

**PROGRAM MONITORING AND
EVALUATION SUB-COMMITTEE**



Palm Beach County Governmental Center
12th Floor, McEaddy Conference Room
301 N. Olive Avenue
West Palm Beach, Florida 33401

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

**Wednesday, July 24, 2013
2:30 PM to 4:30 PM**

- 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 March 19, 2013 Minutes**
5. **Proposed Chairman's Comments**

Welcome new members and guests to the Program Monitoring and Evaluation Sub-Committee. Thank you to program coordinators for providing valuable input on developing individual performance measures and for submitting their most recent results.

6. **Executive Directors Comments**

7. **New Business**

- A. No New Business

8. **Old Business**

- A. Program Performance Indicators – Proposed Revisions to Indicators
- B. Adult Drug Court – Judge Caroline Shepherd
- C. Drug Court Outcome Evaluations
 - a) Adult Drug Court
 - b) Riviera Beach Civil Drug Court
 - c) Delinquency Drug Court
- D. Reentry Outcome Evaluation

9. **Member and Guest Comments**

10. **Attachments**

- A. March 19, 2013 Draft Minutes
- B. Draft Report: Proposed Definition for Key Performance Indicators (date: July 24, 2013)
- C. Final Report: Proposed Performance Indicators in Conjunction with Service Providers (October 19, 2012 (Updated)): as approved by the Criminal Justice Commission on October 22, 2012.

Next PME Meeting: Early September 2013.

**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>
Tuesday, 12:00 pm, March 19, 2013

- D R A F T M I N U T E S -

Members:

Lee Waring, Chair
Jim Barr, Criminal Justice Commission
Carey Haughwout, Public Defender

Guests:

Cristy Altaro, Court Administration
Ronald Alvarez, Judge, 15th Judicial Circuit
Jennifer Loyless, Public Defender
Felicia Scott, Riviera Beach Civil Drug Court
Tony Spaniol, Palm Beach County Youth Affairs
Twila Taylor, Palm Beach County Youth Affairs
Dorrie Tyng, Adult Drug Court

Staff:

Michael Rodriguez, Executive Director
Damir Kukec, Research & Planning Manager
Rosalind Murray, Criminal Justice Program Development Specialist
Brenda Oakes, Youth Violence Prevention Planning Coordinator
Craig Spatara, RESTORE Program Manager
Becky Walker, Criminal Justice Manager

1. Welcome / Opening Comments, Lee Waring, Chair

2. Roll Call & Introduction of Guests

3. Approval and/or Additions to the Agenda

The approval and/or additions to the agenda were done out of order (at the end of the SOW discussion under New Business). The agenda was approved with no additions or deletions.

4. Approval of October 10, 2012 Minutes

The approval of the minutes was done out of order (at the end of the SOW discussion under New Business). The minutes from the October 10, 2012 meeting were approved without amendments.

5. **Chairman's Comments:** Mr. Waring welcomed members and guests to the meeting and asked Damir Kukec to introduce the first item on the agenda: the Scope of Work.

6. **New Business**

A. Scope of Work of the PME Sub-Committee

Damir Kukec referred to the draft of Scope of Work of the PME sub-committee included in the packet. First, he talked about the purpose of the committee, its membership, and the authorities granted to the Criminal Justice Commission under the ordinance that in turn give weight to the PME SUB-committee. And lastly, Mr. Kukec talked about the scope of work or how the PME will operate as a committee. Michael Rodriguez added the importance of having a scope of work and knowing what to focus on, with which Mr. Waring agreed. Mr. Waring would like to get directions from the committee to bring back to the CJC. The committee then discussed the draft in detail and amended it accordingly. Specifically, the committee voted and agreed to keep the SOW narrow and seek direction from the CJC in terms of which programs to evaluate. Also, upon the recommendation of Mr. Waring, the committee voted and agreed to amend the meeting schedule to "bi-annual and as needed" basis.

B. Highridge Evaluation

The committee discussed what to do with the Highridge report. It was presented to the CJC which sent it back to the PME to review. A question was raised whether the report should have been done in the first place since Highridge is not funded by the CJC. Tony Spaniol stated that years ago, they had wanted to have an evaluation done to determine the effectiveness of their program and reached out to CJC staff. He said the report and the data collected were helpful in showing that what they are doing is effective, and Barbara Taylor concurred. Ms. Haughwout noted that they should be careful in using the term "evaluation" and agrees that the Highridge report is educational, but it is not an evaluation. After further discussion, Mr. Waring recommended and the committee agreed that the report be returned to the subcommittee and the program that originally requested for it (Highridge) with no action taken at the PME.

7. **Old Business**

A. Program Performance Indicators – First Report by Programs

Mr. Kukec reminded the committee that in October 2012 the PME met with the various drug court and reentry program coordinators and providers in the county to review previously compiled statistics/baseline data on recidivism in addition to programmatic data and set up performance indicators. Mr. Kukec had requested data updates from the all the programs in preparation for the annual planning meeting. He asked the program coordinators to provide a summary of the information they provided.

B. Drug Court Outcome Evaluations

a) Adult Drug Court

Dorrie Tyng reported data as of February 28, 2013. She stated that the Adult Drug Court met the program's three goals: 1) Caseload (per year) of 180 participants (average caseload for FY13 is 189 participants); 2) Graduation rate of 50% (57% graduation rate since November 2000); and 3) 15% or less of graduates not arrested and convicted of

serious crime within three years after graduation (10% of graduates arrested). She noted that the program has been following the state's minimum standard at 10%.

