from Hamline University. His activities included the Silver Gavel Honor Society; recipient, Book Award in Criminal Law; member Hamline University Law Review; and editor, Criminal Law Newsletter, The Florida Bar. Mr. Duncan was admitted to the Florida bar in 1980 and in 1981 the U.S. District Court, Southern District of Florida including Trial Bar and U.S. Court of Appeals, 5th and 11th Circuits. In 1990 he was also admitted to bar for the U.S. Supreme Court. He is currently practicing law in West Palm Beach in the areas of criminal defense, litigation, trial practice and appellate practice.



TREASURER

**Mr. Joseph Ianno, Jr.**

*Carlton, Fields, Jorden & Burt, P.A.*

Ianno's practice is devoted to complex commercial litigation and is an experienced trial attorney. He has served as trial counsel for many Fortune 500 companies in multi-million and multi-billion dollar claims involving fraud, conspiracy, theft of trade secrets, breach of fiduciary duty, and other corporate misconduct claims. He has extensive involvement with the defense of class action lawsuits involving securities fraud, deceptive and unfair trade practices, antitrust claims and consumer fraud issues. *Chambers USA*, a leading guide to the legal profession, noted that he “earns praise for his attention to detail and client focus, with one peer adding: ‘He’s very good. He’s tough, smart and focused. I would send a client to him in a minute.’”

# 2018 CJC Members

*Chairman*

**Mr. Gerald Richman**  
Richman Greer, P.A.

*Vice-Chairman*

**Mr. Barry Krischer**  
Retired – former State Attorney

*Secretary*

**Mr. Douglas Duncan**  
Roth and Duncan, P.A.

*Treasurer*

**Mr. Joseph Ianno, Jr.**  
Carlton, Fields, Jordan & Burt, P.A.

## **PUBLIC SECTOR MEMBERS**

**Honorable Dave Aronberg**  
State Attorney  
15th Judicial Circuit

**Honorable Carey Haughwout**  
Public Defender  
15th Judicial Circuit

**Honorable Krista Marx**  
Chief Judge  
15th Judicial Circuit

**Honorable Sharon R. Bock**  
Clerk & Comptroller  
Palm Beach County

**Honorable Ric Bradshaw**  
Sheriff, Palm Beach County

**Honorable Commissioner  
Dave Kerner**  
Palm Beach County  
Board of County Commissioners

**Honorable Erica Whitfield**  
Palm Beach County School Board

**Honorable Judge James Martz**  
Administrative Judge Juvenile Division  
15th Judicial Circuit

**Honorable Al Jacquet**  
Florida House of Representatives  
Legislative Delegation

**Honorable Keith James**  
West Palm Beach City Council  
League of Cities

**Ms. Nellie L. King**  
Criminal Defense Lawyers Association

**Chief Sarah J. Mooney**  
West Palm Beach Police Department

**Chief Stephen Stepp**  
Palm Beach Gardens Police Dept.  
Chiefs of Police Association

**Officer William Dames**  
West Palm Beach Police Department  
Crime Prevention Officers Association

**Mr. Frank Mercurio**  
Special Agent Supervisor  
Florida Dept. of Law Enforcement

**Mr. John McKenna**  
*(January – November)*  
**Mr. Sheldon Burkett**  
*(December)*  
Resident Agent in Charge  
Drug Enforcement Administration

**Mr. Michael D'Alonzo**  
*(January – March)*  
**Mr. Justin Fleck**  
*(April – December)*  
Asst. Supervisory  
Resident Agent in Charge  
Federal Bureau of Investigation

**Ms. Ellen L. Cohen**  
U.S. Attorney's Office

**Mr. Robert Shirley**  
Resident Agent in Charge  
Bureau of Alcohol, Tobacco,  
Firearms & Explosives

**Ms. Kimber Heddon**  
Circuit Administrator  
Florida Department of Corrections

**Mr. Gregory Starling**  
Chief Probation Officer  
Florida Department of Juvenile Justice  
15th Judicial Circuit

## **PRIVATE SECTOR MEMBERS – ECONOMIC COUNCIL**

**Ms. Barbara Cheives**  
President  
Converge & Associates Consulting

**Ms. Rachel Docekal**  
Lyrae Group, LLC

**Mr. Douglas Duncan**  
Roth and Duncan, P.A.

**Mr. George T. Elmore**  
President, Hardrives of Delray, Inc.

**Mr. Joseph Ianno, Jr.**  
Carlton, Fields, Jordan & Burt, P.A.

**Mr. Randolph K. Johnson, Sr.**  
President  
Communications by Johnson, Inc.

**Mr. Barry Krischer**  
Retired – Former State Attorney

**Ms. Christina Morrison**  
Carmel Real Estate & Management

**Mr. Gerald Richman**  
Richman Greer, P.A.

*Immediate Past Chair*  
**Mr. Lee Waring**  
Seaside National Bank

## **PRIVATE SECTOR – CLERGY MEMBER**

**Reverend Kevin L. Jones**  
Tabernacle Baptist Church

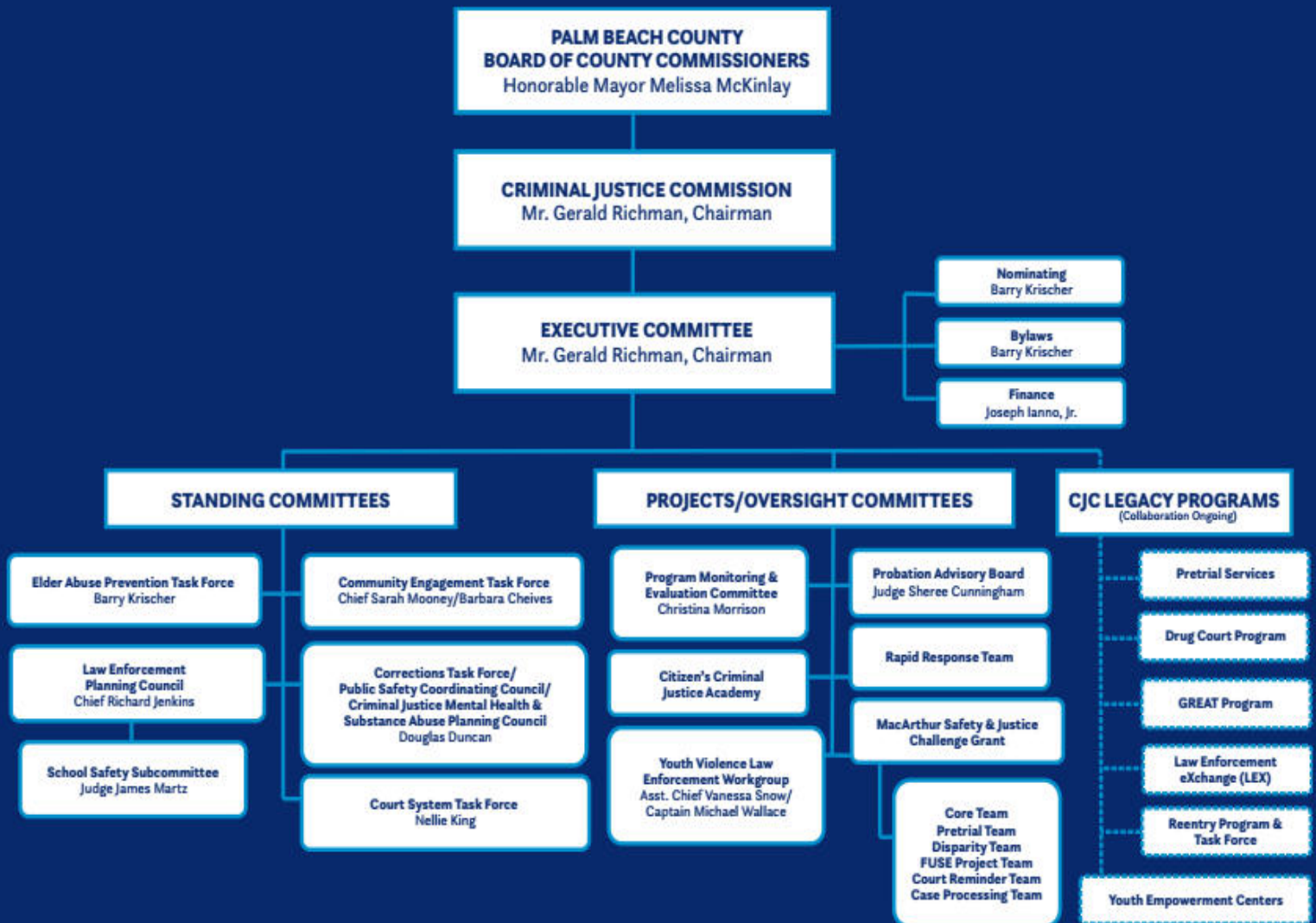
## **EX-OFFICIO MEMBER OF THE EXECUTIVE COMMITTEE**

**Dr. Robert Avossa**  
*(January – March)*

**Dr. Donald Fennoy**  
*(April – December)*  
Superintendent  
PBC School District



# 2018 CJC Organizational Chart



**Palm Beach County  
Criminal Justice Commission**  
*Improving Justice Outcomes*





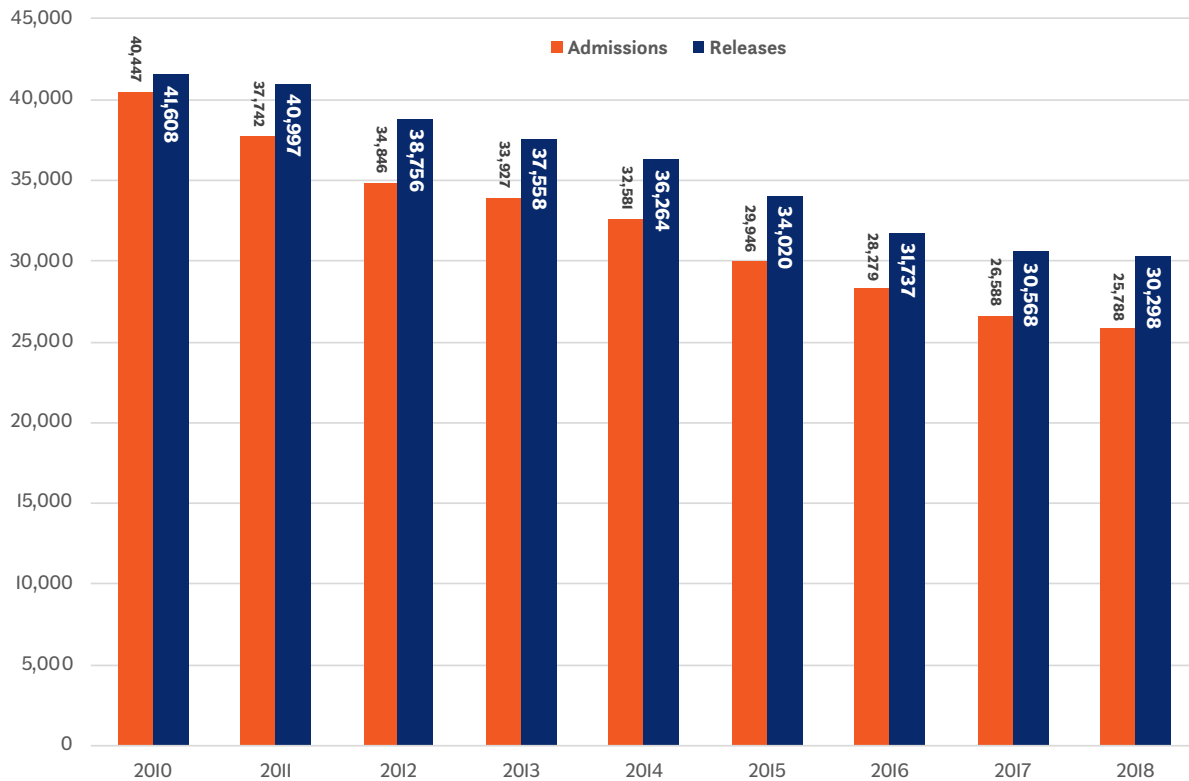
**The CJC's  
Initiatives  
2018**

# Corrections Task Force

The Corrections Task Force monitors the County's jail population and makes recommendations to achieve the efficient use of the County's limited jail beds. It meets the requirements of Florida Statute 951.26 which requires Counties to create Public Safety Coordinating Councils for the same purpose. It has also been designated by the Board of

