

C ≡ P P

**Center for
Effective
Public Policy**

**Alachua County, Florida, Court Services
Department Report and Recommendations
September 2025**

Table of Contents

Background.....	3
Statutory and Accreditation Requirements	3
Stakeholder Meetings: Information Gathering and Common Themes	5
Best Practices Compared to Current Practices	7
Community Service	7
Pretrial	7
Probation	10
Treatment Courts	12
Workload Analysis	14
Reorganization Recommendations.....	18
Conclusion	27
Appendices.....	28

Background

The Alachua County, Florida, Court Services Department (Department) engaged the Center for Effective Public Policy (CEPP) to provide expert guidance and support in assessing, designing, and implementing a reorganization plan. The goal is to enhance operational efficiency, improve service delivery, and align the Department with research-based and best practices to meet both current and future needs of the county. The first phase of the project, which began in March 2025, involved assessing the Department's current practices. The second phase consists of designing a reorganization plan with recommendations, expected to be completed by September 2025, in alignment with the report's submission. The third phase involves the phased implementation of the reorganization plan over 18 to 24 months.

Specifically, the project scope included a review of current policies and procedures governing the Court Services Department; research of relevant Florida laws, national best practices, and standards for pretrial services, probation, and treatment courts; an analysis of the organizational structures of comparable government divisions across the U.S.; two site visits to observe departmental workflows, review organizational structure, gather data, meet with staff and stakeholders, present initial findings and recommendations to county leadership, and deliver change management training; and a final report with recommendations outlining a proposed organizational restructuring.

The CEPP project team included Dr. Kelvin L. Banks, Associate Director, and Tara Boh Blair, Senior Manager, both of whom are national experts on the criminal justice system, including pretrial and court services. The team met regularly with the leadership of the Alachua County Manager's office to discuss project progress and identify opportunities and challenges.

Statutory and Accreditation Requirements

The Florida State Constitution assigns administrative supervision of the circuit courts and county courts in each judicial circuit to the chief judge.¹ It designates the board of county commissioners as the governing body of each county.² The administrative responsibilities of the chief judge include directing the formation and implementation of policies and priorities for the operation of all courts, as well as

¹ Fla. Const. art. V, § 2(d).

² Fla. Const. art. VIII, § 1(e).

supervision over all judges and court personnel within the judicial circuit.³ A county administrator is the administrative head of a county and is responsible for overseeing the administration of all county departments.⁴ In Alachua County, Florida, the chief executive officer is the county manager, whose responsibilities include supervising, directing, and controlling all county administrative departments and offices, including the Department.⁵

Regarding the four primary sections currently organized within the Department (pretrial, probation, treatment court, and community service), Florida statute appears to allow most of these services to be provided by a public or private entity and to be supervised by either the board of county commissioners or the court. Misdemeanor probation services may be provided by either a private or public entity “under the supervision of the board of county commissioners or the court.”⁶ Likewise, a pretrial release program, defined as a public or private entity that conducts investigations, makes recommendations to a court, and provides electronic monitoring and supervision,⁷ is required to submit an annual report “to the governing body and to the clerk of the circuit court in the county.”⁸ However, a specific supervising governmental entity is not indicated. Community service can be imposed as a condition of probation or community control.⁹ The chief judge of a circuit is permitted to request the Department of Corrections (DOC) to establish a community service program for a county but does not mandate such a program.¹⁰

It appears that pretrial intervention programs, which might include treatment courts (e.g., drug, veterans, and mental health courts), must be supervised by the DOC. However, the DOC may contract for the services and facilities needed to operate programs.¹¹ Since participation in *post*-adjudication treatment courts is a condition of probation,¹² and the DOC must provide probation supervision in

³ Fla. R. Gen. Prac. & Jud. Admin. 2.215(b)(2)

⁴ Fla. Stat. § 125.73 (2024).

⁵ Alachua Cnty., Fla., Code § 21.03 (2024).

⁶ Fla. Stat. § 948.15(2) (2024).

⁷ Fla. Stat. § 907.043(2)(b) (2024).

⁸ Fla. Stat. § 907.043(4)(a) (2024).

⁹ Fla. Stat. § 948.031(1) (2024).

¹⁰ Fla. Stat. §948.031(2) (2024).

¹¹ Fla. Stat. §948.031(9) (2024).

¹² Fla. Stat. §397.334(3)(a)

felony cases,¹³ it is unclear to CEPP whether it is consistent with statutory authority for Department personnel to supervise treatment court participants convicted of felonies. The CEPP team received a comparison of how the Department's services are administered across Florida's counties from the Alachua County Accreditation & Grants Manager, Ashley Baird. The Criminal Justice Programs comparison revealed that the DOC handles the supervision of treatment court participants in most Florida counties (See Appendix A). As such, CEPP recommends that the county review its treatment court administrative judicial orders to ensure that the Department's supervision of treatment court participants align with Florida statutory requirements.

CEPP understands that the Department seeks to continue accreditation through both the Florida Corrections Accreditation Commission (FCAC) and the National Association of Pretrial Services Agencies (NAPSA) to ensure it operates at the highest professional standards and meets specific requirements and standards. If the Department intends to maintain accreditation, CEPP recommends that any Department reorganization should assign the responsibility for ensuring compliance with both FCAC and NAPSA standards to a suitable position, such as the current Accreditation Manager. CEPP also agrees with the relevant recommendations prepared by Kathy Waters on behalf of the National Institute of Corrections (contained within the Final Report for Alachua County Court Services); specifically, the areas identified for improvement to ensure future compliance including verifying staff qualifications before hiring, providing training for new hires and annual training, and enhancing the annual policy review process to ensure staff awareness of Department policies.

Stakeholder Meetings: Information Gathering and Common Themes

To gain a thorough understanding of the Department, CEPP met with various stakeholders through a series of individual and group meetings, both in-person and virtual, during the first phase from March 3, 2025, to June 30, 2025. In-person meetings with individuals and groups were held during the two site visits, on March 3-7, 2025, and June 17-18, 2025. The multidisciplinary stakeholders included:

- County Commissioners
 - Chair Charles S. Chestnut, IV
 - Vice Chair Ken Cornell

¹³ Fla. Stat. § 948.01(1)(a) (2024).

- Mary Alford
- Anna Prizzia
- Marihelen Wheeler
- County Manager, Michele Lieberman
- County Jail Director, Major Dorian Keith
- Court Services Department Staff
 - Administrative Support
 - Centralized Screening Team Program
 - Community Services
 - Executive Team
 - Internal Workgroup
 - ITP Program
 - Jail Population Management
 - Pretrial Supervision, Day Reporting, and EM/GPS/TAD
 - Probation
 - Treatment Courts
- Courts and Judiciary
 - Chief Judge Mark Moseley, Eighth Circuit
 - Administrative Judge Susan Miller-Jones, County
 - Court Administrator, Michael Reeves
- Public Defender, Stacy Scott
- State Attorney, Brian Kramer

A goal of the meetings was to collect feedback on the Department’s strengths and areas for improvement. The comments highlighted the Department’s strong commitment to client outcomes and the importance of a proactive partnership with the courts. Areas for improvement included the need for structural changes in management practices, staff treatment and support, and decision-making processes across the organization. See Appendix B for a summary of the common themes.