There was a discussion to clarify what is the reporting period. Mr. Kukec stated today's report is the baseline, i.e., the first report based on what the PME has asked for. He also requested the PME to define the performance indicators define the performance indicators and give direction as to how much interaction can he have with the program coordinators. Mr. Kukec added that the committee recognizes that different programs will report differently, and clarified that the minimal standards are indicators, not goals.

b) Riviera Beach Civil Drug Court

Felicia Scott reported data for the 6-month period of October 1, 2012 to February 28, 2013 based on 25 petitions filed. As Ms. Scott reported data only for the last 6 months and not from inception of the program, she expressed that the data is not really able to capture the success of the program. The committee agreed to clarify its definition of reporting period. Mr. Kukec also asked permission from the committee to work with the programs regarding this issue.

c) Delinquency Drug Court

Cristy Altaro presented data as of March 2013. She reported data from time of inception but noted that she can break down the numbers per year. She raised the issue of how to measure recidivism being that Delinquency Drug Court measures recidivism differently from Adult Drug Court. The committee agreed that it should be measured uniformly across the programs for consistency. Mr. Kukec offered to work with the programs in hammering out standardized measures based on the minimum performance guidelines.

C. Reentry Outcome Evaluation

Craig Spatara reported data from inception on the RESTORE program as of January 15, 2013. Sixty-nine percent of the clients have been active at some point since they left Sago Palm; 21% were rearrested; and rearrest rate was cut in half to 10% for clients who had at least minimal contact with the program. Mr. Rodriguez requested for non-RESTORE numbers also. At this point, Ms. Haughwout remarked that although measuring the minimum performance indicators is important, it is also important to include other information relevant to the program outside the standard measures. Brenda Oakes also commented not to focus only on measuring rearrest or reoffense, pointing out, for example the fact that almost 70% of RESTORE's released clients were active at some point was incredible.

8. Member and Guest Comments

Mr. Kukec reaffirmed with the committee his task of working with the program coordinators in finding a way to standardize measures based on minimal performance indicators. Mr. Waring added having to readjust timeframes for certain programs for which six months, for example, is too short to reflect effectiveness of the program, to make it valid.

9. Adjournment

Next Meeting: To be determined.



Final Draft Report:

Proposed Definition for Key Performance Indicators

(Updated)

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

July 24, 2013

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Introduction:

Over the last year, the Program Monitoring and Evaluation Sub-Committee have studied and considered various methods to monitor the activities of programs funded by the Criminal Justice Commission. Various studies and proposals have been completed and considered to-date; and following the March 19, 2013 Sub-Committee meeting, staff was directed to further refine standards already approved by the Sub-Committee and the Criminal Justice Commission.

As a result, staff prepared a draft report (dated May 15, 2013) that *operationalised* the minimal performance indicators discussed at length during the March 19, 2013 meeting. This draft report was first distributed to members of the Sub-Committee and then to program managers from the Adult Pre-Trial Drug Court, Delinquency Drug Court (Juvenile Court), Riviera Beach Civil Drug Court, and the Reentry Program. This version of the minimal performance indicators was developed with the benefit of constructive feedback received from Sub-Committee members and program managers.

It is important to note that although the draft recommends that specific changes be made to inclusionary categories (i.e., tracking ALL program participants rather than only those that successfully complete programming for the purpose of reporting recidivism); this report does not change the performance levels established by the Sub-Committee that were subsequently approved by the Criminal Justice Commission. The draft report recommends and specifies the minimal data requirements; how data are to be transmitted to the Criminal Justice Commission; and the calculations that would be computed by Criminal Justice Commission staff.

The Sub-Committee identified three minimal performance indicators and specific desired levels¹: 1) caseload, 2) termination/exits², and 3) recidivism. This report proposes a method to calculate the above noted performance indicators for the Criminal Justice Commission. This report is not intended to evaluate the current performance standards of the relevant programs; and it does not recommend or advocate that programs change their reporting methods or requirements for other purposes and for other county, state, federal, and/or non-government funders.

Minimal Performance Indicators:

The proposed minimal performance indicators in this draft report would provide a standard **benchmark** for each program. As noted by the Sub-Committee Chair, the performance indicators would be used by the Sub-Committee to monitor programming, to make recommendations that would enhance programming, and to report to the Criminal Justice Commission. These data may also help program managers to inform future grant/funding from agencies other than the Commission. Finally, as a funder, the Criminal Justice Commission

¹ Kucec, Damir., Final Report: Proposed Performance Indicators in Conjunction with Service Providers, Approved by the Criminal Justice Commission on October 22, 2012 (dated October 19, 2012 (updated)).

² This previously included “graduation” rates.

would be able to report their return on investment (ROI) to the Palm Beach County Board of County Commissioners.

Caseload

Understanding how many program participants were provided services or programming during a period of time is vital to understanding how the program is working. Caseload data would include all program participants that were enrolled in programming during a specific timeframe, regardless of when they entered or exited programming.

Caseload data may be used to compute a number of important variables; such as: unit costs, revenues when fees are collected, admissions, exits, total population served, average daily population, and percent capacity. Percent capacity refers to the average daily population divided by program capacity (as identified by programs). The following table provides an example of the type of data that would be required for reporting fiscal year 2012 (October 1, 2011 to September 30, 2012) for Commission staff to compute the variables noted above.