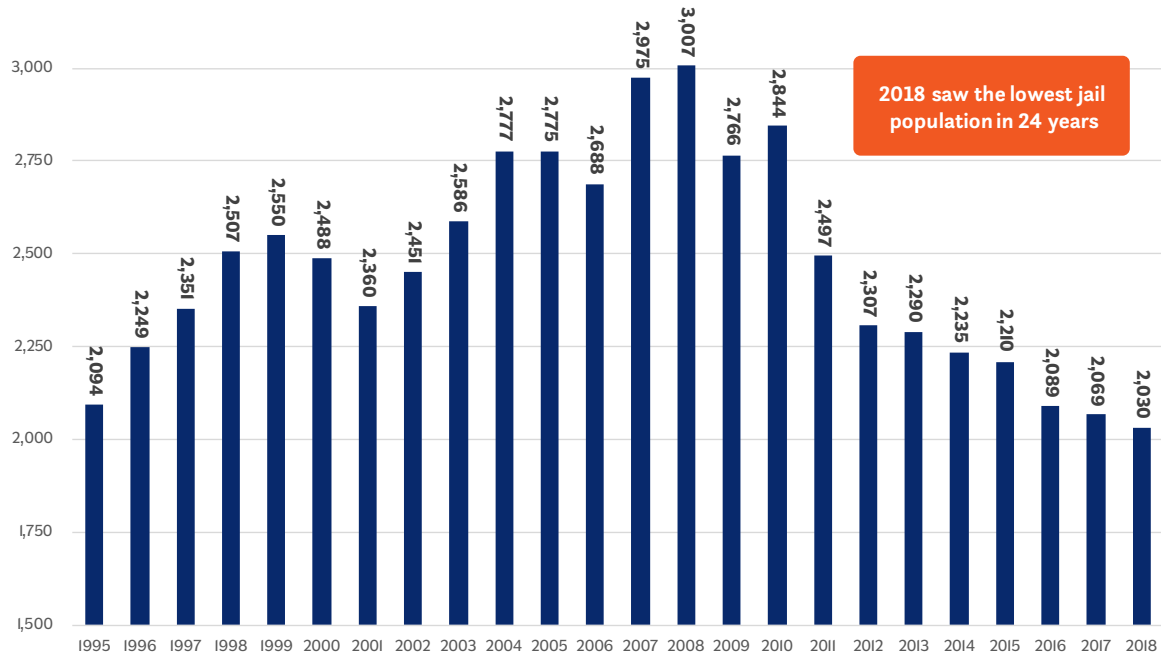
County Commissioners (the Board) as the County's Criminal Justice Mental Health and Substance Abuse Planning Council per Florida Statute 394.657 to recommend to the Board the best implementation and selection of an applicant for the State's Criminal Justice Mental Health and Substance Abuse Reinvestment Act Grant Program.

## Palm Beach County Jail Admissions and Releases, 2010 – 2018



## Palm Beach County Jail Population

24-Year Average Daily Population, 1995 – 2018



### MEMBERS

*Chair*

**Douglas Duncan**

Roth and Duncan, P.A.  
CJC Member

**Judge Ted Booras**

County Court Criminal Division  
Gun Club Branch

**Judge Marni Bryson**

Administrative Judge  
County Court Criminal Division

**Glenny Cueto**

Director of Operations  
Professional Probation Services, Inc.

**Brian Fernandes**

Chief Assistant State Attorney

**William Genem**

Crime Victim Practitioner, CILO, Inc.

**Kimber Heddon**

Circuit Administrator  
Florida Department of Corrections

**Judge Dina Keever**

Circuit Court Criminal Division  
Gun Club Branch

**Judge Glenn Kelley**

Circuit Court Criminal Division

**Commissioner Dave Kerner**

PBC Board of County Commissioners

**Jenise Link**

Court Services Manager  
Justice Services Division  
PBC Public Safety Department

**Tommy Richards**

Palm Beach Bail Bond Association

**Major Alfonso Starling**

PBC Sheriff's Office

**David Talley**

CareerSource Palm Beach County

**Alton Taylor**

Executive Director & CEO  
Drug Abuse Foundation of PBC

**Louis Tomeo**

Director of Criminal Court Services  
Clerk and Comptroller's Office

**Barbara White**

Chief Assistant Public Defender

**Anthony Hoskins, a Reentry Program success, tells his story to the class.**



## Citizen's Criminal Justice Academy

The Citizen's Criminal Justice Academy was established in 1998 and in 2018 marked the 36th class. It is an evening program featuring speakers from various federal, state, and local criminal justice agencies once a week for 12-weeks. It is offered three times throughout the year and is free to the public. Participants are also offered to participate in field trips to witness the system in action at various places such as, First Appearance Hearings, ride-along with law enforcement officers, and officer simulation training on the use of force/firearms. Palm Beach Gardens Police Department welcomed the Academy

in 2018 for its last two sessions in the fall. The use of the City Commission Chambers for one of our trainings was spectacular. The last meeting of the session included dinner, display of their high-tech equipment, including license plate reader technology. Participants saw demonstrations of the Taser, ballistics, and of course the shoot-don't-shoot law enforcement training simulation. The public has an opportunity to ask questions and interact with these professionals providing a personal hands-on experience. 150 participants graduated from the Academy in 2018.



The Palm Beach County Sheriff's Office is a primary sponsor providing meeting space, tours of the jail and 911 operations, and demonstrations by drug-sniffing dogs and the bomb squad. The West Palm Beach Police Department also sponsors some of the evenings by providing meeting space and highlighting some of their specialized units and body camera program.

A Belle Glade Academy was added in 2016. In 2018, the 4-week Academy continued to work with various organizations in the Glades area. This included Bridges, Belle Glade, the Office of Community Revitalization, and each Mayor in the area, Belle Glade, Pahokee, and South Bay. PBSO remains the largest sponsor. The Community Conversation as part of the MacArthur Safety and Justice Challenge was a highlight of the session.

**“We loved the Academy!  
My daughter Alexis and  
I loved the fascinating  
discussions on crime, and  
the expert information.  
I especially enjoyed the  
willingness and openness  
to tackle the hard subjects  
in ways that respected  
all views!”**

**Pastor Patti Aupperlee**  
*United Methodist Church of the Palm Beaches*



**Major Alfonso Starling, who heads PBSO Jail Operations, speaks to the class about the jails.**

## Citizen's Criminal Justice Academy, continued

The 12-week court outline may vary but generally includes:

- WEEK 1** | Introduction to the CJC, the Clerk and Comptroller, the Courts, and Crime Measurement
- WEEK 2** | Local and State Law Enforcement and Body Worn Camera Demonstration
- WEEK 3** | Federal Law Enforcement Agencies
- WEEK 4** | Adult Criminal Court – Part I with judges, prosecutors, and defense attorneys
- WEEK 5** | Adult Criminal Court – Part II
- WEEK 6** | Introduction to the PBC Sheriff's Office & the County Medical Examiner's Office
- WEEK 7** | PBC Sheriff's Office - Special Investigations – Part I
- WEEK 8** | PBC Sheriff's Office - Special Investigations – Part II
- WEEK 9** | PBC Sheriff's Office Corrections and Jail Tour
- WEEK 10** | PBC Sheriff's Office Unit Demonstrations
- WEEK 11** | Juvenile Justice
- WEEK 12** | Shoot Don't Shoot, Reentry, Victim's Services & Graduation



Major Robin Griffith-Kitzerow with the PBC School District Police speaks to the class about the Juvenile First Offender Program.





**Citizen's  
Criminal Justice  
Academy**



Lt. Emory Payne, commander of Belle Glade for the Sheriff's Office and Dr. Robert Reese in Belle Glade.



## 2018 Community Engagement Task Force

The CJC formed the Community Engagement Task Force as one of its priorities as a result of discussions at its 2016 Annual Planning Meeting. The Task Force is co-chaired by a local chief of police and a private sector business woman who specializes in training organizations in community building and outreach, cultural competency, and race relations. The mission of the Task Force is to engage the community in dialogue with leaders in the criminal justice system to provide channels of communication to share information, concerns, and ideas.

In 2018, several forums were held throughout the county each quarter. Forums were held in West Palm Beach in February at Tabernacle Baptist Church. In May, members held a Community Conversation in Boynton Beach in conjunction with St. John Missionary Baptist Church. In June, a Community Conversation on Race and Criminal Justice was held in Belle Glade. In October, a "Meet the Experts" Forum was held in Boynton Beach as a follow up to the May meeting. Each forum was unique in its style and audience participation. All included a panel of experts to offer information and advice.

Adam McMichael of the US Attorney's Office has a small group discussion at the Meet the Experts event.



DO YOU HAVE QUESTIONS?  
**MEET THE EXPERTS**

I want to know more about...

Law Enforcement    Prosecution    Judicial System    Federal System  
 Probation    Criminal Defense    Juvenile Justice

Join us for an exciting exchange of ideas with the people that shape Palm Beach County's criminal justice system.

**THURSDAY OCTOBER 25, 2018**  
 6:00-8:00PM | CAROLYN SIMS CENTER  
 225 NW 12TH AVE, BOYNTON BEACH 33435

DINNER IS SERVED

Sponsored by SAFETY JUSTICE

Presented by Palm Beach County Criminal Justice Commission



Boynton Beach Commissioner  
Christine Romulus greets  
Judge Bradley Harper.—



**MEMBERS**

*Co-Chair*

**Barbara Cheives**

President  
Converge & Associates Consulting  
CJC Private Sector Member

*Co-Chair*

**Sarah Mooney**

West Palm Beach Police Department  
CJC Member

**Greta Britt**

United Believers of Delray

**Jane E. Tierney**

Chief Executive Officer  
Catalyst for Justice

**Rev. Kevin L. Jones**

Tabernacle Baptist Church  
CJC Member

**Daniel Eisinger**

Felony Division Chief  
Public Defender's Office

**James Snowden**

Felony Resource Director  
Public Defender's Office

**Cheo Reid**

Assistant State Attorney

**Major Chris Keane**

PBC Sheriff's Office

**Lieutenant Beth Krivda**

PBC Sheriff's Office

**Barry Krischer**

CJC Private Sector Member

**Adam McMichael**

Violence Reduction  
Program Coordinator  
United States Attorney's Office

**James D. Smith**

Law Enforcement  
Community Coordinator  
US Attorney's Office

**Keisha Bazile**

Community Outreach Coordinator  
US Attorney's Office

**Kimber Heddon**

Circuit Administrator  
Florida Department of Corrections





Barbara Cheives, Co-Chair of the Community Engagement Task Force addresses the community assembled in Boynton Beach.

**Jeannette Marshall**  
Project Director  
Healthier Together West Palm Beach

**Abby Murrell**  
Ambassador  
Delray Beach  
Healthier Together Communities

**Ricky Petty**  
Project Director  
Boynton Beach  
Healthier Together Communities

**Dr. Angela Bess**  
Director of Educational Alternatives  
School District of Palm Beach County

**Howard Williams**  
Boynton United

**Charlotte Wright**  
Community Engagement Director  
Community Partners

**Inger Cheves**  
Executive Director  
Healthier Glades

**Carrie Browne**  
Project Director  
Healthier Jupiter

**Carmelle Marcelin-Chapman**  
Project Director  
Healthier Lake Worth

**Ricky Aiken**  
Executive Director  
Inner City Innovators

**Ontario Johnson**  
Circles Coordinator  
Pathways to Prosperity

**Rhonda D. Rogers**  
Executive Director  
BRIDGES at Lake Worth West

**Dr. Keith Oswald**  
Chief Academic Officer  
School District of Palm Beach County

**Judge Bradley Harper**  
County Court Judge  
Criminal Division  
15th Judicial Circuit

**Judge Lou Delgado**  
Circuit Judge  
15th Judicial Circuit



# Law Enforcement Planning Council

The Law Enforcement Planning Council (LEPC) is composed of representatives from over 50 local, state, and federal agencies that meet monthly to provide a forum for the coordination, information sharing, research, and evaluation of law enforcement activities within Palm Beach County.

In 2018, the LEPC facilitated information sharing on topics such as, the MacArthur Safety and Justice

Challenge, Web-Based Case Management Software for the Medical Examiner’s Office, Compliance with the American with Disabilities Act, Non-Reporting Sexual Assault Victims Protocol, Mental Health Assessments, Hurricane Lessons Learned and Season Update, Training Symposium on School Safety Update, Risk Protection Orders, DUI Homicide Program, and Human Trafficking Initiative.