Best Practices Compared to Current Practices

Community Service

Best Practices

Although there are no national standards for community service programs, the National Center for State Courts published a set of principles on fines, fees, and pretrial practices that provide guidance for community service programs.¹⁴ Furthermore, in 2019, the Center for Court Innovation published a research report on programs nationwide.¹⁵ The report examines how U.S. courts employ community service as a sentencing practice, particularly as an alternative to monetary sanctions (such as fines and fees) and incarceration.

Current Practices

From all accounts, the community services' current practices are aligned with best and emerging practices, allowing for fines and fees to be addressed by providing services to the community.

Pretrial

Best Practices

The National Association of Pretrial Services Agencies (NAPSA) established professional standards for pretrial release and diversion in 1978, outlining best practices for sound decision-making and effective programming. These standards have been periodically updated (in 1995, 2004, 2008, 2020, and 2024) to reflect changes in practices, technology, case law, and emerging issues in the field.¹⁶ In 2018, NAPSA established a permanent Standards Committee to ensure that the standards remain current with research and legal developments. The 2020 and 2024 editions emphasize evidence-based, legal, and

¹⁴ National Center for State Courts (2024) Principles on Fines, Fees, and Pretrial Practices. Retrieved from <https://www.ncsc.org/sites/default/files/media/document/FFP-Fines-Fees-and-Pretrial-Principles-2024.pdf>

¹⁵ Center for Justice Innovation (2019) Court-Ordered Community Service: A National Perspective. Retrieved from https://www.innovatingjustice.org/wp-content/uploads/2019/11/community_service_report_11052019_0.pdf

¹⁶ National Association of Pretrial Services Agencies (2024) Standards Revised. Retrieved from <https://napsa.memberclicks.net/assets/NAPSA%20Pretrial%20Standards%20Revised%202024.pdf>

effective bail systems, support for independent pretrial agencies, and individualized supervision, while also advocating for the elimination of financial conditions of release.

The National Institute of Corrections (NIC) has been a leader in training and resources for community supervision, including pretrial services. In 2017, NIC published “A Framework for Pretrial Justice: Essential Elements of an Effective Pretrial System and Agency.”¹⁷ The publication reflects NIC’s dedication to advancing evidence-based practices that enhance decision-making during the pretrial phase of the criminal justice system. Developed with input from NIC’s Pretrial Executive Network, the document outlines the key elements of a well-functioning pretrial system and agency, offering guidance for jurisdictions seeking improvements. It emphasizes the importance of evidence-based pretrial decisions prioritizing public safety, court appearance, respect for individual liberty, and legally sound release and detention options. The framework aims to promote both pretrial justice and community safety nationwide.

Advancing Pretrial Policy and Research (APPR), managed by CEPP, is a collaborative, multi-year initiative that promotes and supports pretrial justice, guided by research, data, and the principles of dignity and equity. In 2022, APPR published the “APPR Roadmap for Pretrial Advancement.”¹⁸ The roadmap offers a combination of pretrial policies and implementation guidance. It's designed to improve pretrial systems, boost community safety and well-being, and advance racial equity.

Current Practices

The county’s current pretrial operations are divided among multiple units, with specific tasks assigned to various positions. A smoother workflow could significantly improve efficiency. For example, four staff members work in the jail conducting pretrial interviews via video from 10 pm to 6 am, seven days a

¹⁷ National Institute of Corrections. (2017) A Framework for Pretrial Justice: Essential Elements of an Effective Pretrial System and Agency. Retrieved from

https://s3.amazonaws.com/static.nicic.gov/Library/032831.pdf?utm_source=agency-website&utm_medium=&utm_campaign=&utm_term=&utm_content=

¹⁸ Advancing Pretrial Policy and Practice (2022) APPR Roadmap for Pretrial Advancement. Retrieved from <https://cdn.filestackcontent.com/security=policy:eyJleHBpcnkiOjQwODAxNDY0MDAsImNhbGwiOlsicmVhZCIsImNvbZlcnQiXX0=,signature:bf9d04ed62530c164d6fed395e4f74c04e606b95f4b72448ff976857a1e3a5f5/a0KHC3e4SFGDgFtyk8hY>

week, including holidays. Each interview lasts about 5-10 minutes, including data entry. Staff perform an average of 11.84 interviews per day. As such, staff have time, especially at night, to perform additional duties. Additionally, there is significant downtime between interviews because the jail must move each individual to a video phone. If these employees were trained to perform criminal history checks, conduct risk assessments, or prepare pretrial reports, they could use their time more effectively.

The current process also requires Record Technicians to produce and print two copies of criminal histories—one for the prosecutor and one for staff preparing the pretrial report. A different staff member oversees the risk assessment. Delays in completing criminal histories often cause downtime for court officers. Cross-training staff on these duties would ensure the process operates smoothly 24/7 and delivers a more efficient approach consistent with best practices.

Another area where efficiency can be enhanced is in preparing the pretrial report. Currently, this task is assigned to court officers. To ensure enough time to prepare for the first appearance, court officers start work at 5 am. To avoid a time crunch in the morning, this task could be performed throughout the day by various staff, as people are arrested. Additionally, staff rely on printed copies of the criminal history to manually create the pretrial report, then input the information into the system. Often, information on a person's criminal history must be verified through the court record system, resulting in duplicated work. A more efficient approach would be for the staff preparing the report to run their records on dual monitors, viewing the history and preparing the report electronically, thereby saving both staff time and printing costs.

Additional Pretrial Improvement Areas:

- Gather and disseminate performance and outcome measures, which “are hallmarks of high-functioning organizations.”¹⁹ Metrics help organizations to think beyond production and outputs (“how much”) to performance (“how efficient”) and success (“how valuable”).

¹⁹ National Institute of Corrections. (2021) Measuring What Matters: Outcome and Performance Measures for the Pretrial Services Field. 2nd Edition. Retrieved from <https://ilcourtsaudio.blob.core.windows.net/antilles-resources/resources/9371e66e-5dcc-4222-9182-9110a3cf5539/Measuring%20What%20Matters%202020%20NIC.pdf>

- Implement risk-based supervision and provide voluntary supportive services as stated by NAPSA Standard 2.8 to help pretrial services agencies and courts target monitoring, supervision, and support resources to people less likely to succeed.²⁰
- Develop a failure to appear (FTA) intervention program to promote court appearance and improve outcomes.

Probation

Best Practices

The American Probation and Parole Association (APPA) released the APPA National Standards for Community Supervision in 2024.²¹ These standards serve as a comprehensive guide for agencies to strengthen and improve their services, policies, and practices. They are grounded in research that supports positive outcomes for individuals, helping them lead productive and law-abiding lives. Although the APPA acknowledges that the standards are aspirational and that it may not be feasible for every agency to implement every standard, they can serve as benchmarks to direct future development and enhance professional practices.

The Risk-Needs-Responsivity (RNR) model is a framework that is widely accepted and used in the community supervision field to reduce recidivism by matching treatment intensity and type to an individual's risk of reoffending.²² The RNR model rests on three principles: the **risk principle**, which means that the intensity of services should match an individual's likelihood of reoffending; the **needs principle**, which focuses interventions on addressing the dynamic factors most closely linked to criminal behavior (such as substance use or antisocial attitudes); and the **responsivity principle**, which

²⁰ National Association of Pretrial Services Agencies (2024) Standards Revised. Retrieved from <https://napsa.memberclicks.net/assets/NAPSA%20Pretrial%20Standards%20Revised%202024.pdf>

²¹ American Probation and Parole Association (2024) National Standards for Community Supervision. Retrieved from https://www.appa-net.org/eweb/docs/APPA/National_Standards_Community_Supervision_FINAL_3-17.pdf

²² Center for Justice Innovation (2021) Introduction to Risk-Need Responsivity and the Criminal Court Assessment Tool. Retrieved from https://www.innovatingjustice.org/wp-content/uploads/2024/05/CJI_Factsheet_RNR_CCAT_Larger-charts_10162024.pdf

emphasizes tailoring services to an individual’s learning style, motivation, culture, and abilities. The RNR model guides programs to provide scarce resources to those assessed as moderate to high risk of reoffending; and to provide few if any interventions to those assessed as low risk. Indeed, the research shows that providing high levels of supervision to those who are low risk increases their likelihood of failure.

