

Sanctions Issues

The task force defined the term sanction as “*the community response to a youth’s action at the point law enforcement becomes involved . . .*” The strategy’s concept of graduated sanctions for Jacksonville is based on the need to reduce juvenile crime and increase public safety. Sanctions are a necessary and important component of such an effort.

What makes the work of this task force unique from other studies and reports is the integration of the five priority risk factors in Jacksonville into a targeted plan for responding to youth who violate the law. Jacksonville, as well as the entire state of Florida, did not begin this process from ground zero. Florida’s current juvenile justice system is a product of comprehensive studies and resulting legislative changes. Jacksonville has been innovative in addressing juvenile crime, as reflected by the existing array of sanctions. The objectives of the task force have been to improve, enhance, and suggest modifications of existing sanctions based on community needs.

In order to provide a basis for the task force’s work, data were collected and inventories of sanctions and structured decision-making instruments were made. More than 50 sanctions, residential and nonresidential, exist in our community. Structured decision-making instruments have already been developed by the state and utilized for some time in Jacksonville. These are identified in the sections which follow. In accomplishing its work, the task force supplemented the data and inventories with information from presentations by local judges, boys and girls from the Jacksonville Marine Institute, and girls from the PACE program. Juvenile Justice staff also addressed the group concerning gender-specific needs for females. In order to maintain continuity and avoid duplication of prior work, more than 15 pre-existing studies and reports were reviewed along with current research. In addition, the task force was informed by a survey taken of some of the juveniles serving time in the jail and a state-wide survey of state attorneys concerning procedures for filing delinquency petitions.

While the task force did its work, the inventory of sanctions compiled from January to October 1997 was ever-changing. Some programs disappeared and new efforts appeared.

Pervasive throughout this study has been a sense that too often children who break the law receive a “slap on the hand.” The core principles of a model graduated sanctions system “combines treatment and rehabilitation with reasonable, fair, humane and appropriate sanctions.” A comprehensive system would include (a) immediate sanctions within the community for first-time, non-violent offenders; (b) intermediate sanctions within the community for more serious offenders; and (c) secure programs for the most violent offenders. Sanctions must have clear and identifiable consequences adequate to protect the public.

The first task of the sanctions team was to divide into three subcommittees to accomplish its work. The data collection, structured decision-making, and programs subcommittees included members from all local key decision-making agencies in the juvenile justice system: police, prosecutors, judges and

Juvenile Justice. This broad composition was especially important because of the consolidated Jacksonville city government and the joint use of facilities by both state and local agencies in responding to juvenile crime.

Data Collection Subcommittee

The Data Collection Subcommittee decided early in the process that no single source of data or information would draw an accurate picture of juvenile delinquency in Jacksonville. Further, as the three subcommittees worked, close coordination and sharing of information engendered mutual support and minimum duplication of effort. This helped build consensus for the final report.

Comprehensive Strategy Sanctions Team Research Methodology

Data Collection Subcommittee	<ul style="list-style-type: none"> - Secured data from multiple sources <ul style="list-style-type: none"> • Office of Sheriff • Dept. of Juvenile Justice • State Attorney • Clerk of Court - Analyzed trends over two and five years
Structured Decision-Making Subcommittee	<ul style="list-style-type: none"> - Identified eleven decision points - Focused on key decision points: <ul style="list-style-type: none"> • Priority: aftercare and custody • Critical: petitions and dispositions
Sanctions Inventory Subcommittee	<ul style="list-style-type: none"> - Inventoried Sanctions at three levels <ul style="list-style-type: none"> • Immediate • Intermediate • Secure

Figure 5

The committee gathered information from multiple sources to determine the flow rate and risk level of children as they entered the juvenile justice system. This reflects the impact delinquents have on the juvenile justice system.

The values reported in Figure 6 (on the following page) are the numbers of incidences and not the number of individuals for which any event may have occurred. Single vs. multiple arrests will be addressed later in the report. The arrest number of 8,920 is from the Clerk of the Court and was selected as a representative of the multiple agencies that arrest juveniles in Duval County.

The Department of Juvenile Justice (DJJ) recorded an intake of 9,967 at the assessment center, which encompass the 8,920 brought to the assessment center for alleged criminal offenses, as well as children referred as runaways, as truants, and for ungovernable behaviors or mental health and addiction problems.

Juvenile Cases in the Juvenile Justice System by Department, 1996

DEPARTMENT	ACTION	INCIDENTS
Department of Juvenile Justice Assessment Center	System Intake	9,967
Clerk of the Court	Arrests	8,920
State Attorney	Petitions	3,418
Courts	Dispositions	3,945
Department of Juvenile Justice	Custody	2,058
Criminal Justice System	Adult Sanctions (juvenile jail program)	85

Figure 6

The rate at which children entered the system in 1996 resulted in significant detention overcrowding (155) and a waiting list (172) for programs that were not available, or were full. The detention issue is significant when one considers that capacity was 113 and increased to 138 in December of 1996, with the 155 number as the average population during the year. The high population count at one point was 262, constituting an emergency situation for children and staff.

One of the perplexing issues the Data Collections Subcommittee faced was the seeming contradiction in crime reporting: law enforcement officials were reporting significant reductions in crime, while other agencies were indicating that record numbers of children were entering the juvenile justice system.

It was decided after looking at 20, 15, 10, five, and two years of trend data, that five and two years of information would be the most accurate and relevant for planning and reporting on current conditions and policy. Each of the participating agencies would provide data for the period 1991-1996 for the purpose of plotting increases and decreases, or significant shifts and patterns. It should also be noted that each participating agency collects, reports, and classifies information based on its own organizational and statutory requirements.

Law enforcement agencies report to the state of Florida, and in turn to the FBI's Uniform Crime Reporting (UCR) system. A clear trend is established by data collected from these multiple sources. The data is divided into Part I Index Crime (property crime and violent crime) and Part II Index Crime (including arson, kidnapping, simple assault, narcotics, weapons, and other).

Because Part I crime is a reflection of the most serious crime in a city/county, it is correctly reported as a reduction in serious crime. This is not a reduction in total crime. Part II crime, or less serious incidences, make up the balance of crime that juveniles are arrested for. Part II arrests increased significantly (42 percent) in the five year period between 1991 and 1996.

There were three Part II offense categories that, by volume, could account for the large increase: simple assault (+58.5 percent), narcotics (+51.7 percent), and other offenses (+24.9 percent). Other offenses collectively accounted for 896 arrests between 1995 - 1996. In a five year trend analysis, the category “other offense” rose 62 percent by volume, making up 73 percent of all arrests for Part II crimes.

The subcommittee speculated that the large increase of School Resource Officers (SRO) and Community Oriented Police Officers (COPS), in and around schools and the community, contributed significantly to the rise in juvenile arrests for misdemeanor crimes.

The State Attorney’s Office (SAO) played a major role in data collection and policy analysis. The workload activity of the SAO is expressed as “open files” and is divided into two categories of offenses: misdemeanor crimes and felony crimes. When plotted, the SAO data mirrors the Clerk of the Court’s data. This provided a high degree of confidence in the accuracy and, when matched with Juvenile Justice case management information, a tremendous tool for analysis in multiple categories of age, race, sex, offense level, and disposition.

Figure 7 illustrates that the SAO’s open files increased only 7.7 percent, or 607, in the five-year analysis of juvenile arrests. The number of open SAO files includes walk-in complaints, arrest warrants, and search warrants. One juvenile case may generate multiple files, and each open file does not necessarily lead to a case in court. However, when viewed in the last two years, the files rose 24 percent, or 643 cases, ending in 1996. What is more important, misdemeanor charges rose 33.3 percent and felony charges rose 8.4 percent, reflecting a three-year change in the downward movement in the seriousness level.

Analysis of Juvenile Files Opened by the State Attorney’s Office

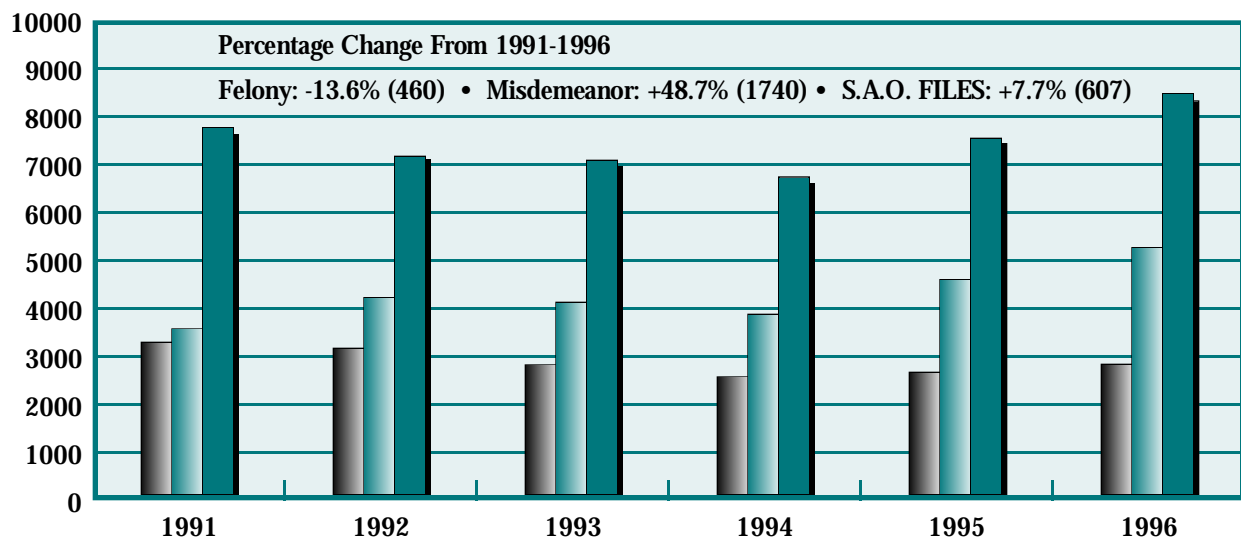


Figure 7

The Data Collection Subcommittee felt that arrest patterns on age, sex, and race would provide insight on enforcement practices and arrest trends. This would also assist the sanctions team in reviewing gaps in services and over- or under-utilization in current programs. Data from the SAO was plotted to show the relationship between the rate males and females have been entering the system. DJJ cases reflected a 14.7 percent by volume increase in the number of individuals entering the intake function.

