

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact

Fiscal Years	<u>2024</u>	<u>2025</u>	<u>2026</u>	<u>2027</u>	<u>2028</u>
Personal Services					
Operating Expenses	\$10,000	\$90,000			
Capital Outlay					
Grants and Aids					
External Revenues	(\$10,000)	(\$90,000)			
Program Income (County)					
In-Kind Match (County)					
Net Fiscal Impact	\$0	\$0			
# ADDITIONAL FTE POSITIONS (Cumulative)					

Is Item Included In Current Budget? Yes X No
 Is this item using Federal Funds? Yes No X
 Is this item using State Funds? Yes No X

Budget Account Exp No: Fund 1514 Department 762 Unit 7735 Object 3401
 Rev No: Fund 1514 Department 762 Unit 7735 RevSc 6694

B. Recommended Sources of Funds/Summary of Fiscal Impact:
 Fund: MacArthur Foundation's Safety and Justice Challenge \$875K
 Unit: MacArthur Foundation \$875K FY23-FY24
 Grant: MacArthur Foundation's Safety and Justice Challenge \$875K



Digitally signed by Mariela Diaz
 DN: DC=org, DC=pbgov, OU=Enterprise, OU=PSD, OU=Users, CN=Mariela Diaz, E=MDiaz@pbgov.org
 Date: 2024.04.26 09:33:05-04'00'

Departmental Fiscal Review: _____

III. REVIEW COMMENTS

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

ASD 5/16/24
 V.S. S/16
 OFMB

Contract Administration
 5/3/24

B. Legal Sufficiency:

Helene C. Howard 6-10-24
 Assistant County Attorney

C. Other Department Review:

 Department Director

ATTACHMENT 1



CRIMINAL JUSTICE COMMISSION

MEMORANDUM

DATE: May 3, 2024

TO: Verdenia C. Baker, County Administrator

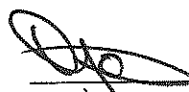
THRU: Todd Bonlarron, Assistant County Administrator *TB*

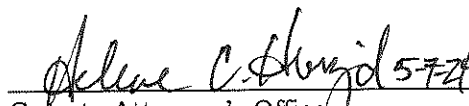
FROM: Katherine Shover, Criminal Justice Systems Manager *KS*
Criminal Justice Commission

Re: Florida Atlantic University (FAU) and Florida State University (FSU)
Amendments for Signature Due 5/15/2024

The following amendments are attached for your signature. Delegated authority was issued for the FAU Interlocal Agreement (R2022-0618) at the June 14, 2022 Board of County Commissioner's (BOCC) meeting. The second amendment to the FAU Agreement amends the Scope of Work for Phase 2 of the Trauma Informed Training evaluation to include an implementation guide. Delegated authority was issued for the FSU Interlocal Agreement (R2022-0565) at the June 7, 2022 BOCC meeting. The second amendment to the FSU Agreement which extends the term to August 31, 2025, increases the not-to-exceed amount by \$100,000 for a new not-to-exceed amount of \$409,879, amends the Scope of Work and Budget to include an evaluation of the Court Date Reminder System and the Public Defender's community-based social services program. John D. and Catherine T. MacArthur Foundation Safety and Justice Challenge grant funds were utilized for the increase in the FSU Agreement. The amendments will be submitted at the next available BOCC meeting. If additional information is needed, please contact Katherine Shover at 561-355-6877.

Approved:


05.06.24
OFMB


County Attorney's Office


Assistant County Administrator



Criminal Justice Commission

301 North Olive Avenue, Suite 1001

West Palm Beach, FL 33401-4705

(561) 355-4943

Fax: (561) 355-4941

<http://discover.pbegov.org/criminaljustice/>

Dr. Rachel Docekal, Chair

Lauren Whetstone, Vice Chair

Marcia Andrews, Treasurer

Matt Pawlowski, Secretary



**Palm Beach County
Board of County Commissioners**

Maria Sachs, Mayor

Maria G. Marino, Vice Mayor

Gregg K. Weiss

Michael A. Barnett

Marci Woodward

Sara Baxter

Mack Bernard

County Administrator

Verdenia C. Baker

*"An Equal Opportunity
Affirmative Action Employer"*

May 15, 2024

Dr. George Pesta, Director
Center for Criminology & Public Policy Research
Florida State University (FSU)
112 South Copeland Street
Tallahassee, FL 32306-1273

RE: FSU Interlocal Agreement

Dear Dr. Pesta:

Please see the attached Second Amendment to the Interlocal Agreement between Palm Beach County and FSU, which extends the term to August 31, 2025, increases the not-to-exceed amount by \$100,000 for a new not-to-exceed amount of \$409,879, amends the Scope of Work and Budget to include an evaluation of the Court Date Reminder System and the Public Defender's community-based social services program.

If you have any questions, please feel free to call Katherine Shover, Criminal Justice Systems Manager, Criminal Justice Commission at (561) 355-6877. Thank you for your cooperation and attention to this matter.

Sincerely,

A handwritten signature in black ink that reads "VC Baker".

Verdenia C. Baker
County Administrator

**SECOND AMENDMENT TO
INTERLOCAL AGREEMENT**

THIS SECOND AMENDMENT is dated the 15th day of May, 2024, between the FLORIDA STATE UNIVERSITY (College of Criminology and Criminal Justice) for and on behalf of its Board of Trustees (hereinafter "FSU"), whose FEIN ID is 59-1961248, and Palm Beach County, a political subdivision of the State of Florida, by and through its Board of Commissioners (hereinafter "COUNTY"), each one constituting a public agency as defined in Part I of Chapter 163, Florida Statutes.

