Palm Beach County
Board of County Commissioners

Criminal Justice Commission

1998 Annual Report
Executive Summary
This Annual Report was written, edited, and designed by Criminal Justice Commission staff.

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Palm Beach County
Criminal Justice Commission
1998 Annual Report

Palm Beach County
Board of County Commissioners
Criminal Justice Commission
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December 14, 1998

The Honorable Maude Ford Lee, Chairman, and Members
Palm Beach County Board of County Commissioners

On behalf of the Criminal Justice Commission, I am proud to present the Executive Summary of our 1998 Annual Report.

This year marked the CJC's tenth anniversary, an accomplishment made possible by the support of you, and the many other entities that we work with. The Board can be proud that Palm Beach County's Criminal Justice Commission is the statewide model. It brings together regularly the key individuals in the local criminal justice system to address local, state, and national issues facing the criminal justice system. The CJC is recognized throughout the state as the model entity of its kind.

This year exemplified the CJC's ability to create partnerships that further the improvement of the criminal justice system locally. The CJC supports the national movement to address crime from the perspective of the community. To that end, the CJC began the initiation of a pilot Community Court project that will establish a branch Court in a community in West Palm Beach to address misdemeanor quality of life crimes that degrade our communities. The CJC chose the West Palm Beach Weed and Seed site as the target for this project. We have received grant funds from the federal government as well as, technical assistance. This project has brought together the County, the City of West Palm Beach, the Judiciary, the offices of the Sheriff, the State Attorney, the Public Defender, the Clerk of the Court, local private sector business leaders, the criminal defense bar, and the community.

Other CJC projects and accomplishments for 1998 are detailed throughout this report. I hope you have the opportunity to read about the interesting issues and projects the CJC addressed this year. I am proud and honored to have served as Chairman during this special anniversary year.

Sincerely,

Randy K. Johnson, Sr.
Chairman
The Board of County Commissioners of Palm Beach County created the Criminal Justice Commission in 1988 as an innovative process for coordinating criminal justice issues. In Florida, county government is responsible for a large proportion of criminal justice costs but has little authority in determining these costs. The most effective way to control costs is through a more collaborative criminal justice system. Since its inception, the Board of County Commissioners has been supportive of the CJC, with a Commissioner being an active member of the CJC. Commissioner Warren Newell is currently the Board’s representative on the Criminal Justice Commission and has served as such since December 1994.

Burt Aaronson
District #5
Chairman 11/96 - 11/98

Maude Ford Lee
District #7
Vice Chair 11/96 - 11/98
Chair 11/98

Warren H. Newell
District #3
Vice Chairman 11/98

Karen T. Marcus
District #1
11/84 -

Carol A. Roberts
District #2
11/86 -

Mary McCarty
District #4
11/90 -

Ken L. Foster
District #6
11/90 - 11/98

Tony Masiotti
District #6
11-17 -
1998
Criminal Justice Commission Officers

RANDY K. JOHNSON, SR., CHAIRMAN
Randy Johnson and his wife, Barbara, have three (3) children. He is a native of Washington, D.C. and has lived in the West Palm Beach area for 20 years. Mr. Johnson has over 30 years in the telecommunication field, having served in the United States Air Force, the NASA Space Program, and private industry. He attended the University of South Alabama and is a graduate of Palm Beach Community College with an Associate Degree in Business Administration. He is the past Lt. Governor of the Kiwanis Club, Division 20, and is currently the Governor Elect for the Kiwanis International Florida District. He is the CEO and founder of Communications by Johnson, Inc., which he started in 1982. He has been a CJC member since January 1995.

ROY H. DAVIDSON, VICE CHAIRMAN
Roy Davidson was raised in Winter Park, Florida and moved to West Palm Beach in 1977. He and his wife, Alyson, have three children. He currently serves as President of the Ballensties Development Company. Mr. Davidson previously served as the Vice President and Controller of Cox Newspapers based in Atlanta, Georgia, as the Executive Vice President of The Palm Beach Post and as a CPA with the firm of Deloitte and Touche. His community activities include serving on the boards of the Economic Council of Palm Beach County, the Gulf Stream Council of the Boy Scouts of America, the Magnet Business Advisory Board for Palm Beach Gardens Community High School, and the Northern Palm Beaches Chamber of Commerce. He graduated from the University of Central Florida in Orlando and is a Vietnam veteran having served with the United States Army Security Agency. He has been a CJC member since January 1997.