Table 1: Example of Data Required to Compute Caseload Variables

Participant ID	Included (YES/NO)	Start Date	End Date	Disposition
P1	YES	01-OCT-2010	30-MAR-2012	Successful
P2	YES	01-JAN-2012	01-APR-2012	Successful
P3	NO	01-OCT-2010	30-MAR-2011	Failed
P4	YES	30-MAR-2012	01-JUN-2013	Failed
P5	NO	15-JAN-2013	01-JUN-2013	Transferred
P6	NO	01-JUN-2013		Enrolled
P7	YES	01-OCT-2010		Enrolled
P8	YES	30-AUG-2011		Enrolled
P9	YES	01-JAN-2012		Enrolled
P10	YES	30-AUG-2011	15-JAN-2013	Successful

* Date of Extract (October 1, 2012). End dates are blank for those that are still enrolled as of October 1, 2012.

In the above example, the data includes ten program participants as of October 1, 2013 for the fiscal year 2012. Using these parameters, seven out of the ten would be included in the review period examining caseload and other performance indicators.

The following describes how “average daily population” and “% capacity” would be computed by staff. For example, Adult Drug Court reported that the program’s desired caseload is approximately 180 court participants per year and since the program is typically 12 months in duration, we would estimate that their monthly “average daily population” should be approximately 180 court participants³:

³ See October 22, 2012 final report on Proposed Performance Indicators (in footnote 1 above).

Formula:

Number participants * Number days / Number days = *Average Daily Population (ADP)*

180 * 31 days in July / 31 days in July = 180 ADP for July

Formula:

ADP / Capacity = *% Capacity*

180 / 180 * 100 = 100 %

Data Requirements: in order to calculate caseload variables, such as average daily population (ADP) or % Capacity, programs would be required to provide four data variables: unique identification number for each program participant (numeric/string⁴), program start date (date) and program end date (date), and program capacity (numeric). This includes all program participants during a three year period regardless of program admission date, program exit date, or if they are still enrolled during the date of data extract. If programs have not been operational for three years or more, programs would be required to provide all available caseload data. Those program participants that are still enrolled at the end of the review period should leave the end date blank; unless they are aware when program participants are estimated to exit.

⁴ Denotes data format required/desired by Commission staff - string can include alpha/numeric characters.

Program Dispositions (Terminations/Exits)

From this point forward, terminations/exits will be referred to as program dispositions. This measures the volume of program participants exiting from all aspects of programming over a period of time. In general, participant “dispositions” from programming may include: successful completion (or graduation), voluntary exit (if applicable), removed from programming due to lack of compliance, arrested during programming, or deceased. These data will be used to calculate different disposition rates. For example, if during the last three years there were 100 exits from the Re-entry Program and 98 program participants successfully completed the pre-release program; we would calculate the *graduation rate* as follows:

Formula:

Successful Exits / Total Exits = % *Graduation*

$98 / 100 * 100 = 98 \%$

Data Requirements: this indicator would be calculated by examining a group of participants “dispositions” from programming going back at least three years⁵ or all “dispositions” from programming for available years – for those programs that have been in existence for less than three years. If the program participant did not exit programming during the reporting year, their “disposition” would be listed as “enrolled” and the end date may be left blank.

⁵ Most standard County Service Contract language requires service providers to maintain records for three years following contract termination and it reflects the time periods identified in the approved performance indicator levels in the above noted report. Three years would be based on the start date of the most current Service Contract (County Fiscal Year). For example, a contract start date of October 1, 2012 would require programs to provide data that covers terminations/exits between October 1, 2009 and September 30, 2012.

Recidivism

Recidivism can be a complicated social science construct; therefore, some further explanation concerning its components is necessary. In his seminal work titled Recidivism, Dr. Maltz states that “Recidivism is normally measured in terms of the time interval between two events: time of release and time of recidivism”⁶ Overall, recidivism has six components that should be considered:

1. **First Event:** this identifies the specific event date that will be used to start tracking program participants (e.g., program start date, program exit date, etc); and will be used to determine if program participants recidivate. For example, program participants that have one or more arrest (arrest date) that results in a conviction (or adjudicated delinquent) after exiting a program would be considered a recidivist.
2. **Second Event:** this identifies the specific event dates that will be used to determine if the event occur before, during or after program exit date. The second event may include date of arrest, date of charge filing, date of conviction (with or without specific charge), and even date of incarceration (even discerning between jail sentenced and prison sentenced). Those participants “that do not recidivate do not experience the second event.”
3. **Program Participant Group (Cohort):** this identifies a group of program participants that are being studied. Typically, the cohort identifies a group within specific categories as well as over time. For example, program participants enrolled in programming between October 1, 2013 and September 30, 2014 can include 100 program participants. More will be said below about the definition of cohort within the context of program participants.
4. **Follow-up:** this identifies how long program participants (or cohorts) are going to be followed after a specific event date (e.g., program exit date to date of first conviction). Typically, 90 days, one year, three years, and five years following periods after the first event date are used in most research studies and official statistics published by criminal justice agencies.
5. **Levels of Recidivism:** Dr. Maltz describes several different levels of recidivism (see page 65 of his book). The levels are described verbatim below:

“They are listed in order of the most restrictive to least restrictive definition.

– Arrest and Conviction. The time interval runs from date of release to

⁶ Maltz, D. Michael., ([1984], 2001) *Recidivism*, Academic Press, Inc, Florida. Internet edition available at: <http://www.uic.edu/depts/lib/forr/pdf/crimjust/recidivism.pdf> Dr. Maltz provides a number of Recidivism can be defined on various levels, which will be described in the text below. This work is cited by the National Institute of Justice in their discussion on *Measuring Recidivism* <http://www.nij.gov/topics/corrections/recidivism/measuring.htm>.

date of arrest, but it is counted as a recidivism event only if the arrest results in conviction. An absconder is treated as having failed on the date of absconsion if an absconder warrant is issued for an arrest.