When identified by gender over a five year period, the intake of males by the Department of Juvenile Justice increased 10.3 percent by volume (W.M.+195,-B.M.+154) while females rose 26.5 percent by volume (W.F.+256,-B.F.+112). The surprise was not just the increase in females, but the 46 percent increase in white females, which by volume (256) exceeded all other categories. The SAO data was even more revealing in terms of the open files or multiple incidences by gender. Figure 8 illustrates the increased involvement as a percentage of the total incidents being managed by the SAO. The overwhelming cause for the increase in juvenile offenders is at the misdemeanor level and not in the violent felony categories.

Analysis of Opened Juvenile Case Files

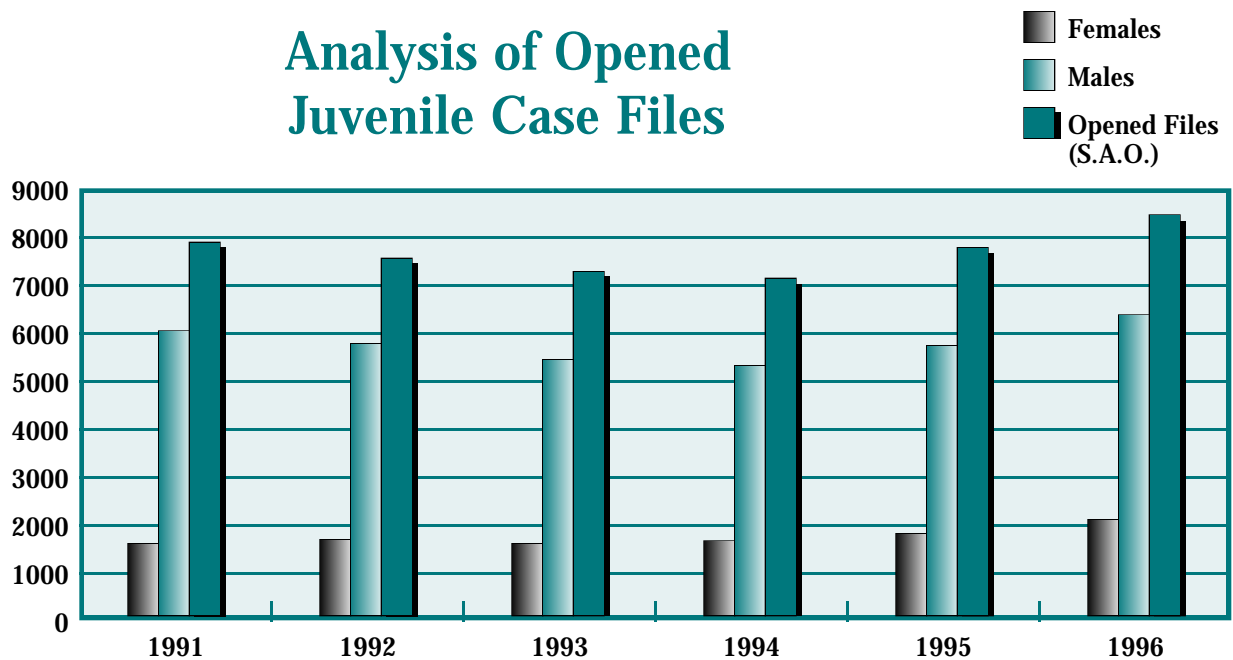


Figure 8

In 1991-92, males represented 80 percent of SAO open files while females made up the balance of 20 percent in the juvenile offender base. By the close of 1996, the ratio shifted to 75 percent males and 25 percent females.

Five years of data on day of the week arrest patterns provided by the Jacksonville Sheriff's Office consistently showed Sunday as the day of the week with the lowest number of juvenile arrests, and Thursday-Friday as the highest. Figure 9 is a one-year example that is representative of all the years in which data was tracked.

Juvenile Arrests by Day of the Week

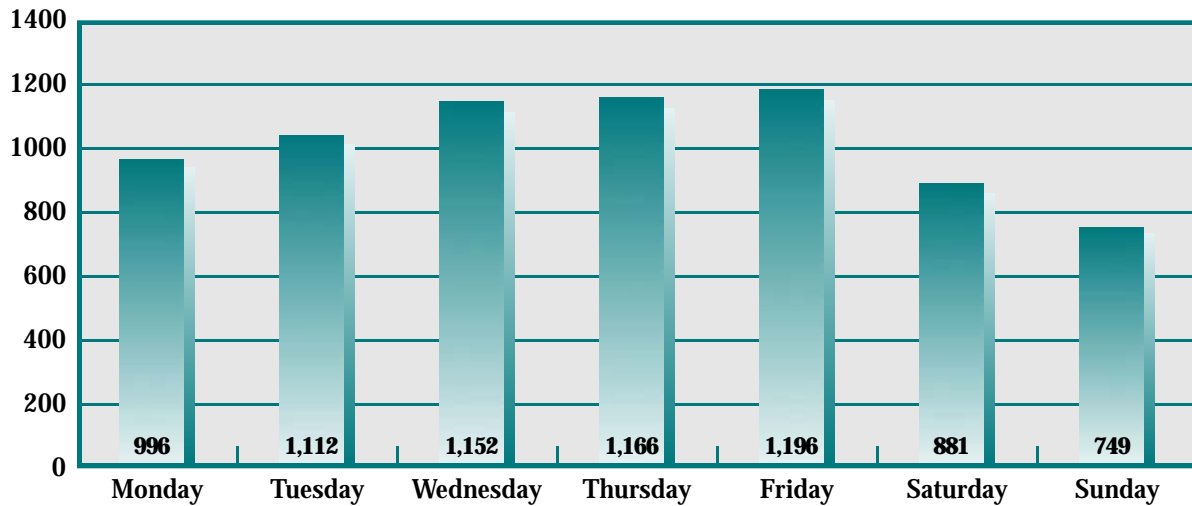


Figure 9

Juvenile arrests by hour of day was highly illustrative of a number of important public policy issues currently under debate. Figure 10 clearly reflects the potential benefits of curfew and truancy enforcement as well as in-school versus out-of-school suspensions. With 32 percent or 1,752 arrests from 4:00 P.M. to 12:00 P.M. (midnight), the availability of after school programs is of considerable importance as a prevention/diversion tool. Thirty-eight percent of Monday-Friday arrests occurred during school hours. Of these, 51 percent of those arrested were truant and 14 percent were suspended.