---

## MEMBERS

*Chairman*

**Chief Richard Jenkins**  
North Palm Beach

*Vice Chairman*

**Chief Thomas Ceccarelli**  
Palm Springs

**Chief Robert Mangold**  
Atlantis

**Chief Daniel Alexander**  
Boca Raton

**Chief Michael Gregory**  
Boynton Beach

**Chief Jeffrey Goldman**  
Delray Beach

**Chief Sean Brammer**  
Florida Atlantic University

**Chief Ed Allen**  
Gulf Stream

**Chief Craig Hartmann**  
Highland Beach

**Chief Dan Kerr**  
Jupiter

**Chief John Pruitt**  
Jupiter Inlet Colony

**Chief Brian Smith**  
Juno Beach

**Chief Wes Smith**  
Lake Clarke Shores

**Chief Sean Scheller**  
Lantana

**Chief Carmen Mattox**  
Manalapan

**Chief Hal Hutchins**  
Ocean Ridge

**Acting Chief Ann-Marie Taylor**  
Palm Beach

**Chief Frank Kitzerow**  
PBC School District Police

**Honorable Sheriff Ric Bradshaw**  
PBC Sheriff’s Office

**Chief Clint Shannon**  
Palm Beach Gardens

**Chief Steve Langevin**  
Palm Beach Shores

**Interim Chief Michael Madden**  
Riviera Beach

**Interim Chief Mark Garrison**  
South Palm Beach

**Chief Gus Medina**  
Tequesta

**Chief Sarah Mooney**  
West Palm Beach

## STATE MEMBERS

**Lt. Anthony Stafford**  
State Fire Marshall's Office

**Captain Rodney Tilley**  
FL Alcoholic Beverages & Tobacco

**Troy Walker**  
Special Agent in Charge  
FL Dept. of Law Enforcement

**Frank Mercurio**  
Resident Agent in Charge  
FL Dept. of Law Enforcement

**Major Olin Rondeau**  
FL Fish & Wildlife Commission

**Major Robert Chandler**  
Florida Highway Patrol

**Bill Fraser**  
Chief Investigator  
State Attorney's Office

## FEDERAL MEMBERS

**Justin Fleck**  
Assistant Special Agent in Charge  
Federal Bureau of Investigation

**John McKenna**  
Assistant Special Agent in Charge  
Drug Enforcement Administration

**Eric Chan**  
Assistant Special Agent in Charge  
U.S. Immigration & Customs

**Robert Shirley**  
Resident Agent in Charge  
Alcohol, Tobacco,  
Firearms & Explosives

**Glen Wilner**  
Assistant Chief  
U.S. Marshals

**Timothy Donohue**  
Resident Agent in Charge  
U.S. Secret Service

**David Brant**  
Special Agent in Charge  
IRS Criminal Investigation

**Pete Garcia**  
Federal Security Director  
Transportation Security Admin.

**Clay Crawford**  
Acting Patrol Agent in Charge  
U.S. Border Patrol

## ADVISORY MEMBERS (Non-Voting)

**Director Rick Rocco**  
Criminal Justice Institute  
Palm Beach State College

**Gregory Starling**  
Circuit 15 Manager  
Department of Juvenile Justice

**Kimber Heddon**  
Circuit Administrator  
Florida Department of Corrections

**Dr. Michael Bell**  
PBC Medical Examiner

**Rolando Garcia**  
Deputy Chief  
U.S. Attorney

**Honorable Dave Aronberg**  
State Attorney

**Shawn Fagan**  
CJSTC Field Specialist  
Criminal Justice Training & Standards  
Commission FDLE

**Stephanie Tew**  
Chief Assistant Statewide Prosecutor



# Palm Beach County School Safety Initiative

The Palm Beach County School Safety Initiative was established by the Criminal Justice Commission (CJC) at the Annual Planning meeting on February 26, 2018. This initiative was created to work on issues of coordination, reviewing recent legislation and other areas they deem necessary for local improvement. A law enforcement and behavioral health track have been established to identify gaps in each system.

In 2018, the Palm Beach County School Safety Initiative facilitated information sharing on topics

such as, Risk Protection Orders, Review of Threat Assessments including PERF's Report on PBSO Active Attack Response and Preparedness, PBC Emergency Operations Center Role, State Attorney Grand Jury Report, Fire Rescue Active Threat Response, and Mental Health Assessments. A Training Symposium on School Safety was also held on October 12, 2018, where representatives from law enforcement and fire rescue met to discuss coordination of efforts at active attack events.

## LAW ENFORCEMENT TRACK

*Chairman*

**Judge James Martz**

Administrative Juvenile Division Judge

**Holly Dibenedetto**

Victim Services Program Manager  
Public Safety

**Justin Fleck**

Assistant Special Agent in Charge  
Federal Bureau of Investigation

**Pat Kenny, Ph.D.**

Division Manager  
PBC Sheriff's Office

**Bill Johnson**

Director Emergency Management  
Public Safety

**Chief Frank Kitzerow**

PBC School District Police

**Douglas McGlynn**

Deputy Chief of Operations  
Palm Beach County Fire Rescue

**Diana Matty**

Fire Chief for the  
City of West Palm Beach Fire Rescue-  
Fire Chiefs Association of  
Palm Beach County Representative

**Douglas Clark**

Division Chief  
Palm Beach County Fire Rescue

**Frank Mercurio**

Resident Agent in Charge  
FL Dept. of Law Enforcement

**Lynn Powell**

Chief of the Juvenile Division  
State Attorney's Office

**Chief Clinton Shannon**

Palm Beach Gardens Police Dept.  
Law Enforcement Planning Council  
Representative

**Gregory Starling**

Chief Probation Officer  
Circuit 15 Florida  
Department of Juvenile Justice

## BEHAVIORAL HEALTH TRACK

*Chairman*

**Judge James Martz**

Administrative Juvenile Division Judge

**Ann Berner**

Chief Executive Officer/President  
Southeast Florida Behavioral  
Health Network

**Seth B. Bernstein, Psy.D.**

Senior Vice President for  
Community Investments  
United Way

**Darcy J. Davis**

Chief Executive Officer  
Health Care District of  
Palm Beach County

**Tammy Fields**

Director Youth Services  
Palm Beach County

**Lisa Williams-Taylor, Ph.D.**

Chief Executive Officer  
Children's Services Council





**School Safety Training Symposium.**



**Congressman Brian Mast at a Subcommittee Meeting.**

**Becky Walker**  
Chief Operating Officer  
Southeast Florida Behavioral  
Health Network

**Pat McNamara**  
President and Chief Executive Officer  
Palm Healthcare Foundation

**Sharon Tarlow**  
Education Coordinator  
Behavioral Health Services  
JFK Medical Center

**Dr. Barbara Gerlock**  
Circuit 15 Juvenile Justice  
Advisory Board Chair

**William Delaney**  
Vice President  
Government Relations  
Beacon Health Options

**Melody Bonomo**  
Director of Behavioral Health  
Prestige Health Choice

**Magistrate Judette Fanelli**  
15th Judicial Circuit

**Judge Rosemarie Scher**  
15th Judicial Circuit

**Magistrate Maxine Williams**  
15th Judicial Circuit

**June Eassa, Ed.S.**  
Director  
Department of Safe Schools  
Palm Beach County School District

**Keith Oswald**  
Deputy Superintendent and  
Chief of Schools  
Palm Beach County School District

**Kevin McCormick**  
Director  
Exceptional Student Education  
Palm Beach County School District

**Major Robin Griffin-Kitzerow**  
Palm Beach County School District  
Police Department

**Pat Kenny, Ph.D.**  
Division Manager  
Palm Beach County Sheriff's Office

**Sergeant Skip Reasoner**  
Palm Beach County Sheriff's Office

**Jeff Kadel**  
Executive Director  
Palm Beach County  
Substance Abuse Coalition

**Sharon L'Herrou**  
President/Chief Executive Officer  
211 Palm Beach/Treasure Coast

**Dr. Rachel Docekal**  
Founder and Chief Executive Officer  
Lyrae Group  
Economic Council Member of the  
Criminal Justice Commission

**Angela R. Bess, Ed.D.**  
School District of Palm Beach County  
Support Services:  
School Justice Programs



*An initiative to reduce over-incarceration by changing the way America thinks about and uses jails.*



# John D. and Catherine T. MacArthur Foundation Safety and Justice Challenge

## Overview

Palm Beach County, through the leadership of the CJC, is 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 CJC's application was selected in a competitive process involving 191 applicants in 2015. The goals of the challenge are to reduce local jail populations without compromising public safety and to address racial and ethnic disparities within those populations. The CJC was initially awarded \$150,000 in May of 2015 to develop strategies for the project. After the submission of a supplemental application, the CJC received an additional \$150,000 in March of 2016 to continue the work. In October of 2017 the CJC was awarded full implementation funding of of the maximum award of

\$2,000,000 over a period of two years. In December of 2018 the CJC was awarded an additional \$75,000 as a supplement specifically for community engagement.

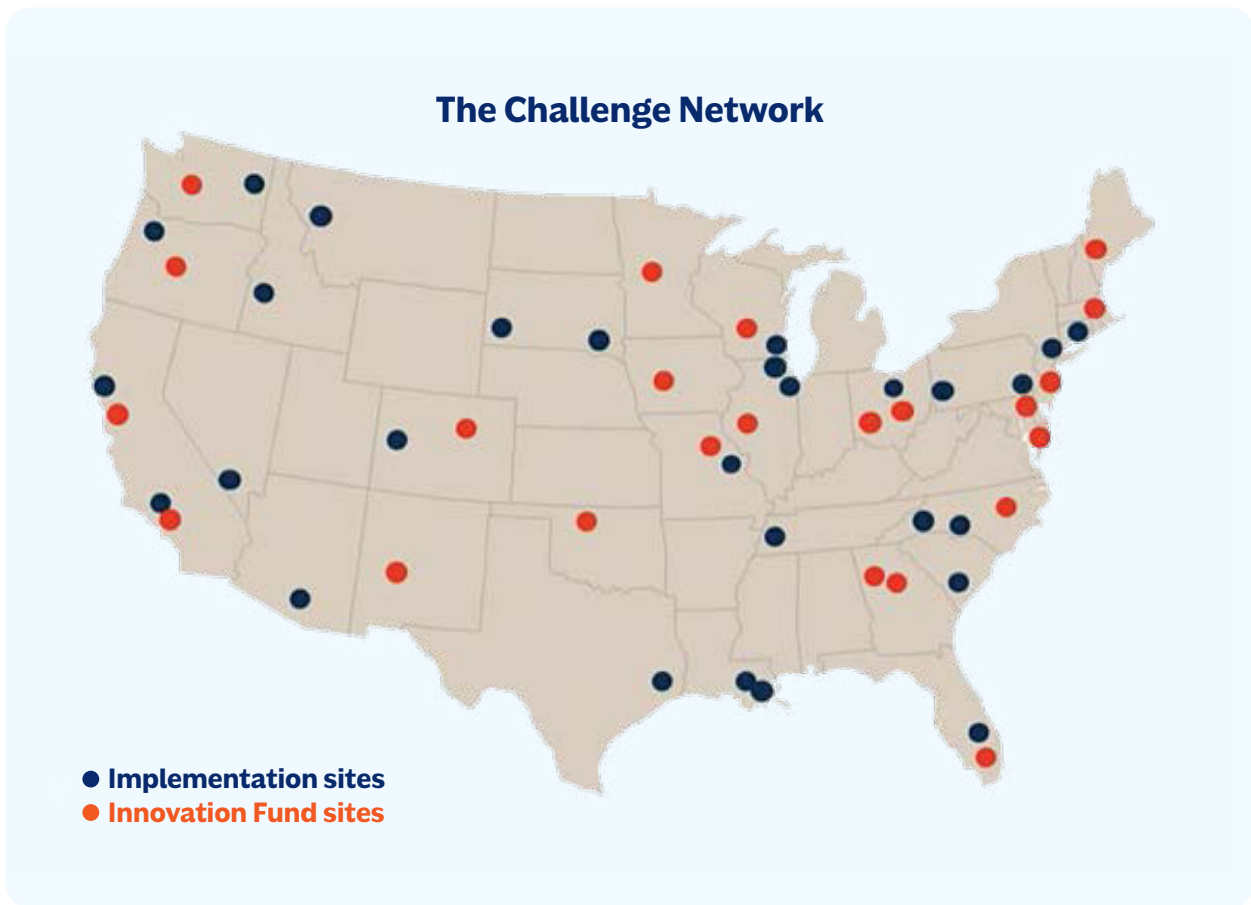
In 2018, the CJC worked to implement forward-looking, smart solutions, to address the issues found during the planning stage with a goal of safely reducing the jail population by 16.7 percent (381 less inmates per day) by the end of 2019. This grant seeks to resolve issues found during the two-year planning phase in 2015 and 2016 which include:

