

**PROGRAM MONITORING AND  
EVALUATION SUB-COMMITTEE**



Palm Beach County Governmental Center  
10th Floor, CJC Conference Room  
301 N. Olive Avenue

West Palm Beach, Florida 33401

<http://www.pbcgov.com/criminaljustice>

**Wednesday, 12:00pm, October 10, 2012**

**- D R A F T A G E N D A -**

1. **Welcome / Opening Comments**, Lee Waring, Chair
2. **Roll Call & Introduction of Guests**
3. **Approval and/or Additions to the Agenda**
4. **Approval of September 19, 2012 Minutes**
5. **Proposed Chairman's Comments**

During the September 24, 2012 meeting of the Criminal Justice Commission, the Chairman and staff presented the findings of two reports. The first report provided an overview of how local program outcomes compared to similar program outcomes as reported in peer review journals and other credible sources. The second report presented desired measurable outcomes that would be expected of programs funded by the Criminal Justice Commission. As a result, the Commission recommended that we consult with local program providers before asking the Commission to act on the recommendation. As such, the purpose of this meeting is to review and discuss performance measures and levels from programs such as Adult Drug Court, Riviera Beach Civil Drug Court, Delinquency Drug Court, and the County's Reentry program.

**6. Old Business**

- A. **Defining Expected Performance Measures and Levels to Priorities** (Attachment B): Lee Waring

Committee members and guests are asked to review the report prior to the meeting to provide staff specific comments and direction. The measures presented in the report are primarily based on historic data provided by programs managers or goals outlined in competitive grant awards (e.g. RESTORE).

- B. **Interim Report: Outcome Evaluations of Select Programs** (Attachment A): Damir Kuhec

Committee members and guests are asked to review the report prior to the meeting to provide staff specific comments and direction.

- C. **Update on Evaluations**: Damir Kuhec

- a) Adult Criminal Drug Court
- b) Civil Drug Court
- c) Delinquency Drug Court
- d) Countywide Reentry Program
- e) Misdemeanor Probation Services

**7. New Business**

**A. No New Business**

**8. Member and Guest Comments**

**9. Attachments**

- A. Interim Report: Outcome Evaluations of Select Programs (dated September 19, 2012)
- B. Suggested Performance Measures Levels (Updated September 19, 2012)
- C. Children's Services Council News Article, Palm Beach Post, September 4, 2012.

**Next PME Meeting:** To be determined.

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**Wednesday, September 19, 2012**

**- DRAFT MINUTES -**

**Members Present:**

Lee Waring, Chair  
Jim Barr, Criminal Justice Commission  
Carey Haughwout, Public Defender (Absent)  
Chuck Shaw, Palm Beach School District Board (Absent)  
Kirk Volker, for Paul Zacks, State Attorney's Office

**Staff:**

Michael Rodriguez, Executive Director  
Damir Kukec, Research & Planning Manager  
Becky Walker, Criminal Justice Manager  
Teshika Lee, Temporary Professional

**1. Welcome / Opening Comments, Lee Waring, Chair**

Mr. Waring welcomed everyone and asked if everyone was signed in that will be attending today.

**2. Roll Call & Introduction of Guests**

Mr. Kukec confirmed that Ms. Haughwout and Mr. Shaw sent their regrets and will not be able to attend.

**3. Approval and/or Additions to the Agenda**

The agenda was approved as is, with no additions or deletions.

**4. Approval of February 15, 2012 Minutes**

The minutes from the February 15, 2012 meeting was approved with the exception that Chairman Waring asked for clarifications on two items:

Page 3 of 5; paragraph 3,

## **5. Chairman's Comments**

Recording did not begin at the beginning of the meeting.

## **6. Old Business (Recording did not begin at the beginning of the meeting.)**

The meeting started with the review of Attachment A, the interim report on fiscal year 2012 program outcomes and comparison groups identified in the peer review literature. There was a brief presentation by the Chairman followed by discussion and questions. Most of the discussion concerned the use of recidivism as an outcome measure. Mr. Rodriguez noted that, as an example, in Adult Drug Court, he would really like to know if they (the participants) ever start using drugs again. However, once they are no longer clients of the drug courts, they are not required to submit to testing or self reporting. As a result, we are forced to examine recidivism and the type of arrest (e.g., drug offenses or other offenses). He noted that recidivism is by far one of the most important thing that we're looking at, because the whole point of the re-entry program is save costs related to incarceration for jail or prison.

It was noted that while other outcomes are important, recidivism is by far the most important and effective way of examining how the program is working. If we start to look at other variables such as relapse, like other studies have done, these types of variables are associated with long term studies and tracking individuals outside of the court ordered timeframe. Such an approach has its challenges that include "attrition"; where drug court clients move away or cannot be located for study follow-up.

Chairman Waring stated that he would like the report to clarify that although there are no comparative studies in the peer review literature for Riviera Beach Civil Drug Court, we should clarify that we are doing an outcome study that we will include a control group for comparison – this will also include a review of arrest history with the Florida Department of Law Enforcement (FDLE). Mr. Kukec noted that the director of Riviera Beach Civil Drug Court was also unable to locate a similar program across the Country.

There was a request that the report include a definition of "meta data" analyses/studies. Mr. Rodriguez noted that there was also a need to clarify that the definition of recidivism is not uniform across studies. For example, the recidivism rate for the county's "RESTORE" reentry program is reported as .8%, which represents a return to a state Florida Department of Corrections (DOC) facility. On the other hand, if we include "re-arrest" as recidivism, the percentage would be 7%. The DOC statewide recidivism rate is approximately 33% - returning to a DOC facility within three years after release. It was recommended that the report include specific numbers used to calculate the percent of those that recidivate.

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Chairman Waring asked Mr. Kukec to go over the tables on pages 8, 12, & 13. This shows various programs and their outcomes. Mr. Kukec explained what Civil Drug Court is, that it is a *Marchman Act* proceeding and explains its process. Chairman Waring stated to Mr. Kukec that for the purpose of our discussion to present to the Commission, to include how many drug courts that are listed in the “meta analysis”. Mr. Kukec explained the report on Delinquency Drug Court. Mr. Kukec explained the data collection that was performed at Riviera Beach Civil Drug Court and the case management system that was developed for the court. He also explained how the detailed study will determine the recidivism rate for the Riviera Beach population and the non Riviera Beach population. Chairman Waring confirmed with Mr. Kukec that this study is in process in conjunction with FDLE. Mr. Kukec stated that the University of South Florida is looking at the county’s re-entry program and will have a report ready for publication in March 2013.