– Arrest and Prosecution. The time interval runs from date of release to date of arrest, but it is counted as a recidivism event only if some prosecutorial action is taken against the arrestee: charges filed, grand jury presentation, indictment, etc.

– Arrest. The time interval runs from date of release to date of arrest, regardless of whether prosecution or conviction ensues.

Dr. Maltz writes that although “return to prison” is another level of recidivism, he suggests that this “is not useful as an indicator of offender behavior because it includes criminal justice processing time. The time interval is thus the sum of the following time intervals: release to arrest, arrest to hearing, hearing to trial, trial to sentencing, and sentencing to recommitment. Only the first time interval relates to offender behavior; the others reflect the behavior of the criminal justice system.”

Some may also argue that arrest is also a measure of the criminal justice system as it is based on date of arrest rather than the offense or a “self-report” of criminal or delinquent conduct after exiting programming.

6. **Offense Type:** this refers to whether specific types of offenses should be considered when calculating recidivism. This may include a second event as recidivism if the offense is for a specific degree and level (e.g., misdemeanor, felony, drug, drug possession, violent, non-violent, etc.).

Program Participants (Treatment Group)

Criminal Justice Commission staff is of the view that examining successful “graduates only” is a valid method that individual programs may employ; however, tracking the disposition and outcomes for ALL program participants is a more complete method to fully assess program efficacy, impact, and total program costs. Examining all program participants is often referred to as the **“intent to treat”** method and is considered the standard in current social science research and evaluation.⁷

As an example, the following text was taken from the 2001 Adult Drug Court implementation grant approved by the Bureau of Justice Assistance, Department of Justice. The excerpt is taken from the section of the grant application that addresses the conduct of an outcome evaluation:

“Although the program graduates are of great interest to the evaluation, since they represent program at its fullest implementation, a true assessment of the entire program effect (particularly the assessment of costs verses avoided costs) should include all cases that were diverted to the program.”⁸

Criminal Justice Commission staff is of the view that performance indicators and outcome evaluations should include information that describes total recidivism and recidivism within the applicable disposition categories (terminations/exits) maintained by programs: such as graduated, unsuccessful, opted out, transferred, etc. (both general and specific when available). Lastly, staff’s position concerning the definition of **“program participants”** is based on various government agencies and academic studies completed by evaluators across the country.

⁷ Discussions with lead evaluators currently conducting a national multi-site study for reentry programs: Dr. Lattimore (Ph.D.), Principal Scientist, RTI International and Ms. Shelli Rossman, Senior Fellow, Justice Policy Center, The Urban Institute. It was noted that the intent to treat approach would also apply to drug courts regardless of the type of drug court. July 17, 2013: Criminal Justice Commission conference room.

⁸ This was taken from the 2001 approved implementation grant for the adult drug court program in Palm Beach County. Source: Consent Item before the Board of County Commissioners (April 3, 2001). Board approved the submission of the implementation grant to the Department of Justice (page 1061, Clerk and Comptroller’s documentation) (R-2001-0513).

Staff Recommendations:

This section of the report describes staff recommendations for the Program Monitoring and Evaluation Sub-Committee (PME) to consider on July 24, 2013. The recommendations are organized in order of the discussion above; which clarify and operationalise the various minimal performance indicators identified in prior reports.

1. Caseload will include **ALL ACTIVE** program participants during a fiscal year (October 1 to September 30). **ACTIVE** program participants include participants that were enrolled in programming during the fiscal year, regardless of when they were admitted or released from programming.
2. Programs will provide **Data Tables** to Commission Staff for the above noted timeframe with the following data variables where each row represents a unique program participant.⁹ These data can be provided in most table formats (e.g., Excel, Access, CSV, Text, SPSS, SAS, PDF (tables)) and the individual fields (or variables) will be accepted in the formats used by programs (e.g., date=01/12/2011, or December 1, 2011, or 01-DEC-2011, etc.). Date of extract must also be provided by programs.

Sample Table: Reporting Period October 2011 to September 2012 Fiscal Year.

Unique Participant ID	Last Name	MI	First Name	DOB	Sex	Race	Start Date	End Date	Disposition
1234	SMITH	M	MIKE	01-SEP-1966	M	W	01-JUN-2011	20-MAY-2012	SUCCESSFUL
4321	DOE	J	JANE	03-JAN-1978	F	B	01-JUN-2012	07-AUG-2012	OPTED OUT
9991	BEGO	B	JOHN	22-SEP-1999	M	W	01-DEC-2011	DEC-30-2011	FAILED
1000	GREAT	D	BILLY	16-DEC-1963	M	W	01-SEP-2011		ENROLLED

* Date of Extract: October 30, 2012. End date should be left blank for those participants who were enrolled on the date of extract (when the case management system was queried).

3. Commission staff will **compute monthly** admissions, monthly releases (exits), monthly daily average population, monthly graduation numbers, monthly % graduation, and monthly % capacity [REFER TO APPENDIX A: SAMPLE REPORT].

⁹ Staff understands that the Delinquency Drug Court is unable to provide data that contains personal identifiable information for the purpose of performance indicators. Staff will work with Delinquency Drug Court to generate the agreed upon minimal performance indicators that exclude personal identifiable information (PII).

4. For the purpose of calculating **RECIDIVISM**, the computation will include ALL **program participants** applying the **“intent to treat”** method for reasons described above. Adopting this recommendation would change the content of the October 19, 2012 performance indicators report, changing the wording from “after graduation” to “after exiting program”... (pg. 3 of the report cited in footnote one).