Juvenile Arrests by Hour of the Day

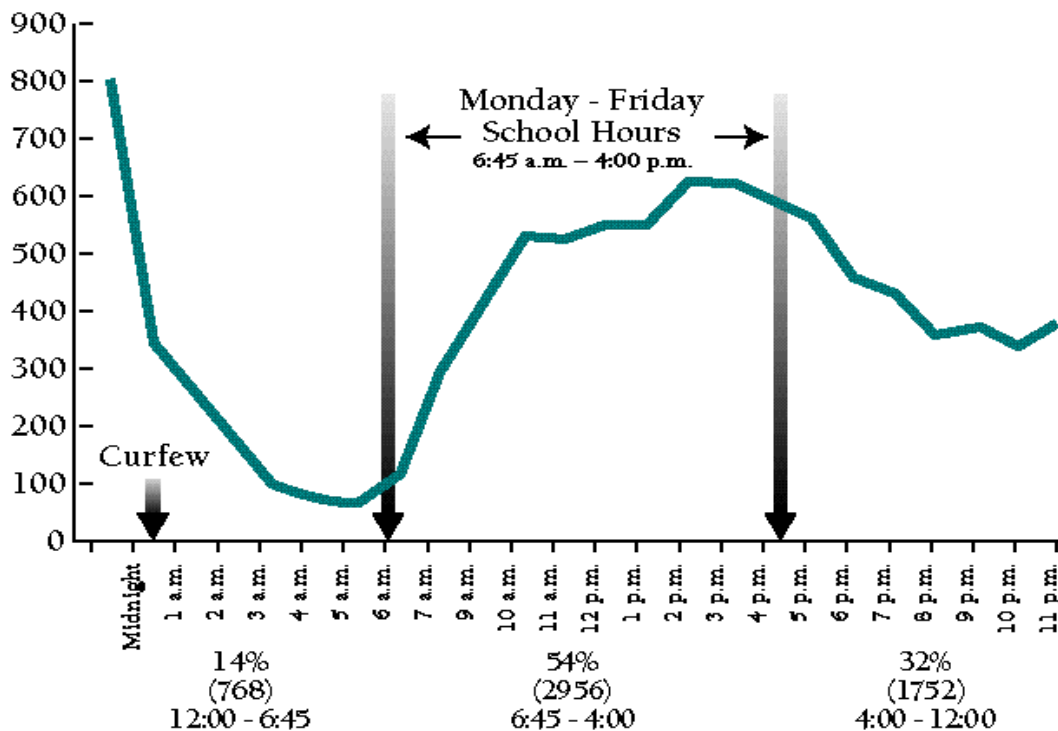


Figure 10

The Duval County School Board provided data showing the number of out-of-school suspensions increased 75 percent from the 1990 to 1997 school years. By volume it rose from 24,000 in 1990 to a current reported 42,000 for 1997, an increase of 18,000. A coordinated policy would improve the information and community understanding of these important public policy issues.

Arrest data of juveniles based on time of day of arrest needs additional related supporting crime statistics prior to developing a hypothesis and strategy as to cause and effect issues. For example, (a) when crime is reported and (b) where the arrest occurs need to be correlated with (c) when the arrest occurs to provide a more comprehensive picture of resource and policy impact. Additional research and a continual review of data and allocation of resources needs to be an ongoing integral part of this study.

One of the most telling statistical data points is the rate of arrest or criminal involvement as it relates to age. The at risk age group is viewed as 10 to 17 years of age. What is important about plotting and analysis of this data is that the rate of involvement is very different between early ages and late teen involvement with the juvenile justice system.

Figure 11 illustrates a number of points that need to be factored into prevention/diversion program development. A comparison of arrest data by age clearly shows an increase in 17-year-old between 1994 and 1996. What was not available was a breakdown by gender. With a 30 percent increase, or 441 by volume in 24 months, coupled with the rate/volume increase of females, it would not be surprising to find females are well represented in the increase plotted in Figure 8.

Trends in Total Juvenile Arrests By Age 10-17, 1994 - 1996

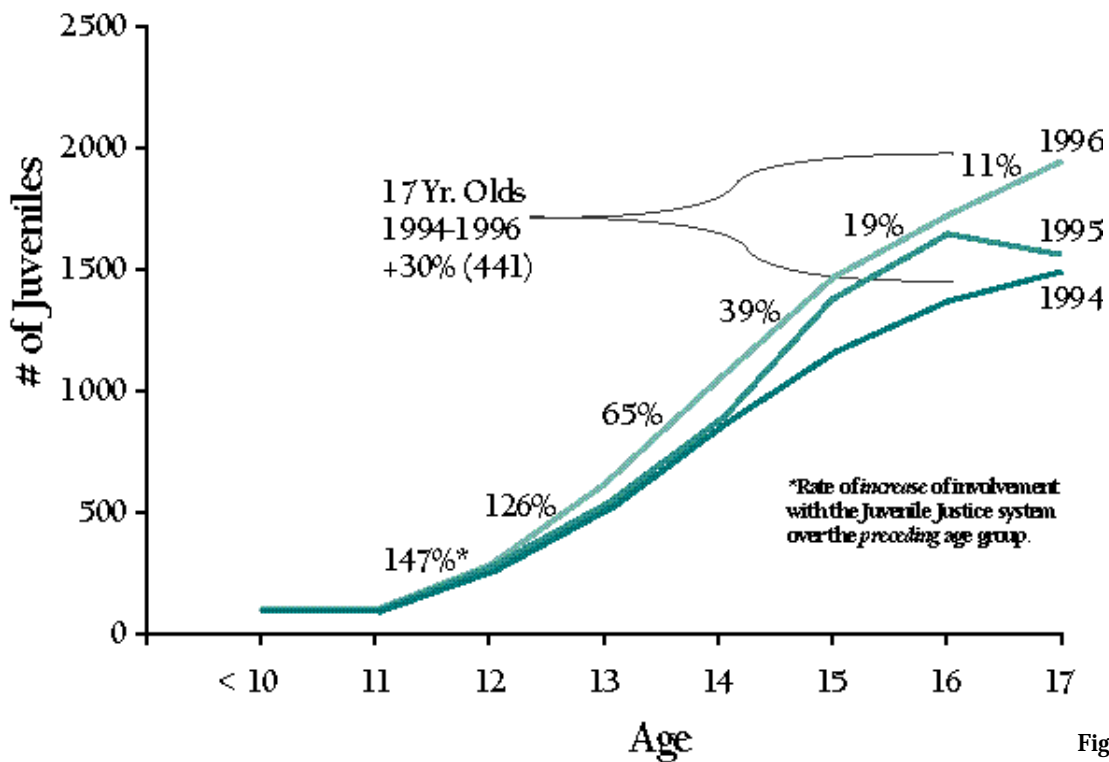


Figure 11

Of equal interest and importance is that for all periods (1994-96) plotted, ages 11 to 12 showed a dramatic increase in the rate (147 percent) of involvement with the system (see Figure 11.) Summarily, ages 12 to 13 reflect high rates (126 percent) of increase in arrests. This large jump coincides with the movement from elementary school grades 5-6 into middle school. For these children, the movement represents a significant shift in the institutions helping in their social development. There is an opportunity for joint organizational and public policy review to determine if any one or number of these moves or policy choices adds to the difficulties children experience in shifting from a highly structured environment to a more open campus setting.

Diversion is a very important tool to keep many first time or minor offenders out of the system. Studies have shown that 70-80 percent of the children on first or second encounter with law enforcement will not re-offend and will go on successfully as citizens in the community. Accordingly, the Data Collections Subcommittee felt it important to plot the relationship between the large increase in misdemeanor offenses (+48.7 percent) and the total number of children diverted in the corresponding periods of time. This would be especially important in the finding that females are entering the system in increasing numbers and historically are charged with minor offenses.

The State Attorney plays a very big role in the implementation of innovative “non-judicial” youth offender programs. In addition, the State Attorney closely tracks the numbers of children diverted each year and was able to provide information on the numbers and sex of those subject to non-judicial handling. Much to the subcommittee’s surprise, diversion did not increase proportionally to the increases in misdemeanor offenses. As reflected in Figure 12, the total number of youth diverted increased only 8.7 percent against the 48.7 percent rise in misdemeanor juvenile arrests.

Comparison of Trends

In Juvenile Misdemeanor Arrests and Diversion Program Admission by Gender, 1991-1996

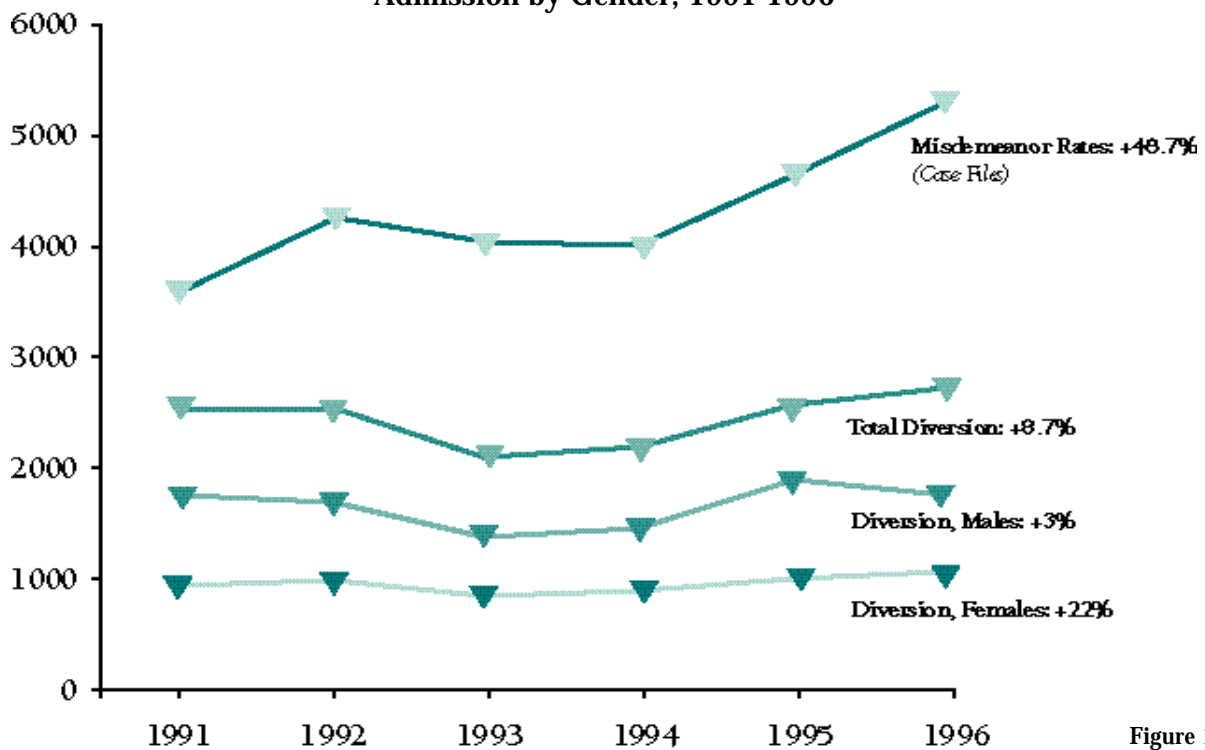


Figure 12

As Figure 12 demonstrates, diversion of males rose only 3 percent in the five-year period and actually declined in the 1995-96 period. Diverted females rose 22 percent and appear to have taken the place of males diverted from the system. The subcommittee reviewed this issue at length and could not fully determine the reasons for the difference. The issues discussed as possible explanations are:

- The SAO programs are at capacity and not able to match the increase;
- Large increases in the role and impact of grants designed to divert;
- Male offenders were previously diverted for a lack of programs; or
- Increase in the level of serious offenses.