Current Practices

The Department’s *Guide to Program Services* states that individuals sentenced to probation by the county court must follow standard conditions, including monthly reporting, maintaining employment, and not committing new crimes. Additionally, individuals may be subject to various special conditions that the judge can impose. The guide indicates that the probation section uses the Ohio Risk Assessment System (ORAS) and the Ontario Domestic Abuse Risk Assessment (ODARA) to determine risk levels and develop individualized case plans. However, during meetings with current staff, the CEPP team was informed that the probation section does not use the ORAS, and only two of the five officers are trained in its use. CEPP staff also learned that the ODARA is used for domestic violence cases, and such cases are placed on a specialized domestic violence caseload. Other than domestic violence cases, all other cases (including misdemeanor and traffic cases) are assigned to general caseloads, and reporting requirements are consistent for everyone. It is unclear if referrals to programs are made in all probation cases.

Best practices based on the RNR model suggest that agencies should tailor supervision intensity and requirements according to risk and prioritize program placement for moderate- and high-risk individuals with the greatest criminogenic needs. Since the Department is not currently using its selected actuarial risk/needs assessment (the ORAS), it cannot distinguish between individuals who need more supervision and interventions and those who require minimal supervision. The Department is likely over-supervising some individuals, under-supervising others, and referring some individuals to programs that should be reserved for higher-risk cases. This is an inefficient way to allocate staff resources and an ineffective strategy to achieve successful outcomes.

CEPP recommends that the Department consider implementing an actuarial risk/needs assessment for probation. This would enable the section to reduce reporting requirements for low-risk individuals and prioritize program referrals for moderate- and high-risk individuals. Such measures would help focus staff time and resources on those who need the most support and intervention. CEPP also recommends separating caseloads by risk level and assigning fewer cases to high-risk caseloads, ultimately allowing staff to deliver appropriate interventions based on risk.

The Department’s guide also states that the Department submits a report to the court when an individual on probation commits a new offense or fails to follow the court's conditions. Responses to violations include “a sentence to county jail, termination of supervision, or reinstatement to a continuing period of supervision, which may include electronic monitoring, a direct sentence to the Work Crew, or Day Reporting for more intensive supervision.” Reporting every violation of probation to the court, regardless of its severity, is not an effective or evidence-based method for managing non-compliant behavior. Moreover, the response options listed in the guide are more severe than necessary for less serious violations, especially if other, less harsh responses are not initially used. The most effective responses to non-compliant behavior are those that are quick, consistent, and proportional. The Department should collaborate with the court to establish a policy that enables staff to address specific behaviors without the need for a formal report. This policy should include responses that match the severity of the behavior, incorporate targeted interventions and incentives, and minimize the use of jail time and restrictive sanctions for behaviors that do not threaten public safety.

Treatment Courts

Best Practices

All Rise is a national organization focused on improving the justice system's responses to substance use and mental health disorders through training, advocacy, and program development. With 30 years of leadership in the treatment court movement—the most effective justice innovation to date—All Rise promotes alternatives to incarceration that emphasize treatment, recovery, and public safety.

All Rise supports treatment courts by providing evidence-based resources, training, and support; facilitating access to appropriate treatment, including FDA-approved medications; and promoting long-term recovery by addressing key areas like family, housing, employment, and health.

All Rise’s most recent standards for treatment courts were released on July 28, 2025.²³

²³ All Rise (2025) Adult Treatment Court Best Practice Standards. Retrieved from <https://allrise.org/publications/standards/>

Current Practices

The treatment courts operate under three administrative orders, which detail eligibility, lay out processes, and define the roles of the various teams.²⁴ Adult Felony Drug Court serves Circuit cases only, whereas the Mental Health Court is a pre-adjudication program with jurisdiction solely with the County Court. Adult Felony Drug Court has two distinct tracks: Pre-Plea Diversion and Post-Plea Drug Court. Alachua County is unique among Florida counties in that the county, not the Department of Corrections (DOC), supervises post-plea felony Drug Court participants. As mentioned earlier in this report, CEPP recommends that the county review its treatment court administrative judicial orders to ensure that the Department's supervision of treatment court participants aligns with Florida statutory requirements.

The treatment courts' current practices are aligned with best practices in targeting high-risk/high-needs populations, conducting needs assessments, participating in the multidisciplinary team approach, and embracing evidence-based treatment for substance use, mental health, trauma, and co-occurring disorders. Furthermore, the treatment courts follow the national standard of a five-phased approach, with the first two phases of the program focusing on responsivity needs, phases three and four focusing on criminogenic needs, and the final phase focusing on maintenance needs.

There are, however, two areas for opportunity within the division. All Rise Adult Treatment Court Standards recommend delivering incentives for all accomplishments during the first two phases of treatment court participation. Currently, the division does not have a budget to offer any incentives other than no-cost verbal praise. Furthermore, staff report that the division does not have an independent budget for IOP treatment services. The \$50,000 IOP budget is shared across court services programs. CEPP recommends appropriately funding these services to promote participant success and improve outcomes.

²⁴ Alachua County Administrative Order No 4.10 (2018) Drug Court. Retrieved from <https://circuit8.org/wp-content/uploads/4.10-v2.pdf>; Alachua County Administrative Order No 4.18 (2016) Veterans Court. Retrieved from <https://circuit8.org/wp-content/uploads/4.18-v3.pdf>; Alachua County Administrative Order No 4.09 (2021) Mental Health Court. Retrieved from <https://circuit8.org/wp-content/uploads/4.09-Mental-Health-Court.pdf>

Workload Analysis

The CEPP team obtained Department data from supervisors within each unit, which was used to determine appropriate staffing levels for each unit. Estimates of weekly staff hours needed for each job function were calculated based on the data, national standards, direct observations of on-site tasks, conversations with staff, and CEPP’s firsthand knowledge and experience. Calculations assume a 40-hour work week and staff coverage for seven days each week for the initial appearance hearings, as well as GPS/EM/TAD monitoring, and a Monday to Friday schedule for all other job functions. The job functions listed in the tables are duties currently being performed in Alachua County. The average daily workload refers to the average number of clients, cases, or tasks staff are responsible for processing or performing. The calculations do not account for short- or long-term time off, such as vacations, sick leave, and other absences. The analyses below represent the staffing resources needed at the conclusion of a recommended phased reorganization. The following section explains the recommended phased approach. Appendix C contains additional details and many of the assumptions used to complete the staff calculations.

Community Service²⁵

Job Function	Average Daily	Weekly Staff	
	Workload	Hours Needed	FTE
Supervisory Duties	NA	40.00	1.00
Intake	4.78	11.95	0.30
Road Crew	NA	120.00	3.00
Data Management	NA	20.00	0.50
Compliance Monitoring	124.00	19.84	0.50
Staffing Resources Needed		211.79	5.29

²⁵ Data only includes community service functions. Level one probation is accounted for under Probation, and court attendance/court intakes are accounted for under Executive Leadership.