5. For the purpose of calculating **RECIDIVISM**, the computation will include ALL **program participants** after exiting (or released from) programming in **specific six month** periods) October 1 to March 30; and 2) April 1 to September 30.

6. For the purpose of calculating **RECIDIVISM**, the computation will **include arrest(s) (date of arrest) and arrests that result in conviction [or adjudicated delinquent]** for **felony and/or misdemeanor** offenses for ALL program participants after exiting (end date) (or released from) programming.

7. For the purpose of calculating **RECIDIVISM**, the computation will include **three follow-up periods** for ALL program participants after exiting (end date) (or released from) programming.
 1. **90 days (three months)**
 2. **1 year**
 3. **3 years**

8. Commission staff will compute **RECIDIVISM** by matching program caseload data with the **Computerized Criminal History (CCH)** database maintained by the **Florida Department of Law Enforcement (FDLE)**. Costs associated (staff and FDLE fees) with this process would be covered by the Criminal Justice Commission. [REFER TO APPENDIX A: SAMPLE REPORT].

9. For the purpose of **computing Performance Indicators**, the following approximate **timeframes** will be used. If the date falls on the weekend or statutory holiday then the first working day after that date will be used:

Start Date	Deadline	Description	Responsibility
October 1	October 31	Programs provide programmatic caseload data	Programs
November 1	November 15	Review and request update / corrections to data	Commission Staff
November 15	December 1	Provide corrections	Programs
December 2	December 15	Provide caseload computations and final dataset for sign-off	Commission Staff
December 16	January 6	Review and sign-off	Programs
January 7	January 7	Send to FDLE	Commission Staff
January 7	- unknown -	CCH Matching	FDLE
February 1	February 20	Compute Recidivism	Commission Staff
February 21	March 10	Review and sign-off Recidivism Computation	Programs
March		Provide Results to Commission at Annual Planning Meeting	Commission Staff
April 1		Provide processing report to PME	Commission Staff

* Commission staff will maintain records concerning the above timeframes and deliverables and will prepare a “processing” report - these results will evaluate Commission staff performance.

10. Programs that **provide reports** to other funders or coordinating agencies should also copy the PME committee via Commission staff when submitting reports. For example, Re-Entry reports to RTI International (Department of Justice) or Delinquency Drug Court’s annual report to the Florida Office of State Court Administrator (OSCA).
11. **Recommendations** adopted by the Program Monitoring and Evaluation Sub-Committee be included as an Appendix to **Professional Service Contracts** and to other agreements where funding is provided by the Criminal Justice Commission.

Appendix A [SAMPLE REPORT]:

The following report uses live data from the pre-release Re-Entry Program at SAGO Palm. Data have been reviewed and verified by programming staff as of July 17, 2013.

Custom Tables

		Program Admissions	Program Exits	Successful Program Exits	Graduation Rate %	Average Daily Population	% Programmatic Capacity
		Sum	Sum	Sum	Sum	Sum	Sum
Reporting Months	MAY 2011	4.00	.00	.00	.	2.80	28.00
	JUN 2011	45.00	.00	.00	.	24.20	96.80
	JUL 2011	1.00	1.00	1.00	100.00	49.97	99.94
	AUG 2011	20.00	19.00	19.00	100.00	54.10	108.19
	SEP 2011	26.00	12.00	11.00	91.67	54.60	72.80
	OCT 2011	11.00	12.00	11.00	91.67	65.71	87.61
	NOV 2011	10.00	12.00	11.00	91.67	63.00	84.00
	DEC 2011	13.00	11.00	10.00	90.91	63.42	84.56
	JAN 2012	5.00	9.00	9.00	100.00	60.42	80.56
	FEB 2012	10.00	11.00	10.00	90.91	57.90	77.20
	MAR 2012	35.00	7.00	7.00	100.00	65.65	87.53
	APR 2012	17.00	4.00	4.00	100.00	93.07	124.09
	MAY 2012	13.00	12.00	12.00	100.00	96.94	96.94
	JUN 2012	6.00	15.00	15.00	100.00	97.60	97.60
	JUL 2012	15.00	6.00	6.00	100.00	93.32	93.32
	AUG 2012	19.00	10.00	8.00	80.00	103.06	103.06
	SEP 2012	18.00	14.00	14.00	100.00	111.47	89.17
	OCT 2012	16.00	9.00	8.00	88.89	119.00	95.20
	NOV 2012	8.00	9.00	9.00	100.00	118.13	94.51
	DEC 2012	18.00	7.00	6.00	85.71	125.39	100.31
	JAN 2013	19.00	8.00	8.00	100.00	135.10	90.06
	FEB 2013	29.00	11.00	10.00	90.91	146.04	97.36
	MAR 2013	12.00	10.00	9.00	90.00	160.23	106.82
	APR 2013	.00	12.00	11.00	91.67	153.60	102.40