WITNESSETH

WHEREAS, on June 07, 2022, the COUNTY, through its Criminal Justice Commission (CJC), and FSU entered into an Interlocal Agreement (R2022-0565) (the Interlocal Agreement) for a total not to exceed amount of Sixty-Seven Thousand Two-Hundred and Fifty Dollars (\$67,250); and

WHEREAS, FSU's responsibility under the Interlocal Agreement was to provide professional/consultation services in the area of data analysis, research, and evaluation of aspects of the John D. and Catherine T. MacArthur Foundation's Safety and Justice Challenge grant awarded to the CJC as more specifically set forth in the Scope of Work detailed in Exhibit A of the Interlocal Agreement; and

WHEREAS, the parties entered into a First Amendment to Interlocal Agreement on January 19, 2023, (R-2023-0333) (the First Amendment), which extended the term of the Interlocal Agreement to December 31, 2024, increased the not-to-exceed amount, and amended the Scope of Work and Budget to include evaluations of the First Appearance Frequent Utilizer Pilot Project and the efficacy of Pretrial changes intended to reduce the jail population; and

WHEREAS, the parties desire to extend the term of the agreement to August 31, 2025, increase the not-to-exceed amount, and amend the Scope of Work and Budget to include an evaluation of Palm Beach County's Court Date Reminder System.

NOW THEREFORE, the above-named parties mutually agree that the Interlocal Agreement is amended as follows:

- I. The foregoing recitals are true and correct and incorporated herein by reference.
- II. **Section 4. Effective Date/Term** is hereby replaced in its entirety with the following:

This Agreement shall take effect on June 7, 2022. FSU shall complete all services by August 31, 2025, unless this Agreement is otherwise terminated as provided herein.

III. Paragraph A of **Section 7. Payments/Invoicing and Reimbursement** of the Interlocal Agreement is hereby amended to read as follows:

A. The total amount to be paid by the COUNTY under this Agreement for all services and materials shall not exceed a total Agreement amount of Four Hundred Nine Thousand Eight Hundred and Seventy-Nine Dollars (\$409,879). FSU will bill the COUNTY as provided and at the amounts set forth in **Exhibit B-2** for services rendered toward the completion of the Scope of Work.

IV. **Exhibit A1-** to the Interlocal Agreement is replaced in its entirety with **Exhibit A-2**, attached hereto and incorporated herein by reference.

V. **Exhibit B-1** to the Interlocal Agreement is replaced in its entirety with **Exhibit B-2**, attached hereto and incorporated herein by reference.

VI. All other provisions of the Interlocal Agreement and First Amendment not in conflict with this Second Amendment to Interlocal Agreement remain in full force and effect.


REMAINDER OF THIS PAGE LEFT BLANK INTENTIONALLY

IN WITNESS WHEREOF, the Board of County Commissioners of Palm Beach County, Florida has made and executed this Second Amendment to Interlocal Agreement on behalf of the COUNTY and the Florida State University, for and on behalf of its Board of Trustees, has hereunto set its hand the day and year above written.

FSU

By: Kathy Pennington for Stacey Patterson
Digitally signed by Kathy Pennington for Stacey Patterson
Date: 2024.04.30 09:06:00 -04'00'
Dr. Stacey Patterson
Vice President for Research
Office of Research

PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS
BY VERDENIA C. BAKER,
COUNTY ADMINISTRATOR

By: 
Verdenia C. Baker
County Administrator
Palm Beach County

APPROVED AS TO FORM
AND LEGAL SUFFICIENCY

By: Helene Hvizd
Digitally signed by Helene Hvizd
DN: cn=Helene Hvizd, o=Palm Beach County, ou=Attorneys, email=Hvize@pbcgov.org
I am approving this document
Date: 2024.04.30 11:40:36 -04'00'
Helene C. Hvizd
Assistant County Attorney

APPROVED AS TO TERMS AND
CONDITIONS

By: Katherine Shover
Digitally signed by Katherine Shover
DN: cn=Katherine Shover, o=Criminal Justice Systems, ou=Criminal Justice Commission, email=KShover@pbcgov.org
I am approving this document
Date: 2024.04.30 11:56:09 -04'00'
Katherine Shover
Criminal Justice Systems Manager
Criminal Justice Commission

SCOPE OF WORK

A. An Evaluation of Pretrial Release Practices in Palm Beach County

PURPOSE OF THE PROJECT

The Research Partner (FSU) will provide research and evaluation services to Palm Beach County's Criminal Justice Commission (CJC) in support of their ongoing commitment to the MacArthur Foundation's Safety and Justice Challenge (SJC). Key objectives of the SJC are to: 1) reduce jail populations and 2) address racial and ethnic disparities. This project will address both of these objectives by focusing on current pretrial practices in Palm Beach County, FL. In support of these objectives, FSU will conduct a series of analyses to evaluate current pretrial practices, including an analysis of the effectiveness of existing release mechanisms and a comparison of regular and duty judges. All work will be completed in consultation with the CJC.

TIMEFRAME

June 7, 2022 – January 31, 2023

BACKGROUND

Since 2016, FSU has partnered with the Palm Beach CJC to perform research activities and evaluation services in support of the SJC. This has included work related to pretrial risk assessment and money bail. In carrying out these activities, FSU has worked extensively with Palm Beach County data from multiple sources, including the jail, court, and pretrial services. In reviewing these data, FSU learned the following: 1) money bail is the modal form of release in Palm Beach County, 2) relative to other release mechanisms used in the county (e.g., personal recognizance, SOR), money bail contributes to greater levels of pretrial detention and longer average pretrial custody lengths, and 3) money bail has a disparate impact on individuals of color. In light of these observations, there is a need for a systematic evaluation of pretrial practices in Palm Beach County to understand the extent to which different release mechanisms contribute to levels of pretrial detention, and to identify linkages between mechanisms of release and pretrial compliance. Findings from such work could shed light on approaches that maximize release and reduce racial disparities in pretrial detention, all while maintaining public safety and court efficiency. Such an effort is in line with the desire of county government and community members to work towards developing a system that produces more efficient and equitable outcomes.

RESEARCH PROJECT

The following research project will be completed in partnership with the Palm Beach County CJC.

There is a growing body of research on the efficacy of money bail, and the empirical findings from this work provide no evidence that secured money bail is more effective than unsecured bail or other non-financial release mechanisms (e.g., own recognizance, supervised release) at promoting

court appearance or public safety. Nevertheless, jurisdictions across the country continue to rely heavily on financial forms of release to incentivize pretrial compliance (e.g., court appearance and no new criminal activity). These practices drive up pretrial detention rates—often unintentionally so—and compound racial and ethnic disparities in pretrial incarceration and outcomes. Across the country, jurisdictions have made policy changes to reduce their reliance on money bail. Preliminary evidence suggests that efforts to prioritize non-financial forms of release or lower bond amounts, for example, have not increased rates of non-appearance in court or new criminal activity. However, few of these changes have been subject to rigorous evaluation.