One of the most serious concerns facing the community and the children entering the juvenile justice system is the juvenile detention center's crowded condition. Health and safety are major concerns at this facility. In addition, the fact that children must wait at home or in the detention center for the appropriate program because it is full or not available is a serious community concern. Figure 13 illustrates the rate of increased overcrowding and the efforts of the Department of Juvenile Justice to expand capacity.

Comparison of Trends

In Department of Juvenile Justice Detention Population and Facility Capacity, 1991-1996

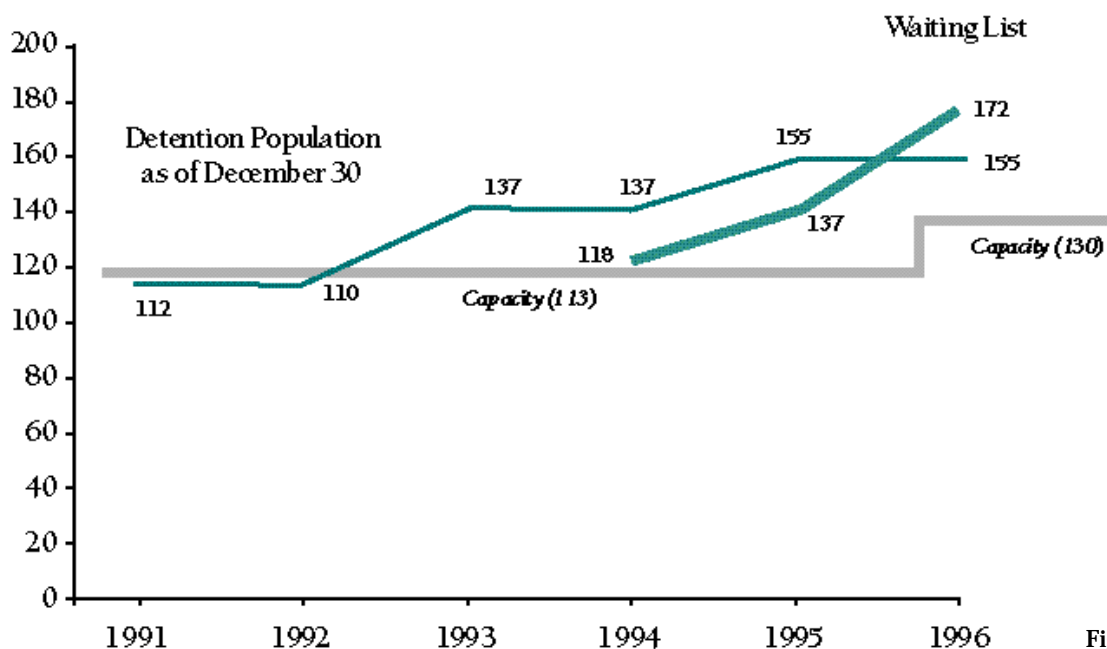


Figure 13

It was reported by the Department of Juvenile Justice that the Florida Legislature mandated for public safety reasons that all juvenile offenders classified at level 8 or 10 and waiting for a program could no longer wait in home detention for an opening. They must instead be held in secure detention.

During the period from 1991 through 1996, the population of the detention facility (as measured by December 30 census) rose from 112 to 155. During this same period, total capacity was at 113. Average waiting lists grew from 118 in 1994 to 137 in 1996.

This also illustrates the relationship between the detention overcrowding issue and the importance of program or sanction alternatives. In addition, it illustrates the difficulty of establishing community understanding and consensus when **reported crime is down but total crime is in fact up**. In 1996, in response to overcrowding, Juvenile Justice brought on-line 25 additional beds. Also, a new 52-bed facility is to be constructed in St. Johns County to help relieve overcrowding throughout the Fourth District.

In 1992, the State Attorney began a program designed in part to prosecute aggressively habitual and violent juvenile offenders as adults and place them in jail or prison. Since then, the SAO has prosecuted more than 1,500 juvenile cases in adult court. The most egregious offenders are sent to the Florida prison system, but the majority of juveniles sentenced as adults are housed at the Duval County pre-trial detention facility.

Simply warehousing juveniles in jail is not a long-term answer. The State Attorney chairs a committee of professionals that constantly reevaluates programs in the jail designed to combine punishment and rehabilitation. The JSO provides the space and makes available dedicated staff who provide day to day services for incarcerated juveniles. Juvenile inmates receive drug counseling and participate in living skills classes and anger control training through social service agencies funded by the city. Additional classes are held in the jail to discuss family planning and the destructive effects of domestic violence. Since 1993, the Duval County School Board has operated a school in the jail. All juveniles in jail attend school in jail as they would if they were in a regular school. Juveniles with particularly poor reading skills are assisted by Learn to Read volunteers.

Most juveniles sentenced as adults are placed on probation after being released from jail. They are supervised by specialized probation officers with reduced case loads. As a part of probation, each juvenile is ordered to continue his education. Because of the uniqueness of the program, the Department of Corrections obtained funding for advanced counseling services for juveniles on probation. The Case Management Program provides comprehensive evaluation and counseling for juvenile offenders free of charge. In addition to an education and assistance from social services, juvenile offenders need support and positive role models in order to better themselves. As part of the Jailed Juvenile Program, dedicated mentors work with juveniles while they are incarcerated and continue to mentor them after they are released.

The Jailed Juvenile Program has had considerable success and is widely believed to have lowered the level of serious crime in the City of Jacksonville. Figure 14 illustrates the total number of juveniles who have received adult sanctions and the number of juveniles sent to the jail program and to state prison. The most significant proof that the program is working is the tremendous reduction in the population of juveniles at the jail. Despite an expansion in the criteria qualifying a juvenile for prosecution as an adult, the population has decreased from a high of 190 in 1994 to a current average of about 70. Since the State Attorney's philosophy has remained constant, the only explanation is a decrease in the number of juveniles committing offenses which would qualify them for prosecution in adult court.

Trends in the Number of Juveniles Receiving Adult Sanctions

by Type of Sanction, 1992-1996

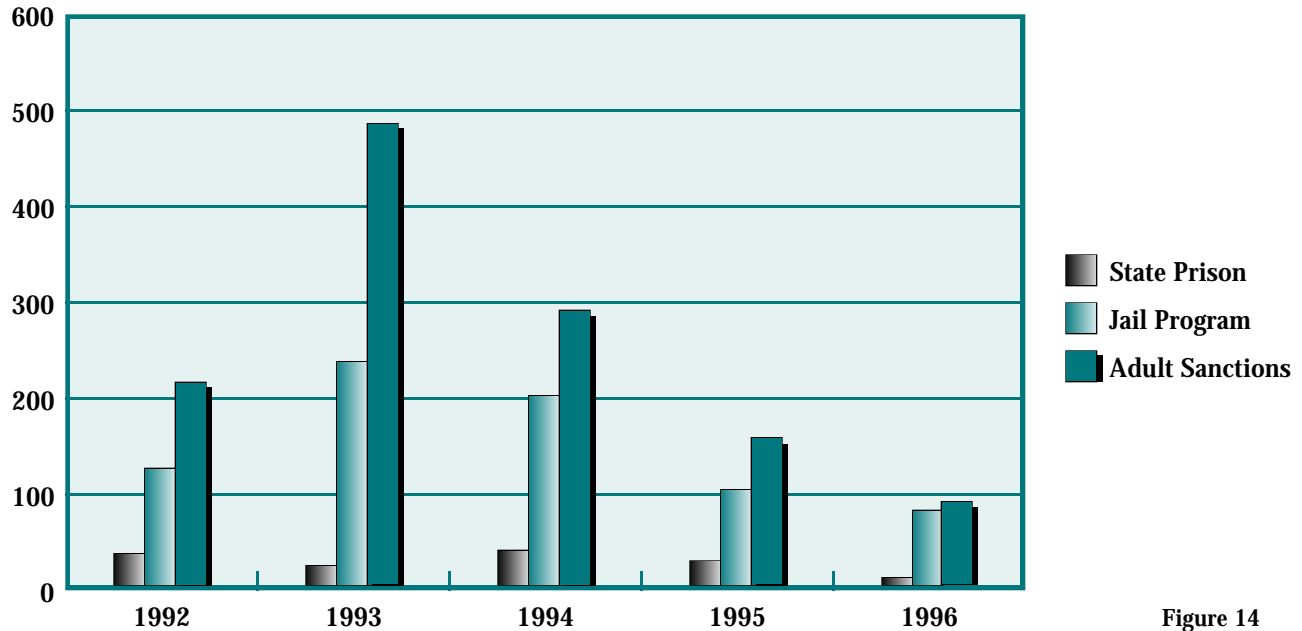


Figure 14

The City of Jacksonville has been very fortunate over the years to participate in a number of national programs designed to pilot and develop new and creative approaches to solving difficult crime and offender problems. One such program was the design and development of the Serious Habitual Offender Comprehensive Action Program (SHOCAP), which began in 1982 in the Jacksonville Sheriff's Office (JSO.) SHOCAP evolved into what became known as the Comprehensive Inter-Agency Model. It was then designated a national model and has been implemented nationwide under the sponsorship of the OJJDP. The Data Collection Subcommittee drew heavily on the strategic information process established by this program.