- Despite having an incarceration rate 58 percent below the national average, there is still more room for reducing the Palm Beach County jail population;
- Studies prove that pretrial detention causes disruption in the stability of defendants, families, and communities; it leads to higher re-arrest rates and produces worse case outcomes with more back-end incarceration;
- Palm Beach County's jail costs taxpayers 14 cents of every county tax dollar;
- African Americans are significantly overrepresented in the county jail, making up 19 percent of the county population but 50 percent of the jail population; Hispanics represent 21 percent of the population and 17 percent of the jail population;
- African Americans (44 days) and Hispanics (40 days) have a much longer average length of stay as compared to whites (25 days);

### Pillars of the Challenge

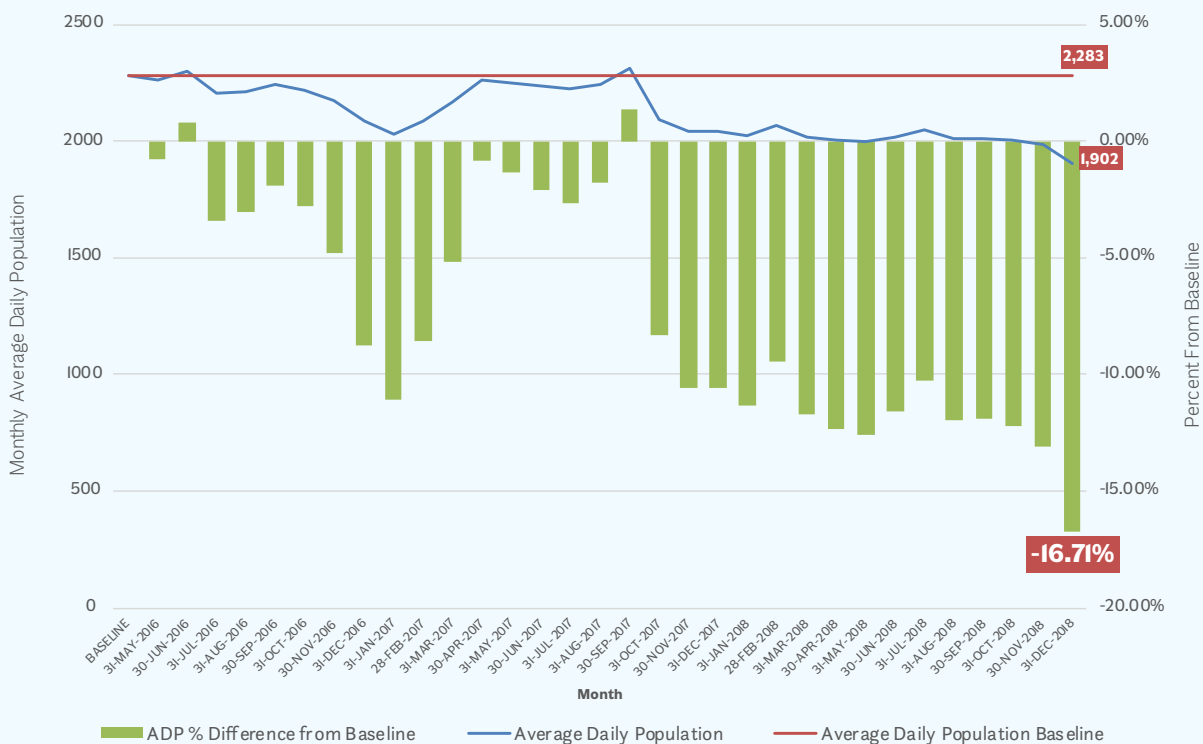


- Some people frequent our systems with no clear path for ending their cycle. From July 2016 through June 2017, Palm Beach County had 108 individuals admitted to the jail three times or more who also accessed homeless services within the County. These individuals used 5,648 bed days in the county jail costing \$762,480 (bed days x \$135 per day); and
- In 2016, 3,528 people were admitted to the Palm Beach County jail for a Failure to Appear representing 14 percent of all jail admissions. In all but two of those admissions, the underlying charges were non-violent felonies or low-level misdemeanor charges.
- The chart on page 35 shows the Palm Beach County jail population from the start of the MacArthur Project through the end of December 2018 by month. Depicted by the redline is the baseline, or starting point, from which we projected to reduce the jail by 16.7% by the end of 2019. The baseline is an average of the jail population between November 2015 through April 2016 and is the same for all SJC sites. For our County the baseline is 2,283 inmates. The grant projected a reduction of 381 (16.7%). As this shows the jail population at the end of 2018 was 1,902 representing a 16.71% reduction of 381 inmates. Of particular interest is the continuous reduction by month beginning in September 2017 which is the month of the risk assessment instrument implementation.



## Average Daily Population from MacArthur Grant Baseline to December 2018

(Baseline is November 2015 – April 2016)



The jail population at the end of 2018 was 1,902, representing a **16.71% reduction** or 381 inmates.

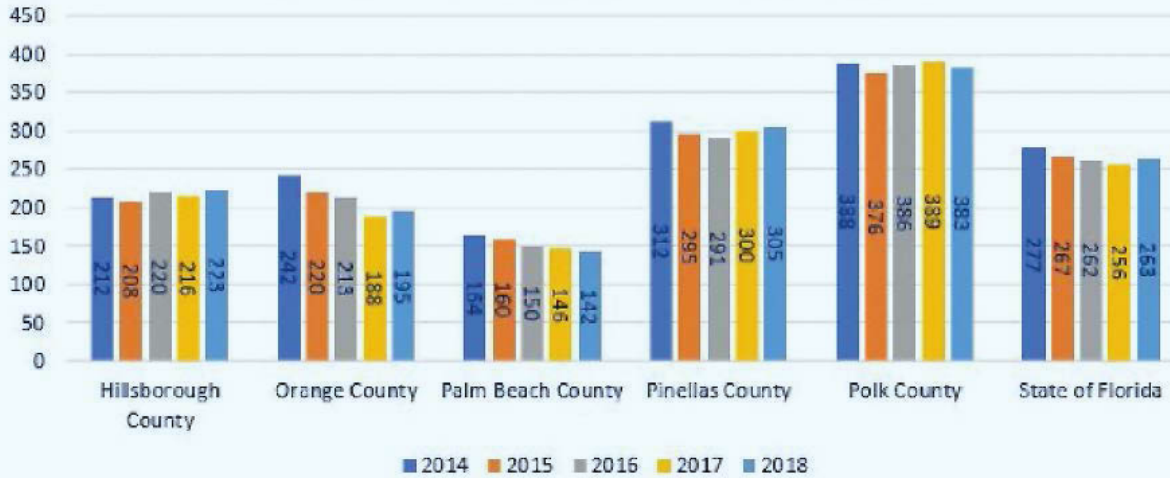
## Know Your Jail

County jails are typically the single largest expense for any jurisdiction. In Palm Beach County, it costs \$0.14 of every county tax dollar to operate the County jail and totals just over \$150-million annually. This is considerably less than comparative counties because the CJC over the years has concentrated attention on this issue with the Corrections Task Force meeting monthly to review policies, practices, laws and programs that impact the jail and making recommendations for efficiencies. The following chart illustrates that Palm Beach County has a lower incarceration rate to other comparable Florida counties.



## Incarceration Rates Per 100,000 with Benchmarking

(Source: Florida Department of Corrections)



Comparing Palm Beach County to national incarceration rates, the County again shows it is below the average per the chart below:

## Incarceration Rates Per 100,000 Residents for SJC Sites 2013



### Palm Beach County Jail Population 24-Year Average Daily Population, 1995 – 2018



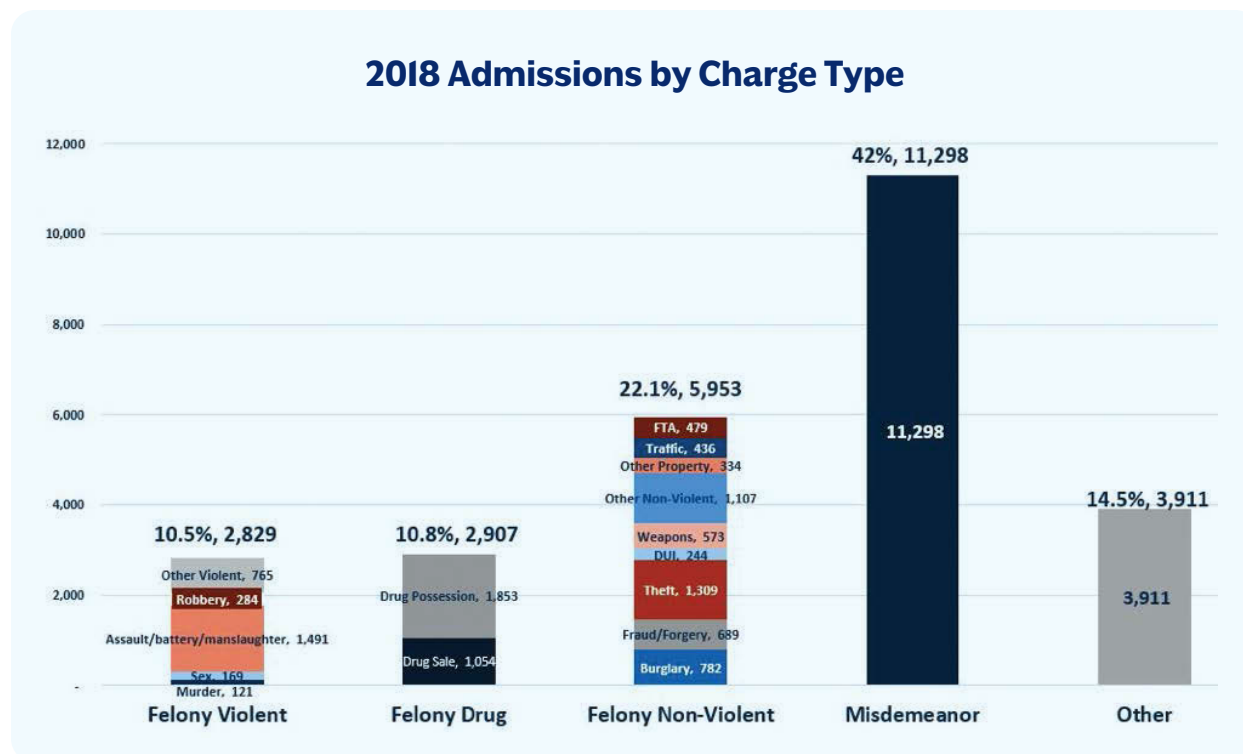
Who's in  
our jails:



**43.4%**  
felony crimes



During the four years the CJC has participated in the SJC, a thorough examination of the jail population revealed who is housed in our jail. In 2018, 43.4% of admissions were for felony crimes, 42% for misdemeanor crimes with 14.5% being for other categories, such as defendants with warrants for other jurisdictions or people returned from prison to stand trial or testify in other cases. Below shows a further breakdown especially for the felony population by charge type.



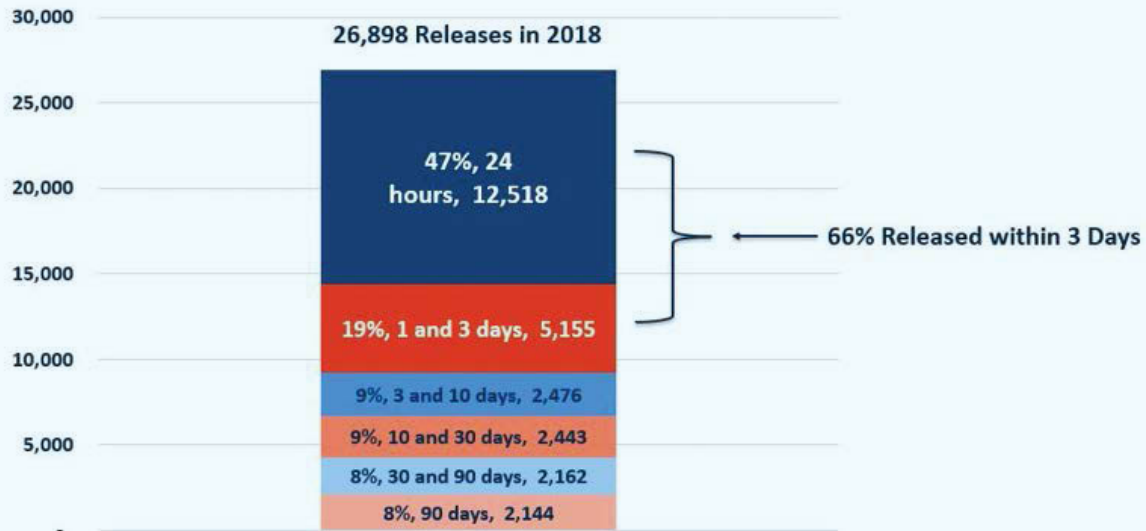
**42%**  
misdemeanor  
crimes



**14.5%**  
other  
(e.g., defendants with warrants for other jurisdictions, people returned from prison to stand trial)

Understanding the nature of county jails as primarily pretrial holding facilities, brings attention to the need to ensure the most efficient court processing of cases. In Palm Beach County 67% of our jail population is held in a pretrial status. The chart below shows that the vast majority of inmates are released within three days of admission to our jail.