Chairman Waring asked that the report be updated to clarify that the “local programs” included in the report reflect the priority areas identified during the March 2012 annual planning meeting. Furthermore, the Mr. Waring asked that for the our presentation on Monday, September 24, 2012 before the Criminal Justice Commission emphasize this point and that this report then leads to the second report: Attachment B. Following a brief presentation concerning Attachment B, Chairman Waring stated that Attachment B represents a natural progression; where the comparative outcome results and the historical outcome data of local programs help us establish acceptable “performance levels”. He noted that we can then recommend to the Criminal Justice Commission desired performance outcome levels that service providers are expected to achieve.

The meeting was adjourned following this discussion as there was no other business to discuss.

**Research and Planning Briefing Note  
Program Monitoring and Evaluation Sub-Committee**

**Introduction:**

On March 26, 2012, during the Annual Planning Meeting, the Criminal Justice Commission identify three major priorities<sup>1</sup> under the heading of crime prevention for the fiscal year 2013 (October 30, 2012 to September 30, 2013). The priorities included 1) drug courts; 2) reentry; and 3) juvenile issues.

The purpose of this brief is to propose outcome measures desired by the Criminal Justice Commission prior to engaging in contracts and agreements with service providers funded by the Commission in fiscal year 2013. The proposed outcome measures stem from previous discussions with member of the Program Monitoring and Evaluation (PME) Sub-Committee, where members expressed a desire to better understand and define “success” when examining process evaluation information. As such, staff has developed preliminary outcome measures for the consideration of the PME Sub-Committee and Finance Committee.

**Method:**

The proposed levels are based on available historical programmatic data; peer reviewed literature; and program staff experience. The levels are intended to help inform discussions about the desired levels and help members of the Commission to define success. Staff will inform service providers of the desired levels as part of the development of scope of work within contracts and agreements between the COUNTY and service providers/agencies. If during this process, service providers and agencies do not agree with the desired performance and outcome measures; this will be brought back to the Finance Committee to address.

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<sup>1</sup> Criminal Justice Commission, Annual Planning Meeting, March 26, 2012. Motioned by Steven Burdelski and seconded by Gerald Richman (recording Part 2, 1:05:00).

**Proposed Outcome Measures by Priority:<sup>2</sup>****Drug Court:**

There are three different types of drug treatment courts under the auspices of the 15<sup>th</sup> Judicial Circuit, Palm Beach County. This includes 1) adult criminal drug court; 2) civil drug court; and 3) delinquency drug court. While there are variations between the three programs, all attempt to address substance abuse by way of court monitoring and treatment. All three courts attempt to reduce substance abuse relapse and recidivism (re-arrest) rates.

Program	Caseload (per year)	Target Population	Outcome
Adult Drug Court	120 court participants	Adult, non-violent felonies (post conviction), Palm Beach County Residents	60% graduation rate* 10% <u>recidivism</u> first 90 days after treatment**
Civil Drug Court	150 court participants (that received treatment)	Adults, with substance abuse problems, Palm Beach County Residents	60% graduation rate* 10% arrested first 90 days after treatment**
Delinquency Drug Court	14 court participants	Youth on probation with Department of Juvenile Justice	50% graduation rate* 10% recidivism first 90 days after treatment**

\*Graduation denotes that participants successfully completed the program/treatment. \*\*From our examination of the peer review literature, we understand that recidivism rates can be as high as 80% for “highly addicted” persons to as low as 12% in the Palm Beach County adult drug court (five year recidivism rate).

The above levels are based on historical trends. While we intend to track recidivism over a longer period of time (1 year, 3 years, and 5 years), for the purpose of reporting to the Criminal Justice Commission and to inform funding decisions, recidivism is reported 90 days after completion. This will facilitate quarterly and bi-annual reporting (every six months).

<sup>2</sup> Kukec, Damir., Interim Report: Outcome Evaluations of Select Programs, March 26, 2012. For detail concerning program descriptions and outcomes please see the interim report.

**Reentry:**

The Reentry program includes a number of individual programs administered by various not-for-profits and the Public Defender’s Office Reentry Initiative.<sup>3</sup> Other funding was also provided under the auspices of the Weed and Seed program and most recently under the Youth Violence Prevention Project (e.g., Riviera Beach Community Justice Service Center). There are at least nine different service providers working toward helping returning inmates (from either jail or state prison) to reintegrate with society at large. Most recently, the grant funded project entitled RESTORE expanded the scope of the countywide effort to assist reentry for individuals returning from state corrections facilities. The RESTORE program is implemented in partnership with the Florida Department of Corrections; which relocated prisoners from Palm Beach County to a local facility. These individuals are provided pre and post release services to help them transition from the state system back to the community. Programs provide services that include the provision of basic identification, the restoration of specific rights; job training, education, substance abuse treatment and/or mental health treatment, transitional housing, peer mentoring, literacy classes, and case management.

Program	Caseload (per year)	Target Population	Outcome
RESTORE	200 adult felons	Adult felons returning to Palm Beach County from Florida Department of Corrections	10% recidivism rate in the first 90 days following completion.  15% recidivism rate in first three years following release*
Non-RESTORE	250 adult ex-offenders	Adult misdemeanants and felons returning to Palm Beach County from Florida Department of Corrections or the County Jail	15% recidivism rate in the first 90 days following completion.  25% recidivism rate in first three years following release*

\* The recidivism rate is approximately one-half of the Department of Corrections recidivism rate (30% of prisoners released from state prison returned to the state prison system within three years). The recidivism rate for individuals released from county jail is approximately 50%; where one-half are re-incarcerated within three years following release. The RESTORE and non-RESTORE reductions in recidivism are also identified in the five year Reentry Strategic Plan; as well as the RESTORE project grant funded by the federal Department of Justice.

<sup>3</sup> Previously called the R.E.A.P. program (Recovery, Empowerment, Achievement, and Prosperity).

**Juvenile Issues:**

During the Annual Planning Meeting members identified Juvenile Issues as a priority. In the absence of specific programming, staff will develop specific outcome measures will be proposed once programming (i.e., intervention, education, positive environment, etc.) is considered by the Finance Committee.