Pretrial

Job Function	Average Daily Caseload	Weekly Staff Hours Needed	FTE
Supervisory Duties	NA	80.00	2.00
Risk Assessment	11.84	55.25	1.38
Interview	8.28	24.15	0.60
Pretrial CH Report	11.84	41.44	1.04
Court Attendance and Follow-up	Varies	40.00	1.00
Data Management	NA	20.00	0.50
Quality Assurance	4.14	7.25	0.18
GPS/EM/TAD Monitoring ²⁶	92.00	92.00	2.3
Pretrial Supervision Intake	4.25	7.08	0.18
Pretrial Supervision ²⁷	160.00	64.00	1.60
Drug Testing	1.52	5.70	0.14
Criminal History Checks	29.6	24.67	0.62
Centralized Screening	3.07	23.03	0.58
In Custody Checks	146	10.00	0.25

²⁶ The 40:1 ratio used for GPS/EM/TAD monitoring is based on an emerging practice in the community supervision field. There is not a national standard for this specific type of monitoring.

²⁷ Includes day reporting, contact and treatment supervision. Risk level information was not available; therefore a 100:1 ratio was used based on CEPP’s knowledge and experience in pretrial supervision.

Night Shift Coverage	NA	160.00	4.00
Staffing Resources Needed		654.57	16.36

Data on supervision caseloads was obtained from two counties in Florida that are accredited by the Florida Corrections Accreditation Commission (Volusia and Okaloosa), and one county outside of Florida (Pierce County, Washington). See Appendix D for the supervision data obtained from each of these counties.

Probation²⁸

Job Function	Average Daily Caseload	Weekly Staff Hours Needed	FTE
Supervisory Duties	NA	60.00	1.50
Probation Intake (including ORAS)	2.43	12.15	0.30
ODARA	0.73	1.83	0.05
Probation Supervision ²⁹	474.00	252.80	6.32
Level One Supervision ³⁰	49.00	9.80	0.25

²⁸ Includes caseload data for level one and GPS/TAD/EM probationers.

²⁹ The probation division is not using a risk/needs assessment to assign supervision levels to clients. The APPA Community Supervision Standards call for caseload ratios based on risk. The ratio for intensive supervision is 20:1, for moderate and high risk assessed individuals, 50:1, for low risk assessed individuals, 200:1, and no limit on administrative monitoring cases. Since risk information was not available, CEPP used a 75:1 ratio as a benchmark.

³⁰ Level One Supervision are considered low risk to the court. APPA Community Supervision standards call for a caseload to FTE ratio of 200:1 for low risk assessed individuals.

GPS/EM/TAD ³¹	46.00	46.00	1.15
Intensive Supervision ³²	23.00	46.00	1.15
Data Management	NA	20.00	0.50
Quality Assurance	0.26	0.32	0.01
Drug Testing	8.81	11.01	0.28
Criminal History Checks	27.37	22.81	0.57
Staffing Resources Needed		482.72	12.07

Treatment Courts

Job Function	Average Daily Caseload	Weekly Staff Hours Needed	FTE
Supervisory Duties	NA	40.00	1.00
Screenings	0.93	0.78	0.02
Intake	0.23	0.29	0.01
Needs Assessments	0.39	0.98	0.02
Community Supervision ³³	56.00	112.00	2.80

³¹ The 40:1 ratio used for GPS/EM/TAD monitoring is based on an emerging practice in the community supervision field. There is not a national standard for this specific type of monitoring.

³² APPA Community Supervision Standards call for a 20:1 caseload ratio for intensive supervision cases.

³³ All Rise Treatment Court Standards identify high risk/high needs participants as the target population. These cases require intensive supervision. APPA Community Supervision Standards call for a 20:1 caseload ratio for intensive supervision cases.

Data Management	NA	20.00	0.50
Staffing Resources Needed		174.04	4.35

Executive Leadership³⁴

Job Function	Average Daily Caseload	Weekly Staff Hours Needed	FTE
Director	NA	40.00	1.00
Deputy Director	NA	40.00	1.00
Managers	NA	80.00	2.00
Jail Population Manager	Varies	40.00	1.00
Court Compliance Officer	NA	80.00	2.00
Administrative Support	NA	160.00	4.00
Staffing Resources Needed		440.00	11.00

Reorganization Recommendations

Organizational restructuring often delivers a variety of benefits, including increased efficiency through streamlined operations, reduced redundancy, overall cost savings, and improved resource allocation.³⁵ It can also enhance communication and teamwork, optimize talent utilization, and unlock new strategic

³⁴ This includes data for the court liaison functions.

³⁵ The Legal School (2025) Corporate Restructuring: Meaning, Types, Process & Benefits Explained Retrieved from <https://thelegalschool.in/blog/corporate-restructuring>

opportunities—all of which can lead to increased stakeholder engagement.³⁶ However, any reorganization effort can be quite challenging because achieving these benefits impacts the most valuable resource of any organization—its people or human capital.³⁷ Following proven methods for success can improve the chances of a successful reorganization effort.³⁸ The Harvard Business Review highlights six key levers for a successful organizational transformation: 1) leadership’s own willingness to change; 2) a shared vision of success; 3) a culture of trust and psychological safety; 4) a process that balances execution and exploration; 5) a recognition that technology carries its own emotional journey; and 6) a shared sense of ownership over the outcome.³⁹ By focusing on these key elements, organizations can increase their chances of successfully navigating organizational restructuring and achieving the desired outcomes.

CEPP offers the following recommendations for reorganizing the Court Services Department in Alachua County, based on statutory and accreditation requirements, information gathered from stakeholder meetings and interviews, evidence-based and best practices, and workload analyses using Department data. The organizational restructuring recommendations involve:

- **Restructuring the Department and Programs:** Reorganizing roles, responsibilities, and workflows to align with the new structure.
- **Redeployment and Retraining:** Redeploying employees to different roles and providing necessary training to equip them for success.

³⁶ Bennett Thrasher (2025) Corporate Restructuring – Types & Benefits. Retrieved from <https://www.btcpa.net/glossary/corporate-restructuring#:~:text=Benefits%20of%20Corporate%20Restructuring,activities%20can%20increase%20shareholder%20value.>

³⁷ McKinsey & Company (2022) Human capital at work: The value of experience. Retrieved from <https://www.mckinsey.com/capabilities/people-and-organizational-performance/our-insights/human-capital-at-work-the-value-of-experience>

³⁸ Harvard Business Review (2025) 6 Key Levers of a Successful Organizational Transformation. Retrieved from <https://hbr.org/2023/05/6-key-levers-of-a-successful-organizational-transformation>

³⁹ Harvard Business Review (2025) 6 Key Levers of a Successful Organizational Transformation. Retrieved from <https://hbr.org/2023/05/6-key-levers-of-a-successful-organizational-transformation>

- **Focusing on Outcomes:** Ensuring that changes are aligned with the desired outcomes and that the new structure is efficient and effective.

Successful organizational restructuring involves adaptive changes that are best implemented in an intentional, strategic manner to address evolving needs.⁴⁰ CEPP therefore recommends a phased approach for implementation that involves three stages over an 18 to 24-month period. The principles that underlie the recommended phased approach include:

- **Starting Small:** Implementing changes in phases to avoid overwhelming the organization.
- **Prioritizing:** Identifying areas that will benefit most from immediate change and implementing those first.
- **Adapting as Needed:** Being prepared to adjust the plan as needed based on feedback and emerging challenges.