### Releases by Time in Jail





MACARTHUR CORE TEAM

# Strategies

## Strategies and the Core Team

To address the issues found during the planning phase of the Safety and Justice Challenge (SJC), the MacArthur Core Team developed the following strategies:

- Strategies will touch major decision-points in the system, ranging from diversion to pretrial release to case processing, and are embraced across public safety and community partners.
- These data-driven innovations will reduce jail bed usage while ensuring the county prioritizes public safety while ensuring access to critically needed services for those most in need.
- The county will employ five strategies:
  - › An increased focus on risk assessment and smart release options for pretrial inmates;
  - › Improved case processing efficiencies for pretrial inmates;
  - › Diversion and warrant reduction for low-level defendants;
  - › A text message-based court date notification system to reduce failures to appear and to prevent new warrants for low-level defendants;
  - › A new Frequent Users Systems Engagement (PalmFUSE) project will break the cycle of incarceration and homelessness for frequent low-level defendants with behavioral health challenges;
  - › Increased data capacity and analysis of the local system; and
  - › Measures to reduce racial and ethnic disparities, including implicit bias training for all criminal justice agencies.







The Palm Beach County delegation at the MacArthur All Sites meeting in Chicago.

## MACARTHUR CORE TEAM

### **Dr. Angela R. Bess**

Director of Educational Alternatives  
School District of PBC

### **Nicole Bishop**

Director  
Justice and Victim Services Divisions  
PBC Department of Public Safety

### **Judge Jeffrey Colbath**

Circuit Court Criminal Division  
15th Judicial Circuit

### **Mona Duffus**

The Lord's Place

### **Mike Edmondson**

Executive Assistant to the  
State Attorney

### **Daniel Eisinger**

Felony Division Chief  
Public Defender's Office

### **Kai Li Fouts**

Criminal Defense  
Lawyers Association of PBC

### **Michael Gauger**

Chief Deputy, PBC Sheriff's Office

### **Kimber Heddon**

Circuit Administrator  
Florida Dept. of Corrections

### **Jenise Link/Latronda Hayes**

Manager, Court Services  
Justice Services Division  
PBC Department of Public Safety

### **Jennifer Loyless**

Program Coordinator  
Public Defender's Office

### **Chief Sarah Mooney**

West Palm Beach Police

### **Major Alfonso Starling**

Director, Jail Operations  
PBC Sheriff's Office

### **Michelle Spangenberg**

Director of Case Management  
Court Administration  
15th Judicial Circuit

### **Richard Markoe**

Manager, Court Operations  
Criminal Justice Complex, Gun Club Rd  
PBC Clerk and Comptroller's Office

### **Craig Williams**

Chief Assistant State Attorney

The specific strategies and their projected jail reduction targets are listed below. A baseline average daily population of 2,283 was set using the months of November 2015 through April 2016 for all SJC sites.

BASELINE	TARGET
Average Daily Population (ADP) = <b>2,283</b>	<b>16.7%</b> Reduction ( <b>381</b> ) = <b>1,901</b> by end of 2019

**OVERALL STRATEGIES** (Encompass all aspects of the SJC Project)

**1) Reduce Racial and Ethnic Disparities**

- a) Community Engagement Team (CET)
- b) Analyst Position to work with the Core Team and CET to:
  - i) *Identify drivers through data, observations, and interviews*
  - ii) *Develop recommendations*
  - iii) *Create specific goals and success measures*
  - iv) *Conduct periodic assessments*
- c) Implicit Bias training for all system actors
- d) Create “Bench Cards” for judges and “Desk Cards” for agencies to combat implicit bias
- e) Enlist technical assistance from W. Haywood Burns Institute

**2) Data Capacity, Analysis and Evaluation**

- a) Data Dashboard
- b) Data Use Agreement (CJC and ISLG)
- c) Jail data
- d) Court data



## CORE STRATEGIES

### 1) Reduce pretrial jail population for low/some medium risk defendants (ADP Reduction 3.0% or 66)

- a) Risk Assessment Instrument and Risk Management Matrix
- b) Second Look Procedure
- c) Enhance Pretrial Services Program

### 2) Diversion and warrant reduction for low-level defendants (ADP Reduction 3.3% or 72)

- a) PalmFUSE (Frequent Users Systems Engagement) Project (ADP Reduction .55% or 12)
- b) Court Date Notification System (ADP Reduction 2.7% or 60)
- c) Driving Under Suspension (DUS) Court
- d) Operation Fresh Start
- e) Administrative dismissal of warrants

### 3) Case processing efficiencies for pretrial inmates (ADP Reduction 10.4% or 231)

- a) Court Navigators for the State Attorney and Public Defender Offices to:
  - i) *Identify and design release plans for low/some medium risk inmates in jail 3 days*
  - ii) *Identify outstanding VOP warrants for alternative action and administrative dismissal*
  - iii) *Access resources for inmates waiting for behavioral health services in the community*
- b) Enlist the support of Justice Management Institute (JMI) to:
  - i) *Reduce average length of stay for the largest pretrial inmate populations who remain in jail and are ultimately sentenced to state prison, time served, and probation; and*
  - ii) *Analyze our case processing and recommend other efficiencies to reduce jail average length of stay*





[ CORE STRATEGY ]

## Reduce pretrial jail population for low/some medium risk defendants

*(Jail population reduction of 3.0% or 49 inmates)*

### GOALS/STRATEGIES

#### A. Implement a Pretrial Assessment Instrument and Pretrial Management Matrix

1. Create the Pretrial Team to oversee project
2. Contract with the Pretrial Justice Institute (PJI) for technical assistance
3. Choose a tool
4. Create a local matrix
5. Contract with Florida State University for validation

#### B. Enhance Pretrial Services Program

1. Change from one level of supervision to four
2. Provide grant funds for drug testing and bus passes for indigent clients

The CJC created a Pretrial Team to guide and oversee this strategy. In 2017 the Team enlisted the technical support of the Pretrial Justice Institute (PJI), under contract with SJC funds, to identify and evaluate existing pretrial assessment tools being used in jurisdictions across the nation. These tools are considered best-practice for judges to use in determining the risk a defendant poses for court appearance and new criminal activity and deciding pretrial release options. PBC has administered a Pretrial Services Program since the CJC recommended and created it in 1992. Although interviewers provide background information to judges at first appearance hearings (FAH), a scored, validated risk assessment instrument has never been part of the program.

After months of thorough review, the Team chose the revised Virginia Pretrial Risk Assessment Instrument (VPRAI-r) because it had been repeatedly validated and revised in November of 2016 for gender and racial equity. The VPRAI-r is being used by many jurisdictions across the nation because its outcomes show a good predictive value for ensuring public safety while maximizing pretrial releases from jail. It will level the playing field for all people to be evaluated on the same characteristics, which will promote consistency in decision-making and combat disparity. The VPRAI-r was implemented on September 17, 2017. Florida State University was contracted to conduct a local validation study of the tool after two years of use which is due in September 2019.

### Outcome Data

September 2017 – December 2018

**18,377**  
jail admissions

**15,615 (85%)**  
eligible for assessment

## The Revised Virginia Pretrial Risk Assessment Instrument (VPRAI-r) Questions and Scoring

Criteria	Points Assigned	Risk Level	Risk Score
Active community supervision	2		
Charge is a felony drug, theft, or fraud	3		
Pending charge	2		
Criminal history	2	1 (lowest)	0–2 points
Two or more failure to appear	1	2	3–4 points
Two or more violent convictions	1	3	5–6 points
Unemployed at time of arrest	1	4	7–8 points
History of drug abuse	2	5	9–10 points
<b>Total Possible Score</b>	<b>14</b>	6 (highest)	11–14 points

-r

Risk	Non-Violent Misdemeanor	DUI	Non-Violent Felony	Violent Misdemeanor	Violent Felony
1	ROR	ROR	ROR	ROR	Per Court
2	ROR	SOR I	SOR I	SOR I	Per Court
3	SOR I	SOR I	SOR II	SOR II	Per Court
4	SOR II	SOR II	SOR III	SOR III	Per Court
5	SOR III	SOR III	SOR IV	Per Court	Per Court
6	Per Court	Per Court	Per Court	Per Court	Per Court

### Pretrial Services Agency – Supervision Levels

All Levels include:

- Standard Conditions of Supervision
- Court date reminder notices
- Special conditions as needed

**Level I** Weekly reporting by phone

**Level II** Monthly reporting in person

**Level III** Biweekly reporting in person

**Level IV** Weekly reporting in person

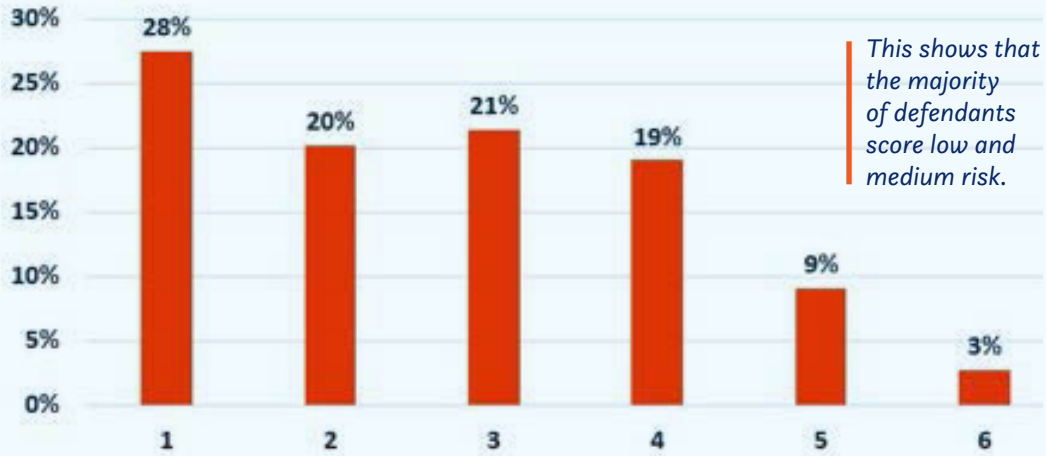
This strategy also entails **strengthening our Pretrial Services Program** by reorganizing the current “one-size-fits-all” approach to our Supervised Own Recognizance (SOR) Program to better address individual risk levels. It is anticipated that we will see lower violation and re-arrest rates with better tailored supervision plans. We believe this will result

in the reduction because it will give a realistic risk score based on science resulting in more incentive for the judge to craft release decisions that defendants can meet. The risk management matrix will provide guidance which we did not previously have on how to most effectively supervise individuals while on pretrial release.