**Date:** April 11, 2012

(Updated September 19, 2012)



## Interim Report: Outcome Evaluations of Select Programs

### Performance Monitoring & Evaluation Sub-Committee Report to the Criminal Justice Commission

Prepared by:

Damir Kukec  
Research and Planning Manager  
Research and Planning Unit  
Criminal Justice Commission

For

Chair Lee Waring  
Program Monitoring and  
Evaluation Sub-Committee

September 19, 2012 (Updated)

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## **Acknowledgments**

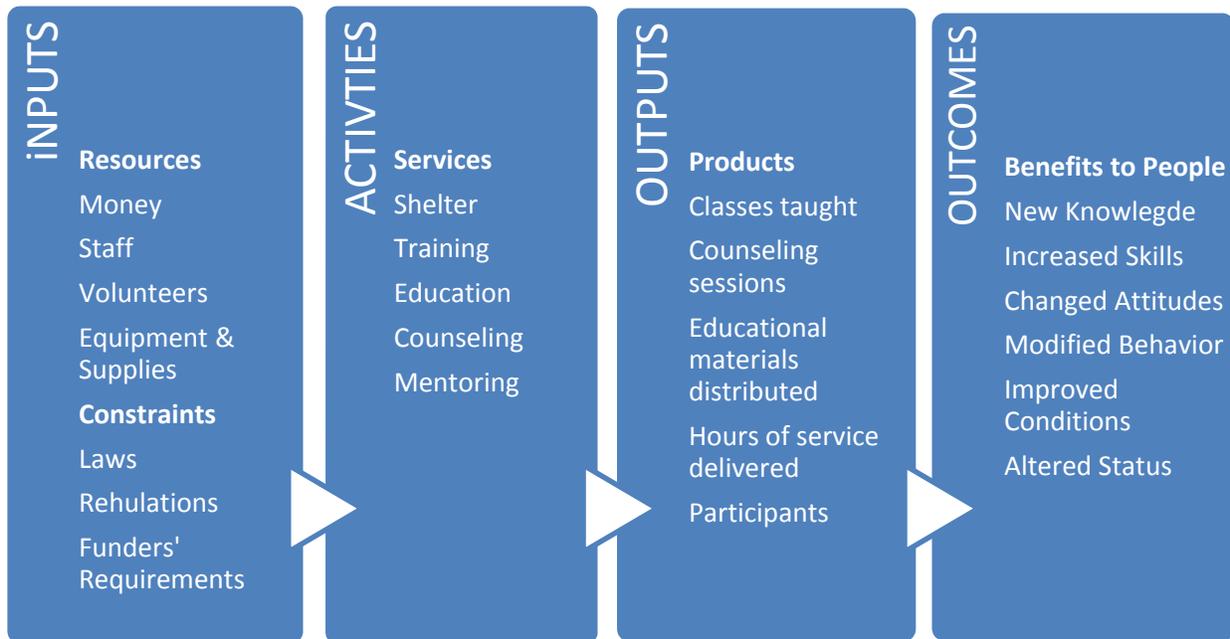
I would like to take this opportunity to thank the Sub-Committee for their review and constructive feedback. I am also grateful to my colleagues who took the time to review previous versions and the program managers who provided most of the data for Palm Beach County programs.

## Introduction:

In the fall of 2009, the Criminal Justice Commission directed staff to monitor and report on the implementation of programs funded by the Commission. The Criminal Justice Commission wanted to examine the “return on investment” (ROI), and for the first time “service providers” were required to report on results by developing logic models and measurement frameworks. This was a first step to promoting transparency and accountability; and reflected the desire of the Criminal Justice Commission to fund evidence based programs that could be described as “working” since they have the desired effect of changing individual behavior.

As a result, the Research and Planning Unit staff implemented logic model and measurement framework training with service providers. Logic models are “narrative or graphical depictions of processes in real life that communicate the underlying assumptions upon which an activity is expected to lead to specific results.”<sup>1</sup> Typically, logic models contain three components which describe the desired outcome(s). The following diagram describes the Department of Community Services program outcome model that will be used by the programs funded by the Criminal Justice Commission.

**Diagram One. Program Outcome Model**



**Source:** Constantino, Renee., Measuring Program Outcomes. Department of Community Services, Palm Beach County, Financially Assisted Agencies, Planning and Evaluation, August 25, 2009.

<sup>1</sup> McCawley, Paul F., The Logic Model for Program Planning and Evaluation., University of Idaho Extension. <http://www.uiweb.uidaho.edu/extension/LogicModel.pdf>

The development of logic models and measurement frameworks were vital building blocks to developing and implementing a process evaluation; which was concerned with program implementation and execution. The logic models and measurement frameworks also provided the foundation for primary data collection and will eventually facilitate the completion of outcome evaluations.

This interim report provides a brief overview of the activities of various programs funded in fiscal year 2012; and which have received budgeted funds for multiple years from the Criminal Justice Commission. Table one below lists the various service providers funded by the Criminal Justice Commission for fiscal year 2012; the majority of which reflects the 2012 priorities identified during the previous annual planning meeting.

<b>Table 1. Pillars and Programs 2012 Fiscal Year**</b>	<b>Budgeted</b>	<b>%</b>
<b>Corrections</b>	<b>\$328,146.00</b>	<b>20.4%</b>
Juvenile Assessment Center Security	\$328,146.00	20.4%
<b>Courts</b>	<b>\$451,000.00</b>	<b>28.0%</b>
Adult Criminal Drug Court	\$320,727.00	19.9%
Juvenile Drug Court	\$79,273.00	4.9%
Riviera Beach Civil Drug Court	\$51,000.00	3.2%
<b>Crime Prevention</b>	<b>\$82,053.00</b>	<b>5.1%</b>
Youth Empowerment Center - Belle Glade	\$82,053.00	5.1%
<b>Law Enforcement</b>	<b>\$147,909.00</b>	<b>9.2%</b>
Domestic Violence Law Enforcement Training (& Offset Incarceration Costs)	\$147,909.00	9.2%
<b>Re-Entry</b>	<b>\$569,006.00</b>	<b>35.4%</b>
Countywide Re-Entry Evaluation	\$100,000.00	6.2%
Goodwill Re-Entry Program	\$110,000.00	6.8%
Justice Service Center Riviera Beach	\$212,165.00	13.2%
Public Defender Paralegal Assistance	\$45,297.00	2.8%
Public Defender Positions (Social Workers)	\$62,804.00	3.9%
Public Defender Re-Entry Countywide Coordinator / Job Finder	\$38,235.00	2.4%
Public Defender Re-Entry Program - Pilot ID	\$505.00	0.0%
<b>Research &amp; Planning</b>	<b>\$30,797.00</b>	<b>1.9%</b>
Program Monitoring & Evaluation - Research Assistants	\$30,797.00	1.9%
<b>Grand Total</b>	<b>\$1,608,911.00</b>	<b>100.0%</b>

\*\* Excludes competitive grants acquired for alternatives to secure detention and funding under the Restore or Second Change Act in support of countywide Re-Entry Programs. This also excludes funding that was carried over from previous funding fiscal years extending back to fiscal year 2010 and 2011. Source: Criminal Justice Commission Financial Analyst, March 2012.