RICHARD G. LUBIN, TREASURER
Richard Lubin was born in New York City and moved to Palm Beach County in 1974. Originally an attorney with the Public Defender’s Office, he is currently the principal in the law firm of Lubin and Gano, P.A., specializing in state and federal criminal defense litigation. He attended Boston University and received his law degree from Georgetown University. Mr. Lubin served for thirteen years as President of the Palm Beach County Legal Aid Society. He has also served as Chairman of the Palm Beach County Judicial Nomination Commission and on numerous other bar committees, including The Florida Bar Grievance Committee, the Board of Directors of the Florida Association of Criminal Defense Lawyers, and the Supreme Court Committee on Professionalism. Currently, Mr. Lubin is President of the American Board of Criminal Lawyers. He has been a CJC member since January 1996.

PRISCILLA TAYLOR, SECRETARY
Priscilla Taylor is a native Floridian, born in Fort Pierce. She has been a resident of Palm Beach County since 1974. Ms. Taylor has over 22 years experience in the insurance industry. She is a graduate of Barry University and is projected to complete her MBA Degree from Palm Beach Atlantic College in December of 1998. Ms. Taylor was recently elected Commissioner for the Port of Palm Beach, Group 5. She serves on many boards, including Leadership Palm Beach County, Leadership America, Epilepsy Foundation, YWCA, North Palm Beach Chamber of Commerce, Executive Women, Greater Palm Beaches Business and Professional Women, and Minority Women Business Enterprise. She was also elected Governor of the Southeast District of the National Association of Negro Business and Professional Women’s clubs, Inc. She has been a CJC member since October, 1994.
December 14, 1998

Mr. Randy K. Johnson, Sr., Chairman, and CJC Members:

It is with great pleasure that I, on behalf of staff, present you with the Executive Summary of the Criminal Justice Commission's 1998 Annual Report.

We celebrated a milestone event in the history of the CJC this year, its tenth anniversary. The CJC's ten years of success show the outstanding level of commitment to public service from across all sectors in Palm Beach County. I have been with the CJC for the last eight years and it has been a gratifying and challenging experience. The CJC has made the unique a norm in Palm Beach County through its accomplishments in partnership building. It brings together the leaders in criminal justice, the private sector, government, and the community. The success of the CJC has come, not from one of these entities, but from them all. The CJC exemplifies the best of Palm Beach County and I am proud, as I know you are, to be a part of it.

There is still a great deal of work ahead of us. The past shows that we have the ability and desire in this County to address problems and issues as shared concerns. This year we embarked on a new adventure in the field of criminal justice called community justice. This concept brings justice to the local level by treating a community as the victim of crime. Quality of life crimes, such as prostitution, street-level drug dealing, disorderly conduct, and trespassing degrade our communities by lowering their standard of living and crushing their identity. Community justice strives to focus our resources on the community where people live, crimes takes place, and offenders return. The CJC's first experiment with this national movement toward a new structure of justice, is the Community Court project. This project is in the implementation stage and should come to fruition in 1999.

I look forward to another challenging year in 1999 and to working with each of you and our new partners yet to come.

Sincerely,

L. Diana Cunningham,
Executive Director
History And Mission

The Palm Beach County Criminal Justice Commission (CJC) was established by County Ordinance 88-16 in August 1988. It is composed of 21 representatives of the public sector and 12 representatives from the private sector.

The role of the CJC is to study all aspects of the criminal justice and crime prevention systems throughout the federal, state, county, municipal, and private agencies within Palm Beach County (County) and to make recommendations to the Board of County Commissioners (BCC) on policies and programs. It is designed to accomplish an overall coordination of law enforcement and crime prevention efforts; to develop an efficient, cost effective and timely criminal justice system; and to assist in affecting the reduction of crime on a permanent basis.