In this project, FSU will leverage its existing partnership with Palm Beach County to explore the effectiveness of existing release mechanisms, including own recognizance (OR), supervised own recognizance (SOR), and cash/surety bonds. In particular, FSU will compare levels of pretrial release, in addition to pretrial compliance (i.e., court appearance, no new criminal activity), across the different release mechanisms, accounting for relevant defendant, case, and criminal history information. We will also consider the specific conditions under which release mechanisms are more (or less) effective, based on available current charge, criminal history, and defendant characteristics. As noted above, money bail is the modal form of release in Palm Beach County, and yet the county has yet to determine whether money bail is more effective than other existing release mechanisms at ensuring pretrial compliance. This is important, as money bail has been linked to a greater likelihood of pretrial detention and pretrial detention stays of longer length, particularly among members of racial and ethnic minority groups. Furthermore, despite recent pretrial process improvements, including the expansion of pretrial services, research has yet to evaluate the impact of these improvements on the pretrial system in Palm Beach County. The FSU research team will also compare bail setting tendencies and failure rates across regular and duty judges to determine whether judges' familiarity with the first appearance courtroom influences bail levels and pretrial compliance. Findings from this research will have broad appeal, as they may be used to inform future pretrial practices in Palm Beach County and will provide a rigorous set of conclusions regarding the efficacy of different release mechanisms—the theoretical and practical import of which for the field cannot be overstated.

B. Evaluating the Efficacy of Pretrial Changes Intended to Reduce the Jail Population

PURPOSE OF THE PROJECT

The Research Partner (FSU) will provide research and evaluation services to Palm Beach County's Criminal Justice Commission (CJC) in support of their ongoing commitment to the MacArthur Foundation's Safety and Justice Challenge (SJC). Key objectives of the SJC are to: 1) reduce jail populations and 2) address racial and ethnic disparities. This project will address both of these objectives by focusing on changes to pretrial practices in Palm Beach County, FL; namely, the introduction of 4 separate levels of pretrial supervision and the introduction of a client navigator/community-based services for clients of the Public Defender's office.

TIMEFRAME

January 1, 2023 – December 31, 2023

RESEARCH PROJECT

The following research project will be completed in partnership with the Palm Beach County CJC. The first stage of this project will draw on existing data to compare the efficacy of the current pretrial services supervision model to the model in place prior to 2017. Prior to Palm Beach County's involvement in the SJC, Pretrial Services' Supervision Unit (SOR) provided a single level of supervision for individuals released from jail pending the disposition of their cases. Since then, the SOR has expanded their range of services to offer four different levels of supervision for individuals released to their custody. This approach is consistent with best practices in supervision conditions, which recommend that conditions be realistic (i.e., few in number and attainable) and relevant (e.g., tailored to individual risks and needs). Remaining questions, however, are whether these changes have a) resulted in increased levels of pretrial release and b) improved outcomes (e.g., reductions in pretrial failure to appear and new criminal activity) among individuals released on SOR. To evaluate these changes, FSU researchers will leverage existing data to compare release rates and failure rates during the pre- and post-SJC periods. In addition, we will employ quasi-experimental analytic methods to compare the outcomes of individuals who were released on SOR during these different periods. Findings from this research will help determine whether the changes to the SOR levels have achieved their intended goals. Supplemental analyses will explore whether and how these changes impacted racial disparities in rates of incarceration and pretrial release, as well as any variability in the assignment of supervision levels and client outcomes on the basis of racial and ethnic minority group membership.

In the second stage, we will evaluate the efficacy of a program operated by the Public Defender's office intended to facilitate the release of individuals detained pretrial due to their inability to satisfy the conditions of their monetary bond. In addition to securing their clients' pretrial release from jail on non-monetary bond, a secondary goal of this program is to connect clients with community-based services to meet their individual needs. Eligibility criteria is based on 1) whether an individual has been issued a monetary bond which they are unable to satisfy and 2) the nature of their charges and criminal histories are such that a bond motion is likely to result in their non-monetary release from jail pending adjudication. Given that the Public Defender's office tracks eligible individuals who do and do not participate in the program, FSU researchers will have access to an appropriate comparison group to determine whether those who participate in the program have lower levels of recidivism than their similarly situated peers. Additional information provided on the nature and extent of services provided will permit a preliminary exploration of the conditions under which program participants fare better (or worse). In keeping with the thrust of the SJC, analyses will focus on whether the program has increased release rates and racial and ethnic disparities in pretrial detention. Furthermore, we will consider the potential for disproportionate program participation, service provision, and collateral consequences on the basis of race/ethnicity.

C. First Appearance Frequent Utilizer Pilot Project Evaluation

BACKGROUND

The Palm Beach County's Criminal Justice Commission is one of twenty-seven sites selected from across the country to participate in the MacArthur Foundation's Safety and Justice Challenge.

Given the Safety and Justice Challenge focus on data-driven policymaking and the significant role research plays in safely and effectively reducing jail population, this work is vital to the Commission.

In keeping with the goals of the MacArthur Safety and Justice Challenge, the Palm Beach County has determined that there is a need to increase access to resources for individuals who are identified as “high utilizers” with behavioral health challenges who cycle through the jail for low-level offenses based upon previous Sequential Intercept Mapping exercises and input from stakeholders. For the purpose of this project, high utilizers are defined as individuals with 3 or more jail bookings in the 24-month period preceding a First Appearance hearing at which they are sentenced to 10 days or less in jail (most frequently to “time served”). The First Appearance Frequent Utilizer Pilot Project has three initial goals: 1) reduce recidivism; 2) facilitate connections to services that address identified needs, thereby assisting participants in stabilizing their lives; 3) reduce racial and ethnic disparities in the criminal justice system.

