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ORANGE

COUNTY SHERIFF'S OFFICE

E-mail: ocso@magicnet.net

Visit us on the Internet: <http://www.magicnet.net/ocso>

May 11, 2000

Police Executive Research Forum
1120 Connecticut Avenue N.W.
Suite 930
Washington, D.C. 20036

Attention: Herman Goldstein Award

Dear Selection Committee:

As Sheriff of Orange County, Florida, I would like to nominate the Juvenile Arrest and Monitor Unit for the Herman Goldstein Award for Excellence in Problem Oriented Policing.

I believe this innovative and highly successful unit is deserving of the recognition of this award. This program exemplifies the intent, purpose and spirit of the Herman Goldstein Award for Excellence in Problem Oriented Policing.

I thank you for the opportunity to participate in the award selection process and am very pleased that you will give serious consideration to the Orange County Juvenile Arrest and Monitor Unit.

Sincerely,

KEVIN BEARY
Sheriff of Orange Cou

KB:js:df

cc: Chief Bryan Margeson



PROJECT IMPACT

JUVENILE ARREST & MONITOR UNIT

SCANNING:

Orange County has become a model for innovative and collaborative efforts in addressing community challenges and issues. However, even with its "neighborhood " and "community" atmosphere, Orange County still faces the "big city" problems inherent to rapidly growing, diverse metropolitan areas. One concern throughout the United States is a rise in criminal activity perpetrated by juveniles. The Central Florida area has not been immune to this crisis.

On June 26, 1998, the Department of Juvenile Justice and the Orange County Sheriff's Office entered into a joint venture known as "Project Impact". Subsequently, the program has acquired the acronym J.A.M. (Juvenile Arrest and Monitor) Unit. The J.A.M. Unit was developed to provide intense supervision for those juveniles currently on probation, who have demonstrated an inability to abide by their court-ordered sanctions. Initially the J.A.M. Unit focused its efforts on the West side of Orange County while conducting special details throughout the rest of the county whenever necessary. As of December 1, 1998, the Unit expanded its' personnel and began full coverage of Orange County.

ANALYSIS:

In March of 1998, Sheriff Kevin Beary, County Commission Chairman Linda Chapin, and members of the Department of Juvenile Justice formed a "Youth Violence and Firearm Committee" to analyze the trends and causes of youth violence in our community. The study revealed that the majority of new criminal activity was committed by juveniles currently on probation. Research has shown that repeated gun violence plunges "bad neighborhoods " into complete deterioration, resulting in pockets of entrenched, cyclical, deadly violence. The Juvenile Judicial System has for many years been known as a "revolving door", and has never been a deterrent in preventing juveniles from committing numerous acts of violence. The committee realized that if the problem was not addressed, the youth in our community would continue their destructive path and never become productive citizens in Orange County.

RESPONSE:

Responding to this issue, the Orange County Sheriff's Office and the Florida Department of Juvenile Justice have joined forces and created "Project Impact" ", to combat the rise in violence perpetrated by juveniles. The mission of this Unit is to monitor hard-core juvenile offenders currently assigned to Community Control/Probation. The Unit ensures that this select group of violent juveniles is following all court-ordered sanctions. This Unit has subsequently acquired the acronym J.A.M. (Juvenile Arrest and Monitor) Unit.

This concern was much deeper than just a "law enforcement" problem and needed the community to work in a united front to combat these issues. The Orange County Sheriff's Office and the Department of Juvenile Justice solicited the assistance of the "Faith " community, the State Attorneys Office, Juvenile Judges, parents and the citizens of Orange County to help combat this community problem.

ASSESSMENT:

During the first 18 months of operation, the J.A.M. Unit has developed an outstanding relationship with the community. The support of parents has significantly contributed to the success of this Unit. The Unit has monitored a total of 173 juveniles and less than 30 of these were arrested for "new" criminal offenses. This indicates an **83% *success rate*** with the juveniles who would have continued in their destructive path of violence.