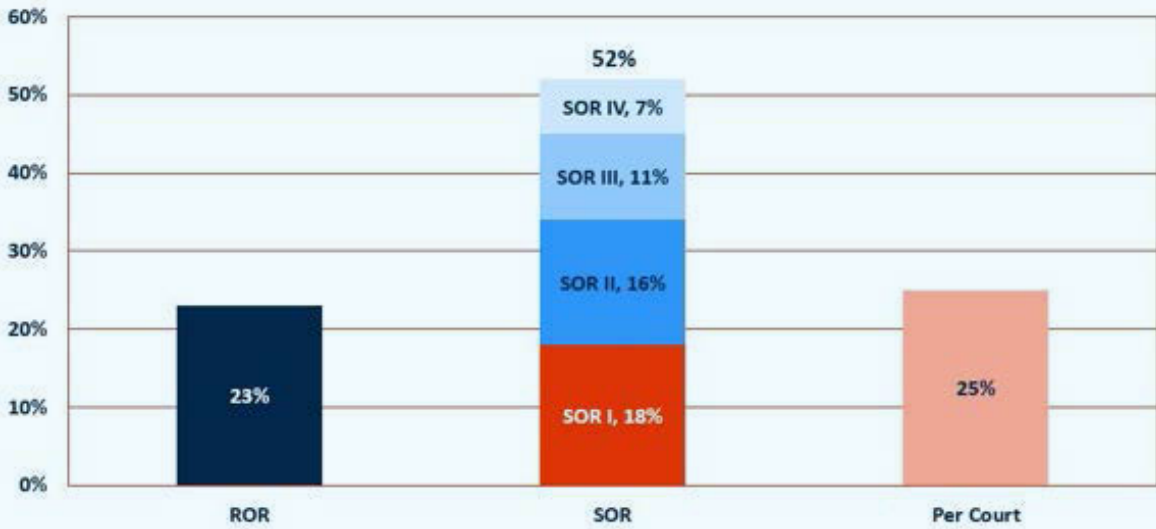
**13,457 (86%)**  
completed

Primary reason for non-completion is **refusal (46%)**

**Percent of Defendants by VPRAI-r Risk Score**



**Percent of Defendants by Pretrial Release Recommendation Matrix**



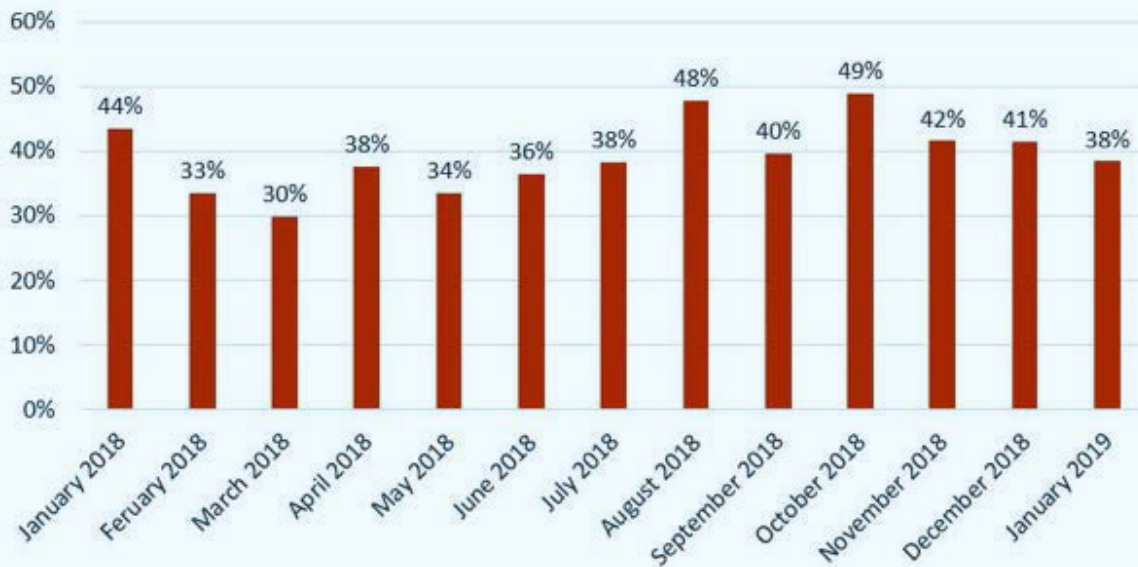
ROR = Release on Own Recognizance  
 SOR = Supervised Own Recognizance  
 Per Court = No recommendation

### Percent of Defendants by Actual Judicial Decision




*This shows that judges rely on monetary bond as the primary release mechanism with supervised release second.*

### Percent of Cases Where the Actual Judicial Decision Matched the Pretrial Release Recommendation Matrix



*The goal match rate is 75% as best-practice literature tells us. After the tool is validated by FSU for our location, we anticipate reaching the goal.*



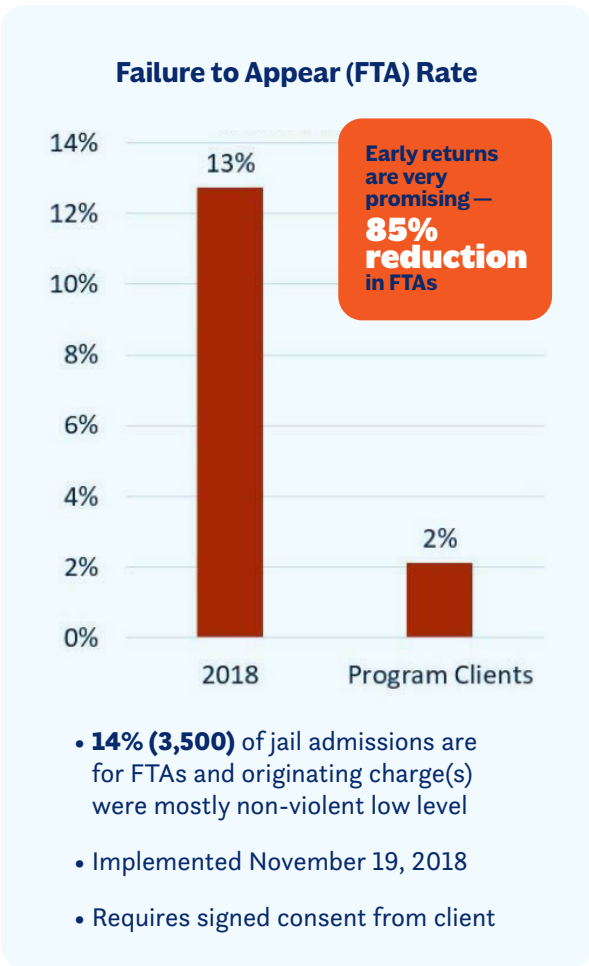


[ CORE STRATEGY ]  
**Implement a Court Date Notification System**  
*(Jail population reduction of 2.7% or 44 inmates)*

Research has demonstrated that contacting defendants who have been released pretrial to remind them of their upcoming court dates is the most effective strategy to reduce failures to appear (FTAs). Since the vast majority of FTAs result in the issuance of bench warrants, this new tool should prevent numerous warrants from being issued and therefore make a significant contribution to jail population reduction. In 2016, 3,528 people were admitted to the Palm Beach County jail for an FTA representing 14 percent of all jail admissions. In all but



two of those admissions, the underlying charges were non-violent felonies or low-level charges.



The MacArthur Core Team researched systems of this type and decided that a text messaging system would be preferable to a call notification system. People often fail to answer the phone or even retrieve messages from unknown numbers. Text messages are easily viewed and are becoming the preferred method of telephonic communication. The Core Team chose to contract with a vendor referred through the SJC named Uptrust Inc., a company specializing in this field. Uptrust worked with the PBC Clerk and Comptroller’s Office case management system vendor, Equivalent, with SJC grant dollars to create a data transfer protocol and process to provide court dates. Testing was done in the late summer and the program implemented in November. Robert F. Kennedy Human Rights, through a relationship with Uptrust, provides the funding for this project. Performance measures will be finalized in 2019 and the program’s success will be evaluated for continuation.

PBC is the first of the 20 Florida judicial circuits to implement this project. The State Legislature allocated funds in 2018 to establish a pilot project in Circuit 1 through the Office of the State Court Administrator. The Core Team is keeping informed of the progress of this pilot and any continuing legislation related to this program.



[ CORE STRATEGY ]

## Case processing efficiencies for pretrial inmates

(Jail population reduction 10.4% or 169 inmates)

### GOALS/STRATEGIES

#### A. Two grant-funded staff to identify inmates for release

1. State Attorney – Public Safety Specialist
2. Public Defender – Client Navigator

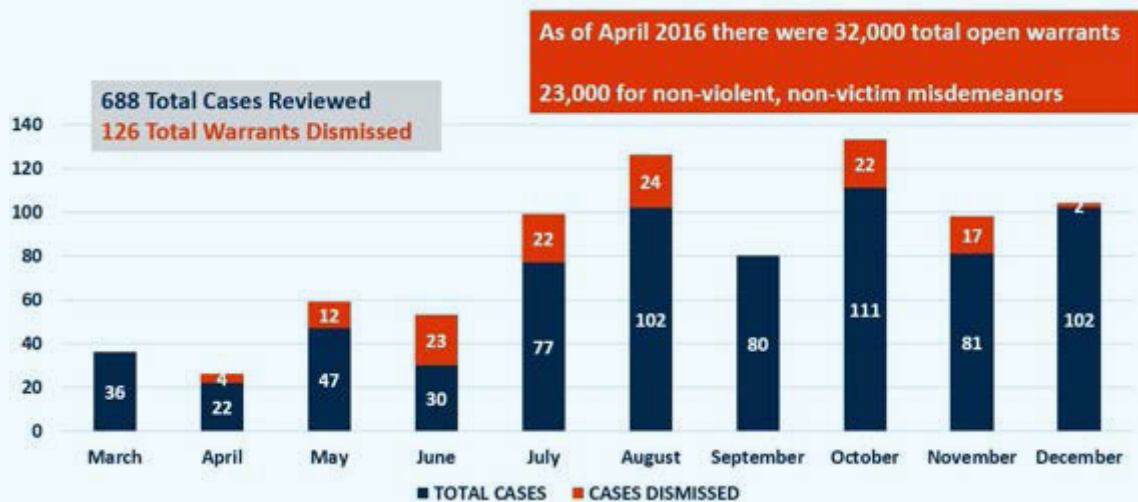
#### B. Reduce average length of stay (ALOS) of pretrial inmates

1. Justice Management Institute (JMI) Technical Assistance
2. James Austin Technical Assistance
3. Case Processing Team
4. Contract with Public Defender's Office for community-based services to provide alternatives to jail

The CJC created a Case Processing Team to guide and oversee this strategy. Increasing case processing efficiency for pretrial inmates will realize our greatest reduction in jail population of 10.4% or 169 individuals. We analyzed all 2016 jail releases by type and found that 44% of our jail population is composed of people ultimately released

on a sentence of prison (14.8% or 328), time served (21.7% or 480), and probation (7.4% or 164). Through policy analysis and consultation with Dr. James Austin (MacArthur SJC Steering Committee), we believe a 25% reduction in the average length of stay (ALOS) for these populations will realize our jail population reduction target.

### State Attorney Public Safety Specialist Warrant Dismissal



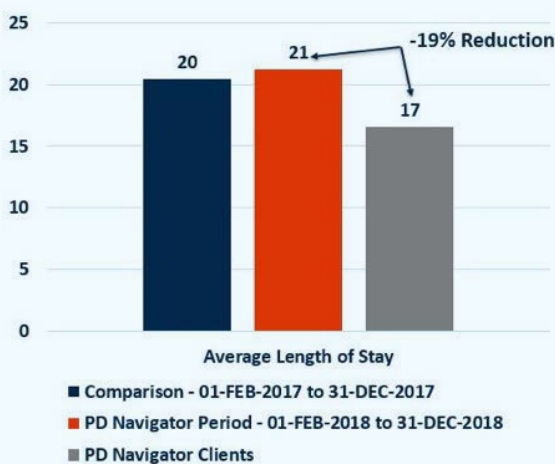
Two positions were provided with grant funds to the State Attorney (a Public Safety Specialist) and Public Defender (a Client Navigator) Offices. These positions will help reduce the average length of stay (ALOS), both by increasing the number of defendants who are released pretrial and by improving the efficiency of case processing. Since our data demonstrates that ALOS is disproportionately longer for blacks, these positions will also aid our disparity efforts. The Public Defender navigator was hired in February 2018 and interviews defendants given a bond of \$20,000 or less immediately after First Appearance Hearings. The navigator addresses reasons why they have not been released (finances, need for social services, inability to communicate with family, etc.) and follows-up on any necessary steps to effectuate release. The State Attorney specialist will identify outstanding violation of probation (VOP) warrants that can be administratively dismissed, thereby reducing the number of VOPs admitted to the jail.

The two charts below illustrate the beneficial impact of the navigator position on ALOS. The dark blue bar represents inmates ALOS for a year prior to the hire of the navigator. The orange bar represents inmates who did not receive navigator services. The grey bar shows inmates who received navigator services and clearly shows a significant reduction in ALOS.