## Commission Mission and Outcomes

The Criminal Justice Commission ordinance clearly outlines why examining outcomes is a fundamental part of the Commission's raison d'être. The Criminal Justice Commission was created in 1988 to serve as an advisory body to the Palm Beach County Board of County Commissioners. The Criminal Justice Commission was established to make recommendations to the Board of County Commissioners on policies and programs designed to accomplish the following objectives:

- a) To provide overall coordination to law enforcement and crime prevention efforts in the county;
- b) To provide an efficient, cost effective and timely criminal justice system in the county; and
- c) To effect the reduction of crime in the county on a permanent basis (Ord. No. 88-16, § 2, 8-16-88).

In addition to the objectives, there are several salient authorities within the ordinance that guide the work of the Criminal Justice Commission. These include:

- a) To review, research and evaluate existing systems and programs within the scope of the Criminal Justice Commission; and,
- b) To establish task forces or subcommittees to study in detail key aspects of programs and systems within the scope of the Criminal Justice Commission; and,
- i) To request members of all agencies within the auspices of the Board of County Commissioners to provide the Criminal Justice Commission in a timely manner with all data and information requested by the Criminal Justice Commission, to appear at any meeting or hearing requested by the Criminal Justice Commission, and to otherwise work in cooperation and good faith with the Criminal Justice Commission in pursuing the criminal justice commission's objectives.

As part of the monitoring and evaluation process, the Criminal Justice Commission created the Program Monitoring and Evaluation (PME) sub-committee in September 2011 to further guide the work of the Research and Planning Unit.

### **Program Monitoring and Evaluation Sub-Committee:**

Lee Waring, Chair  
Jim Barr, Criminal Justice Commission  
Carey Haughwout, Public Defender's Office  
Chuck Shaw, Palm Beach School District Board  
Paul Zacks, State Attorney's Office

Since its inception, the sub-committee has met on several occasions to discuss the work of the Research and Planning Unit, which has the primary responsibility of performance monitoring and evaluation for the Criminal Justice Commission. Following the review of past program monitoring reports<sup>2</sup> some PME members expressed the view that more information was required on outcomes rather than process. They requested that staff formulate options for moving forward with outcome evaluations related to current programs and those that may request funding during the 2013 fiscal year. In particular, programs such as 1) adult criminal drug court; 2) delinquency drug court; 3) civil drug court; and 4) reentry programs sponsored by the Criminal Justice Commission were highlighted. The PME recommended that the Criminal Justice Commission adopt a motion that would have staff complete an outcome evaluation for adult drug court and civil drug court. The recommendation by Mr. Lee Waring was adopted by the commission on February 27, 2012. This was further revised to include a comparative analysis with other successful models across the state or country; as well as, comparable counties. It is important to point out that the above noted programs also included in this report reflect the priorities set by the Criminal Justice Commission during the Annual Planning Meeting on March 26, 2012.

## Evidence Based Programming

There is a plethora of literature on evidence based programming related to crime prevention.<sup>3</sup> The Research and Planning Unit commissioned an extensive literature review that examined numerous sources for outcome reports on similar types of programming sponsored by the Criminal Justice Commission in fiscal year 2010. The literature report goes to great lengths in first describing the growth and importance of evidence based programming in the area of crime prevention. It notes that the evidence based approach is rooted in the medical literature, which is the most rigorous when examining outcomes and success.

The review stressed that while there are varying definitions of evidence based programming, most of the approaches focus on evaluation designs that examine program outcomes over time as well as between participants who are exposed to programmatic curriculum (program group) and those that are not exposed (control/comparison group). Ideally, the program group and control group should possess similar characteristics, with the only difference being that one group was exposed to the program curriculum and the other was not. There are a number of statistical methods that can be used to measure and ensure that the two groups are adequately similar in order to be able to draw reasonable conclusions concerning effectiveness (e.g., propensity scores).

The most highly rated method within the literature in terms of examining program effectiveness is evaluations that use “random assignment”. Random assignment means that groups of individuals have an equal chance of being assigned to the program group and those that are assigned to the control group. Other methods may use *quasi-experimental model* that select a

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<sup>2</sup> Kucek, Damir., Programs Funded by the Criminal Justice Commission: Fiscal Year 2010 (October 1, 2009 to September 30, 2010). Research and Planning Unit, Criminal Justice Commission. September 22, 2011.

<sup>3</sup> Gabor, Thomas., Evidence-Based Crime Prevention Programs: A Literature Review. Criminal Justice Commission, Palm Beach County Board of County Commissioners, March 2011.

control group using various statistical methods as noted above. These are both designed to reduce selection bias when constructing a valid control group.

Asking whether a program is effective or whether “it works” requires scientific rigor and by examining the following:

1. Is the program approach rooted in the evidence based literature? Meaning, is there a body of peer review and non-peer review literature that examines similar or identical programming?
2. If the program model is evidence based, to what extent is the program model being implemented “with fidelity”? Meaning, is the programmatic curriculum being implemented in a manner that reflects the evidence based programs as found in the literature?
3. Using *reliable* and *valid* data collected and maintained by service providers; is there a qualitative and quantitative difference over time and between the program group and the control group?