PROJECT IMPACT

JUVENILE ARREST & MONITOR UNIT

SCANNING:

Orange County has become a model for innovative and collaborative efforts in addressing community challenges and issues. However, even with its "neighborhood" and "community" atmosphere, Orange County still faces the "big city" problems inherent to rapidly growing, diverse metropolitan areas. One concern throughout the United States is a rise in criminal activity perpetrated by juveniles. Nationwide a juvenile dies from a firearm every two hours. The Central Florida area has not been immune to this crisis. In the past three years, more than 130 youths have died as a result of gun violence in Orange County. Violent juvenile crime has increased 29% in the last five years in Orange County.

Leaders throughout Orange County Florida including Sheriff Kevin Beary, County Commission Chairman Linda Chapin, and members of the Department of Juvenile Justice met to discuss this alarming trend. Crime statistics compiled by the Orange County Sheriff's Office confirmed their suspicion in that juvenile violence was continually on the rise. This elite group of professional leaders began to implement a program that would reduce the recidivism rate among juveniles. Their goal was to break the cycle of violence perpetrated by juveniles. If this goal could be achieved, there would be an immediate, substantial and long-term effect upon juvenile crime.

On June 26, 1998, the Department of Juvenile Justice and the Orange County Sheriff's Office entered into a joint venture known as "Project Impact". Subsequently, the program has acquired the acronym J.A.M. (Juvenile Arrest and Monitor) Unit. The J.A.M. Unit was developed to provide intensive supervision for those juveniles currently on probation, which have demonstrated an inability to abide by their court-ordered sanctions. This intensive supervision would result in an immediate interruption of their criminal behavior and thus reduce crime and protect the citizens of Orange County. Initially the J.A.M. Unit focused its efforts on the West side of Orange County while conducting special details throughout the rest of the county whenever necessary. As of December 1, 1998, the Unit expanded its' personnel and began full coverage of Orange County.

ANALYSIS:

In March of 1998, Sheriff Kevin Beaty, County Commission Chairman Linda Chapin, and members of the Department of Juvenile Justice formed a "Youth Violence and Firearm Committee" to analyze the trends and causes of youth violence in our community. The study revealed that the majority of criminal activity being perpetrated by juveniles was committed by youths currently on probation. Juveniles in the State of Florida could commit numerous felony offenses prior to even being considered, or ever placed, into a secured facility. The Juvenile Justice System has for many years been known as a "revolving door", and has never been a deterrent in preventing juveniles from committing criminal activity. Juveniles knew that if they

committed any criminal act, the likelihood of incarceration was minimal. If a juvenile was not placed into a secured facility, they would be placed on a "Community Control/Probation" status. The juvenile would then be thrown into an already overloaded and understaffed Department of Juvenile Justice system. In Orange County Florida, there are approximately 2800 juveniles on probation. This forces each Juvenile Probation Officer to supervise approximately 150 juveniles. That responsibility along with an enormous influx of administrative duties allowed for minimal contact, if any, with each offending juvenile. Due to inadequacies within the system, known criminals were allowed to walk the streets of Orange County and continue to commit criminal offenses without any real consequences. Juveniles were left unattended in an already overworked juvenile system and not held accountable to obey their court-ordered sanctions. Not surprisingly, many of juveniles left the courtroom and resumed their life of crime. Agencies ignored these lawbreaking delinquents until they were entered into the system again with a new criminal offense. During this time they could have perpetrated numerous felonies upon the citizens of Orange County without being apprehended. The juveniles soon realized that being placed on Community Control/Probation meant absolutely nothing. They were not being held accountable for their actions and could freely continue their former life style of criminal activity. The failure to properly monitor these juveniles and hold them accountable for their actions resulted in a drastic increase in juvenile crime. The committee realized that if the problem was not addressed, the youth in our community would continue a destructive path and never become productive citizens in Orange County. Several community meetings were organized and issues regarding the current juvenile system were discussed. The meetings were intended to develop a community-based plan that would assist law enforcement in dealing with these problem juveniles.