Trends in Juvenile Recidivism

Cases Opened by the Department of Juvenile Justice, 1991-1995

	1991	1992	1993	1994	1995
Cases Opened	8,167	7,851	7,800	8,208	8,815
Juvenile Intake	5,138	5,138	5,023	5,354	5,891
Cases Per Youth	1.59	1.53	1.55	1.52	1.50

Figure 15

Figure 15 provides comparative information on the ratio of cases to individuals that entered the system in a five-year period. Cases per youth in 1991-1992 were reported at 1.59, and by 1995-1996 had only declined to 1.50. By any measure, this is a statistically insignificant decrease. (Note: A more detailed analysis of the information revealed reporting problems in the numbers of youth recorded to be arrested.)

The Serious Habitual Offender (SHO) Tracking Profile provided significant insight about the background of juveniles with multiple arrests. The last available report was in the first quarter of 1995 and was used by the subcommittee to review the backgrounds of habitual offenders and the system's response to their high rate of offending. In 1994-95, 5,394 youth are reported to have been arrested by the JSO. When screened for those individuals arrested three times or more in that year, 25 percent or some 1,387 individuals were identified with multiple arrests.

Juveniles with multiple arrests can be divided into three categories:

- Serious Habitual Offenders (SHO) – juveniles with five arrests, including three felony arrests involving violence or drugs, within a 12-month period.
- Potential Offenders – juveniles with five total arrests, including three felony arrests.
- At-Risk Offenders – juveniles with three total arrests, including one felony arrest.

Juveniles with Multiple Arrests, 1995

(9,732 Total arrests)

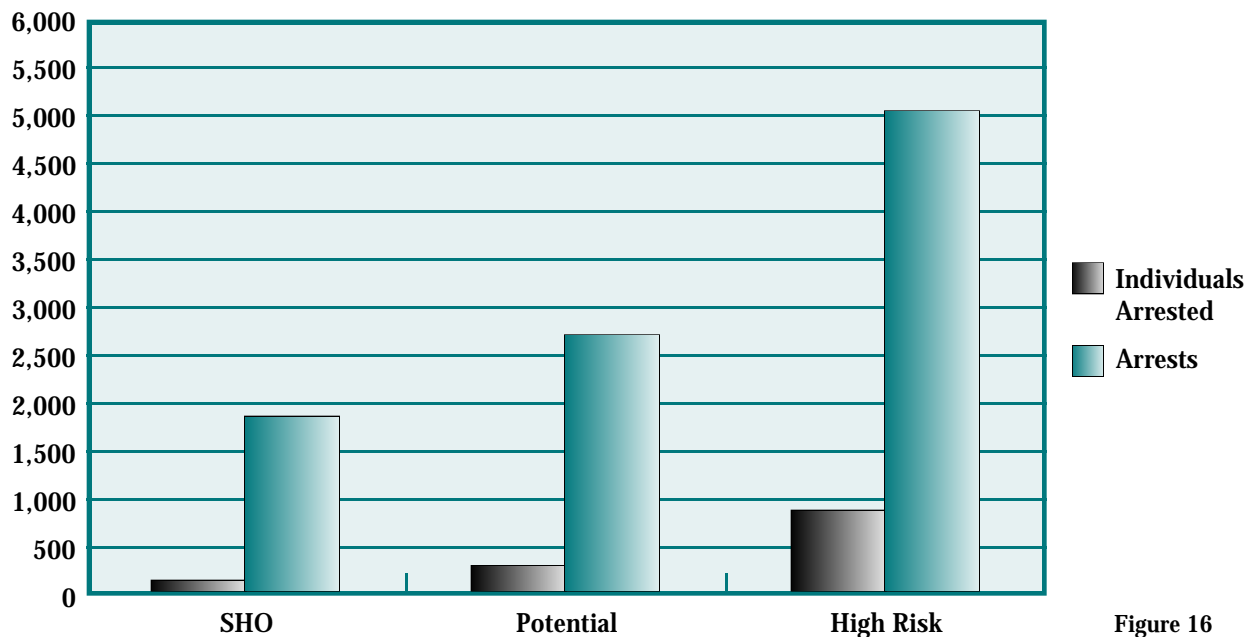


Figure 16

As shown in Figure 16, juveniles with multiple arrests accounted for 9,732 total arrests in 1995. By looking at the collective arrest histories of these individuals, it is evident that a small number of juveniles are responsible for a high and disproportionate number of arrests.

Three hundred and ninety-two individuals were responsible for 4,692 arrests. This data can give the community valuable insight into the manner in which the juvenile justice system responded to, or failed to

respond to, the needs of a child sanctioned to its care. This raises significant questions about the ability of the system to respond to their needs, both in and outside the community, school, family, and the juvenile justice system.

By looking into the histories and backgrounds of these children, it is possible to identify factors present in their environment which may have brought them to the attention of the system. This information could then help focus the design and development of future programs.

Figure 17 illustrates the factors that are present in the environments of serious habitual offenders, including their police history, family environment, race, gender, and school attendance.

The Data Collections Subcommittee reviewed thousands of pages of information and documents from the Department of Juvenile Justice, the State Attorney’s Office, the Jacksonville Sheriff’s Office, and the Clerk of the Courts that provided insight into the complex issues facing the community and the children entering the juvenile justice system. Now that this data is available in comparative formats and from multiple sources, it is the task force’s hope that a clearer picture will emerge identifying the future needs of our children. Specialized information on such topics as domestic violence, drugs, guns, gangs, and forecasting will continue to be collected in order to assess future needs of the juvenile justice system.