The CJC was established after County officials and business leaders became concerned about rising crime and the rising costs to the County of crime and the criminal justice system.

The County and the State share the costs of the system. The County has extensive responsibilities for expenses, but virtually no authority to determine acceptable expenses. The State pays the salaries of the state attorney and public defender offices, the judges and their clerical positions.

The County pays for the buildings to house all of the court personnel, the jails to house pretrial detainees and offenders sentenced to less than one year, corrections staff for the jails, the County Sheriff’s Office, and the Office of the Clerk of the Court that maintains all of the judicial records and processes cases.

County officials and business leaders built a unique partnership when they created the CJC. The notion of government and business working as a team to solve the problems of a community was unique. The CJC remains the statewide model for Florida. There are other similar entities, but they differ from the CJC in the inclusion of business leaders and process.

Initially, the CJC obtained a comprehensive study of the entire criminal justice system in Palm Beach County. This 1990 study resulted in almost 100 recommendations for improving the cost effectiveness and efficiency of the system. The CJC then
created eight (8) task forces, including the Criminal Justice Information System, Corrections, Drug/Alcohol Abuse Prevention, Crime Prevention, Court System, Human Services, Juvenile Justice/Education, and Law Enforcement to assess the recommendations and develop implementation plans. Over the years this committee structure has evolved into its present form. The CJC is now respected as the forum for review of any policy, procedure, program, grant, or issue that may positively or negatively impact the criminal justice system. The CJC operates through a committee process, inviting professionals from a range of disciplines to participate. Over 200 people volunteer their time and talents each year. The 1998 organizational chart of the CJC shows all of the committees and its overall structure within County government.

1998 Membership

The membership of the CJC is determined by county ordinance. The 33 members meet the fourth Monday of each month to discuss current projects of the CJC, hear presentations on new ventures, address issues of concern to members, and conduct the business of the CJC.

Public Sector Members

Chief, West Palm Beach Police Department
Ric Bradshaw

Chief Judge, Fifteenth Judicial Circuit
Walter N. Colbath, Jr.

Member, Palm Beach County School Board
Jody Gleason

Member, Criminal Defense Lawyers Association
Jack A. Goldberger

Public Defender, Fifteenth Judicial Circuit
Richard Jorandby

Resident Agent in Charge, Bureau of Alcohol, Tobacco & Firearms
Bill Jurison (Jan.-June)
Dale Armstrong (July-Dec.)

State Attorney, Fifteenth Judicial Circuit
Barry Krischer

Administrative Judge, Juvenile Division
Hubert Lindsey

Senior Agent, Drug Enforcement Administration
Robert Mangiamele

Member, Municipal League of Palm Beach County
Earl Moore

Sheriff, Palm Beach County
Robert Neumann

Member, PBC Board of County Commissioners
Warren H. Newell

District IX, Juvenile Justice Manager
Florida Department of Juvenile Justice
Darryl Olson (Jan.-July)
Perry Anderson (Aug.-Dec.)

President, Crime Prevention Officers’ Association
Charles Orlando

Circuit Administrator, Florida Department of Corrections
Valerie Rolle

Member, Palm Beach County Legislative Delegation
Tom Rossin
The CJC has a 13 member Executive Committee with six private sector and six public sector members. The Superintendent of the Palm Beach County School District, Dr. Joan Kowal serves as an Ex-Officio Member as well.

The CJC Executive Committee meeting of March 9, 1998.

1998 CJC Activities

The CJC began 1998 with the traditional "Annual Advance" (planning workshop) in January. Every year the CJC meets to determine its workplan for the next year. The focus of this year's Advance was the CJC evaluation.

In 1997, the CJC created a Forecast and Evaluation Task Force to review the CJC's decision-making process for prioritizing projects. The Task Force recommended that the CJC, now in its tenth year, contract with a vendor to perform a three phase evaluation of the CJC. These three phases include business operations, impact of CJC actions, and a
demographic study of the County to determine future focus needs. CJC members agreed, and a Request For Information was issued in November to gain input from vendors on how the evaluation could be performed. Four responses were received. These responses were the subject of the Advance's Roundtables.