RESPONSE:

The Orange County Sheriffs Office had two options in dealing with this serious situation. (1) We could continue business as usual and ignore the influx in juvenile crime, or (2) create a program, which would direct its attention on the perpetrators that were committing the majority of violent offenses. The immediate concern our agency had to address involved manpower allocations. The agency is already 400 sworn personnel short and forming a new unit would remove more personnel from an already depleted Field Services Division. However, if the program was successful, this could reduce the number of criminal offenses that the Field Services Division directed their attention towards. Based on the information developed through our "Crime Analysis" Section, we determined that our efforts would be best directed at targeting this select group of criminals. We determined by restricting their ability to continue a life of crime we could reduce the number of calls for service our Field Services Division responds to, the number of investigations being conducted by our Criminal Investigations Division, and the number of victims adversely affected within our community. We believed we were morally bound to work together with the Department of Juvenile Justice to reduce this cycle of violence perpetrated by juveniles.

Responding to this issue, the Orange County Sheriff's Office and the Florida Department of Juvenile Justice joined forces and created "Project Impact". Subsequently, the program has acquired the acronym J. A.M. (Juvenile Arrest and Monitor) Unit. The J. A.M. Unit was developed to combat the rise in violence perpetrated by juveniles. The Juvenile Arrest and Monitor Unit is the only "Unit" in the State of Florida which targets hard-core juvenile

offenders on probation and holds them accountable for their actions. It was created to address the fundamental flaw in an overloaded Juvenile Justice System. The mission of this Unit is to target violent juvenile offenders currently assigned to Community Control/Probation. The Juvenile Arrest and Monitor Unit ensures that all court-ordered sanctions among this select group of violent juveniles are being adhered to. The Juvenile Arrest and Monitor Unit combines seasoned juvenile probation officers and dedicated Orange County deputies to enforce Court-ordered sanctions during "high crime" hours throughout Orange County. Armed with authority, expertise and knowledge of the targeted population, the probation officer/deputy sheriff team heightens the presence of juvenile justice and law enforcement. This conveys a visible and serious stance against the violent juvenile offenders and their total disregard for the entire judicial system. Proactive enforcement with a zero tolerance approach was implemented, in an attempt to hold its participants accountable to sanctions put forth by the Juvenile Court System. The staff of highly trained and motivated personnel conducted unscheduled daily visits with the targeted juveniles.

The deputies, on a daily basis, conduct the following:

- Physically check each targeted juvenile's residence to confirm that he/she is present and complying with the terms of his/her Community Control/Probation.
- Make casual and consensual contacts with loitering juveniles and ascertain if they are currently assigned to "Community Control/Probation". If any are assigned to "Community Control/Probation", determine if they are abiding by all terms set forth by the Juvenile Court System.

- Employ a zero tolerance approach with regards to any compliance violations of Community Control/Probation.
- Send a strong message to those juveniles on Community Control/Probation and their families that they will be held to an even higher degree of accountability in regards to the terms set forth by the Juvenile Court System. Failure to comply with their court-ordered sanctions would result in swift, severe and consistent consequences.
- Each juvenile assigned to the Unit will be given an urinalyses test on a monthly basis. The juvenile's urine will be tested for possession of illegal narcotics. If the juvenile fails the test an immediate arrest will be made. The following morning the juvenile will appear in court before his/her assigned judge. A request will be made to place the juvenile in a drug rehabilitation center for five days.

The deputies assigned to the Juvenile Arrest and Monitor Unit will enforce **all** court-ordered sanctions placed on juveniles. They must abide by each and every word that flows from the judges' mouth. By taking this hard-core stance, the juveniles will learn responsibility and accountability. Every juvenile on Community Control/Probation in Orange County must abide by at least the following six (6) sanctions:

- Juveniles must reside with their parent(s) and/or guardian, and inform them of his/her whereabouts at all times. **(If the parent(s) and/or guardian is not aware of the child's location, the juvenile may be arrested for Violation of Community ControlI).**