TIMEFRAME

November 1, 2022 to December 31, 2024

RESEARCH PROJECT

The following research project will be completed in partnership between FSU and the Palm Beach County Criminal Justice Commission. As research partners, this work will be conducted in support of the overall Research Program carried out by Criminal Justice Commission staff and the MacArthur Foundation SJC Team.

In this project, FSU will examine the effectiveness of the First Appearance Frequent Utilizer Pilot Project using data collected by the multidisciplinary team consisting of the jail release navigator, case manager, and peer support specialist, in addition to data provided by the local jail. This work will be completed in multiple stages.

First, FSU will develop a quasi-experimental design in which program participants will be compared to non-participants. In particular, the project team will track refusals among eligible individuals such that FSU researchers may create an appropriate comparison group. Then, using statistical matching techniques, FSU researchers will determine whether program participation corresponds to reductions in recidivism (measured based on rebookings into the Palm Beach County Jail during a 6-month follow-up period).

Second, FSU will consider variability in the outcomes of program participants as a function of their engagement with the various services rendered during the project period. For example, drawing on service data collected by the project team, FSU researchers will compare participant outcomes based on the nature and extent of services and support received during the course of the project. Understanding the conditions under which program participants fare best will help inform best practices and future efforts to optimize the reentry process for high utilizer populations.

Finally, FSU researchers will select a subset of program participants to participate in qualitative interviews. These interviews will help shed light on aspects of the project that proved most beneficial, from the perspective of participants, as well as those areas that may be in need of improvement. The findings from the qualitative interviews will nicely complement the outlined quantitative analyses, as they will enable the FSU researchers to unpack the mechanisms underlying any observed associations between program participation and individuals' outcomes.

D. An Evaluation of Two Palm Beach County Initiatives Intended to Improve Pretrial Compliance: Court Date Reminders and the Public Defender Project

PURPOSE OF THE PROJECT

Researchers in the College of Criminology and Criminal Justice at Florida State University will provide research and evaluative services to Palm Beach County's Criminal Justice Commission to determine the efficacy of the court date reminder system implemented in 2018 and the relaunch of the Public Defender's Office program scheduled to begin in April. Both the court date reminder system and the Public Defender's Office program were initiatives undertaken in conjunction with the MacArthur Foundation's Safety and Justice Challenge (SJC), whose objective is to reduce the jail population safely and efficiently.

Court date reminder systems help achieve this goal by helping promote court appearance among individuals released from jail pending the adjudication of their case. Prior research has considered the efficacy of court date reminder systems, and findings suggest that court appearance rates are higher among those who received a reminder relative to those who did not (see e.g., Zottola et al., 2023). However, whether the system implemented in Palm Beach County is effective has yet to be empirically evaluated. Accordingly, the FSU research team will examine whether the court date reminder system improved rates of court appearance and, moreover, whether these effects varied across different groups in the population on the basis of charge types, criminal history, or sociodemographic factors.

The initiative implemented by the Palm Beach County Public Defender's Office similarly has the potential to reduce the jail population by facilitating the release of defendants who remain incarcerated after a 48-hour period on a monetary bond and connecting those with service needs to community-based providers. An early phase of this initiative was evaluated in 2023-2024, and the current evaluation aims to determine the effectiveness of the revised program, which has incorporated many of the recommendations from the earlier evaluation. Research on pretrial release programs suggest that pretrial supervision is just as effective at ensuring pretrial compliance as money bail (e.g., Albright, 2021; Skemer et al., 2020). However, in light of findings suggesting that pretrial supervision may be deleterious to lower-risk defendants (), some have argued that we should shift away from a model focused on supervision to one more centered on support. The Public Defender's Office initiative is more in line with this support-based approach. Accordingly, the findings from this work may provide early evidence of the potential promise of this approach. Although the prior evaluation found reductions in detention length among program participants, there was no difference between participants and non-participants in pretrial compliance. Accordingly, it is important to test whether the changes to the PD Office's approach improve the efficacy of their model.

TIMEFRAME

May 5, 2024 – August 30, 2025

RESEARCH PROJECT

The following research project will be completed in partnership with the Palm Beach County CJC.

Phase 1: Beginning in October 2018, Uptrust (a third-party service provider) was provided with client records from the PBC Clerk of Courts to distribute court date reminders via text message. In 2021, PBC SOR began providing their own client records. Over the lifetime of the program, Uptrust has added over 72,000 PBC client records to their system for the purposes of distributing reminders. Despite having operated for multiple years, and having reached out to tens of thousands of criminal-justice involved individuals in Palm Beach County, the effect of the program on court appearance rates has yet to be evaluated. In this project, we will draw on data from Uptrust and local PBC criminal justice agencies to determine whether the court date reminder system has affected rates of court appearance. In addition to this basic question, we will further explore case-related, criminal history, and sociodemographic factors that condition the effect of the court date reminder system on court appearance. To the extent that text reminders work better for some groups than others, the findings from this evaluation may underscore the need for additional supports to facilitate court appearance for specific PBC population groups. In addition to preparing a final report, we will present the findings of our research with the CJC and provide relevant recommendations for their consideration.

Phase 2: The second stage of this research will entail an re-evaluation of the efficacy of a program operated by the Public Defender's Office intended to facilitate the release of individuals detained pretrial due to their inability to satisfy the conditions of their monetary bond. In addition to securing their clients' pretrial release from jail on non-monetary bond, a secondary goal of this program is to connect clients with community-based services to meet their individual needs. Data from the Public Defender's Office, the Criminal Justice Commission, and the community-based service providers will enable FSU researchers to 1) compare participants and non-participants across a series of pretrial and post-disposition outcomes and 2) identify the specific programmatic features that matter most for clients' success.

Consistent with the broader goals of the SJC, analyses will explore the impact of these two initiatives on racial and ethnic disparities.

BUDGET AND DELIVERABLES

The following tables outline the project budget and deliverables to be provided by the FSU research team within the contract period for each evaluation. The remaining deliverables and payment schedule are provided below. Deliverables should be submitted to the Criminal Justice Commission Criminal Justice Systems Manager in electronic format via email for each evaluation.