Members were divided into three Roundtables to determine specifics for each of the three phases of the evaluation. The purpose of these Roundtables was to assess each of the four proposals on the three phases of the evaluation. Members took the points from the proposals they liked, and created a scope of work for a Request For Proposal. This RFP was issued in May 1998 to those four that submitted responses to the previous RFI. Two vendors responded to the RFP and after a Selection Committee met to review these two proposals, Analytica, Inc., whose principal is Dr. Herbert Marlowe, was chosen. Dr. Marlowe entered into a contract on September 16, 1998 to perform Phase I of the evaluation. A final report from Dr. Marlowe is expected by April 1999.

At the Advance, members also heard status reports on each of the CJC's projects and issues of 1997. Because there were many outstanding issues to deal with from 1997, the CJC chose to limit new projects for 1998. The CJC's primary new focus in 1998 was exploring the concept of community justice, a national movement to restructure the criminal justice system.

Community Justice places emphasis on the victim, whereas the current criminal justice system places emphasis on the offender. The majority of the current system's resources are expended dealing with the offender, whether it be through arrest, treatment, or incarceration. Community justice strives to refocus system resources on the communities that are deteriorated by low level quality of life crimes. It concentrates system resources on crimes such as prostitution, street-level drug dealing, disorderly conduct, vandalism, trespassing, and loitering. These quality of life crimes destroy a community's unity and lower the standard of living for its residents.

One component of community justice is the creation of a community court. The CJC began researching the potential benefits of a community court before moving into the community justice concept. The notion of a court, located within the community, that addresses these quality of life crimes, appealed to CJC members. One of the most appealing aspects of the court is that it emphasizes community service sanctions, rather than fines or incarceration. The goal is to put those
who destroy the community, back into it to rebuild it. This is done through projects such as cleaning-up streets and parks, restoring decrepit buildings, planting community gardens, painting lampposts, buildings, and homes of indigent residents. The offenders are required to wear vests that easily identify them as clients of the community court, thereby providing encouragement of retribution to residents who see them.

The community plays a major role at the court through participation on a Community Advisory Board. Community leaders and residents serve on this Board which provides input to the court on sanctions, community problems, and needed services.

A major aspect of the court is the provision of social services to community residents. Residents who are offenders, victims, or neither can access the services provided at the court on a walk-in basis. These services include substance abuse treatment, job counseling and referrals, mental /medical health assistance, G.E.D. and other education classes, landlord-tenant counseling, mediation services, etc.

The CJC's Court System Task Force, under the leadership of Richard Lubin, recommended that the CJC initiate a pilot community court in the West Palm Beach Weed and Seed site. The CJC agreed and planning efforts began. Grant funds have been allocated to the court and Mr. Tom Becht was hired in October as the Community Court Coordinator. Mr. Becht will be in charge of initiating the court's services through consultation with CJC members and community residents. One of his first challenges is to recruit the community advisory board. The court will hopefully begin operations in the summer of 1999.

Community justice in its entirety has been embraced by the CJC. In August, the CJC approved a Community Justice Task Force being developed to review the concepts and principles of community justice. Members believe that this concept has great potential and benefit for the County and will be supported by the community.

The CJC was approached by Dr. Todd Clear of Florida State University, School of Criminology and Criminal Justice, who is a national expert in community justice to consider acting as a pilot project site. Dr. Clear works closely with the Center for Alternative Sentencing and Employment Services (CASES) in New York. Dr. Clear and Mr. Joel Copperman of CASES made a special presentation to the CJC at its November 23rd full meeting on community justice. This was meant to introduce all CJC members to the concept and provide them the opportunity to ask questions.

In 1999 the CJC expects to begin the work of the Community Justice Task Force. It will review its potential impact to the County and determine if a greater community justice effort should be initiated.
Along with community justice, the CJC made progress in a number of other areas in 1998. A synopsis of each is provided below.