Regrettably, this approach to examining effectiveness may not always be realistic or popular. Local beliefs and practices may hinder the likelihood that programs would subject participants to “random assignment” trials within the criminal justice system; such as those performed in medical and clinical studies throughout the country. The next approach would be to examine program effectiveness by way of the *quasi experimental model* that is program group vs. control group. However, this approach has its challenges as well, since in some circumstances programmatic case management systems may be antiquated, limited to specific case management variables, or non-existent which further limits or delays the completion of proper evaluations. When case management systems are non-existent, this requires physical data entry which is time consuming and expensive.<sup>4</sup> While it is important to establish outcome variables and specific targets for performance measures, which can be based on historical trends, other studies of similar programs, or program policy direction; evaluating program effectiveness on the basis of performance goals alone cannot be used to identify evidence based programs. Regardless of the challenges of implementing an outcome evaluation; asking the question of whether programs funded by the Criminal Justice Commission are effective in any other manner falls short of the definition of “evidence based” programming found in the peer review literature. Ultimately, the objective of the evidence based approach is to limit “political and ideological influences, as well as the role of vested interest. The aim is to minimize bias in the evaluation of programs so that policy is based on careful assessment of the empirical evidence as to *what works*.”

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<sup>4</sup> Evaluation studies can be expensive and may not always reveal definitive results. For example, in 2005, Florida State University was commissioned to complete an evaluation of the Youth Violence Prevention Project at a cost of \$100,000 per year. Most recently, the University of South Florida was recently commissioned to complete a one year study of the County’s Reentry program at a cost of \$100,000. It is important to note that these costs do not include Criminal Justice Commission staff and their work locally to support the actual evaluations (e.g., contract management, coordination, data entry, grant reporting, etc.).

## Comparative Matrix

The purpose of the comparative matrix is to provide readers with a quick reference to other similar programs that have undergone an evaluation. The selection of the evaluations with similar programs is by no means perfect; however, we did attempt to follow a specific set of criteria when selecting similar program evaluations. Our criteria included evaluations that were completed in the last five years. We also reviewed studies that were published in peer reviewed journals and by credible agencies that focus on evidence based crime prevention; such as the Campbell Collaboration<sup>5</sup>, the Department of Justice<sup>6</sup>, and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) model programs<sup>7</sup>. When possible, the comparative matrix includes “meta analysis” studies that focus “on contrasting and combining results from different studies, in the hope of identifying patterns among study results, sources of disagreement among those results, or other interesting relationships that may come to light in the context of multiple studies.”<sup>8</sup> While this report is not exhaustive by any means, the outcomes evaluation section (see below) describes the local programs and provides additional research and evaluation findings, so that readers can review the range of programs and results found in the peer review literature.

Palm Beach County Programs		Evaluation Results of Similar Programs		
Local Programs	Outcome	Comparison	Outcome	Impact Assessment <sup>9</sup>
Adult Drug Court	12% recidivism rate	Adult Drug Court Meta Analysis <sup>10</sup>	38% recidivism rate	Effective
Delinquency Drug Court	17% recidivism rate	Juvenile Drug Courts <sup>11</sup>	24% recidivism rate	Promising
Civil Drug Court	28% recidivism rate	No comparative studies were found for this report	On-going local evaluation with FDLE arrest data	Unknown
Reentry (RESTORE)	.08 % recidivism rate (7% are re-arrested following release)	Florida Department of Corrections (DOC)	33% recidivism rate (return to DOC facility)	Promising

\* Please note that the definitions of recidivism vary across local and comparison programs. The recidivism rates for Palm Beach County Programs were provided by the service providers.

<sup>5</sup> The Campbell Collaboration is The Campbell Collaboration is an international research network that produces systematic reviews of the effects of social interventions. Campbell is based on voluntary cooperation among researchers of a variety of backgrounds. For more information see [www.campbellcollaboration.org](http://www.campbellcollaboration.org).

<sup>6</sup> For more information see [www.crimesolutions.gov](http://www.crimesolutions.gov).

<sup>7</sup> For more information see <http://www.ojjdp.gov/mpg/>

<sup>8</sup> Greenland S, O' Rourke K: Meta-Analysis. Page 652 in Modern Epidemiology, 3rd ed. Edited by Rothman KJ, Greenland S, Lash T. Lippincott Williams and Wilkins; 2008.

<sup>9</sup> The rating contained in this table refers to the literature rather than the local programs. The promising rating is noted as the literature is more mixed in terms of findings when compared to the findings related to studies of adult drug courts. In the case of civil drug court, we were still unable to find a similar program in the literature.

<sup>10</sup> Mitchell Ojmarrh, et al. Drug Courts' Effects on Criminal Offending for Juveniles and Adults., The Campbell Collaboration., 2012:4. February 2, 2012. This study included 92 different adult drug courts across the United States.

<sup>11</sup> Hickert, Audrey, et al. Impact of Juvenile Drug Courts on Drug Use and Criminal Behavior., Journal of Juvenile Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), Volume 1, Issue 1, Fall 2011. It is important to note that the literature on recidivism rates for delinquent drug court can vary greatly. For this purpose we have used the most conservative rates. In one study of model programs, OJJDP literature indicate recidivism rates of 48% for example – see [www.ojjdp.gov/mpg/progtypesdrugcourt.aspx](http://www.ojjdp.gov/mpg/progtypesdrugcourt.aspx).

The comparisons presented in the above table provide a preliminary view of how local programs compared to others around the country. Evaluations conducted by Criminal Justice Commission staff as well as outside third parties will further inform the effectiveness of programs funded by the Criminal Justice Commission. As noted in the introduction, staff and evaluations by third parties will focus on those programs and priorities identified during the March 26, 2012 Criminal Justice Commission's Annual Planning Meeting. Process and outcome evaluations are scheduled to be completed prior to the next Annual Planning Meeting (March 2013), when the Criminal Justice Commission will once again set its priorities for fiscal year 2014.

Critics of the comparative matrix approach may argue that the comparison groups are incompatible or that changes in the comparison group will incorrectly portray the outcome of the local programs – regardless of whether local program outcomes improve or stay the same. In response to this limitation, readers are asked to provide more appropriate comparison programs.

## Outcome Evaluation

The following provides a summary of what we currently know about the following programs by examining the evidence based literature and information provided by service providers. In addition to basic program description, the report provides basic aggregate data on preliminary outcomes (e.g., recidivism), and the status of the outcome evaluations.

### Adult Criminal Drug Court

#### Program Description:

Established on November 2000, the Palm Beach County Adult Drug Court is a pre-trial treatment court for felony offenders. The majority of Criminal Justice Commission funding for this program is used for treatment. The program<sup>12</sup> “is a combination of justice, treatment, and social service systems. The drug court participant undergoes an intensive regimen of substance abuse treatment, case management, drug testing, supervision and monitoring, sanctions and incentives, all the while reporting to regularly scheduled status hearings before a Judge who has expertise in the drug court model. Individuals who successfully complete the program have their drug charges dropped and their records sealed or expunged.”