Serious, Violent, and Chronic Offender Profile

Profile of 1,387 Individuals with Three or More Arrests

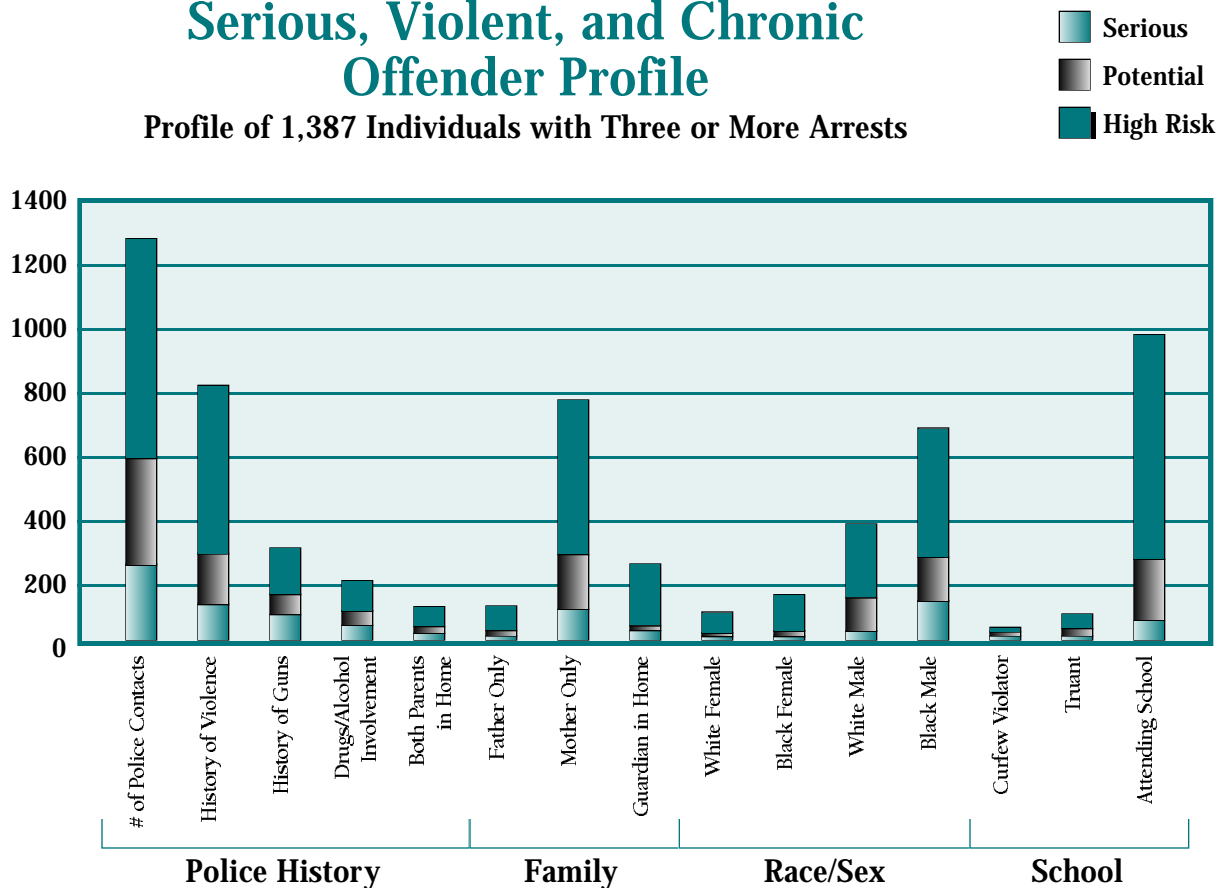


Figure 17

Structured Decision-Making Subcommittee

The juvenile justice system in Jacksonville has used some form of structured decision-making for more than ten years. The Department of Juvenile Justice is the agency mandated by statute to implement and maintain the continuum of services that comprise Florida's juvenile justice system. The instruments that comprise the Structured Decision System (SDS) have been developed by statewide focus groups that include all areas of the juvenile justice system, including the judiciary, state attorneys, public defenders, legislators, representatives from the Department, and other parties involved in service provision to juveniles.

Instruments from other states and jurisdictions, as well as those developed by researchers and social scientists, were reviewed and in some instances incorporated into various aspects of the instruments currently being used. One unique difference in Florida's SDS is the focus on using decision-making instruments to guide and assist in making front-end or diversion/filing decisions. Many locales use instruments merely to assist in identifying probation or supervision levels after a youth has been found guilty of committing a crime.

The SDS committee reviewed the entire system in the community and determined that we are currently utilizing the following formal decision-making instruments at the following stages in guiding decisions about delinquent youth:

- Intake screening
- Detention screening
- Petition
- Disposition
- Probation
- Length of stay
- Aftercare planning

The committee then selected four different junctures at which it would focus its efforts:

- Petition
- Disposition
- Placement
- Aftercare

The offender population served will be all juveniles under the age of 18, reflecting that offender age is a point of consideration in the instruments used to make decisions.

The committee reviewed current decision-making instruments, received input from the Public Defender, State Attorney, and others involved in the juvenile justice system. Naturally, there was conflicting support for different instruments (too lenient, too rigid, etc.), but this more reflected the natural order of the legal system rather than an objective dismissal of all the decision-making instruments. The committee did feel, however, that revisions, modifications, additions, and deletions should be considered for the decision-making instrumentation system currently being used in the identified four priority areas.

Programs Subcommittee

An inventory of sanctions programs has been developed with the understanding that it is dynamic and ever-changing, due to funding sources and successes. Some sanctions originally identified by the committee are presently or soon will be no longer funded. Some information was difficult to obtain in certain sanctions in the categories identified as significant (such as comparable expected outcomes, capacity, units of cost, length of stay, or methods of evaluation).

The sanctions program inventory contains the following components:

- Immediate sanctions
- Non-judicial sanctions
- Community resources
- Volunteers/mentors
- Intermediate sanctions/nonresidential
- Intermediate sanctions/residential
- Secure sanctions
- Aftercare sanctions

As the prevention team identified priority risk factors for Jacksonville, the sanctions team concurred that the inventory should include identification of the risk factors addressed within each sanction. Those factors are displayed in the inventory.

Review of this inventory of sanctions led to identification of perceived gaps: systemic gaps and service delivery gaps. Mostly these perceived gaps have been identified and supported by the data presented both by the prevention and sanctions data analysis. Some gaps also appear to be in the process of being addressed as initiatives are developed within the community.

Gaps were identified within four components of the programs: immediate and intermediate sanctions, secure facilities, and aftercare programs.

Gaps were found in the following categories within those program components:

- Methods and resource personnel to maintain accurate inventory of sanctions and/or programs on no less than an annual basis;
- Statutory language to change method of counting FTE's in schools so that (a) funding stream follows youth throughout the year and that (b) FTE counts are truly reflective of heaviest periods of enrollment;
- In-school and out-of-school suspension programs;
- Coordinating and tracking, mentoring, and volunteer efforts;
- Medical services to youth not covered by Medicaid or insurance;
- Availability of parenting skills training for youth in school and programs for young parents;
- Employability skills training and employment opportunities for youth;
- Jurisdictional conflict for youth living on military bases;
- Community supervision programs for youth adjudicated delinquent;
- Community programs for female adolescents;
- Residential programs for female offenders;

- Secure residential programs for female offenders;
- Secure detention capacity;
- Residential treatment programs for sexual offenders as well as offenders who are also victims of sexual abuse;
- Transition planning and aftercare supervision for youth exiting programs and returning to their home setting;
- Medicaid case management efforts;
- Housing opportunities for older adolescents able to live independently;
- Commitment from funding sources for all funded programs with outcomes stated to address one or more of the risk factors identified by the task force, so that throughout the sanctions continuum all youth develop their assets and thereby reduce their likelihood of further criminal activity;
- Method of measuring effectiveness of all sanctions/programs consistent with priority risk factors that is meaningful to funding sources and to the community at large; and
- Schedule a review of data, decision-making instruments, sanctions, and effectiveness to maintain current accuracy and relevance over time.

Summary Statement

The following presents a summary of the major trends in juvenile crime and juvenile justice in Jacksonville drawn from the numerous sources detailed in the previous section of this report.

This aggregation of data shows the following trends:

- The trend is downward in the most serious areas of juvenile crime. Part I violent crime is down 36 percent and property crime is down 17 percent. Because Part I crime is a reflection of the most serious crime in an area, it is correctly reported as a reduction in serious crime. This is not, however, a reduction in total crime.
- Less serious incidences, Part II crime, make up the balance of crimes that juveniles are arrested for. Part II arrests increased significantly (42 percent) in the five year period ending 1996.
- Juvenile crime among females is on the increase. In 1991-92, males represented 80 percent of files opened by the State Attorney's office while females made up the balance of 20 percent in the juvenile offender base. By the close of 1996, the ratio shifted to 75 percent males and 25 percent females.
- Over the five year period, DJJ intake of males increased by 10.3 percent (349 by volume) while females rose 26.5 percent (368 by volume). The surprise was not just the increase in females, but the 46 percent increase in white females, which by volume (256) exceeded all other categories
- Five years of data on day of the week arrest patterns provided by the Jacksonville Sheriff's Office consistently showed Sunday as the day of the week with the lowest number of juvenile arrests and Thursday-Friday as the highest.

- Thirty-eight percent (2087) of Monday-Friday arrests of juveniles occurred during school hours. Of these, 51 percent of those arrested were truant and 14 percent were suspended
- The sharpest increase in the rate of involvement with the Juvenile Justice system comes between ages 11 and 12 (147 percent higher than the preceding rate of increase) followed by the period between 12 and 13 (126 percent).
- While diversion of males rose 3 percent in the five-year period and actually declined in the 1995-96 period, diverted females rose 22 percent in the same period and appear to have taken the place of males diverted from the system.
- During the five year period 1991-1996, substantial increases in the population of the detention center were accompanied by substantial growth in the waiting list. The population of the detention facility (as measured by December 30 census) rose from 112 to 155. During this same period, total capacity was at 113. Average waiting lists grew from 118 in 1995 to 172 in 1996.
- Data taken from 1995 shows that of 5,394 youthful offenders arrested, 1,387 or about 25 percent had been arrested three or more times within the preceding twelve months. Of these 1,387 juveniles, there were 995 who were considered “high risk”, 262 who were considered “potentially serious habitual offenders”, and 130 who were dubbed “serious habitual offenders.” Between these last two groups, 392 juveniles had been arrested 4,692 times.



Recommendations

The 18-month effort of strategy volunteers has been exhaustive, informative, exciting, and frustrating. A great deal of important work has been completed. The task force has learned that much can be achieved by working together and new bonds and strategies have been created by virtue of the collaborative effort itself.

However, it is just the beginning of a great amount of work that remains to be done. For example, while the strategy has identified more than 300 programs which purport to engage the five priority risk factors, volunteers have not been able to perform a thorough analysis to determine the effectiveness of those programs. That research will require an informed and capable staff who can build on the necessary talents of agencies currently involved in program development and assessment.

The task force has an ultimate goal of the reduction of delinquency by 40 percent by the year 2015. The goal recognizes the need for joint efforts in our community by the adoption and implementation of a comprehensive strategy to reduce Jacksonville's priority risk factors and increase protective factors for our children over the years. A major focus for achieving this goal is the strengthening of our youth through positive personal development and asset-building experiences.