- The juvenile must obey all laws and shall not be in the possession/carry any weapon or firearm. **(If the juvenile commits ANY law violation i.e. traffic infractions, etc..., you may arrest the juvenile for Violation of Community Control in addition to the new law violation).**
- The juvenile must not possess any alcoholic beverage and/or illegal drugs *and shall not associate with anyone who does.* **(If the juvenile is associating with subjects in a known drug area or with individuals in possession of any alcoholic beverage, the juvenile may be arrested for Violation of Community Control).**
- The juvenile must abide by their court ordered curfew. **(The curfew runs between the court ordered time and 0600 hours. If a juvenile is out between these times, without the permission of their Juvenile Probation Officer, or in the company of their guardian, he/she may be arrested for Violation of Community Control).**
- The juvenile can not have contact with individuals their parent(s) and/or guardian forbids them to associate with. **(A telephone call to the parent(s) and/or guardian will inform you if they want their child associating with this individual. i.e. gang members, drug associates, etc...).**
- The juvenile is to attend school on a regular basis until graduation or a GED is obtained. The juvenile must abide by all school rules, no tardiness or truancy, no suspensions, and

must receive passing grades. **(If the juvenile fails in any of these areas he/she may be arrested for Violation of Community Control).**

The Orange County Sheriff's Office and the Department of Juvenile Justice achieved overwhelming support of the program from the community at large, however, prior to implementation, it was imperative that the State Attorney and Juvenile Judges wholeheartedly endorsed the idea and thus became integral partners in our efforts. Separate meetings were conducted with both groups to discuss the impact this program would ultimately have upon their respective duties. The program was subsequently embraced by both entities and encouraged to commence.

ASSESSMENT:

The following two examples are juveniles assigned to the J.A.M. Unit and demonstrates a fraction of the success the Unit has experienced since its inception. These juveniles were on a downward spiral road to becoming career criminals with proven track records of committing serious, often violent crimes upon the citizens of Orange County.

On August 12, 1998, Leroy Shaw was assigned to the J.A.M. Unit. Shaw had an extensive history of illegal narcotics and burglary violations. He also refused to abide by the conditions of his probation set forth by the Juvenile Court System. Deputy Sheriff Mike Crabb and Juvenile Probation Officer David Richardson set up an appointment to meet Leroy, however he informed

his mother that he was not going to waste his time. Leroy left the residence and failed to return for the initial meeting. Leroy was located, within a few days, by Deputy Mike Crabb and arrested for several violations of Community Control. Leroy still did not want to abide by the terms of his probation and continued to violate various conditions. Deputy Crabb consistently enforced the "zero tolerance" approach of the Unit until Leroy came to the realization that he was accountable for his actions. He has since not violated any of the terms of his probation for nearly eighteen months. Leroy recently graduated from the Home Builders Institute. He is currently a productive member of the Orange County Community working in the construction trade building houses. Mrs. Shaw is overjoyed by the transformation. She told Steve Triggs, of Channel 9 News, "I finally have my son again. He has completely changed since the J. A.M. Unit began working with him."

On December 14, 1998, Louis Serveus was assigned to the J.A.M. Unit. Serveus has an extensive criminal history of committing burglaries and auto thefts. He was also a chronic violator of his Community Control standards. Serveus made a point to inform the J.A.M Unit deputies that he would not adhere to his Community Control provisions.

Serveus has fled from the Unit twice on foot, jumped off of a balcony and hid in a refrigerator to avoid arrest. On January 28, 1999, Serveus told a television reporter, "They put a lot of pressure on me and that forces me to abide by the rules." Serveus added, "There is no sense running from these guys. They will catch you anyway."

Louis has made a drastic turn around and has demonstrated the ability to follow all of his court-ordered sanctions. Judge Cynthia Mackinnon, Ninth Judicial Circuit, stated on May 3, 2000, "The J.A.M. Unit should be proud of the change in Louis Serveus." Judge Mackinnon added,

"He is truly a child which would have ended up in adult prison. What a difference this Unit has made in his life."