While the program is voluntary, program participants are required to meet specific requirements: “participants must be 18 years of age and over, who have been charged with a nonviolent felony and have been identified as having a substance abuse problem or have been charged with a felony of the second or third degree for purchase or possession of a controlled substance under Chapter 893, prostitution, tampering with evidence, solicitation for purchase of controlled substance, or obtaining a prescription by fraud. Individuals with pending felony charges or with convictions for violent offenses and domestic battery are not eligible. Participants must be Palm Beach County residents and must remain so while in the program.”

#### Outcome:

Since inception, 1,235 participants have successfully graduated from the program , and 88% of the participants have not been re-arrested for felonies or misdemeanor (12% recidivism rate five years after graduating from the program). The graduation rate is approximately 60% of all who start the program.

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<sup>12</sup> All Adult Criminal Drug Court information and statistics was provided by Ms. Dorrie Tyng, Adult Drug Court Coordinator.

## Evidence Based Literature:

Literature on drug or treatment court for the most part shows a benefit to most participants. The following table describes some of the different results found in the peer review literature.<sup>13</sup> The not applicable studies are taken from other sources and they have not been independently assessed.

Program Name	Target Population	Impact Assessment	Outcome Information
Erie and Niagara DWI/Drug Court	Persistent DWI Offenders	Unknown	Re-arrest after one year 5%.
Hennepin County (MN) Drug Court	Felony Drug Offenders	Unknown	Re-arrest rates similar to the control group.
Hillsborough County (FL) Drug Court	Drug Involved Offenders	Promising	Re-arrest rate was lower for program group when compared to control group.
Queens (NY) Misdemeanor Treatment Court	Drug Addicted Chronic Misdemeanants	Promising	Re-arrest after one year for the program group was 71%, compared to 85% for control group.
Kalamazoo County Adult Drug Treatment Court	Non-violent Drug Offenders	Promising	Re-arrest rate after one year for program group was significantly lower compared to the control group.
Staten Island Treatment Court	Drug addicted non-violent Offenders, first time felony offenders	Promising	Program reduced re-arrest rate within one year by 46%.
Campbell Collaboration Meta Analysis	Reviewed 92 Adult Drug Court Studies in the United States	Effective	The study reported a 38% recidivism rate calculated across the articles reviewed for the report
Meta Analytic Examination of Drug Treatment Courts: Do They Really Reduce Recidivism <sup>14</sup>	Reviewed 54 studies and 66 drug treatment courts in Canada and United States	Effective	Re-arrest rate for program participants was 43% compared to 57% for the control group.
Palm Beach County Adult Drug Court <sup>15</sup>	Felony Non-Violent Offenders	Not applicable	12% Re-arrest rate for program participants during follow-up period (five year).

The results presented thus far by the Adult Criminal Drug Court suggest that the programming is having an impact on its participants in terms of direction and strength. While a crude estimate, the comparison to the programs reviewed in the literature suggest that Palm Beach County's Adult Drug Court is significantly exceeding program expectations.

## Status of Outcome Evaluation:

The Research and Planning Unit has had numerous meetings and discussions with the Adult Drug Court Coordinator since February 27, 2012. The Drug Court Team has been fully cooperative and helpful; as of the writing of this report, Ms. Tyng has provided the majority of the data that we requested. We are in the process of developing a set of specific evaluation questions which will be shared with the Drug Team. In addition, we are working to develop a valid control group of similar felony offenders that did not participate in the Adult Drug Court.

<sup>13</sup> See attached appendix which highlights how the assessment was conducted for each of the studies reviewed by Dr. Gabor in his literature review.

<sup>14</sup> Latimer, Jeff et al. A Meta-Analytic Examination of Drug Treatment Courts: Do They Reduce Recidivism? Research and Statistics Division, Department of Justice, Canada. August 2006. Page 9.

<sup>15</sup> Re-arrest rate provided by Ms. Dorrie Tyng.

## Civil Drug Court

### Program Description:

The Riviera Beach Civil Drug Court was established in 1991 following concern over substance abuse in the City of Riviera Beach. Circuit Court Judge Edward Rogers started Civil Drug Court, which hears cases on Saturdays rather than the usual Monday to Friday schedule for civil court hearings related to the March Act throughout the county. The majority of Criminal Justice Commission funding for this program is used for treatment.

Unlike Adult Drug Court, the Riviera Beach Civil Drug Court is an involuntary drug treatment program. The Civil Drug Court is governed by Chapter 397 of the Florida Statutes, the Hal S. Marchman Alcohol and Other Drug Services Act of 1993, which provides procedures for lay persons (petitioner) to seek help from the court when a person (respondent) is believed to be impaired due to substance abuse. According to the Riviera Beach Drug Court documentation, “it is the successor to the Myers Act which dealt with alcohol abuse (formerly Chapter 397) and drug dependence (formerly Chapter 396). Effective October 1, 1993, after recognizing the similarities in treating alcoholism and drug dependence, the Florida Legislature eliminated the two previous statutes and replaced them with the comprehensive Marchman Act.” Typically, the Riviera Beach Civil Drug Court involves two specific hearings, a review of the Petitioner’s application to have a Respondent assessed for treatment; and if there are grounds for treatment, the court will then order treatment usually starting with detoxification and then treatment. It is important to note that Marchman Act proceeding is also conducted in “regular” civil probate courts in North, South, and the Main Courts in the County.

In addition to the court, family members are provided counseling and support by civil drug court staff by way of the family restart program; which was first funded in fiscal year 2005 by the Criminal Justice Commission.

### Outcome:

Civil Drug Court and Adult Drug Court have similar desired outcomes: reduce substance abuse relapse and recidivism. Between October 2009 and September 2011, Riviera Beach Civil Drug Court held 472 petition hearings. From these, 101 petitions were dismissed and 181 individuals received treatment. From the total number that received treatment, 67% (121) successfully completed treatment. Twenty-eight percent (51) were jailed due to violating conditions of their court ordered treatment or for committing new offenses. Almost five percent (9) of individuals were jailed during treatment; however, they returned to the program and successfully completed their treatment. Regrettably, the Civil Drug Court does not maintain or compile reliable outcome statistics (e.g., recidivism). This is due to the absence of an electronic case management system and the complete utilization of hardcopy files maintained by court staff.