A. An Evaluation of Pretrial Release Practices in Palm Beach County**DELIVERABLES**

The deliverables and payment schedule are provided below. Budget amounts listed support four project staff, including efforts from three faculty (Drs. Jennifer Copp and Thomas Blomberg) and one graduate research assistant (TBD). The budget includes the approved MacArthur Foundation Safety and Justice Challenge indirect rate of 15%. Equipment and supply costs are not requested. A total of \$67,250 has been disbursed through March 1, 2024, of this evaluation's total budget of \$67,250.

Deliverables	Projected Due Date	Amount
Project start-up activities, collaborative meetings, data acquisition, IRB approval	July 31, 2022	\$7,250
Interim report/presentation, comparing the effectiveness of the release mechanism	September 30, 2022	\$15,000
Interim report/presentation, comparing bond setting across regular and duty judges	November 30, 2022	\$15,000
Final analyses and results on bond settings and release mechanisms specified in the scope of work	January 31, 2023	\$15,000
Final project report and presentation, including all findings related to the projects listed in the scope of work	January 31, 2023	\$15,000
TOTAL		\$67,250

B. Evaluating the Efficacy of Pretrial Changes Intended to Reduce the Jail Population

DELIVERABLES

The following tables outline the remaining project budget and deliverables to be provided by the FSU research team within the contract period. Budget amounts listed support three project staff, including effort from two faculty (Drs. Jennifer Copp and Thomas Blomberg) and one graduate research assistant (TBD). The budget includes the approved MacArthur Foundation Safety and Justice Challenge indirect rate of 15%. Equipment and supply costs are not requested. A total of \$46,894 has been disbursed through March 1, 2024, of this evaluation’s total budget of \$94,368.

Deliverables	Due Date	Amount
Project start-up activities, collaborative meetings, data acquisition, IRB approval	January 1, 2023	\$11,894
SOR LEVELS		
Interim report/presentation, examining the efficacy of changes to SOR		\$15,000
Final analyses and results on changes to SOR levels specified in the scope of work	June 30, 2023	\$20,000
PUBLIC DEFENDER PROJECT		
Additional data acquisition from public defender’s office and county administration to compare program participants to non-participants, start-up activities	July 1, 2023	\$7,474
Interim report/presentation, examining the efficacy of the Public Defender’s program targeting individuals detained on unattainable bond		\$15,000
Final project report and presentation including all findings related to the projects listed in the scope of work	December 31, 2023	\$25,000
Phase 1 total		\$94,368

C. First Appearance Frequent Utilizer Pilot Project Evaluation

DELIVERABLES

The following tables outline the remaining project budget and deliverables to be provided by the FSU research team within the contract period. Budget amounts listed support two project staff including effort from two faculty (Drs. Jennifer Copp and Thomas Blomberg). The budget also supports travel for two project staff to take four trips to Palm Beach for data collection, collaborative research, and/or a presentation of findings. The budget includes the approved MacArthur Foundation Safety and Justice Challenge indirect rate of 15%. Equipment and supply costs are not requested. A total of \$25,000 has been disbursed through March 1, 2024, of this evaluation's total budget of \$148,261.

Deliverables	Projected Due Date	Amount
Project start-up activities, collaborative meetings, data acquisition, IRB approval	June 30, 2023	\$25,000
Interim report/presentation	December 31, 2023	\$35,000
Interim report/presentation	June 30, 2024	\$35,000
Final Report Final Analysis and Results Presentation of findings Post report follow-up and consultation	December 31, 2024	\$53,261
Total Project Cost		\$148,261

D. An Evaluation of Palm Beach County's Court Date Reminder System

DELIVERABLES

The deliverables and payment schedule are provided below. Budget amounts listed support four project staff, including efforts from one faculty (Dr. Jennifer Copp) and one graduate research assistant (TBD). The budget includes the approved MacArthur Foundation Safety and Justice Challenge indirect rate of 15%. Equipment and supply costs are not requested.

Deliverables	Due Date	Amount
Project start-up activities, collaborative meetings, data acquisition, IRB approval	August 1, 2024	\$10,000
PHASE 1: COURT DATE REMINDER		
Interim report/presentation 1, evaluating the efficacy of the court date reminder system	December 31, 2024	\$20,000
Final report 1 and presentation, including all findings related to phase 1 listed in the scope of work	April 30, 2025	\$30,000
PHASE 2: PUBLIC DEFENDER		
Interim report/presentation 2, examining the efficacy of the Public Defender's program targeting individuals detained on unattainable bond	January 31, 2025	\$15,000
Final report 2 and presentation including all findings related to the phase 2 listed in the scope of work	August 31, 2025	\$25,000
Total Project Cost		\$100,000

ATTACHMENT 2



Criminal Justice Commission

301 North Olive Avenue, Suite 1001

West Palm Beach, FL 33401-4705

(561) 355-4943

Fax: (561) 355-4941

<http://discover.pbcgov.org/criminaljustice/>

Dr. Rachel Docekal, Chair

Lauren Whetstone, Vice Chair

Marcia Andrews, Treasurer

Matt Pawlowski, Secretary



**Palm Beach County
Board of County Commissioners**

Maria Sachs, Mayor

Maria G. Marino, Vice Mayor

Gregg K. Weiss

Michael A. Barnett

Marci Woodward

Sara Baxter

Mack Bernard

County Administrator

Verdenia C. Baker

*"An Equal Opportunity
Affirmative Action Employer"*

May 15, 2024

Ms. Nancy Thoman, Executive Director
Office of Sponsored Programs
Florida Atlantic University (FAU)
777 Glades Road
Building 104, Room 314
Boca Raton, FL 33431

RE: FAU Interlocal Agreement

Dear Ms. Thoman:

Please see the attached Second Amendment to the Interlocal Agreement between Palm Beach County and FAU that amends the Scope of Work for the trauma-informed training evaluation.

If you have any questions, please feel free to call Katherine Shover, Criminal Justice Systems Manager, Criminal Justice Commission at (561) 355-6877. Thank you for your cooperation and attention to this matter.