Targeted details throughout Orange County have also proven successful for the Unit. During the first year of existence, the Juvenile Arrest and Monitor Unit conducted seven countywide curfew checks on juveniles assigned to "Community Control/Probation". The first detail revealed a 70% non-compliance rate with the juveniles. Subsequent details have varied between 10-20% non-compliance rate. This indicates that juveniles assigned to "Community Control/Probation" are beginning to adhere to the terms set forth by the Juvenile Court System due to swift, immediate and certain consequences put forth by this Unit.

The Unit has also conducted seven "Truancy" sweeps in their initial year of operation. These details proved extremely successful. A total of 227 juveniles were arrested and transported to the Juvenile Assessment Center or taken into custody and transported to the Truancy Center. These details were a direct reflection upon the reduction of daytime residential burglaries.

The Orange County Sheriff's Office and the Department of Juvenile Justice solicited the assistance of the "Faith" community, the State Attorneys Office, the Juvenile Judges, parents and the citizens of Orange County to help combat this community problem. This dilemma was much deeper than just a "law enforcement" issue and needed the community to work as a united front to combat these flaws. The team effort has proven to be a tremendous success.

The Juvenile Arrest and Monitor Unit has been in existence since June 26, 1998. The Unit currently consists of two (2) Sergeants, two (2) Corporals, ten (10) Deputies, six (6) Probation Officers and two (2) Crime Analysts. During the first 18 months of operation, the Unit compiled the following statistics:

2,917 Arrests

2,223 Violations of Community Control

9,962 Juvenile Contacts

7,363 Parental Contacts

18 Firearms Recovered

17 Edged Weapons Recovered

181 Grams of Cocaine Confiscated

750 Grams of Cannabis Confiscated

\$254,764 Stolen Property Recovered

Those statistics for any one Unit are impressive, however I would like to draw your attention to the number of "Juvenile Contacts" and "Parental Contacts". This Unit has made nearly 10,000 face to face contacts with these hard-core juveniles. These individuals normally would have had no contact with law enforcement unless they were being arrested again. These contacts have benefited participants by allowing the deputies to act as "mentors " for these high-risk juveniles. We have also made over 7,000 parental contacts and assisted them in a support system status. These partnerships have bolstered the character of numerous juveniles. They have refocused their attention and are becoming productive citizens of Orange County.

The Juvenile Arrest and Monitor Unit also is in the process of undergoing an "Impact Evaluation" by Read Hayes PH.D., Research Association/ APG University of Leicester. Dr. Hayes indicated that the " Juvenile Arrest and Monitor Unit makes a significant contribution to the public safety mission of the Orange County Sheriff's Office. The offending level of several hundred high-impact juvenile offenders is lowered due to their intensive surveillance". Dr. Hayes added, "The Juvenile Arrest and Monitor Unit program is well designed, and follows the rationale and techniques recommended in the U.S. Office of Juvenile Justice and Delinquency Prevention's *Juvenile Intensive Supervision: Planning Guide*. J.A.M. techniques reduce offending by simultaneously increasing the probability of detection and arrest for criminal acts, reducing participants' exposure to risk factors such as negative peers, increasing their exposure to protective factors such as responsible adults and life skill development by maintaining court-ordered stipulation compliance".

During the first 18 months of operation, the J.A.M. Unit has developed an outstanding working relationship with the community. The unwavering support of parents has contributed to the success of this project. The Unit has monitored a total of 173 juveniles and less than 30 of these have been arrested for "new" criminal offenses. This indicates an **83% success rate** with the juveniles who would have continued their destructive path of violence.

Sheriff Kevin Beary stated, " The J.A.M. Unit started as a pilot program in the Pine Hills area of Orange County. Since the inception of the Unit in June of 1998, crime has decreased 20% in that area". This statistic supports the original belief that if you monitor your known criminals you **can** have a safer community. The fact that these juveniles know the rules and realize they will be held accountable has made a tremendous impact in Orange County.

One example of how the J.A.M. Unit has been utilized is as follows: The J.A.M. Unit responded to a neighborhood that experienced 18 daytime residential burglaries in a one-week period. One of the victims returned home and found four juveniles armed with shotguns inside her residence. She was able to escape without injury. The following day the J.A.M. Unit began a special detail in that neighborhood. In a one-week period the J.A.M. Unit made 39 physical arrests and detained 68 truants. The burglaries stopped in that neighborhood. They decreased from 18 burglaries in one week to zero in the weeks following the Unit's intervention.