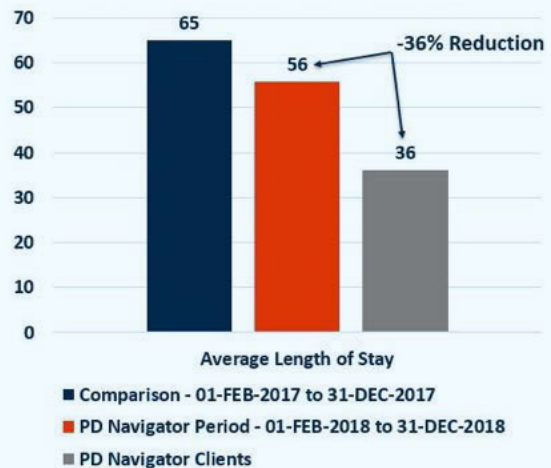
### In-depth Analysis of Court Case Processing

The Justice Management Institute (JMI) conducted two analyses of our case processing system, one for all cases and one for just cases of pretrial inmates in our jail. This strategy will also address disparities as ALOS is significantly higher for blacks. After analysis, Justice Management Institute will make a site visit to PBC to make recommendations on improving the efficiency of case processing. Using 2016 data, we project that by reducing the ALOS by 25% for the targeted expedited cases (e.g., time served, probation, and prison sentences), we can reduce the jail population by 10.4%.

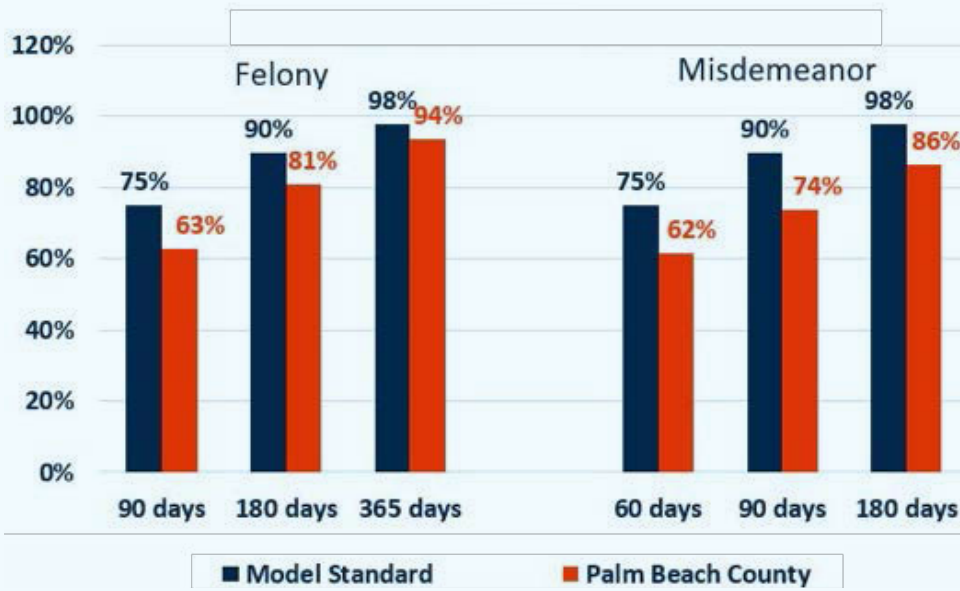
**Public Defender Clients with Bonds of \$10,000 or Less (in Days)**



**Public Defender Clients with Bonds of \$10,001 to \$20,000 (in Days)**



### Percent of Pretrial Inmate Cases Disposed of within National Model Standards

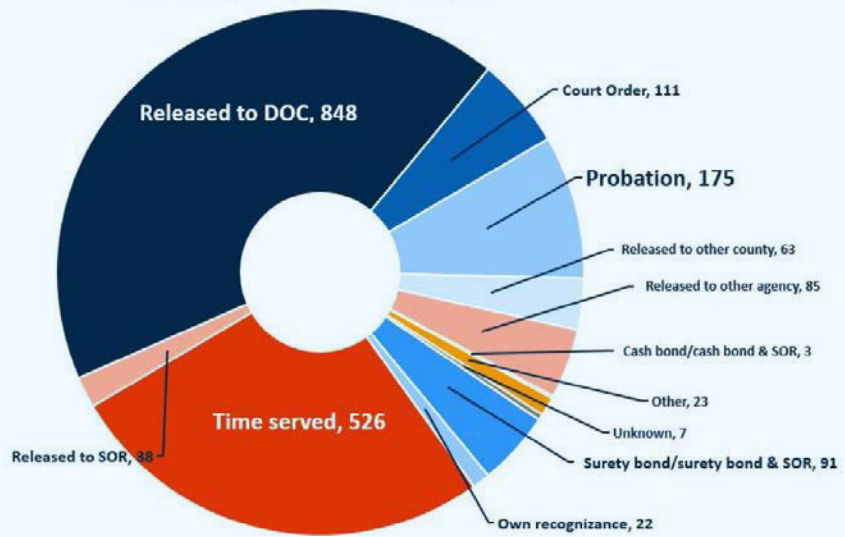


The chart above shows the case disposition time for pretrial inmates by charge type. It compares PBC to national model standards and illustrates that PBC comes very close to meeting those standards.

### Community-based Alternatives to Jail

Through a contract with the Public Defender's Office, additional community-based resources will be provided for inmates who will require linkages to services in order to be released.

### 2018 Average Daily Population Composition





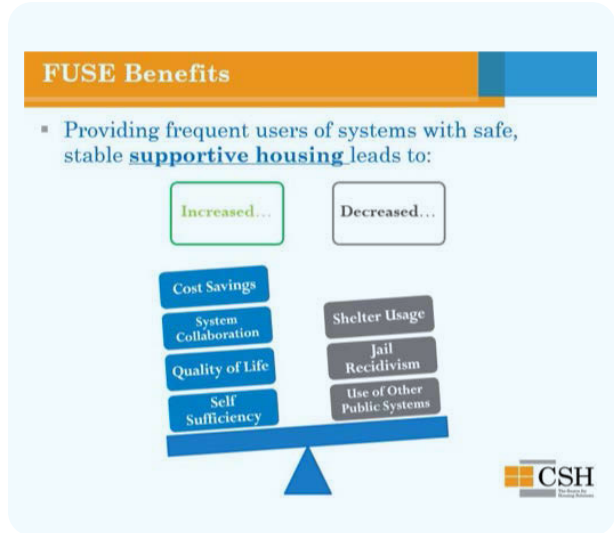


[ CORE STRATEGY ]  
**Implement PalmFUSE (Frequent Users Systems Engagement)**  
*(Jail population reduction of 0.55% or 9 inmates)*

**A**lthough PalmFUSE may not produce as great a reduction in the jail population as will other strategies, the Core Team felt this project is of equal importance because of four reasons which tie into our long-term vision. First, there has been outstanding participation and collaboration among our many community partners. Second, a successful project will bring significant cost savings to our jails, hospitals, homeless programs and behavioral health crisis centers. Third, law enforcement will see a reduction in encounters with frequent low-level offenders who have complex behavioral health issues. Fourth, and most importantly, lives will be stabilized and improved.

**This diversion project, grown to scale, will move us toward a system that is more effective, fair and humane by ending the cycle of incarceration and homelessness for the most vulnerable in our community.**

PalmFUSE seeks to break the cycle of incarceration and homelessness among individuals with complex behavioral health challenges who are the highest users of jails, homeless shelters, hospitals and other crisis system services. It improves health, reduces recidivism, increases housing stability and decreases the use of multiple crisis services, resulting in significant public cost savings. PalmFUSE is unique because it cuts across four public systems: criminal justice, homelessness, behavioral health



and physical health. Leaders from these systems and other policymakers collaborate to address the needs of shared clients/patients and to shift away from costly crisis services and toward a more cost-effective and humane solution: permanent housing with wraparound supportive services.

In 2018, PalmFUSE housed its first two participants through a partnership with The Lord’s Place as a pilot to refine program operations. A contract with the Florida Atlantic University (FAU) School of Criminology and Criminal Justice was executed to conduct a process and outcome evaluation of PalmFUSE.

This diversion project, grown to scale, will move us toward a system that is more effective, fair and humane by ending the cycle of incarceration and homelessness for the most vulnerable in our community. We will measure reductions in recidivism and use of crisis services, as well as housing retention and cross-system costs.

## Planning FUSE: CSH's FUSE Blueprint

### Data-Driven Problem-Solving

Cross-system data match to identify frequent users

Track implementation progress

Measure outcomes/impact and cost-effectiveness

### Policy and Systems Reform

Convene interagency and multi-sector working group

Troubleshoot barriers to housing placement and retention

Enlist policymakers to bring FUSE to scale

### Targeted Housing and Services

Create supportive housing and develop assertive recruitment process

Recruit and place clients into housing, and stabilize with services

Expand model and house additional clients

## CSH is the National Expert on Frequent User Initiatives





[ OVERALL STRATEGY ]  
**Reduce Racial and Ethnic Disparities (RED) within the jail population**

**GOALS/STRATEGIES**

- A. One grant-funded staff to lead project**
  - 1. *Identify disparities in a data-driven analysis of system decision points and charges*
  - 2. *W. Haywood Burns Technical Assistance*
  - 3. *Racial and Ethnic Disparities (R.E.D.) Team*
- B. Bench / Desk Cards**
- C. Implicit Bias Education for all criminal justice agencies**
  - 1. *50% of 1,000 non-law enforcement (SA, PD, Judiciary, Probation, Pretrial, Clerk, Defense)*
- D. Community Engagement Team**
  - 1. *Conduit to share information and gain feedback*
  - 2. *Community Conversations, Book / Film / Panel Discussions and Meet the Experts Events*

**I**n 2018, Palm Beach County’s system actors collectively began an exploration of racial and ethnic disparities in our local criminal justice system. They have read scholarly articles, analyzed data, attended trainings, and engaged the community in “uncomfortable” discussions. They recognize this journey will be long and will evolve as learning grows and believe meaningful impact will be realized over time.

The stakeholders agreed on a targeted approach to address disparities involving a variety of strategies. The following strategies were begun in 2018:

- 1. Implementation of the pretrial assessment tool in September 2017 to level the playing field for all people to be evaluated on the same criteria and to promote consistency in decision-making;
- 2. Creation of a Racial and Ethnic Disparities (RED) Team in February 2018 to lead this work;
- 3. Hiring an analyst in February 2018 to work full-time for the RED Team, collaborate with the Haywood W. Burns Institute (BI), and collect, analyze and present data on disparities in our local system.
- 4. We began to receive technical assistance through BI in February 2018 to identify drivers of disparities through data analysis and working with the RED Team to develop recommendations;
- 5. Hiring of a Client Navigator for the Public Defender’s Office in February 2018 to work with their clients with bonds of \$20,000 or less at First Appearance Hearings to facilitate earlier release and thus reduce their length of stay in jail; and
- 6. Implementation in November 2018 of a text-based court reminder system to reduce failures to appear (FTA) for missing court dates.

Additional strategies for future years include:

7. A Second Look Procedure will identify pretrial inmates who remain in jail solely on a low monetary bond after First Appearance Hearings, to determine if a reduced bond or non-monetary option exists to facilitate their release;
8. System-wide Implicit Bias training will be done to ensure staff who make decisions about people's lives within the local criminal justice system understand the impact of their decisions; and
9. Development of methods (i.e., screen savers, posters, etc.) to remind people to check their implicit bias and to practice procedural justice.

Reductions in disparities will be difficult to address, but the stakeholders understand the importance of this work and are committed to addressing it. Tackling this issue cannot be an exercise in finger pointing. There is no single entity to blame. This is a systemwide issue that has to be examined first with a wide lens and ultimately with a microscope. Achievement in this

area will be shown where there is significant progress toward narrowing the gap between the County's population of blacks (19%) and the jail population of blacks (approximately 50%).