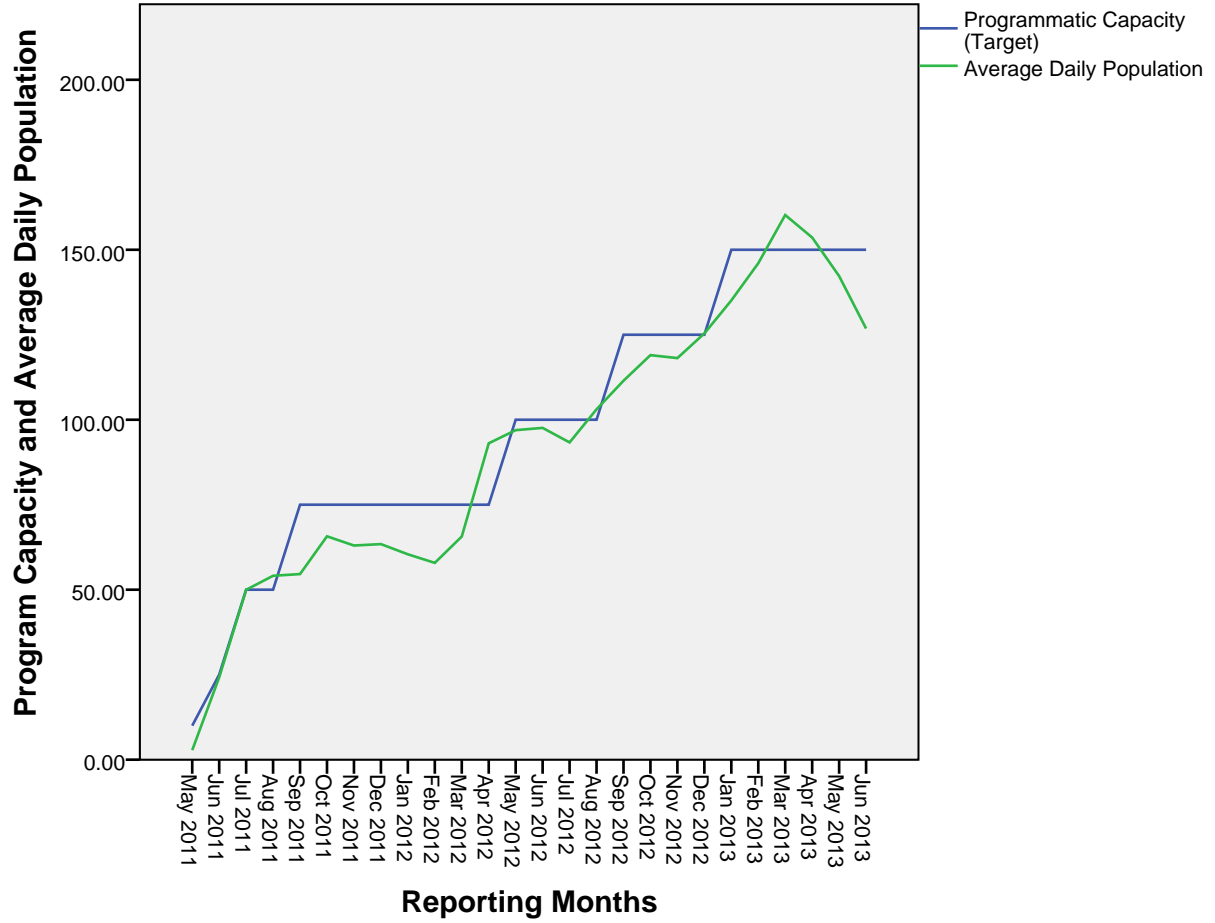
		Programmatic Capacity (Target)
		Sum
Reporting Months	MAY 2011	10.00
	JUN 2011	25.00
	JUL 2011	50.00
	AUG 2011	50.00
	SEP 2011	75.00
	OCT 2011	75.00
	NOV 2011	75.00
	DEC 2011	75.00
	JAN 2012	75.00
	FEB 2012	75.00
	MAR 2012	75.00
	APR 2012	75.00
	MAY 2012	100.00
	JUN 2012	100.00
	JUL 2012	100.00
	AUG 2012	100.00
	SEP 2012	125.00
	OCT 2012	125.00
	NOV 2012	125.00
	DEC 2012	125.00
	JAN 2013	150.00
	FEB 2013	150.00
	MAR 2013	150.00
	APR 2013	150.00

	Program Admissions	Program Exits	Successful Program Exits	Graduation Rate %	Average Daily Population	% Programmatic Capacity
	Sum	Sum	Sum	Sum	Sum	Sum
MAY 2013	.00	15.00	15.00	100.00	142.26	94.84
JUN 2013	.00	17.00	16.00	94.12	126.83	84.56

	Programmatic Capacity (Target)
	Sum
MAY 2013	150.00
JUN 2013	150.00

GGraph

Average Daily Population & Program Capacity - May 2011 to June 2013



Custom Tables

COHORT 1 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2010 to September 30, 2011

		90 Days - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	31	100.0%	27	87.1%	4	12.9%
	Failed Program	0	0.0%	0	0.0%	0	0.0%
	Transferred Out	0	0.0%	0	0.0%	0	0.0%
	Total	31	100.0%	27	87.1%	4	12.9%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 1 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2010 to September 20, 2011

		YEAR 1 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	31	100.0%	19	61.3%	12	38.7%
	Failed Program	0	0.0%	0	0.0%	0	0.0%
	Transferred Out	0	0.0%	0	0.0%	0	0.0%
	Total	31	100.0%	19	61.3%	12	38.7%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 1 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2010 to September 30, 2011

		YEAR 3 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	31	100.0%	16	51.6%	15	48.4%
	Failed Program	0	0.0%	0	0.0%	0	0.0%
	Transferred Out	0	0.0%	0	0.0%	0	0.0%
	Total	31	100.0%	16	51.6%	15	48.4%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 2 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2011 to September 30, 2012

		90 Days - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	117	100.0%	109	93.2%	8	6.8%
	Failed Program	0	0.0%	0	0.0%	0	0.0%
	Transferred Out	3	100.0%	3	100.0%	0	0.0%
	Total	120	100.0%	112	93.3%	8	6.7%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 2 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2011 to September 30, 2012