- The CJC celebrated its Tenth Year Anniversary with a celebration hosted by Ballenisles Country Club. Over 100 individuals attended this celebration that honored the CJC's eight chairmen and the hundreds of individuals that gave their time and talents over the years. The event proved the effectiveness of the CJC in creating partnerships among a wide variety of agencies in the County;

- The Countywide Public Safety Radio Communications Committee completed significant work to the Central Hub "backbone" in the City of West Palm Beach, Palm Beach Gardens, Riviera Beach and the Town of Palm Beach joined the system. The South County Consortium composed of Boca Raton, Delray Beach, and Boynton Beach have signed an agreement to purchase a backbone system. The Committee created the Dispatch Training, Hiring, and Retention Subcommittee to review possible actions that can be taken by the municipalities and the County to meet training needs and standards. It is hoped that the addition of the new Intergovernmental Criminal Justice Communications Manager will be able to monopolize on the extraordinary cooperation existing between the municipalities and the County on the development and implementation of an interoperable system;

- The Crime Prevention Through Education Partnerships Task Force developed proposals for law enforcement educational standards primarily focusing on reaching a standard education requirement for law enforcement officers. The proposals included two years of college and a hiring preference for graduates of the County's local criminal justice high school magnets. These proposals were adopted by the CJC, the Law Enforcement Planning Council, and the Chiefs of Police Association;

- The Corrections Task Force/Public Safety Coordinating Council brought to the forefront of conversation the County's rising jail population. In order to inform key actors of the situation, members hosted a workshop for the CJC. Members also obtained $40,000 in grant funds for the Sheriff's Office to purchase an additional 40 electronic monitoring units for non-violent offenders to be released pending case disposition; held a workshop for all judges to review the procedures and practices at First Appearance Hearings; reviewed possibilities for relocating inmates with mental health needs to more appropriate facilities; recommended that the Sheriff's

CJC Chairmen and Executive Director at the Tenth Anniversary Celebration. From left are Max Davis, Al Coogler, Randy Johnson, Sr., Diana Cunningham, Jon Moyle, Ted Moffet, and F. Malcolm Cunningham, Jr.
Office placed an ATM machine in the booking area for inmates to access bail funds quickly; and worked to streamline paperwork to ensure that those sentenced to state prison are transferred promptly; recommended that Pride forward unclaimed restitution to the Crimes Compensation Trust Fund in Tallahassee and that the quarterly financial data be forwarded by CJC to the County's Office of Financial Management and Budget. In December 1997 an annual case file audit was conducted on all three Pride offices by CJC staff. A random sampling of 5,867 closed files were measured for timeliness, accuracy, and quality of service provided. This resulted in seven modifications to the contract scope of work. As a result of these two evaluations of Pride, PAB recommended the CJC and the BCC not issue a Request For Proposal for county probation services and award Pride the contract for another year. The CJC and the BCC agreed; A Pawnshop Workgroup developed five legislative recommendations which will be addressed by the state legislature in the 1999 session, to improve the system and make easier the recovery of stolen property; The Public Relations Task Force created a CJC Speakers Bureau to educate County citizens about the CJC, its projects, and the local criminal justice system;

<table>
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<th>Facility</th>
<th># of Available Beds</th>
<th>Average Daily Population for Jan. to Oct.</th>
<th>% of Available Beds Occupied</th>
<th>Design Capacity Of Facility</th>
<th>% of Design Capacity Occupied</th>
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<td>Main Detention Center</td>
<td>1,526</td>
<td>1,494</td>
<td>97.90%</td>
<td>1,910</td>
<td>78.22%</td>
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<td>Stockade Detention Center</td>
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<td>967</td>
<td>97.41%</td>
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<tr>
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<tr>
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<td>2,619</td>
<td>2,545</td>
<td>97.17%</td>
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</tr>
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Conducted the first Citizens Criminal Justice Academy in cooperation with Palm Beach Community College. This course teaches citizens about the local criminal justice system and is taught by local system practitioners. It included tours of the County Courthouse, the County Jail, the Juvenile Detention Center, the County Sheriff’s Headquarters and Dispatch Office, and the HomeSafe Facility. The CJC hopes to schedule two courses a year and vary the topics, tours, and speakers; committed within a one-mile radius of the targeted schools. As a result of the CJC’s efforts to identify and secure a funding source, the Program has expanded Countywide. The LEPC advised the CJC on various legislative issues such as changes to the pawnshop laws and increasing the number of jury districts;