## What are Racial and Ethnic Disparities?

### ***Over-representation of people of color in the justice system***

- A comparison of percentages or rates of involvement for people of color vs. white people
- When at a decision point in the system the percentage is higher than the percentage of the general population
- Goal: To understand why there is over-representation through a data driven approach and make changes which reduce the identified disparities





**Disparate treatment of people of color**

- Different treatment for similar behavior
- Taking similar situated cases and comparing outcomes
- Goal: To reduce disparate treatment and impact disparities

**Unnecessary entry into the justice system and/or deeper penetration into the justice system**

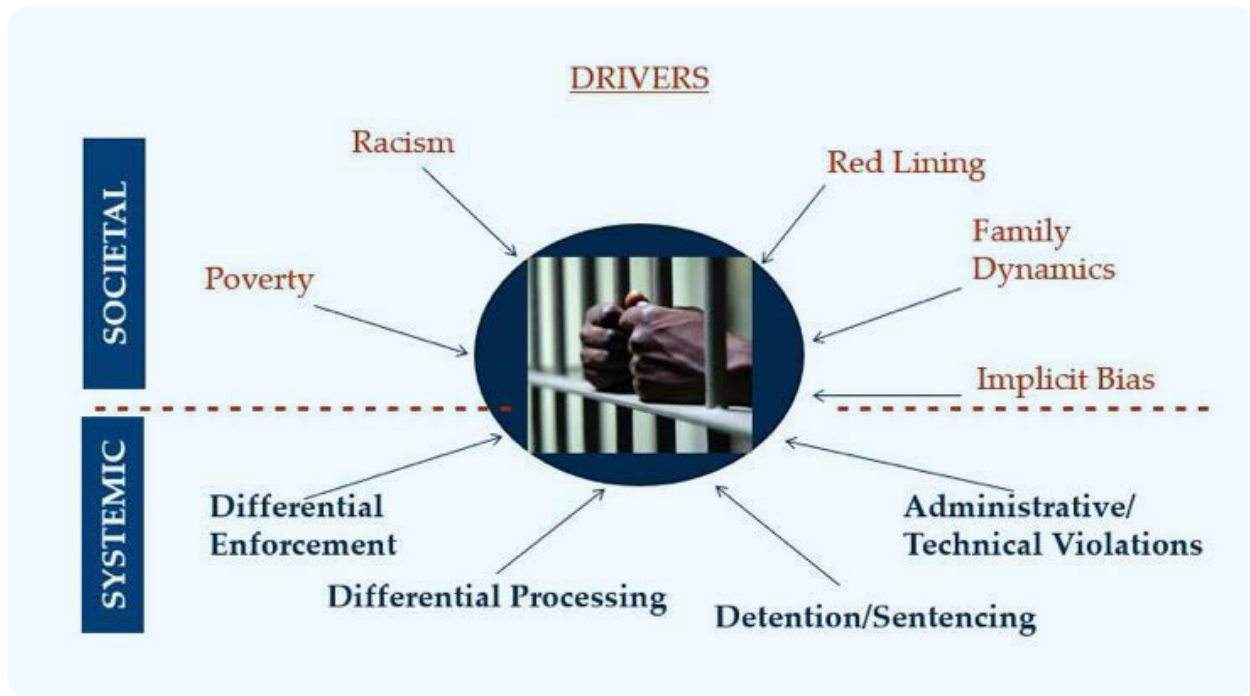
- System involvement for socio-economic factors (i.e. inability to pay bail)
- Research demonstrates people of color tend to enter justice system earlier and move more quickly into harsher outcomes versus white people
- Goal: To ensure system is not color blind and creates self-correcting/sustaining system

Addressing disparities requires focusing on what can be controlled rather than the global conversation. The illustration below highlights the global conversation at the top and the factors within a jurisdiction's control at the bottom.

**Data Findings**

The RED Team worked with BI staff on in-depth data analysis of disparities in the PBC jail. The findings reveal that blacks are significantly overrepresented in PBC's jail, making up 19% of the county population but 50% of the jail population. Hispanics (black and white) represent 21% of the population and 17% of the jail population. Analysis shows the average length of stay (ALOS) for pretrial inmates overall is 28 days, with black Hispanics averaging 50 days, black non-Hispanics 37, white Hispanics 30, and white non-Hispanics 20.

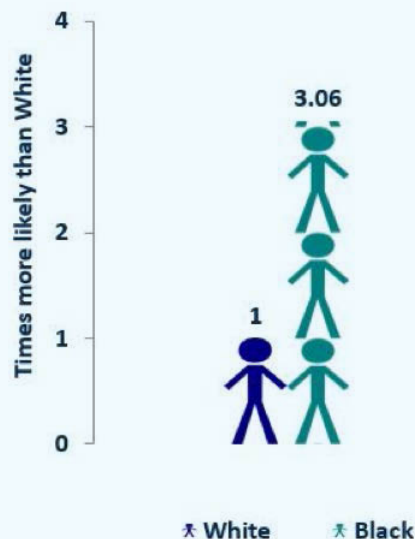
BI used the Relative Rate Index (RRI) to illustrate the disparity in jail admissions in the County. The RRI



compares the rate of activity for one group with the rate for another in order to show the proportional relationship. The following charts show that black adults are three times more likely to be admitted to the County jail than whites and the greatest disparities in admissions by charge type.

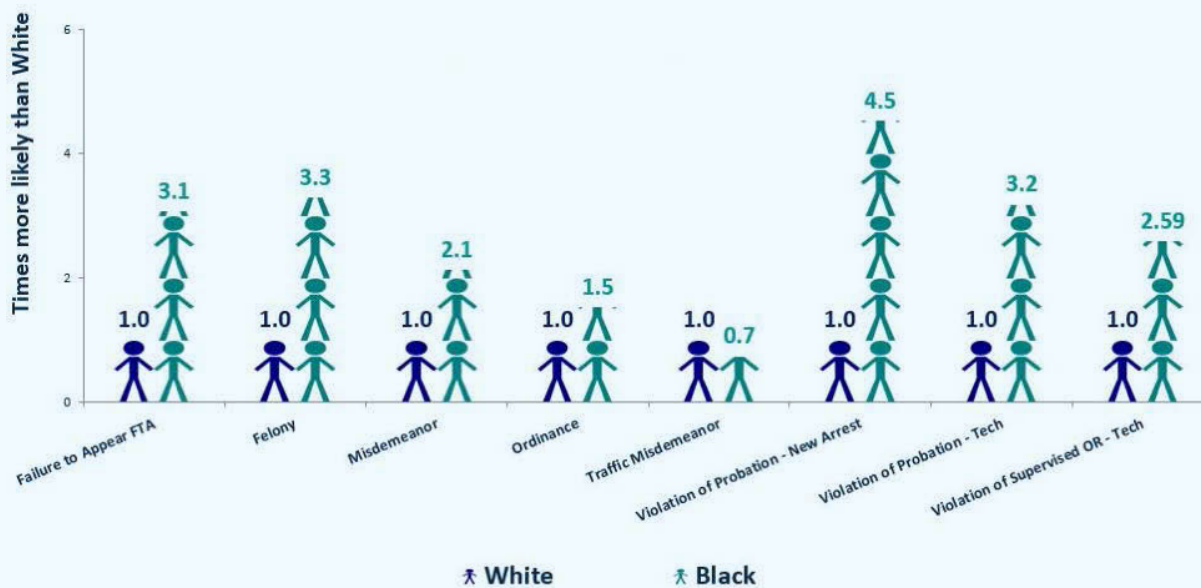
Using this data, the Team selected three charge types that have the combination of high disparities and high overall admissions to focus deeper data dives in order to identify methods to reduce the disparities. The three charge types included failure to appear (FTA), felony and misdemeanor larceny (theft), and felony and misdemeanor marijuana possession. The Team found that FTA represents the greatest use of jail beds with felony larceny second, while misdemeanor larceny and marijuana possession represented a smaller usage of jail beds. Thus, the Team felt the court reminder system would have a great impact on reducing disparities in FTA admissions to the jail. The system was implemented in mid-November 2018 and data will be analyzed to

### 2017 Disparity in Jail Admissions



**Black adults are 3 times more likely than White adults to be admitted to the jail.**

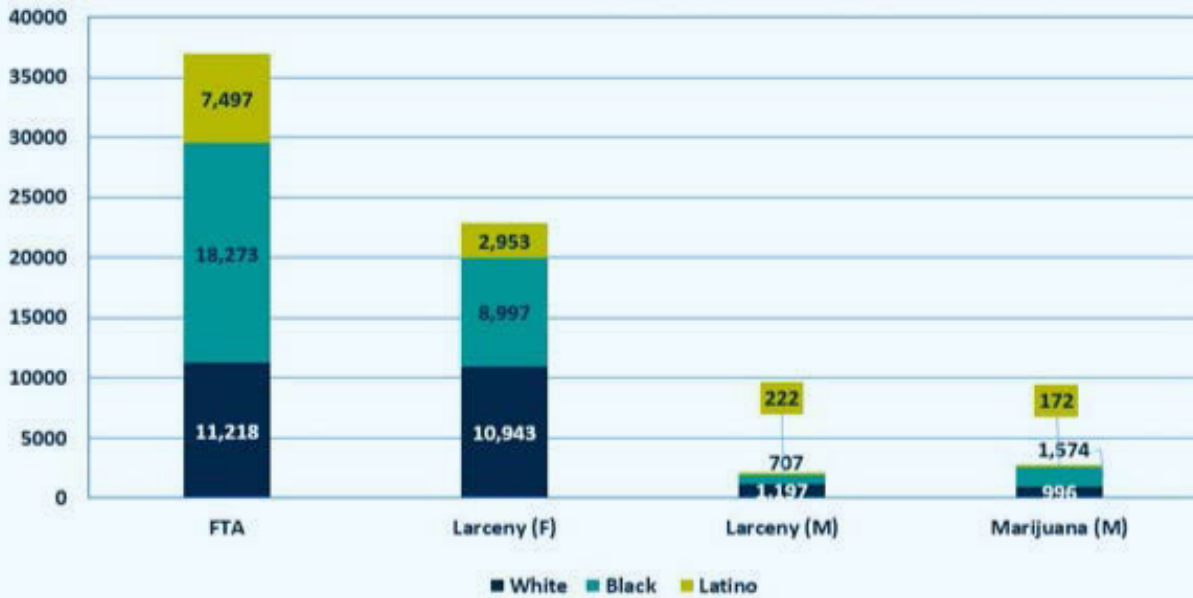
### 2017 Disparity in Jail Admissions (by charge type)



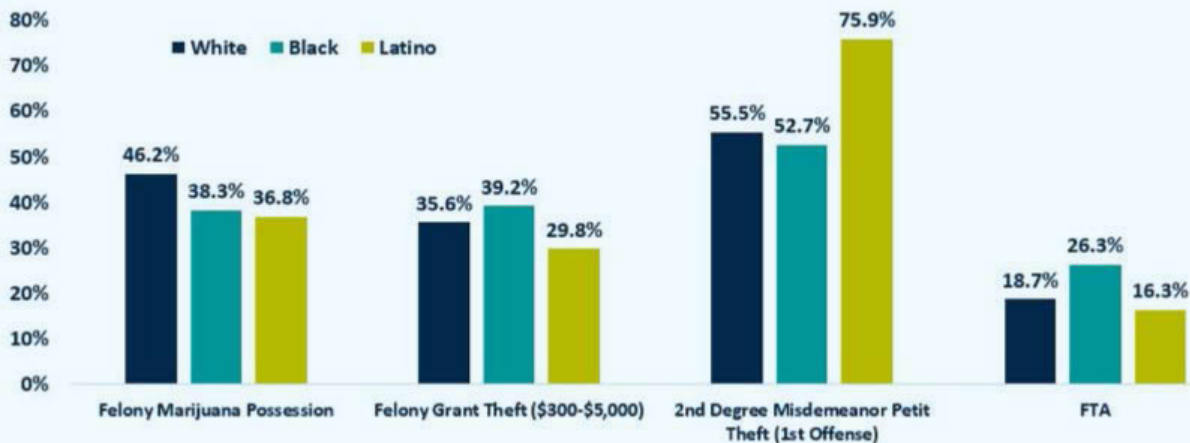
ascertain the impact to disparities for this charge type admission to the jail in the coming year. The Team found that very few defendants are admitted to the jail solely for a misdemeanor marijuana charge and

thus felt this would not be an area for further review. The passage of Marsy’s Law by the Florida Legislature during the 2018 session made proceeding with a review of victim crimes, such as larceny, problematic.

**Disparities in Jail Bed Days  
R.E.D. Team Targeted Populations**



**2017 Disparity in Jail Admissions – Deep Dive Sample  
Percent Released Before First Appearance**













**PALM BEACH COUNTY  
BOARD OF COUNTY COMMISSIONERS**

**Melissa McKinlay**  
Mayor

**Mack Bernard**  
Vice Mayor

**Hal R. Valeche**

**Paulette Burdick**

**Dave Kerner**

**Steven L. Abrams**

**Mary Lou Berger**

**County Administrator**  
**Verdenia C. Baker**

**CJC OFFICERS**

**Gerald Richman**  
Chairman

**Barry Krischer**  
Vice Chairman

**Douglas Duncan**  
Secretary

**Joseph Ianno, Jr.**  
Treasurer

**CJC EXECUTIVE DIRECTOR**

**Kristina Henson**