Sincerely,

Verdenia C. Baker
County Administrator

**SECOND AMENDMENT TO
INTERLOCAL AGREEMENT**

THIS SECOND AMENDMENT is dated the 15th day of May, 2024, between the FLORIDA ATLANTIC UNIVERSITY BOARD OF TRUSTEES, (hereinafter "FAU"), whose FEIN ID is 65-0385507 and Palm Beach County, a political subdivision of the State of Florida, by and through its Board of Commissioners (hereinafter "COUNTY"), each one constituting a public agency as defined in Part I of Chapter 163, Florida Statutes.

WITNESSETH

WHEREAS, on June 14, 2022 the COUNTY, through its Criminal Justice Commission (CJC), and FAU entered into an Interlocal Agreement (R2022-0618) (the "Agreement") for a total not to exceed amount of One Hundred Forty-Nine Thousand Five Hundred Eighty-Nine Dollars (\$149,589); and

WHEREAS, FAU's responsibility under this Interlocal Agreement was to conduct a process and outcome evaluation of the CJC's trauma-informed training, as more specifically set forth in the Scope of Work detailed in Exhibit A of the Interlocal Agreement; and

WHEREAS, the parties entered into a First Amendment to Interlocal Agreement on November 1, 2022, (R2023-0199) (the First Amendment), which extended the term of the Interlocal Agreement to September 30, 2025, increased the not-to-exceed amount, and amended the Scope of Work and Budget to include an evaluation of the Delray Beach Police Department's Community Outreach Program; and

WHEREAS, the parties desire to amend the Scope of Work for Phase 2 of the Trauma Informed Training in Palm Beach County Evaluation.

NOW THEREFORE, the above-named parties hereby mutually agree to amend the Agreement as follows:

- I. The foregoing recitals are true and correct and incorporated herein by reference.
- II. Exhibit A-1 to the Interlocal Agreement is replaced in its entirety with Exhibit A-2, attached hereto and incorporated herein by reference.

- III. Exhibit B-1 to the Interlocal Agreement is replaced in its entirety with Exhibit B-2, attached hereto and incorporated herein by reference.
- IV. All other provisions of the Agreement not in conflict with the First Amendment or this Second Amendment remain in full force and effect.

REMAINDER OF THIS PAGE LEFT BLANK INTENTIONALLY

IN WITNESS WHEREOF, the Board of County Commissioners of Palm Beach County, Florida has made and executed this Second Amendment on behalf of the COUNTY and Florida Atlantic University, for and on behalf of its Board of Trustees, has hereunto set its hand the day and year above written.

**FLORIDA ATLANTIC UNIVERSITY
BOARD OF TRUSTEES**

By: *Nancy Thoman*
**Nancy Thoman
Executive Director
Office of Sponsored Programs**

**PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS
BY VERDENIA C. BAKER,
COUNTY ADMINISTRATOR**

By: *Verdenia C. Baker*
**Verdenia C. Baker
County Administrator**

**APPROVED AS TO FORM
AND LEGAL SUFFICIENCY**

By: *Helene Hvizd*
**Helene C. Hvizd
Assistant County Attorney**

**APPROVED AS TO TERMS AND
CONDITIONS**

By: *Katherine Shover*
**Katherine Shover
Criminal Justice Systems Manager**

SCOPE OF WORK

A. An Evaluation of Trauma Informed Training in Palm Beach County

PURPOSE OF THE PROJECT

The Research Partner (FAU) will provide research and evaluation services to Palm Beach County’s Criminal Justice Commission (CJC) in support of their new Trauma-Informed Training Initiative. A key objective of this project is to provide a trauma-informed training to law enforcement and criminal justice professionals in Palm Beach County to increase their understanding of traumas associated with domestic, school, community violence and other behavioral crises; leading to improved interactions and responses. The training is intended to increase awareness of trauma and how trauma may impact the community’s behavior. In support of these objectives, FAU will conduct a series of analyses to evaluate this initiative. All work will be completed in consultation with the CJC.

BACKGROUND

The Florida Atlantic University (FAU) research team will conduct a process and outcome evaluation of the PBC Criminal Justice Commission’s (CJC) new Trauma-Informed Training Initiative. In collaboration with the Palm Beach County Sheriff’s Office (PBSO) and the Criminal Justice Institute (CJI) at Palm Beach State College (PBSC), the CJC is seeking to provide trauma-informed training to local law enforcement, corrections, court personnel, law enforcement and corrections recruits, and local behavioral health community partners. To provide the trauma-informed training, it is anticipated that Policy Research Associates will conduct multiple train-the-trainer sessions with leaders who are reflective of the target population for the training delivery. These leaders/trainers will then go on to facilitate the trauma-informed training to their colleagues.

This document outlines the evaluation scope of services the FAU research team—led by Dr. Danielle Groton, who will be assisted by co-PIs Drs. Cassandra Atkin-Plunk, Vaughn Crichlow, and Seth Fallik—will provide to the PBC CJC, the timeline of such services, the resources necessary to carry out an evaluation, and the budget. This is a 31-month evaluation of the Trauma-Informed Training Initiative, with a start date of June 14, 2022 and end date of December 31, 2024. This will allow appropriate time for the evaluation planning and survey development prior to the implementation of the trauma-informed trainings.

PHASE 1 – PROCESS EVALUATION

The objective of Phase 1 is to examine the fidelity of the trauma-informed training. This objective examines if and to what extent the trauma-informed trainings are implemented and operating as designed. This process evaluation will examine the program inputs and activities in an effort to establish relationships between project activities and outcomes.

To carry out the process evaluation, the FAU research team will:

- attend the train-the-trainer trainings.
- attend the trauma-informed trainings.
- attend relevant stakeholder meetings.
- conduct interviews and focus groups with trainers and program participants.
- review relevant documents.

Below are research questions that will guide the process evaluation. These research questions, along with the research questions in Phase 2, will be modified in consultation with the CJC.

1. How is the trauma-informed training being implemented in PBC?
2. Who is participating in the trauma-informed training and what agencies do they represent?
3. How many individuals successfully complete the trauma-informed training?
4. How can the trauma-informed training be improved?
5. Is trauma-informed training operating as designed?
6. What barriers were encountered when facilitating the trauma-informed training?
7. What, if any, trauma-informed policies were developed and implemented?