The identification of the five priority risk factors in Jacksonville is key to the plan for sanctions as well as to the plan for prevention. A major part of the initial five year plan is to address risk factors with prevention and sanctions outcomes driven by our local priority risk factors, taking public safety into consideration. The risk factors must penetrate the implementation of the plan on both sides. The prevention arm of this strategy is integral to success in sanctions. Programs and services must be designed to implement and improve protective factors in order to reduce the impact of the risk factors.

The implementation of Jacksonville's Comprehensive Strategy must be integrated with programs with proven track records, including those administered by the Duval County School Board, Children's Commission, and the United Way's Community Agenda. The already very successful programs of the State Attorney must be a central part of the Jacksonville Comprehensive Strategy. The strategy must also be coordinated with the existing Duval County Juvenile Justice Council Plan and the comprehensive strategy designed by the Florida Department of Juvenile Justice (DJJ Preventing Delinquency — A Path to the Future, April 1997).

The Florida Department of Juvenile Justice is a statewide agency which sets policy for the entire state. While some exceptions are noted, formal structured decision-making cannot be arbitrarily altered, omitted or added by one jurisdiction or another. Local policy and procedure must be consistent with the legislative intent of administration of juvenile justice programs. However, the committee suggests that a review and revision of decision-making instruments may better serve the population of youthful offenders and the public generally.

As this report was written, the Department of Juvenile Justice was in the process of revising its Intervention Services Manual and some of the structured decision-making instruments being used. These revisions were compiled and incorporated into policy and procedure manuals at the end of 1997.

As the strategy works toward the goal of making the best possible decisions for youth, flexibility must remain the cornerstone of all structured decision-making systems. The five risk factors that the community has prioritized must be reflected in Jacksonville's children's prevention programs and in decision-making instruments. This will not only be key to dealing with today's youth, but will be important in efforts to assure that the delinquent youth of today do not become the parents of delinquent youth 15 or 20 years from now.

The task force has prioritized the proposed implementation of its recommendations into three broad categories: Immediate - to be initiated and implemented within 6-12 months; Short-term - within 1-2 years; and Long-term - within 3-5 years. The task force recommends as follows:

A. General Recommendations

1. The Mayor, State Attorney and Sheriff establish and co-chair a Comprehensive Strategy Board as a collaborative effort to identify, monitor and promote juvenile prevention and rehabilitative services and to advocate for children.

The board will include the president of the City Council, the chief judge of the Fourth Judicial Circuit, the Public Defender, the chair of the Duval County School Board, the manager of the Florida Department of Juvenile Justice, District IV, the administrator of the Department of Children and Families, District IV, the chair of the WAGES Coalition, the chair of the Juvenile Justice Council, the executive director of the Jacksonville Children's Commission, the chair of the Trustees of the Jessie Ball duPont Fund, the executive director of the United Way and representatives of the Duval County Health Department, the Jacksonville Chamber of Commerce, the faith community, non-profit service providers, and community and grass roots leaders. The board will be of such size as to be inclusive and effective and will be convened quarterly by the co-chairs.

2. The Comprehensive Strategy Board be staffed by a team lodged in the City of Jacksonville's Department of Community Services, which builds upon and collaborates with existing agencies through the Human Services Council.

The strategy staff will be responsible for monitoring and facilitating the implementation recommendations of the strategy in conjunction with existing agencies and programs. Staff will be accountable generally to

Immediate

Immediate

the Comprehensive Strategy Board and the Human Services Council, and specifically to the director of the Jacksonville Department of Community Services.

The staff will initially consist of a project manager, human services planner, executive secretary and part-time assistant, and two juvenile justice researchers. The project manager will also relate as staff to the Juvenile Justice Council, District IV.

3. The strategy board will organize interested agency and community volunteers into working committees to implement the recommendations of the task force which appear in this report. The committees will be organized into the following areas with the following tasks:
 - a. Community Dialogue: Make presentations to and mobilize various constituencies in the Jacksonville community, including business, civic, youth, religious, and provider groups.
 - b. Prevention: Implement the prevention recommendations including the assessment of the programs providing children's services and identification of faith-based community organizations providing children's services, including faith-based and grass-roots asset-based organizations.
 - c. Sanctions: Implement the sanctions recommendations, including the continued review of structured decision-making instruments, the development of increased ways for agency collaboration and sharing of information and the evaluation of detention issues, problems and goals.
 - d. Legislation: Review applicable state and federal statutes and regulations and legislative funding proposals, determine whether new legislation is needed to implement the strategy more effectively, and advocate for appropriate legislation. It would also work with the community dialogue committee to mobilize public opinion and lobby legislators.
 - e. Monitoring, Evaluation, and Updating: Develop a means of monitoring and updating the strategy and its programs so that the strategy could itself be held accountable.

4. The strategy board staff will take advantage of technical assistance offers from the National Council on Crime and Delinquency, Developmental Research and Programs, the Florida Coastal School of Law, the University of North Florida, the Florida Center for Children and Youth, and other experts.

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5. The Duval County School Board will collaborate with the strategy board in the design and implementation of programs intended to prevent the abuse of alcohol, tobacco and other drugs at all grade levels and extra curricular activities. These programs will encourage parental support and participation.
6. The Duval County School Board will encourage the superintendent of schools and senior staff to participate in the collaborative efforts of the Human Services Council and the strategy board.
7. The strategy board will establish such research mechanisms for the review and updating of its data base and make revisions of its recommendations and priorities as suggested by the data.

Short-term

Immediate

Short-term

B. Prevention Recommendations:

8. The Human Services Council will incorporate the priority risk factors and protective factors in its planning, funding, evaluation, and monitoring efforts.
9. The Human Services Council will work with the Comprehensive Strategy Board to assess the other programs identified in the inventory which may address the priority risk factors and protective factors.
10. The Comprehensive Strategy Board will work with the Human Services Council to build on the promising approaches which address multiple priority risk factors and protective factors already begun locally.
11. The strategy board will work with the Human Services Council to incorporate positive youth development and asset building into the Comprehensive Strategy implementation plan.
12. The strategy board will collaborate with the School-Community Partnership and the Duval County School Board to address all efforts relating to reducing risk factors and increasing protective factors which can be employed at the school, as well as policies relating to:
 - Standardizing communication and enforcement of school and community laws and policies related to alcohol, tobacco, and other drugs;

Immediate

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Immediate

Short-term

Short-term

<ul style="list-style-type: none"> • Developing alternatives to out of school suspension; • Establishing a school-hours curfew policy; • Unifying policies concerning scheduling and truancy; • Considering establishing truancy processing centers; and • Integrating all policies at all grade levels, in all extracurricular activities, and with the support and involvement of parents, teachers, and students. 	Longer-term
<p>13. The strategy board will work with the WAGES Coalition to coordinate youth employment programs.</p>	Longer-term
<p>14. The strategy board will work with the Human Services Council to assess which local programs address the strategy's priority risk factors and their level of effectiveness.</p>	Immediate
<p>15. The strategy board will support the local faith initiatives by providing staff assistance to identify and assess faith-based grass-roots programs available to children using an asset-based approach which builds on community strengths rather than perceived needs.</p>	Immediate
<p>16. The strategy board will work with the WAGES Coalition to identify youth employment programs in Jacksonville. Economic deprivation should be treated as a prevailing condition as well as a priority risk factor because national and state funding for job development and welfare-to-work are now well along in implementation.</p>	Immediate
<p>17. The strategy board will give recognition and priority to the communities and neighborhoods in which poverty is a prevalent condition in order to establish teams and programs to deal with the five priority risk factors.</p>	Immediate
<p>18. Community policies will prioritize the enforcement of existing laws and regulations affecting the sale, distribution and taxation of alcohol, tobacco, and other drugs.</p>	Short-term
<p>C. Graduated Sanctions Recommendations:</p>	
<p>19. The strategy board will convene a task force, including representatives of the Juvenile Justice Council and the Department of Juvenile Justice to evaluate the need for sites for juvenile justice facilities and their availability. The task force will provide specific information for City Council members and other elected officials, and will make</p>	

recommendations for modifications to the comprehensive plan to include proposed sites for juvenile justice programs and facilities.

20. The strategy board will consider employing Jacksonville Community Council, Inc., to conduct a study to determine detention and commitment waiting list issues, problems and goals.

This study will take into consideration applicable statutes and judicial policies. It should collect and analyze detention and waiting list population data, assess the Jacksonville Assessment Center, and determine the impact of waiting lists for commitment placements, the need for an assignment center, and alternatives to detention.

The study will recommend a detention utilization plan (tasks, schedule, responsibilities, resource needs) which would reduce detention overcrowding by 100 percent and the waiting list to reasonable lengths of time for appropriate placement. The ultimate goal of this study will be to produce a needs feasibility study that the Board can utilize to determine if a new detention center should be constructed.

21. The strategy board will seek legislative changes for appropriate sanctions for parents of children charged with delinquent acts. The board will consult with the judiciary, the State Attorney, and the Public Defender to review current law and suggest legislative changes.

22. The strategy board staff and Department of Juvenile Justice staff will review the implementation of JCCI's 1992 Young Black Males Study and assess local efforts to reduce minority over-representation, and develop a local plan of action to combat minority over-representation. The plan will be integrated with local faith initiatives and other appropriate groups.