CJC members prioritized six legislative proposals and presented them to the Palm Beach County Legislative Delegation on a wide range of issues from pawnshops to juvenile traffic offenders;

Continued efforts to implement the Probationers’ Educational Growth Program (PEG). In this, its first year of operation in the County, the Program hired Bridget Durham as the local PEG Coordinator; created an Advisory Board to lend assistance and direction to the Program; began accepting PEG students on March 4th and attained an enrollment of 58 students in the Program as of September; completed and delivered to the Florida Department of Education a Volunteer Training Manual; submitted a $25,000 proposal to the Community Foundation of Martin and Palm Beach Counties to hire a Volunteer Coordinator to implement the Volunteer Training Manual; and held a “Student Panel” Forum on Tuesday, November 10th at the central campus of Palm Beach Community College to promote and encourage support for the PEG program; and

One of the Law Enforcement Planning Council’s (LEPC) most noteworthy accomplishments was the signing and implementation of the Mutual Aid Agreement, which now includes all municipalities in the County. The agreement empowers a municipal law enforcement officer, who witnesses a violent crime in progress, to exercise authority as if the officer was in his/her own jurisdiction. The LEPC also prioritized the need to expand the Truancy Interdiction Program Countywide. A study showed a steady decline in daytime burglaries

The graduating class of the first Citizens Criminal Justice Academy.
Hired a Development Director for the Friends of Palm Beach County Weed and Seed, Inc. “Friends” is a private not-for-profit created by the CJC in 1996 to raise awareness about the Program and funds to sustain it and expand it Countywide. The CJC is overseeing the operation of Friends until it is ready to function independently. The CJC is extremely fortunate to have hired Ms. Pat Gregory who has an extensive background in the County and a noted reputation.

The CJC is pleased with the progress made in 1998 and is extremely excited about the prospects for 1999. The new community justice initiative is a wide-ranging project that has the potential of changing the way the criminal justice system operates. One aspect of this initiative will be realized in 1999. That is the opening of the Community Court in the West Palm Beach Weed and Seed site.

Other projects for 1999 include the completion in April of the first phase of an evaluation of the CJC. This is the first evaluation performed of the CJC. Recommendations are expected to improve the CJC’s ability to address local concerns and issues.

The addition in December of a full-time staff person to oversee the development and implementation of a countywide public safety radio communications system for the municipalities will greatly impact this project. Getting the numerous public safety agencies together to plan one interoperable system and to prioritize funding will be challenging.

Another major challenge facing the CJC in 1999 is the development of recommendations to alleviate the crowding in the County’s jail facilities. Since May of this year, the number of inmates at the Main Detention Center has been greater than the number of available beds. The Corrections Task Force/Public Safety Coordinating Council has worked diligently on a variety of remedies, but more must be done.

The CJC will continue to administer the County’s allocation of Local Law Enforcement Block Grant funds and the Edward Byrne Memorial Formula Grant program. It will also monitor the County’s contract with Pride Integrated Services, Inc. for county court probation services and determine whether or not a new request for proposal should be issued.

The CJC is poised to take advantage of the partnerships it has established over the past ten years to address local criminal justice system issues and concerns that impact the citizens of Palm Beach County. CJC members take their role seriously and dedicate much of their own time and effort toward making the system more effective. Crime is down nationally and in Palm Beach County because of the extraordinary efforts of local leaders in both the criminal justice and private sector business environments. Residents of Palm Beach County can be proud that their local officials come together on a regular basis to make the system of justice better for every individual in the County.
Palm Beach County
Board of County Commissioners

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