PHASE 2 – DEVELOPMENT OF IMPLEMENTATION GUIDE

Given the low rate of engagement in trauma informed practice identified in Phase 1 of the evaluation, the objective of Phase 2 is to create an implementation guide for trauma informed practice in Palm Beach County. Since Phase 1 identified that no trainers from law enforcement have successfully facilitated trainings, the guide will have a specific focus on engaging law enforcement. To develop the guide, the research team will utilize the findings from Phase 1 and systematically collect and examine data on successful engagement of law enforcement on similar initiatives across the country. In addition, the research team will solicit feedback from trainers, training participants, and community stakeholders on the development of the guide.

To create the implementation guide, the FAU research team will:

- Survey trainers seeking feedback on results from Phase 1.
- Review empirical literature related to implementing trauma-informed practices among law enforcement.
- Forum with law enforcement leaders to share findings and solicit feedback on recommended practices.
- Forum with representatives from law enforcement to share findings and solicit feedback on recommended practices.
- Meet with PRA to learn of others' dissemination strategies and any lessons learned from other communities.
- Develop implementation guide to inform the county's next steps.

The following are research questions to inform the development of the implementation guide:

1. Did participation in the trauma-informed training increase understanding and awareness of the impact of trauma? If yes, was this effect sustained?
2. What strategies would best support law enforcement in adopting trauma-informed practices?
3. What have other communities or initiatives done to successfully engage law enforcement in trauma informed practices or trainings?
4. What steps can the county take to promote implementation of trauma-informed practice across community-facing organizations?

RESOURCES

The FAU research team has the necessary personnel and statistical software to accomplish the above listed services. Also, the FAU research team anticipates no issues with receiving approval from the FAU Institutional Review Board to carry out the surveys, interviews, and focus groups. To carry out the outcome evaluations, however, the FAU research team will require access to the appropriate data, specifically arrest and jail booking data. The FAU research team will also require cooperation from stakeholders to participate in the necessary interviews and focus groups.

Finally, the FAU research team requests that they be allowed to disseminate aggregate and de-identified findings from the evaluation to various outlets, including scholarly peer-reviewed journals, practitioner-related sources, and local, regional, and national conferences.

B. An Evaluation of the Delray Beach Police Department's Community Outreach Program

PURPOSE OF THE PROJECT

The Research Partner (FAU) in partnership with the Palm Beach County Criminal Justice Commission (CJC) will conduct a program evaluation of the Delray Beach Police Department's Community Outreach Program. The Program aims to connect and provide alternative diversion services to those who are dealing with mental illness, experiencing homelessness, or battling addiction in the City of Delray Beach. The Program uses a co-responder approach in which the Community Outreach Team (COT) works directly with a member of the South County Mental Health (SCMH) Center Rapid Response Team who is stationed at the Delray Beach PD (DBPD). The Program involves building relationships and partnering with non-profit organizations to provide services to individuals, sharing information with community patrol and community response officers, and working closely with neighboring jurisdictions. It also comprises monthly joint-training sessions with crisis intervention officers, hostage negotiators, and SCMH Center Mobile Response Team members. Ultimately, the COT reaches out proactively to individuals in need of services, and follows up with individuals referred by police patrol, to provide access to resources and treatment. It is expected that such efforts will reduce calls for service and interactions with law enforcement.

BACKGROUND

The Florida Atlantic University (FAU) research team will conduct a process and outcome evaluation of the Delray Beach Police Department's Community Outreach Program. The Program aims to connect and provide alternative diversion services to those who are dealing with mental illness, experiencing homelessness, or battling addiction in the City of Delray Beach. In support of these objectives, FAU will conduct a series of analyses to evaluate these initiatives. All work will be completed in consultation with the CJC.

This document outlines the evaluation scope of services the FAU research team—led by Dr. Cassandra Atkin-Plunk, who will be assisted by co-PI Dr. Vaughn Crichlow—will provide to the CJC, the timeline of such services, the resources necessary to carry out the evaluation, and budget. This is a 35-month evaluation of the Community Outreach Program, with a start date of November 1, 2022 and end date of September 30, 2025. This will allow appropriate time for planning the evaluation, which involves the identification of project goals and outcomes, the development of survey and interview instruments, as well as in-person field assessments for the process and outcome evaluations, and sufficient time for ongoing assessment of program effectiveness.

PHASE 1 – PROCESS EVALUATION

The process evaluation will be guided by the following research evaluation questions (These questions, along with the questions in Phase 2, will be modified in consultation with the CJC):

1. To what extent are the COT and partners implementing the Community Outreach Program?
2. To what extent have the outreach strategies reached the intended participants?
3. What factors have impeded or facilitated the implementation of these strategies?
4. What lessons have been learned by the COT and partners regarding the implementation of outreach strategies that can be used to inform future efforts?

These objectives are based on the goal – to connect and provide alternative diversion services to those who are dealing with mental illness, experiencing homelessness, or battling addiction.

To carry out the process evaluation, the FAU research team will:

- attend COT meetings.
- attend monthly trainings with the COT, crisis intervention officers, hostage negotiators, and SCMH Center Mobile Response Team members.
- attend relevant stakeholder meetings.
- conduct interviews with COT members.
- conduct field observations with population advocates and community outreach officers.
- review relevant documents.

PHASE 2 – OUTCOME EVALUATION

The objective of Phase 2 is to conduct an outcome evaluation that systematically collects and examines data on the impact of the Community Outreach Program in the city of Delray Beach. Outcome measures will be based on the following questions:

Micro-level Outcomes

1. How many participants have been referred to the special population advocate (or any other members of the COT)?
2. How many participants have been contacted or served by the COT as a direct result of outreach in the community?
3. How many participants have been connected to services by the COT?
4. What types of services have participants received?
5. What is the impact of services received on participants?
 - a. Is the Community Outreach Program making a difference on participants' lives?
 - b. Is the Community Outreach Program making an impact on participants' perceptions towards the DBPD?

Macro-level Outcomes

1. Has the Community Outreach Program reduced overall calls for service?
2. Has the Community Outreach Program reduced overall interactions with law enforcement?
3. Has the Community Outreach Program reduced crime and disorder in the City of Delray Beach?