### **Evidence Based Literature:**

The literature review did not yield any studies thus far that examine civil drug court cases. However, Research and Planning Staff will complete a new search and access resources such as the Center for Court Innovation.

### **Status of Outcome Evaluation:**

Research and Planning Staff have discussed the evaluation with the Director of the Civil Drug Court. The Director has been very helpful and is in full support of conducting an outcome evaluation of their program. To date, we have completed an initial review of their files and completed a data requirements document. Research and Planning Staff have created a data entry instrument and MS Access database to capture and analyze the court data. We have also reviewed confidentiality requirements for examining the hardcopy files. The timing of the data entry will depend on the availability of Criminal Justice Commission staff and the completion of required training.

In addition, we have contacted the Clerk and Comptroller's Office requesting data on all Marchman Act proceeds for the last five years. The Clerk's Office is current preparing the data request. Access to this information is crucial and would act as a valuable comparison group (Marchman Act proceedings in other Civil Courts).

## Delinquency Drug Court

### Program Description:

The Delinquency Drug Court was established by the 15<sup>th</sup> Judicial Circuit in May 2008.<sup>16</sup> It is intended to provide monitoring and testing of youth currently serving Probation with the Department of Juvenile Justice and who have committed a drug related offense and/or have a history of substance abuse. More specifically, the program components include a three-phase approach lasting a minimum of eight months. Participants work with treatment providers to develop treatment plans and receive individual and group counseling. Other program components include: regular court appearances, frequent and random urinalysis, written assignments, and attending school daily. Progress in the program is reviewed regularly by the Drug Court Team. The delinquency drug court considers youth between the age of 12 and 17 (and will have at least 18 months before turning 19), and they must be a resident of Palm Beach County.

### Outcome

Like the Adult Drug Court and Civil Drug Court, the delinquency drug court is concerned with reducing substance abuse relapse; as well as, reducing recidivism. Since inception, the court has had 53 youth participate – 7 are currently enrolled. According to the delinquency drug court, from the 46 participants, 23 successfully graduated (50%). We assume that the other 50% did not successfully complete the program. From the 23 that successfully graduated 4 (17%) were re-arrested during the follow-up period.

### Evidence Base Literature

The impact of juvenile or delinquency drug court is less certain when compared to adult drug courts. Often, researchers have found larger variability when measuring and comparing recidivism rates and the reduction in recidivism itself.<sup>17</sup> For example, the evaluation completed by the Center for Court Innovation of Suffolk County Juvenile Treatment Court found that the “court did not produce a significant reduction in recidivism” and that differences between the treatment group and control group were not statistically significant.<sup>18</sup>

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<sup>16</sup> Information and statistics concerning the 15<sup>th</sup> Judicial Circuit Delinquency Drug Court were found on the circuit’s public website <http://15thcircuit.co.palm-beach.fl.us/web/guest/courtprograms/delinquencydrugcourt> and through correspondence with Program Manager, Ms. Cristy Altaro. To fully appreciate the programmatic requirements please see website noted above.

<sup>17</sup> The Campbell Collaboration report noted above illustrates this variability. The National Drug Court Institute published a special issue on juvenile drug court in 2010 which also describes the variability across different juvenile drug court across the country. See Drug Court Review, Volume VII, Issue 1, Special Issue on Juvenile Drug Courts., National Drug Court Institute, Alexandria, Virginia 2010.

<sup>18</sup> Kralstein, Dana., Evaluation of the Suffolk County Juvenile Treatment Court: Process and Impact Findings., Submitted to the U.S. Bureau of Justice Assistance., Center for Court Innovations. October 2008.

<b>Program Name</b>	<b>Target Population</b>	<b>Impact Assessment</b>	<b>Outcome Information</b>
Suffolk County Juvenile Treatment Court	12 to 17 year old	Not effective	42% recidivism rate
Impact of Juvenile Drug Courts on Drug Use and Criminal Behavior	12 to 17 years old	Effective	24% recidivism rate
15 <sup>th</sup> Judicial Circuit Delinquent Drug Court	12 to 17 years old	Promising	17% recidivism rate

### **Status of Outcome Evaluation**

There are currently plans to complete an outcome evaluation of the delinquency drug court. However, Research and Planning Unit has not started this review yet. Preliminary discussions will get underway in late September 2012.

## Reentry Components

### Program Description:

Although reentry was identified as a priority during last year’s Annual Planning Meeting the program overall has been very active within the county for several years. This includes funding for the Public Defender’s Office R.E.A.P<sup>19</sup> program; as well as, various other service providers in the county. Other funding was also provided under the auspices of the Weed and Seed program and most recently under the Youth Violence Prevention Project (e.g., Riviera Beach Community Justice Service Center). There are at least nine different service providers working toward helping returning inmates (from either jail or state prison) to reintegrate with society at large. This may include the provision of basic identification, the restoration of specific rights; job training, education, substance abuse treatment and/or mental health treatment.

### Outcome:

As a countywide program, reentry is primarily concerned with reducing recidivism. As a secondary outcome, reentry is also concerned with helping returning inmates with obtaining the necessary skills and capabilities to gain and maintain lawful employment.

### Evidence Base Literature:

Program Name	Target Population	Impact Assessment	Outcome Information
Center for Employment Opportunities (NY)	Ex-prisoners referred by parole officers	Unknown	There were no significant differences between the program and control group.
Boston Reentry Initiative	Violent Offenders	Promising	The program participants reported a 30% decrease in recidivism compared to the control group (propensity score matching).
Harlem Parole Reentry Court	Parolees released from state prison	Promising	Program participants were 43% less likely to be reconvicted at year one and two.
Kentucky Reentry Courts	Offenders with substance abuse issues	Unknown	No control group.
Serious Offender Accountability Restoration Project (Hennepin County, MN)	Offenders between 16 and 34 years of age	Ineffective	SOAR participants had higher rates of recidivism than the control group.
Maryland Reentry Partnership Initiative	Prisoners released from Maryland transition	Unknown	REP participants were slightly less likely to recidivate when compared to the control group (72% and 78% respectively); considered not statistically significant.
Project R.E.A.P. <sup>20</sup>	PBSO County Jail Inmate	Not Applicable	7% of REAP (18 out of 241) participants returned to jail within 90 days of release.
RESTORE (Criminal Justice Commission)	State Prison Inmates returning to Palm Beach County	Not Applicable	Preliminary results show a .08 % recidivism rate for inmates who received services prior to release (returning to prison).