Implementation Phase 1 (within 6 to 9 months) (See Appendix E for the corresponding organizational chart)

Recommended Reorganized Department Name: **Justice Support Services Department**

Total Positions Available	63 (includes nine vacant positions)
Positions suggested for reclassifying, transferring, or eliminating	<ol style="list-style-type: none"> 1. Assistant Director (1) to be reclassified as Community Service Division Manager. 2. Criminal Justice System Security Manager (1) to be reclassified as Probation Officer Lead. 3. Criminal Justice System Specialist (1) to be reclassified as Probation Officer. 4. Senior Programmer/Analyst (1) to be transferred to County IT. 5. The Drug Test Technician (1) to be eliminated, with the role transferred to an external drug testing vendor.

⁴⁰ Harvard Business School (2020) 5 Critical Steps in the Change Management Process. Retrieved from <https://online.hbs.edu/blog/post/change-management-process>

	<p>6. The vacant Court Officer position (1) in Pretrial Services to be reclassified as the Pretrial Services Division Manager.</p> <p>7. The vacant Court Officer position in Probation to be reclassified as Probation Division Manager (1).</p>
<p>Reorganized Executive Leadership</p>	<ol style="list-style-type: none"> 1. Director (1) 2. Deputy (Assistant) Director (1) 3. Jail Population Manager (1) 4. Community Service Division Manager (1) 5. Pretrial Services Division Manager (1) 6. Probation Division Manager (Transfer to Court Administration in Implementation Phase 2) (1) 7. Administrative Support Division Manager (1)* 8. Fiscal Assistant (2)* 9. Administrative Assistant (1) 10. Criminal Justice Liaison (1) (Transfer to Court Administration in Implementation Phase 2) (1) 11. Court Services Assistant (Terminal Agency Coordinator) (1)⁴¹ <p>*Non-departmental position</p>
<p>Reorganized Community Service Division*</p> <p>*The proposed reorganization for this division is premised on transferring all level one probation cases to the Probation Division and all court</p>	<ol style="list-style-type: none"> 1. Community Service Division Manager (1) 2. Community Service Supervisor (1) 3. Court Compliance Officer (3) 4. Field Compliance Specialist (3)

⁴¹ It is recommended that the Court Services Assistant assume the role of the Terminal Agency Coordinator per the Federal Bureau of Investigations (2024) Criminal Justice Information Services Security Policy. Retrieved from https://le.fbi.gov/file-repository/cjis_security_policy_v5-9-5_20240709.pdf/view

<p>attendance requirements to the Executive Leadership Division.</p>	
<p>Reorganized Pretrial Services Division *</p> <p>*The proposed reorganization for this division is premised on transferring all GPS/EM/TAD probation cases to the Probation Division; and on having all Pretrial Services Division staff supervise pretrial cases with GPS/EM/TAD.</p>	<ol style="list-style-type: none"> 1. Pretrial Services Division Manager (1) 2. Pretrial Screening Supervisor (1): <ol style="list-style-type: none"> a. Pretrial Release Assessment Specialist (3) b. Court Officer (3) c. Pretrial Officer (3) d. Record Technician (2) 3. Pretrial Supervision Supervisor (1) <ol style="list-style-type: none"> a. Electronic Monitoring Officer (5) b. Court Officer (2) c. Pretrial Officer (3) d. Record Technician (2)
<p>Reorganized Probation Division* (Transfer to Court Administration in Phase 2)</p> <p>*The proposed reorganization for this division is premised on transferring all probation supervision to this division, including level one, day reporting, and GPS/TAD/EM monitoring.</p>	<ol style="list-style-type: none"> 1. Probation Division Manager (1) 2. Probation Supervisor (1) 3. Court Officer (3) 4. Probation Officer (5)
<p>Reorganized Treatment Courts Division ⁴² (Transfer</p>	<ol style="list-style-type: none"> 1. Specialty Court Manager (1)* 2. Treatment Court Supervisor (1)

⁴² It is recommended that the Treatment Courts Divisions partner with the Department of Corrections (DOC) to provide supervision for post-plea felony drug court cases.

<p>to Court Administration in Phase 2)</p>	<p>3. Court Officer (3)</p> <p>* Non-departmental position based on Florida Statute 397.334(6).</p>
---	---

Additional Recommendations for Phase 1:

1. To support the reorganizational efforts, the Director, Deputy Director, and Division Managers should participate in ongoing professional development focused on the twelve qualities of effective leadership as identified by the Center for Creative Leadership.⁴³ These include 1) self-awareness, 2) respect, 3) compassion, 4) vision, 5) communication, 6) learning agility, 7) collaboration, 8) influence, 9) integrity, 10) courage, 11) gratitude, and 12) resilience.
2. All ongoing positions should be reviewed to ensure correct classification, job titles, and pay. For example, all frontline roles such as Pretrial Release Assessment Specialist, Court Officer, Pretrial Officer, and Electronic Monitoring Officer in the Pretrial Services Division should be evaluated and possibly renamed as a new, cross-trained role like “Pretrial Services Officer” or “Pretrial Services Specialist.”
3. Candidates for all Division Manager positions should possess adequate knowledge of the division to which they are assigned.⁴⁴
4. Producing and disseminating criminal history records should be restricted solely to the Courts and Judicial Officers.
5. All staff within each division should undergo cross-training to improve efficiency, effectiveness, and sustainability.
6. The drug testing laboratory’s functions and operations should be transferred to a third-party vendor according to the county’s procurement guidelines.
7. It is best to explore whether the county has the statutory authority to supervise felony level cases, which appear to be the cases in the treatment courts.

⁴³ Center for Creative Leadership (2025) 12 Essential Qualities of Effective Leadership. Retrieved from <https://www.ccl.org/articles/leading-effectively-articles/characteristics-good-leader/#:~:text=Resilience%20is%20more%20than%20the,for%20themselves%20and%20their%20teams.>

⁴⁴ Newly created Division Manager positions will be responsible to developing policies, procedures and processes, in addition to onboarding and training for all staff in their respective Divisions.

8. Performance, process, and outcome measures should be created for all divisions, and regular reporting, such as monthly or quarterly reports, should be shared with the Board of Commissioners.
9. All divisions should review best practices and national standards for their respective focus areas, including applying the four features of procedural justice: 1) whether people are treated with dignity and respect; 2) whether people are given a voice; 3) whether the decision-makers are neutral and transparent; and 4) whether the decision-maker conveyed trustworthy motives.⁴⁵

Implementation Phase 2 (within 12 to 18 months) (See Appendix F for the corresponding organizational chart)

Total Positions Available	60 (includes five vacant positions)
Positions suggested for transferring	<ol style="list-style-type: none"> 1. Probation Division Manager (1), Probation Supervisor (1), Probation Officer Lead (1), and Probation Officer (9) to be transferred to Court Administration, necessitating ongoing funding. 2. Treatment Court Supervisor (1) and Treatment Court Officer/Specialist (3) to be transferred to Court Administration, necessitating ongoing funding. 3. The Criminal Justice Liaison (1) to be transferred to Court Administration, necessitating ongoing funding.⁴⁶ 4. Court Compliance Officer (2) to be transferred to Executive Leadership
Reorganized Executive Leadership	<ol style="list-style-type: none"> 1. Director (1) 2. Deputy (Assistant) Director (1)

⁴⁵ Yale Law School (2025) Procedural Justice. Retrieved from <https://law.yale.edu/justice-collaboratory/procedural-justice>

⁴⁶ It is recommended that the duties related to case management of misdemeanor incompetent to proceed clients and restoration of competency sessions be moved to court administration.