This outcome evaluation will comprise an assessment of the effectiveness of COT strategies and activities to establish relationships between COT efforts and community outcomes. The outcome evaluation will also examine contextual and external factors that have influenced the implementation and outcomes of the outreach efforts.

To carry out the outcome evaluation, the FAU research team will:

- conduct surveys and interviews with COT members.
- conduct surveys with individuals who have received services.
- conduct surveys with road patrol officers and sergeants.
- conduct surveys of other agencies.
- conduct surveys of the community.
- examine calls for service and crime data – arrest, jail booking, and jail population data at multiple timepoints.

RESOURCES

The FAU research team has the necessary personnel and statistical software to accomplish the above listed services. Also, the FAU research team anticipates no issues with receiving approval from the FAU Institutional Review Board to carry out the surveys, interviews, and focus groups. To carry out the outcome evaluations, however, the FAU research team will require access to the appropriate data, specifically calls for service, arrest and jail booking data. The FAU research team will also require cooperation from stakeholders to participate in the necessary surveys and interviews. Finally, the FAU research team requests that they be allowed to disseminate aggregate and de-identified findings from the evaluation to various outlets, including scholarly peer-reviewed journals, practitioner-related sources, and local, regional, and national conferences.

BUDGET AND DELIVERABLES

The following tables outlines the project budget and deliverables to be provided by the FAU research team within the contract period. Deliverables should be submitted to the Criminal Justice Commission Criminal Justice Systems Manager in electronic format via email. Equipment and supply costs are not requested.

A. An Evaluation of Trauma Informed Training in Palm Beach County

DELIVERABLES

Florida Atlantic University will invoice the PBC Criminal Justice Commission based on the deliverables listed below, and according to the approved budget for the evaluation of the Trauma-Informed Training Initiative. In addition to a comprehensive report at the end of each year, the FAU research team will provide regular updates to the CJC on project progress during each quarter, and throughout the evaluation period (June 14, 2022 – December 31, 2024), as well as written semi-annual updates in July of Years 2 & 3. The FAU research team will also provide documentation (1-3 pages) to FAU’s Office of Sponsored Programs describing evaluation services rendered during each billing period. A total of \$89,946 has been disbursed through March 27, 2024, of this evaluation’s total budget of \$149,589. The remaining deliverables are as follows:

Deliverables	Projected Due Date	Amount
Quarterly update	October 5, 2022	\$13,417
Quarterly update	January 5, 2023	\$13,418
Interim semi-annual report	July 5, 2023	\$31,556
Comprehensive annual report	January 5, 2024	\$31,555
Interim report	July 5, 2024	\$29,822
Comprehensive annual report	January 5, 2025	\$29,821
TOTAL		\$149,589

Year 1

- Attend trainings and relevant stakeholder meetings
- Consult on roll-out plan for training
- Develop pre- and post- training surveys
- Begin to track and monitor county-wide arrests, jail bookings, and jail population
- Create year-end report to document project progress

Year 2

- Attend trainings and relevant stakeholder meetings
- Consult on roll-out plan for training
- Conduct pre- and post- training surveys
- Conduct qualitative interviews with trainers regarding implementation
- Conduct qualitative and quantitative data analysis of survey and interview data
- Create semi-annual update on project progress
- Create year-end report to include process evaluation
- Develop one page report summaries for distribution to trainers and CJC members

Year 3

- Attend trainings and relevant stakeholder meetings
- Conduct surveys with trainers on results from Phase 1 of the project
- Synthesize empirical literature on trauma-informed practice implementation among law enforcement
- Host forums with law enforcement and community leaders to share findings and solicit feedback
- Meet with PRA to learn of others’ dissemination strategies and lessons learned
- Develop implementation guide for county
- Create final report to include implementation guide recommendations

B. An Evaluation of the Delray Beach Police Department’s Community Outreach Program

DELIVERABLES

Florida Atlantic University will invoice the PBC Criminal Justice Commission based on the deliverables listed below, and according to the approved budget for the evaluation of the Delray Beach Police Department’s Community Outreach Program. In addition to a comprehensive report at the end of each year, the FAU research team will provide regular updates to the CJC on project progress during each quarter, and throughout the evaluation period (November 1, 2022 – September 30, 2025), as well as written semi-annual updates in April of each year. The FAU research team will also provide documentation (1-3 pages) to FAU’s Office of Sponsored Programs describing evaluation services rendered during each billing period. A total of \$62,981 has been disbursed through March 27, 2024, of this evaluation’s total budget of \$115,456. The remaining deliverables are as follows:

Deliverables	Projected Due Date	Amount
Interim semi-annual report	April 5, 2023	\$31,500
Comprehensive annual report	October 5, 2023	\$31,481
Interim report	April 5, 2024	\$13,500
Comprehensive annual report	October 5, 2024	\$13,500
Interim report	April 5, 2025	\$12,738
Comprehensive annual report	October 5, 2025	\$12,737
TOTAL		\$115,456

Year 1

- Attend COT meetings
- Attend monthly trainings
- Attend relevant stakeholder meetings
- Conduct interviews with COT members
- Conduct field observations
- Review relevant documents
- Begin to track and monitor calls for service, county-wide arrests, jail bookings, and jail population
- Create semi-annual update on project progress
- Create year-end report to document project progress

Year 2

- Attend COT meetings
- Attend monthly trainings
- Attend relevant stakeholder meetings
- Conduct interviews with COT members
- Conduct field observations
- Review relevant documents
- Conduct surveys with program participants
- Conduct surveys with road patrol officers and sergeants
- Conduct surveys of other agencies
- Conduct surveys of the community
- Track and monitor county-wide arrests, jail bookings, and jail population
- Conduct qualitative and quantitative data analysis
- Create semi-annual update on project progress
- Create year-end report to include process evaluation

Year 3

- Attend COT meetings
- Attend monthly trainings
- Attend relevant stakeholder meetings
- Conduct interviews with COT members
- Conduct field observations
- Review relevant documents
- Conduct surveys with program participants
- Track and monitor county-wide arrests, jail bookings, and jail population
- Conduct qualitative and quantitative data analysis
- Create semi-annual update on project progress
- Create year-end report to include process evaluation