Lawson Lamar, State Attorney for the Ninth Judicial Circuit, stated, "The supervision of these children has reduced the number of repeat offenders. I continue to offer my support and highly recommend the continuation of the Juvenile Arrest and Monitor Unit. It is a program that is making tremendous impact in Orange County."

The State of Florida spends \$115.00 per day to incarcerate one juvenile in a secured facility. The expense forces the system to release juveniles early and place them back into the overloaded Juvenile Justice System and on the streets of Orange County. Prior to the J.A.M. Unit, these juveniles were left unsupervised and able to continue their criminal behavior without

facing consequences. Judge Donald E. Grincewicz, Ninth Judicial Circuit of Florida, stated, "On a daily basis we are constantly being asked to do more with less. The J.A.M. Unit is the most economic use of government resources I have seen in a long time. What a bargain!"

Orange County has initiated and implemented a unique program that is reducing juvenile crime and helping today's youthful offenders become productive citizens. The Orange County Sheriff's Office and the Department of Juvenile Justice have conveyed a highly visible and no-nonsense stance against juvenile criminality, by providing swift, severe and certain consequences for violent behavior. The overwhelming success of this program should serve as an encouragement for other agencies to implement similar programs.

We are morally bound to work together to reduce the cycle of violence perpetrated by juveniles. Safer communities should be the goal of each legislator, members of the Department of Juvenile Justice and law enforcement officers. This program has provided an innovative, constructive and cost efficient approach to achieving such an endeavor. The phenomenal success of the Juvenile Arrest and Monitor Unit is in direct correlation to the unwavering support of dedicated individuals and its zero tolerance approach to juvenile crime in Orange County. Continued support of this worthwhile project can only strengthen the resolve of law enforcement, judges, probation officers and the citizens of Orange County that violent juvenile offenders will not be tolerated. The vision of this administration to implement such an innovative program has put forth a strong message to these habitual juvenile offenders that non-compliance is not an option.

PROJECT IMPACT

JUVENILE ARREST & MONITOR UNIT

AGENCY & OFFICER INFORMATION

The Juvenile Arrest and Monitor Unit began on June 26, 1998. Sheriff Kevin Beary hand selected five (5) deputies and (1) sergeant for the Unit. In the beginning, the training for this position was limited to those members, however currently we are in the process of training all sworn personnel within the Orange County Sheriff's Office regarding the procedures and responsibilities of the Unit. This will enhance the effectiveness of the Unit by encouraging all members to enforce probation standards on known criminals.

The Orange County Sheriff's Office has developed a policy that details the responsibilities of the deputies assigned to this Unit. Each deputy receives a copy of this policy when they are either assigned to our Unit or have received the agencies mandatory training.

The Department of Juvenile Justice funded the initial cost of the Unit. This allowed the Orange County Sheriff's Office to participate in the pilot program. The initial funding covered the five (5) deputies and (1) sergeant. The State of Florida has continued to supply funding for the (5) deputies and one (1) sergeant, however Sheriff Kevin Beary has contributed from the Orange County Sheriff's Office General Fund which allowed the Unit to expand its' personnel. Currently the Unit consists of two (2) sergeants, two (2) corporals, ten (10) deputies, six (6) probation officers and two (2) crime analysts.

Thank you, in advance, for considering this worthwhile project for your prestigious award. Innovative law enforcement techniques should be encouraged throughout the United States and it has been my privilege to introduce your panel to such an endeavor. Personal gratification and public recognition has already been realized through the numerous lives that have been forever changed by this creative policing approach. If I can answer any questions or be of further assistance, please contact:

Sergeant Michael Fewless
Juvenile Arrest and Monitor Unit
Orange County Sheriff's Office
2400-33rd Street
Orlando, Florida 32839
Office: (407)521-2400 X269
Fax: (407)521-2419