	<ol style="list-style-type: none"> 3. Jail Population Manager (1) 4. Community Service Division Manager (1) 5. Pretrial Services Division Manager (1) 6. Administrative Support Division Manager (1)* 7. Fiscal Assistant (2)* 8. Administrative Assistant (1) 9. Court Compliance Officer (3) 10. Court Services Assistant (Terminal Agency Coordinator) (1) <p>* Non-Departmental Position</p>
<p>Reorganized Community Service Division</p>	<ol style="list-style-type: none"> 1. Community Service Division Manager (1) 2. Community Service Supervisor (1) 3. Court Compliance Officer (1) 4. Field Compliance Specialist (3)
<p>Reorganized Pretrial Services Division</p>	<ol style="list-style-type: none"> 1. Pretrial Services Division Manager (1) 2. Pretrial Screening Supervisor (1) <ol style="list-style-type: none"> a. Pretrial Services Officer/Specialist (9) b. Record Technician (2) 3. Pretrial Supervision Supervisor (1) <ol style="list-style-type: none"> a. Pretrial Services Officer/Specialist (10) b. Record Technician (2)

Additional Recommendations for Phase 2

1. All positions transferred to Court Administration must receive ongoing funding.
2. An annual workload analysis should be completed to inform the need for filling vacancies, transferring, repurposing, or eliminating positions.

Implementation Phase 3 (within 18 to 24 months) (See Appendix G for the corresponding organizational chart)

Total Positions Available	41 (includes three vacant positions)
Positions suggested transferring	<ol style="list-style-type: none"> 1. Record Technician (4) to be transferred to Executive Leadership. <ol style="list-style-type: none"> a. Record Technician positions to be evaluated to determine if there is a need to fill the two (2) vacancies, or to transfer, reassign to Administrative Support, or eliminate the positions. 2. Pretrial Services Officer/Specialist (1) to be evaluated to determine if there is a need to fill the vacancy, or to transfer, reassign, or eliminate the position.
Reorganized Executive Leadership	<ol style="list-style-type: none"> 1. Director (1) 2. Deputy (Assistant) Director (1) 3. Jail Population Manager (1) 4. Community Service Division Manager (1) 5. Pretrial Services Division Manager (1) 6. Administrative Support Division Manager (1)* 7. Fiscal Assistant (2)* 8. Administrative Assistant (1) 9. Court Compliance Officer (3) 10. Court Services Assistant (Terminal Agency Coordinator) (1) 11. Record Technician (4) <p>* Non-Departmental Position</p>
Reorganized Community Service Division	<ol style="list-style-type: none"> 1. Community Service Division Manager (1) 2. Community Service Supervisor (1) 3. Court Compliance Officer (1) 4. Field Compliance Specialist (3)
Reorganized Pretrial Services Division	<ol style="list-style-type: none"> 1. Pretrial Services Division Manager (1) 2. Pretrial Screening Supervisor (1) <ol style="list-style-type: none"> a. Pretrial Services Officer/Specialist (9) 3. Pretrial Supervision Supervisor (1)

	a. Pretrial Services Officer/Specialist (10)
--	--

Additional Recommendations for Phase 3

1. All positions transferred to Court Administration should receive ongoing funding.
2. An annual workload analysis should be completed to inform the need for filling vacancies, transferring, repurposing, or eliminating positions.

Conclusion

The Court Services Department in Alachua County is at a pivotal moment in its evolution. This comprehensive assessment clearly demonstrates that the Department demonstrates significant strengths—particularly its commitment to client outcomes, stakeholder collaboration, and alignment with national best practices. At the same time, challenges in structure, workflow, and resource allocation must be addressed to ensure the Department is positioned to meet future demands with efficiency and accountability.

The recommendations outlined in this report provide a pragmatic and forward-looking roadmap for reorganization. By grounding structural reforms in statutory authority, accreditation requirements, and evidence-based standards, the Department will strengthen its legal and operational foundations. Equally important, the phased approach to implementation recognizes the human and organizational dimensions of change, allowing for incremental adaptation, staff development, and long-term sustainability.

If fully adopted, these reforms will streamline operations, optimize staff capacity, reduce redundancy, and improve service delivery across pretrial, probation, community service, and treatment court functions. Moreover, they will foster more substantial alignment with Florida law and national standards while enhancing public confidence in the fairness, effectiveness, and integrity of Alachua County’s justice system.

Ultimately, this reorganization is not simply an administrative exercise; it represents an opportunity to build a more resilient, equitable, and efficient Department that advances community safety and promotes positive outcomes for all individuals it serves.



Appendices

APPENDIX A: Court Services Comparison

[Florida Criminal Justice Programs \(version 1\)](#)

APPENDIX B: Common Themes from Stakeholder Meetings

- Accreditation and External Vendors
 - Accreditation is viewed as a frustrating process.
 - There are concerns about vendors who delay services or submit subpar documentation.
- Disconnection Between Policy and Practice
 - Policies are outdated or not followed.
 - Practice on the ground often contradicts written policy.
 - Staff experience frustration due to unclear or inconsistent procedures.
- Equity & Fairness Concerns
 - Unequal work-from-home opportunities and team treatment.
 - Recognition and resources are not evenly distributed.
 - Concerns that staff input is not valued or acted upon.
- Hiring and Promotion Transparency
 - Promotions are perceived as unfair or predetermined.
 - There is a need for open, competitive interview processes for leadership roles.
 - Staff desire a merit-based, transparent advancement process.
- Lack of Communication
 - Poor or untimely communication from leadership regarding:
 - Training opportunities
 - Financial decisions
 - Organizational or procedural changes
 - Staff feel left in the dark, leading to confusion and inefficiency.
- Leadership & Management Issues
 - Accountability gaps: Some staff are unmonitored or act independently without oversight.
 - Supervisory failures: Supervisors fail to discipline staff or maintain visibility.
 - Management credibility:
 - Managers are perceived as untrained or chosen based on tenure rather than merit.
 - There is a need for management to receive ongoing training.
 - Leaders should be held to the same standards as others.
- Training and Professional Development
 - Calls for comprehensive training for all levels:
 - Upper management

- Program managers
- Supervisors
- Frontline staff
- Assistant directors should have a broader knowledge across all court services.