<sup>19</sup> R.E.A.P. Recovery, Empowerment, Achievement, and Prosperity.

<sup>20</sup> Project R.E.A.P. Success Report, December 2010

### **Status of Outcome Evaluation:**

The University of South Florida, Department of Mental Health Law & Policy at the Florida Mental Health Institute was selected by the Reentry Task Force to complete an evaluation of the countywide reentry program. The cost of the evaluation is \$100,000 and is expected to be completed within 12 months (March 2013). The Research and Planning Manager is currently managing the contract and associated grant.

## Appendix

### 4.2 Assessing the Evidence (Gabor, Thomas., Evidence-Based Crime Prevention Programs: A Literature Review., Criminal Justice Commission, Palm Beach County Board of County Commissioners)/

This review of evaluations of crime prevention programs follows the approach taken for more systematic reviews in order to minimize bias and error in drawing conclusions from the scholarly literature. The vast majority of evaluations included were either true experiments or quasi-experiments in which a comparison group or zone was compared to the treatment group or zone. Due to the small number of evaluations identified in relation to a few programs/strategies, some descriptive studies were included although this fact was taken into account in drawing conclusions. The programs reviewed were ranked as follows: Exemplary (Model), Promising, Ineffective, or Unknown.

#### **Exemplary/Model Programs**

- Research designs must typically be randomized experiments or quasi-experiments with matched intervention and control groups;
- They must demonstrate statistically significant results pointing to program effectiveness;
- They must be shown to be cost effective (i.e., anticipated benefits outweigh costs);
- Findings should have been successfully replicated (at least two studies);
- Programs must display sustained effects (over at least one year);
- Evaluations must control for threats to internal validity;
- Evaluations must ensure intervention fidelity;
- Where the units of analysis are individuals, the number of units in both the treatment and control groups must equal 50 or more.

#### **Promising Programs**

The requirements are the same as for Exemplary programs with the exception that no replication at other sites has been undertaken, there has been no demonstration of sustained effects, and there has been no cost-benefit analysis.

#### **Ineffective Programs**

Research designs must typically be randomized experiments or quasi-experiments with matched intervention and control groups and at least two of these studies must point to the ineffectiveness of the program. In addition, the preponderance of evidence from evaluation studies as a whole must indicate that the program is not effective.

#### **Unknown Effectiveness**

Any program not classified into one of the above three categories is deemed to have unknown effects.

PP9-4-12

## Children's council to end eight programs

Prenatal care, help for gay teens among cuts.

By Ana M. Valdes  
Palm Beach Post Staff Writer

As the Children's Services Council of Palm Beach County braces for a \$4 million budget cut this month, eight community programs it funds are facing their own shortfalls — in all, a \$7.6 million funding gap that officials say will leave dozens unemployed and hundreds of children and families without services.

The eight programs provide services ranging from prenatal care to parenting skills to counseling for homosexual teenagers. They were flagged as ineffective after a Children's Services Council evaluation of 48 agencies it funds as a special taxing district. Directors of the underachieving programs learned of the cuts in July.

Six programs will lose their money by Dec. 31. One program, School and Family Support Services at Boys Town South Florida, will lose its money at the end of the month. Early Childhood Wellness at the Parent-Child Center has an extension until March, so that families can complete the program.

The staff at Boys Town South Florida was surprised the program was included in the council's "red list," said Amy Simp-

Children continued on 4B

## Workers will also lose jobs

### Children

continued from 1B

son, its executive director. The council scored agencies as green, yellow and red, with red being those programs with the poorest scores.

The program offers services to kindergarten and first-grade students showing social, emotional or behavioral issues. It is used in 70 elementary schools throughout Palm Beach County.

The council told Simpson her agency was flagged for not keeping consistent pre- and post-program evaluations. Simpson said her staff tried to improve those numbers, but its efforts weren't enough.

"I had people that were in training and we laid them off immediately," Simpson said. "I would have never interviewed people if I knew the program was in jeopardy."

All the children and families currently enrolled will complete the program before funding is cut Sept. 30, but Simpson said "a

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## LOSING FUNDING

These programs are scheduled to lose Children's Services Council funding in the next eight months:

### Ending Sept. 30:

- School and Family Support Services (Boys Town South Florida).

### Ending Dec. 31:

- Center Mentors (Housing Partnership Inc.).
- Family and Baby Outreach (The Guatemalan-Maya Center).
- Home Instruction for Parents of Preschool Youngsters (The Center for Family Services of Palm Beach County Inc.).
- H.O.P.E. (Compass Inc.)
- Inspiring Family Foundations (Families First of Palm Beach County).
- WHIN Nutrition Services (Palm Beach County Health Department).

### Ending March 31, 2013:

- Early Childhood Wellness (Parent-Child Center, Inc.).

Source: Children's Services Council

good 1,300 families won't be able to benefit from this program." Also, dozens of employees will lose their jobs because of the cuts, she said.

Inspiring Family Foundations, run by Families First of Palm Beach County, will lose more than \$1.7 million by Dec. 31. The program works with pregnant moms and families with newborns, but also reaches out to the homeless and mothers who had babies while in prison.

Council records show

the program, which serves more than 200 families, had inaccurate data in its records and too few pregnant women completed its services. Of those who did, too few received adequate care, according to records.

Families First Executive Director Julie Swindler said she stopped accepting referrals for the program as soon as she was informed it would not be funded after the end of the year. She also notified the 21 employees who would lose their jobs.

"I don't necessarily agree with the ratings. This is a big hit for us. It's a program that I truly thought was doing quality work with families," Swindler said.

CSC Communications Director John Bartosek said he didn't think the process was a surprise because the council had been in communication with the agencies for months before the final scores were released. Bartosek said the evaluation process and subsequent funding cuts do not reflect the agencies' performance, just specific programs that did not fulfill the council's criteria.

But the CSC understands that those agencies ranked under the red category were disappointed, he said.

"I won't try to say they liked it - of course they didn't - but I think they understood why the scores turned out the way they did," Bartosek said.

Although the cuts were a big hit to these community agencies, Bartosek added, "for the taxpayers, the benefit is we have taken a good, hard look based on data and looked at the outcomes of the programs."

The Children's Services Council is searching for other programs to serve the community, he said.

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