23. The strategy board will assess the need for residential and nonresidential resources for girls and report its findings to the Juvenile Justice Council. In addition, the strategy board will establish a program planning group including, but not limited to, representatives of PACE, the Jacksonville Women's Center, and the Juvenile Justice Girls Initiative. This planning group will prepare an in-depth profile of girls in the juvenile justice system including both quantitative and qualitative data, develop a blueprint for effective programs, conduct focus groups with potential

Immediate

Short-term

Short-term

Immediate

service providers, issue requests for proposals for effective programs, and implement appropriate gender specific programs.

24. The Department of Juvenile Justice will assess its current programs, including caseloads, initial and continuing contacts, and recommend any appropriate changes or modifications to improve program credibility and effectiveness, and the consideration of gender specific programs for girls. The assessment team will include representatives from the Department of Juvenile Justice, the State Attorney's and Public Defender's offices, and service providers.

The assessment will include group training incorporating priority risk factors in responsibilities, resource requirements), stakeholder commitments and an implementation, and evaluation plan to measure effectiveness as related to risk factors.

25. The Department of Juvenile Justice and other sanctions providers will identify the strategy's priority risk factors addressed by their programs in order to increase the number of protective factors such programs include.

26. The strategy board will monitor the data and review and update the prioritized risk factors at reasonable intervals so that the strategy can continue to be effective and timely.

27. The strategy board will develop a method of measuring the effectiveness of all sanctions programs that are meaningful to funding sources and the community and which address priority risk factors. Such measures will include reviews of data, sanctions, and structured decision-making instruments to assess their accuracy and relevance. Commitments will be obtained from all funded programs with outcome statements to address one or more of the priority risk factors.

28. The structured decision-making system currently in use in Jacksonville will be reviewed continuously to assure that the most critical risk/needs factors and local trends are incorporated into all decisions made affecting a child's involvement in the juvenile justice system.

A copy of the Florida Petition Survey conducted by NCCD in March 1997, will be forwarded to the Secretary of the Department of Juvenile Justice for review as it relates to mandates cited in Chapter 985.21(4) (formerly Chapter 39.044(d)), Florida Statutes, which outlines the process for

Short-term

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Immediate

Longer-term

Longer-term

prosecution of juveniles. A representative from the strategy board will serve on the state-wide Department of Juvenile Justice Policies and Procedures Work Group which determines the majority of processes in the state of Florida. Additional instrumentation will be solicited to assist in the aftercare and transition planning for youth that the critical risk and needs factors specific to individual juveniles.

29. The strategy board will review all structured decision-making processes in the community for relevancy and necessity on a regular basis to account for changes in trends and risk factors.

Longer-term

30. The strategy board and the Department of Juvenile Justice will work together to ensure that funding goes to programs identified by both the Duval County Juvenile Justice Council Plan and/or the strategy board. In addition, the Department of Juvenile Justice will require all grant applications to target needs identified by local plans.

Short-term

31. Due to the high percentage of juvenile offender drug use reflected in an In-Jail Program survey both before an arrest and at the time of the crime, the strategy board will determine the need for legislative or policy changes needed to obtain treatment for youth convicted as adults (in cooperation with the State Attorney, Public Defender, and Gateway Children's Services).

Immediate

There is currently a perceived gap in obtaining treatment for youth who are convicted as adults but still minors at the time of their release. Following this determination, the strategy board will act on its findings.

32. The strategy board will enhance information sharing and collaboration between agencies by assessing current local efforts to provide intra-agency information in order to determine the informal and legislatively mandated procedures already in place, identify existing or potential roadblocks and gaps, establish a plan for collaboration and implement the plan with necessary legislative or policy changes.

Immediate

Attached Exhibits

EXHIBIT I

Community Advocates

Jeptha F. Barbour	Howard Korman
Honorable Aaron K. Bowden	Mary Kress
Alvin R. (Pete) Carpenter	Donald Lively
Elizabeth Ward-Cline	Honorable W. Gregg McCaulie
Daniel W. Connell	Edgar Mathis
Dr. Richard Danford	Honorable Donald R. Moran, Jr.
Mayor John Delaney	Gertrude Peele
Admiral Kevin Delaney	Kitty Phillips, Esq.
Honorable Cheryl Donelan	Honorable Harvey E. Schlesinger
Lawrence DuBow	Honorable Harry Shorstein
Ronnie Ferguson	Richard Sisisky
Michael Figgins	Honorable Eric Smith
Honorable Louis O. Frost, Jr.	Honorable A.C. Soud, Jr.
Deborah Gianoulis	James Stallings
Sheriff Nat Glover	Honorable John Thrasher
Dr. Jeff Goldhagen	Delores Weaver
Dr. Adam Herbert	Charles Wilson
Ted Hires	Donald Van Fleet
Wendell Holmes	William E. Scheu
Honorable Betty Holzendorf	Pamela Y. Paul
Lee Johnson	

EXHIBIT II

Task Force Members

William E. Scheu, Chairman Pamela Y. Paul, Co-chairman

Graduated Sanctions

Honorable Dorothy Pate, Chair	Gary Higgins, Co-Chair
Willie “Pop” Alexander	Keight Langland
Virginia Borrok	Jane McElroy
Christine Carr	Edgar Mathis
Donna Cobb	Dr. Charles Owens
Daniel Cook	Dr. Davy Parrish
Honorable Mallory-Cooper	Jay Plotkin
Pauline Ingraham-Drayton	Chief Rick Seibler
Laura Emerson	Lisa Steely
Lucy Farley	Pam Taylor
Johnnie B. Fisher (Ms.)	Lt. Cdr. Ruth Thompson
Joe Grasso	Lt. Rick Townsend
Bill Hodges	Judy Truett
Honorable Thomas Hornsby	Pastor Jeff Welch
Bill Knight	Marian Wilcher

Prevention

Nathan Wilson, Chair	Kirk Swenson, Co-Chair
Gary Arvidson	Linda Lanier
Wilma Austin	Wilma Lauray
Trish Bethel	Joyce Lewis
Honorable George Banks	Pattie Mallon
Trish Bethel	Dr. Levi H. McIntosh, Jr.
Kathleen Bowles	Pam Nussbaum
Jill Brooks	Alice B. Gundlach-Odell
Betty Carley	Mincy Pollock (Mr.)
Dr. Charles Cline	William Potter
Alice Conte	Theresa Pringell
Lois Crook	Ellen Siler
Peter Fleischmann	Amy Slater
Honorable Gwen Gibson	Hodges Sneed
Lois Gibson	Linda Stern
John Gillespie	John Stewart
Barbara Gordon	Lee Stradtner
Martha Hemphill	Karen Tozzi
Mary Jo Thornton-Henson	Linda Tuday
Berrylin Houston	Nina Waters
G. Alan Howard	Carwina Weng
Helen Jackson	Aares P. Williams
Pastor Pete Jackson	Shaka M. Ali Bin-Yah Ya
Pastor Moses Javis	Alton Yates
Tom Joyner	Steve Zaricki
Bonnie Knight	

EXHIBIT III

Comprehensive Strategy Board

Mayor	Public Health
Sheriff	Faith Community (3) (one each to be selected by the Mayor, Sheriff, and State Attorney)
State Attorney	Non-Profits (5) (to be selected by the Human Services Council, on a rotating basis)
School Board, Chair	Community Volunteer (9) (three each to be selected by the Mayor, Sheriff, and State Attorney)
President City Council	Youth (3)
Chief Judge	U.S. District Judge
Juvenile Judge	Community Foundation, Chair
Public Defender	WJCT, President
HSC, Chair	Media – Public
Advisory Board Children/Families, Chair	Media – Private
WAGES, Chair	Urban League, Chair
Housing Development, Chair	
JJ Council, Chair	
Children’s Commission, Chair	
Jessie Ball duPont Fund, Chair	
United Way, Chair	
Chamber, President/President-Elect	



Credits

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Answers

1. False: Crime trends, as measured by arrests reported to the FBI, clearly indicate that juveniles consistently account for a small proportion of total violent crimes in this country each year. For example, in 1982 juveniles represented 17.2 percent of arrests for violent crimes. By 1992 the proportion had increased by less than half of one percent to 17.5.
2. False: According to the information from the FBI and the National Crime Victimization Survey, current serious violent crime rates are the same or below the rates 10 to 20 years ago.
3. True: According to the FBI, 59 percent of homicide victims under age 10 were killed by parents (more often the father).
4. False: Based on studies of juvenile and adult court processings in 10 states, using information from the National Juvenile Court Archives and the Bureau of Justice Statistics, violent offenders were as likely, and in some cases more likely, to be convicted in juvenile versus adult courts.
5. False: According to information from the National Corrections Reporting Program, the majority, or 62 percent, of juveniles admitted to adult prisons in the U.S. are admitted for property, drug, or other nonviolent crimes.
6. True: According to information presented in the *Sourcebook of Criminal Justice Statistics* published by the U.S. Department of Justice, less than 25 percent of murder and non-negligent manslaughter victims were killed by strangers. This has held true for the past 20 years.

JESSIE BALL
DU PONT
F U N D