		YEAR 1 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	117	100.0%	92	78.6%	25	21.4%
	Failed Program	0	0.0%	0	0.0%	0	0.0%
	Transferred Out	3	100.0%	2	66.7%	1	33.3%
	Total	120	100.0%	94	78.3%	26	21.7%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 2 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2011 to September 30, 2012

		YEAR 3 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	117	100.0%	86	73.5%	31	26.5%
	Failed Program	0	0.0%	0	0.0%	0	0.0%
	Transferred Out	3	100.0%	2	66.7%	1	33.3%
	Total	120	100.0%	88	73.3%	32	26.7%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 3 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2012 to September 30, 2013

		90 Days - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	95	100.0%	93	97.9%	2	2.1%
	Failed Program	1	100.0%	1	100.0%	0	0.0%
	Transferred Out	1	100.0%	1	100.0%	0	0.0%
	Total	97	100.0%	95	97.9%	2	2.1%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 3 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2012 to September 30, 2013

		YEAR 1 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	95	100.0%	90	94.7%	5	5.3%
	Failed Program	1	100.0%	1	100.0%	0	0.0%
	Transferred Out	1	100.0%	1	100.0%	0	0.0%
	Total	97	100.0%	92	94.8%	5	5.2%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 3 - Program Exit Type by Outcome (Recidivism) - Exit October 1, 2012 to September 30, 2013

		YEAR 3 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	95	100.0%	90	94.7%	5	5.3%
	Failed Program	1	100.0%	1	100.0%	0	0.0%
	Transferred Out	1	100.0%	1	100.0%	0	0.0%
	Total	97	100.0%	92	94.8%	5	5.2%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 4 - Program Exit Type by Outcome (Recidivism) - Total as of August 1, 2011

		90 Days - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	243	100.0%	229	94.2%	14	5.8%
	Failed Program	1	100.0%	1	100.0%	0	0.0%
	Transferred Out	4	100.0%	4	100.0%	0	0.0%
	Total	248	100.0%	234	94.4%	14	5.6%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 4 - Program Exit Type by Outcome (Recidivism) - Total as of August 1, 2011

		YEAR 1 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	243	100.0%	201	82.7%	42	17.3%
	Failed Program	1	100.0%	1	100.0%	0	0.0%
	Transferred Out	4	100.0%	3	75.0%	1	25.0%
	Total	248	100.0%	205	82.7%	43	17.3%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.

Custom Tables

COHORT 4 - Program Exit Type by Outcome (Recidivism) - Total as of August 1, 2011

		YEAR 3 - One or More Arrests After Exit					
		Total		Non-Recidivist		Recidivist	
		Count	Row N %	Count	Row N %	Count	Row N %
Program Outcome (Exit)	Completed Program	243	100.0%	192	79.0%	51	21.0%
	Failed Program	1	100.0%	1	100.0%	0	0.0%
	Transferred Out	4	100.0%	3	75.0%	1	25.0%
	Total	248	100.0%	196	79.0%	52	21.0%

* Follow-up period is a maximum of 2 years due to program start date - May 2011.



Final Report:
Proposed Performance Indicators in Conjunction with Service Providers

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

Prepared by:

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Research and Planning Manager
Research and Planning Unit
Criminal Justice Commission

For

Chair Lee Waring
Program Monitoring and
Evaluation Sub-Committee

October 19, 2012 (Updated)

*Approved by the Criminal Justice Commission on October 22, 2012.

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PME & SP (Oct 19, 2012).docx

Introduction:

On March 26, 2012, during the Annual Planning Meeting, the Criminal Justice Commission identify three major priorities¹ 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 performance indicators 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 performance indicators 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 performance indicators for consideration by the PME Sub-Committee and Finance Committee, and the Criminal Justice Commission.

Following the direction of the Criminal Justice Commission, the PME Sub-Committee met with the judiciary, program managers, and program staff to review and discuss the proposed performance indicators presented to the Criminal Justice Commission on September 24, 2012. This brief was updated to include the performance indicators supported by the individual programs noted below.²

Method:

The performance indicators 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.

The report typically includes three performance indicators: 1) annual caseload; 2) completion (or graduation) rates; and 3) recidivism. It is important to note that the sub-committee agreed that recidivism was the most important performance indicator for reporting to the Criminal Justice Commission on a short term basis; and that recidivism was also an important outcome measure for the programs, since they are intended to prevent crime; and in most cases address behaviors that espouse criminal or delinquent conduct.

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

² Program Monitoring and Evaluation (PME) Sub-Committee meeting. October 10, 2012 at 12:00PM, Criminal Justice Commission, Government Center, 10th Floor Conference Room.

It was also noted that programs often have different definitions of recidivism. While Criminal Justice Commission staff recommended the adoption of a standard “uniform” definition; providers and some Sub-Committee members disagreed. For example, the statewide definition of recidivism for adult and juvenile drug courts includes re-arrest and a charge is filed by the State Attorney’s Office.³

The definition of recidivism can also vary in terms of “cohorts” (who is being followed), follow-up periods (e.g., during programming, 90 days after completion, six months, 1 year, 2 years, 3 years, and 5 years). It is also important to note that programs identify which criminal history source was used to determine recidivism (e.g., National Crime Information Center, Florida Crime Information Center, etc.).

The performance indicators noted below are for the purpose of providing on-going reporting and monitoring to the Criminal Justice Commission. 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 conducting formal outcome evaluations of programs.

³ Office of the State Courts Administrator, Office of Court Improvement., Florida’s Adult Drug Court Recommended Practices: Tool Kit. Florida Supreme Court Task Force on Treatment-Based Drug Courts, April 2007.