APPENDIX C: Methodology for Workload Analysis

Division	Job Function	Methodology
All	Supervisory duties	Based on a 40-hour week
All	Data Management	20 hours per week
Pretrial, Probation	Drug Testing	15 minutes per test (administrative)
Pretrial, Probation	Criminal History Checks	10 Minutes per check
Pretrial, Probation	Quality Assurance	Reviewing 35% of assessments, 15 minutes per review
Probation	Intake and ORAS	60 minutes per intake
Probation	ODARA	30 minutes per assessment
Probation	Supervision	75 clients per FTE
Probation	Level One Supervision	200 clients per FTE per APPA Standards
Probation	GPS/EM/TAD	50 clients per FTE
Probation	Intensive Supervision	20 clients per FTE per APPA Standards
Pretrial	Risk Assessment	40 minutes per assessment
Pretrial	Interview	25 minutes per client, including wait time
Pretrial	Pretrial CH Report	30 minutes per report
Pretrial	Court Attendance	40 hours per week
Pretrial	Pretrial Supervision	100 clients per FTE
Pretrial	Supervision Intake	15 minutes per intake
Pretrial	FTA Intervention	FTA data was unavailable, so this data is estimated at 10 FTAs per day. 15 minutes per case.
Pretrial	Centralized Screening	90 minutes per screening

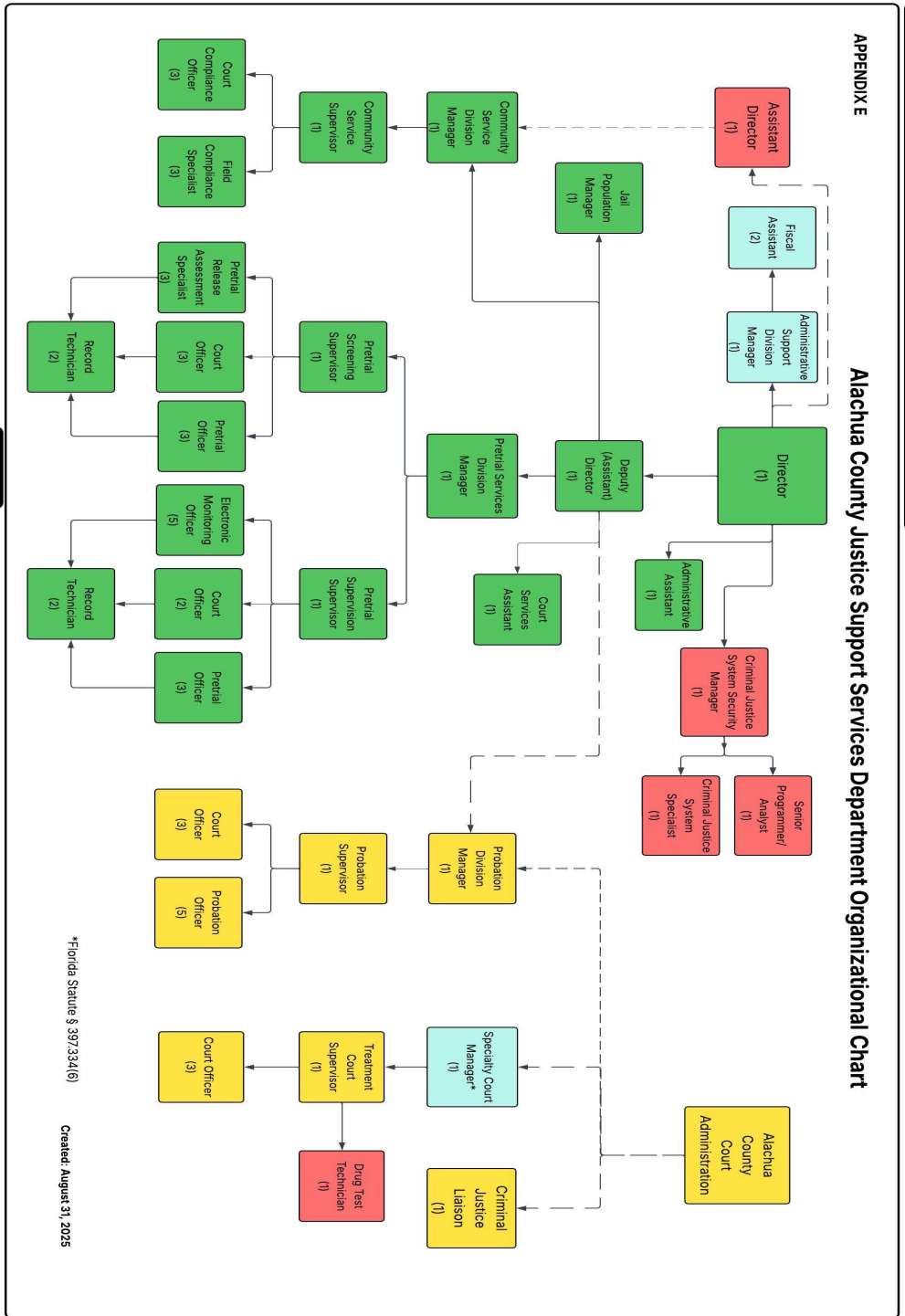
Pretrial	In Custody Checks	10 hours per week
Community Service	Intake	30 minutes per intake
Community Service	Road Crew	Based on a 40-hour week
Community Service	Client Management	250 clients per FTE
Treatment Courts	Screening	10 minutes per screening
Treatment Courts	Intake	15 minutes per intake
Treatment Courts	Needs Assessments	30 minutes per assessment
Treatment Courts	Community Supervision	20 clients per FTE per APPA Standards
Leadership	All	Based on a 40-hour week

APPENDIX D: Pretrial Comparison Data

- **Volusia County Pretrial Services** has 10 staff members assigned to the supervision unit. In FY 24/25, 3,601 individuals were referred for pretrial supervision, with a current active caseload of 705 clients. Volusia County launched a pretrial FTA intervention program in July 2025; within the first month of operation, it helped 93 individuals successfully meet their appearance dates, leading to the avoidance of dozens of bench warrants. The caseload analysis for Volusia County indicates a need for 9.95 FTEs.
- **Okaloosa County Pretrial Services** employs one manager and seven staff members, who are cross-trained to handle all duties related to first appearance and supervision. In CY 2024, the department evaluated 7,480 individuals and currently manages an active caseload of 650 clients. The local practice is for each officer to supervise up to 150 clients in addition to conducting pretrial interviews, assessments, and criminal history reports. The caseload analysis for Okaloosa indicates a need for 9.64 FTEs.
- The **Pretrial Services department in Pierce County, Washington**, has one administrator (director), one program manager, one administrative assistant, and seven pretrial coordinators who are cross trained to handle all duties related to first appearances and supervision. Staff work on a staggered schedule to ensure coverage from 5 am to 5 pm, Monday through Friday. The program has an average daily first appearance caseload of 15.36. In CY year 2024, 3,200 people were referred to supervision, and staff conducted an average of 96 daily check-ins (either in the office or by phone). The total active supervision caseload in August 2025 was 1,400. The program also screens for indigency and provides address verification for GPS/EM (monitoring of GPS/EM is outsourced). The caseload analysis for Pierce County indicates a need for 9.86 FTEs.