Proposed Performance Indicators by Priority:⁴

Drug Court:

There are three different types of drug treatment courts under the auspices of the 15th 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	Minimal Performance Indicator	Peer Review Journals and Reports ⁵
Adult Drug Court	180 court participants	Adult, non-violent felonies (post conviction), Palm Beach County Residents	50% graduation rate* 15% arrested and convicted within three years after graduation, reported every six months**	38% arrested after completing drug court program.
Civil Drug Court	100 court participants (treatment recommended and received)	Adults and Juveniles with substance abuse problems, Palm Beach County Residents	50% graduation rate* 15% arrested and convicted within three years after graduation, reported every six months	No studies found; however, local evaluation is on-going tracking arrest after program with FDLE criminal histories.
Delinquency Drug Court	14 court participants	Palm Beach County youth, ages 12-17, who are either on Probation with a pending violation; failed to complete the Youth Court Teen Drug Court component; or meet criteria under F.S. 985.345. (Please see Appendix B for more detail).	50% graduation rate* 25% arrested and found delinquent within three years after graduation, reported every six months	24% arrested after completing delinquent /juvenile drug court program.

*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).

⁴ Kukec, Damir., Interim Report: Outcome Evaluations of Select Programs, March 26, 2012. For detail concerning program descriptions and outcomes please see the interim report.

⁵ Ibid.

Reentry:

The Reentry program includes a number of individual programs administered by various not-for-profits and the Public Defender’s Office Reentry Initiative.⁶ 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	Minimal Performance Indicator	Prison and Jail Comparisons
RESTORE	200 adult felons	Adult felons returning to Palm Beach County from Florida Department of Corrections	15% convicted of a new crime and re-sentenced to DOC within three years after release reported every six months*	33 % arrested and return to Department of Corrections within three years after release. ⁷
Non-Restore	250 adult ex-offenders	Adult misdemeanants and felons returning to Palm Beach County from Florida Department of Corrections or the County Jail	25% convicted of a new crime and returned to incarceration within three years after release reported every six months*	51% arrested and return to Palm Beach County Jail within three years after release. ⁸

* 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.

⁶ Previously called the R.E.A.P. program (Recovery, Empowerment, Achievement, and Prosperity).

⁷ For more information see www.dc.state.fl.us/oth/faq.html

⁸ Kucec, Damir., Recidivism for Palm Beach County Jail Inmates., Research and Planning Brief. October 7, 2008.

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 that will be proposed once programming (i.e., intervention, education, positive environment, etc.) is considered by the Finance Committee.

APPENDIX A:

The statewide performance indicators include a definition of recidivism and retention to include:

A. Recidivism:

(1) Any re-arrest *for a serious offense* resulting in the filing of a charge* for drug court participants during involvement in the drug court program after successful completion of the program for the following time frames:

0-12 months after program completion; 1-2 years after program completion; and 2+ years after program completion. Case disposition should also be captured.

*Serious offenses are defined as any arrest and charge with a crime that carries a sentence of at least one year upon conviction. Though not strictly part of the definition of serious offenses, DUI and misdemeanor drug offenses are also important indicators of drug court effectiveness and should be captured.

(2) Recommitments to probation or prison within the Department of Corrections while under supervision or not. Includes recommitments for drug court participants during involvement in the drug court program and after completion of the program for the following time frames: 0-12 months after program completion; 1-2 years after program completion; and 2+ years after program completion. The types of arrests (e.g., drug possession, other nonviolent offenses, and violent offenses) and case disposition should be captured.

APPENDIX B:

ELIGIBILITY CRITERIA*

A youth is eligible to enter the program if he/she:

1. Is between the ages of 12 and 17 (will have at least 18 months before turning 19)
2. Resides in Palm Beach County
- 3a. Is currently on Probation for any crime that is NOT: a 1st degree Felony, a sex crime or a crime involving a firearm **and** a Violation of Probation has been filed to include one of the following:
 - a. Failing a random drug screen
 - b. Refusal of a random drug screen
 - c. Failure to attend outpatient treatment
 - d. Failure to complete a JET assessment

OR

- 3b. Is currently on Probation for any crime that is NOT: a 1st degree Felony, a sex crime or a crime involving a firearm **and** a Violation of Probation has been filed **and** information has been received identifying the youth as having a substance abuse issue(s)

OR

- 3c. Failed to complete the Youth Court diversion program and information has been received identifying youth as having a substance abuse issue

OR

- 3d. Meets criteria as outlined in F.S. 985.345:
 - a. Has not previously been adjudicated for a felony; **and**
 - b. Is charged with a felony of the second or third degree for:
 - I. Purchase or possession of a controlled substance under Chapter 893;
 - II. Tampering with evidence;
 - III. Solicitation for purchase of a controlled substance; **or**
 - IV. Obtaining a prescription by fraud
4. Referral by one of the following:
 - a. The State Attorney's Office
 - b. Defense Counsel
 - c. DJJ Probation Officer
 - d. Delinquency Drug Court Team member
 - e. Juvenile Judge
 - f. School District contacts JPO

Considerations for Team Review:

1. Youth is deemed a drug dealer or profiteer as opposed to a drug user/abuser
2. Youth is incapable of benefiting from the program due to serious mental health issues
3. Youth is prescribed mood altering drugs that will test positive when drug tested; doctor is unable to prescribe an alternative medication that does not test positive
4. Office of the State Attorney has confidential information that would disqualify him/her from participation in the Delinquency Drug Court
5. A responsible family member or other advocate should be willing and able to participate in court hearings and treatment activities consistent with the program design.

***An exception(s) to the Eligibility Criteria can be referred to and reviewed by the Team**