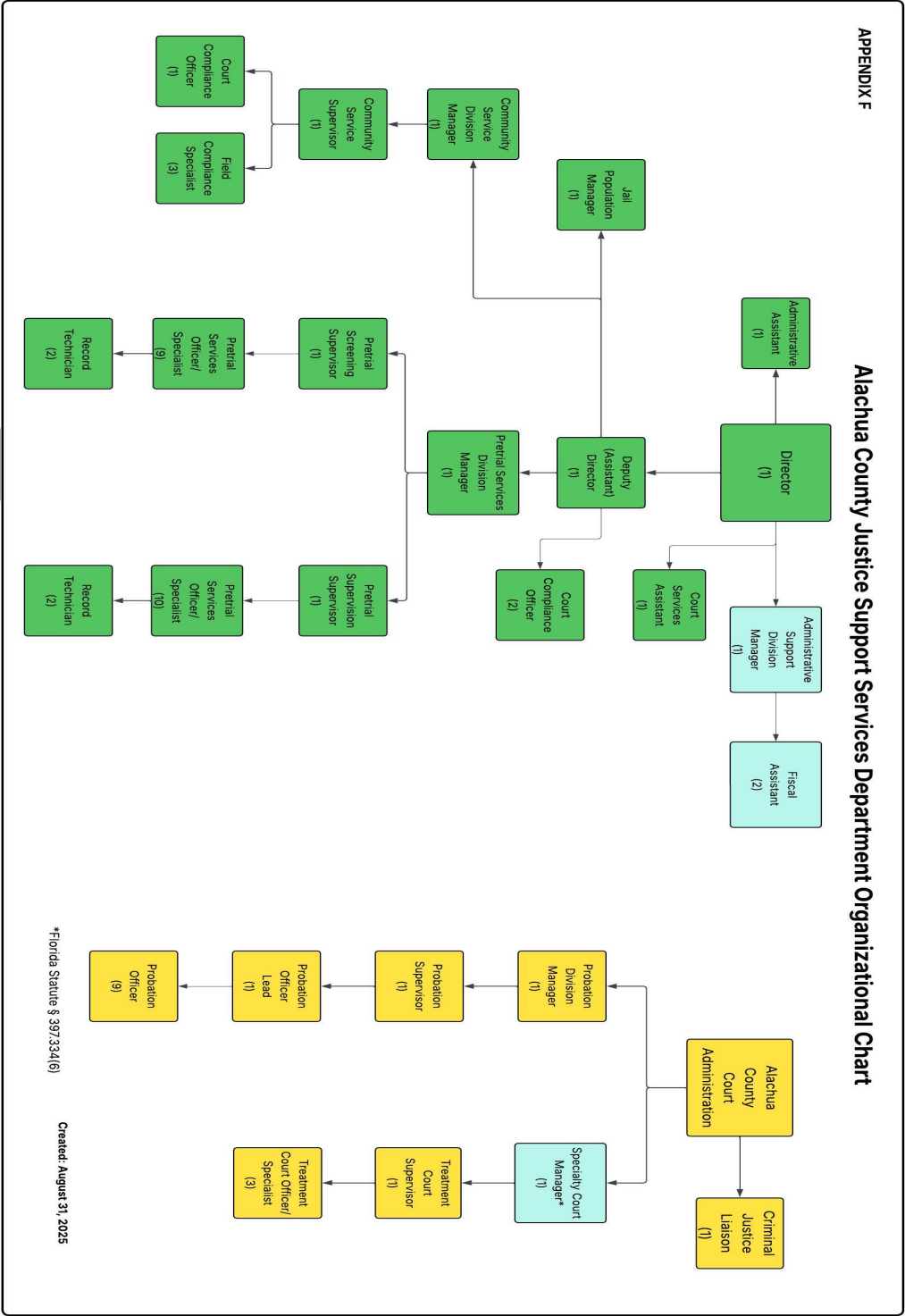
APPENDIX E

APPENDIX E Alachua County Justice Support Services Department Organizational Chart



APPENDIX F

Alachua County Justice Support Services Department Organizational Chart



Key Codes

Key for Color Codes
Total Positions: 90

- Position(s) Recommended for Continuance (40)
- Non-Department Position(s) (4)
- Position(s) Recommended for Transfer to Court Administration (16)
- Position(s) Recommended for Reupping/Transfer or elimination (10)

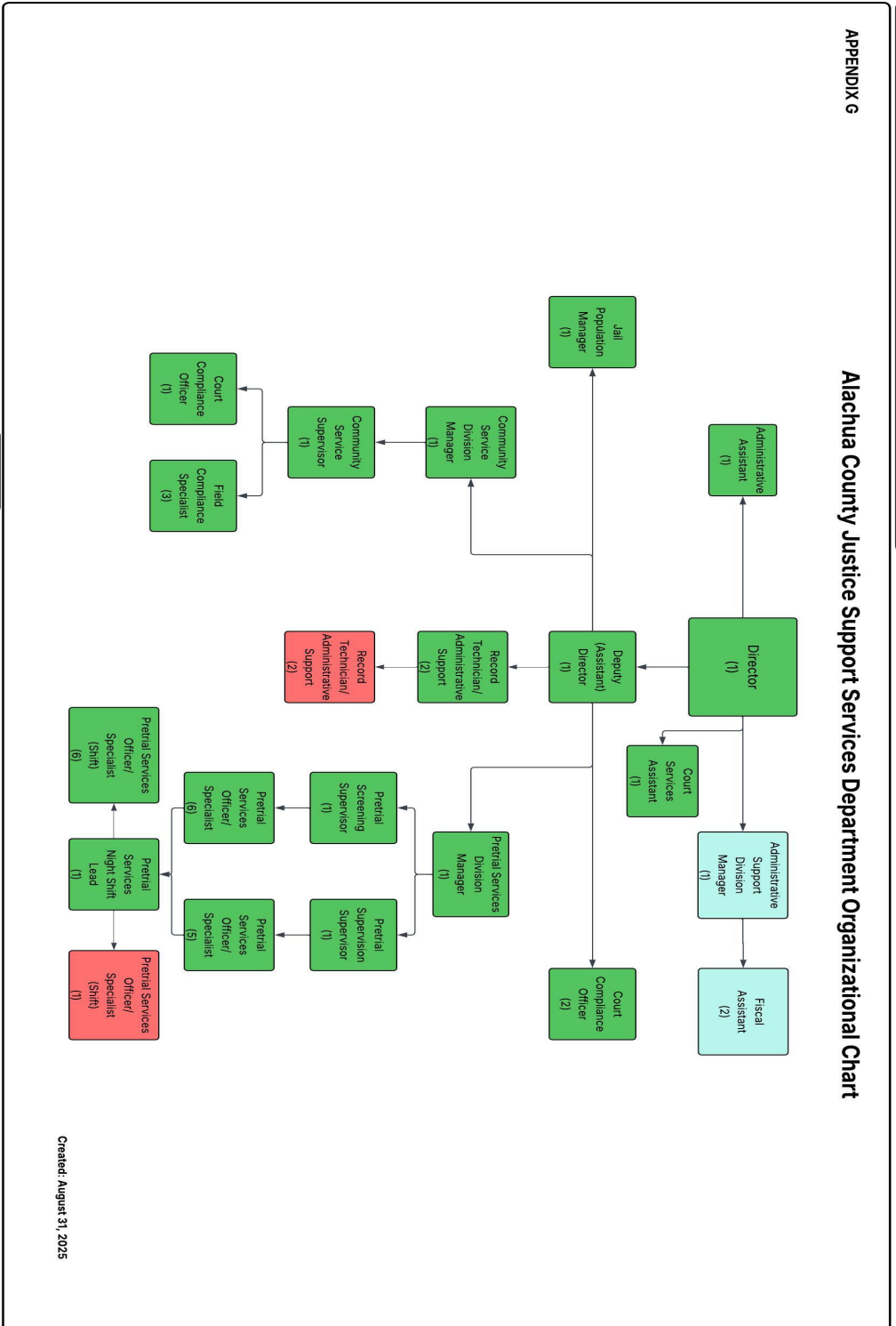
*Florida Statute § 397.334(6)

Created: August 31, 2025

APPENDIX G

APPENDIX G

Alachua County Justice Support Services Department Organizational Chart



Created: August 31, 2025

Key Codes

Key for Color Codes
Total Positions: 41

- Positions Recommended for Contingency (38)
- Non-Department Positions (2)
- Positions Recommended for Reassignment (3)
- Positions Recommended for Transfer to Court Administration Need Ongoing Funding (16)